

From Temporary Housing to Sustainable Solutions: the Role of Humanitarian Organizations in the Development of Local Housing Programs

Report on the Research Results



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The study was conducted by Cedos think tank on behalf of Caritas Ukraine.

Caritas Ukraine is a network of local community-based organizations in Ukraine. Belonging to the Ukrainian Greek-Catholic Church, the Caritas Ukraine network is one of the largest Ukrainian non-governmental charitable organizations that provides assistance to people in need, regardless of their religious beliefs, nationality, or social status. Referring to its mission to help the most vulnerable groups of population, Caritas Ukraine provides comprehensive support to those who need it and practices a comprehensive, people-centered approach in all its activities, optimizing assistance and helping the affected population to get out of the crisis. 30 years of experience in social care programs, 10 years in humanitarian response and community development/resilience programs. Caritas Ukraine is also an active advocate of social policy reform and humanitarian law at the national level.

Cedos is an independent think tank and community that has been working on social development since 2010. We believe that everyone has the right to a decent standard of living. Therefore, the goal of Cedos is to find systemic causes of social problems and solutions. Our approach is based on research. We study social processes and public policies, disseminate critical knowledge, promote and implement progressive change, inform and strengthen the community that supports this change.



August-December 2023



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LIST OF ABBREVIATIONS

IDP - internally displaced person

State Housing Committee - State Committee of Ukraine on Housing and Municipal Affairs (currently the Ministry for Communities, Territories and Infrastructure Development of Ukraine)

State Youth Housing - State Specialized Financial Institution «State Fund for Support of Youth Housing Construction»

IOM - International Organization for Migration

PTR - place of temporary residence

USSR - Ukrainian Soviet Socialist Republic

CHAPTER I

KEY CONCLUSIONS



Social housing in the broadest sense is housing provided to people in need rent-free or for an affordable rent. In Ukraine, social housing in the broadest sense includes social housing as such (social housing in the narrow sense), temporary housing (including temporary housing for IDPs), and places of temporary residence.

IDPs' need for housing. The full-scale Russian invasion caused the biggest housing crisis since independence. At the beginning of 2023, the number of internally displaced persons in Ukraine was 5.4 million people. Most of them lived in rented housing. A significant part of displaced persons lacks financial resources to pay rent and utilities. They may also face a number of barriers specific to this housing sector, such as unreasonable price increases, evictions, discrimination when looking for housing, etc. At the same time, the idea of social housing seems attractive to at least part of IDPs, and society maintains high expectations for the authorities to overcome housing problems. According to some estimates, about 1.42 million IDPs may need about 500,000 housing units.

Existing system. In the mid-2000s, the issue of social housing (in the narrow sense) and temporary housing was regulated in Ukraine. The purpose of social housing (in the narrow sense) is to provide housing to socially vulnerable groups of the population, and the purpose of temporary housing is to provide housing to those who have lost their housing due to various emergency reasons. Certain categories of people, including IDPs, have the right to receive such housing by registering in a certain register ("in a queue"). After the first wave of internal displacement caused by the beginning of the Russian-Ukrainian war in 2014, separate regulations were adopted for the development and provision of temporary housing for IDPs with a separate registration and scoring system to determine the priority of settlement. As of the beginning of 2021, there was a total of 1,098 units of social housing (in the narrow sense) and 1,997 units of temporary housing (including temporary housing for IDPs) in Ukraine.

To respond to the housing crisis, at the beginning of the full-scale invasion local governments and civil society mobilized their resources to shelter IDPs. In order to create places of temporary residence, educational and cultural institutions, administrative buildings, dormitories and other types of premises were utilized, which allowed to accommodate a large number of people. Initially, the operation of temporary housing in different communities was organized differently in a decentralized manner, but since September 1, 2023, minimum standards and regulations have been introduced by the Cabinet of Ministers at the national level.

Housing development, record keeping, distribution, maintenance and management of social housing (in the broadest sense) are the responsibilities of local self-government bodies. The responsibility of the government is to create a legal framework, and to provide assistance in the development and maintenance of social housing (in the broadest sense). International organizations and donors can also provide assistance in housing development and participate in determining the conditions for its distribution and utilization.

Key rights and responsibilities of housing residents, rules of residence, and standard contracts for social housing (in the narrow sense), temporary housing (including for IDPs), or

places of temporary residence are defined by the laws and resolutions of the Cabinet of Ministers. For social housing (in the narrow sense) and temporary housing, it may be de jure possible to receive rent from residents to cover housing maintenance and development costs, but in fact, this mechanism does not work well. This leaves local self-government bodies without adequate resources, resulting in a risk of decline and marginalization of the social housing stock. For temporary accommodation, the state provides compensation for utility services, but the long-term sustainability of this support is uncertain. Mechanisms to ensure the sustainability and further utilization of housing, if the need for it decreases, are not clearly defined. At the same time, territorial communities understand the needs of different social groups for housing and other functions that can potentially be satisfied with these premises.

Obstacles. The complexity or lack of sufficient regulation of certain housing development aspects leaves room for different interpretations of the relevant standards. Passing various authorization procedures is also a challenge. Financial obstacles are the main problem in the housing construction and refurbishment process. In particular, they also include difficulties in finding donors, the insufficient level of skills in project and grant management and a lack of vision for a sustainable management model for housing in communal ownership. Administrative challenges include insufficient funding to support administrative capacity, insufficient staffing in general and fragmented responsibility for various aspects of housing policy implementation at the local level. Clearly defined rules, well-coordinated interaction and donor control at various project stages can serve as safeguards against corruption risks.

Examples. The experience with the dormitory for IDPs from the Mariupol community in Dnipro, the social hostel in the Konotop community, the CO-HATY project, and the IOM project show various options and approaches to offer social housing (in the broadest sense) for internally displaced persons. The analysis of these and other examples enables us to elaborate on proposed changes to national legislation and offer recommendations for the implementation of further activities and projects. The experience of the EU countries offers different models of social housing regulation and development.

Recommendations. Given that the housing crisis in Ukraine, caused by the full-scale Russian invasion, has been going on for two years now, the priority of the government, local authorities, and international, humanitarian and non-governmental organizations is the transition from emergency short-term measures to long-term sustainable solutions. In the case of housing assistance, the key solution is the development of a social housing system (in the broadest sense) at the local level.

Non-governmental humanitarian organizations can offer support to local authorities in the form of funding, expertise and partnership for the development of social housing (in the broadest sense), including by refurbishing the existing buildings into IDPs accommodation.

For humanitarian organizations, the project implementation model of assisting local authorities in the social housing development (in the broadest sense) involves two phases. The first phase can be implemented immediately within the existing legal framework and

restrictions imposed by it. First and foremost, it is focused on responding to existing needs. At this stage, housing development can take place in partnership between local self-government bodies and their utility companies, and local non-governmental organizations. The introduction of rent to support the long-term sustainability of housing at this stage is impossible. The transition to the second phase requires the availability of respective legislative conditions. The second phase is intended to ensure the sustainable development of social housing (in the broadest sense) in the long term. At this stage, both utility companies and non-governmental organizations can be housing providers, and the key condition is a combination of absolutely rent-free housing with affordable housing.

The implementation plan for support projects shall consist of a preparation stage, a stage of selecting communities for cooperation, a collaborative planning stage, a development stage that involves housing development, as well as an operational stage, during which its full functioning takes place. Important model elements at each stage are measures for coordination of key stakeholders, measures for increasing the capacity and training of partner communities, as well as measures for community involvement and empowerment of housing residents.

CHAPTER II

METHODOLOGY



The full-scale Russian invasion caused the largest housing crisis in Ukraine's history since independence in 1991. Millions of people were forced to leave their homes due to hostilities and many houses were destroyed. In the early days after the start of the invasion, providing shelter in relatively safe regions of the country was one of the key priorities for local authorities and civil society. In the second year, the key challenge in housing remains the search for sustainable, affordable and long-term solutions to provide housing for those in need. Given the large-scale demand, it is not possible to meet it adequately without inter-sectoral cooperation, assistance and joint efforts.

The purpose of this study was to identify the potential, conditions and obstacles for non-governmental organizations in increasing the capacity of local authorities in the development of a social housing sector (in the broadest sense) for IDPs and other vulnerable groups as a long-term solution in the context of a full-scale Russian invasion of Ukraine.

The concept of social housing in Ukraine can have a broad and narrow sense. In the narrow sense, social housing is housing that belongs to a social purpose housing stock. In the broadest sense, social housing includes not only social purpose housing stock, but also other types of housing, which involves providing accommodation free of rent or for an affordable rent. Thus, the concept of social housing in the broadest sense includes not only the social purpose housing stock, but also temporary housing stock (including for IDPs), and places of temporary residence. To avoid confusion, in this report, when it comes to Ukraine, we specify whether we mean 1) social purpose housing stock, i.e. social housing in the narrow sense, or 2) social housing in the broadest sense.

Given the purpose of this study, it did not include issues of private sector housing, mortgages, or other financial and credit mechanisms. Considering the potential, conditions and obstacles for non-governmental organizations, the study objective was to collect information and develop recommendations relevant to non-governmental organizations that have an opportunity to implement large-scale programs to support the development or refurbishment of housing, and to increase the capacity of authorities.

To implement the study objective, we used a combined research methodology applying qualitative methods of social research (expert interviews, focus group discussions) and desktop research (analysis of legislation and literature, data collection through requests for access to public information).

The desktop stage of the study included the analysis of legislation and regulatory acts in the field of social housing (in the broadest sense) in Ukraine, as well as previous studies and publications dedicated to the issue of housing provision, in particular to IDPs. The review of legislation and literature allowed us to determine the main legal framework of the social housing sphere (in the broadest sense), as well as the areas of responsibility of local authorities and non-governmental organizations relating to the development and maintenance of social housing (in the broadest sense), including temporary housing and housing for IDPs¹.

¹ A list of publications relevant to the research topic is given in the appendices.

In addition, the desktop study involved sending and processing requests for access to public information to regional administrations and territorial communities to collect data on the number of social housing units (in the broadest sense), the need for such housing and local housing programs. Requests were sent to the regional administrations of all regions, except for those where a significant part of the territory is under active hostilities or occupation (Kherson, Zaporizhzhia, Luhansk, Donetsk), and to the Kyiv City Administration. The list of territorial communities was determined on a selective basis, taking into account the geographical and typological diversity. Several regional administrations have also redirected requests to district administrations or territorial communities.

The field research stage was based on in-depth semi-structured interviews with experts, representatives of state and local authorities and utility companies. Male and female respondents were selected by the targeted method according to the list of contacts. The purpose of the interviews was to collect expert assessments about the needs and vision of municipalities regarding social housing (in the broadest sense), the main challenges during a full-scale invasion, the experience of interaction with non-governmental organizations or donors in the field of social housing (in the broadest sense), and plans for the implementation of potential or existing housing support programs for IDPs and other vulnerable groups. A total of 30 interviews were conducted, of which 20 - with representatives of territorial communities and 10 - with experts and representatives of non-governmental organizations and initiatives².

The field research stage also included focus group discussions with IDPs of different ages, and genders, residing and not residing in the collective centers. The purpose of focus group discussions was to collect needs, motivations, assessments, and readiness to participate in potential programs from the point of view of IDPs. Conducting four focus group discussions allowed us to take into account the experiences of different IDPs subgroups based on socio-demographic characteristics to understand their needs better. In particular, focus groups were conducted with the participation of:

- IDPs who rent housing;
- IDPs living in a modular town;
- IDPs living in a dormitory;
- IDPs living in refurbished schools/kindergartens.

In addition, the study used the results of the Housing Leadership Lab - a three-day event organized by Cedos on December 7-9, 2023, during which 24 representatives of authorities and non-governmental organizations developed recommendations for the development of the housing sector in Ukraine.

The limitations of this study include the following. First, among the communities whose

² The list of organizations and territorial communities whose representatives were interviewed is provided in the appendices.

representatives agreed to participate in the study or provided answers to the requests, those who were more interested in the development of the social housing sector (in the broadest sense) may prevail. Taking this into account, the viewpoints of communities with less interest may be underrepresented in this study.

Secondly, requests for information and interviews indicated that the purpose of the study was to generate recommendations for organizations that could potentially provide assistance to communities. This could have an impact on the willingness of potential informants to agree to the conversation, as well as on the honesty of answers.

Thirdly, the responses of regional administrations and communities to information requests were heterogeneous. Various authorities responded selectively to the points of requests. For example, some regional administrations could report on the number of approved local social housing support programs (in the narrow sense) without providing any information on the number of already available social housing. Some of the regional administrations, in particular, Lviv, Volyn, Zakarpattia did not provide any meaningful information on any of the requested items.

CHAPTER III

NEEDS



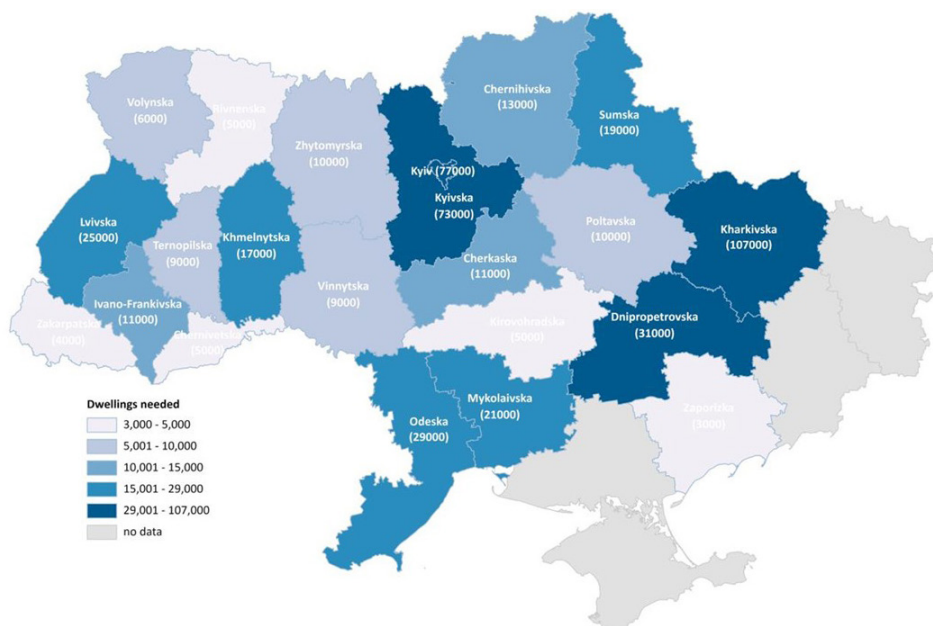
3.1. The needs of IDPs

According to KSE Institute estimates, at the beginning of autumn 2023, the housing losses caused by the war in Ukraine amounted to \$55.9 billion. In particular, 167.2 thousand housing units were damaged or destroyed. These estimates are approximate, since in the conditions of active military operations, the opportunities to inspect the buildings are limited.

[According to](#) the IOM, as of December 2023, **the number of internally displaced persons** in Ukraine was 3.7 million people. At the same time, the number of IDPs is gradually decreasing. Not all displaced people who arrived in the communities stayed there for a long time. Some IDPs moved to other communities within the country more than once. For 42% IDPs, the reason for re-displacement was the lack of affordable housing. Some IDPs have also moved abroad. After the liberation of the occupied territories, some people were able to return home. At the same time, with the continuation of military operations, new people become IDPs who also need decent housing.

According to the [calculations](#) by Julie Lawson and colleagues based on the IOM data, as of May 2023, about 1.42 million IDPs may need housing assistance in the form of more than 500,000 housing units³. This figure included 1) IDPs who do not plan to return to the place from which they were displaced, and 2) IDPs who have already returned or are planning to return to the place from which they were displaced and for whom the housing need is high according to their own estimates.

Figure 1. Need for housing units by region as [calculated](#) by Julie Lawson and colleagues based on the IOM data as of May 2023.



3 The need for housing units by region is presented in the appendices.

Ukrainian society has high **expectations regarding the government's role** in solving housing issues. According to Cedos [research](#), Cedos, in December 2022, 82% of respondents believed that the state should provide housing for people who need it. 73% of respondents strongly agreed or rather agreed with the statement that the government should ensure the possibility of affordable housing rent. 49% of people whose housing was damaged or destroyed as a result of the war rated the available assistance from the government as insufficient.

The data obtained during our focus groups with IDPs also demonstrate the existence of expectations from the state regarding housing provision. At the same time, the state support options that provide for free housing (for example, social housing in the broadest sense) rather than helping people to acquire housing for themselves (for example, preferential mortgage) are preferred.

