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## IMPROVEMENT OF THE SYSTEM OF MONITORING OF THE STATE MIGRATION POLICY IN THE CONDITIONS OF DECENTRALIZATION OF POWER IN UKRAINE

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#### Summary

In the article, based on the identification of the concept of monitoring of the state migration policy, analysis of the state of the current situation in the field of information and analytical support of the state migration policy of Ukraine in the conditions of decentralization of power, the necessity of introducing an expanded system for monitoring migration phenomena and migration policy is justified, the algorithm of the monitoring program is proposed, the content of the procedure of monitoring the state migration policy and its components are disclosed, ways of improving the monitoring of system of the migration policy in the conditions of decentralization of power in Ukraine are offered.

**Key words:** migration policy in conditions of decentralization of power in Ukraine, monitoring program, system of monitoring of the state migration policy.

## УСОВЕРШЕНСТВОВАНИЕ СИСТЕМЫ МОНИТОРИНГА ГОСУДАРСТВЕННОЙ МИГРАЦИОННОЙ ПОЛИТИКИ В УСЛОВИЯХ ДЕЦЕНТРАЛИЗАЦИИ ВЛАСТИ В УКРАИНЕ

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#### Аннотация

В статье идентифицируется понятие мониторинга государственной миграционной политики, анализируется состояние существующей ситуации в сфере информационно-аналитического обеспечения государственной миграционной политики Украины в условиях децентрализации власти, обосновывается необходимость внедрения расширенной системы мониторинга миграционных явлений и миграционной политики, предлагается алгоритм программы мониторинга, раскрывается содержание процедуры мониторинга государственной миграционной политики и ее составляющих, предлагаются пути совершенствования системы мониторинга государственной миграционной политики в условиях децентрализации власти в Украине.

**Ключевые слова:** миграционная политика в условиях децентрализации власти в Украине, программа мониторинга, система мониторинга государственной миграционной политики.

**Introduction.** With the intensification of world migration processes, the inclusion of Ukraine's population in international movements, the need for effective state regulation in

this area is increasing. In this regard, the improvement of the state migration policy becomes a priority direction of reforms, as evidenced by the State Migration Policy Strategy adopted on July 12, 2017 in



Ukraine, which is a framework document for decisions and measures in this field over the next eight years [4]. Due to the fact that Ukraine is simultaneously a country of origin, destination and transit of migrants, an arena of diverse migratory flows, the provision of state regulation in the field of migration is a difficult task, it requires well-organized and effective monitoring of not only migratory flows but also the effectiveness of the implementation of the state migration policy [8].

In scientific works and analytical materials [6; 7] states that migration policy has not become a priority for the Ukrainian authorities today, despite the fact that the presence of migration problems is of concern to society. There was a paradoxical situation when the attention to migration in Ukraine is paid not because of its scale and destructive consequences, but in the context of completely different events, such as elections, when it comes to votes of citizens who are abroad or the budget deficit, that is tried to replenish by the expense of earnings of citizens working abroad. Migration is often used in a political and inter-departmental struggle for influence, image, authority, budget allocation, or as an argument for international relief. In this situation, the society remains disoriented, the migration situation is perceived as a crisis affecting the socio-political tension in the state.

The weekly operational reports on monitoring migration processes provided by the Contact Informational and Analytical Center for Monitoring the Migration Processes of the State Migration Service operational (for a week) results of observations on major events in Ukraine and the world are provided in order to implement the forecast of the development of migration processes in Ukraine. The reports use the statistical information of the State Migration Service, the Operational Group of the Interdepartmental Coordination Headquarters on issues related to the social security of Ukrainian citizens moving from the temporarily occupied territory and the areas of the anti-terrorist operation, the reports of the OSCE's SMM, informational messages from the State Border Service, the Security Service of Ukraine, the Informational and Analytical Center, the State Emergency Service, the UNIAN and Deutsche

Welle agencies, the British Broadcasting Corporation Ukrainian Service, IOM, the European Commission, the Radio Liberty and others. Such monitoring only captures events that characterize migration processes and does not provide an opportunity to assess the effectiveness of the implementation of the state migration policy both at the state level and at the regional level, especially in a context of decentralization.

Monitoring in the field of migration carried out in the State Migration Service is aimed, first of all, at monitoring and observation of migration flows, which informally does not ensure the processes of formation and improvement of the state migration policy both at the state and at the regional level. For Ukraine, this direction of reforms in the theoretical plan did not find proper justification, and its relevance grows in today's conditions of decentralization of power, which determines the relevance of this publication [1–4].

**The purpose** of the article is to substantiate the ways of improving the system of monitoring of the state migration policy in the conditions of decentralization of power in Ukraine.

Proceeding from the goal, the following **tasks** had been solving in the article: to clarify the concept of monitoring of the state migration policy; to reveal the contents of the constituent parts of the procedure for monitoring of the state migration policy; to outline ways to improve the system.

