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PECULIARITIES OF FORMATION OF STATE IMMIGRATION POLICY OF CERTAIN DEVELOPED COUNTRIES

The article is devoted to the issues of immigration policy, which is an important political tool for achieving social goals in the field of economy, demography, security and nation building. In today's world, developed countries have joined the competition for highly skilled migrants and quality carriers of human capital, using immigration as an important resource for economic and demographic development. The unfavorable demographic situation formed in Ukraine before the beginning of the new millennium forces us to consider migration as an important resource, the use of which can compensate for the natural decrease in population. In traditional countries of reception of immigrants, there are serious problems in addressing the integration of migrants, national security, tolerance, socio-economic stability and intercultural dialogue. The immigration policy of Great Britain, Australia, Canada is studied and it is determined that any immigration policy is not without contradictions, its mechanism evolves and develops, and the institutional framework is formed within a certain political regime and reflects the political culture, values, goals of the nation. The essential characteristics of political regulation and levels of immigration policy of developed countries are formulated. Focus on the main components of the immigration policy of the studied countries, namely, issues related to the reception of migrants; the problems of their integration and socialization allow us to say that a special place among the factors that determine the process of development and implementation of immigration policy is occupied by the political regime.

It is substantiated that the formation of a single immigration policy for member states does not exclude the existence of national models of integration of migrants into the host society within the supranational immigration policy regime. Preservation of national models of integration is due to the presence of political and cultural national and regional features of the national community with a predominance of either civil or ethnic vectors. Differentiation of integration policies of member states is due to the presence of political and cultural differences between them in the field of national identity, citizenship and naturalization.

Key words: *immigration policy, international migration, architecture of social and political relations, political regime, socialization, civil freedom, institutions of self-regulation.*

Formulation of the problem. International population migration belongs to large-scale and dynamic modern processes, is a specific driving force of social development or a source of social conflicts and contradictions, as it has both positive and negative impact on the social, demographic, racial and ethnic composition of countries. Immigration policy is an important political tool for achieving social goals in the field of economy, demography, security and nation building. Adequately constructed and substantiated immigration policy determines not only the achievement of international consensus in terms of migration of different countries, but also political, economic, socio-cultural and its reflection.

In the postwar period in the developed world the mechanism of immigration policy has undergone significant changes (institutional and organizational), which occur both in the general context of the evolution of political systems of democracies and social processes characteristic of post-industrial societies. Ukraine, which previously had virtually unlimited means of regulating immigration, is now deprived of a monopoly on the formation and implementation of immigration policy. In today's world, developed countries have joined the competition for highly skilled migrants and quality carriers of human capital, using immigration as an important resource for economic and demographic development. In the field of immigration policy of advanced countries, along with the tendency to further strengthen the legal framework for humanitarian migration, there is a tendency to increase the requirements for migrants. For highly skilled migrants, the most-favored-nation treatment is created. On the other hand, the immigration policies of developed countries tend to reduce the share of refugees and migrants entering with the aim of family reunification. In the process of making policy decisions in the field of immigration policy, national interests are increasingly dominating humanitarian obligations [1].

Pragmatism in the use of opportunities created by immigration forms the basis of immigration policies of host countries.

Relatively recently, even after independence, Ukraine was faced with the need to formulate and implement a national immigration policy. The number of foreigners living in Ukraine on the basis of a permanent residence permit as of 2019 is 280,872 people and 114,394 foreigners living in Ukraine on the basis of a temporary residence permit [2]. At the same time, Ukraine ranks 8th place in the world in the number of emigrants to other countries [3]. The unfavorable demographic situation formed in Ukraine before the beginning of the new millennium forces us to consider migration as an important resource, the use of which can compensate for the natural decrease in population. However, as the experience of developed countries shows, the use of this resource is associated with risks of erosion of national, cultural and religious identities of the host society, increasing conflict and, consequently, complicating the problems of political control of social processes [4]. The positive dynamics of international migration, its scale, as well as the impact of immigrants on all key areas of the host society, lead to an increase in the cost of errors and miscalculations in the implementation of immigration policy.

