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Research paper



The Problems of State Regulation of the Internal Forced Migration in Ukraine

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Abstract

The aim of this study is to determine the main areas of the state regulation of the internal forced migration in Ukraine. It is underlined that prevention of displacement and protection of IDPs and other affected population within its own country are the responsibility of state authorities. The number of internally displaced persons in Ukraine in 2014–2018 is analysed. The study of trends in the number of IDPs was carried out on the example of Pokrovsk town. Key feature of the forced migration processes in both Pokrovsk and Ukraine is explored and defined. It is the tendency to stabilization of the percentage of various migrants' categories during the whole period of armed conflict. Characteristics of the statistical assessment of internally displaced persons in Ukraine are generalized. Its drawbacks and consequences are formulated. Impact of the forced migration on the internal situation in the country is identified. Based on SWOT-analysis, possibilities, significant threats, strengths and weaknesses for determining the comparative advantages and obstacles of the state regulations for internal forced migration processes are established. The objects and priority areas for the state regulation of internal forced migration processes are described. The economic and social-psychological adaptation as the main directions of the state regulation of internal forced migration is reviewed.

Keywords: *internal forced migration, SWOT analysis, state regulation, internally displaced persons, migration policy.*

1. Introduction

The process of internal forced migration (IFM) in Ukraine began in 2014 and is still going on today. This has led to the emergence of a new challenge for Ukrainian statehood – internally displaced persons (IDPs).

According to the official data as of January 1st, 2014, population of Donetsk and Lugansk regions was 6 583 thousand people. This number includes 3 894 thousand people (59.15% of the overall number) that were located on the territory under occupation. Urban population of these regions as of the above date made up 5 885 thousand people, of which 3 696 thousand people (62.8 %) lived on the territory under occupation. At the same time rural population of two regions made up 698 thousand people, of which 198 thousand (28.37%) lived on occupied territory

Thus, the occupiers managed to invade the territory where only 5.1% of residents (198 thousand people out of 3 984 thousand people) lived in rural areas. In fact, this territory is an industrial area stretching from Lugansk to Donetsk with some small agricultural areas (in particular, the ones located close to the Russian border). In this industrial area there are both residential areas, mining zones and industrial enterprises (that either went bankrupt and were shut down or stopped not that long ago by the occupation authorities) and large areas of industrial waste (in particular, terricones with worked off after-mining rock) polluting air and subsoil waters.

From the economic point of view, this territory is depressive, from the environmental point of view it is an environmental disaster area, and from the demographic point of view it is a quick population extinction zone.

The most effective international practice for this problem, caused by various reasons, suggests that almost all aspects the problem resolution have already been sufficiently covered by international humanitarian law and by international non-governmental organizations. At the same time, each state must ensure the protection of IDPs at the national level. The prevention of displacement and the protection of IDPs and other affected populations within their own country are the responsibility of national authorities. Particularly, in situations of armed conflict when IDPs might be on the territories where there are no state authorities or they have challenges with performing their duties [1]. However, as it turned out that Ukraine and its society are not ready for the widespread internal forced migration and adequate resolution if IDPs economic and social problems.

2. Main body

2.1. Analysis of Recent Sources of Research and Publications

The issues of internal forced migration and the state migration policy were investigated by foreign scholars on the examples of many countries all over the world. Most of the prior studies of

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internal migration have focused on the labour migration in low developed countries. Many different aspects of the state migration policy and approaches to their resolution have been proposed that include: historical aspect of forced migration and perspectives of the global migration crisis [2], the changing patterns of mobility and migration [3], national immigration legislation and welfare state policies [4], protection of internally displaced persons [5].

James F. Hollifield and et. al. conducted a comparative assessment of the efforts of major countries to deal with immigrant issues – paying particular attention to the ever-widening gap between their migration policy goals and outcomes. They explored how states cope with the social and economic integration of immigrants, and how they deal with forced migration [6]. A. Messina analyses, how the government and the state can effectively regulate immigration flows [7].

When people move in large numbers, they sometimes rearrange not only their own lives but also the places they leave and the places they settle. According to James N. Gregory, migration can rebalance economies, reorganize politics, transform cultures [3].