What is the point of this mortgage offered by the state? Someone's home was destroyed, someone's burned, someone's damaged. The state must compensate. This means that I have to build a house for myself again. For example, I am retired, I can't handle it. It seems to me a stupid idea to offer a mortgage to refugees, whose homes have been destroyed. The state shall recover the housing, or give compensation free of charge rather than a mortgage.

IDP who rents housing

The state, I suppose, should take care of the problem that occurred not through our fault. This is the first thing. The second thing is that many elderly people, as well as young people, pay taxes. Therefore, I think that the state must help in this situation rather than offering a mortgage.

IDP who rents housing

According to Cedos [research](#) conducted in 2019, 83% of residents of Ukrainian cities with a population of more than 100,000 inhabitants lived in housing that was privately owned by them or members of their households. At the same time, the share of owner-occupied housing was smaller among younger respondents: only 71% among people aged 18-24 compared to 90% among people aged 65 and older. This situation was one of the consequences of the mass housing privatization policy implemented in Ukraine since the 1990s. As a result, **the idea of living in one's own private home** has been spread as a norm. Thus, the same study showed that in 2019, 61% of respondents disagreed with the statement that it is acceptable to live in rented housing for the whole life, while only 21% agreed with it. At the same time, only 46% of respondents agreed with the fact that rented housing is only a stepping-stone to their own housing, while 29% disagreed with this statement. Thus, although for most people living in their own housing was the preferable option, other options (in particular, rental housing) were also quite acceptable for a large part of the population.

The full-scale invasion and mass forced displacement could have influenced the situation. Thus, Cedos [study](#) showed that in autumn of 2022, a total of 76% of the population in Ukraine lived in housing privately owned by them or members of their households. In ad-

dition, compared to 2019 survey, the share of male and female respondents who agreed with the statement that the state should help citizens in purchasing housing also decreased by 13% (from 83% to 70%). Given that study sample in 2019 included only residents of the cities with a population of more than 100 thousand people, and the study in 2022 included also residents of smaller settlements where the share of private home ownership is higher, the changes may be even greater than it was recorded.

Focus groups conducted as part of the study demonstrated that the idea of social housing seems attractive to at least a part of IDPs. Among the factors that influence the positive perception of social housing (in the broadest sense) are non-affordability of commercial leases and mortgage loan programs, and the precarious situation of displaced persons living in housing owned by friends, who have left and will return in unspecified time (anytime). At the same time, even those informants who have a positive attitude to the idea of living in social housing (in the broadest sense) are not confident that its quantity will be sufficient to satisfy the existing needs among IDPs.

This sounds like science fiction now. I would personally be happy to agree to such an option. I have already told that such an option would be a solution to my problems.

IDP who rents housing

Well, I agree with social housing in any form. Because we now live in very bad housing, almost without any amenities. However, as the girls have already said, I don't believe in this much, it's more of a dream.

IDP who rents housing

The participants of the focus group discussions did not mention the importance of housing having a specific status of social housing (in the narrow sense), temporary housing, or permanent housing. At the same time, some of the informants expressed their wishes for certain living conditions in such housing, in particular, conditions for children, private space, separate bathrooms, and the opportunity to live together with the family members.

What can I say, it depends on the housing format. Because I want to give the best for my children. And if, let's say, I can live without certain conveniences, I will try to work hard, even at two jobs that are not very convenient for me, but at the same time my children will live in housing which will be comfortable for them. That is, with a shower, with a private toilet, right? To have everything in order and maintain it.

IDP who rents housing

In the long term, the focus group participants of older age do not see any possibility of rebuilding the destroyed housing in the territory affected by the hostilities. They also do not see the prospect of buying their own housing in the future.

There is nowhere to return, because Mariupol is occupied, and housing has been destroyed. [...] Moreover, it is impossible to acquire some basic goods that we had in the apartment, because we are retired. Accordingly - no plans.

IDP who rents housing

I can't afford to buy a good house. I am already old, and I don't have money for a good house, but I also cannot maintain the bad one alone.

IDP, living in a refurbished educational institution or in a lyceum dormitory

In different communities, **the demand for housing among IDPs** is different. Well, there are communities with vacant space even in the reconstructed places of temporary residence. The reason for this is that some IDPs consider the prospect of employment or proximity to the place of work, so they do not move to certain communities where such opportunities are not available.

For example, we receive a call from the regional department, which deals with social support. They say that there are 15 people coming to us. I say: "We can accommodate them". Then we wait one day, the second day. Then we call and ask: "Where are your people?" They say that they have found an option in Frankivsk. They pay rent there, well, but they have a job there.

Representative of the local authority

Sometimes people refuse to settle if housing does not meet their needs, for example, if a family looking for a place to live has a child, who needs certain conditions.

For example, the day before yesterday, one family called, and I said that we had free rooms, but I also said that at the moment the building was being repaired. If you want you can stop by. It's noisy. Well, since there was a child, they refused for now.

Representative of the local authority

The availability of housing has an important **impact on the well-being** of IDPs. Despite the fact that the existing system of social housing (in the broadest sense) may draw some criticism, in general, there are no alternatives, since this is the only possibility to have housing for a large number of displaced persons because all other options (such as commercial rent, preferential mortgage, purchase) are unaffordable. The main advantage of social housing (in the broadest sense) is security and stability. Disadvantages may include limited private space (this disadvantage does not apply to all premises and can be addressed in the planning process), and a lower level of agency in decision-making (especially compared to living in private property). However, these disadvantages are less important than the advantage that social housing (in the broadest sense) is often the only option for ensuring the right to housing for IDPs and other categories of population in need.

Based on the results of the interviews with the community representatives, we can distinguish the following **factors which influence the demand for housing among IDPs in a specific community**:

1. Type of community: demand for housing may be higher in cities, which offer greater employment, better infrastructure, and social services.
2. The availability of jobs or proximity to workplace is an important factor that affects the number of IDPs in a community. In particular, the availability of relocated enterprises that need a large number of new employees may have an impact.

3. The availability of educational institutions for children - kindergartens and schools - is especially relevant for families, who plan to stay in a new place for a long period.
4. The availability of higher education institutions, which have been relocated from the territories where hostilities are taking place, creates an additional need for housing for students and teachers.
5. The availability of infrastructure for people with reduced mobility, the elderly and people with disabilities.

According to community representatives, development of sustainable and long-term housing for IDPs is also a strategic step for many communities. Among the reasons, the informants mentioned that the provision of housing offers the possibility to achieve the following goals:

- to enable people to stay in Ukraine and support the return of IDPs to liberated settlements in the future;
- to encourage internally displaced skilled professionals to stay in the community and take up jobs, left vacant after the departure of local people abroad;
- to encourage young skilled professionals who are needed in social and medical spheres, in particular from among IDPs, to stay in the community (mainly applies to the rural areas);
- to integrate IDPs in the community, since full-fledged and decent housing will help the displaced persons to be “equal” members of the community.

3.2. Challenges faced by IDPs

Based on the focus group discussions conducted as part of the research, it is possible to identify a number of several key challenges faced by IDPs, which are barriers to obtaining decent housing. The main challenges are the lack of financial resources for renting housing on a commercial basis, and living conditions in the places of temporary residence.

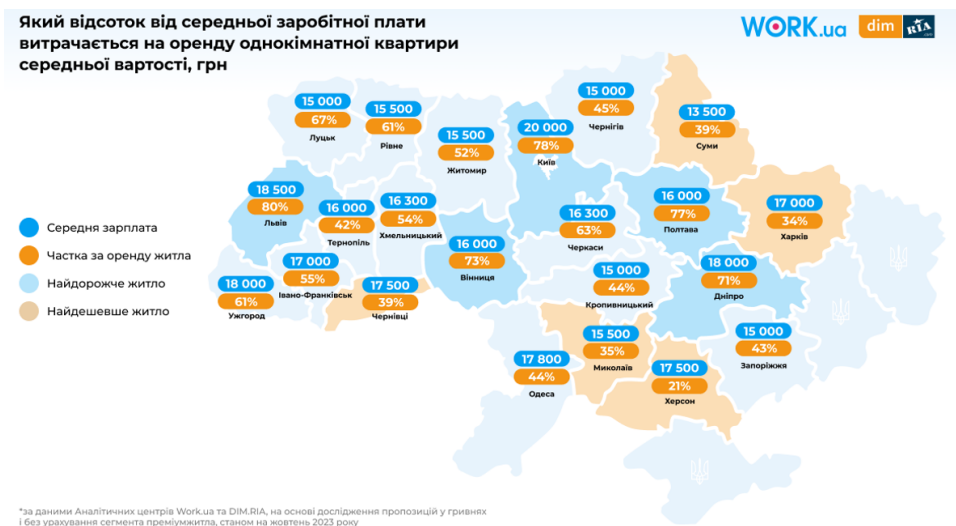
1. Lack of financial resources for renting housing on a commercial basis

According to the IOM, in January 2023, 60% of IDPs lived in rented housing. Each studied community has a part of IDPs who live in the private sector, renting housing or living in housing provided by local residents. At the beginning of the full-scale invasion, local residents provided housing for displaced persons free of charge, but the longer the war continues, the fewer people are willing to do this on such conditions.

According to Eurostat [methodology](#), housing is considered unaffordable if the household

spends 40% or more of their monthly disposable income on housing. The US Census Bureau [considers](#) this figure to be 30%. In Ukraine, there is not enough data to estimate the ratio of income and rental prices and their dynamics in a holistic way. However, even the limited data available suggests that housing rent in the commercial market is not affordable for a large part of the population. Thus, [according](#) to Work.ua and DIM.RIA, the rent price for a single-room apartment is equal to about 78% of the average salary in Kyiv, 80% in Lviv, and 54% in Khmelnytskyi. Among all regional centers in the territory controlled by the Government of Ukraine, the cost of a single-room apartment is less than 30% of the average salary only in Kherson, which may be due to the lowest level of safety in the city, which is constantly under the Russian artillery fire. The figure is less than 40% only in Chernivtsi, Mykolaiv, Kharkiv and Sumy (three of these four cities are also located relatively close to the Russian border or front line). On the one hand, these data are most indicative for single-person households. On the other hand, they are related to the average salary and single-room apartments. Larger households may require housing consisting of several rooms, and even if several people in the household have an income, it may be less than the average salary. The situation can be especially difficult for persons whose main source of income is pension and social benefits.

Figure 2. The share of the average monthly rent of a single-room apartment in the average salary by regional centers according to Work.ua and DIM.RIA [data](#) as of October 2023



Social benefits paid by the government to IDPs are formally an accommodation allowance. It amounts to UAH 3,000 for persons with disabilities and children and UAH 2,000 for other persons. 53.5 billion hryvnias were [spent](#) on these payments in 2022, of which about 50% were covered by international support programs. However, these payments cannot cover the costs of housing rent. Thus, according to calculations based on DIM.RIA data, the amount of monthly allowance for persons with disabilities in October 2023 covered 19% of the monthly rent price for a single-room apartment in Kyiv, 20% in Lviv, 34% in Khmelnytskyi, and 60% in Sumy. At the same time, the monthly allowance for adults without disabilities covered 13% of

the monthly rent of a single-room apartment in Kyiv, 14% in Lviv, 23% in Khmelnytskyi, and 38% in Sumy. From February 2024, this allowance is not [granted](#) for an indefinite period, as before, but only for 6 months with the possibility of an extension for another six months for vulnerable categories of IDPs. Moreover, starting from September 2023, a person's property status is taken into consideration when this benefit is being assigned.

[According to](#) Cedos, in 2022, 43% of respondents among the entire population of Ukraine agreed with the statement that their household spends more than 30% of their income on housing. The share of people, who agreed with this statement, was 53% among IDPs. As of January 2023, [data of the IDP survey conducted by IOM](#), showed that 38% of IDPs do not have sufficient funds to rent or pay for housing over the coming winter months. This was also confirmed by the results of our focus group discussions.

In the long-term, it seems that the current rent payment will become unaffordable. Because the amount we pay is expensive. If I could dream for a while, I would like to stay in Kyiv longer, but with the opportunity to pay for housing much less. Less than we currently pay for a private apartment.

IDP who rents housing

We rent an old house with very few amenities. We pay at a nominal charge. We were immediately notified about the terms, we can stay here for 5 years or more. There you go. It is difficult to live here because there are no amenities. We are used to living in the city with all conveniences. Moreover, we are retired and also disabled. That is that. We can't afford more, we don't have enough money.

IDP who rents housing

Among the displaced persons, there are categories of people unable to pay even for utility services. This mainly concerns retired people and people whose main income is the IDP allowance, provided by the government.

It is difficult, because I am retired, I do not work. My husband is completely unemployed. It's hard to bear.

IDP living in a dormitory of an educational institution

I don't know how can I pay the utility bills out of 2 thousand hryvnias?

IDP living in a dormitory of an educational institution

I am retired. I could pay only for utility bills subject to state subsidies, preferably for a long time until the liberation of my native town and restoration of the apartment. I doubt that someone will provide such a lease. No one can guarantee this.

IDP living in a dormitory of an educational institution

I am retired. There should be only utility bills.

IDP living in a dormitory of an educational institution

*My son helps paying for the apartment. I pay utility bills.
IDP who rents housing*

*Well, I can afford it, but if I pay utility bills as well, then I won't be able to pay for my daughter, because I pay a lot for the lyceum, for various activities, for the swimming pool, then I won't have money left for...
IDP living in a modular town*

With this in mind, certain types of support programs, such as short-term rent and utility allowances, are not appropriate for people on low incomes, as they will not be able to pay for housing on their own after the allowance expires.

In some cases, housing rented by displaced persons is the primary residence of landlords who have moved abroad due to the war. Accordingly, their return will mean the need to vacate housing if there are no other alternatives for further residence.

In addition, the private housing rental sector in Ukraine is characterized by such problems as the lack of mechanisms for the national or local regulation of rental prices, illegal evictions, discrimination during housing search (including, based on the IDP status or origin from a certain region, and many [different reasons](#)), violation of privacy by landlords, and poor conditions.

2. Living conditions in the places of temporary residence

People with disabilities, in particular, people with musculoskeletal disorders and people with reduced mobility may face places of temporary residence and other types of housing for IDPs being inadequate to their needs. In some cases, proper arrangement requires significant financial resources, which can be perceived as unrealistic.

This social hostel is not adapted for people with disabilities, because it is like a residential building with a very high rise. Technically, it requires a huge amount of money to break something there, or make a ramp, or make a second entrance. The building entrance is not the only issue, but the corridor itself, these doors are very narrow and these stairs are very narrow. It's impossible, let's say so. The authorities consider another place where people with disabilities could be accommodated, because there are a lot of inquiries from such categories.

Representative of the local non-government organization

Because of the floor space, and the configuration itself, these were pre-war cottages, which were actually built somewhere between the First and Second World Wars. We had a large number of disabled people, among IDPs. It is clear that when those cottages were built, nobody thought of accessibility, those stairs are steep.

Representative of the local authority

IDPs often live in dormitories of educational institutions or other premises where there are certain rules regarding water supply and access to kitchens, or these premises are not generally adapted for simultaneous comfortable living of a large number of people, for example, the boiler room capacity does not allow to heat water quickly. These restrictions create inconveniences for all IDPs, but especially for the elderly and families with children, who need 24-hour access to hot water or the ability to cook meals.

I wish the shower could work 24 hours a day. Sadly no. It does not work. In summer it was running from 7 to 9 every day except for Sunday, at least while there were no students. Well, actually, that was enough for displaced people, as long as there were no students. However, when the classes started and students arrived, it became clear that it would not be enough for everybody to take a shower during two hours. That is why they have added 2 extra hours for the displaced people. However, because it takes time for the water to be heated in the central heating boiler room, it is not two hours, but almost one hour. Some people can take a shower with cold water only, go ahead. Not everyone can do it. Especially elderly people.

IDP living in a dormitory of an educational institution

Well, I'm powerless with a child. For example, she didn't eat well. At night, she wanted to eat. I can't heat the meal. The kitchen is closed.

IDP living in a dormitory of an educational institution

Other difficulties associated with the residence of different categories of people in one place, which may be caused by the unsuitability of buildings and their technical characteristics, include:

- Poor noise insulation. This, for example, may cause inconveniences for people with small children.
- Lack of small rooms for joint settlement of a small number of people. Situations may arise when men and women have to live in one large room, for example, in a classroom, or simply people who are strangers to each other, which can lead to inconvenience or even conflicts.
- Lack of private space. Among other things, private space is important, taking into account the type of occupation of residents: for example, teachers who work online constantly make online calls during the day, which creates inconvenience for other people.

