PARTNERSHIP INTERACTION OF THE STATE AND CIVIL SOCIETY AS A MECHANISM FOR THE IMPLEMENTATION OF UKRAINE'S HUMANITARIAN POLICY IN THE CONDITIONS OF EUROPEAN INTEGRATION

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Abstract: The article represents an attempt to analyze the landscape of partnership between government and civil society within the implementation of humanitarian policy in Ukraine and EU. Theoretical provisions of such partnerships are presented, and real state-of-the art in humanitarian space of the USA, EU, and Ukraine is investigated. Particularly, the phenomenon of precariat is considered through the lens of its role for civil society' stability and designing effective humanitarian policies to improve social capital.

Keywords: civil society; humanitarian policy; humanitarian space; European integration; state management mechanisms.

1 Introduction

Humanitarian policy is seen as an objective aspect of national security policy, spanning a broad variety of its domains. In particular, the stimulating factor for socio-design and implementation of the concept of state humanitarian policy (anthropopolitics) is the need for a fundamental reconstruction of the "economic-centric" model of state policy existing in Ukraine and the formation of a humanistic, socio-humanitarian, "human-centered" paradigm and a people-oriented model of political and administrative management, ensuring the transition from "human-consuming" type of development to "human reproduction", the formation, development and improvement of the quality of human potential, the formation of a human-centric model of a human-oriented state.

Meanwhile, the socio-design of the concept of humanitarian policy (anthropopolitics) as a multi-paradigmatic, systemic object and subject of research is complicated by the lack of a unified integral conceptual framework and theoretical and methodological foundations, which determines the use, integration, and complementarity of various consistent conceptual anthropo-paradigms and approaches, theoretical and methodological potential of many humanities, social sciences, the entire "sum of anthropology". Considering the maxim that no complex phenomenon can be described using any one interpretation or on the basis of one paradigm, one of the main methodological, research bases for concept design is interdisciplinary synthesis based on a metasystem approach.

At the same time, the state of "negative equality", which is not yet clearly understood by the world elites, means not only the equal significance of every human life, but also the pricelessness of such global goods and achievements as peace, humanity, sociality, and international legal mechanisms for the protection of human rights. Their presence and actual action in a number of states (especially highly developed ones) should not be misleading about their fragility [50]. Closely related to the idea of "negative equality" is the thesis about the indivisibility of humanitarian security. It implies that it is impossible to isolate ourselves from threats in this direction. If somewhere in the world they have become real from potential ones, then no matter how local the area of their spread, such threats should be regarded as a serious challenge for humanity as a whole. The thesis about the indivisibility of humanitarian security can be supported by extensive empirical material and analysis of the problem of devaluation of the value of human life, which is escalating in a number of countries and regions of the world and has transnational and increasingly global consequences.

The EU's human-centered approach embeds essential values and concepts including trust, security, openness, and inclusivity in strong regulatory frameworks. Deep study of this policy and possible specific features of its gradual implementation in Ukraine seems to be highly relevant task in the conditions of the country' European integration.

One of the conditions for an effective humanitarian policy and encouraging humanitarian space on the scale of the country and its regions is the formation and development of civil society institutions, effective interaction between authorities and nongovernmental organizations as representatives of civil society. At the same time, intersectoral interaction is based on the key principles of social partnership, social consolidation of various social strata and groups. The system of connectivity between state and local authorities and civil society institutions is not the conclusion of the consolidation process, but rather a dynamically growing set of socioeconomic and sociopolitical processes and technologies that demand further investigation at this time.

World and in particular European experience shows that the creation of clear, evidently defined, transparent, effectively working relations between the state and the public sector contributes to the involvement of the population in the process of creating and developing civil society, participation in the development and implementation of public and social initiatives, and building closer contacts and principles of feedback in relation to authorities [5]. At the same time, it is necessary to take into account the obvious diversity of the regions of Ukraine in terms of economic, social, and historical-cultural development, as well as take into account the changing social landscape of the country, changes in which became obvious even before the full-scale invasion of the Russian Federation.

2 Materials and Methods

The complex nature of the research subject required the involvement of interdisciplinary approaches. Both general theoretical methods and methods used in special sciences are used. The comparative-historical method, the method of institutional analysis, and the structural-functional method were of greatest importance for revealing the subject of the study.

