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## **MODERN MIGRATION PROCESSES IN UKRAINE**

### *Migration situation in Ukraine*

According to the data of the migration analysis annually conducted by the State Statistics Committee of Ukraine, in 2007-2009 total number of registered movements in Ukraine including all migrants regardless the directions for their travels, regions and types of settlement, correspondingly amounted to 14,997,000, 14,066,000 and 12,722,000 people. Division of migrants according to the flows shows that inner regional movement of people dominates in Ukraine, making up 58,1%, 57,9% and 57,7% of general number. Regional resettlement of the population between rural areas and urban settlements is still the main type of migration (within regions, territorial autonomy).

Intraregional migration constitutes a considerable part of migration movement in Ukraine: the scale of regional movements of the population from one region to another within the country during 2007-2009 amounted to more than one third of gross migration (36,8%, 37,4% and 38,2% respectively). The smallest share of migration flows connects Ukraine with CIS countries, Baltic countries and far abroad: interstate migrant exchange between these countries provided for only 5,1%, 4,3% and 4,1% of total migration in the country in 2007-2009 pp. For comparison we should note that the share of external migration in 1999-2000 was 11,2% and 9,4% respectively.

During 2000s Ukraine experienced the diversification of interstate migration flows. If the total number of registered movements of the population between Ukraine and other states including all migrants regardless the directions for their travels and countries of destination decreased by 2, migration exchange with the far abroad countries during the same period reduced by 2,2 and with CIS countries - by 1,9. Contribution of CIS countries into gross migration increased in 2002-2008 from 71,9% to 74,3%, and of the far abroad countries - decreased from 28,1% to 25,7%. Thus, the geography of interstate flows in Ukraine is gradually turning into the spatial structure for migration movements of the country existing at the beginning of the 1990s.

Changes in the size and structure of migration flows are followed by the improvement of migration situation in Ukraine. Already in 2005 Ukraine turned into the country admitting immigrants and its migration losses over 2004-2005 are compensated by former citizens from CIS countries. However, for the first time since 1990s the increase of the population due to migration exchange with the far

abroad countries was recorded in 2006. Over the next years this tendency intensified. Even though the size of migration flows from abroad is small, the very fact shows the turning point in the development of migration situation in Ukraine and its transformation from the country of emigrants into the country of destination for immigrants both from CIS and far abroad countries. Migration situation in Ukraine is stable now. The country is in the position of the new migration balance that it has been trying to achieve for 18 years. A certain stage of transformational changes in this sphere has been completed.

### **Migration potential of Ukraine**

According to the monitoring results of social changes in Ukrainian society annually conducted by the Sociology Institute of Academy of Sciences of Ukraine since 1992, in 2000s almost every fifth Ukrainian was a potential migrant and was eager to leave its place of residence (19,3% in 2000, 21,1% in 2004, 20,1% in 2006 and 19,6% in 2010). At the same time in 2010 11,2% of those wanting to leave chose another locality in Ukraine and only 7,9% of Ukrainians intended to leave the territory of former USSR. In 2000 the number of those wishing to leave their place of residence was larger: 14,4% expressed their wish to resettle within Ukraine and 9,6% - outside the territory of former USSR. The number of potential migrants indecisive about their place of destination was the largest: in 2000 it equaled to 17,0%, and in 2010 – to 18,3%. The main reasons that could provoke the intention of Ukrainians to leave their places of residence included harmful ecology conditions and the desire to find a new job (in 2000 15,4% and 18,0% respectively and in 2010 16,7% and 19,9%). Other reasons are mentioned less often. As a rule since the beginning of 2000 Ukrainians preferred to look for new employment. Almost half of the residents see the environmental conditions in their place of residence as harmful or extremely harmful (59,2% in 2002 , 46,4% in 2006 , 41,1% in 2010).