We had a problem when people of different ages came and there were families with children of different age groups. For example, if families have children, then they can stay in the same wing. Because for older people... Sometimes children wake up and cry during the night. Well, we had such routine problems. Older people could not stay there, or sleep there. Therefore, to make it convenient for everyday life, if there will be a free room and we will have the possibility, we will try to calculate, for the purpose of comfort, why not?
Representative of the local authority

In case of some kind of shared housing to live somewhere with people I don't know at all, then I would... I would probably refuse. Well, we are used to live separately, with the family members only. Talking about this program, well, I wouldn't apply for it.

IDP who rents housing

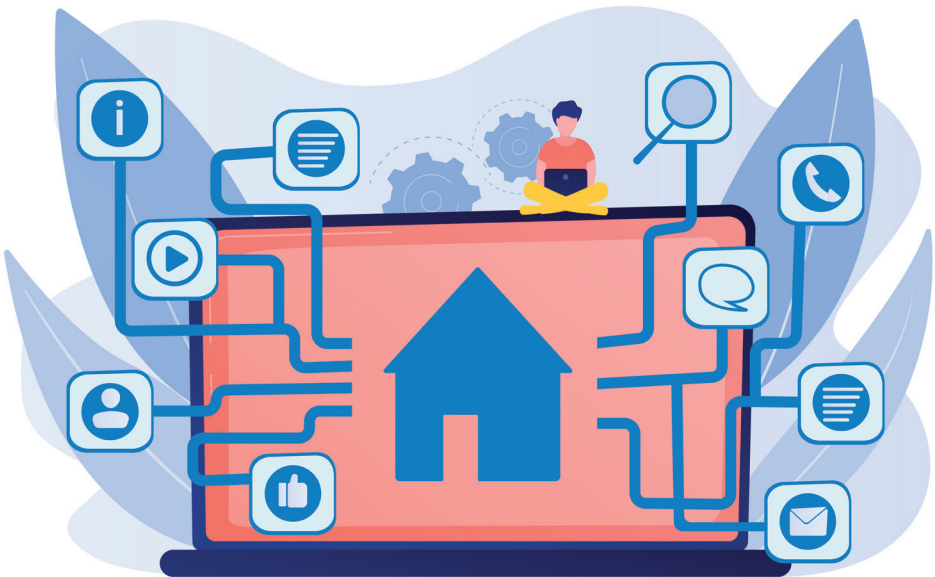
I am single, but I live in a room with an area of about 15 square meters. Together with my brother and his wife. I don't have any "private space". Because they are teachers and give lessons for children in their schools. It is online training. Up to 5 o'clock in the evening, they teach or hold meetings in the room. For this reason, I practically have no "private space". I try to go out somewhere and to be engaged with my private matters. Therefore, it is quite difficult in this respect.

IDP living in a dormitory of an educational institution



CHAPTER IV

EXISTING SYSTEM



4.1. Types of Housing

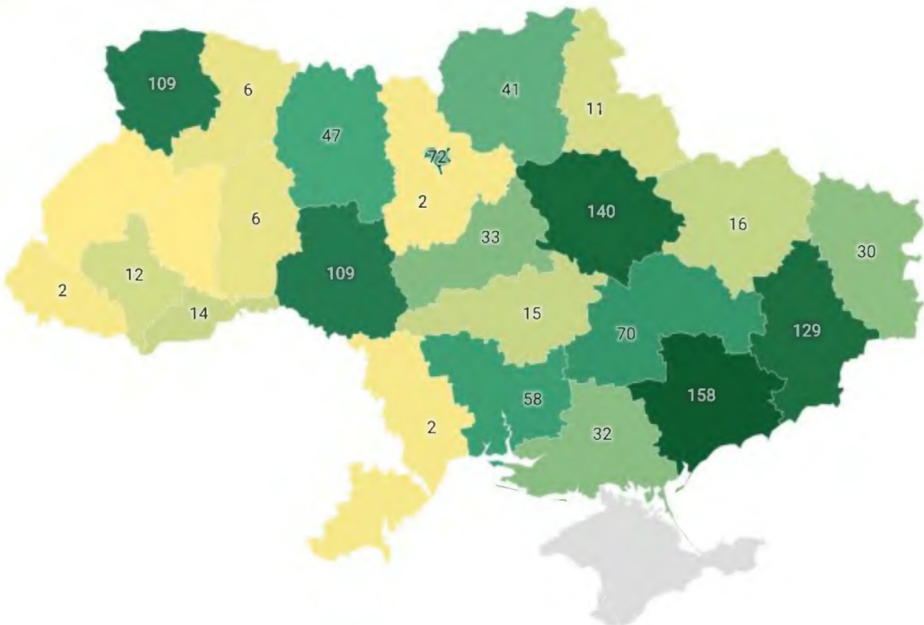
According to [the Law “On the Housing Stock of Social Purpose”](#), **social housing (in the narrow sense)** is “housing of all forms of ownership (except for social dormitories) from the housing stock of social purpose, which is provided free of charge to citizens of Ukraine who need social protection on the grounds of a rental contract for a certain period”. At the same time, social dormitories are defined by the Law as “social housing provided to citizens of Ukraine for the duration of their registration in social housing register, provided that such housing is their only place of residence.” The social-purpose housing stock includes both social housing (in the narrow sense) and social dormitories.

According to the [Cedos study](#), as of January 1, 2021, there were a total of 1,098 units of social housing (in the narrow sense) in Ukraine.

Figure 3. The number of social housing (in the narrow sense) by region as of January 1, 2021, according to the [Cedos study](#)

Available social housing stock as of January 1, 2021

Number of social housing



Information on Kyiv is indicated as of 01.07.2020 (as it was not provided as of 01.01.2021). Information on Ternopil and Odessa regions is indicated as of 01.07.2019 (as it was not provided as of 01.01.2020, 01.07.202 and 01.01.2021).

Created with Datawrapper

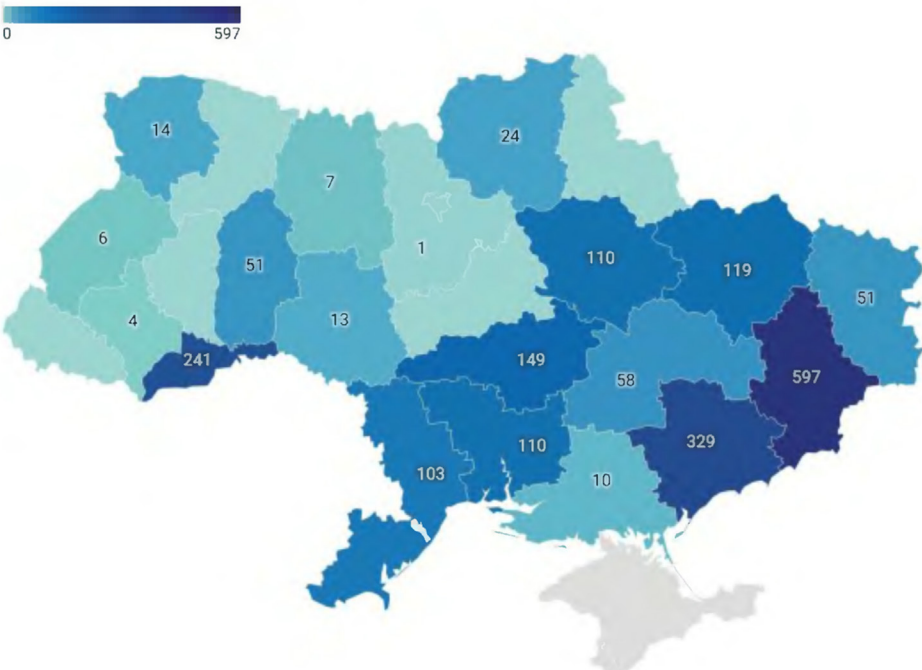
According to the Housing Code of Ukraine (Article 1321), housing for temporary residence (**“temporary housing”**) is “residential premises suitable for temporary residence of citizens, who do not have or have lost their permanent place of residence”. Detailed regulation of temporary housing is provided for by [Resolution of the Cabinet of Ministers No. 422 dated March 31, 2004](#) “On approval of the procedure for the development of housing stock for temporary residence and the procedure for the provision and use of residential premises from housing stocks for temporary residence.”

The current document regulating the creation and provision of temporary housing for IDPs is [Resolution of the Cabinet of Ministers No. 495 dated April 29, 2022](#), which determines, in particular, the procedure for the development of housing stocks for temporary residence of IDPs, and the procedure for the purchase and construction of housing for the purpose of transfer for temporary residence of IDPs. This Resolution also specifies that “in the case of utilizing funds from international donors”, the conditions for the development of stocks and provision of temporary housing for IDPs “can be determined by separate agreements with such international donors and other documents equivalent to them”.

According to the [Cedos study](#), as of January 1, 2021, there were a total of 1,997 units of temporary housing (including temporary housing for IDPs) in Ukraine.

Figure 4. The number of temporary housing (including temporary housing for IDPs) by region as of January 1, 2021, [according](#) to the Cedos study

Available temporary housing stock as of January 1, 2021





Places of temporary residence of IDPs (PTR; also the term “collective centers” (CC) is widely used) appeared in communities at the beginning of the full-scale invasion as an urgent solution to the housing problem for a large number of displaced people. Such places were established in the buildings of educational institutions (schools, kindergartens), cultural and sports centers, administrative buildings, church premises and non-governmental organizations, dormitories and hostels, hotels and recreation facilities, as well as quick-assembly modular structures (“container towns”). Some of them functioned as PTR only during the first few weeks or months of the full-scale invasion and provided temporary transit accommodation. At the same time, another part of the established continues to function as housing for IDPs .

On September 1, 2023, the Cabinet of Ministers adopted [Resolution No. 930](#), which regulates the functioning of places of temporary residence for IDPs. The Resolution defines:

- minimum requirements for this type of accommodation;
- conditions for accommodation of residents;
- requirements for the number of beds in one room and other requirements for space;
- requirements for arranging spaces for meetings and other social and household needs of residents;
- requirements for ensuring access for persons with disabilities and other groups with reduced mobility;
- general principles of using such housing.

Table 1. Types of housing available to IDPs

Type of housing	Social housing	Temporary housing
Governing law	Law «On Housing Stock for Social Purposes», Resolutions of the Cabinet of Ministers No. 682, dated July 23, 2008, No. 155 dated February 7, 2007, No. 175 dated February 7, 2007, No. 523 dated March 21, 2007	Resolution of the Cabinet of Ministers No. 422 dated March 31, 2004, Order No. 9 of the State Housing Committee dated May 14, 2004
For whom it is intended	Citizens for whom such housing is the only place of residence, who have the right to improve their residential conditions, who have the right to social protection, whose income is less than the cost of commercial housing rent in the locality; internally displaced persons; residents of temporary shelters for adults	Citizens who have lost their homes as a result of mortgage foreclosure, have lost or were forced to leave their home due to an emergency, natural disaster, threat to health and safety; refugees; internally displaced persons
Register of a need	Social apartment register	Register of citizens who require the provision of residential premises from housing stocks for temporary residence
Allocation priority	The list of categories with priority and first-priority allocation of housing has been defined	The list of categories with priority allocation of housing has been defined
Submission of documents for housing	Application and copies of documents specified by Resolution of the Cabinet of Ministers No. 682 dated July 23, 2008, and other documents, an exhaustive list of which is established by the local self-government body	Application and copies of documents specified by Resolution of the Cabinet of Ministers No. 422 dated October 2, 2019
Period of residence	Deemed indefinite	Up to 1 year with the possibility to extend
Termination of activity	Not specified	Facility can be excluded from the stock if such use is no longer needed, or in the case of its exclusion from the list of residential premises
Housing requirements	Statutory residential space is 13.65 square meters of living space per person. It must comply with architectural, planning and technical regulations, sanitary and hygienic requirements, building regulations, standards and rules regarding accessibility for people with limited mobility, including people with disabilities. The standards for construction or reconstruction of residential buildings are determined by the State Building Regulations B.2.2-15:2019 «Residential buildings. Basic provisions»	Statutory residential space is at least 6 square meters of living space per person. It must comply with sanitary and technical requirements.
Sources of funding for housing development	Funds from state and local budgets, private legal entities and individuals	Funds from local budgets, voluntary contributions of legal entities and individuals, and other sources

Temporary housing for IDPs	Place of temporary residence
Resolution of the Cabinet of Ministers No. 422 dated March 31, 2004 , Resolution of the Cabinet of Ministers No. 495 dated April 29, 2022	Resolutions of the Cabinet of Ministers No. 930 dated September 1, 2023 , No. 261 dated March 11, 2022
Internally displaced persons	Internally displaced persons
Register of citizens, who require the provision of residential premises from housing stocks for temporary residence of internally displaced persons	Not established
The list of categories with priority allocation of housing has been defined. The priority of housing provision is determined based on the scoring system calculated in accordance with the Procedure approved by the Resolution of the Cabinet of Ministers No. 495 dated April 29, 2022	The list of categories that have the right to immediate (first-priority) settlement has been defined
Application and copies of documents specified by Resolution of the Cabinet of Ministers No. 495 dated April 29, 2022	Application and documents specified by Resolution of the Cabinet of Ministers No. 930 dated September 1, 2023
Up to 1 year with the possibility to extend	6 months with the possibility to extend
Facility can be excluded from the stock if such use is no longer needed, or in the case of its exclusion from the list of residential premises	Facility can be excluded from the list of PTR after the resettlement of IDPs at the initiative of the regional administration (in particular, for reasons of its unsuitability for habitation and the impossibility of bringing it in line with the minimum requirements), or on the basis of the owner's application, or in the event that the facility is recognized as unsuitable for habitation in accordance with the Procedure determined by Resolution of the Council of Ministers of the USSR No. 189 dated April 26, 1984
Statutory residential space is at least 6 square meters of living space per person. It must comply with sanitary and technical requirements.	The standard area for one housing bed space is at least 6 square meters to arrange the sleeping space, storage of personal belongings, bedding (mattress, pillows, blankets, bed linen). Detailed minimum requirements are listed in Clause 8 of Resolution of the Cabinet of Ministers No. 930
Funds from state and local budgets, international donors, voluntary contributions of individuals and legal entities, other sources not prohibited by law	Not defined

The existence of several types of housing and housing stocks with similar functions and goals created difficulties in the administration of such housing. This is confirmed by the responses to inquiries and the results of in-depth interviews. Based on the in-depth interviews with representatives of local self-government bodies, it can be concluded that even employees of institutions in charge of the housing provision in communities do not clearly distinguish between different types of housing: categories of social housing (in the narrow sense) and temporary housing are perceived as interchangeable, the allocation of special temporary housing for IDPs from “common” temporary housing is not practiced in all communities. Only part of the communities whose representatives were interviewed, had a clear understanding of the difference between different types of housing that can be provided to IDPs.

Currently, most of new housing units for IDPs established in communities since the beginning of the full-scale invasion has a status of places of temporary residence for IDPs.

4.2. Registration and Settlement

Since the Soviet Union, Ukraine has been keeping a register of citizens who “need to improve residential conditions.” It is also called “**general apartment queue**” or simply “apartment queue”. It is regulated by the [Resolution](#) of the Council of Ministers of the USSR and the All-Ukrainian Council of Trade Unions dated December 11, 1984. When registering in this “queue”, the main criterion was the amount of living space per person in housing where the person was registered, but not the level of income or the availability of housing in private ownership, since at the time of the “queue” introduction, private housing ownership did not exist in the country. That is, a person can have a decent level of income being able to rent or even buy housing, but still having the right to claim “improvement of residential conditions” and stay in the “queue”. Given the imperfection of these criteria and the obsolescence of this queue, it cannot reflect the real needs of persons for decent housing. Moreover, under the mass privatization program, which is still ongoing, a person has the right to privatize housing received through this “queue”. This led to the “washing out” of the state and municipal housing stock. Accordingly, due to the lack of free housing, its provision was also interrupted. In turn, this has led to a decrease in the number of people, who register in this queue, due to the low probability that it can result in receipt of housing.

