

Better Migration Management

Comparative study between Romania and Ukraine

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Abstract

Many voices say that migration is a process that needs to be managed and not a problem that needs to be solved. Others sustained that migration is not a problem to be managed and the main concern should be the inequalities between the living standards of the world's states. The migration debate is highly polarized and influenced by feelings and anxieties regarding to national security, putting the discussions on solidarity-based considerations on a secondary position. The importance of the human dimension of migration, an aspect often neglected in the discourse of "migration management" addresses every aspect of the migration experience, starting with recruitment, influencing the implementation of migration policies, up to the reciprocal construction of the personality of employers and employees. The coronavirus outbreak is severely disrupting the global economy. Unfortunately, the restriction of mass movement could be one of the main measures of the prevention strategy for the dangerously rapid spread of the COVID-19 pandemic. A new element that could significantly influence the migration phenomenon, reshaping global mobility patterns for months and maybe years.

Keywords: migration management; labour migration; migration policies; authority in the field of migration; the Prague Process

JEL classification: H12; F22; J61; J68; O15

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1. Introduction

Migration has become one of the most debated topic on the political agenda, both at national, European and international level, in recent years. Governments and public authorities must take this complex phenomenon very seriously, which together with global warming is one of the primary issues of this century. The private sector and civil society organizations are also the government's partners in managing migration. I was motivated to approach this analysis due to several questions whose answer, apparently obvious, is sometimes difficult to explain and detail in many of the materials written on this topic by analysts and researchers in Eastern European countries. Even established researchers cannot always find an answer to the question of who is responsible for

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labour migration. Many of them have even come up with a series of theoretical models that try to explain the dynamics of international migration and migration control policies, addressing questions such as: What are the main drivers of international migration in origin and destination countries? Why do states accept migration? How effective are migration management policies? What are the effects of migration management policies independently and in interaction with other factors determining migration? But government officials with tasks in the management of this important issue, most of the time has failed to implement policies to reduce migration and especially skilled labour, to mitigate multiple negative effects which it has on the economy. Lack of professionalism or loyalty to the country? Or maybe both?

The present review is focused on conducting a comparative analysis of migration management practices, with a focus on labour migration, from the perspectives of the influence of government implications and policies in Romania and Ukraine. States has a different range of geographical, economic and cultural spheres. Additionally, economic development is at different stages within countries in the East European region. The review leads to the idea that the influence of government implications and policies varies between these countries in terms of an EU approach to migration management based on the five main pillars: addressing the root causes of migration; expanding opportunities for legal migration and mobility; reducing irregular migration by combating human trafficking and smuggling of migrants; establishing an efficient CEAS and implementing faster lucrative return procedures for those not legally resident in the EU. It is very important to ensure facilities for the reintegration of people who want to return (smooth return and repatriation policy) and, in this way, by intensifying voluntary return, to become a more sustainable solution. Closer cooperation between EU Member States would be beneficial (The Prague Process), as reintegration support procedures today vary considerably from country to country, and the support provided by the various actors involved in this phenomenon is often not the best solution. The paper analyzes how these two countries, as source countries of emigrants, manage to control this important issue, based on a documentation made mainly on a study published in July 2016 entitled "Emigration and economic impact on Eastern European countries", whose authors, members of the IMF staff, have tried to encourage debate on the impact of migration in these states. Generally, both states are trying to shape migration policies and also practices to address the globalization challenges faced in the region. However, the particularities are important because Romania is an EU member state and even represents the eastern border of the EU, while Ukraine have important partnerships with the EU, registering in recent year's important progress bilateral association. Assessments based on a solid socio-economic argumentation that helped me in my approach were also the aspects detailed in a research report published in 2017 on the emigration of highly qualified labour from Romania, namely that of research and development, medicine, information and communication technology. The authors, members of the Centre for Documentation and Research in the Field of

Immigrant Integration (CDCDI), make several recommendations to decision makers for better management of the emigration phenomenon, a situation that would have beneficial consequences such as narrowing the gap between our country and developed EU countries, with implications for the well-being of the population. Last but not least, the clear definition of the Romanian migration phenomenology within the study entitled "THE FOURTH WAVE - Migration of the brains on the Romania-West route" helped me in my approach. Even though almost ten years have passed since its drafting, the opinions expressed and their justification are perfectly valid for the current situation. Unfortunately, the problems evaluated within the project coordinated by Iris Alexe are still topical and I hope to help all the factors involved to make beneficial decisions for the Romanian nation. Time is not on our side.