Migration potential of Ukrainian youth deserves special attention. According to the survey conducted by Democratic Initiatives Foundation and “Ukrainian Sociology Service” company among young people in Ukraine in December 2009 and January 2010 only 13,8% of young people aged 18-34 intended to leave their country forever. Much more often Ukrainian youth was determined to stay temporary abroad: 29,9% of young Ukrainians intended to leave for other countries for a certain period of time. However, more than half of Ukrainian young people did not express the inclination to emigration (51,5%). It should be mentioned that similar survey concerning potential migration intention of the youth held in 2003 showed that the share choosing the home land was basically the same – 50,9%.

*How long do potential migrants intend to stay abroad?* Young Ukrainians planned an average trip to foreign countries for 3-4 years. As a rule, young people do not plan to stay for more than 5 years outside their native country. The shares of those intending to stay in foreign countries for different period are about the same: for one year – 22,1%, 2 years – 23,8%, 3 years – 22,1% and finally 5 years – 21,3%. In 2003 the period for eventual stay abroad was much shorter for potential migrants. Ukrainians defined the longest period for staying abroad as lasting 2 years (9,3%).

Only 6,0% of young Ukrainians intended to stay abroad for 5 years. Thus, over the last 7 years the duration of staying abroad for Ukrainian youth has significantly increased in their migration intentions.

*Why do young people intend to go abroad?* Young Ukrainians mention labor migration as the main reason for traveling abroad (65,1%). 2,2 times less often Ukrainian youth intends to realize its touristic interests (30,1%) and only 5,5% of them plan to study outside their country. In comparison with 2003 the number of young Ukrainians wishing to work abroad has increased by 2,9 (from 22,4% to 65,1%).

Potential migrants make the choice of the country for realizing different interests depending on their preferences, availability of information and development of migration networks. Thus for young Ukrainians Russia (19,0%), Great Britain (12,2%), Germany (11,7%), the USA (11,2%), Italy (10,2%) are priority countries. In 2003 Germany (14,1%) and the USA (12,3%) were the most desirable countries for young Ukrainians. Only 5,8% of potential migrants mentioned Russia at that time. Therefore the geography of destination countries has considerably changed.

*What encourages young Ukrainian people to constantly search for better life outside their own country?* Most often young people name three reasons influencing their migration choice: economic, financial and socio-cultural. Very seldom they point out to political or national grounds. Primarily financial reasons influence migration directions of Ukrainian youth: they believe that they will be able to earn more abroad. 51,5% of young people adhere to such position. 48,5% of Ukrainian youth note the impact of economic reasons (lack of financing in the industry they are working in, lack of perspective for Ukrainian economy in general). Less often they mention social and cultural reasons (better living conditions, higher cultural level, etc.). 39,7% of young citizens mention such factors influencing their migration directions and plans. Another 23,5% of this age group mention the opportunities for professional/career growth and another 17,6% of young Ukrainians point to the family reasons (their relatives live abroad) in their migration choice. It should be mentioned that in 2003 young people in Ukraine were almost indifferent answering the questions about the factors influencing the formation of their migration plans: financial reasons were noted by only 8,3% of the surveyed; 6,4% mentioned economic reasons; 4,4% - social and

cultural reasons; 2,3% - motivated their desire to leave the country by the lack of perspectives for career or professional growth.

### *External labor migration of Ukrainian population*

The interest towards the problem of foreign labor migration has increased and intensified over the last years. Dynamics, structure and intensity of labor migration flows from Ukraine and perspectives for its development under the conditions of world financial and economic crisis are of the biggest interest nowadays. That is why we consider it necessary to detect characteristic features for labor migrants as a separate social and professional group; create a collective social and demographic portrait of a worker abroad; discover the evaluations made by Ukrainians concerning the world financial and economic crisis and the survival strategy they choose under such conditions; detect the peculiarities of employment of migrants and the reasons for their return to the homeland.