With the adoption of Resolution of the Cabinet of Ministers [No. 422 “On Approval of the Procedure for the Development of Housing Stock for Temporary Residence...”](#) in 2004 and the Law [“On Housing Stock for Social Purpose”](#) in 2006, registers of people in need of social and temporary housing were additionally introduced, which were also called the “queues”. When developing social housing (in the narrow sense) or temporary housing, the communities must provide it to people who are registered in a queue, in accordance with the settlement procedure defined in the relevant legislation. This can create difficulties with the utilization of social purpose (in the narrow sense) and temporary housing as the

IDPs accommodation, since free housing must primarily be provided to people who are in the “queues”. To avoid such situations, it became possible to allocate a separate temporary housing stock for IDPs, intended only for displaced persons, from the “common” temporary housing stock.

The following persons have the right to apply for **social housing register** to obtain social housing (in the narrow sense):

- who do not have housing or have the right to improve residential conditions in accordance with the law;
- whose total average monthly income for the past year per person is lower than the minimum cost of living and the value of the mediated cost of hiring (renting) housing in a given locality;
- who have the right to social protection in case of full, partial or temporary loss of capacity to work, loss of a breadwinner, unemployment due to circumstances beyond their control, due to old age and in other cases provided for by the law;
- IDPs who have no other housing in the territory controlled by Ukraine or whose housing was destroyed;
- residents of temporary shelters for adults.

The law defines a number of preferential categories that can receive social housing (in the narrow sense) on a first-priority basis (within an indefinite period or within 2 years from the registration date) or extraordinarily (within an indefinite period or within a month, or 1 year, or 2 years from the registration date). A total of 32 such categories of people have been identified — they include, in particular, veterans of combat operations, persons with disabilities, orphans, large families and others.

People who do not have their own housing or do not have funds to rent it on their own have the right to **temporary housing**, namely:

- people who could not repay the mortgage and lost their housing;
- refugees;
- IDPs;
- people who have lost or were forced to leave their home due to an emergency, natural disaster, or threat to health and safety.

The criteria for obtaining temporary housing are:

- this housing is the only place of residence, and the total income is insufficient to purchase or rent another housing;
- the total average monthly income for the past 6 months per person is lower than the subsistence minimum and the regional indicator of the mediated cost of renting housing.

For temporary housing, categories of people who have the right to use it on a priority basis are also defined. Families with minor children; pregnant women; persons who have lost their capacity to work; retired persons have the right to receive housing from the “common temporary stock” on a priority basis.

For **temporary housing for IDPs**, families with many children; families with children; pregnant women; persons who have lost the capacity to work; retired persons from among those, whose housing was destroyed or became unsuitable for living as a result of the armed aggression of the Russian Federation, have the first priority right. The priority of providing residential premises to IDPs is determined based on the scoring system calculated in accordance with the Procedure approved by [Resolution of the Cabinet of Ministers No. 495 dated April 29, 2022](#). Large families receive the most benefits under this system. At the same time, the Resolution provides that the procedure for settling in temporary housing for IDPs, at the expense of international donors, can be determined by agreements with donors or other similar documents.

[Resolution of the Cabinet of Ministers No. 930 dated September 1, 2023](#) specifies that only IDPs are allowed to live in the **places of temporary residence**. Families with many children, families with children, families from limited-mobility population groups, families of combatants, families of war veterans, families of deceased defenders of Ukraine, the elderly, pregnant women, persons who have lost their capacity to work, persons with disabilities, and IDPs, whose homes were damaged or destroyed as a result of hostilities, terrorist acts, sabotage caused by the armed aggression of the Russian Federation against Ukraine have the right to priority settlement and extension of the contract. The resolution does not define the method of determining the priority of settlement in the PTR and does not require keeping a separate register of persons applying for PTR.

The authority to keep the register is assigned to territorial communities. “Queues” are not managed centrally and there is no connection between them. Thus, one person can be registered in several queues at the same time. Submitting applications for registration can be a resource-consuming process for a person, as it involves collecting a package of documents to confirm the right to claim social (in the narrow sense) or temporary housing. Moreover, for social housing (in the narrow sense), the Law provides for annual monitoring to confirm that a certain person falls into the categories entitled to be registered in the social housing register. If a relevant authority is not able to exchange the data, necessary for monitoring, with other government agencies and services through the electronic system, the data must be provided by the person himself/herself, which means the need for regular collection and submission of references. In addition, the chance to finally receive housing through the “queue” tool is limited. For this reason, not all people who need housing are registered.

The data received from the regional administrations, prove that they possess and disclose information about the number of people staying in the “queues” for housing in a rather fragmentary manner⁴. Nevertheless, based on these data, several trends can be iden-

4 Detailed information on the number of people registered for social housing (in the narrow sense) and temporary housing by region is provided in the appendices.

tified as of the second half of 2023.

In total, there are 4,197 people (including at least 331 IDPs) in the “queue” for social housing in the regions in which administrations provided relevant data. In total, the number of people staying in the “queue” may be significantly higher: according to our assumptions - approximately 1.5-2 times more. In all regions that provided data, the number of persons registered to receive social housing (in the narrow sense) is lower than the number of people in the “queue” for temporary housing.

The “queue” for temporary housing more accurately identifies the needs of internally displaced persons. Out of all responses received, 7,177 people are registered to receive temporary housing, including at least 6,585 IDPs. At the same time, the total number of people registered to receive temporary housing, and the number of IDPs in this register, can also be significantly larger. As with the social housing, we may assume that it could be about 1.5-2 times as many people.

For comparison, as of January 1, 2021, in total, [there were](#) only 7,623 people in the social housing register, and 4,264 people in the temporary housing register, including 2,274 IDPs, in all regions of Ukraine (with the exception of territories that have been already occupied at that time). These data cannot be directly compared to 2023 data, received in response to inquiries. At the same time, based on these data, we can assume that the number of IDPs registered for temporary housing could have increased by approximately 5 times (in general, the number of IDPs by the middle of 2023 compared to January 2021 increased by approximately 3.5 times, according to the data from the Government and IOM).

In general, these data confirm that IDPs can register for both temporary housing and social housing (in the narrow sense), but in most cases, they choose the “queue” option for temporary housing. This may be due to the fact that local authorities encourage IDPs to join the “queue” for temporary housing, understanding that this method of obtaining housing is more viable and requires less resource-consuming procedures.

The approach to keeping a record of “queues” is different among **territorial communities**. At the same time, we can single out four variants of trends in the housing demand.

- Some territorial communities have lists of persons registered for social housing (in the narrow sense), but do not have lists of persons registered for temporary housing. For example, Bakhmach community has 142 people registered in the “queue” for social housing (in the narrow sense) and none for temporary housing, Mohyliv-Podilskvi - 89 and 0, Dzhulynka - 26 and 0, Mykhailo-Kotsiubynske - 39 and 0, Nosivka - 114 and 0, Babyn - 8 and 0, respectively.
- Some territorial communities have lists of persons registered for temporary housing but do not have lists of persons registered for social housing (in the narrow sense). For example, 29 people in Horodnia community are registered in the “queue” for temporary housing and none in the social housing register, in Koziatyn - 69 and 0, respectively.

- Some of the territorial communities have both registers for social housing (in the narrow sense) and for temporary housing. For example, 83 persons in Tomashpil community are registered for social housing (in the narrow sense) and 18 for temporary housing, in Tulchyn - 5 and 8, respectively, in Bakhmach - 142 and 8, in Chernihiv - 31 and 548.
- Some territorial communities do not have persons listed in any of the registers. The main reason for this, as mentioned above, is the absence of applications or the appropriate housing stocks. For example, Mykolaivka, Sosnytsia, Oster, Ichnia, Serednie, Hnivan, Haisyn communities reported this.

Most of housing for IDPs, established after the beginning of the full-scale invasion, has a status of places of temporary residence, the requirements and procedures for which were adopted only on September 1, 2023. Taking this into account, before the adoption of the relevant Resolution, different communities resolved the issue of registration and settlement procedures in different ways. In particular, among the studied communities, the following **practices of regulating the issue of settlement in PTR** were identified:

- adoption of the regulation on settlement procedures by local authorities, including based on the experience of other countries;
- adoption of a settlement procedure in consultation with donors;
- provision of the settlement procedure by the donor;
- appointment of a committee to make decisions on settlements;
- making decisions regarding the settlement of specific persons in cooperation with the donor;
- absence of the procedure: provision of housing to all as long as accommodation space is available.

At the same time, the settlement procedure has not been adopted in all communities, in particular, due to the fact that not all communities have already completed housing reconstruction. It is also important that some communities plan to adjust their internal procedures to comply with the Resolution adopted on September 1, 2023.

Several communities have defined their own priority settlement categories. In one of the communities, several apartments have been reserved for cancer patients, because this is the specialization profile of the fund that financed the development of housing. Some projects are purposefully created to support a certain category of people, such as displaced teachers and university students. One of the communities is intended to develop a housing stock for professionals who are needed for the community, in particular, doctors.

That is why, [...] we provide housing for IDPs and, at the same time, we plan to develop social housing stock for the community residents, who will stay and work with us on a

permanent basis.

Representative of the local authority

We developed this procedure together with (name of the donor organization) in order to make it as open, transparent, and accessible as possible. Now it [...] is under approval. Well, our proposals were made with consideration of the current legislation of Ukraine and taking into account the fact that this housing would be directed primarily to those who are currently working at the critical infrastructure objects and industrial enterprises of the community, which are the most budget revenue generating enterprises today. As well as at communal ownership objects.

Representative of the local authority

In several communities, special attention is paid to elderly and disabled IDPs, as they cannot provide for themselves. According to one of the focus group participants, IDPs who are unable to work, often elderly, receive housing offers in small settlements, which are less desirable for working population or families with children, who require educational infrastructure.

As far as I know, from what is currently being offered the most, remodeled or repaired dormitories, and modular towns are being built in districts and small towns. Those who cannot live in Lviv, especially who are not attached to something or don't have small children who must attend school, those who are retired or at the age of 60+, are often offered to move somewhere in better residential conditions. Well, just today I was talking to a woman, who lived here in Lviv in a shelter and then moved to Olesko. One floor of the dormitory was completely renovated, everything is new and the room is equipped with a shower and toilet, and, for example, if you came alone, then you live alone, and if you are with a family, then you live with a family. But it is far from Lviv.

IDP living in a modular town

At the same time, representatives of some communities had concerns about the order of priority and calculation of points proposed at the national level, drawing attention to examples of situations in which priority has not been given or should have been given to people who, in their opinion, deserved the most. With this in mind, there were opinions that, in addition to clear prioritization rules, it is sometimes important to be flexible to better address each specific situation.

You know, to be honest, I wouldn't really want to be so attached to those categories. Because as practice shows, when such families have even more vulnerable category, they always receive more help. We had cases when, for example, a young mother with one child came, whose husband was in the Armed Forces and they have lost their home there, but she did not really have any specific benefits. Because she is a young mother, they do not have many children, there is no disability, thank God. Well, yes, he is in the Armed Forces, but now the majority of men are in the Armed Forces. Of course, in my vision, I would really like to pay attention to such families, who are victims of the war and who need help.

Representative of the local authority

On the other hand, some communities believe that the provision of housing in the order of the application submission, if two people have the same status, is justified and optimal. It can also help to avoid opaque decision-making, risks of corruption and additional administrative burden on local authorities. From this perspective, reducing decision-making discretion makes the process more impartial, transparent, and increases trust in it.

Due to the fact that we have different apartments for example: single-room and two-room apartments, and we cannot, let's say, decide by any other criteria that this person needs housing and this one does not. If they are equally in need [...], have the same IDP status, then accordingly, the one who is first on the list should go first, unfortunately. That is, the one who submitted the documents first. There is no other way here, because if we start playing with the commission and awarding criteria and points, then all this will smell of opacity and further possibility of abuse. That is, it is necessary to minimize the human influence on decision-making.

Representative of the local authority

Informants said that in communities with no available places in PTR, people who send applications do not register, but continue their search, because their need for housing is urgent and cannot wait. Due to this, in communities with no free housing, a “queue” may not develop. This situation indicates the need for a centralized register of places of temporary residence, social (in the narrow sense) and temporary housing, including information on the availability of vacant space, and the need for such housing.

Because when internally displaced person calls you and asks for housing, then she/he will not stay in your queue for a month looking for housing. Because she/he needs it tomorrow. Well, either these are people who plan for eviction, or there is no such queue.

Representative of the local authority

Among the focus group participants, the answers to the questions about **the attitude to the apartment “queues”** were heterogeneous. A few people managed to get registered, while others did not even try, because they were convinced that it was impossible to get housing in this way, in particular due to the large number of preferential categories.

I didn't even try, because I know it's impossible. [...] I know that, first of all, it will be for people with disabilities, or for families with wounded men from the Armed Forces. That is, I understand that if my turn will come, well, people don't live that long.

IDP living in a modular town

The queue is not moving and there is no response. They said: “Do not wait.” That is, I was there twice and asked, and they sent me an answer that I was registered in the queue, but, well, they didn't tell me directly, but just like that.

IDP living in a modular town

At the same time, one of the informants managed to settle in a container town due to the fact that she registered in the “queue” at the Center for the Provision of Administrative Services.

*They met me. We lived in a kindergarten for three months with my daughter. Then we... Then we registered in a queue at the Center for the Provision of Administrative Services. They called me very soon. I have just registered (thinking)... I had the phone number, I called and they offered me the same day, with a child.
IDP living in a modular town*

In addition to registration and “queues”, another **method of determining the demand for housing** among IDPs is surveying IDPs in communities.

Having analyzed our population and communicated closely with the IDPs, we determined that with the beginning of the military aggression, the number of our population increased by about 15%. During the survey, about 85% of the IDP population showed their willingness to stay with us in our community permanently. But 24% of them have housing problems.

Representative of the local authority

4.3. Residential Rules

Occupation of social housing is regulated by rental contract, a sample of which is given in an appendix to [Resolution of the Cabinet of Ministers No. 682 dated July 23, 2008](#). All the rights and obligations of tenants, and the grounds for eviction from social housing, are specified in Articles 25-28 of the [Law “On Social Housing Stock”](#). Housing from housing stock for temporary residence (both for IDPs and on a common basis) is used on the basis of a contract in the [form](#), established by Order of the State Housing Committee No. 9 dated May 14, 2004. For places of temporary residence, the sample contract and the rules of residence were established by [Resolution of the Cabinet of Ministers No. 930 dated September 1, 2023](#).

Legally established lists of rights and responsibilities of residents of different types of housing vary due to the different specificities of housing utilization, as well as the heterogeneity of legislation and different detailing of rights and responsibilities in various regulatory documents governing different types of housing. For example, the regulations on temporary housing and places of temporary residence indicate the obligation to comply with fire safety rules and prohibit the use of substances that can cause harm to life and health of others, although this is not explicitly stated in relation to social housing (in the narrow sense).

The following rights of residents are common to all three types of housing:

- timely receipt of housing and utility services of appropriate quality;
- obtaining complete and reliable information about housing and utility services;
- proper maintenance and service of the building, in particular, timely preparation of the residential building and its utility systems for operation in the autumn and winter period.

As for other rights, the Law on Social Housing pays much attention to rights related to the provision of utility services. In the Resolution on temporary housing and its annex, which contains a sample contract, the list of rights of residents is very short. Places of temporary residence in many cases do not provide for living in a separate apartment or even room, instead, they have a lot of property for common use, so the list of resident rights contains the right to use such property on equal terms. In addition, the Resolution on PTR establishes the right to live with pets.

As for duties, the following are common to residents of all three types of housing:

- use of housing as intended;
- maintaining of housing in a proper condition;
- compensation for all damages caused by residents (for example, repairs of devices that have failed due to their fault).

The responsibilities to adhere to the rules of maintenance of the residential building and surrounding area and to pay utility bills on time are common to social housing (in the narrow sense) and temporary housing. These duties are not prescribed as mandatory for PTR.

Before the issue of PTR functioning was regulated by [Resolution No. 930 of the Cabinet of Ministers dated September 1, 2023](#), **the practices of regulating the rules of residence in places of temporary residence** varied in different communities. On the one hand, this was an advantage, because each facility had its own characteristics, and with the donor funding it may be also necessary to taking into account the donor requirements. On the other hand, the absence of a standardized contract and rules of residence left the possibility of not concluding contracts with residents. This prepared the ground for the violation of the rights of all parties, and above all - of internally displaced persons.

The communities that until September 1, 2023 had their own standard contracts for living in PTR, drew them up independently, together with donors or with the help of specialized non-governmental organizations.

