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## **Strategic and Innovative Areas in the Development of National Migration Policy in the Context of Macroeconomic Growth of the Ukrainian Economy**

*The distinctive features of the Ukrainian migration policy today are inadequate administrative, legal and social regulation of migration processes, creating bureaucratic barriers in public administration bodies. These problems call for solutions that would promote consolidation of democracy and observation of human rights in Ukraine, its integration in the global community, on the one hand, and enhancement of the national security, on the other. Being subject to broad-scale political debate in scientific and political circles of Ukraine, the migration problem needs continuing research.*

*The article analyzes performance and trends in the migration policy of Ukraine. Its features and efficiency are revealed.*

*It was found that the main characteristics of the country's external migration are: dominance of labor migrants among the migrant categories; by gender structure, labor migration is most common among men. The main destinations of labor migration are Poland, Slovakia, Czech Republic, Hungary.*

*The main characteristics of internal migration are the continuation of the trend towards urbanization, with the decreasing rural population and increasing urban population. High migration losses of the population are characteristic of the Western and South-Western regions of Ukraine. Most people changed their place of residence for Kharkiv, Kyiv and Dnipropetrovsk regions.*

*It was found that the migration policy of Ukraine is characterized by low efficiency. At the moment, migration processes are spontaneous. And this leads to an increase in the disproportion of regional labor markets, increasing social tensions, the formation of conditions for the spread of ideas of national intolerance among the Ukrainian population.*

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*The main reasons behind the growing migration activity in Ukraine are highlighted: the instability of the socio-economic environment, decreasing salary rate, overall welfare and quality of life.*

*Measures to improve the migration policy of Ukraine are proposed.*

**Key words:** migration, migration policy, migration movement, migration activity, efficiency.

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## **Стратегічні та інноваційні напрями розвитку державної міграційної політики в контексті макроекономічного зростання економіки України**

*Характерними рисами державної міграційної політики України сьогодні є невисока якість адміністративно-правового та соціального регулювання процесів міграції, наслідком чого є бюрократичні бар'єри в державних органах державної влади. Вирішення цих проблем є необхідною умовою, з одного боку, зміцнення демократії та дотримання прав людини, інтеграції України у світову спільноту, а з іншого – посилення національної безпеки країни. Оскільки проблема міграції широко обговорюється в наукових і політичних колах України, вона потребує подальших досліджень.*

*В статті проаналізовано стан і тенденції державної міграційної політики України. Виявлено її особливості та ефективність.*

*З'ясовано, що основними характерними рисами зовнішньої міграції України є такі: серед категорій мігрантів переважають трудові мігранти; за гендерною структурою трудова міграція найбільш поширена серед чоловіків. Основними напрямками трудової міграції є Польща, Словаччина, Чеська Республіка, Угорщина.*

*Основними характерними рисами внутрішньої міграції є продовження тенденції до урбанізації – зменшується кількість сільського населення і збільшується кількість міського. Високі міграційні втрати населення характерні для західних та південно-західних регіонів України. Найбільше людей змінили місце проживання на Харківську та Київську області, а також на Дніпропетровську.*

*Виявлено, що державній міграційній політиці України притаманна невисока ефективність. Наразі міграційні процеси носять стихійний характер. А це зумовлює зростання диспропорції регіональних ринків праці, збільшення соціальної напруженості, формування умов для поширення серед населення України ідей національної нетерпимості.*

*Виокремлено основні причини, які спонукають до зростання міграційної активності в Україні: нестабільність соціально-економічного середовища, зниження рівня оплати праці, загального добробуту та якості життя населення.*

*Запропоновано заходи щодо удосконалення державної міграційної політики України.*

**Ключові слова:** міграція, міграційна політика, міграційні процеси, міграційний рух, трудові мігранти.

**Introduction.** The distinctive features of the Ukrainian migration policy today are inadequate administrative, legal and social regulation of migration processes, creating bureaucratic barriers in public administration bodies. These problems call for solutions promoting consolidation of democracy and observation of human rights in Ukraine, its integration in the global community, on the one hand, and enhancement of the national security, on the other. Being subject to broad-scale political debate in scientific and political circles of Ukraine, the migration problem needs continuing research.