3 Results and Discussion

One of the main tasks of public administration and humanitarian policy as one of its most important components is to build communication systems that ensure information interaction between government structures and society. This applies to all branches of government, both at the national, regional. and municipal levels. The effectiveness of socio-political communication largely determines the stability and development of various spheres of public life and the effectiveness of humanitarian policy.

The relationship between government and public associations is a rather complex and multifaceted process. Various researchers have proposed different typologies of models of interaction between civil society and the state [2; 3]. A model in a broad sense can be any image of an object or structure, an explanation or description of a system, process or series of interconnected events. In the humanities, the modeling method is associated, first of all, with the construction of artificial, ideal, sometimes imaginary objects, situations, which represent relationships and elements similar to the relationships and elements of real social processes [54; 55]. Political research traditionally uses mainly conceptual (substantive) models, which are functionally divided into descriptive, explanatory, and predictive. In addition to conceptual models, index models are also used (although to a lesser extent), which operate not with concepts and theoretical generalizations, but with numerical characteristics (a set of specific indicators obtained as a result of observing the phenomenon being studied) [18].

In conceptual models, as a rule, three options for interaction between authorities and civil structures are distinguished: cooperation, ignoring, and confrontation. At the same time, cooperation can be either partnership, implying a certain equality of the parties, or dominant, up to the complete subordination of one party. Each of these options for building relationships between authorities and public associations can develop according to several scenarios, creating certain models of interaction [7].

In partnership interaction, researchers highlight the following models [14; 49; 50]:

- Model of supporting the development of NGOs, or "gardener model". Bodies of both national and regional authorities adopt regulations that promote the emergence and development of independent public organizations and take specific actions to support the development of such organizations.
- A partnership model, in which government bodies do not try to manage non-governmental organizations, but participate in various forms of dialogue with NGOs, in the form of "negotiation platforms" and other forms.
- "The Architect's Model". Civil society organizations shape public policy, proposing an agenda, as well as solutions to certain problems, propose and participate in the implementation of reforms of specific institutions of government, participate in the creation of new government bodies, train and educate government officials.

In interaction based on the dominance of power, the following models are distinguished [14]:

- Paternalistic model. In exchange for political loyalty, government agencies provide certain support for the activities of obedient organizations - by providing free premises or preferential rent, through direct financing and other means.
- "Drive belts" model. The state apparatus views all public organizations solely as transmission mechanisms from the party leadership to ordinary residents of the country, and in this case there is no talk of any independence. "Public" organizations take their 'rightful' place as transmission belts under the complete control of the political system leadership.
- The model of ignoring, when the state does not notice the majority of NGOs, does not hinder, but does not help their activities. Such a model can be implemented in conditions of diverse non-state support for the activities of NGOs, on the one hand, and the concentration of power on a variety of political and economic problems, on the other.

Confrontation implies the following models [50; 56]:

- Model of "Fighting the Enemy". Within the framework of this model, state representatives see independent nongovernmental organizations that do not want to "fit into" the paternalistic model as a danger to own power, and try to complicate their activities or even close them down.
- Model of "Civil Disobedience". In conditions of violation by the authorities of civil human rights and political freedoms, a number of public organizations choose the tactics of civil disobedience - participation in unauthorized

rallies, pickets, and other actions that cause repressive actions by the authorities, thereby actually moving into the plane of political struggle.

The second model - individualistic, liberal - has traditionally developed in Western Europe, the USA, and a number of other countries. It is characterized by the following: 1) recognition that a free citizen is the ultimate source of all state power; 2) priority of the individual in relation to the state; 3) limiting the independence of a citizen by the scope of his rights and freedoms; 4) limiting the state to civil society, minimizing its functions [57; 58].

Currently, according to experts, a third model is emerging - the participatory one. Its main position is the idea of the main function of the state, which is to create, within the framework of the law, a variety of social benefits for all members of society, taking into account the capabilities of each. It presupposes: 1) recognition of the inseparability and contradictory nature of the relationship between the state and civil society; 2) consideration of the state as an instrument for creating and ensuring favorable conditions for the free existence and development of a citizen; 3) compliance with the principles of solidarity and subsidiarity (the state is obliged to take care of the welfare of all citizens, including the disadvantaged) [7].