Analysis of recent research and publications. The analysis of the phenomenon of immigration policy involves the use of scientific knowledge of theoretical-fundamental and empirical-applied nature, which explains the factors, causes and drivers of migration. Economists have made the greatest contribution to the study of migration and immigration policy. Demographic concepts and aspects are covered in the works of G. Hugo, K. Hirano; the theory of emigration transition was put forward and substantiated by V. Zelinsky, F. Martin, E. Taylor; the theory of the segmented labor market is described by M. Pior. Of particular note is the synthetic theory of migration by D. Massey, who believes that the development of immigration policy is a consequence of the conceptualization of migration problems. At the same time, international migration must be recognized as an integral part of economic globalization and regulated through multilateral agreements and institutions to maximize the benefits and costs of states.

Domestic scientists, in particular, O. Bilyk, O. Bandurka, A. Babenko, O. Vlasyuk, S. Denisyuk, O. Kuzmenko, O. Malinovska, V. Novik, O. Piskun, S. Pyrozhev, M. Romanyuk, O. Sydoruk, S. Timur, M. Shulga, studying the peculiarities of migration under modern conditions of development, assess the course of migration processes and predict development trends and consequences of migration in different countries. Examining the causes of domestic migration, the need to take measures to reduce its pace, which is becoming threatening, is noted as an obvious fact.

In general, the scientific contribution of economic sciences to the study of international migration policy is unbalanced, which is explained, firstly, by economic factors; secondly, the use in economic research of methods that allow to build mathematically verified models for the analysis of migration and measuring its economic efficiency; thirdly, little attention is paid to the social and political consequences of migration and its consideration, first of all, as an economic resource. This actualizes the study of the peculiarities of the formation of state immigration policy of developed countries.

The purpose of the article is to determine the current economic and political and legal conditions, factors, trends and features of the formation and implementation of state immigration policy in developed countries.

Presentation main material. Developed countries, long being the object of migration expansion by international migrants, have accumulated strong experience in implementing immigration policy. However, in traditional countries of reception of immigrants, there are serious problems in addressing the integration of migrants, national security, tolerance, socio-economic stability and intercultural dialogue.

Differences in the regulation of international migration have determined the choice of the most interesting countries in terms of immigration policy.

The United Kingdom is a country that has mainly implemented a restrictive strategy in national immigration policy. Australia and Canada are states that in the postwar era chose the opposite, expansionist strategy of immigration policy, aimed at actively attracting migrants. Purposeful policies to stimulate immigration were pursued by these states during the postwar decades [5]. All three countries formally belong to the Anglo-Saxon model of immigration policy, which has largely established modern global standards, norms and principles of interaction between the state and international migrants. Britain, moreover, is an example of a country whose immigration regime in the postwar decades was shaped by the legacy of the colonial past. The contradictory, inconsistent nature of government action in the field of immigration policy in the postwar era has been the cause of contemporary ethnocultural problems in British society. Therefore, the United Kingdom has carried out a large-scale reform of state immigration policy: from the legal framework to the organizational structure and the formation of new policies for practical implementation [6].

Under modern conditions, immigration policy solves, to some extent, the opposite problem. First, in developed countries, with the help of state and administrative regulation, there is a need to limit external migration, which aims to protect the national labor market, social welfare of a developed society, countering terrorism and other threats related to territorial displacement. Second, as a result of globalization, economically determined requirements have emerged in any country to remove barriers that exist in the form of interstate borders and impede the movement of people, goods, services, finance, and information.

In the context of globalization of economic, political and social processes, the problem of developing a supranational immigration policy, which will take into account the national interests of the participating countries, is one of the most pressing. Obviously, even the most effective immigration policy is not without contradictions, its mechanism evolves and develops, and the institutional framework is formed within a certain political regime and reflects the political culture, values, goals, especially those who make political decisions in a particular historical period. The experience and the model of an effective immigration policy cannot be copied and applied by other countries without significant changes and adjustments. However, this does not exclude the fact that the experience gained by developed countries needs to be studied, analyzed, critically considered and generalized.