Literature review. Theoretical and methodological issues of migration policy setting have always been in focus of researchers. The most essential contribution in their elaboration was made by K. Barrow, P. Barrow, R. Brown, I. Blank and others.

Many dimensions of migration policy have been explored in works of Ukrainian researchers: M. Bublii, O. Vorobiova, S. Denysiuk, I. Ivakhtiuk, V. Iontsev, O. Kyslytsyna, O. Kokorieva, T. Petrova, L. Rybakovskyi, A. Khomra, B. Khorev and others.

In spite of large scopes of research on migration policy, there has been no works that would focus on determining strategic orientations and innovative development of migration policy in Ukraine.

The article's objective is to present results of an analytical review of the current performance and tendencies of the migration policy in Ukraine, highlight migration policy problems, and elaborate recommendations on its strategic orientations.

**Research results.** Migration is a continuous, natural and multidimensional process involving great masses of people of all the nationalities, social groups, age categories from all the corners of the world.

Migration of the population has essential contribution in the social development. Being a form people's adaptation to changing conditions of the community life, it has strong impact on the geography, structure and dynamics of the global population, from individual settlements and districts to whole countries and continents.

Massive movements of people can be triggered by various reasons, both natural and socio-economic. Unfortunately, the migration related with forceful expulsion of indigenous populations from their native areas has been survived until now.

Also, massive scales and ubiquity of migration cause great many socio-economic and political problems. That is why many countries have to face the challenge of control over migration processes.

Migration processes are reflected in the migration policy that is country-specific. An ill-conceived migration policy will increase the share of illegal migration, crime, drug abuse, corruption, and create social tensions, thus affecting public interest and undermining the national security.

A critically important dimension in setting the effective migration policy is admittedly an analysis of the migration activity of the population. An appropriate set of indicators enables to investigate the migration policy at country level [7].

An analysis of the inflow and outflow of cross-country migrants to/from Ukraine in 2013–2020 shows that the overall situation did improve (see Figure below). The number of outgoing persons in these period decreased from 22187 in 2013 to 19121 in 2020 (i. e. by 3066). It was the lowest only in 2016 (6465), which can be attributed to positive socio-economic trends: a growth in the real income of the population due to the falling inflation rate (43% in 2015, 13% in 2017 and 4.1% in 2019) amidst stabilization of the currency market, implementation of balanced monetary policy and recover of the economic growth. But the pandemic increased the Ukrainians' desire to work abroad to the extent that the migration processes of the latest years got out of control. Only nearly 10% (300,000 to 400,000) of the total migrants returned to Ukraine in 2020, but only to go back to work in other countries as soon as possible. The main reason for this is the adverse socio-economic situation. According to the State Statistics Service of Ukraine, domestic GDP fell by 4% in 2021 and still remains lower than in 2013. The unemployment rate was 10%, being the highest one after 2014, and the poverty level was higher than 23% (with 8,800,000 of Ukrainian residents being below the poverty line). The demographic situation was also adverse [4].