Adverse impacts of migration on mental health of society are investigated by Siriwardhana Chesmal and Stewart Robert in the framework of the prolonged internal displacement [8].

Sarvimäki Matti and et al. focused on the long-term effects of human displacement and on the problem of long-term impact of migration on those who were forced to migrate [9].

Anagnostopoulos Dimitris C. and et. al. pointed out gradual change in the society's attitude toward the immigrants. The researchers concluded that the society's attitude towards migrants is changing: from tolerant and hospitable in the past to reserved and even at times openly aggressive. It is no longer as tolerant and hospitable as it was in the past. On the contrary, it is becoming more reserved, rejecting, and even at times openly aggressive [10].

Lillian Trager investigates wide variety of mobility types, focuses on forced movements due to civil conflicts and environmental degradation. The author compares international and internal migration as dynamic processes and migration risk for further state support and assistance [11].

Relationship between displacement and labour market separately for men and women in the post-war period is investigated by Florence Kondylis [12].

According to Ukrainian scholars A Hirman and N. Volkova, today the formation of an effective mechanism of migration policy requires coordinating its goals with the goals of economic, social, cultural, territorial policy; balancing and harmonizing the interests of the state, public organizations and privately held structures in the migrants labour force usage; increasing the investment attractiveness of regions [13]. S. Honcharova and Y. Sotnikova studied the features of forced migration. They proposed a number of recommendations for state and local authorities for the purpose of overcoming regional disparities [14].

2.2. Problem Research

Since 2014 Department of Social Protection of the Population has started regular statistical record of IDPs. According to the statistical monitoring of internal forced migration indicators, the number of registered IDPs in Ukraine has been stable over the last two years. The largest migration flow from the occupied territories was recorded in the last quarter of 2014 year and in the first two quarters of 2015 year. Since then it has been gradually decreasing (Figure 1).

According to the Ministry of Social Policy, in Ukraine there is 1 517 888 internal migrants from Donbas and Crimea as per September 17th, 2018. This is approximately 3.6% of permanent population of Ukraine. The highest number of IDPs – 1 735 000 people – was recorded in February 2016.

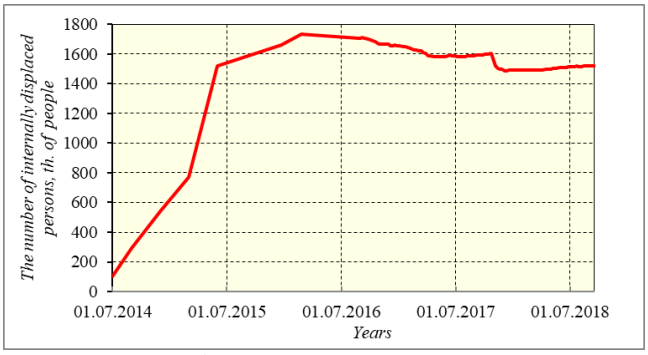


Fig. 1: The number of internally displaced persons in Ukraine in 2014–2018

*Compiled by authors according to the data [15]

The study of trends in the number of IDPs was carried out on the example of Pokrovsk town (Donetsk region). This town is 60 km away from the territory of military conflict. Currently there are more than 15 thousand IDPs in Pokrovsk. The main feature of the forced migration processes in both Pokrovsk and Ukraine is the tendency to stabilization of the percentage of various migrants' categories during the whole period of armed conflict (Figure 2).

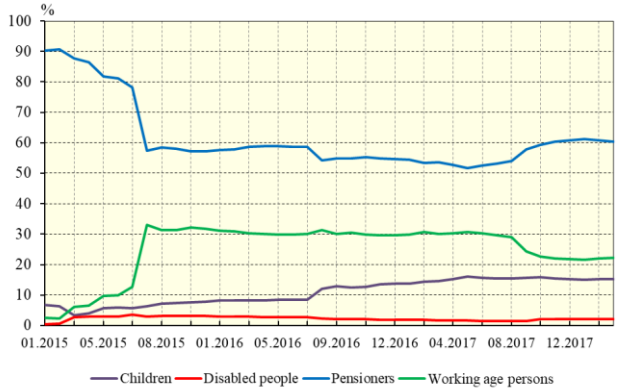


Fig. 2: Percentage of children, disabled persons, pensioners and working age persons in the total number of internally displaced persons in Pokrovsk (Donetsk region) in 2015-2018

Our results are consistent with the reports of Departments of Social Protection of Population in other cities of Donetsk region, which are government controlled territories. Research also suggests that the majority of IDPs were temporary registered on Ukrainian territory close to their residence places that are currently the territory of military actions [16].