In this regard, the relevance of studying the institution of immigration policy is growing not only from a theoretical and cognitive standpoint, but also in terms of application, as many previously implemented by different countries projects of political and managerial decisions are consistent with modern Ukrainian realities. Critically considered experience of implementation of state-administrative decisions in the field of regulation of international migration processes can increase the modernization and innovation potential of domestic immigration policy, and, consequently, have a positive impact on the future of Ukraine.

Migration processes form a new architecture of social and political relations between countries, encourage governments to resolve conflicts, create new institutions of state and political-administrative management. The search for new forms of political regulation of international migration processes determines the development by governments of developed countries of adaptation strategies (projects, policy programs, etc.) for the dynamic "infusion" of states into existing models; schemes of interaction of the international community in order to solve the problem of migration management, which has both regional and national dimensions [7, p. 7]. Since the dynamic process of constructing new institutions of state and political-administrative regulation of migration is always ahead of the level of its theoretical understanding, there is a need to study the theory and practice of migration regulation in developed countries, identify current trends in migration management, problems related to admission and integration of migrants. The review of immigration policy of developed countries is especially relevant due to the need to improve the mechanism of domestic immigration policy, reduce the conflict potential of international migration, as well as to reach a compromise between the interests of migrants and the host society.

State immigration policy is a process that involves the efforts of political, civic and international structures. In the process of forming immigration policy, the state aggregates the approaches of various levels of formalized and informal structures to the regulation of migration. It is a platform for all actors to regulate migration and forces them to apply different approaches at different levels of government. Thus, immigration policy is not a mechanical combination of all forms of immigration activity, where the state is one of the many agents of collective activity, which has its own segment of responsibility. On the contrary, the state immigration policy is the only, system-forming activity of the state aimed at achieving the goals of the host society.

Political regulation of migration processes is to some extent characterized by an ontological approach to regulatory influence, which distinguishes it from other forms and methods of migration regulation (legal, economic, environmental, network). The state, as an integrated social institution, in the formation of immigration policy is able to synthesize the interests of different participants, determined by the goals of the host society, monitoring the current situation, adjusting policies, and developing a long-term strategy for receiving and accommodating migrants.

The essential characteristics that form the profile of the possibilities of political regulation of migration include:

- use of a wide range of forms and methods of influencing migration processes;
- flexibility of contractual practices in determining the objectives of state regulation;
- ability to use specific technologies of loyalty, bargaining, agreements, etc.

The advantages of political methods of regulating international migration as a dynamic problem area are: the system-forming nature of state immigration policy and the rational nature of political and managerial influence; prompt response to problematic areas of social relations related to the processes of international

migration; a wide range of methods of influence used; ability to mobilize public resources to achieve significant social goals [1].

Immigration policy is a complex, complex process that has evolved to include new subjects and objects of regulation, which has led to a change in its structure and functions. To date, the structure of immigration policy of developed countries has three levels [8]:

- 1) supranational, which includes two sublevels – international and interstate;
- 2) national;
- 3) regional (local).

Britain's immigration policy after World War II is inconsistent and contradictory. The main reason for this is the presence in government actions of opposite political and managerial imperatives: the preservation of former relations with the Commonwealth; the interests of the nation-state, which in fact was Britain. Preservation of British citizenship in the Commonwealth of British Citizenship Act of 1948 opened the "Pandora's box" of large-scale postwar immigration to Britain. The harshness of immigration rules not only did not reduce immigration to the UK, but had the opposite effect, leading immigrants to refuse to return home and increase immigration in order to reunite families. After the 1940's and 1950's, the interests of the nation-state in Great Britain prevailed over the desire to maintain a dominant position in relations with the Commonwealth. This contributed to the differentiation of imperatives of public administration practices, as a result of which the immigration policy of Great Britain from the 60's of the twentieth century, finally took a restrictive, restrictive nature [8].

Thus, starting from the second half of the twentieth century in the political regulation of British immigration policy, two points have become permanent:

- 1) search and implementation of effective measures of state control over immigration;
- 2) solving racial problems, the integration of migrants into British society.

Canadian immigration policy was primarily focused on the needs of the national economy. However, political factors also had a major impact on changes in the process of building and implementing relevant policies. Implementation of Canadian immigration policy in the first half of the twentieth century meant cutting off undesirable categories of migrants for the ruling class and preventing them from entering the country. Restrictions on immigration were imposed not only on the basis of race or country of origin, but also on political grounds [9].

