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FUNCTIONAL SPECIALIZATION OF CENTRAL EXECUTIVE BODIES IN THE IMPLEMENTATION OF UKRAINE'S STATE MIGRATION POLICY: COMPARATIVE ANALYSIS OF POWERS AND INTERACTION MECHANISMS

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Derevianko A.I. Functional specialization of central executive bodies in the implementation of Ukraine's state migration policy: comparative analysis of powers and interaction mechanisms.

This article provides a comprehensive analysis of the functional specialization of Ukraine's central executive bodies in implementing state migration policy. The study reveals the specifics of power distribution among various agencies and mechanisms of their coordinated interaction under contemporary migration challenges. Special attention is given to analyzing the competence of key migration policy actors: the Ministry of Internal Affairs of Ukraine and its subordinate State Migration Service and National Police, the Ministry of Foreign Affairs in visa policy and consular services, and the Ministry of Social Policy, Family and Unity regarding migrant social protection and work with internally displaced persons.

The research identifies functional duplications and gaps in power distribution, analyzes the effectiveness of coordination mechanisms between agencies, and examines practical aspects of inter-agency interaction in administrative service provision procedures and control functions implementation. Particular emphasis is placed on analyzing the role of specialized services – the State Border Guard Service and Security Service of Ukraine in ensuring the security dimension of migration policy. The work studies the impact of martial law on transforming functional roles of various agencies, particularly strengthening coordination functions of some bodies and redistributing priorities in others' activities.

The comparative analysis includes comparison of the Ukrainian functional specialization model with international migration management practices, particularly EU countries' experience. The study identifies key problems of the contemporary system: insufficient coordination between agencies in crisis situations, functional duplication in some areas, and competence gaps in addressing complex migration issues. The work proposes recommendations for optimizing functional power distribution, including creating permanent coordination mechanisms, implementing unified information systems, and improving inter-agency interaction procedures. Special attention is given to the need for adapting functional specialization to post-conflict recovery requirements and Ukraine's continued European integration.

Key words: functional specialization, central executive bodies, migration policy, inter-agency coordination, power distribution, administrative services, migration control, comparative analysis, European integration, management optimization.

Дерев'янюк А.І. Функціональна спеціалізація центральних органів виконавчої влади у реалізації державної міграційної політики України: компаративний аналіз повноважень та механізмів взаємодії.

Стаття присвячена комплексному аналізу функціональної спеціалізації центральних органів виконавчої влади України у сфері реалізації державної міграційної політики. Дослідження розкриває особливості розподілу повноважень між різними відомствами та механізми їх координованої взаємодії в умовах сучасних міграційних викликів. Особлива увага приділяється аналізу компетенції ключових суб'єктів міграційної політики: Міністерства внутрішніх справ України та підпорядкованих йому Державної міграційної служби і Національної поліції, Міністерства закордонних справ у сфері візової політики та консульського обслуговування, Міністерства соціальної

політики, сім'ї та єдності щодо соціального захисту мігрантів та роботи з внутрішньо переміщеними особами.

Дослідження виявляє функціональні дублювання та прогалини у розподілі повноважень, аналізує ефективність координаційних механізмів між відомствами, розглядає практичні аспекти міжвідомчої взаємодії у процедурах надання адміністративних послуг та здійснення контрольних функцій. Особливий акцент зроблено на аналізі ролі спеціалізованих служб – Державної прикордонної служби та Служби безпеки України у забезпеченні безпекового виміру міграційної політики. Робота досліджує вплив воєнного стану на трансформацію функціональних ролей різних відомств, зокрема посилення координаційної функції деяких органів та перерозподіл пріоритетів у діяльності інших.

Компаративний аналіз включає порівняння української моделі функціональної спеціалізації з міжнародними практиками управління міграцією, зокрема досвідом країн ЄС. Дослідження ідентифікує ключові проблеми сучасної системи: недостатню координацію між відомствами у кризових ситуаціях, дублювання функцій у деяких сферах та існування прогалин у компетенції при вирішенні комплексних міграційних питань. Робота пропонує рекомендації щодо оптимізації функціонального розподілу повноважень, включаючи створення постійно діючих координаційних механізмів, запровадження єдиних інформаційних систем та удосконалення процедур міжвідомчої взаємодії.

Ключові слова: функціональна спеціалізація, центральні органи виконавчої влади, міграційна політика, міжвідомча координація, розподіл повноважень, адміністративні послуги, міграційний контроль, компаративний аналіз, євроінтеграція, оптимізація управління.

Formulation of the problem. The effectiveness of implementing Ukraine's state migration policy significantly depends on the optimal distribution of functions among central executive bodies and the quality of their coordinated interaction. Under martial law conditions, when Ukraine faces unprecedented migration challenges, issues of functional specialization acquire critical importance for ensuring effective public administration.

The full-scale Russian aggression has fundamentally changed the nature of migration processes in Ukraine, creating new challenges for the public administration system. The need to simultaneously address tasks of protecting refugees, assisting internally displaced persons, coordinating with international organizations, and maintaining security control requires clear functional distribution among various agencies and effective mechanisms for their interaction.

