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## CONCEPT OF REGULATING YOUTH MIGRATION MOBILITY OF UKRAINE IN WAR CONDITIONS

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**Abstract.** Problematic aspects of the synergy of youth and migration policy, which acquire additional relevance for Ukraine in the war conditions, in the article were considered. The aim of the article is the scientific substantiation of the conceptual provisions regarding the regulation of youth migration mobility with the detection of modern priorities for Ukraine. The analysis of the legislation of Ukraine in the social sphere made it possible to reveal the importance of the issue of state support for youth among the conceptual-strategic and program-target priorities. At a time when developed countries are actively promoting the idea of «Talent on the Move», youth migration in Ukraine is taking on threatening characteristics due to the lack of systematic regulation of it. The results of a sociological survey of young people with migration experience, based on the example of the Lviv region of Ukraine, proved that youth re-emigration intentions were extremely low even before the Russo-Ukrainian War 2022. The emigration of Ukrainian youth is intellectualizing, changing the previous migration labor wave. The current wave of forced emigration also has the face of children and youth, who are highly likely to successfully integrate into host societies. Taking into account the risks of irreversible demographic losses and the social functionality of the state, it is necessary to implement a new concept of regulating the youth migration mobility, which includes measures to influence migration movements and migration potential, as well as support for the main areas of youth life. The new concept should be developed in accordance with the regulated priorities of national security, human and sustainable development, the expediency of youth policy regionalization in the conditions of a successful decentralization reform. The basis of the migration potential regulation is the organization of migration mobility monitoring in the context of the development and capitalization of human potential, that is, the clarification of the consequences of migration for the person and the region (state) of origin. It is mandatory to support of social ties with diaspora institutions. The new concept of regulating the youth migration mobility should aim to stimulate their re-emigration with a promising transition to ensuring circular migration during the post-war recovery period of Ukraine. The obtained results are the basis for further research in the part of determining the mechanisms of stimulating the re-emigration of young people to Ukraine and attracting their potential during further stay abroad.

**Keywords:** youth, migration mobility, youth policy, migration policy, re-emigration intentions, social sphere, conceptual provisions.

**JEL Classification:** J13, F22, O15

## 1. INTRODUCTION

Youth is of decisive importance for the future of the state. Youth is not only a basic demographic resource, but also plays a vital role in the formation of civil society. Youth is the main reactant on state decisions and their compliance with the needs of society. This was proven in Ukraine by the Revolution on Granite with the hunger strike of students in 1990. One of the key reasons for the Revolution of Dignity to acquire such a scale was the violent dispersal of a peaceful protest on Independence Square (Maidan) in Kyiv on 30 November 2013, the participants of which were mostly students. Youth is the main driver of change and influence on power in authoritarian countries. In 2022, it was the youth who became the main participants in the protests in Iran, which were intensified by the tragic death of a young girl.

In addition to the significant demographic and social-creating importance, youth plays a significant role in the development of territorial communities and confirms the success of the decentralization reform, because the activity of youth in communities is productive in all aspects. The same applies to the role of youth for the innovative development of the economy (generation of new solutions and knowledge, creative activity) and the development of the labor market (intergenerational competition, knowledge transfers).

Understanding the special role of youth for the development of the state and society determines the obligation of its state support. Such support becomes even more necessary in the global mobile space, when the risks of emigration of young people to countries with better development conditions are increasing. The war became a new powerful challenge for the preservation of youth for Ukraine. On the one hand, a significant part of the youth joined the military, volunteer and public resistance. On the other hand, many people of the age of applicants became refugees, who, if successfully integrated abroad, will most likely stay there. Educational emigration of young people has increased. Young people in uncertain circumstances and following the experience of others who studied abroad until 2022, increasingly choose a foreign educational institution.

Therefore, an important place should be occupied by the regulation youth migration mobility in the system of priority measures of the state policy. The concept of «migration mobility», in contrast to «migration», is more complex and provides a number of advantages in use, as it covers both the migration movements and the formation of migration potential.