*Community of labor migrants as a separate professional group.* Labor migrants constitute a community uniting people with rather high adaption level to market economy conditions. They choose and realize such market strategy where self employment and entrepreneurship are dominant. They are ready to take the risks, they rely mainly on their own work and resources, they cultivate the values typical for middle class representatives while their welfare level is much closer to the “new poor” rather than “new middle class”. They are characterized by the rational choice of living strategies, harmonized with available social and economic resources, high social and motivational tension stimulating them to overcome difficulties in applying these resources; engagement in different entrepreneur activities; new standards and conduct examples on the labor market, specific models of social behaviour, system of values; external policy orientations and internal policy choice. This group contains significant potential for self organization and national mobilization.

Labor migrants are sort of market idea missionaries, entrepreneurship idea bearers, pioneers on the foreign labor markets. They constitute a social and professional group which is undoubtedly “class forming” and will later be incorporated into a multi layer middle class that is developing in the country. The prevalence of young people, males and residents from small towns and rural areas in this group shows, on the one hand, the engagement of the most active individuals in the processes of economic and social relations transformation, and on other hand, it demonstrates the penetration depth of modernization reforms and their not always positive outcomes into the wide masses.

The author made such conclusions in 2002 in the process of in-depth analysis of social monitoring data concerning Ukrainian society conducted by the Sociology Institute of the Academy of Science of Ukraine since 1992. The country has changed over the last 8 years. The world became different

and it is falling deeper into the system financial and economic crisis. Does it influence the dynamics, structure and intensity of labor migration flows from Ukraine and in what way? Have labor migrants changed? What are the perspectives for development or reduction of external labor migration?

*Collective social and demographic image of foreign labor migrants.* Contrary to the popular mass media reports on abandoned children devoid of maternal care, the children are much more often left without the care of their fathers: females make up only one third of foreign labor migrants, while the share of males is two thirds. Three fourths of Ukrainian citizens working abroad are married: 64,7% of marriages are registered and 9,6% – are civil. Comparatively small share is made up of the divorced – 7,1%, there are twice as many people who have never been married (13,5%). Mostly people of active working age participate in the foreign labor migration from Ukraine: 70,2% are 30-55 years old and 17,7% have not reached 30. Labor migrants of older age comprise only 12,1%. Average age of Ukrainian migrant worker is 41-42 while the rest of the citizens on average are 46 years old. Majority of labor migrants finished secondary school (38,6%), or vocational secondary school (32,3%). 12,6% of Ukrainians working abroad obtained higher education, while the same share (12,7%) is occupied by the persons with primary or incomplete secondary school.

As before, about two thirds of guest workers are rural area residents (34,8%) and residents from small towns (29,1%). Only every third labor migrants comes from a city with the population of more than 250 thousand people (34,8%). As before, the main share of Ukrainian citizens working abroad is made up of people from Western Ukraine (43%). Residents of central regions make up one fourth of the group (27,4%). Ukrainians from the Eastern Ukraine are less often engaged into this process (19%) and even fewer number of residents of Southern region work abroad (13,3%). Thus, the geography of foreign labor migration remained without significant changes.

*World economic crisis and its consequences as seen by Ukrainians.* According to their own evaluations the absolute majority of Ukrainians has already suffered from the disastrous collapse of the mechanisms regulating the world economy and supporting the balance of world financial system. Every fifth Ukrainian family considers their current situation to be disastrous. More than half of the interviewed characterize the situation in the family as rather vulnerable but not disastrous. Such view is more characteristic for families whose members have never been abroad (62,4%). Families of labor migrants give such evaluations less often (54,4%). At the same time they see the level of world financial and economic crisis impact as insignificant for their family (19,6% comparing to 15,6%).

The crisis has primarily hit the purchasing parity of Ukrainian families: purchases of clothes, shoes and other items are less often (61,8%). Every second family buys certain food products less often.

