

# Migration Policy: Impact, Challenges and Management Strategies

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**Abstract:** Studying Ukraine's policy on regulating migration flows and collaborating with EU states to promote their optimization is crucial given the intensifying European integration processes, the necessity for temporary asylum and protection for Ukrainian migrants, and the significant decline in the potential labor force.

The purpose of the academic paper is to assess the impact of Ukraine's migration policy on migration flows, and to determine the compliance of strategic goals of managing migration with the actual situation in the field of migration.

**Methodology:** The research authors apply systematic analysis to study the effectiveness of Ukraine's migration policy in 1990-2021 using the International Organization for Migration (IOM) database and DEMIG (2015), statistics on migration flows from the World Bank (2023), Migration data portal (2023), The UN Refugee Agency (2023), the National Bank of Ukraine (2023). By the way, the authors also analyze the Strategy of State Migration Policy until 2025 to assess the impact of the policy on migration flows.

**Results:** Ukraine has an extensive system of state authorities implementing regulatory measures to control migration flows. This leads to a significant separation of their functions, inconsistency of activities and negatively affects the integrity and strategic goals of migration policy. Migration policy in Ukraine has evolved gradually; it is characterized by significant changes in the regulation of migration flows and the measures and changes introduced were generally of a less restrictive nature. Ukraine is characterized by a liberalized migration policy, with most regulatory measures applied to all nationalities. Particular policy measures relate to certain groups of migrants. They, in fact, are aimed at their protection and social security, integration into society. It was discovered that there had been no significant legal changes in the area of immigration regulation, in particular, with regard to the strategic management of immigration policy goals. In practice, there is a gap between the declared policy goals and the data on the number of migrants. Moreover, there is an insufficient level of efficiency and success of Ukraine's migration policy due to the "gap in implementation" – the discrepancy between the documented policy and its actual implementation.

**Keywords:** European integration, Management of migration flows, Migration flows, Migration policy, Migration strategies, Refugees.

## 1. INTRODUCTION

Political factors of migration flows in Ukraine in wartime conditions necessitate a review of migration policy and consideration of the structure and flows of refugees to the EU. In the context of intensifying European integration processes, the necessity of Ukrainian migrants for temporary asylum and protection, and a significant reduction in the potential labor force, the issue of studying Ukraine's policy on regulating migration flows and cooperation with EU countries to help optimize them is relevant. The perspectives for the return of Ukrainian citizens from abroad are determined by several hard-to-predict factors, such as the further course of hostilities (the duration of the active phase and their spread across the country, whereby time will have a greater impact on the decision to return), the general economic situation in Ukraine and the speed of restoring infrastructure and housing after the end of the war (employment opportunities, restora-

tion of infrastructure, especially housing, education, and healthcare), maintaining ties with relatives in Ukraine, the policy of recipient countries towards Ukrainians (opportunities for adaptation of forced migrants from Ukraine, including employment, access to educational and medical services, social support, etc.), which is primarily determined by the local population's attitude. Thus, in view of the above, the purpose of the academic paper is to evaluate the impact of Ukraine's migration policy on migration flows, to determine the compliance of strategic goals of migration management with the actual situation in the migration sphere.

## 2. LITERATURE REVIEW

In the scientific literature, migration policy is defined as a set of legislative, administrative, organizational, financial and economic measures aimed at regulating the entry into and exit from the country of the population (in particular, the labor force). The state uses this policy to purposefully influence the regulation of migration processes in terms of national priorities, quantitative and qualitative composition of migrants.

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The scientific literature examines the dynamics of migration policy mainly in countries with the largest share of migrants (the United States, the EU, Canada, Australia, etc.). The research authors identify the factors, dynamics, and consequences of migration (political, economic, social, demographic, etc.) (Boswell, Geddes & Scholten, 2011), develop theoretical provisions of migration policy (Boswell, 2007; Natter, 2018; De Haas, 2021; Natter, 2021), determine the effectiveness of policy measures, and model the complex interconnections between migration policy and migration trends. For instance, Boswell (2007) critically examines the theories of migration policy based on two criteria: methodology and plausibility of explanations. The author revealed the theoretical reliability of economic calculations in migration policy, despite their simplification. Neo-institutional theories explain migration through more complex constructions; however, they do not take into account particular methodological principles (Boswell, 2007). Natter (2018) proposes a two-dimensional classification of immigration policy theories, distinguishing between “specific” theories that cover immigration policy processes regardless of the existing political system, and “specific regime” theories with views that are related to the features of the political system (Natter, 2018).