A qualitative transition in the implementation of the state youth policy in Ukraine was made from 2021: the Law of Ukraine «On the main principles of youth policy» and the State targeted social program «Youth of Ukraine» for 2021-2025 were adopted. At the same time, the new stage of the Russo-Ukrainian war radically changed the situation. So, an urgent scientific and applied task is to determine what the new strategy and tactics of the state regulation of youth migration mobility of Ukraine should be, based on the conceptual provisions of the synergy of youth and migration policy.

## 2. THEORETICAL BACKGROUND

Scientific research on the regulation of youth migration mobility remains relevant for all states, regardless of their socio-economic situation. The issue of youth migration is on the agenda of international organizations. The idea of «Talent on the Move», which indicates the priorities of ensuring mobile youth as a positive asset and bearer of rights, is popularized by UNICEF (UNICEF, 2021).

Scientists in youth migration research pay considerable attention in recent years to the involvement of young people as partners in the migration regulation and the disclosure of their potential in order to be able to respond to new challenges (IOM, 2020). The basis for this was the

rationale for respect, equal access to social services and the realization of youth rights, opportunities for autonomy and ensuring well-being in the conditions of a transcultural society (The European Youth Forum, 2008). Mobility, which contributes to the personal development of young people, in developed countries, in particular the EU, is considered as an important tool of integration, which is supported by special academic mobility programs (Erasmus+, etc.) (Dabasi-Halász et al., 2019).

The support of the youth by the state is mandatory, as it is characterized by specific problems in all spheres of life – family, childbearing, educational, social and labor (Libanova, 2010). It is necessary to differentiate state support for youth with special attention to the implementation of family policy (Nychyporenko, 2011). Young people also need employment stimulation. Indicators even in developed countries indicate an increased unemployment rate among the youth, which will give rise to the problem of the NEET generation – youth as not in employment, education and training (O'Reilly et al., 2017). It is among the youth that unemployment is increasing in the crisis in the first place (Van Mol, 2016). If young people remain unemployed for a long time, this causes so-called «scarring» effects – decrease in the level of income and well-being, increase in the risks of unstable employment, deterioration of health, decrease in the level of job satisfaction for a long period of time, possibly for a lifetime (Bell & Blanchflower, 2011). The employment rate among youth strongly depends on the flexibility of the labor market, education, migration, family characteristics (the effects of unemployment «inheritance» from parents), as well as state policy, which proves its importance for supporting youth (O'Reilly et al., 2015).

Although there is an alternative trend of increasing mobility of «older workers» in the world in the context of aging and longer life expectancy of the population, young people remain the most mobile group, reaching the highest level of activity at the age of 25-29 (Zaiceva, 2014). Youth, as the most mobile socio-demographic group, needs special attention in migration studies, in particular due to the difference in typical patterns of employment abroad and a lower tendency to re-emigrate (Maydanik, 2010). The core of youth migration research, which combines various issues, is education-included youth migration with a well-developed international scholarship system, a network of higher education institutions and academic mobility (Smith et al., 2014). In fact, today the distinction between foreign students and skilled migrants is becoming blurred. The global Education-Migration Industry is forming, which meets the needs of studying abroad and at the same time acts as an intermediary for two-stage migration routes (Baas, 2019).

Determining the characteristics of youth migration should be based on taking into account their age, since migration is as a relational and generational process (Huijsmans, 2017). The age limits of youth are different in countries and the policies of international organizations: in most EU countries – 14-30 years; according to the UN policy approach, in particular the ILO and WHO, –15-24 years; in Ukraine – 14-35 years (EKCYF, Law of Ukraine «On the main principles of youth policy», 2021).

The high youth migration mobility of Ukraine is a natural process that needs to be analyzed. Ukraine is currently among the donor countries of mobile youth, while the EU states effectively integrate its potential and regulate the internal migration balance of youth migration in the focus of «center-periphery» movements (Manafi et al., 2017). The early experience of mobility is a characteristic feature of the European space into which Ukraine is integrating, which contributes to the spread of «supra-national identifications» (Demireva & Quassoli, 2019).