Debates on the efficiency of migration management have often been insufficiently argued due to the neglect of important issues. The alleged failure of the management of the migration phenomenon was based on two hypotheses that have rarely been subjected to rigorous empirical verification, namely that international migration flows have increased significantly in recent years and, on the other hand, national policies have become increasingly restrictive (De Haas, et al, 2019). A statement about the effectiveness of migration management is often based on direct statistical associations between migration policies and their trends, without being proven causal interdependencies.

If not well monitored, migration flows can have significant implications for political, economic and social relations in sending, transit and receiving countries and test cooperation between them. Proper management of migration flows requires concrete measures both within the EU and outside its borders. Considered to be one of the political priorities of the Juncker Commission, it still left some issues unresolved, but, as Ursula von der Leyen said when taking over the presidency of the EC, all this will be part of an approach to a complex construction and namely the New Pact on Migration and Asylum. Migration management requires comprehensive and effective action.

2. Research methodology, data, results and discussions

2.1 Did Romania manage migration flows properly?

“A former communist country, experiencing a long transition to market economy and democracy, now one of the EU member states, Romania seems to be one of the proper sites to investigate the way authorities built a system of managing migration. migration policies from origin state perspective refers laws, rules and regulations adopted by the origin states in order to influence the volume, trajectories, destinations/origin, and composition of the out-flows and return flows; to modify one of the own migrants' statuses or to support the own migrants while abroad. If for Romania, we discuss about consistent international migration and a zero starting point regarding the legislation, we also talk about a democratic

country and a member of the EU. It is probable that both characteristics influence the potential of the case to be a proper site for studying migration policies at origin. The above arguments seem to suggest low incentives for Romanian authorities to involve in international migration (especially in the case of emigration dimension) after 2007 and especially after 2014. Yet, the case stays interesting in our opinion, especially because it offers the chance of investigating, from its very beginning, the process of creating a system to manage international migration” (Serban, M., 2015). States where the consequences of mass emigration are already obvious, such as Romania, are determined to create socio-demographic policies that meet the inherent consequences through concrete actions to avoid possible dangers to the socio-demographic environment and development. One of these is the role that the authorities should play in the management of migration through appropriate policies for the good of the nation. "The limitations imposed within the European Union by strong states on weak states are often against the development of weak states. This is how the freedom of movement of workers leads to issues of major relevance, including for national security - the lack of labour (especially in terms of skilled labour) implying the impossibility of achieving the economic objectives of the state, respectively ensuring economic security. The condition of globalization requires that the labour force move globally. Labour migration is the result of globalization, but at the same time work helps to integrate and deepen globalization” (Silasi, G., Simina, O., L., 2012). The conviction of many European analysts is that the four freedoms of the European Union, including free movement, are intended to operate in a regional framework where there are still major gaps in living standards and approaches often imposed in national policies. Romania's particular example shows that these freedoms stop its development as a modern nation, transforming it into an exporter of labour and dependent on the money sent by Romanians working abroad. If the exodus of highly skilled labour has become a frequently debated topic in public discourse in Romania, “few steps have been taken at the practical level and even less measures have been taken at the institutional level to quantify the extent of such migration and its economic, social, demographic and political impact, in the medium and long term” (Lazarescu, L., coordinator, CDCDI, 2017).

Romania's presidency of the Council of the EU, in 2019, also meant approaching four priority directions. In three of them (Europe of convergence; A safer Europe and Europe of common values) are found as main objectives aspects related to the phenomenon of migration.

“In order to achieve sustainable and equal development opportunities for all citizens and Member States”, a main objective of the first priority was “Ensuring labour mobility, employment and convergence of social rights”. Priority II was approached as one of its main objectives “giving further attention to migration issues, based on a comprehensive approach to action within the EU and on promoting cooperation with countries of origin and transit, as well as facilitating the dialogue among Member States with a view to finding solutions for an effective and sustainable EU migration and asylum policy”. The fourth priority (Europe of

common values) makes clear references to the importance of the human dimension of migration, by addressing the issue of "human rights and respect for human dignity", "solidarity, equal opportunities, gender equality and social justice "and also aspects of "combating racism, xenophobia, anti-Semitism, intolerance and populism". Approaching the management of the migration phenomenon as one of the most complex challenges of this century, these objectives were outlined based on the European resolutions developed by the Juncker Commission during 2014-2019. It remains to be seen whether we are only declarative and principled or whether we manage to implement policies in this area to reduce the structural effects that emigration has on the Romanian economy and society as a whole in terms of highly qualified migration, demographic parameters and more.