Freeman & Kessler (2008) examine the impact of migration policy in the context of the role of policies in regulating and controlling the structure and dynamics of migrant flows and its impact on the economy, social aspects, culture, etc. The authors have found that increased migration of low- or high-skilled workers puts upward pressure on wages while increasing capital productivity (Freeman & Kessler, 2008).

National migration policy in the 1950s and 1960s was characterized by liberalism. However, in the 1970s, governments began to pursue restrictive policies to regulate migrant flows. Such measures more thoroughly considered the requirements of the domestic labor market, employment, and demographics (Stalker, 2002). Since the 1980s, the EU’s migration policy began to take into account security concerns, in particular, risks to public order within member states, given the flows of different groups of migrants. The EU integration processes have led to the development and implementation of a restrictive migration policy and the consideration of social dimensions to ensure the EU citizens’ security (protection of national identity, social security issues, etc.) (Huysmans, 2000). Freeman (1992) revealed a significant degree of restrictionism in EU immigration policy, implementation of long-term migration strategies with minor success. The immigration crisis hinders the effectiveness of the EU’s policy towards the unified market and causes contradictions with the Maastricht Treaty (Freeman, 1992). Karyotis (2007) argues that following the entry into force of the Amsterdam Treaty and the involvement of the European Commission in migration policy, there was a move towards a more liberal immigration policy that recognized the positive contribution of labor immigrants. However, due to the terrorist attacks on September 11, the EU has intensified the discourse on migration within the EU and security issues, and the liberalization of European migration policy has been suspended (Karyotis, 2007). At the same time, de Haas, Natter & Vezzoli (2018), based on an analysis of migration policies over the period 1945-2014, claim that migration policy has generally be-

come less restrictive since 1945. The scholars note the persistence of this long-term trend in migration policy in most of the 45 countries included in the DEMIG POLICY database. The post-1989 period is characterized by a slowdown in liberalization trends in migration policy, and liberal policy changes and measures exceed the number of restrictive changes until 2014 inclusively. However, policy changes differ by migrant category and policy type: entry and integration policies have become less restrictive, while border control and exit policies have become more restrictive. At the same time, the policy towards illegal migrants and migrants with families has become tougher. Less restrictive changes dominated policies aimed at high- and low-skilled workers, students and refugees. Therefore, the essence of the modern migration policy is to focus on measures for specific groups of migrants, rather than increasing the number of restrictions imposed (de Haas, Natter & Vezzoli, 2018). Helbling & Kalkum (2018) analyze data from the Immigration Policies in Comparison (IMPIC) project, which contains data on measures in various policy areas between 1980 and 2010 in all OECD countries. The authors revealed that the conditions and criteria for entry and stay in the countries have become more liberal. At the same time, the introduction of more restrictive control mechanisms was observed, as well as a general tendency towards convergence in the field of migration policy, differing in intensity in various policy spheres. Lutz (2019) also argues about the higher level of liberalization of migration policy. Scipioni (2018) concludes that the crises and problems of EU migration policy before 2015 were caused by the lack of solidarity among countries in this policy field, weak monitoring mechanisms and the absence of centralized institutions.

Helbling, Simon & Schmid (2020) draw several significant conclusions about migration policy and incentives. Firstly, a more restrictive immigration policy does not increase the probability of admission of more educated migrants, although it does increase the probability of admission for migrants from OECD European countries while decreasing the probability for migrants from outside the OECD. Secondly, immigration policy affects some forms of economic, political and social integration (mainly for immigrants from non-OECD countries). In general, immigration policy influences integration outcomes; however, this impact is insignificant and limited to specific integration outcomes and migrants from specific regions (Helbling, Simon & Schmid, 2020). A new study by Natter, Czaika & De Haas (2020) reveals that the political ideology of governments and parliaments does not have a strong influence on the overall constraints to immigration reforms. The party’s influence is limited primarily to integration policy, and it extends to certain groups of migrants, including asylum seekers and migrants without documents. The findings demonstrate the importance of spreading international policy and compromises among reforms in different policy domains. Despite the political public debate on migration policy, the actual adopted policy is mainly driven by factors such as economic growth, protection and social security (Natter, Czaika & De Haas, 2020).