However, in the current turbulent socio-political environment in both the EU and Ukraine, these models can hardly be observed in their pure form - rather, they are combined, intertwined, and replaced from one model to another in a fairly short period of time.

It should be noted in this context that in reality there is not only a colossal gap in well-being and, accordingly, in the quality and degree of protection of people's lives in the highly developed and least developed countries of the world, but also such a phenomenon as "devalued life". The concept of "devalued life" comes from such concepts as "nuda vita" ("bare life") of the Italian philosopher Giorgio Agamben and "precarious life" ("random", "uninsured life") of the American literary critic and feminist Judith Butler. This is a special condition that should not be identified with extreme poverty, although it can be generated by it [11].

The dynamics of social transformations, the labor market, technological changes, political crises, etc., which have accelerated over the past half century, are significantly changing the face of modern society and leading to the emergence of new social strata (groups, communities) [4; 6]. It is worth mentioning a phenomenon that has received critically little attention in modern sociological and political science, but which is nevertheless an integral characteristic of modern societies in many countries, and Ukraine is no exception. This is the phenomenon of precariat.

One of the characteristic features is that the precariat is characterized by specific regulators of social behavior: norms, needs, values, morals. This is expressed in the presence of values of freedom, independence, autonomy and interesting work that corresponds to abilities and inclinations. Another sign is the special way of life of the group [8-10]. This is reflected in the fact that flexible forms of employment are relevant for representatives of the precariat: temporary (seasonal) work, parttime, casual, self-employment (freelancing), etc. Often such non-fixed forms of employment are presented in the form of remote work. According to expert estimates, the group comprises from 30 to 40% of the working population, is limited and deprived of the rights that permanently working employees with guaranteed employment have [17].

The new realities of the second half of the 20th - early 21st centuries demonstrated the fact that in many countries of the world increasingly more people found themselves in a situation that began to be called deformed, shadow, informal (unofficial); in labor relations, for an ever-increasing number of people, not only in the sphere of production, the security of work with all the ensuing guarantees, protection, and confidence in today and tomorrow began to occupy an increasingly important place [15]. Currently, informal, precarious, employment in different

countries of the world covers from 30 to 60% of the working population, and not just the working class [16]. The question arose: can these people involved in different types of labor be defined by one concept? Some researchers have come to the conclusion that this new sociostructural phenomenon should be called "precariat" (from the Latin precarium - unstable, unguaranteed) and the word "proletariat", which at one time represented a class alienated from the results of labor and subject to exploitation in the interests of the ruling class - the bourgeoisie) [33; 34; 36]. The precariat is a fundamentally new formation, meaning a social stratum that personifies alienation not only from the results of labor, but also from the entire society of significant social groups experiencing special, sophisticated forms of exploitation of their labor, their knowledge, their qualifications, which ultimately affects the quality their lives [59]. The main indicators for identifying those belonging to the precariat are: precarious, unstable employment of hired workers, regardless of the sector (formal or informal) in which they work, lack/reduction of social protection, job insecurity and, as a result, uncertainty about their own future [1]. Increasing economic turbulence and social instability creates precarious employment, from the employee's point of view, characterized by high risks of deterioration of working conditions, reduction or, on the contrary, an exorbitant increase in working hours and labor intensity, a fall in real wages, and, finally, the loss of the job itself. Thus, the instability of the position of workers in the labor market increases, the structure of labor relations and the labor market changes.

The emergence of the precariat is due to the historical development of capitalism, when a flexible labor market represents an opportunity to reduce social security costs and shift a significant part of the risks associated with labor relations to the workers themselves. The precariat is in a period of formation, as evidenced by the emerging self-awareness of the members of the new class [20-23]. The concept of the precariat as a class has political and social implications. Individual workers in similar working conditions can explain their situations in non-class categories, while class solidarity disappears, and together with it - the possibility of collective action. The class concept can allow workers with different professional, gender, and ethnic identities to join forces and fight for the realization of common interests and demands.