The Border management and Visa Instrument (BMVI), the Asylum and Migration Fund (MFA) and the Internal Security Fund (ISF) are three regulations and at the same time three financial instruments created to increase the scope of the support initially proposed by Committee on Migration, Asylum, Border Protection and Internal Security Policies. From this perspective, the Romanian Presidency, during its mandate, substantially encouraged the negotiations on these three financial instruments absolutely necessary for a strategy appropriate to successfully address the issues of this phenomenon. In June 2019, Bucharest hosted the discussions held on the occasion of the tenth anniversary of the Prague Process. With the main objective of managing the phenomenon of migration at national and regional level, the meeting was attended by representatives from 35 member states of the Prague Process as well as representatives of the European Commission and other European and international agencies. "Chief Commissar Catalin Necula, reiterated the importance of regional processes and, in particular, of the Prague Process for Effective Migration Management. The Romanian dignitary has underlined the full support for the objectives of this cooperation platform, which manages to implement at the regional level the interests pursued at international level. The discussions then addressed the achievements and future plans of the Migration and Asylum Panel under the aegis of the Eastern Partnership, the potential cooperation of the European Migration Network with the Prague Process, as well as ways to improve bilateral and multilateral cooperation on the field of migration, asylum and migrant trafficking, return and readmission" (romania2019.eu). As a founding member of this regional forum, Romania has had contact with the policies developed by international organizations working in the field of migration. She has been involved in several projects in which procedures have been developed on the basis of which to become practical the main approaches that have shaped the dialogue at regional level of this multistate forum. Following the expertise gained in this forum, the Romanian government laid the foundations for a strategy to involve the Diaspora. Called "Strategy for relations with Romanians abroad 2017-2020", it initiates "the transition from a welfare approach, to a participatory model in which organizations, associations and people in the Diaspora and historical communities are partners of governmental institutions in defining public policies aimed at them" (MAE-DPRRP, 2016). The

Ministry for Romanians Everywhere was established in 2017 to establish measures in the field central public administration and for amending and supplementing normative acts, by taking over the activity and the structures in the field of relations with Romanians everywhere from the Ministry of Foreign Affairs. Starting with 2017, a series of programs and strategies have been developed. Their applicability consisted in starting over ten projects that under the general name "Diaspora Start-Up" encouraged the development of entrepreneurship of Romanians in the Diaspora by financing the creation of new companies, jobs and finally the development of business and communities. But although this ministry was the poorest, the annual budget allowing only the allocation of a ridiculous amount (about two million euro) on projects in 2018, Prime Minister Tudose decided that it should become a simple department of the Ministry of Foreign Affairs. From the end of 2019, it became a department subordinated to the government. Although "effective migration management needs more than the authority of a ministry or department lacking power in public policy design, without falling into the category of reform, the institutional movements that have taken place in recent years only create the preconditions for a better management of migration, but we still cannot talk about reasonable efficiency parameters for an efficient management of migration or mobility in the EU space of the Romanian labour force. If, in the case of immigration management in Romania, the opinion of independent experts and of those in the public authorities system was that institutional reform has moved towards higher efficiency parameters, in terms of migration management in Romania, their opinion leads, rather, to some restraint regarding institutional reform or, in any case, not to its adequacy to the dynamics and magnitude of the phenomenon, in particular as regards migration / the mobility of the Romanian labour force " (Alexe, I. et al., 2011). The experts from the competent public institutions declare that "the lack of decisional force of the institutions dealing with the management of the phenomenon is the most vulnerable point of the migration management in Romania". At the same time, "efficiency in migration management is therefore strongly undermined by the fact that institutions with analysis and decision-making powers, with responsibilities in this area, act independently, without a well-established and consolidated hierarchy and information and communication circuit. However, the attempt to count and use the phenomenon to regulate a socio-economic strategy that would turn these financial flows generated by labour mobility and that would contribute to the sustainable development of Romania remains problematic. In this context of the potential beneficial effects of financial inflows, the lack of such a clear strategy is identified as one of the main problems that should be solved in the short and medium term. Therefore, the phenomenon of emigration is perceived in terms of the extent of financial resources possible to be attracted in the economic circuit, not only, or not primarily, from the perspective of its integration into a medium and long term development strategy. In this approach, migration management in Romania must begin with a reorganization of the power structure within public institutions and authorities dealing with migration. The proposal directly related to