Reduction in the number of IDPs for the last year is also due to the imperfection of IDPs statistics. As a result, there is a distortion of the real migration volume.

Verification of the IDPs' place of residence and termination of their status has led to the systematic re-registration of the same people multiple times. State IDPs registration system is currently organized in such way that migrants are forced to periodically re-register in order to receive pension and other social benefits. IDPs are constantly forced to undergo a procedure of their permanent residence confirmation on the territory controlled by Ukraine.

Besides, in April 2016 the State Migration Service of Ukraine stopped providing state statistics bodies with basic information for estimating migration flow of residents (the data about registration and striking off the residence register in Ukraine), referring to the new Rules of Residence Registration approved by Resolution of the Cabinet of Ministers of Ukraine as of March 02, 2016). Due to that, information on migration, starting with April 2016, has been developed by the State Statistics Service on the basis of arriving from executive bodies of city, town, urban village, village councils and village heads [17].

As a result, more than one third of the people (almost 8.500 people) have lost their status of IDPs within one month (because of

their stay on uncontrolled territories). This led to the savings of the state budget of almost 6 mln. UAN. Similar situation has also occurred in August 2016 when the new verification procedure of IDPs' place of residence was introduced.

Figure 3 shows significant reduction in the number of working age persons and their families in Pokrovsk in June 2015, that is the result of introduction of a new law for the re-registration of IDPs in Ukraine.

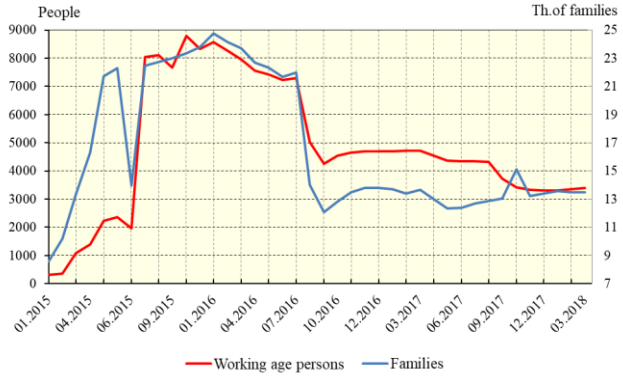


Fig. 3: The number of internally displaced working age persons and their families in Pokrovsk (Donetsk region) in 2015-2018.

In September 2017, 13% of IDPs or their families faced suspension of social payments. The largest number of cases of suspension of social assistance was in relation to retirement or long service pension (48%) and monthly housing assistance for IDPs (46%). Among the IDPs who faced suspension of social payments in Ukraine, 60% addressed the Ministry of Social Policy of Ukraine on the issue and payments were reinstated for 38%. The suspension of social payments had extremely negative consequences for the well-being of certain IDPs, as they lost their main source of income for a period of two to six months [18]. Thus, currently, there is no integrated system of complete and objective registration of IDPs in the form of electronic register.

2.3. Experience of using National Monitoring System by IOM in Ukraine

The National Monitoring System (NMS) was implemented by the International Organization for Migration (IOM) in Ukraine in 2016. Its objective is to support the Government of Ukraine in collecting and analyzing information on the socio-economic characteristics of the internally displaced persons (IDPs) and IDP's households as well as the challenges they face. IOM has created its own system for the regular collection, processing and dissemination of the information on the situation in the area of migration and adapted this system to Ukrainian realities. The system provides a better understanding of the movements, places where IDPs stay, their needs and overall number of those people in Ukraine [18-21]. However, the system that was set up by IOM does not solve the problem of personified registration of IDPs.