The methodology of analyzing the youth migration mobility should be developed through the prism of influence on the development and capitalization of the human potential of person and region of origin based on the donor migration status of Ukraine (Bil et al., 2021). Determining the impact of migration on the capitalization of human potential makes it possible to assess the migration capital formed, where other types of capital change (increase and can be capitalized or decrease) as a result of the experience of migration (Lulle et al., 2021). In this way, it is possible to

find out the consequences of migration and substantiate the need for its regulation in compliance with the implementation of the mobility right, taking into account the principles of justice, cohesion, well-being, security and border management (Pécoud & Guchteneire, 2006).

The results of analyzing the youth migration mobility and its impact on the capitalization of human potential should be the basis for justifying the priorities of its regulation.

### **3. RESEARCH OBJECTIVE, METHODOLOGY AND DATA**

The global view on the regulation of youth migration mobility is based on the observance of rights and freedoms, ensuring justice, equality, cohesion. At the same time, security challenges in Ukraine transform the priorities of regulating youth migration mobility into a strategy for preserving human potential (Strategy of human development of Ukraine, 2021). Stimulating the youth return is necessary under various scenarios (Ukraine's Recovery Plan, 2022). The basis for this should be both direct methods of stimulating return, and measures to maximize the involvement of young people in the processes of education, employment, volunteering, various forms of civic activity, as well as international exchange (State targeted social program «Youth of Ukraine» for 2021-2025, 2021).

The research methodology in the article develops the conceptual idea of «Talent on the Move», where youth and their mobility right are considered as an asset. Therefore, the regulation of the youth migration mobility should be carried out on the basis of taking into account the consequences of these processes.

The substantiation of the relevance of the problem of regulation of the youth migration mobility of Ukraine is supported by the results of a sociological study, which confirmed the low youth re-emigration intentions, which continue to decrease in the war conditions (Bil et al., 2021).

The materials of the article are based on legislative provisions and government initiatives to support the youth of Ukraine, taking into account the new challenges of the war. Retrospective analysis of the conceptual and strategic norms of the social sphere of Ukraine made it possible to outline the key directions of the implementation of the state social policy and determine the place of youth support measures in it.

The conclusions from the analysis of the legislation and the results of the sociological research are the basis for the justification of the new concept of the state regulation of the youth migration mobility of Ukraine. The identification of weak synergy in the implementation of migration and youth policy is also a basis for conclusions.

Thus, the aim of the article is the scientific substantiation of the conceptual provisions regarding the regulation of youth migration mobility with the detection of modern priorities for Ukraine.

### **4. RESULTS AND DISCUSSION**

The youth migration mobility of Ukraine confirmed its donor status during all independence years. An exception was educational immigration to Ukraine in certain fields of knowledge of training specialists, in particular for the health care sector. At the same time, the volume of foreign educational emigration of young people began to grow rapidly since 2014. This significantly deepened the depopulation processes: the number of Ukrainian youth (people aged 15-34) decreased by almost 30 % over the last decade. Various sociological studies on the migration potential of young people and re-emigration intentions indicated threatening trends of irreversible demographic losses of the population of Ukraine. They intensified even more in the conditions of the Russo-Ukrainian War 2022.

According to the results of a sociological study of young people with migration experience on an external (outbound) vector (on the example of the Lviv region of Ukraine, October 2021 – January 2022, age – 18-35 years, number of respondents – 209) the following threatening trends were revealed (Bil et al., 2021):

- low youth re-emigration intentions – more than 60 % respondents do not plan to return to Ukraine;

- dominance in the practice of youth migration of long-term movements with a low frequency of visits to the homeland, which weakens social ties and reduces the likelihood of further return;

- significant gaps in evaluations of working and learning conditions in Ukraine and abroad – the average evaluation of learning conditions in Ukraine was 2,83 points, abroad – 4,21 points out of 5 maximum, the average evaluation of working conditions in Ukraine was 2,45 points, border – 4,00 points;

- weak influence of migration on the value of own labor – only 49 % respondents believe that the experience of migration allows them to work in Ukraine on better conditions and receive higher wages;

- unused entrepreneurial potential of young people with migration experience – about 30 % respondents are ready to invest in business, so conditions should be created for the realization of such intentions in Ukraine;

- low propensity of young people to attribute migration experience to social insurance experience for further pension provision – almost 70 % respondents do not plan to officially declare their foreign work experience because they either do not see the point in it (36 %), or do not have insurance experience or have not been officially employed (27 %).