*We addressed [Ukrainian non-governmental organization]. Because nobody prepared such contracts with people in shelters. There was no such thing. Yes, right. I would like to, of course. Well, they have probably prepared this contract according to their experience.
Representative of the local authority*

Among the eviction conditions that the communities stipulated in the contracts, mentioned by the communities representatives during in-depth interviews, were the following:

- non-payment of utility bills for six months (if such payment is stipulated by the contract);
- drinking alcoholic beverages;
- “inappropriate behavior”;
- complaints from other residents;
- violation of other residence rules specified in the contract;
- loss of IDP status.

In most cases, the communities had no experience of IDPs eviction. If conflict situations arose, they tried to solve them independently or by involving the police, and the eviction was applied in the worst-case scenario, as they understood that the residents had no other housing options.

Well, we try to solve such situations by our own efforts and means. But everyone knows very well that if someone behaves, let's say, not appropriate, then this eviction will be applied.

Representative of the local authority

According to this contract, if residence conditions are violated, they can be evicted. But we know these people, and if we evict them, they will stay outside. So we have to tolerate it. We didn't have cases of eviction. Everything is going..., we just carry out disciplinary conversations. Sometimes we engage the police, well..

Representative of the local authority

At the same time, there were cases, which nevertheless led to eviction.

Well, yes, and it is stipulated in the contract. We also had situations when people were evicted, for example, those who drink much alcohol and so on.

Representative of the local non-government organization

Well, there was one case of complicated eviction, but it was not a permanent place. Moreover, it was a matter of principle, because well... the person stayed there for 6 months and still did not want to move out, and, by the way, there was much support provided. But it was just person's desire to use all possible things.

Representative of the local non-governmental organization

In one of the communities, there was a case when a person was refused accommodation, because it would create inconvenience for other residents.

She had six cats. She really wanted to move in. But we interviewed people, who lived there at that time, and people said that it was impossible to live with six cats. Therefore, unfortunately, we could not accommodate her. Well, we have to consider all interests. Because it's like a hostel.

Representative of the local non-government organization

In some cases, until September 1, 2023, the conditions and rules of residence in the PTR were not set out in the form of contracts, but in some cases in the form of a list, which residents read and signed.

The period of living in the social housing (in the narrow sense) is deemed indefinite: the law does not define a typical **term of the contract**, but provides for annual monitoring whether a certain person falls into the categories, entitled to receive social housing (in the narrow sense). Temporary housing is provided for a period of up to 1 year with the possibility of extension. The contract for the use of the PTR premises is concluded for a period of 6

months with the possibility of extension for the next period. Since until September 1, 2023, the duration of stay in places of temporary residence were not regulated by legislation, in the studied communities such housing was provided for different periods, for example:

- for six months with continual extension or the possibility of extension;
- for 1 year with the possibility of indefinite extension;
- for the indefinite term.

In one of the communities, housing for IDPs was considered as a basis for the adaptation of IDPs, so they planned to accommodate for a minimum period of 2 years. Another community had the same intentions, but offered a residence period of half a year.

So that after 2 years, or sooner, this family could take care of themselves, adapt, and find a new home or a job.

Representative of the local authority

Regarding **payment for housing** for IDPs, we investigated that in all cases residents lived free of charge, mostly without paying even for utility services. All this was covered, in particular, by compensation for the utility bills provided by the state or a donor.

Well, we will keep the building as long as the state helps to maintain it. Since they are not usual residents, they are internally displaced persons, they do not pay for anything. They don't pay for water, for square meters, for electricity.

Representative of the local authority

In addition to utility services, in some cases the residents of PTR were also provided with other additional services, for example, television and Internet. In most cases, these services were paid by residents themselves.

4.4. Areas of Responsibility

According to [the Law "On Social Housing Stock"](#), local self-government bodies are responsible for the maintenance, distribution, registration and creation of **social housing stocks (in the narrow sense)**. They are also responsible for creating local social housing development programs. The Cabinet of Ministers of Ukraine, the central executive bodies and local state administrations, in turn, are responsible for the development of the national social housing program (in the narrow sense) and for the control over its implementation, as well as the coordination of this program and local social housing development programs (in the narrow sense), adopted by local self-government. Local self-government body that provided social housing (in the narrow sense) conducts annual monitoring of household income for the previous year. In the event of an increase in income to a certain level determined by

law, acquisition of other premises, submitting unreliable data on income, violating the rules for the use of housing and for other reasons established by law, the contract may be terminated. The role of international/charitable organizations may involve provision of housing.

In accordance with [Resolution of the Cabinet of Ministers No. 422 dated March 31, 2004](#), local self-government bodies are responsible for creating of housing stocks for **temporary residence**, keeping registers and distribution of housing, control over the intended use of the housing stock for temporary residence and its maintenance, technical operation and repair. Similarly to social housing (in the narrow sense), international/charitable organizations can play a donor role.

According to [Resolution No. 495](#), with regard to the **temporary housing for IDPs** the areas of responsibility are distributed in the same way as for “common” temporary housing. At the same time, the Resolution No. 495 details the powers of international donors, allowing to determine the conditions for providing housing in agreements with donors.

The state can provide subventions to develop temporary housing for IDPs. [Resolution of the Cabinet of Ministers No. 769 dated October 4, 2017](#) approved the procedure and conditions for providing subventions from the state budget to local budgets to support territories, negatively affected by the armed conflict. In particular, these funds can be applied to the construction, reconstruction and purchase of temporary housing for IDPs. The main requirements for this are the availability of project documentation, and co-financing of at least 30% from the local budget. In 2022, Dnipropetrovsk, Donetsk, Zaporizhzhia, Mykolaiv, Sumy, Kharkiv, Kherson and Chernihiv regions [received](#) subventions.

According to Resolution of the Cabinet of Ministers No. 930 dated September 1, 2023, local self-government bodies are responsible for the development of **places of temporary residence**. Regional state administrations shall carry out regular monitoring and control of the fulfillment of requirements and keeping registers of places of temporary residence, as well as free beds. Within six months from the date of entry into force of the Resolution, regional administrations must ensure that living conditions in places of temporary residence are brought into compliance with its requirements. [Resolution of the Cabinet of Ministers No. 261 dated March 11, 2022](#) regulates the provision of state compensation for the utility services, including for PTR.

Table 2. Variability of the distribution of responsibilities of stakeholders in the matters of housing for IDPs (according to legislation)

Team of stakeholders	Social housing	Temporary housing	Temporary housing for IDPs	Place of temporary residence
Local self-government bodies	Maintenance, distribution, registration and development of housing; creation of local programs for the development of social housing	Maintenance, distribution, registration, development of housing	Maintenance, distribution, registration, development of housing	Development, distribution and maintenance of places of temporary residence
Cabinet of Ministers, central executive bodies, local state administrations	Elaboration of a national program for the development of social housing (in the narrow sense) and control over its implementation, and coordination of this program and local programs for the development of social housing (in the narrow sense) adopted by the local self-government		Provision of subventions from the state budget to local budgets aimed at the construction, reconstruction and purchase of housing for IDPs	Regular monitoring and control over the fulfillment of requirements and keeping registers of places of temporary residence, and free beds in such accommodation. Reimbursement of costs for utility services.
International/charitable organizations	Financing of housing development	Financing of housing development	Financing of housing development; the possibility of concluding agreements with local self-government bodies and determining the conditions for providing housing for IDPs	Financing of PTR development; the possibility of concluding agreements with local self-government bodies and determining the conditions for providing housing for IDPs

Based on the conducted in-depth interviews, we have also identified the following perceptions of the areas of responsibility and practices of responsibility distribution as relating to the development of housing for IDPs (mainly places of temporary residence), since the beginning of the full-scale invasion⁵.

⁵ This list is not exhaustive and it does not apply to every community in our study.

Table 3. Variability of the distribution of responsibilities of stakeholders in the matters of housing for IDPs (based on the results of in-depth interviews with community representatives)

Stakeholder	Areas of responsibility
Local self-government bodies	<ul style="list-style-type: none"> • demand investigation • search for premises • development of housing • housing management • search for grants and donors • co-financing • housing maintenance • approval of documentation • housing administration • creation of own fund for housing financing • organization of social and psychological assistance to residents, as well as the creation of conditions for employment
Regional administrations	<ul style="list-style-type: none"> • search for donors • co-financing • development of competitive programs • registration of project proposals from communities • organization of meetings between communities and donors to present their projects • submission of applications for donor projects • sending requests to communities regarding plots for construction
Funds/donors	<ul style="list-style-type: none"> • co-financing • supply of equipment and furniture, repair works • compensation for utility services • establishing requirements for the use of housing • technical and advisory support • offers from contractors • budget development • establishing requirements for construction works
The Cabinet of Ministers of Ukraine	<ul style="list-style-type: none"> • allocation of funds from the state budget to compensate for utility services

Speaking about their experiences during in-depth interviews, community representatives noted that, in general, legislation “has never been a big obstacle” for them when developing housing for IDPs. The role of state authorities they foresee, first of all, in better financing of projects, since the lack of financial resources, in their opinion, is the key obstacle in developing housing for IDPs. In most cases, community representatives did not mention the role of state authorities in establishing or changing the legislative framework for the functioning of housing. This may indicate a lack of systematic two-way communication between the Government and local self-government bodies. At the same time, the informants mentioned the assistance in the form of compensation for the utility services as an important support, without which it would be difficult for communities to maintain premises, developed with the support of charitable foundations and/or international organizations.

We feel that if we or another institution would have to do it on our own, then I think we would not understand what to do with it. Because the funds would not be sufficient.
Representative of the local non-government organization

At the same time, representatives of several communities expressed the opinion that the country lacks a national program for the development of social housing (in the narrow sense) and temporary housing, and providing funds to communities that do not have a vision for housing development and the ability to develop it, will not produce good results. From this position, the role of the state is to establish a coordinating body that would provide funds for individual projects and coordinate cooperation with donors, as well as inform them about the needs of communities. This role is currently performed by regional administrations in some regions.

The financing itself does not solve the problem. If you just inject money somewhere, it will go somewhere. But in general, there will be no significant return from that. [...] Giving money for something is not enough. If you give, for example, 100 million dollars to our local government, I am deeply convinced that they will be spent in an inappropriate way. Because there is no idea, no competence, no desire, and no vision.
Representative of non-governmental organization

Local self-government bodies have the opportunity to establish **IPD councils**, the activities of which are regulated by [Resolution No. 812 of the Cabinet of Ministers dated August 4, 2023](#). These are consultative and advisory bodies that unite IDPs and community representatives with a proactive civic position, relevant experience and knowledge to protect the IDPs rights and interests in the region more effectively. Such councils operate on a voluntary, non-partisan and voluntary basis. In one of the communities, this body manages housing, solves problematic issues of IDPs, draws up projects, and communicates with other communities.

In the studied communities, the role of structural units of local self-government bodies responsible for education (**education department** or unit). is important in providing housing for IDPs. At the same time, they usually play a passive role: either as providers of the premises or as parties to a rent contract. In one of the communities, former school employees stayed to work in a place of temporary residence, arranged in the premises of the former educational institution, while their salary is financed by the education department. In another community, where the university building is under reconstruction, educational department also manages housing occupancy.

In general, most measures to provide IDPs with housing at the local level are currently carried out with the support of **local non-governmental organizations**. Based on the conducted in-depth interviews, the following practices of participation of civil society organizations in providing housing to IDPs can be defined:

- partial housing management;
- searching for donors, project design, financial work, reporting;
- communication with residents, support of residents in case of misunderstandings;
- advisory and legal support;
- repair works, and housing development.

Civil society organizations may have better grant-writing or project management skills, and

generate alternative ideas for housing development and refurbishment. Instead, in most cases local authorities are owners of communal property and can take on a role related to administrative and legal issues. Thus, cooperation between these parties plays an important role in developing housing for IDPs.

4.5. Housing Development

[The Law “On Social Housing Stock”](#) offers eight approaches to developing **social housing (in the narrow sense)**, including:

- construction of new housing;
- reconstruction of existing housing;
- receiving housing as a gift from non-governmental organizations, international organizations and private individuals;
- transfer of housing, seized on the basis of court decisions, or ownerless property or property from deceased persons into communal ownership;
- transfer of a share of living space in newly built houses by developers;
- transfer of social housing, constructed using state budget funds, into communal ownership;
- contractual use of private housing stock.

Statutory residential space of social housing is regulated by the Housing Code of Ukraine and is 13.65 square meters of living space per person. Social housing must comply with architectural, planning and technical regulations, sanitary and hygienic requirements, construction regulations, standards and rules regarding accessibility for people with limited mobility, including for people with disabilities, and shall be suitable for living. Standards for the construction or reconstruction of residential buildings are determined by State Building Regulations [B.2.2-15:2019 “Residential buildings.” “Basic provisions”](#) (these standards do not apply to the design of housing for temporary residence).

Housing stock for temporary residence may be developed in the following ways:

- purchase (acquisition) of housing;
- construction of new housing;
- reconstruction of existing buildings and dormitories;
- conversion of non-residential buildings into residential;
- transfer of housing into communal or state ownership by the developers;
- major repair of housing stock, in particular, social purpose housing stock.

The minimum area of temporary housing is determined based on the standard of at least 6 square meters of living space per person, which is less than the standard space requirement for social housing. Residential premises of housing stocks for temporary residence must

comply with sanitary and technical requirements.

Requirements for the **places of temporary residence** of IDPs are listed in [Resolution of the Cabinet of Ministers No. 930 of September 1, 2023](#) and clearly establish the minimum standards for such housing. In particular, the standard area for one bed-place is at least 6 square meters, which is used for furnishing a sleeping place, storing personal belongings, bedding (mattress, pillows, blankets, bed linen). Buildings must have unimpeded access for persons with disabilities and other groups of the population with reduced mobility. There are also restrictions on the use of certain buildings.

Buildings that are under the commercial control or operational management of military units, establishments, institutions and organizations of the National Guard, the Security Service, the State Border Guard Service, the Armed Forces, the State Special Transport Service, the Ministry of Defense, the Ministry of Internal Affairs, Ministry of Justice, National Police, State Criminal Enforcement Service, State Service for Special Communication and Information Protection, State Service for Emergency Situations (except for those located outside military units, establishments, institutions, organizations), infant homes, orphanages, children's boarding schools, psycho-neurological care facilities, nursing homes for aged and disabled persons, special care homes the social protection system, and active health care facilities (except for health resort facilities) cannot be the places of temporary residence.

In practice, some of the places of temporary residence of IDPs are currently not available for categories with low mobility (elderly people and people with disabilities). The need to resolve this issue within 6 months after the entry into force of Resolution No. 930 may become a challenge that will require financial resources. Possible scenarios also include: closure of PTR that do not meet the standards, which can leave their residents homeless, or PTR will continue to operate despite their non-compliance with the requirements of the Resolution.

Advantages and disadvantages of different **ways of developing housing stocks** can be compared as follows. Receiving housing as a gift, transfer of housing by developers and transfer of housing constructed at the expense of the state budget are the best ways to replenish the communal housing stock for territorial communities, as they do not require financial costs. At the same time, these methods are currently either not used at all, or are used on a case-by-case basis. The use of private housing on a contractual basis is currently not applied due to inadequate regulatory framework. However, this option is not effective in the long term. Acquisition of ownerless property, property from deceased person or property seized by the court decision is an opportunity for communities to replenish the communal housing stock without spending significant financial resources. At the same time, this option may require administrative capacity, and may also be less relevant for some communities due to the absence or small number of ownerless property, property from a deceased person or property seized by the court decision. Refurbishment allows for relatively quick and cheap housing development, without going through significant administrative procedures, but at the same time, its quality and longevity may suffer. Major repair and reconstruction, compared to refurbishment, require more time, money and ad-

ministrative procedures, but allow for better quality, adaptation of the space to the needs and requirements. At the same time, reconstruction may involve changing the geometric parameters, the functionality, and intended purpose of the facility. The advantage of refurbishment, major repair and reconstruction over new construction is the use of already existing buildings, which is more environmentally sustainable, with relatively lower cost and relatively fewer administrative procedures. At the same time, construction gives an opportunity to develop housing when there are no premises for reuse, and take into account different specific needs better, if compared to other options.



