

Mariana Bil

PhD in Public Administration,
Senior Researcher of State Institution
«Institute of Regional Research named
after M. I. Dolishniy of the NAS of Ukraine»,
4 Kozelnytska Str., Lviv, 79026, Ukraine,
bmm1983@gmail.com

Olha Ryndzak

PhD in Economics,
Senior Researcher of State Institution
«Institute of Regional Research named
after M. I. Dolishniy of the NAS of Ukraine»,
4 Kozelnytska Str., Lviv, 79026, Ukraine,
olichkar@yahoo.com

**MECHANISM OF MIGRATION REGULATION:
STRUCTURAL AND FUNCTIONAL APPROACH**

Abstract: Highly mobile features preceded by several mobile transitions of civilization development characterize modern society. Mobility of population is the feature of entity's movement from one condition to another due to fast accumulation of human capacity, which secures these changes in space and in time. Global trends of mobility confirm the positive dynamics of migration of population. In the modern economically polarized world, the mobility is unbalanced. It forces the countries to use various mechanisms of migration regulation in order to obtain positive effects. There are different approaches to development and implementation of these mechanisms. Structural and functional approach is among the most complex ones, stipulating the definition of functional liabilities of various components in the system of the mechanism and the interrelations among them.

Structural and functional approach to improvement of migration regulation mechanism should be oriented at maintenance of human capacity development in a country – reproductive, intellectual, educational, labor-oriented and cultural. The new mechanism should provide the following functions: stimulation, restriction, counteraction, regulation, control, protection, adaptation and integration, analysis and monitoring. These func-

tions do not correspond to the latest doctrine of migration regulation, which is based on the principles of the rule of law, value of every person and maximizing of economic benefits from migration for both donor countries and migrants' recipients.

Keywords: migration regulation mechanism, regulation function, migration regulation doctrine, mobility of population, mobile transitions, structural and functional approach, human capacity.

JEL classification: O15, F22, H00, R23

Introduction.

Migration of population is a powerful factor of modern society development. Its expansion determines the forming of global mobility of population. Mobility expresses the feature of dynamic transition from one condition to the other due to fast accumulation of resources. Mobility of population in space and in time is the feature of entity's (individual, social system) transition from one condition to the other due to fast accumulation of human capacity, which secures these changes.

Mobile feature of modern society defines its behavior and lifestyle with the reaction to the conditions of living environment. Therefore, regulation of migration should be accomplished considering this feature as the complex indicator of desire, readiness and opportunities of spatial transitions of population for certain intervals.

The research of various aspects of migration regulation taking into account the newest trends of global mobility should result in forming of relevant mechanism, outlining of its goals, tasks and other components. Various approaches to development of such mechanism are used in the practice of scientific research. This paper is based on structural and functional approach and suggests priorities of the mechanism improvement, considering the functions and institutional maintenance of management decisions.

The purpose of the article. The paper aims to substantiate structural and functional approach to improvement of migration regulation mechanism based on foreign experience and taking into account the latest global trends of growing mobility of population.

Research results

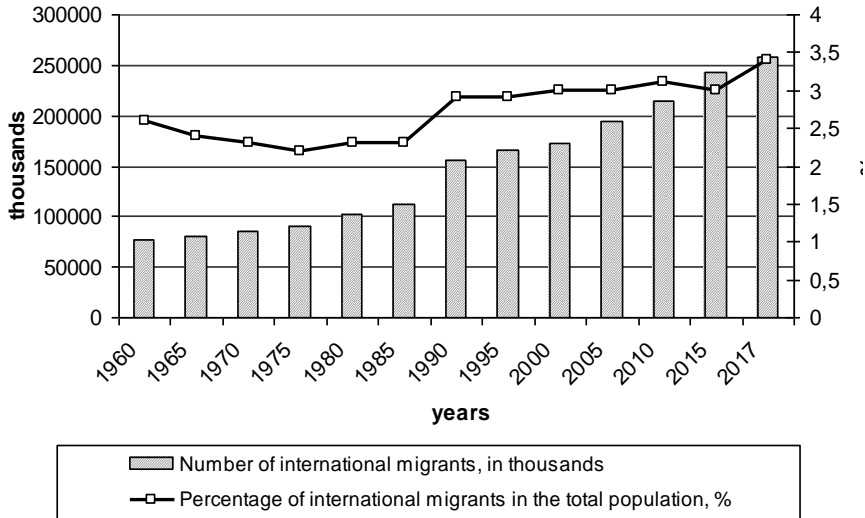
1. Analysis of major trends of population global mobility as the challenge of modern migration policy.