A team of Ukrainian authors considered the issue of European integration of Ukraine in the political dimension of Central and Eastern Europe (Marchuk, V., 2022), and political and security practices (Marchuk, V., & Dudkevych, V.,

2022), and security in the context of European integration (Marchuk, V., 2007). And also the development of the party system in Slovakia (Martinkovič, M., 2021). Deepening the communicative capabilities of civil society institutions in the post-pandemic period of postmodernity (Marchuk V., Pavlova L., Ahafonova H., Vonsovykh S., Simonian A., 2021), and studying the assessment of the impact of the decentralization reform and the prospects for economic development in Ukraine (Marchuk V., Yemets O., Marchuk N., 2020). The development of the system of local self-government in the conditions of a postmodern society (Marchuk, V., Hladiy, V., Holubiak, N., Dudkevych, V., & Melnychuk, V., 2021), and the improvement of the purposes of the philosophy of history in the modern civilizational challenges of society after the pandemic (Marchuk, V., Novoselshyi, I., Melnychuk, V., Chorooskyi, V., & Shlemkevych, T., 2020).

Measuring the impact of migration policy on migration flows. Effectiveness of migration policy

Discussions on the effectiveness of migration policy are ongoing in the scientific literature. Czaika & De Haas (2011) thoroughly study the nature, evolution and effectiveness of immigration policy, providing an analytical framework for empirical research on the impact of migration policy and its effectiveness. The authors have identified three key gaps in the policy causing its insufficient effectiveness and success, namely: 1) “a gap in the discourse” is a significant discrepancy between the stated goals in general public discourses on migration and specific practical policies; 2) “a gap in implementation” is a discrepancy between the documented policy and its actual introduction; 3) “a gap in effectiveness” is the degree to which the implemented policy is able to influence migration flows. Empirical data show a significant impact of policy on migration; however, compared to other factors of migration, this impact is underestimated. As a result, the authors suggest that policy is more effective in terms of determining the selection and composition of migration flows than in terms of the overall volume and long-term tendencies of migration (Czaika & De Haas, 2011). An empirical study by Czaika & De Haas (2013) also demonstrates a significant impact of policy on targeted migration flows. At the same time, the authors found insufficient ability of existing studies to evaluate the relative importance of policy compared to other migration determinants. The scholars expressed the need for more empirically based research to understand the short- and long-term effects of migration policy (Czaika & De Haas, 2013). The scientific article by Castles (2010) concludes that migration policy could be more successful if it were clearly linked to long-term policy plans regarding trade, development, and conflict prevention. The author emphasizes the significance of lowering disparity between the north and the south, the traditional centers of migration, in order to ensure the effectiveness of migration policy. De Haas, Natter & Vezzoli (2015) provide the methodology for the new DEMIG POLICY database, tracking around 6500 migration policy changes in 45 countries over the period 1945-2014. De Haas et al. (2019) synthesize new global evidence on the effectiveness of migration policies in their new publication, explore the complex links between migration policies and migration trends, and separate policy impacts from structural determinants of migration. The authors reached several conclusions about migration tendencies and policies. Firstly, the

level of global migration remained relatively stable after the Second World War. Secondly, migration policy was generally liberal after the Second World War, despite the opposite political rhetoric. The scholars found the overall effectiveness and efficiency of the policy, noting that there may be limitations in effectiveness due to “substitution effects” (De Haas et al, 2019).