Hence, the question of political subjectivity, of the organization of socio-political movements by the precariat, is relevant and open. If to understand socio-political movements as "a social institution of the struggle for political power, constantly generated by the alienation of human essence and aimed at its removal" [19], and the precariat as the embodiment of the maximum alienation of a person, then the formation of movements (as spontaneous and unstable as and the precariat itself) is only a matter of time. Precaries feel much more acutely that most of the socio-economic problems of modern society are unresolved; therefore, the possibility of a catastrophic social explosion is completely real [52]. A number of experts have already noted that namely the populist revolt of the masses led to the success of many right-wing radical movements and parties in modern Europe [32; 35]. This often is mentioned as an explanation of the victory of D. Trump in the US presidential elections in 2016 and the success of Brexit in the UK in 2015.

The modern world is changing rapidly, and not only in the technical, technological, economic, and political sense. Its social structure is also changing. Marx's idea of classes, which is based on the attitude to property (the means of production) and the place of man in the labor process, does not fully characterize the modern structure of society [24-29]. However, the class structure has not disappeared anywhere - it has acquired a different form and different parameters. And since the previous guidelines disappeared, the search began for new definitions of the social state, which is characteristic of most currently existing societies. Real life requires answering a question that has not only theoretical but also practical significance - what is the social structure of modern society, including Ukrainian?

However, in any case, it is obvious that the growth of the precariat is a symbol of the crisis in the labor market. In this

context, it should be noted that the regional aspects of the implementation of social programs considered by a number of authors, which are, to one degree or another, capable of smoothing out the consequences of job instability and insecure labor relations in the United States for the period from 2007 to 2020, act as one of the explanations for the increasing processes of regionalization observed in the country [56]. The researchers identified two key components of social program execution at the subregional and individual state levels. The first indicates greater regionalization of federal relations in terms of social assistance for the people, which was done without taking into consideration the growing precarization of work in regions with the highest proportion of precariat among the employed [30; 31]. The second aspect, which considers the structural characteristics of the distribution of funding in the areas of education, health care, and social protection of the population, reveals the authorities' attempt to carry out balanced social programming in subregions that are potential centers of "new industrialization" of the American economy. This approach is aimed at preserving and qualitative development of the region's human capital by smoothing out the negative consequences of labor precarization [44].

Considering humanitarian policy in EU, aimed at improving social capital and covering precariat, one should note that, for example, in Poland and the European Union, there are similar trends in terms of employing people on temporary contracts. However, Poland differs from the average EU employment in each age group by up to 10%. An study of data depicting the proportion of individuals employed in the Polish sector on permanent contracts reveals an increased trend from 2007 to 2019. At the same time, there appears to be an increasing share of temporary contracts, mostly fixed-term contracts, in the employment structure [60]. The observed trend is consistent with the changes occurring in the current labor market. The examination of data on the number of people employed in the Polish economy with a contract indicates that between 2007 and 2019, roughly 55% of all workers had a permanent contract. Temporary work and civil law contracts mostly impact young individuals between the ages of 15 and 24. In Poland, at least 60% of employees in this age group work under this type of employment. The EU-28 average for this age group working on temporary contracts is 41% [12].

The overall data for EU are also alarming. Papadakis et al. [37] present statistics showing the risk for EU youth (15-24 years) to appear in precariat category.

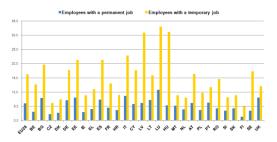


Figure 1. EU28 Member States, In-work at-risk-of-poverty rate by type of contract, 2018 [37, p. 10]

For Ukraine, the data are presented in Figure 2, on the graph showcasing the percentage of informally employed individuals in different sectors from 2019 to 2021.

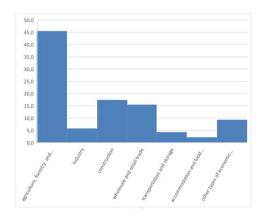


Figure 2. Informally employed population by type of economic activity in Ukraine, 2019-2021 [17]

The problems of precarization, which primarily affect employees working in flexible, lower-paying forms, exacerbate a growing sense of frustration due to the limited opportunities available to those involved to meet some of their needs, which are largely caused by changing society and current trends, the fashion for owning specific products and using certain services [40-43]. Young people have difficulty acquiring more costly flats, and their uncertain employment condition considerably decreases the probability of receiving a loan for real estate purchases.