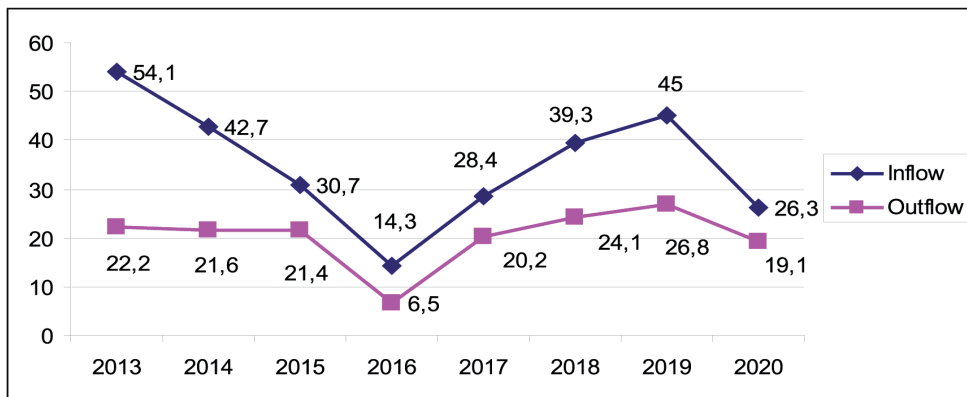


Figure. Dynamics of cross-country migrants to/from Ukraine

Source: [5]

The main destinations of labor migration from Ukraine are Poland, Czech Republic, Slovakia, Hungary and others. The significance of other destinations is region-specific: 35% of migrants from Western regions (Rivne, Volyn, Lviv, Transcarpathy, Chernivtsi, Ivano-Frankivsk, Ternopil) go to Italy, 20% – to Russia, 19% – to Spain; migrants from regions located mainly in the Central part of Ukraine (Khmelnitsk, Vinnytsia, Kirovohrad, Chekasy, Kyiv, Chernihiv, Zhytomyr, Poltava, Sumy) go Russia (45%), Italy (27%); migrants from East and South of Ukraine (Odesa, Mykolaiv, Kherson, Zaporizhzia, Dnipropetrovsk, Donetsk, Luhansk and Kharkiv regions) go to Russia (53%), Italy (11%) [5].

The main activities providing jobs for Ukrainian labor migrants are construction, care of the elderly, household work, and service sector.

Data on the migrant structure by age, gender and type of location in 2020 are given in Table 1. They show that the migration was dominated by man (12,900), with the number of women being 6,200. The largest shares of migrants were in the age category 25–29 years (4,000) and 30–34 years (2,100).

Also, according to Eurostat, Ukraine was the global leader in 2018 by the number of persons obtaining the permanent residence permit in EU-28 (527000 applicants, or 16.0% of the total applicants for residence permit in EC-28); it outpaced China (6.4%), India (6.1%), Syria (5.4%), Belarus (4.3%), Morocco (3.9%). This pattern has logic origins in the socio-economic instability, decreasing welfare and quality of life, shrinking opportunities to earn more and fully employ one’s abilities [6].

Table 1

**Number of cross-country migrants by age, gender and type of location, 2020**

Labor migrants	Total	Men	Women	Urban location	Rural location
	19,100	12,900	6,200	17,000	1,500
By age category					
15–24	6,000	4,300	1,900	5,900	0,200
25–29	4,000	2,800	1,200	3,800	0,100
30–34	2,100	1,400	0,700	1,900	0,200
35–39	1,600	1,000	0,600	1,400	0,200
40–49	2,200	1,500	0,700	1,900	0,300
50–59	1,200	0,800	0,400	1,000	0,100
60–70	0,900	0,400	0,500	0,600	0,100

Source: [5]

The minimal salary in Ukraine is 6500 UAH (212 €), compared with 380 € in Latvia and Lithuania, 235 € in Bulgaria, 275 € in Romania, 407 € in Czech Republic, 412 € in Hungary, 433 € in Croatia, 435 € in Slovakia, 453 € in Poland, and 470 € in Estonia [88]. Of the EU countries, the highest minimal salary is fixed Luxembourg (1999 €), Ireland (1563 €), the Netherlands (1552 €), Belgium (1532 €), and Germany (1498 €) [2].

The main distinctive features of the external migration from Ukraine are:

- prevalence of labor migration;
- prevalence of men in the labor migrants;
- uneven development of Ukrainian regions, which heavily affects for migration processes [3];
- main destinations of the labor migration are Poland, Slovakia, Czech Republic, Hungary.
- Internal movements, or cross-region migration processes, are also mass-scale and, hence, important for Ukraine.