The sociological research results proved that if the previous («labour») migration wave from Ukraine was mainly of a temporary nature (this is confirmed by the answers of respondents over 35 years old regarding the duration of migration, where a significant share of people with a migration duration of up to 1 year and even up to 1 month), then the current migration wave with signs of intellectualization is characterized by one-time and long-term departures with increasingly rare practices of return. This was a contradictory trend in peacetime to the high possibilities of population mobility of Ukraine under the conditions of the development of border infrastructure in accordance with European standards.

The intellectualization of migration from Ukraine is confirmed by the age specificity of the answers regarding the nature of work. It was established that mental work prevailed for the age groups of 25-29 years (46,9 % of all respondents of this age group) and 30-35 years (35,0 %). The indicator of the age group of 18-24 years (27,3 %), which is important, prevails over the share of people of the age group of more than 35 years (26,7 %).

The highest share of people with informal employment was also found for the age group of more than 35 years old (33,3 % of all respondents of this age group), when for people aged 18-24 the indicator was 23,6 % (the factor of gaining the first work experience), 25-29 years old – 17,2 %, 30-35 years old – 21,7 %.

Challenges of the Russo-Ukrainian War increase the riskiness of the trends identified during the sociological study (the survey was conducted until January 2022). The problem of low re-emigration intentions of young people and the predominance of long-term migration with low frequency (infrequent visits to the homeland) is especially relevant. On the one hand, a large part of patriotic youth returned to Ukraine in February-March 2022 to join the ranks of the Territorial Defence Forces and the Armed Forces of Ukraine. On the other hand, the number of young people choosing a foreign institution of higher education to continue their studies is growing. The separate studies should be conducted with the collection of statistical information for a more detailed study of this problem, which is not being done in Ukraine yet.

Thus, a new concept of regulating the youth migration mobility of Ukraine is urgently needed, which would outline the government's vision of the ultimate goal of supporting young people in the global mobile space in the form of a legislative regulation. The options here can be the following:

- minimal state intervention and predominance of market self-regulation of migration mobility;
- deliberate non-interference of the state and, if necessary, stimulation of the departure of active and revolutionary-minded youth (policy of the authorities of Belarus);
- emigration curbing;
- circulating migration ensuring;
- immigration stimulation;
- re-emigration stimulation.

The new conceptual vision of regulating the youth migration mobility of Ukraine should focus on re-emigration stimulating with a promising transition to circular migration ensuring.

The new concept of regulating the youth migration mobility of Ukraine, although it must take into account the challenges of instability, but it must be integrated into the system of conceptual and strategic norms for regulating the development of the state in its social component (Tab. 1). Analysis of the legislation of Ukraine by types of concepts, strategies and state programs of the social sphere indicate a significant attention of the the authorities to issues of social protection of youth in general and children, although the effectiveness of state support in conditions of low political culture and constant budget crises in Ukraine was low. Standards in the field of education, which play a decisive role in the development of young people, are also a significant trend. Youth priorities are regulated selectively in comprehensive strategic regulations: the problems of reducing the number of young people, their employment and deviations in the way of life are actualized in the human development strategy; the economic strategy determines the priorities of the youth policy; the regional development strategy regulates the powers of local authorities regarding youth support; the strategy of sustainable development defines target orientations for ensuring quality education, productive employment, healthy lifestyle and equality, which are relevant for supporting youth (Legislation of Ukraine).