Table 4. Advantages and disadvantages of different ways of social housing development (in the broadest sense)

Ways to develop housing	Advantages	Disadvantages
Construction	Possibility to take into account all specific needs and desired standards at the planning stage	Relatively high cost; relatively long duration (the longest of all options); the complexity of budgetary financing of projects lasting more than 1 year; the need for a land plot; the complexity of related administrative procedures compared to refurbishment
Reconstruction	The possibility of using already existing buildings that were not previously intended for living; a greater opportunity to adapt the building to specific needs compared to refurbishment and major repairs	The complexity of related administrative procedures compared to refurbishment; relatively high cost; relatively long duration
Receiving as a gift	No financial costs	The number of entities willing to give housing as a gift is extremely small; limitations of existing facilities may affect the ability to accommodate all specific needs
Acquisition of ownerless property, property from a deceased person or property seized by the court decision	Relatively low cost (funds may be required to carry out necessary repair work)	A variety of such properties in communities, which may not be very large, especially in localities where there is more economic activity and a greater need for housing; going through complex administrative procedures is possible
Transfer by developers	No financial costs	Lack of obligations and incentives for developers to transfer housing
Transfer of housing, constructed at the expense of the state budget	No financial costs	Absence or extremely small amount of such housing
Contractual use of private housing	Quick implementation; financial efficiency in the short term	Financial inefficiency in the long term; lack of private stocks suitable for involvement in certain communities
Redemption (acquisition)	Quick implementation	Relatively high cost; possible lack of stock suitable for redemption in certain communities
Refurbishment	The possibility of using existing facilities; quick implementation; relatively low cost; relative simplicity of associated administrative procedures compared to construction or reconstruction	Limitation of functional and intended purpose in case of non-temporary use; limitations of existing facilities may affect the ability to accommodate all specific needs
Major repair	The possibility of using existing facilities; compared to refurbishment, there is a greater opportunity to adapt the building to specific needs	Limitation of functional and intended purpose in case of non-temporary use; the complexity of related administrative procedures compared to refurbishment; less possible to adapt the building to specific needs compared to reconstruction

Development of all types of housing is possible using funds from the state and local budgets, as well as funds from private legal entities and individuals (including voluntary contributions, funds from donors). According to the in-depth interviews, in practice, the development of housing for IDPs, in particular places of temporary residence was jointly financed from both local budgets and donor funds in most cases. This makes it possible to finance projects for which one source of funds is insufficient. In addition, the attraction of money from various sources allows to cover cost items with restrictions or complicated procedures either from the side of donors or in the case of budget financing. In addition, co-financing may also be required by donors.

Our Prozorro procurement rules are faster than international procurement rules. In case of construction of multi-apartment buildings, we can prepare a construction site and bring engineering networks much faster to start the construction, if we do it at our own expense. Sorry, but these international rules are under approval for months: first tender documentation, then the procedures, then the approval of the results. This is much longer than our Prozorro system. Therefore, this is one more reason why it is so important. We made a decision that it is good to split it into such stages and distribute the funding limits accordingly.

Representative of the local authority

From the responses to the requests for public information sent to regional and district administrations, we obtained data on the availability of at least 559 **premises for potential refurbishment into housing** for IDPs⁶. The majority of offered premises are non-residential buildings that are not in use and require reconstruction, major or general repairs or adaptation.

Some regional administrations take on the role of systematizing information about potential premises for refurbishment, both which are under their control and which are under the control of communities. A part of this role is to coordinate donor resources and act as an intermediary between the donor organization, which first approaches the regional administration with a request to provide the premises, and the communities in which they are located. Similarly, at the community level, a significant number of authorities are already taking records of housing needs, in particular among IDPs, and are also conducting an assessment of existing premises that are available for refurbishment⁷.

At the same time, some non-government experts, with whom in-depth interviews were conducted, reported that information on buildings, suitable for refurbishment to housing for IDPs provided by local authorities, may not always include all necessary details regarding possible administrative and technical restrictions. Such restrictions may relate to the building's status or the need to obtain approvals from other authorities for its redevelopment.

⁶ A number of premises for refurbishment by region, and information on the classification of responses to requests, is provided in the appendices.

⁷ The examples of developed or refurbished housing for IDPs, as well as examples of facilities that can be refurbished into such housing in the communities, whose representatives were interviewed as part of this study, are provided in the appendices.

If you come and ask if there is a building [...], they will never tell you yes, but there is this another one on the other side, but it is owned by somebody else. Look, I don't know, here is the list, and the number. It means that it is still so fragmented inside that it is very difficult to understand what can actually be done. Because it seems like everyone says yes, we can do everything, and we have the land, and the building. But in fact, when you understand the real need and you are looking for a building, and you have money, it is almost impossible to find it.

Representative of the local non-governmental organization

4.6. Management and Maintenance

According to the law, management, proper maintenance and repair of housing from social housing and temporary housing stocks, places of temporary residence, as well as arrangement and maintenance of residential areas are **the responsibility of** local self-government bodies. They must maintain such housing in proper condition at the expense of local budgets.

Although [the Law](#) defines social housing (in the narrow sense) as being provided free of charge, it also indicates that the use of this housing is subject to payment. Article 28 of the Law specifies that **the amount of fee for the use** of social housing (in the narrow sense) is determined for each person individually. It cannot exceed 20% of the total income of the household, and should also take into account the income of the household, the housing area, the number of residents, the list of utility services received and the location of the house. The detailed procedure for calculating the fee for social housing (in the narrow sense) is approved by [Resolution No. 155 of the Cabinet of Ministers dated February 7, 2007](#). The law provides that part of the fee for using social housing (in the narrow sense) may be covered by state support. In addition, it specifies that local self-government bodies can use the fee for renting social housing (in the narrow sense) “exclusively for the development and maintenance of a housing stock of social purpose, as well as for its adaptation to the needs of persons with disabilities, including children with disabilities.”

[The Procedure](#), regulating the use of temporary housing provides that, in addition to utility services, people who are provided with temporary housing shall also pay a fee for housing utilization, the amount of which is set by regional administrations. At the same time, [the Procedure](#) regulating the use of temporary housing for IDPs mentions only the obligation to pay for “utility services”, without mentioning the fee for housing utilization. Accommodation in places of temporary residence is free of charge.

In fact, currently there is neither an effective system of state support to cover the costs of using different types of social housing (in the broadest sense), nor an effective system of fee payment by residents. Such fee is either completely absent or extremely small. One of the reasons for this may be that the current model of social housing (in the broadest sense)

is aimed at a relatively narrow group of people, who are socially vulnerable and therefore are either unable to pay, or the amount of payment is too small. Taking this into account, local self-government bodies do not receive income from the provision of social housing (in the broadest sense) for use, which could cover at least part of the costs of maintenance and development of such housing.

For social housing (in the narrow sense), and temporary housing, the residents of such housing **pay for the utility services**. For places of temporary residence, the payment for utility services can be compensated by the state in accordance with [Resolution of the Cabinet of Ministers No. 261 dated March 11, 2022](#). During first 17 months of the full-scale invasion, the Government [has spent](#) 579 million hryvnias for such compensations. Payment of compensation is carried out with delay: in January 2024, it was announced that the compensation would be paid for the period before July 2023. In the long term, the cessation of this compensation for utility services may become a challenge for many communities, since a certain number of IDPs, in particular, those belonging to vulnerable social groups, do not have enough financial resources to pay for utility services.

Communities cooperate with **charitable organizations** to provide IDPs with humanitarian aid and food or carry out repairs in premises.

Article 24 [of the Law on Social Housing](#) contains a list of responsibilities of the landlord (that is, the housing owner, which is a local self-government body), which describes its role in **housing management**, in more detail, but the Law does not specify how this management should be organized. [Resolution of the Cabinet of Ministers No. 422 dated March 31, 2004](#) also does not provide such details for temporary housing. As to the places of temporary residence, paragraph 9 of [Resolution of the Cabinet of Ministers No. 930 dated September 1, 2023](#) specifies the duties of the head of the place of temporary residence, but it does not specify in detail how such accommodation should be serviced and how such management should be financed. On the one hand, this gives local authorities flexibility in dealing with the administration of social housing (in the narrow sense), temporary housing and places of temporary residence, but on the other hand, at least some communities may need support in this matter.

According to the results of in-depth interviews, we can see that **the practices of administration and maintenance of** housing for IDPs, especially places of temporary residence, are organized in communities in various manners, depending on the financial and organizational capabilities of community representatives and residents. Mostly, the communities do not have additional funds to establish a separate body that would be engaged in the IDPs housing management, but in most cases, there is one person who is responsible for the communication and settlement of IDPs. Employees of local authorities or institutions, where PTR were created, perform these duties within their working hours or on a volunteer basis. Keeping everything clean, tidy and in order can be the responsibility of administrative employees or relevant municipal services, as well as residents themselves. For some communities, the reason for this solution is the desire to avoid additional expenses from the community budget.

Nobody manages it. Well, we made it as much as possible so that... that people have their own individual space. Accordingly, there are very few, let's say, places... where they need some kind of special care. Or other things. Therefore, in fact, there is an authorized person who, in addition to his/her main responsibilities, carries out communication and supervision of this house. Accordingly, there is a person who keeps everything in order inside and outside the building. This is enough for this social housing to function properly. Because we also have to understand that whatever management bodies are there, there are many services. The community will be in charge of them, and we will have to pay a lot of money.
 Representative of the local authority

Cleaning the premises, everything... is on their shoulders. They voluntarily, without any... any pressure, how to say? On a voluntary basis. Without any coercion, they take turns, clean, wash, and treat the premises with respect.
 Representative of the local authority

The community entrusts repair works and garbage collection to already existing utility companies, financing them from the local budget in the same way as identical services for other facilities in communal ownership.

If small situations occur [...] for example, water tanks started leaking, well, we have a household manager in the city council. He goes there and checks everything, he supervises those buildings. How is order maintained? Well, on our own. This is what rules prescribe. We have a department... CPAS, a communal enterprise, which was engaged in the provision of social services to the residents of the community before the war. Now the shelter is their responsibility. They go there once a week, check everything, and talk to people.
 Representative of the local authority

Garbage collection, right? Yes, we have a utility company, they have put containers for separate waste sorting there. Yes, we collect this garbage, we don't ask for any payment. There is a garbage truck collecting garbage from the town to the landfill, it stops by, collects the garbage and takes away.
 Representative of the local authority

There is one person according to the documents, because there is central heating, which is wood-fired, so he is responsible. A person who fires up. And the second is a cleaning lady, or perhaps she is registered as a social worker. That is, there are two people who are directly involved in the functioning of this building. Other issues, such as accommodation, food, etc. are completely managed by the residents. [...] There is no such person, who coordinates everything; there is a chief accountant, for example. I mean there is no officially appointed person who would be directly responsible for everything, I mean comprehensively.
 Representative of the local non-governmental organization

There is a practice of resolving issues important to residents through IDP councils, which also include administrators of residential premises. At the same time, a practice of estab-

lishing separate organizations or associations of residents was not recorded. Moreover, there are examples of engagement of residents in administrative positions necessary for the management of places of temporary residence.

*We have organized the IDP Council, which includes IDPs, and in particular... the superintendent, who is also a member of the IDP council. At meetings, we discuss their problems, their vision, and their requests. We are looking for projects, attracting donors, etc.
Representative of the local authority*

*We want it to be, first of all, like an association of co-owners of apartment buildings. It can be some alternative, established as a non-governmental organization, so that they could understand that they are actually responsible, that they have to behave with care. Maybe they will rent out there, or maybe they will have a concierge there. We have provided a place for a concierge. We have provided a training room. [...] We are establishing the IDP Council. They come, they want. They really want to recover in a peaceful life, they want to give and be engaged in such social work.
Representative of the local authority*

The existing housing management practices address the current needs of the communities. At the same time, in most cases it is unpaid work. Currently, due to the lack of adequate funding for the maintenance of social housing (in the broadest sense), additional costs for the state and local budgets and the housing residents can be avoided. On the other hand, it can result in the deterioration of housing and its marginalization. In the long-term perspective, the cancellation of state support for the payment of utility services and the absence of special officials whose main duties would be the coordination and management of housing for IDPs (in contrast to the current practice of performing these duties in addition to their main duties) may become a significant challenge for the communities to properly maintain this housing.

4.7. Further Use

The issue of **removing** housing from the social housing stock is not stipulated by the law. At the same time, housing from housing stocks for temporary residence can be excluded if there is no longer a need for such use of this housing. Similarly, the place of temporary residence of IDPs can be excluded from the relevant list after the resettlement of all its residents in the three following cases:

1. at the initiative of the regional administration (in particular, due to the unsuitability of the premises for living and the impossibility of bringing the premises into compliance with the minimum requirements);
2. on the grounds of the owner's application;

3. in case the premises are declared unsuitable for living in accordance with the Procedure determined by [Resolution No. 189 of the Council of Ministers of the USSR dated April 26, 1984](#)

Further use of temporary housing and PTR is not regulated in the legislation. Communities have different opinions on this. While the war is ongoing, for many communities the answer to this question is currently neither simple nor practical. In the communities that already had certain plans in this regard, housing is mainly planned to be used:

- in the same way as it was used before its refurbishment into the PTR;
- for educational needs (as a kindergarten - for accommodation of children from lyceum);
- for recreational needs (camps for children);
- as housing for the elderly;
- as temporary housing for other vulnerable groups of people;
- as housing for youth for subsidized rent.

In addition to developing housing for IDPs, representatives of territorial communities mention the priority of developing social housing (in the broadest sense) for such categories as 1) local residents whose homes were destroyed, as well as 2) highly-demanded specialists in the community. Social housing (in the broadest sense) is quite relevant for many communities, which have a shortage of specialists in the medical, educational and critical infrastructure sectors.

Both social housing (in the narrow sense) and temporary housing are not subject to sub-lease, reservation, privatization, sale, donation, redemption or pledge. Despite this, in one of the communities, where an interview was conducted, the possibility of **privatization** is considered as a positive process, justifying it by the lack of funds for further housing maintenance. Therefore, it can be assumed that, taking into account the financial difficulties that communities face at the stage of housing management, some of them may be interested in developing housing, which can later be transferred to the private ownership of residents.

As a local government, we do not claim for this temporary housing at all. On the contrary, it complicates the processes for us. We will have to regulate these relations between funds and people, and then take on some additional obligations. If we will be involved in this process, then we will face small repairs and other issues, again. We won't cope with this, and it will just lead to some sort of collapse.

Representative of the local authority

At the same time, privatization may turn out to be a bad solution to the lack of financial resources, since the residents of the housing may also not have enough money to carry out proper operation. Thus, mass privatization of the housing stock after the collapse of the Soviet Union enabled to officially remove responsibility for housing maintenance from the state and local self-government bodies. At the same time, the housing stock ended up in the private ownership of people, a substantial part of whom do not have enough resources at least to pay for utility services. This became the reason that since the end of the 1990s,

mandatory deductions to accumulate funds for carrying out major repairs ceased to be calculated together with utility services. As a result, the problem of not carrying out proper repairs of the housing stock has become massive. Despite over 90% of the housing stock is privately owned, high expectations from the state remain: most people [continue](#) to perceive the state as a key player responsible for solving housing problems. Taking this into account, privatization and the formal removal of responsibility for housing maintenance from the local self-government bodies may not lead to the fact that this responsibility will actually, and not just formally, be taken over by new owners.

The decision on the further use of housing also depends on **donors**, but not only on the vision of local authorities. If the donor wants to ensure that in the future the premises will be used as social (in the narrow sense) or temporary housing or will be used by a specific group of people (for example, IDPs or women with children), then these conditions must be specified in the financing agreement.

Moreover, there are different funds, some of them come and plan to build 1-2 houses. There are private persons, ordinary businessmen or people who have funds, they come and want to help the families. They have built a house. There are more structural funds, for example such as [name of the Ukrainian charitable organization]. Without hesitation, they mentioned that they see it as a temporary housing stock, to be able to respond to other challenges in other regions.

Representative of the local authority

And if we say that we give this into communal property, for example ATC or something else, well... Today they like it, but tomorrow they will say: "no, we are tired of all these IDPs, enough of us, we have so many own problems here." As a donor, we have some obligations to our donors, right? And these are the issues that we cannot guarantee.

Representative of the local non-government organization

4.8. Support Programs

Stocks of social or temporary housing can be replenished within the framework of state, regional or local programs. During the period of full-scale invasion, a number of programs were adopted, which promote both the construction of new social housing and the re-development of existing premises or monetary compensation for the use of housing for certain groups of the population.

In particular, in 2022, **State Youth Housing Fund** implemented [a project](#) to purchase apartments on the secondary market for IDPs and people whose housing was damaged as a result of full-scale Russian invasion. As a result, 60 apartments were purchased in four regions - Sumy, Chernihiv, Kyiv and Zhytomyr regions. Currently, all these apartments are occupied and are owned by the state. However, there is uncertainty about who will manage

this housing in the long term. In addition, since there is no regulatory procedure for the purchase of social housing (in the broadest sense) at the state level, the institution had to develop its own internal policy for such purchase.