**Methods.** To achieve the goal, a systematic approach was used, as well as a number of general scientific and special methods, among which: analysis, synthesis, forecasting, modelling and others.

**Presenting of the main material.** The study of the general problem of monitoring of the effectiveness of Ukraine's migration policy in the context of decentralization of government requires clarification of the key concept under the theme of the article – «monitoring».

Monitoring (from English «to monitor» – to control) is often used by various specialists in the field of information and analytical activities. There are different definitions of monitoring, but there is no significant difference between them [5]. In our case, we will understand the monitoring as a specially

organized systematic observation of the effectiveness of the implementation of the state migration policy of Ukraine in order to assess, forecast the development and adoption of appropriate management decisions. The basis for making informed decisions is the results of research that is performed during monitoring.

In general, monitoring research provides for the receipt of statistical or content indicators that characterize the object of observation and which can be measured. The observation system is based on the fixation of discrete quantitative characteristics of the object of observation, the accumulation of this information and on the possibility to draw conclusions about the qualitative state of the object by using an intelligent interpretation of the obtained information. Monitoring is based on the observation of certain observation objects' indicators and on the timely fixation of their possible deviations from the norm.

The effectiveness of monitoring depends decisively on its correct organization [5]. The general sequence of the development and implementation of the monitoring procedure is shown in Figure 1. Let's consider the purpose and content of each of the components of the monitoring system in the context of its appointment as a tool of state migration policy.

*Purpose and tasks of the monitoring.*

The main purpose of any monitoring is informational. In our case, the result of the monitoring should be to obtain information on the state of implementation of the state migration policy and migration legislation, followed by its analysis using modern methods of scientific knowledge.

Monitoring is closely linked to managerial decisions to prevent or neutralize the negative impact of certain factors that, in different circumstances, arise during the implementation of the state migration policy of Ukraine.

Therefore, the purpose of monitoring should be aimed at:

- obtaining information related to the state of implementation of measures of state migration policy;

- tracing migratory flows, both legal and illegal, which should provide reliable and constantly updated information on the migration situation in the state for the adoption of appropriate management decisions;



– analyzing information received;  
 – taking measures directly aimed at increasing the effectiveness of the implementation of measures of migration programs and legislation.

As a rule, the following main tasks are formulated for structural subdivisions of the State Migration Service of Ukraine and the structures involved in monitoring:

– receiving, processing and analyzing data on the state of implementation of the state migration policy and migration legislation;

– evaluating the effectiveness of the implementation of the state migration policy and migration programs in certain spheres;

– timely detecting and forecasting of the appearance of negative factors of influence on the implementation of the state migration policy and migration legislation;

– assessing the state of financial and material and technical support for the implementation of the state migration policy and migration legislation;

– preparing proposals for amendments to migration programs and migration legislation etc.

The results of monitoring in a decentralized environment should be used by both official state and regional statistics, which should answer the question whether emigration has become a threat or whether migratory processes are associated with aggravation of a criminal situation, etc. To do this, it is necessary to expand the content of migration statistics and to significantly diversify the forms of information collection [7]. In particular, through sample surveys, for example, households in order to detect migrant workers or immigrants in Ukraine to find out the level of their integration into society. Such studies, which are conducted only from time to time, should become systematic, should be carried out during the monitoring with a specified periodicity.

Apart from the state migration statistics, it is expedient to include departmental statistics of individual institutions, for example, the bodies of internal affairs, the border service, etc., to the information base of monitoring in the field of migration. This requires the selection of procedures for comparing data from different sources, substantiating their reliability, assessing accuracy, establishing the order of their circulation and use, etc.

An adequate information base for making managerial decisions in the field of migration involves not only the collection but also the corresponding interpretation of the necessary data, that is, the systematic conduct of monitoring studies. In previous publications, the authors proposed an expanded system of indicators for assessing the effectiveness of the state migration policy, which enables the introduction of a new analytical tool for evaluating the effectiveness of migration policy in certain areas, which opens new opportunities for state regulation of migration flows and migration policy in each of the identified areas, introduce promising mechanisms and technologies for managing the effectiveness of migration policy at all levels. The proposed system of indicators is open in nature, which allows, depending on the situation in the security environment around and in Ukraine, to expand or reduce both the number of goals and the number of indicators, evidencing the adaptability of the system of indicators to the particular situation in which the migration policy is realized at the state and regional levels.

*Main requirements for monitoring.*  
 For a successful achievement of the goal, monitoring must meet certain requirements.