Canadian immigration policy is characterized by the high capacity of government institutions to form and pursue a stable policy, and in particular, segregation of immigrants by race and ethnicity is an integral part of the first phase of immigration policy. The second stage of development of immigration policy – from the 70's of the twentieth century – was characterized by multiculturalism, which influenced the problems of national identity, integration, and citizenship policy. With the adoption of the principle of multiculturalism as an imperative of government action, there was a change in the models of formation of Canada's national immigration policy. The practice of implementing immigration policy, its targets and political and cultural foundations has undergone transformations. The willingness to change and adapt the institutional structures of the host society in the interests of its new members has become a key feature of the multicultural phase in Canada's immigration policy. Important features of the third phase of Canada's immigration policy were the introduction of elements of long-term planning, the practice of public debate (the phenomenon of the White and Green Papers) and the improvement of the redistribution mechanism between the federation and the provinces. The undivided dominance of the federal center in the planning of annual immigration quotas since the late 70's of the twentieth century, gave way to institutionalized mechanisms of federal-provincial cooperation [9].

We identify three problem blocks that define the political agenda of Canada's immigration policy at the beginning of the new millennium:

- the first – combines challenges related to humanitarian issues;
- the second – the problems of incorporation of migrants into Canadian society;
- the third is the issue of resettlement of migrants.

Australia's immigration policy is characterized by the government's willingness to recognize cultural differences in Australian society, reliance on liberal democratic values and abandon racist strategies, which meant not just another stage, but a change in national immigration policy. Due to the growing political influence of immigrants in Australian society, the problem of forming goals and means of implementing immigration policy since the mid-70s of the twentieth century were no longer only in the competence of the government and business circles. An important trend in modern immigration policy in Australia is its regionalization [1].

Thus, the immigration policy of developed countries has two major components.

The first covers a range of issues related to the reception of migrants (desired characteristics, rules, procedures, selection systems, quotas).

The second is the problems of integration and socialization (integration, citizenship, access to the labor market, problems of political participation, etc.). Immigration policy is increasingly influencing the demographic, cultural, economic and political spheres of host societies.

Without denying the importance of improving the economic efficiency of immigration policy, we note some trends.

First, there is a steady downward trend in the share of economic migrants in the overall structure of migration to developed countries and, consequently, an increase in other categories of migrants.

Secondly, the nature of migration processes becomes more and more complicated; their aggregate causal conditionality prevents the implementation of state-monopoly migration policy and causes further diversification and complication of the processes of developing an adequate immigration policy.

Third, with the help of immigration policy, developed countries can solve demographic problems, implement security, defense, national development, and improve the quality of human capital.

Fourth, the effectiveness of immigration policy depends not only on the developed legal framework and appropriate organizational structure, but also on such non-economic factors as the presence of political will, quality of public administration, national characteristics of political institutions, the current distribution of political forces influencing functioning of the mechanism of political goal-setting and practical implementation of the national immigration policy.

Immigration policies implemented by developed countries are competitive. It should also be noted the non-equivalent nature of migration between the world center and the periphery. The result of high-quality carriers of human capital from peripheral countries, on the one hand, reduces opportunities for economic and social development for these countries, and on the other – migration from less developed countries, often without adequate replacement, which reduces the overall quality of population by demographic and socio-economic parameters. The third point concerns the liberalization of immigration policy of states during their hegemony. Hegemonic states extend liberal values not only to the economic but also to the political sphere. This applies both to the support of civil liberties (opening the door to political exiles) and to the need to remove any barriers to the free circulation of capital, goods, services and labor. In our opinion, the liberalization of immigration policy is carried out by hegemonic states, primarily in their own national interests.

In addition, it should be noted that immigration policy is a kind of social control, and the process of its formation and implementation is greatly influenced by the evolution of values, norms, as well as changes in the status-role structure of political levers [1]. An important feature of immigration policy is that qualitative changes in the process of its formation usually occur after events that are not directly related to migration. These developments are the external determinants of changes in migration and immigration policy. Events that affect institutional changes in the regulation of migration include: wars, revolutions, the collapse of empires, political and economic crises, globalization etc.