Special programs have been also initiated at the **regional level**. They mainly focus on the refurbishment of existing (non-)residential premises into housing for IDPs. For example, Kyiv regional special program “Support of Internally Displaced Persons for 2023 - 2025” provides for the development of social (in the narrow sense) or temporary housing through the reconstruction of six dormitories, as well as non-residential premises. Zakarpattia region has also reported on housing reconstruction programs.

Also, regional support programs have also budgeted funds to create conditions for the settlement of IDPs without reconstruction or repair of individual premises. For example, Volyn region, as part of the “Regional support program for persons who participated in the protection of the Motherland and their family members for 2020-2023, temporarily displaced persons in 2022-2023”, provides funds for the temporary settlement of IDPs in health resorts and other institutions of the region.

Separately, at the regional level, programs supporting the efforts of territorial communities in the construction of social housing (in the broadest sense) can be adopted on the basis of co-financing or full financing. Thus, funds in the amount of 10 million UAH were allocated from the regional budget of Mykolaiv region on a non-refundable basis for the processing of design and estimate documentation and carrying out an examination of the object “New construction of a residential apartment complex intended for the temporary residence of internally displaced persons in Pervomaisk, Mykolaiv region”. It is planned to build 26 buildings with a total area of 103,359 square meters, where 1,703 apartments will be located with a minimum set of furniture and sanitary equipment, ready for occupancy and intended for the settlement of 6,525 people.

At the local level, there is a diversity of support programs, for example:

1. Programs to support IDPs in providing housing as part of comprehensive programs of social protection of the population or integrated programs of social support for IDPs, where housing provision is prescribed as the essential measure.
2. Programs for providing housing for orphans and children deprived of parental care. Such programs provide for the purchase of housing in commissioned multi-apartment residential buildings or on the secondary market for a certain category of persons. They also provide for repair works in residential buildings and creating conditions for maintaining the housing, assigned to them under the right of private ownership, in a satisfactory condition.
3. Programs for the acquisition of real estate objects into the communal ownership of the community provide for the purchase of apartments in multi-apartment buildings. Some programs provide for the purchase of apartments for a certain category of persons. For example, a similar program for 2023-2025 is being implemented in Mezhovai

community to provide housing for medical professionals, as well as teaching staff who have the status of internally displaced persons.

4. Special support programs for the reconstruction of communally owned objects for the needs of IDPs. For example, in 2023 Zviagel community allocated UAH 2 million for the reconstruction of a dormitory as a temporary housing for IDPs.
5. Separately, programs for the provision of housing for persons, whose property was damaged as a result of armed aggression, are adopted. Such programs were adopted in communities, directly affected by hostilities, in order to provide temporary housing to persons whose immovable property was destroyed or damaged. In particular, the similar program was adopted in Borodianka community.

Some communities did not adopt any special programs, but carry out other measures to prepare for the housing development. For example, one of the communities reported that it does not have local programs, but provided funds for the production of design and estimate documentation for the reconstruction of communally owned objects for housing for IDPs.

The majority of programs are newly adopted so there is no possibility to assess their actual effectiveness. At the same time, there is a risk that, due to the limited financial resources, communities, especially rural ones, are not able to scale up existing programs to the extent as to meet the needs of at least those persons, who are registered to receive social (in the narrow sense) or temporary housing.

CHAPTER V

OBSTACLES



5.1. Legislation

The complexity of regulating some aspects of housing development, as well as the lack of sufficient regulation of others, which creates opportunities for different interpretations of the relevant standards, were mentioned by informants during in-depth interviews as one of the key challenges.

It seems to me that we are simply oversaturated with various local and non-local regulations that regulate certain frameworks and it turns into the following: "We read it this way, but you read it this way." That is, there is no single document that would regulate it. Representative of the local authority

The list of issues that need proper settlement includes:

- classification of different types of social housing (in the broadest sense): social housing (in the narrow sense), temporary housing, temporary housing for IDPs, places of temporary residence;
- opportunities and procedures for developing social housing (in the broadest sense) by non-governmental organizations, in particular, non-governmental organizations;
- possibilities and procedures to pay for social housing (in the broadest sense), including housing provided to internally displaced persons;
- simplify the use of buildings previously used by educational and cultural institutions to create social housing (in the broadest sense).

Informants also talked about the difficulties of passing permit procedures, for example, for using the premises of educational institutions or putting into operation facilities under construction.

We messed around with design and commissioning procedures for a very long time. Then we still needed documents for lighting and connection. There was no connection. With connection... it was about 3-4 months of work, fruitful work. Well, in Ukraine it happens like that, this official mailings to each other, it was so long. Representative of the local authority

One of the challenges in housing construction can be the availability of indirect cost indicators of housing construction by region of Ukraine, which are established [by the orders](#) of the Ministry for Communities, Territories and Infrastructure Development of Ukraine. Certain social housing projects (in the broadest sense) may not always meet these standards, especially if construction is carried out, according to the standards that are higher than the minimum.

A week ago, we met our so-called friends, from law enforcement agencies, who, for example, do not understand that this is a completely different type of housing with different parameters. They had comments about the cost of 1 m2, as there is a Resolution of the

Cabinet of Ministers that sets the average indicators of housing construction in Ukraine, and it is an average of 20,000 hryvnias. To tell the truth we will not build anything for 20,000.

Representative of the local authority

Despite all the problems listed above, representatives of local authorities perceive legislative challenges as less of an obstacle compared to a lack of funding and security. Another trend is the perception of legal challenges as those that can be solved: “there are no such issues that we would not solve.” This indicates a high level of legislative flexibility in certain issues, which creates opportunities for finding solutions to problems that arise in the process of refurbishing and administering housing for IDPs: according to one of the informants, obstacles “are being removed in the process.” The flip side of such legislation flexibility and resolution of legal issues can be the legal insecurity of housing residents, as well as the complexity, non-systematic nature and opacity of decisions made by authorities.

5.2. Financial Resources

Financial difficulties, according to many informants, are the main problem in the process of housing refurbishment. The lack of funds for the arrangement and necessary equipment is the challenge for communities.

Money for repairs is one thing. But we are afraid that in the winter there will be electricity breakdowns and we don't have any generator. We have one in this school... but for displaced persons - I don't have a single generator for them. It would be great if we had a generator. Well...you understand, we don't know what awaits us in the winter. [...] We need multi-cookers. To make it easier for people. Because almost all people are retired... We need multi-cookers, we need electric dryers, at least one or two. We need a lot. There is no iron. We ordered one from [name of Ukrainian charity organization], they promised to provide us, well, they said that it would take 2-3 weeks. But it didn't arrive. We need one more boiler, even two. There is no boiler in the kitchen, only cold water running. Well, we have two washing machines here. There is a displaced family in that apartment, they have neither a fridge, nor a washing machine, they have nothing.

Representative of the local authority

Finding donors also represent a difficulty. Among the reasons for this, mentioned by informants, is the fact that donors have already planned their work and are reluctant to get involved in new, previously unplanned projects.

But I don't want you to have an impression that there are many interested donors. There are not. In fact, they are waiting [...] because there is a war! To invest money... There aren't many offers so that we can choose something: it suits us, it doesn't suit us - there is no such thing. [...] We meet with various European municipalities at various events, well, in most cases it is

*just sympathy, concern. And it never comes to money for housing.
Representative of the local non-government organization*

In addition to the difficulty of finding donors, there is a lack of resources for writing project applications, in particular, due to the insufficient level of project management skills among the employees of local authorities and/or non-governmental organizations, involved in housing redevelopment.

The lack of sustainable funding is associated with a lack of vision for a sustainable housing management model in the long term due to financial instability, as well as the inability to plan long-term projects.

A separate risk may be the increase in the price of materials necessary for the refurbishment during project implementation, if there are no additional funds to cover the price difference.

During the installation of solar panels on the building of the IDP support center, we had some difficulties in purchasing a solar panel with the capacity of, for example, 7 kilowatts. Because the funding process with all its conditions was quite long and it became more expensive. [...] The price increased by about 50 percent. It is very difficult to keep in mind, because now everything is regular, but in two weeks the price changes considerably. A good way out would be the possibility to budget some money to cover the risks, at least 10 percent.

Representative of non-governmental organization

Among the solutions resorted to in the communities that face financial challenges and do not have sufficient financial support from the state or non-governmental donor organizations, is the collection of donations locally, attraction of charitable contributions and benefactors through personal connections in the community, engagement of residents to carry out works, which cannot be funded by the community (for example, housing management, minor repairs).

5.3. Administrative Capacity

Administrative capacity challenges, faced by the communities, include management multitasking, where a limited team of people implementing a housing redevelopment project is responsible for a large number of administrative processes, including execution of small technical tasks.

The instability of project-based funding may also be a challenge. In particular, non-governmental organizations that are largely involved in housing administration in cooperation with city authorities, face administrative resource constraints due to insufficient sustainable support. The consequence of this is the performance of professional work on a volunteer basis, the impossibility of maintaining personnel.

There are targeted competitions, we take part, local partners support us, good initiatives are being implemented. But, unfortunately, we don't have [...] stable funding so that we could maintain a personnel or at least one employee. [...] If we have the opportunity to include it in the project, first of all we include an accountant [...]. Well, if there is an opportunity to pay for the coordinator or project manager, well, we use it. But this is the minimum demand, to cover those expenses. Therefore, we need some kind of support, so that to be able to implement some kind of permanent activity, not for 3-4 months, but at least for a couple of years. [...] Because, to be honest, we have already sent our employees, well, they are not our employees, but we call them employees, we have already sent them to trainings on emotional burnout."

Representative of the local non-governmental organization

In addition, there is a problem of an insufficient number of employees in general, in particular due to the fact that working conditions and salary level in local authorities or non-governmental organizations are lower, compared to the commercial sector. The difficulty, including in small communities, is the discrepancy between the number of employees of local authorities and the volume of work, responsibilities and challenges that need to be dealt with.

The thing is that today in city councils we cannot attract employees who work in business today. Because we understand that we can't offer competitive... Well, competitive salary. In general, it is very difficult with people. This is probably the most difficult.

Representative of the local authority

Another difficulty is the dispersion of responsibility for various aspects of local housing policy implementation or the provision of housing for IDPs in the structure of local authorities. According to the representatives of civil society organizations, one of the consequences of this is the lack of public servants who understand different aspects of housing provision at the same time. Non-governmental organizations have to collect all necessary information from different people and different structural divisions in parts, in order to make a comprehensive and complete understanding of all necessary aspects, which takes a lot of time and human resources.

One of the challenges is the low interest of local self-government bodies and their structural subdivisions in dealing with issues of housing development. Taking on such responsibility may be perceived by some public servants as an additional burden that they try to avoid.

Among the challenges related to human resources, informants also mentioned the lack of employees with the appropriate level of project management skills, skills for writing project applications and English knowledge at various levels of local authorities, which is important for attracting funding and managing support projects.

This is a problem because we practically have no such specialists. [...] There is a shortage of them not only here, but also at the regional level. Well, at the regional level, there are maybe 10 specialists that I know who can write a decent project.

Representative of the local authority

One of the solutions to the problem is the involvement of external specialists, which requires additional financial resources. Another way is to upgrade the qualifications and conduct training for employees of local authorities in order to increase their ability to implement ambitious housing projects.

Training is definitely needed and it needs to be carried out on an ongoing basis. Because we live in dynamic conditions, many legislative changes, many new opportunities and new solutions. And training should be carried out not only, for example, for employees of some department or division. This is kind of guarantee. One day you understand that you have to strengthen the person, so you have to understand what kind of document package you need and so on. From the point of view of innovations, experience exchange, from the point of view of strengthening a motivational component, they have to travel, they have to see better practices that are implemented. So that they see and understand that people can do it .

Representative of local non-governmental organization

5.4. Corruption Risks

According to the experience of the participants of in-depth interviews, corruption risks can arise during the accommodation or distribution of humanitarian and financial aid (it is referred to the illegal appropriation of these resources). Also, these risks exist during the construction process, including during the selection of contractors.

The main option for preventing corruption risks, according to the informants, is control over contractors.

We had a case where a contractor passed all qualifications, but he had a negative experience of working with us, and even though he passed the qualifications, but had a negative experience of cooperation, we excluded him by sending appropriate letters to [donor organization], so this contractor can no longer work in the [donor organization's] programs. [donor organization] has a list, we call it "black list", and if the contractor is included in this list, he is blocked for three years and cannot participate in any programs of [donor organization] throughout Ukraine

Representative of the local authority

The interviewees noted that in order to prevent corruption, clearly defined project implementation conditions and team cohesion are important.

The conditions have to be set out in such a way that even if someone wants to steal something, he/she would not be able to. Secondly, this team has been working with us since 2014, and did not change, with a small exception, neither from their side nor from our. Well, this is a team that already trusts each other

Representative of the local authority

Informants also mentioned that continuous control from donor organizations at various stages of the project and targeting long-term support and cooperation can be a safeguard against corruption.

As soon as we submitted the application, representatives from [donor organization] came to have a look at this object even before the decision on our participation in the project was made. The same procedure was with the dormitory, and with all previous buildings, schools, music schools, and so on, even before the war. We will rent it out only after their visit; now this visit is being prepared, so I hope they will come soon, because we need it to be fast, we are already asking: "Please, come, we need to accommodate people." Therefore, we take some safety measures to avoid any corruption demonstrations. Moreover, we try to prevent the things no one could even think about, because this is also the image of the town. Even if nothing happens here, but somebody suspects something, then in Europe they will think: "Yeah, something bad was said about them, maybe it's not worth it?" This is what we care about.

Representative of the local authority

Another possible way to prevent corruption locally during the implementation of housing redevelopment projects is direct procurement and administration of construction works by international organizations. A similar scheme is in operation in the Mariupol community, where the IOM plays the role of the contractor, while local authorities are the customers of services and do not have access to funds. A positive consequence of this funding method is the prevention of risks of unscrupulous administration of funds by municipal officials. At the same time, this method also has significant disadvantages. First, it creates a parallel management system that can prevent corruption in individual projects, but does not contribute to its eradication as a phenomenon - the community receives a "turnkey" project, but its ability to deal with projects of this scale does not increase. Secondly, it does not protect against the risks of corruption, non-transparency or ineffective use of funds by international organizations, as well as the high cost of their administrative expenses.



CHAPTER VI

SOLUTION EXAMPLES



6.1. Dormitory in Dnipro for IDPs from Mariupol

The study, conducted by the city council, identified 171,000 people displaced from Mariupol, who were left without housing. With the assistance of the “YaMariupol” project, which is designed to maintain connections between displaced persons from the Mariupol community, as well as to provide them with the necessary assistance, 1,582 applications were received from IDPs from Mariupol for housing in social hostels, in particular, the largest number of applications were submitted in Dnipro (371).

It was the first intermediate station, where the majority of Mariupol residents stayed. That is, the number of Mariupol residents was enormous. During the first days of evacuation, everyone went to Dnipro. It was such a big city, with good infrastructure, which welcomed us warmly. The city council of Dnipro has also given a very warm welcome. We opened the first “YaMariupol” Support Center there. [...] It was a nightmare, people had nowhere to live. [...] We addressed the university presidents and saw that there are many dormitories in higher education institutions that are simply not used. Or, for example, one of the dormitories was designed for 700-1100 people, but only 8 families lived there.
Representative of the local authority

A pilot dormitory for IDPs from Mariupol in Dnipro was opened in April 2023, which was arranged in the dormitory of Dnipro State Agrarian and Economic University. 127 people (35 families) received housing there. The building was rented by the municipal enterprise of the Mariupol City Council “Mariupol City Hostel”. Due to the legal restrictions, the rent agreement is formally valid for one year and will require an extension after that period, but the memorandum between the university and the city council provides for the extension for the period of martial law and three years after its end. Community representatives consider this project exclusively temporary - only for the period of war and post-war reconstruction of Mariupol, noting that the ultimate goal is to return to the city and rebuild housing there.

The project was initiated by the Mariupol City Council. The French government provides donor funds to Mariupol City Council as a customer, through the IOM as an executor. The IOM receives funding from the French Government, announces tenders and supervises the works. Mariupol City Council defines the needs and technical tasks without access to funding. Adra Ukraine is another partner of the project, which compensates all residents for utility costs.

Accommodation in the dormitory is carried out according to the scoring system, in accordance with the provision approved by the city council even before the start of the full-scale war. Each person is checked on the availability of other accommodation. They sign a residence contract with residents, according to which they pay only for utility services. At the same time, the compensation for utility services is provided under a separate contract.