Modern society is characterized by high level of population mobility. Mobility is realized both at the level of separate settlements and in the global scale. This is boosted by forming of channels and networks of population mobility with active development of transport, communication and financial infrastructure. By current condition, humanity has undergone the range of evolution stages. According to mobility feature, these stages can be considered as mobile transitions. The author of this concept is Zelinski W., who has drawn the connection between evolution of migration processes and social and economic changes in society. Zelinski W. argues that there are clearly defined laws peculiar to the growth of time-space mobility of individuals in the history of humanity, and these laws contain the integral component of modernization process (Zelinsky 1971).

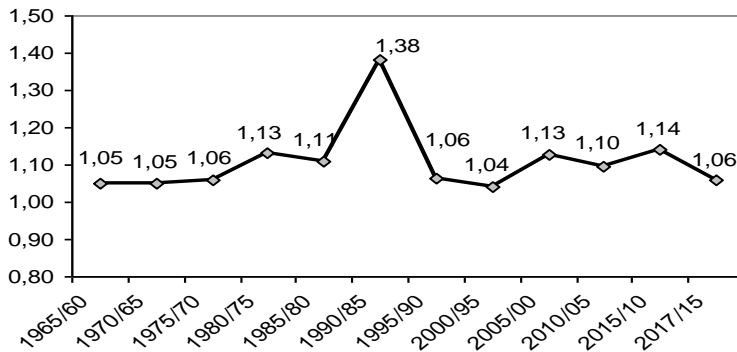
Mobile transition is peculiar to each stage of human development, starting from the hunting-gathering one, when the mobility was restricted to the search for better living environment (safety, survival) and obtaining food, and concluding with the information one, which stipulates forming of global migration networks in conditions of competitive redistribution of human capacity. The next stage can be defined as the technology-singular one, when virtual forms are expected to dominate over the real ones; real forms of mobility will remain exclusively to meet the needs for recreation, cognition and self-development (Bil 2017, p. 70). Along with this, the mobility of population is unbalanced in the modern economically polarized world, forcing the countries to use various instruments to regulate migration in order to obtain positive effects.

The growth of mobility in modern world is confirmed by the analysis of the dynamics of international migrants' number over the past half-century (Fig. 1). Nowadays their number has reached 258 million persons, which accounts for 3,4 % of all population of the globe. The growing dynamics for the last decade is especially indicative: the rate increased three times in 1960-2017 (Fig. 1a). The number of international migrants increased especially rapidly in 1985-1990. It was caused by political processes with emergence of new countries – collapse of Soviet Union,

reunification of Germany, revolutionary events in China (see Fig. 1b). However, positive growth rate of the number of international migrants has continued to the present time, following the trend of increasing mobility level of population in the modern world.



a) number of international migrants and their share in the population



b) international migration growth rates

Figure 1. Dynamics of the number of international migrants in the world, 1960-2017

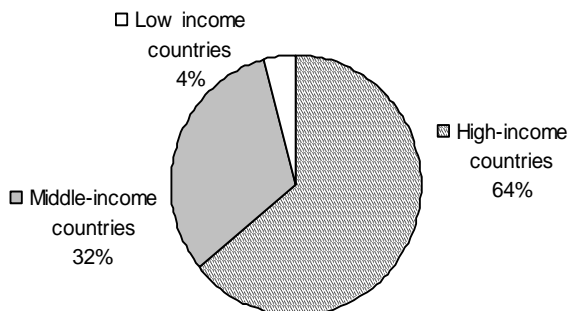
Source: International migration report highlights 2015, Available from: http://www.un.org/en/development/desa/population/migration/publications/migrationreport/docs/MigrationReport2015_Highlights.pdf; International migration report highlights 2017, Available from:

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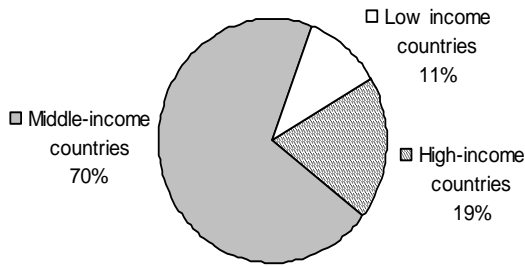
Heinrich Böll Stiftung, Available from:

<https://heimatkunde.boell.de/2011/05/18/international-migration-labour-missing-link-globalization>)