### 3. METHODOLOGY

A comprehensive systematic approach is used in the research to evaluate migration policy and its impact on migration flows to and from Ukraine. The International Organization for Migration (IOM) databases and the DEMIG database (2015) were used for a full analysis of the policy for 1990-2022. In particular, the analysis of IOM’s reports on the Migration Governance Indicators 2021 and the Migration Governance Review in Ukraine (2019) was conducted. The academic paper uses the DEMIG database (2015), containing data on the factors of international migration by country (DEMIG POLICY), developed by the International Migration Institute.

Statistical analysis on the number of international migrants according to the World Bank (2023), Migration data portal (2023), The UN Refugee Agency (2023), and their personal remittances from the National Bank of Ukraine (2023) are also used in the research to reflect the contribution to Ukraine’s economic development, especially since 2015.

### 4. RESULTS AND DISCUSSION

#### 4.1. State Authorities in the Sphere of Implementing Migration Policy

Several state authorities are involved in developing and implementing migration policy in Ukraine, the main ones are as follows: the Ministry of Internal Affairs (MIA) – it ensures the formation of state policy in the migration sphere (immigration and emigration), including combating undocumented (illegal) migration, citizenship, registration of individuals, refugees and other categories of migrants defined by law; the State Migration Service of Ukraine (SMS) – it implements the state policy in the migration field (immigration and emigration); the Administration of the State Border Guard Service of Ukraine (SBGSU) – it carries out border control and passage of migrants in accordance with the established procedure; the State Emergency Service of Ukraine (SES) – it implements the state policy in the areas of civil defense, protection of the population and territories from emergencies and prevention of their occurrence; the Ministry of Foreign Affairs of Ukraine (MFA) – it is responsible for the formation and implementation of state policy on visa and migration issues; the Ministry of Social Policy of Ukraine (MSP) – it develops and submits proposals for improving the state policy on demographic development in accordance with the established procedure; the Ministry for Development of Economy, Trade and Agriculture of Ukraine (MDETA) – it develops and implements the state policy in the field of labor migration; the Ministry of Education and Science of Ukraine (MES) – it determines the procedure for recruiting foreigners and stateless persons to study in Ukraine, monitors its observance by Ukrainian educational institutions regardless of

**Table 1. Conjugation table: scale of policy measure and level of constraint, 1990-2014.**

Magnitude	Restrictiveness					
	Change in Restrictiveness Cannot be Assessed	Less Restrictive	More Restrictive	N/A	No Change	In Total
Fine-tuning change		2	3			5
Major change	13	20	8			41
Mid-level change		8	3			11
Minor change		4	4		1	9
N/A				15		15
In total	13	34	18	15	1	81

Source: compiled by the author based on DEMIG data (2015).

their subordination and form of ownership, and organizes the registration of such persons; the State Employment Service of Ukraine (the Service) – it issues work permits to employers for foreigners and stateless persons and maintains records of work permits for foreigners and stateless persons; the State Labor Service of Ukraine (SLS) – it carries out state supervision and control over compliance with the requirements of the legislation on employment of the population, on issues related to the use of labor of foreigners and stateless persons (The State Migration Service of Ukraine).

#### 4.2. Dynamics of Changes in the Migration Policy of Ukraine

Over the period 1990-2014, 84 measures were taken in Ukraine to regulate migration flows, including labor force, of which 21 were bilateral or multilateral agreements, 47 were regulatory measures within the framework of national policy, and 16 were other regulatory measures. Migration policy in Ukraine has evolved gradually: in 1990-2001, 43 measures to regulate flows were introduced, in 2004-2014, 38 measures were introduced. The following adjustments to the bilateral and international migration policies have been made:

- the conclusion of an agreement on free labor mobility in the CIS region, which was not implemented;
- implementation of the Convention on the Legal Status of CIS Migrant Workers;
- cooperation with CIS countries in the field of regulating illegal migration;
- conclusion of labor agreements with Armenia, Belarus, the Czech Republic, Latvia, Libya, Lithuania, Moldova, Poland, Portugal, Russia, Slovakia, Spain, Vietnam;
- conclusion of agreements on local border traffic with Hungary, Poland, and the Slovak Republic;
- signing of the Visa Facilitation Agreement with the EU and implementation of the visa-free regime with the CIS countries.