the management of migration, in general, and of the return of the migrant labour force back to Romania, in particular, aims at another way of thinking about the policies in which the Romanian migrant is valued and what it brings for Romania, presupposes, at the same time, the involvement of local authorities and the change of social status - from the Romanian worker who works hard abroad to the entrepreneur and investor of the capital earned while working abroad (Alexe, I., at all, 2011). A draft law submitted to the Parliament by USR in 2019 proposes fiscal facilities for Romanian citizens who choose to return to work in the country. Many such initiatives are needed to make a Romanian worker abroad decide to return. And of course, the reasons why some have decided to emigrate, such as the overcrowded bureaucracy and corruption, should no longer characterize local authorities. OMFM - the Office for Labour Migration (2001) and the Department for Work Abroad (2004) both under the jurisdiction of the Ministry of Labour failed to count sufficiently in this equation. Recruitment agencies should be controlled by the state, in order to monitor at least migratory flows and their characteristics. Recruitment treaties with developed European countries are ways already promoted by other countries, and help to ensure coherence in the migration process. "Analysing the changes in different laws, rules and regulations related to international migration in Romania seems to suggest that the consistency of what we have called here migration policies at origin is weak. At least in the case of Romania, Diaspora policies seem to be unrelated and following a different logic than the emigration and return migration policies" (Serban, M., 2015).

Concrete policy programme is not easy to achieve, and require real political determination. Without this, Romania will not make significant progress in managing emigrational phenomenon. And the results will be catastrophic because if Romanians do not stay that means living in Romania it's unacceptable. Who will come to live and/or work in a country with such important socio-economic difficulties? It's seems that everything is connected: large number of emigrants means small number of immigrants.... Where are we going? Without a program to counter the temptations of developed countries it is very likely that demographic decline will actually exacerbate any economic failings. Today, Romania is no longer interesting even for the citizens of the Republic of Moldova who, if they cross the border, do so only to prepare for the departure to the West. Great Britain is a better solution even if we live the reality of Brexit with all the consequences and changes imposed by the London government regarding emigrants. The differences are still too great and convergence will certainly be expected after the economic problems caused by the new pandemic.

2.2 One of the top ten donor countries in the world in terms of labour migration – UKRAINE

Over the past ten years, Ukraine has made significant progress in migration management. The transformation of Ukraine's migration policy has been greatly facilitated through close cooperation with the European Union. "The main idea:

labour migration is not a problem that needs to be solved, but a reality that needs to be reckoned with and what needs to be improved” (Libanova, E., 2019).

In an attempt to keep the workforce in the country, the Ukrainian government is fighting on several levels, but at the same time, these policies are creating problems for the country's deteriorating economy. These negative effects are also the result of a long-standing mood based on the distrust of Ukrainian society in the government, a distrust that serves to the failure of official initiatives to encourage the return of migrants. In recent years, in addition to these problems, phenomena related to the high level of corruption or those related to the low level of salaries lead to a deterioration of this situation.

In order to improve the government's strategy in Kiev regarding migration management, both to increase the standard of living, ie the quality of life, and to bring the social security system to the level of EU standards, four important directions should be taken: 1) within the framework of the activity aimed at improving social protection of the Ukrainian migrant workers, to promote the implementation of contractual relations with the EU in the field of social protection and pension benefits of such persons, the formation of conditions and opportunities regarding the development and implementation of circular migration; 2) in order to reduce labour migration, to ensure increasing incomes of the population as a powerful factor in the control of external migration, and to implement high-quality alternative forms and methods of strengthening social responsibility of employers for the creation of appropriate working conditions and adequate social protection of employees; 3) to eliminate obstacles to the mobility of the population, to increase its territorial mobility, and also to ensure the growth of domestic demand for labour with the incentives of domestic employment of citizens as a tool of control of external labour migration; 4) for the proper adaptation of persons who are returning from abroad, it is important to develop a tool for receiving money by them until they are employed; to introduce a state system of tax and customs privileges and affordable financial and credit support for the launch of a private small business; to develop the mechanism of recognition of qualifications in accordance with their profession and specialization during employment abroad; to deepen European cooperation aimed at integrating labour migrants, in particular, implementation of the Action Plan on integration of refugees by 2020 (Vasylytsiv, T., Lupak, R., Kuniyska-Iliash, M., 2019).