Generation Y is the most precariat cohort in Poland and other EU nations. The fate of the young precariat is determined by a variety of factors, including origin, education, personality qualities, "misfortune", and life issues; yet, they have a common socioeconomic status, which results in fewer prospects to acquire a "permanent job.".

With this in mind, it is widely acknowledged in Poland that, given these tendencies, the Polish government and other state governments should consider adopting steps to curb this problem. In light of these phenomena, the Polish government and its related agents operating in the labor market and social environment should improve how they conduct their information policy in terms of boosting access to information on programs and activities aimed at assisting the precariat change their professional and life situation [12]. Also, Czuba and Muster [13] note that in Poland, as part of the job assistance strategy, educational programs exist that teach the fundamentals of operating a business and securing loans to start one's own. However, survey results show a lack of understanding about the availability of such programs or difficulty in accessing such information. As a result, it would be prudent to propose the establishment of a government portal to promote this sort of information among the precariat.

Within the EU, national policy reforms undermined labor's ability to organize resources, while the retreat of public policy, with cuts in social protection and human capital expenditures, saw welfare transform into 'workfare'. Precarious work manifested itself as not only an increase in (often involuntary) temporary work, but also the imposition of reduced and increasingly unpredictable working hours, low wages, and less favorable working conditions - all of which workers, particularly the young, had to accept in order to remain employed [45-47]. Activation policies fostered in-work poverty among people pushed to engage in low- (or un-)paid precarious occupations, as a strategy to maintain their entitlement to a basic income given the rising conditionality of welfare payments. In this context, policies promoting labor-market arrangements that foster innovation and safeguard workers must not overlook collective bargaining institutions and representation rights, which are critical components of a decent (and non-precarious) work agenda. Such arrangements can guarantee that all workers are adequately trained and qualified, health and safety requirements are fulfilled, and workers are properly rewarded, with employment rights, acceptable working conditions, and entitlements to maternity, paternity, and parental leave, sick leave, vacations, and pensions [39].

Bearing in mind the process of European integration, Ukraine should thoroughly monitor changes and implementations of EU humanitarian policy, to large extent concerning precariat, and develop own programs based on the EU' experience [51]. In particular, difference in the situation and approaches in the EU countries different by wealth and social structure, appropriate approaches for different regions of Ukraine could be designed.

Meanwhile, as far as Ukraine is concerned, it is becoming increasingly clear that paternalism continues to be an immanent feature of the public and personal life of Ukrainian citizens. Neoliberals categorically deny the role of the state in solving economic problems, central planning and regulation [48]. They characterize a market economy as a free space in which employment, profits, and investment flow without restrictions to where there are no restrictions on capital. They tried to prove that social guarantees for the working class and concessions to trade unions inevitably lead to a slowdown in economic growth, accelerated deindustrialization, and a decrease in production efficiency, that economic development and increased competitiveness are possible in conditions when market principles permeate not only the economy, but all spheres of life of society. Ultimately, this attitude implemented the main goal of the neoliberals - to shift the burden of risks and concerns about public and personal life onto the shoulders of the people themselves, which in the conditions of Ukraine turned out to be unproductive, erroneous, and unpromising. The social policy of the state represents a poorly coordinated set of activities that do not form a system or integrity, which is manifested in the social, labor, and everyday behavior of people (45.5% did not participate in any forms of public life; in a difficult life situation, only 2.1% will address to authorities; 24.9% experience a feeling of helplessness when trying to influence what is happening) [53].

The architectonics and institutional design of the concept of humanitarian policy have a complex polystructure, each element of which is systemic and is part of a "system complex", including: causal, theoretical-methodological, axiological, teleological complexes, as well as principles, main directions, mechanism for implementing the concept, complex high sociohumanitarian "human-oriented" technologies ("anthropotechnics") and a criterion-indicative complex (a system of qualimetry and quantification for assessing the effectiveness of the implementation of the concept and, in general, the humanitarian success of the country) [7].