Each of these processes has a multiplier effect on immigration policy: first, it affects the nature of migration (scale, direction, intensity); secondly, it influences the change of values, rules, norms, priorities, and, as a consequence, the target settings of decision-makers; third, it increases the number of levels of decision-making, contributing to the emergence, along with national, supranational and regional.

A special place among the factors that determine the process of development and implementation of immigration policy is occupied by the political regime. The change in the model of immigration policy is due to changes in its values. The organizational, structural, and implementation components of immigration policy are institutionalized within a particular immigration policy model. The change in the model of immigration policy is due to the influence of profound social transformations that lead to changes in the political regime, changes in the configuration of international relations or phases of development of society [1]. As a result, after the Second World War, the boundaries of the liberal state's actions towards immigrants were sharply narrowed. By the 1970's, in some countries (Australia, Great Britain, Canada, Sweden, etc.), under the influence of internal and external factors, there was a change in the racial-ethnic paradigm to a multicultural one [1]. Multiculturalism, adopted as a model of immigration policy, has expanded opportunities for migration to developed countries from non-European countries, while limiting the actions of governments for all categories of migrants.

Opposing immigration values are embodied in the question of national membership. Thus, the Anglo-Saxon model of immigration policy is based on democratic liberal values, respect for human rights and political participation of the population (which includes migrants) [10]. In contrast to the Anglo-Saxon model,

the continental European model is based on the collective rights of members of the national community to preserve the ethnic and religious homogeneity of society, guaranteed by the state. The public reaction to immigration into the country, determined by historical traditions and political and cultural stereotypes, forms the imperative of state immigration policy to implement an expansionist or restrictive strategy. Traditional immigration countries – Canada, Australia and the United States – have developed and begun to apply integration models based on the principles of multiculturalism since the 1970s. Continental European countries, on the other hand, are reluctant to position themselves as immigration and retain the ideals of homogeneous nations in social and political discourses. According to the author, although the policy of integration of migrants can be implemented through the assimilationist and multiculturalist model, in practice, various variants of multiculturalism are now being implemented [4].

We highlight the following reasons for the current crisis of models of implementation of assimilation and multicultural strategies for the integration of migrants in developed countries:

- 1) increasing ethnic, religious and cultural dispersion of migration flows to developed countries;
- 2) the crisis of the state in the era of globalization, associated with the objective narrowing of sovereignty due to the growth of economic interdependence;
- 3) limited actions of the state towards migrants by liberal international norms on human rights and humanitarian obligations;
- 4) strengthening the transnational of migration flows, which leads to the disorientation of migrants towards a particular society of the host country;
- 5) increasing the segmentation of countries that receive migrants on such parameters as income, employment, social mobility, etc.

The factor of globalization has a significant impact on the role of the state in the process of immigration policy. The institution of citizenship is undergoing significant changes, the main catalysts of which are changes in the nature of the nation-state, as well as the quality and content of relations between the state and citizens.

Decentralization of the political decision-making process, caused by the objective need to include in the political process of numerous counterparts, the rationale for public policy does not mean a reduction in the role of the state. On the contrary, instead of "blurring" the political and economic borders of the state, its role as a coordinator of the actions of numerous levers is growing. The involvement of multilevel actors in the process of political power relations objectively reduces the level of conflict in society.

At the same time, the development of institutions of migration self-regulation objectively narrows the field of activity of the state. The central institution of migration self-regulation is the labor market. The needs of the labor market determine the whole mechanism of immigration to developed countries. Diasporas and migration networks are important institutions of self-regulation of migration flows.

In the most institutionalized form, the supranational immigration and political regime was formed within the European Union. The formation of a pan-European immigration and political regime had a number of important external manifestations. They are embodied: in the removal of obstacles to the processes of internal territorial social mobility in the form of interstate borders; restrictions on national labor markets; in the emergence of the institution of supranational citizenship, which gives citizens of member states new political rights and expands opportunities for political participation [5]. The main purpose of the supranational immigration policy regime is to develop and implement a common immigration policy for member countries, which involves reaching a consensus on the principles and approaches to regulating external and internal migration.