*Table 1. Main directions of conceptual-strategic and program-target regulation of the social sphere of Ukraine (priorities until 2022)*

<b>Concepts</b>	<b>Strategies</b>	<b>State targeted social programs</b>
<ul style="list-style-type: none"> <li>- Healthcare (early intervention, mental health, public health, digitalization).</li> <li>- ducation (digital competences, STEM-, professional, dual, civic education, professional orientation).</li> <li>- Social protection (population and children, gender equality).</li> <li>- Employment (labor safety, migration).</li> </ul>	<ul style="list-style-type: none"> <li>- Comprehensive (human, economic, sustainable, regional development).</li> <li>- Social (youth support, healthy and active longevity, demographic development).</li> <li>- Employment (migration).</li> </ul>	<ul style="list-style-type: none"> <li>- Education (professional, school science and mathematics, preschool education, science at universities).</li> <li>- Social protection (youth support, overcoming and preventing poverty, housing affordability, combating human trafficking).</li> <li>- Humanitarian development (national and patriotic upbringing, development of sports and tourist infrastructure).</li> </ul>

*Source: Legislation of Ukraine*

Conceptual-strategic priorities of youth policy in Ukraine were determined by law constantly, despite the non-systematic nature of youth support. The new profile law, strategy and social program «Youth of Ukraine» for 2021-2025, approved in 2021, for the first time in a long period formed the legal basis for a proactive policy of the state in youth support. Such a policy provides for state measures based on target orientations:

- creation of conditions for the realization of human potential – forming in young people an understanding of the need to learn throughout life, educational and professional inclusion, stimulation of entrepreneurship and scientific research activities;

- creation of conditions for the development of human potential – support for family planning and improvement of reproductive health, involvement in non-formal education, development of relevant competencies (digital, financial, legal literacy);

- formation of patriotic consciousness and civic position – development of media literacy, support of volunteer activity, promotion of a healthy lifestyle as opposed to harmful addictions.

Regulatory highlights take into account various spheres of youth life. At the same time, they are not sufficiently correlated with the problems associated with the growing youth migration mobility of Ukraine. The current migration policy strategy singles out the problem of population depopulation and irreversible emigration of young people, but does not specify how to overcome it. Similarly, the legislation in the field of youth policy does not specify the priorities of youth migration regulation.

Thus, the analysis of the conceptual-strategic and program-target legislation of Ukraine confirms the need for its improvement: first, it should be developed based on the principle of synergy in the implementation of migration and youth policy; second, it must take into account the new challenges of instability and uncertainty.

High youth migration mobility is a common phenomenon for many countries. Therefore, scientific substantiation of the concept of its regulation is an urgent task of state policy, which requires constant revision. The conceptual provisions for regulation of youth migration mobility of Ukraine is proposed in fig. 1. They clearly demonstrate the possibilities of detailing measures depending on the priorities of regulating the features of youth migration and its main spheres of life.

The concept of regulating the youth migration mobility of Ukraine in war conditions allows to identify those priority tools that are able to reduce migration losses as much as possible and integrate the potential of youth into systemic countermeasures against threats and stabilization of the situation. Ambitious goals of achieving high indicators of the human capital index, which takes into account the factors of favorable development of the child in the future through indicators of education, protection and health status, are set in the Ukraine's Recovery Plan. Based on such emphasis, the Ukraine's Recovery Plan includes projects, the effective implementation of which will have a positive effect on regulating the youth migration mobility. In particular, this is the National Program «Development of the Education System», which includes the projects «Supporting the return of youth to Ukraine: international academic mobility», «Innovative entrepreneurship for young people». A number of projects supporting children and youth are highlighted in the program «Ensuring effective social policy». The program «Restoration and modernization of social infrastructure» includes the project «Creation of space for youth development» (Ukraine's Recovery Plan, 2022).

The practical implementation of nationwide priorities for supporting the youth of Ukraine requires the regionalization of youth policy. The decentralization reform made it possible to increase attention to youth problems, develop a network of youth centers with the possibility of attracting grant funds. The implementation of the youth policy implementation model in conditions of decentralization involves the stimulation of «youth participation» instead of its «support», which is relevant in today's globalized society of opportunities and choices.