“Over the last years, an accelerated increase in asymmetry in the development of the social security system of Ukraine and the EU has been observed, being one of the main reasons for the intensification of migration (in particular, external migration) processes in Ukraine” (Figure 1; Vasylytsiv, T., Lupak, R., Kuniyska-Iliash, M., 2019).

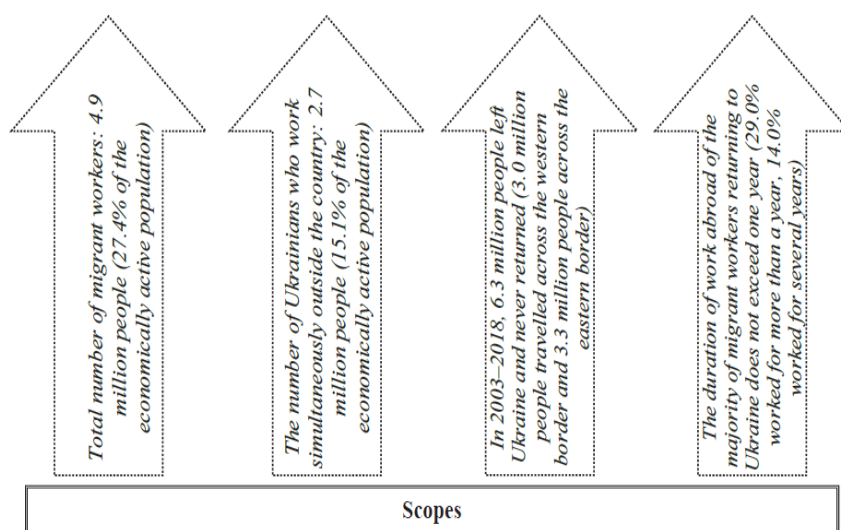


Figure 1. Key quantitative indices of external labour migration of Ukraine intensity as of the beginning of 2019

Source: Centre for Economic Strategy, 2019

The migration phenomenon that the Ukrainian authorities are currently facing is a double confrontation. Governments must strike a balance between protecting the interests of workers working in the EU, while seeking to encourage them to build their future in Ukraine without resorting to anti-democratic restrictions. Although Kiev faces major labour problems, it is not yet clear which authority is responsible for creating and implementing labour migration policies. By the end of 2019, the law made the Ministry of Social Policy responsible for labour migration policy. The Ministry of Economic Development, Trade and Agriculture is monitoring this issue starting with December 2019, based on the provisions of the legislation adopted by the Ukrainian parliament in 2015, “Law on External Labour Migration”, and the 2017 “Strategy of State Migration Policy until 2025”, the Cabinet of Ministers and several ministries and government agencies are also involved. The Ministry of Education, the National Bank, the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of Internal Affairs and the Statistics Service are the most important entities with responsibilities in managing this process. Regional and local authorities from all over the country (local administrations and local self-government bodies) also have a very important role to play because the central issues are not as well known at the central level. The issue of employment was included in the Strategy of the Ministry of Economic Development for the period 2020-2024, but unfortunately without a distinct approach to the migration process. At the macroeconomic level, the implementation of migration policies would be followed by the central body which is the State Migration Service. In fact, this forum is practically non-existent in the matter of labour migration. When the crisis broke out due to Covid-19, marked by

obstacles in the departure and implicitly the transport of Ukrainian migrant workers, these problems were managed by the Prime Minister's Office. Subsequently, the Ministry of Foreign Affairs and, finally, the Deputy Prime Minister for European Integration, were forced to get involved. These actions indicate that there is no body in the Ukrainian government to properly address the matter of labour migration, although it is extremely burning for the state. "Ukraine needs a whole new approach to labour migration. Most recently, the Deputy Prime Minister for European Integration was forced to step in and help coordinate the departure of chartered flights carrying seasonal workers to EU destinations. In order to correct this institutional confusion, the Ukrainian branch of the International Organization for Migration has proposed the creation of "a powerful and effective coordination mechanism" between the various different government agencies. Labor migration is a major short-term and long-term challenge for the Ukrainian authorities, which cannot be ignored. The good news is that the discussions taking place within the Ukrainian society are full of life, and this issue is on the first place in the internal political agenda of this country. In the coming period, addressing the migration of Ukrainian labor will inevitably be a matter of trial and error. The government will need a much better understanding of the determinants of migration and will also need to develop a much better coordinated institutional response. Ukrainian workers will not be able to stay in Ukraine, but the future development of the country will depend on its ability to convince enough Ukrainians that they have a better, brighter future at home" (Dubenko, L., European analyst without barriers).