Conclusions. The institution of immigration policy in the process of evolutionary development went beyond the state system and was transformed in the form of national, supranational and international regimes. Immigration and political regimes regulate the processes of migration and regulate the entry, exit, stay, and extradition of international migrants, as well as the special nature of interactions between different political actors – states, supranational, international, governmental and non-governmental organizations.

Under modern conditions, immigration policy is a multilevel and multi-subject process in which the state has a dominant role, due to which this process is aimed at solving economic and demographic problems of the host society through the implementation of politically determined preferences and economic needs limited by international obligations reception and norms in the field of human rights. Modern immigration policy in the developed world is a complex and complex process, which includes new subjects and objects of regulation, which lead to changes in its structure and functions.

The effectiveness of state immigration policy depends not only on the developed legal framework and appropriate organizational structure, but, above all, on such factors as the presence of political will, quality

of public administration, national characteristics of political institutions that affect the mechanism of political goal-setting and practical implementation national immigration policy.

The resources available to an individual state are insufficient to implement an effective immigration policy. The dominant trend influencing the process of forming the immigration policy of developed countries is the development of cooperation in regulating international migration. The joint activities of states to regulate various aspects of international migration involve a combination of the principles of their national immigration policies, as well as the development of common for participants integration processes, norms, rules and procedures in the form of regional and international migration regimes.

We believe that the formation of a single immigration policy for member states does not preclude the existence of national models of integration of migrants into the host society within the supranational immigration policy regime. Preservation of national models of integration is due to the presence of political and cultural national and regional features of the national community with a predominance of either civil or ethnic vectors. Differentiation of integration policies of member states is due to the presence of political and cultural differences between them in the field of national identity, citizenship and naturalization.

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Прямухін Н. В. Особливості формування державної імміграційної політики окремих розвинених країн

Стаття присвячена питанням імміграційної політики, яка є важливим політичним інструментом реалізації соціальних цілей у сфері економіки, демографії, безпеки та будівництва нації. В сучасному світі розвинені країни включилися в конкурентні процеси за висококваліфікованих мігрантів й якісних носіїв людського капіталу, використовуючи імміграцію як важливий ресурс економічного та демографічного розвитку. Сформована в Україні до початку нового тисячоліття неблагополучна демографічна ситуація змушує розглядати міграцію як важливий ресурс, за рахунок використання якого можна компенсувати природне зменшення кількості населення. В традиційних країнах прийому іммігрантів існують серйозні проблеми у вирішенні питань інтеграції мігрантів, забезпечення національної безпеки, толерантності, соціально-економічної стабільності та міжкультурного діалогу. Досліджено імміграційну політику Великобританії, Австралії, Канади та визначено, що будь-яка імміграційна політика не позбавлена протиріч, її механізм еволюціонує й розвивається, а інституційний каркас формується в рамках певного політичного режиму та відображає політичну культуру, цінності, цільові установки нації. Сформульовано сутнісні характеристики політичного регулювання та рівні імміграційної політики розвинених держав. Зосередження на основних компонентах імміграційної політики досліджуваних країн, а саме, питаннях, присвячених прийому мігрантів; проблемам їх інтеграції та соціалізації дає змогу стверджувати, що особливе місце серед чинників, що визначають процес вироблення і здійснення імміграційної політики, посідає політичний режим.

Обґрунтовано, що формування єдиної для держав-членів імміграційної політики не виключає існування в рамках наднаціонального імміграційно-політичного режиму національних моделей інтеграції мігрантів до приймаючого суспільства. Збереження національних моделей інтеграції обумовлено наявністю політико-культурних країнних і регіональних особливостей національної спільноти з переважанням в них або цивільного, або етнічного векторів. Диференціація імміграційних політик держав-членів обумовлена наявністю між ними політико-культурних відмінностей в сфері національної ідентичності, громадянства та натуралізації.

Ключові слова: імміграційна політика, міжнародна міграція, архітектура соціальних і політичних взаємин, політичний режим, соціалізація, громадянська свобода, інститути саморегуляції.