Currently management and state regulation of the internal forced migration process in Ukraine are not carried out effectively. The main reason for this is the controversial nature and politicization of the problems faced by any state, including Ukraine, as one of the most fragile countries from political and socio-economic sides. The contradictions in the problem of the internal forced migration in Ukraine are due to its influence on the situation in the country. Therefore, this problem requires an in-depth study and assessment of both migration processes and their impact on the socio-economic situation in Ukraine.

2.4. SWOT analysis

SWOT analysis was conducted in order to determine the internal and external factors that influence the state regulation policy of the internal forced migration in Ukraine. It is an effective tool for making managerial decisions and justifying a state strategy for the internal forced migration regulation. Based on the SWOT analysis, the links between the opportunities, significant threats, strengths and weaknesses of the state regulation policy of the internal forced migration in Ukraine were established (Figure 4).

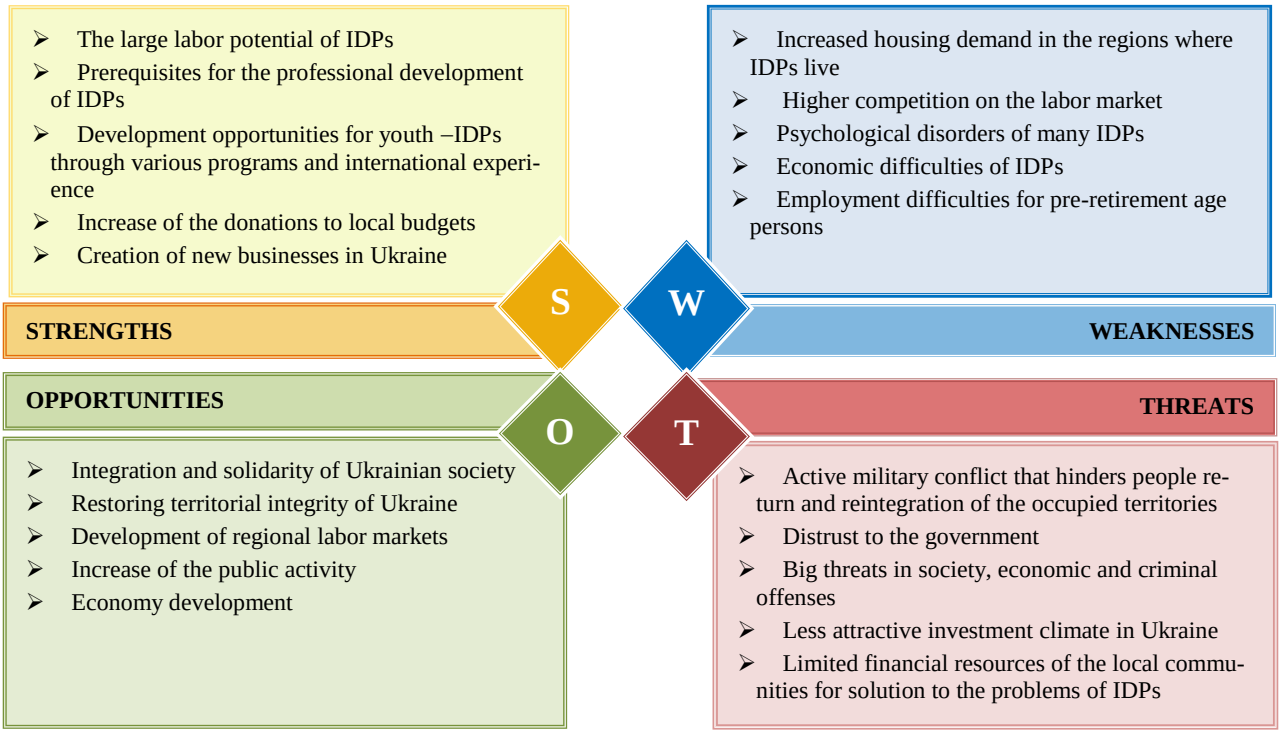


Fig. 4: SWOT analysis of the impact of the internal forced migration processes on the socio-economic situation in Ukraine

Integration if IDPs is an important factor influencing the competitiveness of the national economy. Neglection of this problem can lead to an increase in unemployment and an increase in social tension in society. The results of the SWOT-analysis of the internal forced migration processes impact on the social and economic situation in Ukraine are informative and of a high importance. On their basis, a law regulation should be developed for the resolution of the following tasks:

- realization of the development opportunities of Ukrainian economy based on its strengths;
- prevention of threats and risks, as well as their minimization by emphasizing strengths and limiting the impact of weaknesses on socio-economic processes in the country.

