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ПУБЛІЧНИЙ ВИМІР МІГРАЦІЙНОЇ ПОЛІТИКИ В УМОВАХ МОНДІАЛІЗАЦІЇ: парадигми української та європейської дипломатичних і діаспорних практик ХХІ століття

Анотація. У статті йдеться про особливості міграційної політики України та історію її формування, яке розпочалося вже за відновленої незалежності. Проаналізовано причини та наслідки української трудової міграції до Європи в умовах поліцентричного світоустрою ХХІ століття. Розглянуто мережеві програми соціальної допомоги, які Міністерство закордонних справ України запровадило для українських громадян, що «застрягли» за кордоном під час поширення COVID-19. Висвітлено доступні та перспективні важелі впливу на управління міграційними процесами в умовах пандемії. Системно проаналізовано комунікацію МЗС України з українськими громадянами та українськими мігрантами за кордоном, описано переваги використання соціальних мереж у цьому процесі. Обґрунтовано необхідність поширювати «позитивну вірусність» України для запобігання негативним тенденціям інтелектуальної міграції.

Методологічною основою дослідження є системний підхід, принципи логічності та багатфакторності, а також сукупність загальнонаукових та спеціальних методів дослідження. Для виконання поставлених завдань було використано такі методи: порівняльний, системний, проблемно-хронологічний, описово-оповідальний, структурно-функціональний аналіз, критика джерел. Поєднання цих наукових методів дало змогу всебічно й комплексно дослідити роботу програм, які запровадило Міністерство закордонних справ України під час поширення COVID-19; відобразити їх взаємодію в роботі з українськими громадянами та мігрантами за кордоном як частини комплексного процесу інституційного управління міграційними процесами; показати значення окремої інституції в системі державних структур, що опікуються мігрантами.

Ключові слова: міграційні процеси, міграційна політика, діаспора, зовнішня політика, дипломатія, інституціоналізація, мондіалізація, МЗС України, пандемія COVID-19.

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THE PUBLIC DIMENSION OF MIGRATION POLICY IN THE CONDITIONS OF MONDIALISATION: The Paradigms of Ukrainian and European Diplomatic and Diaspora Engagement Practices of the 21st Century

Abstract. The article deals with the features of Ukrainian migration policy and Ukrainian labour migration to Europe in the polycentric world order of the 21st century. It also considers the network-based social assistance programmes launched by the Ministry of Foreign Affairs of Ukraine to help Ukrainian citizens stranded abroad due to the COVID-19 pandemic. The purpose of this article is to perform a systemic analysis of the engagement of the Ministry of Foreign Affairs of Ukraine with Ukrainian citizens and Ukrainian migrants abroad, including a range of programmes launched by the ministry and their impact on the management of migration processes during the pandemic.

The authors of the article emphasise the effectiveness of the implementation of network-based programmes in terms of mondialisation, whilst also giving recommendations on their possible adaptation and usage of the experience of diaspora policies and the diaspora.

Keywords: migration processes, migration policy, diaspora, foreign policy, diplomacy, institutionalisation, mondialisation, Ministry of Foreign Affairs of Ukraine, COVID-19.

The issue of the formation, establishment, and strategic institutional development of the post-Soviet space in the 21st century requires studying and generalising its institutional experience, particularly as regards the change of integrative paradigms. In most post-Soviet states, democratisation preceded very complex and dramatic processes of the rational bureaucratic modernisation of the state and national consolidation. Unfortunately, today a significant number of Ukrainians are working for the development of foreign economies and labour migration has become a common sociopolitical phenomenon in Ukraine and quite a pressing issue for our country at the modern stage of its existence. That is why intellectual labour migration requires, firstly, a detailed analysis of the migration of highly qualified personnel, which in the context of globalisation is gaining momentum, and, secondly, improving the management of migration processes and working with Ukrainian migrants to regulate the state's policies for reducing the volume of intellectual migration in the future [Myronchuk, 2011].

An important component of this process should be the diaspora policy of Europe and Ukraine in response to the new challenges and threats posed by the mondialisation of the 21st century. Nowadays, the world diaspora is a powerful institution for the realisation of important foreign policy tasks of states in a polycentric world.

In the fields of foreign and security policy, migration is becoming one of the most ambitious and, at the same time, contradictory dimensions of integration processes in the European Union, which has its own historical institutional traditions and strategic directions, particularly in the field of migration policy. That said, it has faced significant challenges due to the COVID-19 pandemic, which has forced European countries to take sometimes extremely unpopular but necessary steps in the field of migration. Despite various challenges related to domestic and foreign policy changes, Ukraine has managed to preserve its state traditions in the field of migration policy and its institutions. The main driving force of the evolution of Ukrainian migration policy at the beginning of the 21st century was a need to bring the legislation of Ukraine in line with the international obligations of the state. The implementation of this task resulted in the adoption of a number of important legislative acts in the field of migration.