We can say that as the labour migration process unfolds in recent years, there is still a lack of a model for understanding it as a separate area of government policy. Imperfect legislation is one of the causes. Now that the new problem due to the existence of corona virus causes a new wave of labour migration, it is time for more coherent policies to help Ukraine better understand the underlying causes of this phenomenon, benefiting from a significant level of remittances (approx. 14 billion euro which is more than 10% of the country's 2019 GDP) but at the same time protecting the country's labour force. "Thus, since 2019, there is an Interdepartmental Working Group on Integrated Border Management, a coordinating body involving a dozen agencies, international and non-governmental organizations involved in various aspects of border management. If we have integrated border management, then why not is integrated labour migration management? Perhaps this will finally enable the effective implementation of the tasks scattered between ministries" (Sushko I. & Kravchuk P., analysts at Europe without Barriers).

Given the impact of labour migration from Ukraine, the strategy that should be addressed in relation to how Ukraine could adjust its migration policies in order to increase benefits and limit the costs associated with significant labour migration flows is particularly important and should be one of the government's priorities, but also a permanent concern for regional and local authorities because it has been shown in other countries that the most effective programs for the

integration of returning migrants are based on local initiatives and not on government directives that often do not meet their needs. "In December 2019 the Ukrainian government announced a programme of low-interest loans "Return and Stay", aimed at supporting the creation of new small companies, especially at encouraging citizens working abroad to return home and start a business there. Apart from special programmes for returnees, creating a more attractive business environment would clearly be beneficial both for encouraging migrants to return and for stimulating investment in the economy at large. In Ukraine, this requires more effective government institutions, strengthened anticorruption efforts, and the implementation of reforms in such sectors as the land market or the judiciary, as well as improved infrastructure. Increasing satisfaction with local amenities such as healthcare, education, housing, environment, roads and transport may also increase the likelihood of people wanting to return from emigration or to stay in the country in the first place" (Pieńkowski, J., 2020).

2.3 Migration policy in a period of immobility due to the pandemic

The COVID-19 pandemic is primarily a global health crisis. However, as I nuance in this subchapter, the special problems that humanity faces have and will certainly have, at least in the medium term, important implications for migrants and global migration policies.

There has long been talk of the "Age of Migration", an age in which a significant percentage of the world's population is on the move. Suddenly, starting in March, cross-border movements have stopped almost completely and decision-makers in the field face the challenge of managing migration in a period of multiple restrictions. According to the IOM, as of April 23, 2020, more than 200 countries, territories and areas have implemented an impressive number (over 50,000) of restrictive measures. As a result, over 90% of the world's population lives in countries with restricted movement (Pew Research Centre). How the pandemic and these restrictions on movement will affect global migration is already being observed. However, it is too early to say exactly how long the restrictions will last and the extent to which mobility will be further reduced, but policymakers urgently need to find measures to alleviate the negative consequences of the current crisis.

The standardization of anti-Covid-19 measures and "staying at home" in response to them dramatically reconfigures global societies and economies. This situation has also social implications on the population but especially economic ones on those for whom working abroad was a "way of life" and for whom remittances were the ones that conditioned the daily subsistence of them and the families left at home. Large declines in remittance flows could affect the well-being of many developing countries in trying to address and emerge from the crisis.