Contemporary practice shows that insufficient coordination between executive bodies can lead to duplication of efforts, inefficient resource utilization, and reduced quality of administrative services provided to citizens. At the same time, the existence of competence gaps among different agencies creates risks for comprehensive resolution of migration issues that require an intersectoral approach.

Ukraine's European integration aspirations actualize the need to adapt the national migration management system to European standards, which requires reviewing functional roles of various agencies and their coordination mechanisms. Implementation of European directives in migration and asylum requires clear understanding of each body's role in this process and ensuring their effective interaction.

Research Objective. The objective of this study is to provide a comprehensive analysis of the functional specialization of Ukraine's central executive bodies in implementing state migration policy, identify specifics of power distribution, assess the effectiveness of inter-agency coordination mechanisms, and develop recommendations for optimizing the functional structure of migration process management.

Analysis of Recent Research. The issue of functional specialization of executive bodies in the migration sphere has been studied by domestic and foreign scholars. Theoretical foundations of functional distribution among public administration bodies have been developed in works of administrative law and public administration classics.

Ukrainian migration policy researchers, particularly authors of the encyclopedic publication «Migration Processes in the Modern World» edited by Yu.I. Rymarenko, laid conceptual foundations for understanding the role of various actors in migration policy formation and implementation [1]. However, these studies require updating considering contemporary institutional transformations and wartime realities.

The normative-legal framework for central executive bodies' functioning is enshrined in special regulations approved by the Cabinet of Ministers of Ukraine. Regulations on the Ministry of Internal Affairs of Ukraine [2], State Migration Service of Ukraine [3], Ministry of Foreign Affairs of Ukraine [4], and other agencies define their competence in the migration sphere, but dynamic organizational changes require constant analysis of functional distribution effectiveness.

Foreign studies in migration management, particularly works by European scholars within EU migration policy coordination programs, provide valuable comparative material for assessing the effectiveness of different functional specialization models. However, the specificity of Ukrainian conditions, especially in the context of martial law, limits possibilities for direct transfer of foreign experience.

Main Content. The Ministry of Internal Affairs of Ukraine occupies a central place in the institutional architecture of migration policy implementation, performing a coordinating role regarding main migration management actors [2]. The functional specificity of the MIA lies in ensuring strategic leadership in implementing state policy in migration, citizenship, and physical persons registration spheres through coordination of subordinate bodies' activities.

A key feature of the MIA's functional role is combining political leadership with operational coordination. The Minister of Internal Affairs, as a Cabinet member, exercises general leadership in implementing state migration policy, ensuring coordination between the State Migration Service and National Police in executing their migration functions.

The MIA's coordination function is implemented through specialized structural subdivisions of the ministry apparatus that ensure normative-legal regulation, monitoring and analysis of migration processes, and coordination of international cooperation. This functional model allows ensuring policy unity while maintaining operational autonomy of executive bodies.

The State Migration Service of Ukraine serves as the main operational body in practical migration policy implementation [3]. The SMS functional specialization encompasses a wide range of tasks: from providing administrative services to citizens to exercising control and supervisory functions in the migration sphere.

A key functional feature of the SMS is combining service and control functions within a unified institutional structure. The Service simultaneously provides administrative services for passport document processing, residence registration, citizenship applications review, and exercises control over migration legislation compliance, makes decisions on forced return of foreigners.

The SMS functional architecture includes specialized activity areas: person identification, information systems management, international cooperation coordination, and maintenance of specialized institutions for persons requiring international protection. Such functional diversification allows ensuring a comprehensive approach to migration issues resolution.

The National Police of Ukraine performs specific law enforcement functions in the migration management system, complementing the SMS administrative functions [5]. Police functional specialization in the migration sphere focuses on countering violations and crimes related to migration legislation breaches.

Key functional areas of police activity include controlling foreigners' compliance with residence rules in Ukraine, detecting and stopping organized criminal groups' activities in illegal migration, conducting measures for forced return and expulsion of migration law violators.

Police functional interaction with the SMS is implemented through information exchange mechanisms, operational-investigative measures coordination, and joint control operations. Such functional coordination ensures a comprehensive approach to migration violations resolution.

The Ministry of Foreign Affairs of Ukraine implements the foreign policy component of migration policy through the consular network and diplomatic channels [4]. MFA functional specialization in the migration sphere encompasses visa policy, consular services, protection of Ukrainian citizens' rights abroad, and international legal support of migration policy.

A key MFA function is implementing primary migration control through the visa regime system. Consular establishments perform functions of visa applicants' document verification, trip purpose analysis, security risk assessment, constituting an important preventive migration control mechanism.

The MFA's functional role in protecting Ukrainian migrants' rights abroad includes consultative assistance, legal support, and conflict resolution assistance with employers or local authorities. The MFA's international legal function is implemented through participation in negotiations on migration

agreements, readmission agreements, and social protection of labor migrants.