2.5. Areas of the state regulation of the internal forced migration

The increased disproportion of the economic and social development of some regions to the development of the country as a whole as a result of the internal forced migration, the rise of unemployment and the intensification of the social tension in the society requires an immediate solution to this problem, as well as the appropriate legal and regulatory base for stabilizing the processes in the long term. The objects of the state regulation on the way to solving the problem of the internal forced migration are to be the support of the displaced enterprises and internally displaced persons.

The decisive condition for solving the social and economic problems which are linked to the processes of the internal forced migration of the displaced persons is the active role of the state and the availability of the appropriate mechanism of the state regulation. The state regulation of the internal forced migration is a complex process that should be carried out on a scientific basis within the framework of an appropriate organizational and economic mechanism of the regulation, the functioning of which will include a scientific basis as a set of basic scientific principles: legality, political and economic independence, separation of functions of the state authorities and trust of the society. The state regulation of the internal forced migration should begin with the possibility of their departure from the territory of Ukraine which is temporarily occupied. The objects of the state regulation mechanism of the internal forced migration are to be the displaced enterprises and internally displaced persons (Figure 5).

Some important tools that can significantly reduce and overcome the negative effects of the internal forced migration are the monitoring system of social processes in the regions, the system of a risk diagnosis and prevention. In turn, some new requirements for monitoring and control of migration at the regional level are needed. The comprehensive assessment of migration, its significance and governance provides a comprehensive and in-depth analysis of the demographic, social and economic factors affecting labor mobility as an initial stage. The ability to manage migration depends on the available methods for assessing the attractiveness of the region for migrants [13].

The analysis of the processes of the internal forced migration in Ukraine shows the inability of the state to quickly discover, identify and prevent social risks which have negative consequences for both the IDPs and the host territorial communities. At the same time, the existing capabilities of the state, including the organizational and economic ones, are very limited.

As the results of the survey "Analysis of the employment projects and development of small and medium-sized businesses for displaced persons and communities which were affected as a result of the conflict" show that the state policy on the problems of IDPs is more focused on providing some social benefits. At the same time the targeted programs aimed at the development of small and medium-sized businesses, the increase of the indicators of self-employment of the IDPs, restoration and starting their own business hardly any exist. A program which is aimed at compensation of the remuneration of the IDPs to their employers can be considered as the only target initiative [22].

State support for the displaced economic entities that left the non-controlled territories should provide certain economic benefits in tax policy during the period of their adaptation to the new economic environment. It is necessary to approve for employers, on the one hand, quotas for the employment of internally displaced persons and, on the other hand, benefits to employers as an economic incentive for these actions. At the same time small and medium-sized businesses launched by the IDPs require legislative and economic support from the state. This is especially relevant for the small businesses because sometimes their relocation involves not only the change of environment, but also the change of business concept and core activities. One of the possible ways of supporting can be the reduction of income tax and the introduction of subventions for enterprises with at least a certain number of IDPs, for example, 20%.

According to the International Organization for Migration, most important types of IDP support included housing (87%), decent jobs (65%) and the provision of monetary assistance from the Government (63%). Other mentioned issues were provision of psychological support (45%), humanitarian assistance (42%), monetary assistance from non-governmental organizations (42%), medical aid (37%) and legal assistance (35%).