Starting with the second half of March, both countries, Romania and Ukraine, introduced a state of emergency at national or local level. Besides strict restrictions on the internal mobility of the population, these countries have

cancelled all scheduled flights and closed borders for international travel with some strictly regulated exceptions. Disrupted seasonal migration schemes affect both sending and receiving countries. Considering the current restrictions on labour migration, it is most likely that country which will be most affected by the crisis are Ukraine. The problems faced by labour migrants and governments, both host and origin countries, are atypical during this pandemic period. They require a rapid reaction of the actors involved in the migration phenomenon both to keep the economies in operation but also to prevent human rights violations and of course protection of public health. Obviously, it is not clear how the restrictions due to COVID19 will continue in the countries where most EEC migrants worked (Italy, Spain, Poland, U.K. or the Czech Republic). They have been repeatedly expanded and adapted according to the measures taken by governments. However, some obstacles (legalization of residence for those whose expiration, redundancy and forced change of job, etc.) that may influence the migration process can already be identified, and the factors involved will urgently need to find solutions to avoid them. After overcoming the obstacles encountered in recent months, the authorities with responsibilities in the field of migration may face congestion in terms of requests received from potential workers, especially seasonal ones. To prevent this, accepting online requests from employers and appointments with employees should already become common practice. Online applications during blocking in host countries and implicitly more time to regulate the status of migrant workers, after the end of the quarantine, could lighten the burden for migration offices within embassies, which are sometimes blamed for the slow pace of resolving requests. "Abandoned" migrants from destination countries are subject to discrimination, poverty and other risks related to health, human security, etc. Proper information and communication are essential during the current crisis. Workers need the support of the authorities to make the right decision. Returning home should not be the solution due to the lack of information on how they can find properly work during this difficult period. However, it is too early to assess the extent of the corona virus's impact on the number of labour migrants and whether this impact will have short- or medium- and long-term consequences.

"Governments are under a lot of pressure to place most of their resources on the most visible measures, including at borders. But these controls are just one piece of the puzzle. Many communities are already at risk of serious outbreaks (especially those with people with poor legal status, who may be afraid to go to the authorities or feel pressured to continue working despite the symptoms), so these checks need to be combined. and with other interventions. These include limiting contact with exposed individuals, medical testing, contacting vulnerable populations and ensuring access to health care for all in the event of infection. Governments will need to find a way to address legitimate public concerns without fear, which risks eroding public confidence that is already weak. And while a threat that has reached the proportions of a global pandemic has triggered a "national" approach in many countries, the solution to the complex transnational challenges facing our societies must necessarily be international. Instead of focusing on

protecting their own countries, countries should also turn to other countries - including the countries where the virus first appeared - to help find solutions” (Banulescu-Bogdan, N., Benton, M., Fratzke, S., 2020).

3. Conclusions

As is natural, the approach to migration management by governments is all the more laborious as migration flows are greater and so the interests of the state are more important. Larger states are sometimes monitored differently by international agencies compared to smaller countries, although the involvement of EU fora in the field is bilateral with each state. This is partly due to the impact on the economies of the host developed countries and their interests as well as due to the problems that appear at the macroeconomic level in the country of origin. “ANOFM reports show that ignorance of European Foreign Service requested by the employer, but insufficient information on living and working conditions of people looking for a job in another European country constitute obstacles to the mobility of Romanian workers” (Cretu, A., I., Tescan, L., 2019). And the attention that governments have to this process is different and I think that the national interest is a very important feature that must be pursued both at the level of central and regional or local administration and by non-governmental actors who are often the first to notice procedural anomalies or from the point of view of the effective application of the designed strategies, resulting in beneficial approaches to all parties involved in this complex process. The states that were the subject of the present study seem to be the main minus the lack of a body to coordinate all the factors involved in managing this phenomenon.

To identify governments’ policies on migration management, I faced two important issues. The first is due to the almost permanent transfer of responsibilities from one institution to another. The second is the establishment, reorganization and even dissolution of organizations with responsibilities in the migration process. Both difficulties affect the way of trying to identify the legislation associated with international migration, especially for labour, and of course identifying how these policies have had more or less effect on the phenomenon studied, i.e. the concrete applicability.

Laborious research is needed to identify the answers to important questions on the migration phenomenon and to put into practice the steps necessary for a beneficial management for all participating actors. The questions remained the same: Is it really just a matter of higher wages and better working conditions? How important is predictability as a significant factor in making the decision to migrate? Are corruption and nepotism vices of the authorities that determine only migrants with higher education to leave or are they also determinants for those with secondary education? What would persuade migrants to stay in their countries of origin instead of leaving? Effective migration management must be supported by a pragmatic understanding of the determinants and dynamics of the migration phenomenon. The implementation of appropriate policies should include lessons

learned about the effects and effectiveness of past migration policies. The governments of both countries could consider launching detailed information campaigns about working traps abroad. Currently, there is no comprehensive document describing the most common dangers migrants may face when looking for a job in the EU, such as economic exploitation or lack of access to social security.