Statistical data of International Organization for Migration proves the growth of the number of countries, which exist in conditions of very high level of population mobility. They can be small island countries and the territories with specific economic regimen. For such societies, the transition is the norm and style of life, which is realized in conditions of developed infrastructure (the transport one in the first place). Moreover, regulation of migration is urgent for many countries in conditions of the increasing level of mobile population, which is determined by economic factors (worse conditions of labor and development). Fig. 2 shows that the countries with high income level naturally are the favorable areas for human capacity attraction. Developed countries account for 64 % of all immigration as of 2017. It is significant that the share of international migrants in the structure of population of the countries with high income level exceeds the average global rates (14 % to 3 %) and continues to grow fast. In turn, the countries with an average income level remain to be the major donors of human capacity – 70,1% in 2017 (Fig. 2). The tendency testifies to the dominance of economic motives of migration, which is peculiar to the countries with transformational conditions of development. Therefore, the dynamics of migration processes development confirms the increasing mobility of modern society. It transforms the doctrine of migration regulation. There have been numerous discussions starting from the XVI century to date in the policies of the countries manifested in the rules of international law on the dialectic of territorial sovereignty and the so-called hospitality (Chetai, 2017).



a) by destination countries



b) by countries of origin

Figure 2. **Distribution of international migrants by destination countries and countries of origin by the development level, 2017**

Source: It is made on the basis of information (International migration report highlights 2017, Available from:

http://www.un.org/en/development/desa/population/migration/publications/migrationreport/docs/MigrationReport2017_Highlights.pdf)

Originally, they were based on the necessity of arrival and communication. Nowadays, however, international law regulates the right to freedom of movement, which comprises the following provisions according to the 1948 UN Universal Declaration of Human Rights:

- 1) freedom of movement within the territory of the country;
- 2) right to return to the native country;
- 3) right to leave the native country

(The United Nations, Available from:

http://www.un.org/en/udhrbook/pdf/udhr_booklet_en_web.pdf).

The Declaration also governs the rights to citizenship and search for asylum from prosecution. Extending rights to labour, education and proper level of life urge a person to search for the better conditions of life and development.

The doctrine of migration regulation under such conditions should promote legalization of population mobility if necessary, although based on the principles of the rule of law, value of each person and optimization of economic benefits from the consequences of migration for the countries. With this purpose, in 2018 the UN and International Organization for Migration intensified the process of development and approval of Global Compact for Safe, Orderly and Regular Migration. The following

are some of its objectives, which confirm the expansion of freedom of movement for modern people: enhancing the accessibility and flexibility of pathways for regular migration; providing access to basic services for migrants; empowering migrants and societies to realize full inclusion and social cohesion; promoting faster, safer and cheaper transfer of remittances and financial inclusion of migrants (The United Nations, Available from:<https://www.un.org/pga/72/wp-content/uploads/sites/51/2018/07/migration.pdf>).

The abovementioned objectives of the Compact contribute to introduction of the latest doctrine of migration regulation in global mobile space.

2. Approaches to the research of the mechanism of migration regulation.

Change of migration doctrine actualizes scientific research on new approaches to organization of the mechanisms of its regulation. Herewith, we should address the theory of state (public) administration, which provides the understanding of a mechanism as an instrument, process or system. In this paper, we consider a mechanism as an integral system of influence on migration process.

Understanding the mechanism as a system requires defining of major approaches to the research of its structure. It is stipulated by the fact that a structure is one of the major features of a system, according to the systems theory.

We have allocated the following main approaches to the research of migration regulation mechanism based on the review of different literature sources:

- structural and functional approach – defining of functional liabilities of various management components and interrelations among them;
- target-oriented approach – defining of regulation goals (intermediate and final);
- institutional approach – defining the institutes of influence (formal and informal) on the object of regulation;
- factor-oriented approach – analysis of the impact of internal and external environment on the object of regulation and, as the consequence,

the opportunity to apply direct and indirect methods through the functioning of the mechanism;

- marketing approach – considering the action of market factors and forming of migration services through the mechanism of competitive market environment;

- segmented approach – specification of the object of influence depending on the directions of transition (entering, exiting, internal), space-time features, types of migration (labor, educational, political, forced), personal features of migrants (age, sex, level of education and qualification, etc);

- situational approach – defining of opportunities of influence in the limited time framework depending on the change of situation;

- innovative approach – progressive form of situational approach with the proactive reaction to new challenges of global environment, dynamic technologies and social and humanistic changes;

- integrated approach – orientation at interaction between the mechanism of migration regulation and other spheres of management impact, especially social, educational, labor and economic ones.