Throughout the period of independence, migration, particularly that related to labour, started gaining increasing attention from the authorities and society and became a prominent element of political life. There was a real breakthrough towards the improvement of the migration legislation of Ukraine, which was conducive for intensifying international cooperation. Nonetheless, management functions in the field of migration remained fragmented and a specially authorized executive body was not established. The priorities of the state in the management of migration processes were mainly and almost exclusively in the legal field and, in fact, did not include socioeconomic aspects of population movements, which are decisive for this phenomenon.

The spread of the COVID-19 pandemic has forced all countries, including Ukraine, to promptly and comprehensively revisit their approaches to the implementation of migration policies both at the legislative and institutional level and in terms of practical implementation. The broad context of the disease has created drivers for the development of tools to spread a 'positive virility' in the image of the Ukrainian state, particularly in its engagement with Ukrainian citizens and migrant workers abroad. One of them was the advanced technologies of social networks, which have been used by the Ministry of Foreign Affairs of Ukraine to carry out effective communication with Ukrainian citizens overseas. Wide public coverage was provided by the tools of Facebook (the Protection programme) [MFA, 13 April 2021], Twitter and Telegram messaging platforms (the telegram channel Coronavirus-Info) [MFA, 9 April 2021], and other network resources (the Voluntary Registration of Ukrainian Citizens Travelling Abroad system, abbreviated in Ukrainian as DRUH – i.e. Friend) [MFA, 6 April 2021].

The multifunctionality of social networks and platforms for structuring the communication space allowed the Ministry of Foreign Affairs of Ukraine to provide information to Ukrainians overseas about the current situation in connection with COVID-19 and the possibility to obtain emergency assistance. The network programmes of social assistance to Ukrainian citizens abroad and their families introduced by the ministry have proven efficient, adaptable, and dynamic.

Bearing in mind that the coronavirus pandemic is far from over and given the need to ensure the establishment of a constantly accessible and prompt feedback between the Ukrainian state and its citizens abroad, the network-based programmes launched by the Ministry of Foreign Affairs have to be developed. During the COVID-19 pandemic, the system of work of the Ministry of Foreign Affairs of Ukraine with Ukrainian citizens abroad has shown that it is effective, dynamic, and innovative and in the future had to be used for permanent work with Ukrainian migrants. In conditions of mounting social tension, the problem of regulating migration processes is exacerbated.

In the end, an ineffective migration policy not only causes a number of socioeconomic and cultural problems but also leads to tangible threats to national security of states. Due to weak border controls, illegal migration, the inability to ensure the return of their own citizens due to the spread of the pandemic and proper conditions for preventive isolation, as well as the imposition of quarantine measures and mandatory testing for COVID-19, most countries have faced social repercussions, such as popular protests against the background of rapidly growing infection rates and, consequently, mortality.

Despite the quarantine measures, the outflow of Ukrainian labour migrants abroad leads to the draining of the most valuable human potential outside the country, thus resulting in demographic and intellectual losses as well as an economic crisis. All of these problems are relevant for Ukraine today, and their solution exacerbates the need to increase the effectiveness of the migration policy of our state.

The urgency and severity of migration issues has led to a wide range of investigations in 2016–2021. In domestic historiography, the works of O. Malinovska, M. Martsyniuk, A. Nadtochii, A. Zubyk, and I. Temirova are devoted to the study of migration policy.

A. Zubyk, Y. Makar, V. Makar, I. Patryliak, A. Popok, V. Serhiichuk, V. Troshchynskyi, and V. Tsivatyi belong to the group of scientists who examine migration flows and Ukrainian migrants in the context of analysing foreign Ukrainians and the Ukrainian diaspora.

O. Vlasiuk, I. Hnybidenko, N. Horodnia, V. Kopyika, O. Kyslytsyna, A. Kudriachenko, E. Libanova, M. Martsyniuk, I. Matiash, O. Mashevskyi, O. Parkhomchuk, S. Pyrozhkov, M. Romaniuk, and V. Tsivatyi mainly focus on general trends in migration processes in the European Union or social development

issues related thereto. Migration policies during the COVID-19 pandemic are a relevant and new topic for researchers. In addition, we believe that an important task of Ukraine's migration policy today is also to prevent a mass outflow of Ukrainians abroad by influencing the factors underpinning the process. It is about the need to improve employment opportunities in the Ukrainian labour market, increase wages, and ensure proper working conditions and living standards for the population of our country. National and patriotic upbringing of young people is also important. These and other tasks of migration policy should be fulfilled only in close rapport with other areas of public administration and international partners [Malynovska, 2018].