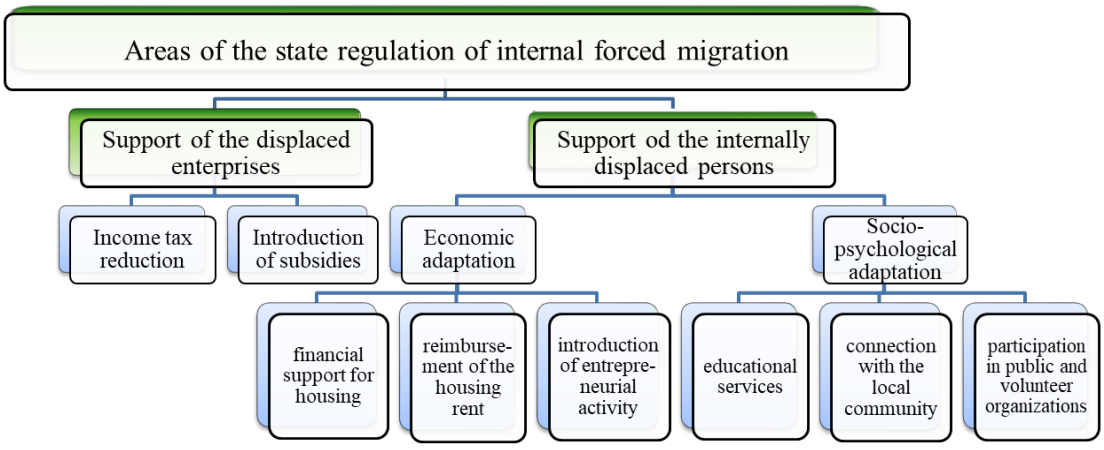


Fig. 5: Priority areas of the state regulation of internal forced migration in Ukraine

Additionally, most IDPs continued to live in rented housing: 48% lived in rented apartments, 10% in rented houses and 4% in rented rooms. The share of IDPs residing with relatives or host families was 13%. Twelve (12%) percent of IDPs lived in their own housing, while 5% continued to reside in dormitories and 4% in collective centres for IDPs [19]. Therefore, currently, there is a particularly acute need for the formation of an integrated concept that adequately describes state financial support for the IDPs housing.

In particular, the credit and financial support of IDPs for the purchase and construction of housing will create an additional multiplier effect of housing development – it will help to increase the stability of the demand for housing in Ukraine. Consequently, IDPs will be economically integrated as market participants; their financial support will be not as an encumbrance for the state budget, but as an instrument for resolving the current problems of the development of this market in Ukraine [23]. Social housing should be very important part of public services and an efficient tool for ensuring social cohesion and enabling IDPs to live in decent conditions. In addition, the specific spatial arrangement of architectural functions in terms of new building typologies (eg, high-rise buildings) with mixed functions can differently contribute to the social and cultural integration of IDPs [24].

The results of sociological surveys and scientific studies show that IDPs have significant resource potential which should be used, first of all, by regional labor markets. IDPs should become, above all, a resource for the development of the territories on which these people live. Economic and socio-psychological adaptation should be the priority directions of the state support, adaptation and integration of the IDPs. Inclusive entrepreneurship infrastructure development has to be an essential part of the state support for the economic and social adaptation of IDPs [25]. The state programme of IDPs support will make it possible for them to gradually achieve economic and social integration, while at the same time benefiting local community and contributing to harmony and social tranquility in host areas.

Economic adaptation aims at solving the following priority tasks:

- financial support for the housing by providing preferential loans for the purchase and building of the housing;
- providing preferential loans for the business start-up;
- reimbursement of the housing rent to the subsistence minimum for IDPs employees.

Socio-psychological adaptation should be aimed at the following directions:

- support in obtaining educational services;
- organization of interaction with the local community and local authorities;
- involvement of HBO in public activities and participation in volunteer organizations.

3. Conclusions

Currently, about two million of Ukrainians are IDPs, raising fundamental challenges for Ukrainian government. The situation could be changed for the better by improving of the state regulation and support of IDPs. Understanding of the consequences of internal forced migration are essential, both for addressing the causes of forced migration and for the management of effective programmes to assist IDPs. The article generalizes theoretical aspects and gives practical approaches for the state regulation of internal force migration and for the state support of IDPs.

Given the impossibility of resolving the armed conflict in the East of Ukraine, the issue of IFM and IDPs is one of the most hot, urgent and time-consuming issues, that requires a lot of organizational efforts and financial resources from the state to solve it. This requires coordination and concentration of the efforts from the state authorities, local authorities, international and non-governmental organizations. The priority areas of the state regulation of internal forced migration in Ukraine are suggested.

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