Other regulatory developments in the field of migration include the approval of action plans for managing migration, refugee integration and diaspora, and signing of the Concept of Demographic Development, introduction of the national action plan on migration policy, abolition of visas for the citizens of the EU and the US, Canada, Japan, Switzerland, Norway and Iceland; approval of the programs “against human trafficking” and “to combat trafficking”; approval of a program to promote ties with the diaspora; signing of a strategy to combat illegal migration.

In total, Ukraine has implemented 41 major changes in migration policy in 1990-2014, 11 mid-level changes, 9 minor changes, 5 fine-tuning changes and 15 measures of other scope (Table 1). 34 implemented changes are less restrictive; 18 are more restrictive; 15 have no significant impact on the restriction of migrant movement; 13 measures have no impact assessment on migrant movement. It is worth emphasizing that the less restrictive ones include: “access to social benefits for foreigners”, “citizenship given to Ukrainian diaspora”, “creation of residence permits”, “creation of Ukrainian citizenship”, labor agreements, exit restrictions abolished, foreigners allowed to create associations, ius sanguinis introduced. The more restrictive measures include: the detention policy created, detention without a court order possible, entry visa introduced.

The regulatory measures include 13 on border and land control, 22 on exit, 19 on integration, and 25 on legal entry and stay, most of which apply to all nationalities. 40 measures regulate the migration of foreigners, 22 – of Ukrainian citizens, 9 were introduced for certain nationalities.

The liberalization measures implemented include 7 aimed at all groups of migrants, 3 at migrant workers, 8 at the diaspora, and 9 at refugees, asylum seekers and other vulnerable people (Table 3). Therefore, the conclusions of Natter, Czai-ka & De Haas (2020) can be agreed upon that immigration policy concerns specific groups of migrants, in fact, aimed at their protection and social security (Natter, Czai-ka & De Haas, 2020).

**Table 2. Conjugation table: Policy area and specific nationalities to which regulatory measures were applied, 1990-2014.**

Specific Nationalities	Policy Area					
	Border and Land Control	Exit	Integration	Legal Entry and Stay	N/A	In Total
CIS countries				2		2
CIS region	1					1
CIS states			1			1
Crimean Tartars			2	1		3
Ethnic Ukrainians				1		1
EU countries, US, Canada, Japan, Switzerland, Norway, Iceland				1		1
Moldova				1		1
N/A	12	22	16	18	2	70
Those on the list				1		1
In total	13	22	19	25	2	81

Source: compiled by the author based on DEMIG data (2015).

**Table 3. Conjugation table: Restrictiveness and Target group subject to regulatory measures, 1990-2014.**

Target group	Restrictiveness					
	Change in restrictiveness cannot be assessed	Less restrictive	More restrictive	N/A	No change	In total
All	1	7	4	2		14
All migrant workers	11	3	2	2		18
All migrants	1	5	2	2		10
Diaspora		8		3		11
Family members					1	1
Investors, entrepreneurs and business people			1			1
Irregular migrants		1	7	1		9
Low-skilled workers		1				1
N/A				2		2
Refugees, asylum seekers and other vulnerable people		9	2	3		14
In total	13	34	18	15	1	81

Source: compiled by the author based on DEMIG data (2015).

It is also worth noting the absence of legal changes in the sphere of regulating migration. The Law on External Labor Migration, adopted in 2015, generally outlines the range of central executive and self-government bodies involved in the

process of regulating labor migration. The organizational changes include providing the State Migration Service with the authority to develop policy and responsibility for proposals to change such policy. However, in reality, these