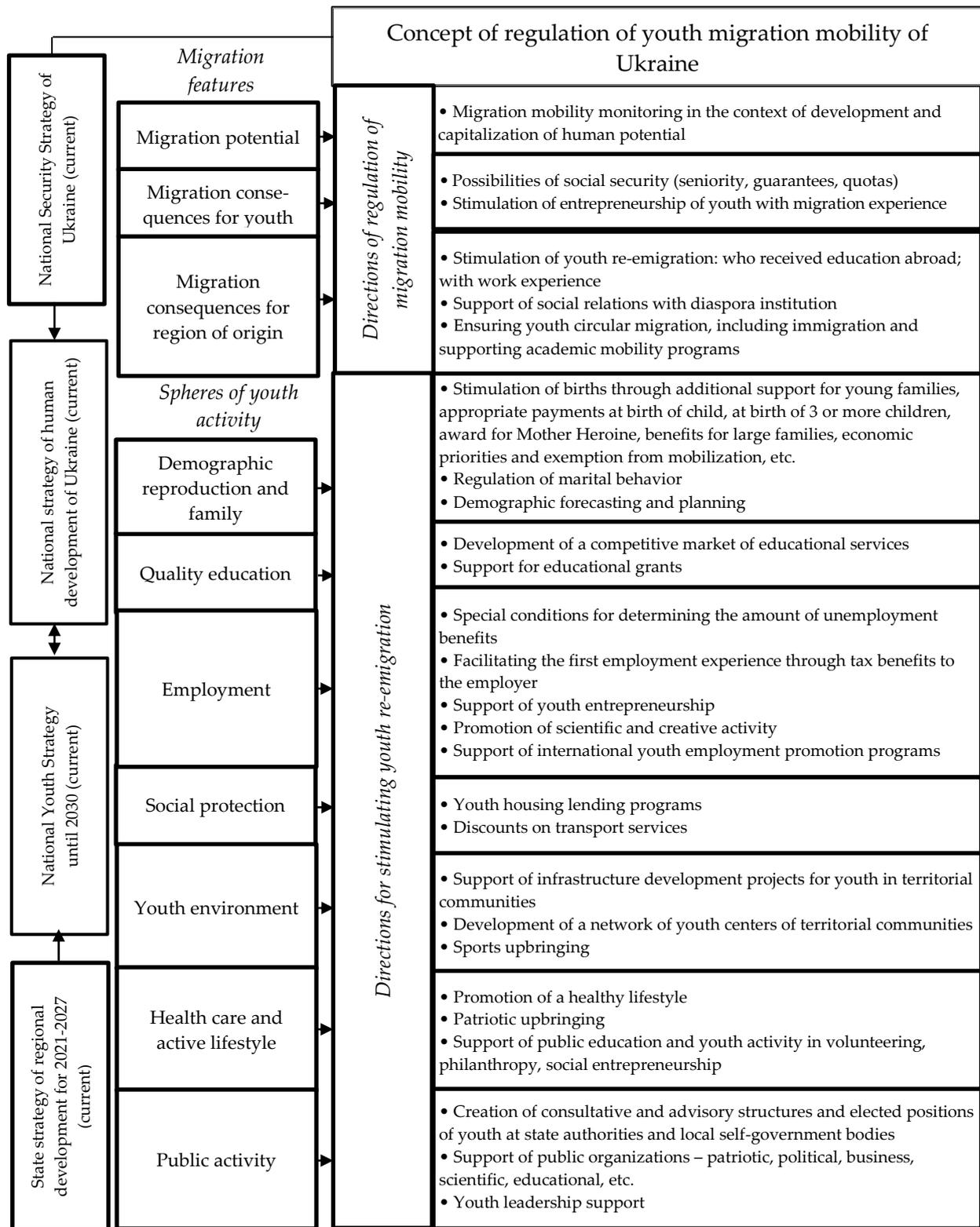


Fig. 1. Conceptual provisions for regulation of youth migration mobility of Ukraine (external vector)

## 5. CONCLUSION

Thus, new challenges and threats to the development of Ukraine have further aggravated the problem of migration losses of young people, which actualizes the participation of the state in regulating its migration mobility. The qualitative changes in the transition to a more proactive youth policy have begun in Ukraine by 2022. At the same time, ignoring the migration problem was obvious. The development of the concept of regulating the youth migration mobility is urgent

in the current wartime, as it will allow to highlight the most effective measures of youth integration in the conditions of the consolidation of Ukrainian society and the preservation of its potential.