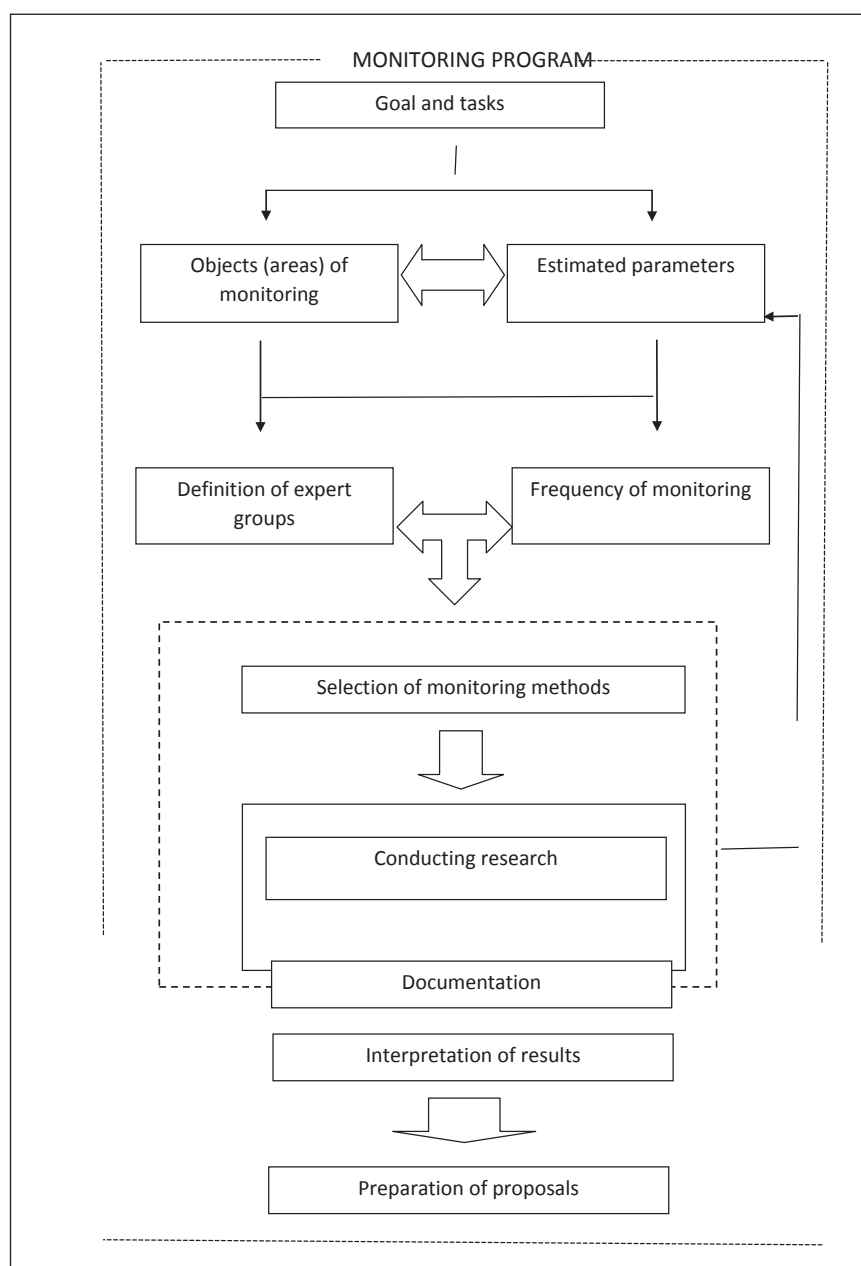


Fig. 1. The main components of the monitoring system



The generally accepted and practically mandatory requirements for any monitoring are as follows:

- representativeness or display is achieved by such a choice of monitoring object, which allows ensuring the receipt of data on all significant, for its organizers, indicators of the implementation of migration programs;

- reliability that is understood as the stability of the monitoring results, the ability to get the same or very close results when it is repeated;

- validity – the justification of the methods and results of monitoring, correctness and accuracy of both, collected information and conclusions.

All of these monitoring requirements are interdependent and interrelated, although each has its own specifics. Therefore, the creative approach is desired in the development of methods and interpretation of results and the strict observance of the methods and instructions in the process of collecting monitoring data.

*Methodology for the organization of monitoring of the effectiveness of the implementation of the state migration policy.* The development of the methodology is carried out on the basis of modern approaches to conducting information and analytical support for the implementation of the state migration policy of Ukraine with the use of expert evaluation methods, analysis of hierarchies [5], comparisons, and others. Taking into account the mentioned, during the monitoring, two important issues need to be addressed:

- the procedure for obtaining the necessary information regarding the effectiveness of the implementation of the state migration policy and migration legislation;

- analysis of such information in order to determine the degree of an achieved result and compare this result with the limit numerical indicators characterizing the lower boundary and values.