functions have been transferred to the Ministry of Economic Development, although the Ministry of Social Policy retains some functions (for instance, the problem of reintegration of labor migrants). At the same time, inconsistency and chaos in involving the authorities in the migration policy implementation can be observed. It is also expedient to reconcile particular legislative norms and revise the law on external labor migration (Law 761-VIII, 2015). The Strategy of State Migration Policy until 2025 should be amended, given the necessity of returning and involving Ukrainian refugees in the domestic labor market. Therefore, the purpose of the Strategy is to direct the efforts of the state and society to form and implement a state migration policy that would have a positive impact on the consolidation of the Ukrainian nation and the security of the state, and accelerate social-economic development. It should facilitate the slowdown of depopulation, stabilize the quantitative and qualitative composition of the population, meet the needs of the economy in labor, and comply with international standards and Ukraine's international obligations (Decree 482-r, 2017). However, in fact, according to the data presented in the present research, there is a gap between the outlined policy goals and the data on the number of migrants in practice. Therefore, it is necessary to accept the insufficient level of efficiency and success of Ukraine's migration policy due to the "gap in implementation" – the discrepancy between the documented policy and its actual implementation (Czaika & De Haas, 2011).

**Indicators of migrants' rights.** In June 2020, the Commissioner for Human Rights of the Verkhovna Rada of Ukraine established the Coordination Council for the Protection of Immigrants' Rights, which is responsible for developing legislative proposals and providing expert assistance on the rights of immigrants in Ukraine.

**A whole-of-government approach.** In 2019, an Interagency Working Group on the Coordination of Integrated Border Management was established to improve the mechanism for implementing state policy in the field of integrated border management. The government of Ukraine and the Ukrainian World Congress signed the Memorandum of Understanding (MoU) in December 2020. According to the MoU, the parties agreed to support the development of trade and economic relations between Ukraine and the countries of the diaspora, attract investments in the Ukrainian economy and develop civil society in Ukraine. In March 2021, the President of Ukraine approved two new policy strategies addressing migration issues: the National Human Rights Strategy (2021) and the National Youth Strategy until 2030 (2021). The National Human Rights Strategy aims to protect the rights of migrants, refugees, persons in need of complementary or temporary protection and internally displaced persons (IDPs). The National Youth Strategy until 2030 covers migration issues and encourages the involvement of young migrants and internally displaced young people in the social, economic and cultural life of Ukraine. The National Economic Strategy for the period up to 2030 (2021) recognizes the problems related to migration and envisages liberalization of migration policy regarding the official employment of foreign IT professionals.

Within the framework of partnership development in 2020, Ukraine signed a MoU with Finland that promotes bilateral

cooperation on migration issues, as well as the Implementation Protocol to the Agreement between Ukraine and the Swiss Confederation on the Readmission of Persons.

**Table 4. Effectiveness of migration policy: 2015-2021 by indicators of managing migration**

Policy Direction	Key Results for 2015-2021
Indicators of migrants' rights	There was no significant change in the legal framework governing immigration, family reunification, education, health and social protection since the first IMP assessment in 2018. Establishment of the Coordination Council for the Protection of Immigrants' Rights.
Indicators of a whole-of-government approach	Establishment of the Interagency Working Group on Coordination of Integrated Border Management in 2019 by the Cabinet of Ministers of Ukraine. Memorandum of Understanding (MoU). Adoption of the National Human Rights Strategy (2021) and the National Youth Strategy until 2030 (2021). The National Economic Strategy for the period up to 2030 takes into account the liberalization of migration policy.
Indicators of partnership development	Signing of the MoU with Finland for bilateral cooperation on migration issues, the Implementation Protocol to the Agreement between Ukraine and the Swiss Confederation on the Readmission of Persons.
Indicators of migrants' well-being	Signing of an agreement with Lithuania on employment and cooperation in the field of labor migration. IT professionals have been classified as highly qualified specialists and employees since 2020.
Indicators of mobility and crisis management	The State Strategy for Regional Development for 2021-2027 (2020) regulates the integration of internally displaced persons (IDPs) into territorial communities through certain regulatory measures. The National Human Rights Strategy aims to protect IDPs' rights by creating conditions for their integration and protecting their rights.
Indicators of safe, regular and organized migration	One of the objectives of the Integrated Border Management Strategy (2019) is to promote the use of alternative methods to detention.