An analysis of the migration movement dynamics shows the continuing tendency of urbanization, with the declining rural population and increasing urban inhabitants (see Table 2).

Heavy migration losses of the population are characteristic for Western and North-Western regions that feature higher than average rates of poverty and unemployment, large scopes of employment in household plots, and the worst access to medical and education services.

*Table 2*

**Dynamics of migration movement of the population in rural and urban areas, 2016–2020**

Year	Urban population			Rural population			Total		
	Inflow	Outflow	Migration increase/decline	Inflow	Outflow	Migration increase/decline	Inflow	Outflow	Migration increase/decline
2016	162740	170780	-8040	94068	75408	18660	256 808	246188	10620
2017 рік	306759	302678	4081	135528	127612	7916	442 287	430290	11997
2018 рік	430920	401589	29331	198356	209098	-10742	629 276	610687	18589
2019 рік	410030	367357	42673	166002	187163	-21161	576032	554520	21512
2020	307221	286482	20739	128059	139482	-11423	435280	425964	9316

Source: [5]

According to the State Statistics Service of Ukraine, in 2020 the largest number of people came to live in Kharkiv and Kyiv regions (55,000 to each), and to Dnipropetrovsk region (+51,000). 36,000 new residents obtained registration in Kyiv in 2019.

But the outflow from Kharkiv region (43,000) proved to be not far lesser than the inflow. It was the highest among the Ukrainian regions, with the migration-related increase in the population of Kharkiv region making only 3,800.

The outflow from Dnipropetrovsk and Kyiv regions was twice lower than the inflow: 27,000 and 24,000, respectively. The two regions showed the largest increase in the registered residents: 30,000 in Kyiv region and 24,000 in Kharkiv region.

Experts give various reasons for the popularity of these three regions. Some say that



Ukrainians had been traditionally, year by year, gravitated to large cities, with villages and small towns becoming deserted. The capitals of popular Ukrainian regions, Kyiv, Dnipro and Kharkiv, are indeed the largest cities in Ukraine.

Others attribute this migration to higher salaries in Kyiv, Dnipropetrovsk and Kharkiv regions, than elsewhere in Ukraine. But this did not prove to be as true as it seemed. The average salary in Kyiv is indeed much higher than in the other regions: in December 2021 it was more than 20,481 UAH (prior to tax deductions), against the average of 14,045 UAH across Ukraine. The average salary in Kyiv region was a bit higher than the average Ukrainian, i. e. 4,554 UAH. At the same time, Dnipropetrovsk region had only the seventh rank by salary rate with 13,730 UAH, and Kharkiv region was in the second ten with 12122 UAH.

According to the analytical center “CEDOS”, Dnipro and Kharkiv are the second largest centers of student migration (after Kyiv) due to large numbers of leading national HEEs in these cities. The other cities popular with students are Odesa and Lviv, which, according to the State Statistics Service of Ukraine, are in the top five Ukrainian regions with the largest population increase.

Also, the population increase in Dnipropetrovsk and Kharkiv regions is explained by experts in a way that they are adjacent to Donetsk and Luhansk regions where the Antiterrorist Operation Zone is located. 31,700 persons fled from Donetsk region alone in 2017, and only 7,000 came. While the outflow from Luhansk region was 21,800, the inflow was only 2,700. The majority of forced migrants chose a temporary place of residence in a region that was the closest to their home, i. e. Dnipropetrovsk or Kharkiv region.

Vynnytsia and Zaporizhzhia are other regions with more people going out and less coming in: in 2020, the annual reduction in their populations made 4,600 and 2,700, respectively [1].

According to a statistical observation of the website “Ukrainska Pravda” in 2019, Ukraine is the eight country in the world by number of internally replaced persons (see Table 3) [3].

So, the analysis of migration activity in Ukraine shows that the migration policy is highly inefficient. Migration processes have been chaotic by now. This widens disproportions at regional labor markets, increases social tensions, fosters ideas of national intolerance in the Ukrainian population.