“The EU continued to implement the European Agenda on Migration in 2019 with a comprehensive and humane approach to migration management.

Financial support for the efficient management of migration: The EU supports national efforts to improve migration and border management with significant funding channelled through the national programmes of action managed by Member States. In 2019, it provided €467 million under the AMIF, €442.7 million under the ISF (Borders and Visa) and €92.7 million under the ISF (Police)” - Report from the European Commission, Brussels, February, 2020.

Along with climate change, migration will be a problem specific to our era. The current generation has a unique opportunity to implement often sensitive policies that address the root causes of migration but also minimize the costs and maximize the benefits associated with this global phenomenon. In order to achieve the desired results, incomparably more determined international cooperation will be needed, also at the level of public-private partnerships. At a time when many developed countries have little appetite for international involvement, perhaps due to the many challenges of the third millennium, decision makers have no choice but to address the issue of migration than to adopt sustainable and long-term solutions.

Pandemic issues create the opportunity for a comprehensive approach to improving the management of migration, in line with the migration objectives of the 2030 Agenda for Sustainable Development Goals, as well as the general framework of the EU's external migration policy, the European Agenda for Migration and the Global Approach to migration and mobility, as well as high-level dialogues through the Rabat Process and the Khartoum Process and the commitments made at the Valletta Summit on Migration. It is clear that only full compliance with the steps proposed in the programs and strategies developed by international organizations can facilitate a beneficial approach to all factors involved in this global process. Delays in implementing concrete policies will always bring us into the current situation if certain disasters add to the inherent problems.

In its current form, the article does not make a significant contribution to theoretical research. The material tries to contribute to the determination of the rulers in order to approach coherent and efficient policies regarding the management of Romanian migration. We addressed the issue taking into account the way in which the state intervenes in the lives of emigrants, and their opinions and those of other non-governmental actors on migration policies and the need for their implementation. The migration characteristics specific to Romania and Ukraine may even have a geopolitical value, from the perspective of the border that Romania constitutes for the EU and of the neighbourhood between the two

countries, in the situation in which they are analyzed evolutionarily and comparatively. These must be analyzed on the one hand according to their evolution over time in Eastern Europe, only in this way can those changes that create opportunities or vulnerabilities be ascertained. Secondly, they must be the subject of a comparative analysis, either of an internal nature, of the modes of passage and movement in the world characteristic of both countries, or of an external nature of the particularities of the migration phenomenon in these states in relation to other states from geopolitically relevant areas (eg Visegrad group). “The action plan developed for EU-Ukraine visa liberalization has become a particularly powerful tool for transforming Ukraine's migration policies. Along with improving document security and border management and a more effective fight against illegal migration, it has made Ukraine a much safer neighbor for the EU” (Kulchytska, K., Sushko, I., Solodko, A., 2016).

Recognition of the progress made by the two countries in managing migration it is natural but I consider that Romania still has a lot to do and learn, together with its eastern neighbour. The governments of both states are declaring their interest in return migration policies, so it is time to joint projects and through them the exchange of experience for the implementation of the best practices related to this process. Bilateral agreements on border traffic are extremely important to ensure legal migration and at the same time a cross-border regional development that benefits everyone. It is also important to increase the confidence of emigrants in the diplomatic missions of the two countries from abroad. This will encourage more frequent contacts between migrants and their governments to provide better services to workers abroad, as well as streamlining migration management. More effort should be made to explain both migrants and potential migrants any consequence of the lack of legal registration within the authorities of their countries - e.g. in case of a pandemic. (Boroda, M., et al, 2008). Thus, in this material, we have identified a number of issues that are unresolved in both states, and cooperation and exchange of experience involving governmental and non-governmental actors can contribute to more effective migration management.

There are several possible scenarios for the future of the migration phenomenon that are not mutually exclusive. It is very likely that some European countries will do it more selectively. A small number of EU and non-EU countries have already stated that they would like to exclude migration management as a policy option, while discouraging potential asylum seekers from applying.

As long as the recession induced by Covid-19 lasts, the demand for additional work will be lower and the attraction factors for migration in Europe will also decrease. In the post-Covid-19 recovery period, issues such as demographics, labour shortages and Europe's limited ability to attract high skills will once again be at the forefront of policies specific to this process. It remains to be seen to what extent the countries addressed in this study will pro-actively use migration policies that can benefit all actors involved.

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