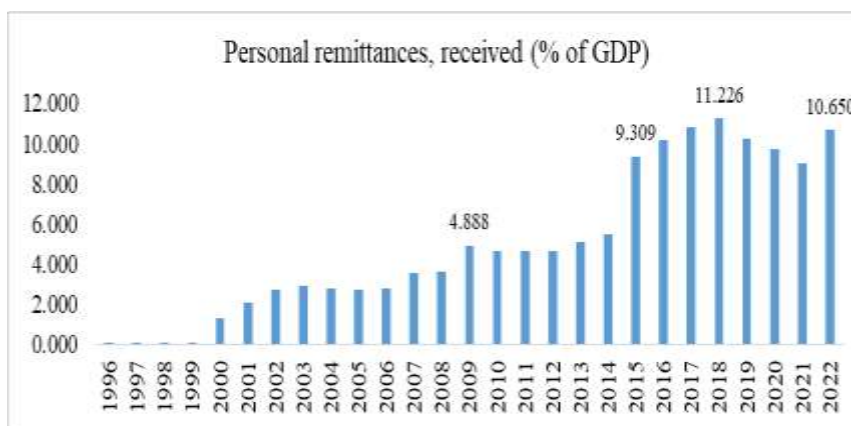
Source: systematized by the author based on reports of the International Organization on Migration (IOM) (2023a; 2023b).

An agreement between Ukraine and Lithuania on employment and collaboration in the sphere of labor migration was reached in 2018 to ensure the welfare of migrants. This agreement established a system for observing labor migration between two countries. Since 2020, IT specialists have been included in the category of highly qualified specialists and workers who are extremely important for the Ukrainian economy. They can now immigrate to Ukraine for 10 years with established quotas.

The State Strategy for Regional Development for 2021–2027 (2020) controls the integration of internally displaced people (IDPs) into territorial communities by providing a comprehensive set of policies to ensure mobility and address crisis



**Fig. (1).** Refugee population by country or territory of asylum – Ukraine, 1994-2022.  
Source: World Bank (2023d).



**Fig. (2).** Personal remittances, received (% of GDP).  
Source: World Bank (2023g).

issues. Such measures include employment initiatives, vocational training, housing, entrepreneurship, etc. The National Human Rights Strategy aims to protect IDPs' rights by creating conditions for their integration and protecting their rights. In particular, this Strategy regulates the issues of IDPs' needs in terms of housing, employment and social protection.

### 4.3. Dynamics of Migration Flows in Ukraine

From the beginning of the 1990s to 2020, the number of international migrants in Ukraine has been decreasing: from 6,892 million in 1990 to 6,172 million in 1995, to 5,527 million in 2000, 5,050 million in 2005, 4,818 million in 2010, 4,834 in 2015 (World Bank, 2023a), 5 million people in 2020 (Migration data portal, 2023). At the same time, the share of international migrants in the population was 13,4% of the population in 1990, 12,1% in 1995, 11,3% in 2000, 10,8% in 2005, 10,6% in 2010, 10,8% in 2015, 11,4% in 2020, among which 57% were women (World Bank, 2023b; Migration data portal, 2023). The total number of emigrants amounted to 6,1 million people in 2020, and net migration in 2022 was 831 people (Migration data portal, 2023). Personal remittances received amounted to 13,9% of Ukraine's GDP in 2022 (Migration data portal, 2023). Lack of sustainable social-economic development in Ukraine, which would be one of the factors attracting immigrants and luring Ukrainian people from abroad back home, is specifically one of the causes of such a decrease. The decrease in Ukraine's popula-

tion is also one of the reasons for the decline in the share of migrants (51,891 million in 1990, 51,512 million in 1995, 49,176 million in 2000, 47,105 million in 2005, 45,870 million in 2010, 45,154 million in 2015, and 44,132 million in 2020). It is also worth noting the boom in migration in Ukraine in 2021-2022 because of the war and the flow of refugees to Europe seeking asylum and protection. Thus, the population of Ukraine amounted to 43,792 million people in 2021 and 38 million people in 2022 (World Bank, 2023c). Consequently, the number of refugees to and from Ukraine in 2021-2022 is expected to increase to 5 679 880 (27 562 in 2021) (Fig. 1) (World Bank, 2023e). For comparison, the number of refugees in Germany amounted to 2 075 445 people in 2022, and in Spain – 317 751 people in 2022.