As a result of the study, it was found that the new concept of regulating the youth migration mobility should determine the real priorities for the regulation of migration and the main spheres of youth life. Migration regulation measures should be divided in terms of the formation of migration potential and migration consequences for the person and the region of origin. Measures to regulate the main spheres of life should include a complex of stimulants regarding demographic reproduction and marital behavior of young people, improving the quality of education, employment, development of the youth environment (within the framework of the decentralization reform), health care and an active lifestyle, as well as public activity. The last stimulator is decisive in the conditions of instability for countering migration losses of youth and further engaging their potential on the way to the post-war recovery of Ukraine.

The results of the study are the basis for further research on the priorities of stimulating the youth re-emigration in the conditions of the post-war recovery of Ukraine and/or measures to attract their potential during further stay abroad.

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Біль Мар'яна, Махонюк Олександр, Попадинець Назарій. Концепція регулювання міграційної мобільності молоді України в умовах війни. *Журнал Прикарпатського університету імені Василя Стефаника*, 9 (3) (2022), 44-54.

У статті розглянуто проблемні аспекти синергії молодіжної і міграційної політики, що набувають додаткової актуальності для України в умовах війни. Метою статті є наукове обґрунтування

концептуальних положень щодо регулювання міграційної мобільності молоді з визначенням сучасних пріоритетів для України. Аналіз законодавства України в соціальній сфері дозволив виявити вагомість питання державної підтримки молоді серед концептуально-стратегічних і програмно-цільових пріоритетів. У той час, як розвинуті держави активно просувають ідею «Talent on the Move», в Україні міграція молоді через несистемність її регулювання набуває загрозливих ознак. Результати соціологічного опитування молоді з міграційним досвідом на прикладі Львівської області України доводять, що ще до російсько-української війни 2022 року рееміграційні наміри молоді були вкрай низькими. Еміграція молоді України інтелектуалізується, змінюючи попередню заробітчанську хвилю. Нинішня хвиля вимушеної еміграції теж має обличчя дітей і молоді, які з високою вірогідністю можуть успішно інтегруватись у приймаючі суспільства. Зважаючи на ризики безповоротних демографічних втрат та соціальну функціональність держави, необхідно розробити нову концепцію регулювання міграційної мобільності молоді, що включає заходи впливу на міграційні переміщення та потенціал міграції, а також підтримки основних сфер життєдіяльності молоді. Нова концепція має розроблятися з урахуванням регламентованих пріоритетів національної безпеки, людського та сталого розвитку, доцільності регіоналізації молодіжної політики в умовах успішної реформи децентралізації. В основі регулювання потенціалу міграції необхідною є організація моніторингу міграційної мобільності в контексті розвитку і капіталізації людського потенціалу, тобто з'ясування наслідків міграції для особи-мігранта та регіону (держави) походження. Обов'язковою є підтримка соцієтальних зв'язків з інститутами діаспори. Нова концепція регулювання міграційної мобільності молоді має ставити за мету стимулювання її рееміграції з перспективним переходом до забезпечення циркулюючої міграції у період поствоєнного відновлення України. Отримані результати виступають основою для наступних досліджень у частині визначення механізмів стимулювання рееміграції молоді в Україну та залучення її потенціалу при подальшому перебуванні за кордоном.

**Ключові слова:** молодь, міграційна мобільність, молодіжна політика, міграційна політика, рееміграційні наміри, соціальна сфера, концептуальні положення.