The situation is predictable as family budget has considerably shrunk in every third household due to the lack of salary or pension payments or incomplete payments. Every fifth family faced the problems of unemployment or part time work. People were facing difficulties in paying out bank credits, while bank clients can not receive their deposit dividends. It should be mentioned that families of labor migrants mention the shortening of food consumption less often (43,0% comparing to 52,2%) though unemployment affected their budgets to a larger extend (25,9% comparing to 20,4%). Labor migrants more often face difficulties with credit payments. In other cases they face the same financial difficulties as other citizens.

Ukrainians are realistic about the potential long term consequences of world financial and economic crisis. They believe that the most possible evidence of crisis in Ukraine are increased unemployment (68,9%) and rapid downfall of living standards (66,0%) that are developing together with industry production crisis (62,4%) and collapse of national financial system (40,0%). According to their estimates, it will be followed by the rise of crime level and organized crime groupings (31,0%). At the same time internal political struggle will intensify and interparty conflicts will become more often (26,4%), service sphere and system of social support will be narrowed (20,8%) and the environmental situation will rapidly deteriorate (16,3%).

It should be mentioned that Ukrainians are surprisingly united in developing the hierarchy of future miseries and turmoil. The evaluations given by the labor migrants practically do not differ from the national ones. Our citizens show solidarity concerning eventual terms of overcoming negative consequences of current financial and economic crisis. Only three out of ten Ukrainians (30,5%) expect to see “the light in the tunnel” in two years and even much later (not being precise when exactly). Optimists who expect to overcome difficult crisis in economy during the next two years are fewer - only every tenth out of the respondents. Unreasonable euphoria concerning rapid triumphal victory in fighting crisis poverty in the nearest months is characteristic for less than one percent of Ukrainian population. However, majority of our citizens (59,4%) are hesitant while answering the question concerning the period necessary to overcome crisis.

*Survival strategy in terms of financial and economic crisis.* Ukrainian citizens do not expect rapid recovery of the economy and improvement of living standards. That is why they are already developing survival strategies. Most often they choose the position of active protests however not resorting to violence (73,5%). Less often they prefer the position of patient waiting in order to preserve peace and harmony in Ukraine (62,8%). There are much fewer rebels ready to resort to violence or fight for positive changes in the country and society (14%).

Regardless the readiness for protests and even violence present in the intentions among some Ukrainians, in general they have peaceful plans for improvement the quality of their life and

achieving higher welfare for their families. Those Ukrainians who have experience in working abroad follow the more active position. More often they plan to improve financial status of their families in the nearest two-three years (60,8% comparing to 46,9%), living conditions (39,9% comparing to 27,3%) as well as the quality of leisure and recreation (29,1% comparing to 21,4%). In order to implement their intentions labor migrants intend to change their employment for more prestigious and better paid job (24,0% comparing to 15,3%) or start (enhance) their own business (17,1% comparing to 7,2%). Finally, they plan to achieve success in professional sphere in other ways (10,1% comparing to 5,6%).

Contrary to labor migrants the rest of the citizens as a rule tries to preserve their social status (34,2% comparing to 21,5%). Both categories equally often plan to increase their educational level and professional qualifications (13,2%) and get a promotion (7,5%). In any case, the respondents usually say that they will make maximum efforts to realize their goals and family interests. Such active people are seen more often among labor migrants (66,4% comparing to 39,8%). Citizens who have never worked abroad tend to be passive and prefer considerable direction: not to make too much efforts in life, be happy with what they have, follow the flow (21,3% comparing to 13,5%). However, every fifth Ukrainian has not made a choice concerning the life strategy. People face real difficulties adjusting to current situation.

One third of our citizens are constantly searching for their calling in life, on the contrary, another third is not eager to adjust to the current realities, it follows random directions in existence, and awaits changes for the better; every seventh has not managed to find any answers. Unfortunately, the share of those who are active in the new way of life and who consider market relations to be a natural living standard is rather small in Ukraine – only 18% of Ukrainian population. It should be mentioned that labor migrants are characterized by higher adaptation level towards current difficult situation. There are more active individuals who managed to find their place in the new life among them (22,9% comparing to 17,5%), while those who do not want or could not adjust to current situation are fewer (22,9% comparing to 35,0%).