Since the beginning of 2015, the share of personal remittances received in Ukraine has been growing significantly, from 5,508% of GDP in 2014 to 9,309% of GDP in 2015, and 10,65% of GDP in 2022.

Since the beginning of February 24, 20,735 million migrants have crossed the borders from Ukraine; 2,799 million people have been registered for temporary protection or other protection schemes; and 2,051 million people have been registered as refugees in other countries (Table 5). The migration situation in Ukraine has undergone dramatic changes since the outbreak of full-scale war. Forced migration has become a huge phenomenon instead of labor migration, which had been the primary model of the migration behavior of Ukrainians. Refugees fleeing the war took money out of Ukraine

**Table 5. Refugees from Ukraine registered for Temporary Protection or similar national protection schemes and refugees from Ukraine recorded in the neighboring countries with Ukraine, 14.03.2023.**

Country	Refugees from Ukraine registered for Temporary Protection or similar national protection schemes	Refugees from Ukraine recorded in country	Border crossings from Ukraine
Bulgaria	162.935	162.935	Not applicable
The Czech Republic	533.490	350.455	Not applicable
Estonia	48.590	48.590	Data not available
Hungary	36.330	52.335	2.933.815
Latvia	47.935	38.145	Data not available
Lithuania	78.405	48.160	Not applicable
Poland	1.627.510	999.690	12.724.955
The Republic of Moldova	7.980	110.855	854.980
Romania	137.130	137.130	2.723.490
Slovakia	119.505	102.910	1.498.500
Total	2.799.810	2.051.205	20.735.745

Source: The UN Refugee Agency (2023).

and sought financial support from family members who remained at home, resulting in a significant outflow of currency. According to the NBU, expenses under the balance of payments item “Personal Travel” increased 8,5 times in 2022 compared to the pre-war year of 2021 due to the use of bank cards from Ukrainian banks abroad, totaling 14,167 million USD. Specifically, it was higher than the volume of private remittances. However, the situation gradually began to change. During the first quarter of 2023, these expenditures declined, while the amount of private remittances grew, eventually exceeding them in March (National Bank of Ukraine, 2023).

With regard to Ukraine getting an EU candidate and making additional preparations to join the EU, proactive legislative amendments to raise this legislation to higher European and international standards were started in the conditions of war. The Verkhovna Rada adopted draft laws No. 5795 and No. 6054, simplifying the entry of foreign nationals into Ukraine by removing several barriers. In view of the above-mentioned, further research should be focused on the migration policy of Ukraine and the EU countries and the changes caused by the war.

## 5. CONCLUSION

Ukraine has an extensive system of state authorities implementing regulatory measures to control migration flows. At the same time, there is a significant separation of functions between state institutions, causing inconsistency in their activities and negatively affecting the integrity and strategic goals of migration policy. Moreover, there is inconsistency and chaos in involving the authorities in the implementation of migration policy.

Migration policy in Ukraine has evolved gradually. It is characterized by significant changes in regulating migration flows, and the measures and changes introduced have generally been less restrictive. Thus, a liberalized migration policy is characteristic of Ukraine, which included the introduction of regulatory measures on control of borders, exit, integration, legal entry and stay, most of which apply to all nationalities. Migration policy in Ukraine concerns specific groups of migrants, and it is actually aimed at their protection, social security and integration into society. The absence of significant legal changes in the field of migration regulation, in particular, in the field of strategic management of migration policy goals, was revealed. There is a gap between the stated policy goals and the data on the number of migrants in practice. An insufficient level of effectiveness and success of Ukraine’s migration policy is observed due to the “gap in implementation”, that is the discrepancy between the documented policy and its actual implementation. In general, from the beginning of the 1990s to 2020, the number of international migrants in Ukraine has been decreasing, and since the beginning of 2015, the share of personal remittances received has been growing significantly from 5,508% of GDP in 2014 to 9,309% of GDP in 2015, and 10,65% of GDP in 2022. The migration situation in Ukraine has undergone dramatic changes since the outbreak of full-scale war. Forced migration has become a huge phenomenon instead of labor migration, which had been the primary model of the migration behavior of Ukrainians.

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