*Feedback.* In the monitoring process, a feedback mechanism must be implemented that allows identifying weaknesses and adjusting the state migration policy and migration legislation. Thus, taking into account specific methods of interpretation of research results, priorities of the state migration policy and programs that are being implemented can be reviewed. Periodic

collection and analysis of information gives the opportunity to accumulate material for an objective assessment of the effectiveness of its implementation and compliance with available resources [9; 10]. At the same time, the mandatory condition for the effective operation of the feedback mechanism is the quality control of data and their correct and competent interpretation. For this purpose, the relevant specialists are needed, therefore, in the system of training and retraining of specialists in public administration it is expedient to provide appropriate training courses and develop appropriate methodological recommendations, etc.

*Recommendations.* The final stage of monitoring is the development of recommendations for making the necessary managerial decisions regarding the effectiveness of the implementation of the state migration policy and migration legislation, for example, using scenario analysis and forecasting technologies [5]. It is also necessary to involve non-governmental organizations and to practice an independent examination of the developed variants of administrative decisions.

The experience of countries conducting an active migration policy shows that migration processes accelerate socio-economic development and ensure the growth of the welfare of the population. In order to realize the positive potential of migration processes in the interests of development of the state, it is necessary to introduce mechanisms of state administration at both the state and regional levels. For this purpose, it is necessary to substantially improve the system of monitoring of the state migration policy in the conditions of decentralization of power in Ukraine, which envisages:

- improvement of the provision of public services and the fulfilment of state functions in the field of migration, in particular, the active introduction of new and improvement of the existing information technologies (infrastructure that provides information and technological interaction of information systems used to provide state and municipal services in the system of e-governance);

- improvement of the methods of obtaining, forming, storing and using fingerprint information about foreign

citizens with the further use of the information received by the competent authorities, in particular for law enforcement purposes;

- expansion of the use of information technology for the analysis of the migration situation at the state and regional levels with the involvement of the capabilities of the system of situational centres [1,2];

- development of the system of statistical observation on the basis of the administrative systems of population accounting and the system of selective research on issues of internal and international migration;

- improvement of mechanisms for collecting, storing, processing and disseminating information in the field of migration;

- informational support of various migration programs and monitoring of their effectiveness;

- conducting research and development for the analysis and forecasting of the migration situation, monitoring and evaluation of the effectiveness of various migration programs;

- scientific support of changes in the tools and mechanisms of the state migration policy of Ukraine.

At the same time, monitoring of the implementation of the state migration policy should also ensure control and evaluation of:

- amendments and additions to the current legislation in the field of migration, taking into account the norms of international law;

- the quality and completeness of the inclusion of tasks and measures for the implementation of the state migration policy in the state and regional programs;

- the completeness of financing the tasks of the state migration policy in the formation of state and regional budgets, the level of concentration of financial and material resources on the implementation of priority directions and tasks of migration policy at the state and regional levels;

- the effectiveness of the system of interaction between central executive authorities, local self-government bodies and civil society institutions in the field of migration.

The advantages of the proposed monitoring system are that it is open-minded, extends the operating system and allows, depending on the situation



in the security environment around and in Ukraine, to choose both the number of goals and the number of indicators of evaluation. This indicates the flexibility and adaptability of the monitoring system to the specific situation in which the migration policy is implemented at the state and regional levels.

The introduction of the proposed system of monitoring of the state migration policy of Ukraine can increase the efficiency of public administration in this area by introducing a new analytical tool for evaluating the effectiveness of migration policy in certain areas, which opens new opportunities for information and analytical provision of state regulation of migration flows and migration policy in each of the identified spheres, the introduction of effective mechanisms and technologies into the process of managing the effectiveness of the migration policy at all levels.

**Conclusions.** The results obtained during the study give grounds for such conclusions:

1. Monitoring plays a key role in the processes of formation and implementation of the state migration policy as a specially organized systematic monitoring of the effectiveness of the implementation of the state migration policy of Ukraine in order to assess and forecast the development and adoption of appropriate management decisions in this area.

2. The main components of the procedure for monitoring the state migration policy are: the purpose and objectives; objects (areas) of monitoring; estimated parameters; definition of expert groups; frequency of monitoring; selection of monitoring methods; conducting research; documenting; interpretation of results; preparation of proposals.

3. The priority directions of improvement of the system of monitoring of the state migration policy in the conditions of decentralization of power in Ukraine are defined as: active introduction of new and improving existing information technologies in the field of migration; improvement of methods of receiving, forming, storing and using information in the field of migration; development of the system of statistical observation of migration phenomena; information provision of migration programs and monitoring of their effectiveness; conducting research and development for the analysis and forecasting of the migration

situation, monitoring and evaluation of the effectiveness of various migration programs; scientific support of changes in the instruments and mechanisms of the state migration policy of Ukraine, etc.

Perspective directions of research on the topic. In the following publications, it is planned to consider the thresholds for responding to the system of public administration to destructive phenomena and processes in the field of migration policy both at the state and at the regional level.

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