Structural and functional approach to examining of migration regulation mechanism requires:

- determining the mechanism components;

- distribution of their functional liabilities.

Mechanisms of migration regulation can be divided into two main segments by its structure:

a) conceptual segment: goals, tasks, principles (restricting factors) of regulation. Preventing the loses of human capacity, improving the efficiency of migration capacity use and social protection of migrants and their family members are the universal goals of migration regulation;

б) practical segment:

- entity (state represented by the relevant state authorities, NGOs, entities at the migration services market) and object (migration situation, different migrants' categories and members of their families, conditions of migrants' living environment) regulation;

- methods, instruments, forms and resource base of regulation. Regulation resources include the institutional, personnel, informational, material-

technical and financial maintenance. Regulation methods are administrative (border crossing regimes, registration, naturalization, quotas, fees, «blue» and «green» cards, etc), regulating (legislation, programs, agreements), social and economic (work permits, benefits, guaranties, social maintenance etc), monetary and financial (income taxes, remittances, customs duties, etc), sociocultural (activities on integration and adaptation of migrants), informational (accounting, promotion, awareness rising activities with migrants and Diaspora, etc).

Therefore, structural and functional approach to examining of migration regulation mechanism is rather complex. It contains the features of targeted, institutional, factor-oriented and other approaches, combining them through the peculiarities of application of regulation instruments. Structural and functional approach requires attributing a certain functional mission to each of its elements (Fig.3).

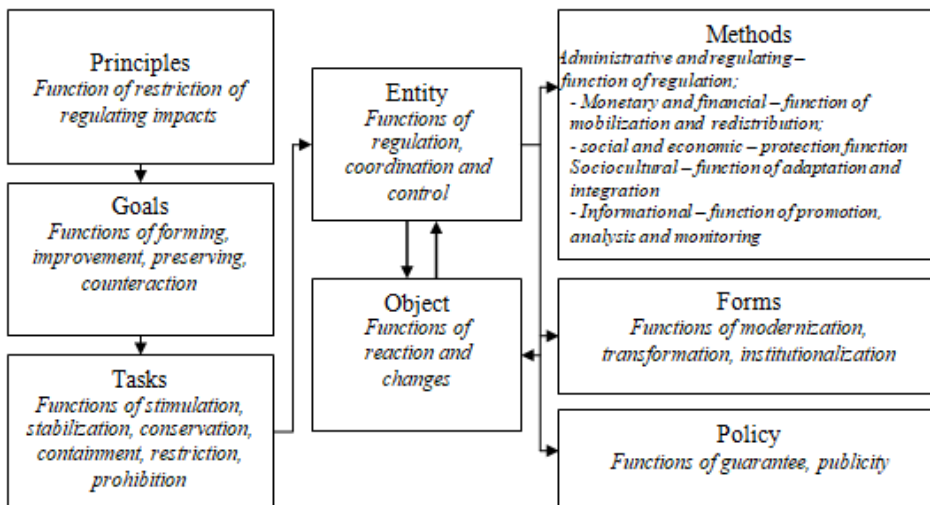


Figure 3. Structural and functional model of the mechanism of migration regulation

Source: Compiled by the authors.

3. Structural and functional priorities of improvement of migration regulation mechanism in the focus of international experience.

In order to substantiate structural and functional priorities of improvement of migration regulation mechanism one should address the interna-

tional experience of solution of problems related to transition of population and optimization of the consequences of these processes.

Experience of various countries shows certain sustainability of regulation instruments in the sphere of migration. Moreover, considering the growing mobility of modern society, the new challenges of forced migration (2015 European migration crisis) urge the authorities of various countries to search for the new ways to regulate migration, without restriction of fundamental human rights and freedoms – of choice and movement.

The first conclusion on the major instruments of migration regulation in the developed countries is the increasing attention to the group of information methods. It is the question of comprehensive monitoring of migration processes by various directions. It is based on the distinct accounting of transition processes as well as the use of qualitative sample surveys.

International organizations and national statistical services form the powerful data bases on migration processes. International Organization for Migration, the World Bank Group, the Migration Policy Institute, Worldometers, etc are the major ones among them.