It should be mentioned that 17,1% of labor migrants and 7,2% of Ukrainian citizens who didn't work abroad plan to start or enhance their own business in the nearest two-three years. Actually the possibility to realize the entrepreneurship initiative (create private enterprises, run business, farming) seems attractive for many more Ukrainians. Almost half of the citizens (46,4%) consider such perspective as probably important or extremely important for themselves. Such people are seen more often among labor migrants – on average they constitute 60,1% of people working abroad. Those who consider the possibility to become an entrepreneur to be important for themselves are by

1,6 time more often among labor migrants than among other groups of citizens: 31,6% comparing to 19,3%.

Inclusion of citizens into privatization processes is an important condition for entrepreneurship initiative. Though the level of citizen participation in this process was not low in Ukraine, it hardly influenced the development of the national business. The objects for privatization were mostly flats, houses or garden lots, garages. 13,1% of Ukrainians received privatization property certificates and only 6,0% of them exchanged them for the company stocks. Another 6,7% of the citizens sold the certificates to other persons. Land lots were privatized by only 5,1%. Only 1% of the surveyed were brave enough to buy out an enterprise and only 0,3% participated in the auction or tender in order to buy an enterprise. More than one fourth of the respondents (28,8%) did not take part in the privatization processes at all. Participation level of labor migrants in privatization was slightly higher. However it related to mainly personal and not business interests.

*Searching for a job.* The surveyed mainly belonged to the hired workers group (78,2%). Self employment is hardly present in Ukraine, people who are working for themselves constitute only 7,4%. The number of people engaged in their own family business is even less (2%). Hired workers are fewer among labor migrants (68,8% comparing to 79,2%). However, they work for themselves by 2.8 times more often (17,8% comparing to 6,4%) and by 1,4 time are more engaged in their own family business (2,5% comparing to 1,7%) than other citizens.

Three out of ten adult Ukrainians currently do not work and those who work, are not employed in the field of their specialization. Most often it happens due to low revenues (30,8%) or abundance of human resources on the labor market with the same specialization (34,6%). It is quite difficult to find another job in the place of residence. Citizens who look for well paid employment in their specialization field face the biggest difficulties (77,6%). It is quite difficult to get a well paid job not even in the field of specialization (68,1%). Those who want to preserve their qualifications even without high earnings still have to look for their niche on the job market for quite long (54,0%). Finally, every second Ukrainian (54,2%) believes that it is difficult to find any job within the place of residence.

*Are there difficulties in job placement, whether current unemployment rate and low wages were decisive reasons for people to look for a job outside their place of residence?* Most often experts use these reasons to explain labor migration flows from Ukraine. However labor migrants point out to other reasons apart from these and they rank them accordingly. More than half of them (56,7%) name low wages as primary reasons, every second (51,0%) mentions the desire to improve living conditions. We should comment that the need to improve the quality of life without any doubt is caused by scanty finances available to our citizens. Lack of money in the family budget makes



people choose employment abroad in order to accumulate investment resources necessary to solve household issues: buy a house, electrical appliances, a car, pay for the flat or house repairs (38,2%). And only then they name such reason for employment abroad as the lack of job at home (27,3%). However, financial reasons constantly appear in further discussions concerning the grounds for looking for employment abroad: the need to earn money for education (19,7%), pay out debts (10,2%) and finally start their own business (9,6%).

The list includes personal reasons: 12,7% of labor migrants expect to arrange their personal life and another 6,4% hope to get rid of family issues (conflicts, divorce, etc), 1,3% plan to reunite with the husbands, wives, children or other family members abroad. And only some respondents explain their choice by the fact they were not satisfied with their work conditions or working place at home (5,7%).