The category "anthropopolitics" is not institutionalized and not nominated in political science discourse, theory and practice of political and administrative management, however, researchers offer the following formulations [50]:

- In the political and philosophical sense, anthropopolitics is a state humanitarian megapolitics (state anthropological policy), the practical implementation of which creates conditions for free development and self-actualization, self-realization of a person, sustainable, advanced human development, improving the "quality of qualities of the population," the formation of a harmoniously developed personality.
- In a narrow, state-administrative context, state humanitarian policy (anthropological policy of the state) is a purposeful, systematic, continuous and coordinated system of joint activities of national, regional government bodies, and local governments, civil society institutions for integrated and synchronous implementation a set of humanitarian, human-oriented policies (in their unity, interconnection, and complementarity), for the purpose of practical implementation of its strategic goal - creating conditions for the free development of man, the formation of a harmoniously developed personality, improving the "quality of qualities of the population", the development of human potential, the anthropological transformation of the country, forming the foundations of a socio-humanitarian,

human-oriented state, creating conditions for achieving value-target parameters for the success of the country's humanitarian development (the country's humanitarian success).

It should be noted here that the concept of human security occupies an important place in the EU's humanitarian policy. The United Nations Development Program publishes an annual Human Development Index (HDI), which provides a comparative analysis of international human development indicators relevant to human security. It suggests a comprehensive assessment of three characteristics of human development: living a long and healthy life (measured by life expectancy), receiving an education (measured by adult literacy), and having a fair standard of living (measured by purchasing power parity). On average, human development indicators tend to rise and fall with government income. A clear example within the EU is, for example, a comparison of the human capital development indicators of Sweden and Romania.

There is a fine line between keeping people safe inside and outside the EU. We increasingly see a trend in which security measures compromise the rights and freedoms of people who, according to the normative idea of the European Union, need to be protected. Over the years, the EU has developed liberal policies that can protect and ensure the security of individuals and communities within its borders, and the current financial and migration crisis has brought many political, economic, and social aspects of humanitarian security to the fore.

It is very important for Ukraine to study and project both positive and negative experience of the EU in the development and implementation of humanitarian policy, and to work on developing its own vectors of humanitarian policy, taking into account national specifics on the one hand and the prospects for European integration on the other.

While Western models of civil societies have developed over centuries in an evolutionary way, in Ukraine the model is formed in a matter of decades, or even years. There is no model of civil society in the world that could be borrowed, copied, but it is necessary to form own one, in accordance with country' historical characteristics and national traditions. Consequently, the task of scientists and reformers of the modern management system and humanitarian policy is to find an optimal, harmonious relationship between the state's participation in public affairs and the creation of a set of mechanisms for the relationship between government and society that would not hinder, but rather promote the development of civil society.

In particular, for example, the development of the nongovernmental sector leads to an increase in the number of professionally operating organizations that create jobs and attract investments in the social sphere, which can have a beneficial impact not only on the non-governmental sector, but also on the socio-economic situation in the region and municipalities, create more favorable conditions for the implementation of the strategy for the socio-economic development of the region, including within the framework of national projects, regional and municipal programs and investment projects [38]. In addition, the participation of non-governmental organizations in the provision of services in the social sphere can significantly increase the efficiency of using public resources allocated for these purposes, actively introduce innovative social technologies into practice, and attract extra-budgetary investments for the development of social infrastructure.

By examining the extensive material of scientific ideas on civil society, problems of practical interaction between authorities and civil society, the role of the "third sector", as well as intersectoral interaction [49], one can imagine several options for understanding its essence: civil society as an extra-state social reality opposed to the state; civil society as a private sphere of life of people, their associations, different from the state and public spheres; civil society as a public sphere that mediates the relationship between the private sphere (the behavior of individuals) and the state.

The essence of intersectoral social partnership is to establish constructive interaction between three forces operating in the public arena of a country, region, or municipality: state and municipal structures, commercial enterprises, and nongovernmental organizations. Representatives of each sector have different opportunities and resources to participate in solving social problems. They have different ideas about the very nature of social problems. But, despite all the differences and the contradictions associated with them, cooperation between sectors is necessary: neither the state, nor business, nor citizens can "alone" overcome social injustice and conflicts. To achieve this model of management and solution of social problems, it is necessary to form such mechanisms of intersectoral social partnership that would correspond to the modern Ukrainian social context and would be effective. By emphasizing the real significance of the humanities paradigm that underpins human capital, it becomes possible to update its understanding through the annihilation of economic reductionism and the establishment of a focus on the completeness and harmonious integrity of human existence.

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