Experts and scientists in the sphere of migration constantly suggest their methodologies of analysis and monitoring of migration. The project of German researchers called IMPIC is the example of migration monitoring development by the entering direction. Migration is evaluated by 70 parameters across the four segments: labor migration (economic reasons); family reunification (social reasons); asylum/refugees (humanitarian reasons); co-ethnics (cultural reasons) (Migration Data Portal, Available from: <https://migrationdataportal.org/blog/impic-new-and-more-comprehensive-way-measure-immigration-policies>).

Moreover, the methodology of evaluation of not only the fact of transitions, but also the readiness for such actions has been gaining popularity. For example, English scientists Clark W., van Ham M., Coulter R. suggest assessing of spatial mobility and its social consequences by national Indices of Multiple Deprivation. The concept of «deprivation» comes from psychology; it means the limitation of opportunities to meet the needs. National Indices of Multiple Deprivation are calculated in Great

Britain. Its territory is divided into some amount of areas called Lower-Layer Super Output Areas; Deprivation Index is determined for each of them by the following parameters: lack of funds for existence – income deprivation; lack of access to decent labor – employment deprivation; low education and qualification level – education, skills and training deprivation; poor health and nutrition conditions – health deprivation; dissatisfaction with environmental conditions – ecology deprivation; high crime level – safety deprivation; barriers to housing and services – comfort deprivation (Clark, van Ham, Coulter, 2014).

The examples of examined methodology show the depth of migration processes monitoring. The results of such monitoring form the scientifically grounded basis for efficient mechanism of migration regulation, because they define the preconditions, causes and capacity of migration and contribute to analysis of the very migration processes and their influence on human development capacity.

The results of migration processes monitoring enable the performing of migration control. It is one of the leading functions of migration regulation mechanism in modern mobile society. In conditions of free redistribution of human capacity and development of interstate migration systems, authorities of the majority of countries define the legal regime of migration and at the same time perform the clear control for adherence to the regime. Human rights, high standards of social protection and decent labor as well as equal access to benefits regardless of nationality are increasingly dominative in the core of this regime.

High mobility of society becomes the benefit for many countries due to the proper operation of migration regulation mechanism. For this purpose, they use the stimulating instruments with regard to certain segment groups. Attraction of youth capacity, persons with high intellectual capacity and representatives of certain professional groups is a common practice for many developed countries, which increase the paces of their development even further on this basis.

Structural and functional priorities of improvement of migration regulation mechanism also stipulate the strong function of protection of all migration process's participants. It increases the importance of interstate

agreements and transforms perception of migration into the positive spotlight.

For migration to really have positive consequences for a country, its economy or society, it is necessary to perform the permanent structural and functional improvements of the mechanism of migration regulation, taking into account the new challenges. The improvements have to be conducted with the view to preserve and develop the countries' human capacity – reproductive, intellectual, educational, labor and cultural ones. Functional changes should concern various migration directions. In our opinion, the following are the major functions of migration regulation, which provide the development of human capacity:

- function of stimulation – immigration of persons with high capacity; remigration of persons with a propensity to move;
- function of limitation – emigration of persons with high capacity;
- function of counteraction – regarding the losses of human capacity;
- function of regulation – forming of legal basis of migration regime based on adherence to fundamental right and freedom of choice and movement;
- function of control – of migration situation by all directions;
- function of protection – regarding all mobile categories of citizens;
- function of adaptation and integration – understanding a migrant as a development capacity;
- function of analysis and monitoring – forming of integral information systems unified for international comparisons regarding the preconditions, causes and capacity of migration as well as the fact of migration transitions and its consequences.

The priority of abovementioned functions does not exclude the necessity to perform other ones. Furthermore, the mentioned functionality confirms the latest doctrine of migration regulation with adherence to the rule of law, value of each person and maximization of economic benefits from migration for all the parties.

Conclusion

Migration remains to be the urgent object of regulating impact for both the countries and international integration groupings. Furthermore, the

doctrine of migration regulation, which is based on the right and freedom of choice and movement, is changing as well. Globalization and openness of many societies contribute to constant growth of mobility of modern society. Under such conditions, the approaches to forming and implementation of the mechanism of migration regulation should change.

There are various approaches to scientific understanding of the structure of the mechanism of regulation – target-oriented, institutional, factor-oriented, marketing, segmented, situational, innovative and integrative. Structural and functional is among the most complex ones. It contributes to defining of functional mission of each element of the system and to establishing of interrelations among them.

The core of mechanism implementation is formed by its methods, which bear the functions of regulation, mobilization, protection, adaptation and integration, promotion, analysis and monitoring. In the further research, it is relevant to study these functions in more detail, revealing the new ways to regulate migration in order to achieve the goals of human development.

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