The Ministry of Social Policy, Family and Unity of Ukraine, after the 2025 reorganization, consolidated functions of social protection for various migrant categories [6]. The ministry's functional specialization encompasses work with internally displaced persons, refugees, labor migrants, and Ukrainians abroad.

A key functional feature of the ministry's activity is an integrative approach to migrant social protection. Development and implementation of social support programs, professional adaptation, and psychological rehabilitation are carried out considering specific needs of different migrant categories while ensuring unified social protection standards.

Functional coordination with the State Employment Service allows ensuring a comprehensive approach to migrant employment, including professional training, retraining, and job search assistance. The function of coordinating humanitarian aid and international support for internally displaced persons gains particular importance.

The Ministry of Economy of Ukraine and Ministry of Finance with the subordinate State Customs Service perform specific functions of economic regulation of migration processes [7, 8]. The functional specialization of these bodies focuses on analyzing migration's economic impact, promoting foreigners' investment activity, and ensuring customs control.

The Ministry of Economy's functional role includes analyzing labor migration's impact on the labor market, developing strategies for using migration potential for economic development, and creating favorable conditions for foreign investors. Coordination with other agencies allows considering economic aspects in migration policy formation.

The State Customs Service ensures border control functions regarding verification of goods and currency crossing borders with migrants. Functional interaction between customs bodies and border service and migration bodies creates a comprehensive border control system.

The State Border Guard Service and Security Service of Ukraine ensure the security dimension of migration policy through implementing specific control and threat counteraction functions [9, 10]. The functional specialization of these services complements administrative functions of other bodies with preventive and counterintelligence measures.

The SBGS implements direct border control functions, including document verification, biometric identification, and border regime violation detection. The service's functional feature lies in combining control and humanitarian functions, particularly accepting applications for international protection.

The SSU performs counterintelligence support functions for migration processes, including analysis of potential national security threats through migration channels, countering the use of migration for intelligence-subversive activities, and participation in verification of persons seeking long-term residence in Ukraine.

The effectiveness of functional specialization significantly depends on coordination mechanisms' quality between various agencies. The existing coordination system includes formal and informal interaction mechanisms, regular meetings, information exchange, and joint activity planning. Formal coordination mechanisms include participation of various agencies' representatives in inter-agency commissions, working groups, and coordination councils. The Cabinet of Ministers of Ukraine serves as the highest coordination body, ensuring different agencies' position coordination in strategic migration decisions.

Information coordination is implemented through electronic document flow systems, shared databases, and integrated information systems. Digital coordination technologies development allows increasing interaction efficiency and reducing administrative costs for coordination procedures.

Analysis of system functioning practice reveals several problematic aspects of functional power distribution. Function duplication is observed in migration legislation compliance control spheres, where police and migration service powers partially overlap. Competence gaps appear when resolving complex issues requiring coordination of several agencies. This particularly concerns situations related to mass refugee influx, when simultaneous mobilization of various bodies' resources is necessary.

Coordination problems are related to insufficient information exchange efficiency between agencies, different approaches to normative requirements interpretation, and uncoordinated activity plans of different bodies. These problems particularly intensify in crisis situations requiring rapid response.

Comparison of the Ukrainian functional specialization model with EU countries' practice reveals both common features and specific characteristics. Most European countries also use a distributed responsibility model among various agencies with one ministry's coordinating role. The Ukrainian

model's specificity is the significant role of specialized security-oriented services, conditioned by the geopolitical situation and security challenges. European countries more often integrate security functions into civilian agencies' structures or ensure them through police structures.

EU experience demonstrates the importance of creating permanent coordination mechanisms, particularly specialized coordination centers or inter-agency secretariats. Such structures ensure operational coordination of various agencies' actions and maintain constant monitoring of functional distribution effectiveness.

Conclusions. The functional specialization of Ukraine's central executive bodies in state migration policy implementation is characterized by a complex architecture of power distribution among various agencies, each performing specific functions within a unified migration process management system.

The coordinating role of the Ministry of Internal Affairs ensures strategic unity of migration policy while maintaining operational autonomy of executive bodies. The State Migration Service of Ukraine, as the main operational body, effectively combines service and control functions, ensuring a comprehensive approach to migration issues resolution.

The foreign policy dimension of migration policy, implemented by the Ministry of Foreign Affairs, creates an important preventive migration control mechanism and ensures protection of Ukrainian citizens' rights abroad. The social component of migration policy, coordinated by the Ministry of Social Policy, Family and Unity, ensures an integrative approach to supporting various migrant categories.

The security dimension of migration policy, ensured by specialized services, creates necessary balance between openness to legal migration and protection of national interests. Economic regulation of migration processes through specialized ministries allows considering migration's economic aspects in state policy formation.

However, the functional specialization system requires improvement of coordination mechanisms, elimination of function duplication, and elimination of competence gaps among different bodies. Development of digital coordination technologies and creation of permanent inter-agency structures can significantly increase functional power distribution effectiveness.

Further improvement of functional specialization should consider European integration requirements, the need for adaptation to post-conflict conditions, and dynamic changes in migration challenges facing contemporary Ukraine.

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