One half of foreign labor migrants is comprised of “recruits” who have once visited other countries for employment purposes and another half consists of “experienced” who have worked abroad two, three and more times. Both groups are different not only in terms of periodicity of traveling abroad but also in their motivations for working abroad. Thus, „recruits” more often complain about low salary and failed attempts to find a job at home, they more often expect to arrange their personal life abroad. On the contrary “experienced” labor migrants as a rule plan to improve their living conditions, earn finances for education and debt payments and solve their household issues.

*What makes labor migrants return home?* First of all nostalgia and loneliness. Every fourth returnee names these reasons. Every fifth returned because they made enough money. The same number of migrants (19,4%) made such a choice because their work permit expired. Every second returned due to family reasons, primarily the desire to reunite with the family at home. Every sixth had health problems and every tenth did not like the life abroad. Only few people returned in order to start a business at home, the contract expired for others; someone was not lucky to find a job abroad or was deported for breaking the law. We should underline the small number of labor migrants (14,2%) who returned home in order to rest before their next trip to work abroad.

Those who worked abroad only once, return home either due to health reasons or other grounds, most common of which is the dismissal due to contract expiration, low wages, unattractiveness of the life abroad, but primarily – persistence of the family to make them come home. Labor migrants who worked in other countries several times, more often mentioned such reasons as expired contract or work permit, the intention to start their business at home and certainly family reasons. They form the core group of labor migrants planning to rest at home before the next trip abroad.

### ***Self evaluation of the family welfare level and status positions in social hierarchy***

Financial and status self identification of Ukrainians show major divergences in terms of welfare level among labor migrants and the rest of the citizens who have never been abroad (Table 1). Even though labor migrants tend to consider their family level to be deplorable, poor or middle beginner level, rather than to in the better off group, they demonstrate lower level of divergence in their earnings and financial status (51.2% comparing to 45.6%). On the contrary, Ukrainians who have never been abroad see the proportion between poor, better off and wealthy citizens as an alarming evidence of deeper financial inequalities in Ukraine (63.2% comparing to 35.4%). Both groups fear that their families will fall under the category with less income and financial means. Much fewer citizens expect increase in their financial status. According to the evaluations of labor migrants, proportion between poor and better off people is 49.0% to 39.5% among them; while the same proportion among the rest of the citizens is 62.2% to 27.6% according to their own estimates.

*Table 1*

**Self-evaluation of family welfare level, %**

Level of financial welfare according to the estimates of Ukrainian families	All citizens of Ukraine		Including			
			Those who have worked abroad		Those who have never worked abroad	
	March-April2009	September-October 2009	March-April2009	September-October 2009	March-April2009	September-October 2009
Deplorable	1,8	4,7	0,6	1,3	1,9	5,0
Poor	21,3	23,6	15,2	15,9	21,9	24,4
Low middle	39,1	32,7	35,4	31,8	39,4	32,8
Middle	31,8	24,6	38,0	31,2	31,2	24,0
Better off	3,8	3,8	6,3	8,3	3,6	3,4
Well off	0,7	0,2	1,3	-	0,6	0,2
Wealthy	-	0,1	-	0,6	-	0,1
Difficult to answer	1,5	10,3	3,2	10,9	1,4	10,1
Total	100,0	100,0	100,0	100,0	100,0	100,0

Our citizens plan to fight poverty by looking for a new job. However, this method is popular only among labor migrants (71.1% comparing to 58.8%). Ukrainians who do not travel outside the country, show significantly higher level of frustration: every fourth does not have any plans on how to overcome the crisis, while only every eleventh labor migrant showed inclinations to passive behaviour. It should also be mentioned that 13,3% of labor migrants plan to leave their places of residence of look for luck in other city, region or county and only 3% of Ukrainians speak about such possibility.