In terms of innovative economic development, labour resources are one of the key factors determining competitive advantages of countries in global markets. The exacerbation of the shortage of national scientific and technical personnel, which is observed in almost all developed countries at the beginning of the 21st century, and the intensification of their rivalry for foreign labour resources have made the problem of labour migration extremely relevant.

Against the general background of international population movements, the flows of intellectual migration, characterised by special dynamism, have significantly intensified. Particularly impressive are the indicators of emigration from developing and post-Soviet countries [McGlinchey, 2017]. The high and rapidly growing demand of European economies for labour resources, which are insufficient to meet the requirements of local labour markets, necessitates a widespread involvement of foreign workforce [Tsvaty, 2020].

The experience of advanced countries shows that immigrants play a significant role in their scientific and technological progress. The most striking example of this is the United States, which has reached the forefront of global technological development, ahead of its European competitors in many areas. At the level of individual countries, a set of migration and scientific and technical policy measures have been implemented to streamline the management of labour migration flows [Martsyniuk, 2020].

To attract foreign professionals and students and stimulate the return of those who left earlier, developed countries propose a wide range of migration and other programmes to compatriots, competing in attracting their attention [Tsvaty, 2019].

In general, the migration policies of a growing number of countries are characterised by a set of various benefits and opportunities that increase the attractiveness of training and work in the area as well as stimulate the influx of foreign workers. That is why such programmes, introduced by the Ministry of Foreign Affairs of Ukraine to engage with Ukrainian citizens overseas during the COVID-19 pandemic, should be supported. The means and methods of social work of Ukrainian consuls with citizens of Ukraine show their high efficiency

and can be used in the future to engage with Ukrainian migrants. In the case of using the system of programmes of the Ministry of Foreign Affairs of Ukraine to work with migrants, the following areas are considered promising:

- the preservation of the Protection programme with its subsequent re-profiling to work with Ukrainian migrants, as well as providing appropriate staffing and budget funding for the work of its social groups;
- the preservation of the Telegram channel Coronavirus-Info and its further transformation into the channel of informing Ukrainian migrants Migrant-Info; the creation of a single information portal for Ukrainian migrants;
- the transformation of the operational headquarters to coordinate the work of the Ministry of Foreign Affairs of Ukraine, relevant authorities, and international organisations in order to protect citizens abroad and provide up-to-date information on the spread of COVID-19 in the world to a Coordination Centre for Migrants. It is also important to provide funding for the training of consular officers and employees of the central executive bodies involved in modern methods of social work with migrants, with the involvement of Ukrainian and foreign sociologists, psychologists, and migration scientists.

In the global context, we would like to give the following recommendations:

- to continue the reformation of executive bodies in the field of migration and to ensure coordinated activities of various agencies and authorities in the field of migration policy, particularly by establishing a central executive body on migration and diaspora;
- to create a database of qualified Ukrainian specialists residing abroad (representatives of the Ukrainian diaspora, labour migrants, their children studying in free economic zones abroad, Ukrainian students studying overseas) and willing to provide advisory and other assistance to Ukraine, with a clear breakdown by host country, qualifications, degrees, academic titles, etc.
- to develop programmes for the repatriation and reintegration of Ukrainian migrants, which will provide assistance to re-emigrants in finding a suitable job, getting access to vocational training / retraining and business courses for those who want to start their own business;
- to intensify the potential of regional statistical services in terms of migration statistics, to establish a single methodological, organisational, terminological, financial, technical, and informational approach to the creation of databases at the territorial level;
- to strengthen the coordination between state institutions and the Ukrainian diaspora with respect to institutional and intercultural effectiveness of the state's diaspora policy during the pandemic;
- to introduce a regular monitoring of migration processes in Ukraine and support research projects aimed at studying the peculiarities of migration of qualified specialists.

International cooperation is an integral part of migration policy, which in today's globalised world seeks answers to the consensual perception and adaptation of the paradigms of Ukrainian and European diplomatic and diaspora practices, as well as to the institutional development of scientific diplomacy regarding public aspects of migration and diaspora policy of the 21st century.

Although the interests of Ukraine as a country of origin and the interests of the countries of destination of Ukrainian migrants differ significantly, both sides are interested in organised, legal, and safe migration, which opens up real opportunities for cooperation.

In response to the risks of population loss because of migration, Ukraine should seek agreements with other countries on the introduction of circular, temporary relocation programs, which is in their interests, as it exempts migrants from integration costs and reduces dissatisfaction with the arrival of foreigners.

Return and reintegration assistance programmes for re-emigrants into Ukrainian society could also be the subject of joint action.

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