*Table 3***Countries with the largest numbers of internally replaced persons, 2019**

No	Country	Population	Internally replaced persons	Internally replaced persons in the total population, %
1	Syria	22,850,000	6,600,000	28.9
2	Columbia	47,120,000	6,270,436	13.3
3	Iraq	33,420,000	3,290,310	9.8
4	Sudan	37,960,000	3,182,286	8.4
5	Yemen	37,960,000	2,509,068	6.6
6	Nigeria	173,600,000	2,095,812	1.2
7	South Sudan	11,300,000	1,696,962	15.0
8	Ukraine	42,600,000	4,678,587	11.0

Source: [3]

The Strategy of Migration Policy for Ukraine till 2025 contains a number of innovative provisions. Migration is addressed in it as not merely a risk factor, but also as an important component of the socio-economic and demographic development of the country. The Strategy has clear focus on attracting investors, skilled professionals and education migrants. But its provisions remain declarative, many procedures are practically ineffective. It is clear that the Ukrainian reality has faced obvious problems caused by inconformity between theoretical provisions and practices of implementing core ideas of the migration policy.

The abovementioned calls for creating an effective migration policy aimed at the economic development of Ukraine.

**Conclusions.** Strategic orientations and innovative development of the migration policy in Ukraine have to be implementation of the migration policy in the development strategy of Ukraine and bringing practical procedures and implementation tools of the migration policy in conformity with its conceptual framework. It should involve the following measures:

1. Linking the migration policy to the demographic policy that needs to aim at stabilizing the number of Ukrainian population. It means that the migration has to be made a factor of increasing the Ukrainian population. This can be achieved through highlighting target groups of immigrants who are demanded by the country and its regions, with removing bureaucratic impediments in the issuance of residents permits or national passports to the incoming migrant categories: native Ukrainians, labor migrants living in Ukraine since long and well integrated in the Ukrainian society, graduates of Ukrainian HEEs, wives and husbands of Ukrainian citizens, other groups of migrants. This would be a way of increasing the Ukrainian population on account of legalization of the mentioned migrant categories. Some people have lived in Ukraine for twenty years, but they still cannot purchase a dwelling, legalize or become Ukrainian citizens.

2. Linking the migration policy to the economic strategy of Ukraine. It is necessary to clearly estimate the demand in foreign workforce with account to the internal reserves, and to impose regulation on the labor migration using the schemes of organized and targeted recruitment of labor migrants in donor countries. Barriers on the way to job placement of professionals and researchers must be lifted, because experiences of other countries confirm that the recruitment of foreigners helped stimulate economic development and make economic breakthroughs. If these steps are supported by improvements in the investment climate and the increasing salary rate, this will push back home Ukrainian professionals and researchers who went out earlier.

3. Linking the migration policy to the external policy of Ukraine. An important components of the external migration policy can be a program for stimulating coming back of compatriots, projects for dissemination of the Ukrainian language and building dialog with the diaspora through cooperative structures. Unfortunately, these components are not always effective and need to be improved.

Besides that, a part of migration-related spending can be reduced. Thus, agreements with countries donating labor migrants can be signed to the effect of preliminary professional and linguistic training of potential migrants; the targeted selection of labor migrants needs to be launched. National and foreign experiences of promoting Ukrainian language abroad may be used; offices for recruitment and training of labor and education migrants should be created. At the first phase, the external migration policy of Ukraine should put emphasis on Central Asian countries and Vietnam, as they have been traditional migration partners for Ukraine.

Summing it up, the effective migration governance in Ukraine needs to be based on the targeted migration policy that will help enhance the country's competitiveness and increase its economic performance. Modernization of the migration law is supposed to improve the governance policy, which will promote the sustainable development of regions, and to determine the ways for optimization of distribution of funds between the state programs. Therefore, improvements in the national legislation to enhance the efficiency of migration flows' control and international cooperation in their optimization can be considered as a component in implementing the national security strategy.

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