*Table 2*

**Self evaluation of status position in social hierarchy within Ukrainian society (%)**

Levels of social hierarchy	All citizens of Ukraine		Including			
			Those who have worked abroad		Those who have never worked abroad	
	2002	2009	2002	2009	2002	2009
1 – the lowest	17,3	11,1	8,3	4,5	18,4	11,7
2	24,0	19,0	17,7	16,0	24,8	19,2
3	31,7	36,9	37,0	41,7	31,0	36,5
4	21,8	24,9	27,6	29,5	21,2	24,5
5	4,2	6,1	8,3	7,0	3,8	6,0
6	0,4	1,0	1,1	0,0	0,2	1,2
7 – the highest	0,6	1,0	0,0	1,3	0,6	0,9

Self evaluation of labor migrants concerning their position in the social hierarchy has become more optimistic over the last 8 years. We can state the same about the changes in evaluations of their status positions of the citizens of Ukraine who have never been abroad. As before labor migrants usually give higher evaluations of their social status (Table 2). Their share (41,7%) preferred the third level of potential social hierarchy, which is closer to the golden middle, its fourth level where three out of ten labor migrants placed their families. Every fifth sees himself and his family on the “social bottom” - on the first two levels. It should be mentioned that according to labor migrants’ evaluations every fifth family occupied this position in 2002 (26%). Table 2 data show that now they put themselves and their families mostly on the second, third and fourth levels, more often than others they consider themselves as representatives of the middle class (38,2% comparing to 27,8%). At the same time the rest of our citizens denies their affinity to this level (57,4% comparing to 47,1%) even though their self evaluation has increased within the social hierarchy over the last 5 years. Today they less often refer their families to the “social bottom” comparing to 2002 (30,9% comparing to 43,2%). 24,5% of Ukrainians working in the country and who have never been abroad, prefer the fourth level of the social hierarchy, 36,5% - the third one.

In general the process of labor migration has become more stable and institutionalized, many myths were created about it and as a result it was perceived as a sharp national problem. This issue is discussed within political, journalist and expert circles and quite often the discussions do not correspond to the reality. Army of labor migrants is not increasing and is not decreasing, its core has been formed and it unites the most active and strong individuals. Their experience in terms of employment in foreign countries cannot be underestimated and it is worth studying in order to understand the principles of internal and external labor market formations in terms of globalization and especially nowadays when the financial economic crisis is present in practically all countries.

***Internal labor migration of Ukrainian population***

As in Soviet times, labor pendulum migration is one of the forms of internal migration in the country. It was always based on the labor migration of rural citizens to the urban localities. In 1960-1985 rural population that was always occupied in different economy branches of urban localities has increased by 2,7 times and as of January 1<sup>st</sup> 1986 it equaled to 16,898,000 people. Over 1960-1985 a share of pendulum migrants in the total number of rural population of active working age increased by 3,7 times and at the beginning of 1986 it was 19,4%. Thus every fifth village resident of the active working age was working in the city. Decrease in the total number of rural population due to its natural and migration losses over the last twenty years has definitely influenced the absolute size of pendulum labor migration. However, this decrease was not significant. As of January 1<sup>st</sup>, 2005 the number of village residents working outside their localities equaled to 15,238,000 people and their share out of total number of working village residents equaled to 40,2%.

28,5% out of this number were working in towns and larger villages. Currently the number of villages with no economic activity actors equals to 49,3% out of total number of all rural localities. That is why their residents are destined to look for a job outside their permanent place of residence. The problem of looking for a job in small towns also exists. The development of labor migration inside the country creates a counter instrument for the external migration as it moves the population from the rural areas and small towns and thus it strengthens their demographic potential.

### *Urgent issues of legal framework for migration policy of Ukraine*

During 1990s legal basis for migration policy was created in Ukraine, main principles and directions were defined in the Presidential Decree dated October 18<sup>th</sup>, 1997 # 1167. In 2001 new versions of the laws of Ukraine “On the Citizenship of Ukraine” were adopted as well as the Law “On Immigration”. In 2002 Ukraine joined the 1952 Convention and 1967 Protocol relating to the Status of Refugees, became a full fledged member of the International Migration Organization. However, during the next years the development of migration policy slowed down. On June 15<sup>th</sup>, 2007 The National Security and Defence Council of Ukraine after having reviewed the issue of state migration policy concluded that it lacked conceptual definition.

The situation is unclear in terms of another important decision of the National Security and Defence Council of Ukraine by which the Cabinet of Ministers is entrusted with the creation of a single executive body in the migration field – the State Migration Office (**Service**). Though the necessity for creating a single migration management body was clear to all relevant institutions, they weren't able to develop a united view on its structure and competences.

On June 24<sup>th</sup> 2009 the government created a State Migration Office of Ukraine on the basis of the State Department on the Citizenship, Immigration and Personal Registration, liquidating the latter. The Office was meant to become the central executive body and the Minister of Interior on behalf of the Cabinet of Ministers had to direct and coordinate its activities. However, due to changes of Ministry of Interior scale of competence (official reasoning) President V. Yushchenko twice suspended the validity of the Cabinet of Minister's decree. Finally the Cabinet of Ministers of Ukraine approved the Regulation dated July 7<sup>th</sup> 2010 # 559 "On the Issues of the State Migration Management" by which the State Migration Office was liquidated, even though it was never created and by this the previous competences in the field of migration were returned to the Ministry of Interior and the State Committee on Nationalities and Religions.

Nevertheless the issue of creation the State Migration Service has been resolved. By the Presidential Decree # 1085 dated December від 9<sup>th</sup> 2010 "On Optimizing the System of Central Executive Bodies" the State Migration Service of Ukraine was created and its functions included implementation of state policy on citizenship, immigration and personal registration matters, as well as on migration within the legislation on refugees. The Decree # 1085/2010 also liquidated the State Committee on Nationalities and Religions. Activities of the State Migration Service are directed and coordinated by the Cabinet of Ministers of Ukraine via the Minister of Interior.

The Service was finally established. We hope that it will provide the solutions to urgent problems in the sphere of migration policy of Ukraine. Without wide vision and deep understanding of the migration situation in the country, migration legislation will not be effective. Current views on migration situation and migration flows in Ukraine are not correct and that is why certain propositions concerning migration management will not be proper. On the level of strategic planning it will be useful to harmonize the goals of migration policy with the actual demographic and economic situation in the country as well as social and psychological state of its citizens.

Taking into account that currently labor migration abroad is the strongest migration process in the country, the issue of state policy development in the sphere of migration management and ensuring the protection of the rights of Ukrainian citizens going to work abroad as labor workers remains.

Article 25 of the 1996 Constitution of Ukraine states that "Ukraine guarantees the support and protection for its citizens who are abroad". That is why in case when their rights and freedoms are violated during the stay outside the country they can count on diplomatic protection from Ukraine. However as it is stated in the special report presented by Ombudsman of Verkhovna Rada of Ukraine N.I. Karpachova in 2003, the lack of the national migration policy concept and a single state body responsible for development and implementation of such policy causes loss of state control in this field. As a result labor migration processes outside Ukraine are mainly spontaneous

or are managed by commercial intermediary structures that are not held liable for people. Mechanisms for state protection of Ukrainian labor workers abroad are not efficient. The country does not have efficient system for collecting, processing and analyzing the statistic and institutional data on migration of Ukrainians abroad. According to N.I.Karpachova, limited number of diplomatic missions staff abroad as well as work overload in most cases do not allow for adequate migrants support.

Ombudsmen Nina Karpachova emphasized the issue of protecting the rights of labor migrants abroad again in her report to the President “On Approval of the Main Principles on State Migration Policy and Creation of Civil State Migration Office of Ukraine” (May 2010). She emphasized the urgent need to ensure the protection of millions of Ukrainian citizens working abroad as well as migrants and refugees in Ukraine, create a body for state migration management with the special status that would be civil and not law enforcement.