The rooms in the dormitory were designed so that the family could live in a separate room. According to the city council, about 43% of the residents of the first dormitory are children, 29% are women of working age, 17% are men of working age and 1.2% are elderly people. The basis for eviction is the consumption of alcohol on the territory of the dormitory, non-payment of utilities for six months, and a change in social status. The dormitory has a

co-working space, a laundry room, a children's area, a psychologist and a speech therapist. In addition, IDPs can receive legal, medical, and humanitarian assistance at "YaMariupol' center. The center also provides assistance with employment.

The municipal enterprise "Mariupol City Hostel" has personnel, which includes a locksmith, an electrician, a janitor, who are engaged in the housing maintenance. The administrator and the security guard are constantly on duty in the dormitory. Each floor has a common space (communication room). According to the representative of the city council, residents spend time together in common spaces, but other special forms of (self) organization are not provided.

It is planned to refurbish two more hostels in Dnipro, as well as in other cities.

6.2. Social Hostel for IDPs in Konotop

The hostel is located in a building that was previously used as a clinic. The non-governmental organization "Interregional Institute of Community Development" patronizes this project on the basis of a memorandum of cooperation with the city council.

Although the building was previously used as a children's clinic, originally it was a dormitory section. When the clinic was moved to another place, the building was added to the list of vacant premises of communal property and transferred from the hospital ownership to the ownership of the utility enterprise dealing with housing and utility issues. The hostel is patronized by the territorial center of social services, which keeps the furniture and household appliances of the hostel in its balance sheet. One of the social workers is the superintendent of the hostel and is responsible for cleaning of common areas.

The settlement process is regulated by a commission headed by the deputy mayor, which includes representatives of specialized departments of the city council and activists. The resident contract is signed for six months with the possibility of extension. The contract specifies the rules for violating which a person can be evicted.

For the NGO, it is important to ensure the sustainable functioning of the hostel as a temporary accommodation in the future, not only for IDPs, but also for other categories of people who may need it.

If we have the quick victory and the need for social hostels and places of compact residence disappears, we are planning to use this hostel as temporary housing for other categories of people [...]. Because there are many people who are socially vulnerable. I know that a center for combating domestic violence and protecting women is being established in our city. [...] We also have single people who sometimes end up on the street. As well as in the same territorial center there are a lot of people who need care. [...] We strive for sustainability. This was our requirement. We don't want it to stand empty, for example, when all IDPs will find their housing or solve their housing problems. And that's it, it's

locked, it's closed. No. We want it to continue working. Perhaps we could even expand it.
Representative of the local non-governmental organization

In addition to the social hostel, the city has an IDP support center where NGOs, working with IDPs, provide social and legal services, as well as trainings, hold educational and entertainment events, collective meetings and volunteer activities (netting, etc.). In addition, the support center has sewing equipment and a children's room installed at the request of IDPs.

There are no special forms of involvement of residents in the hostel administration, but they are involved in organizing and participating in events in the IDP support center. Misunderstandings are resolved by the NGO that established the hostel.

6.3. CO-HATY Project

The project was founded by the members of MetaLab urban laboratory from Ivano-Frankivsk and Urban Curators agency based in Kyiv.

As of October 2023, four buildings have been restored - a hotel, dormitory and kindergarten in Ivano-Frankivsk with a total capacity of 290 beds and a dormitory in the village of Zinkivtsi near Kamianets-Podilskyi that can accommodate up to 250 people.

The projects were implemented in cooperation with Ivano-Frankivsk community, the German Federal Foreign Office, the humanitarian organization Sign of Hope, the IOM, USAID, Swiss organization RE-WIN and one of the housing cooperatives in Zurich, IM Swedish Development Partner, the Polish Aid Program, Ivano-Frankivsk Realtors Association and Rokada Charitable Foundation. In general, the project team interacts with five levels of stakeholders, from raising funds from international donors to facilitating participatory practices of residents.

The housing created as part of the project is called 'shelters'. The buildings have different forms of ownership: state, municipal, and private. At all sites, cooperation between CO-HATYs and building owners was based on cooperation agreements for 4-5 years. At the same time, in the case of the former hotel in Ivano-Frankivsk, a rent agreement was later signed, allowing CO-HATYs to enter into direct contracts for the provision of utilities.

For all facilities, the lists of people to be accommodated were composed by the local authorities. Starting with the second completed facility, CO-HATY team also began to influence selection through a quota system. Housing is provided to residents under the contract, duration of which is 1 year with the right of priority extension. In all but one case, accommodation is free of charge. In one of the cases, those residents who are employed pay a fee to cover utility services. Residence rules were drawn up with the participation of residents. Moreover, this process was iterative, meaning that the rules were revised several

times to better meet the needs of the parties. From the project's point of view, the right to long-term residence is important for residents to 'inhabit the space' and 'perceive it as their own'. At the same time, according to the authors of the project, it is important that the residence rules are "realistic", so that they could be implemented, because if some of them are unenforceable from the beginning, it will also undermine the legitimacy of all other rules.

One of the difficulties, faced by the project during the development of housing at state-owned facilities, was the dismissal and appointment of new people to the positions on which the functioning of the spaces depends: both management positions of relevant institutions and the positions of superintendents of buildings where the housing was arranged. In such cases, previous agreements that took place with old officials could be violated. Not in all cases the professional competences of superintendents, appointed by local authorities or institutions, which owed the housing, are sufficient. Another challenge was the issue of tariffs for utility services, since one of the objects does not belong to the housing stock, accordingly, commercial tariffs were applied to it.

The special feature of the CO-HATY project is the wide involvement of volunteers. For example, the first facility was renovated with the involvement of about 100 people, most of whom were IDPs from different cities of Ukraine. Most of the funds for the implementation of this pilot project were raised through charitable contributions.

CO-HATYs provide support and guidance to the community of residents through workshops, opinion gathering and counselling.

6.4. IOM Project

As part of an international technical assistance project, the IOM intends to test a new model of housing for IDPs. It is planned to build 100-150 apartments in each of the project cities. The ground floors of the buildings will be filled with commercial premises (pharmacy, hairdresser, bakery, etc). The terms of the project are such that housing and commercial premises will not be subject to privatization. The rent fee for apartments will be set on the social rent principle and will amount to UAH 3-5 thousand. 80% of the residents will be IDPs and 20% local residents.

The project aims to encourage communities to create and implement medium-term local targeted programs so that other potential donors have a basis for engaging with them. It is planned that the housing will be managed by communal enterprises, which IOM will help to increase the capacity, in particular, by improving the statutes and establishing supervisory boards, to achieve the principles of good governance.

It is also planned to create revolving funds to accumulate funds for the further development of the housing stock. The purpose of this step is to make the project self-sustaining.

The houses will be built with grant funds, but the communities will receive income from renting housing and commercial premises. 30% of this money will be allocated to the operating costs of the utility company that administers the housing, and 70% will be allocated to a revolving fund. This is a special fund created to accumulate funds for the development of housing infrastructure, i.e. the next cycles of housing construction or reconstruction. It is assumed that the selection of projects to be financed from this fund will be approved by the IOM or the established supervisory board.

IOM envisages two possible rent mechanisms, although Ukraine currently does not have a legal framework that would properly regulate the second mechanism, so it is not possible for now.

1. Long-term rent. The advantage of this mechanism is that the housing remains in the ownership of the territorial community and can be used to provide housing for the next people in the queue. It is also a source of long-term income of the revolving fund, which allows to increase the amount of housing and provide it to a larger number of people. The disadvantage is the lack of delegation of responsibility for carrying out capital repairs of housing.
2. Rent with a purchase option. This mechanism provides, if desired, for the transfer of ownership to tenants in 10-15 years. The advantage is that the issue of major repairs becomes the responsibility of the new owners (although the risk is that private owners of housing in Ukraine hardly carry out capital repairs). The disadvantage of the purchase is that it reduces the number of housing units owned by the community, which weakens its ability to provide housing for people in need.

In any case, the development of a housing stock for rent at a discounted price will contribute to the reduction of commercial prices in the housing rental market.

One of the risks of this project is the lack of clearly defined legal mechanisms for providing municipally owned housing for rent. [The Law on Rent of State and Municipal Property](#) provides for open bidding for state-owned or municipally owned property, according to which persons must submit their rental offers through an electronic public procurement system with the highest bid being supported. There is no exception for providing housing for use at an affordable rent. Another challenge may be the receipt of income from the rent by the utility company and administration of these funds. There is no mechanism for their direct transfer to a special revolving fund, so this will require special decisions of the relevant local self-government bodies. There is a risk that such discretion may negatively affect the replenishment of the revolving fund and make it dependent on political processes.

6.5. European Experience in Developing Social Housing

In European countries, social housing plays a significant role in promoting housing affordability in general. In countries with the highest share of social housing in the overall structure of the housing stock (for example, Austria, the Netherlands, Denmark), it is considered a full-fledged alternative to private ownership. Although each country has its own characteristics and priorities, the common European experience has similar features and common strengths.

One of the key differences between European countries is the approach to the issue who can claim social housing. In Western and Northern Europe, where such housing occupies a significant share in the overall structure of the housing stock, it can be rented by wide groups of the population. For example, in Austria, social housing can potentially be rented by 80% of the population, whose income does not exceed a certain threshold. However, other countries that do not have such large social housing stocks use a more targeted approach and provide it for the most vulnerable groups of the population.

The Example of Latvia. One of the countries implementing a residual approach in providing social housing is Latvia, where such housing constitutes a small part of the municipal stock and only 0.4% of the national housing stock. Social housing in Latvia consists of municipally owned and rented 'social apartments'. The contracts are concluded for a maximum of six months and can be extended if the household continues to meet the criteria set by the municipality. In Latvia, the criteria for access to social housing are determined by the local regulations and the target population is households with very low incomes.

The development of eligibility criteria for social housing usually includes income level, citizenship, current housing situation of the household, etc. As the demand tends to exceed the supply, allocation is regulated by waiting lists or scoring systems, e.g. people with disabilities have a higher priority for accommodation.

The Example of Romania. In Romania, social housing is represented by public housing with subsidized rents. According to the law, this housing is provided to families whose average monthly income is lower than the national average monthly income as a whole. Municipalities have the right to establish additional criteria for placing people in social housing, which are reviewed annually. For example, social housing is available to the following categories of people: young people under 35, retired people, veterans, war widows and widowers, etc.

Social housing is provided to people for use on a lease basis, at a cost that should be below the market price. There are different approaches to setting rent prices, but there are also cash subsidies for people who cannot afford to pay the rent themselves. Also, some countries seek to distinguish between completely free housing and affordable housing, which involves a fee and, accordingly, rental income.

The development of social housing is an integral part of the national housing policy, the

vector of which may require a specialized national body. This body may be a relevant ministry, department or national housing agency. Its powers may include responsibility for implementing housing policy at the national level and guaranteeing the human right to housing. For example, in Finland, such an institution is the Housing Finance and Development Centre, which monitors housing needs, interacts with housing providers and other stakeholders at the national level, and assesses the housing situation in the country. This body is also responsible for financing the construction of social housing. The advantages of such national bodies is that they take on a coordinating role and advocate for housing issues at the political level.

The Example of Bulgaria. Social housing in Bulgaria consists of municipally owned housing, which accounts for about 3% of the total housing stock. The Ministry of Regional Development and Public Works is responsible for developing national housing policy, while municipalities manage social housing. The framework document governing housing policy in Bulgaria is the National Housing Strategy, adopted by the Council of Ministers in 2005, which lays down the vision for the development of housing policy and allocates responsibilities between national and local levels.

Financing of social housing construction is implemented through a number of instruments, such as public and private loans, bonds, private investments on preferential terms, grant financing, etc. The financial model can combine several instruments within a single country for more sustainable financing. Land policy and integrated urban planning tools also play an important role in reducing the cost of new housing construction. For example, ‘inclusive zoning’ refers to the requirement to allocate a certain proportion of land or apartments for social housing - in France, this figure reaches at least 20% of the total housing stock of a city or neighbourhood.

Another important issue is the existence of social housing providers – managing organizations responsible for the proper maintenance and development of social housing. Such providers can be represented by different legal forms, which can be combined even within the borders of the same country. For example, they can function as municipal housing companies - specialized institutions established by local authorities. Social housing providers can also exist in the form of cooperatives, housing associations, non-profit organizations and private companies. Regardless of their legal form, housing providers are required to maintain a non-profit status or have limited profitability, not exceeding a certain level and redirect rental income to support social housing. One provider can manage up from one residential unit to hundreds of buildings. The main functions of providers are settlement of people and establishment of housing distribution policy, rent collection, legal, technical and financial management of buildings, planning of major repairs, organization of landscaping. Providers, in cooperation with local or national authorities, also promote new social housing and are responsible for its development.

The Example of Poland. Social housing in Poland includes social rented housing owned by municipalities, regulated rent housing provided by non-profit housing associations, and housing provided by state-owned companies or the state treasury for their employees. As of 2023, 393 non-commercial housing associations were

registered, which can have different legal forms: private, public or mixed.

Funding of social housing in Poland is implemented by several approaches. The State Bank of the National Economy provides soft loans to non-profit housing associations and cooperatives for the construction of social housing. Loans cover up to 70% of the project cost. Often, the difference between the cost of the construction and the amount of the state loan is covered by the landlords. Municipalities mainly use their own budgets to expand the municipal housing stock, but can also apply for subsidies from the Subsidy Fund for the construction and reconstruction of social rental housing. Finally, the central government bodies also subsidize municipalities and NGOs to build and repair housing for homeless people.

Receiving rents allows providers to accumulate their own reserves. Although these funds often do not allow for major repairs or investments in new social housing, they are sufficient to maintain housing in its current condition, carry out maintenance and administrative costs. Larger expenditures for major repairs or construction of housing can be covered by revolving funds, which provide access to low-interest loans for these purposes. Funds from the repaid loan are returned to the fund, which contributes to the self-renewal of the funding source. This mechanism also allows to keep the cost of rent affordable for residents.

Another common feature of different European approaches to social housing is the protection of the rights of residents. Social housing is primarily seen as housing for permanent residence, and residents can use it as long as they are able to pay the rent. Even if a person no longer meets the criteria for social housing and his/her income has increased, in many cases he/she still has the right to live in such housing. This approach promotes the social mixing of different people in the same space and demarginalizes social housing. However, in countries where the share of social housing remains low, this approach can create difficulties in accommodating the most vulnerable people when free space is insufficient. It is also important that accommodation is regulated by clearly established rules, so social housing residents receive guarantees, have mechanisms to protect their rights and regulated procedures to resolve disputes.

Management of social housing in European countries is also characterized by a high level of involvement of residents. In particular, they often participate in the decision-making process regarding their home, influence decision-making and control the quality of housing management. Providers are responsible for communicating with residents through information or consultation at regular meetings. In some countries, the involvement of residents can take place in the form of co-management. For example, in Finland, there are tenant organizations that manage housing together with providers and have an autonomous budget.



CHAPTER VII

RECOMMENDATIONS



7.1. Cooperation Model

Among the options of housing assistance for IDPs, two types can be distinguished: 1) the creation of social housing (in the broadest sense), 2) the provision of financial assistance to cover rental costs in the commercial sector. Comparing these two options allows us to draw the following conclusions. In the short term, under conditions of rapidly growing demand in the absence of sufficient quantity of social housing (in the broadest sense), cash benefit programs to cover rental costs are an important tool to help exercise the right to housing. At the same time, such programs are not persistent; the creation of social housing (in the broadest sense) makes it possible to provide housing for a larger number of people in the long term and has greater long-run efficiency in principle.

In the case of rental subsidies in the commercial sector, the rent, including subsidies, goes into the private capital, while in the case of social housing (in the broadest sense), the rent and subsidies that cover it, fully or partially, remain in the system and can be invested in the development of housing stock, including the creation of additional housing units. In addition, for the development of non-commercial housing stock, i.e. social housing (in the broadest sense), interest-free or low-interest loans can be employed, including loans from international financial institutions, which are not available for commercial housing. With this in mind, Julie Lawson and her colleagues [estimate](#) that the creation of commercial housing at commercial rates can be 181% more expensive than the creation of non-commercial housing, provided that financing for construction is raised before it begins. For example, 84,212 million Euros would be required to create 500,000 units of commercial housing to meet the housing needs of IDPs in Ukraine if financing were raised on a commercial basis. At the same time, for the non-commercial housing, 30,006 million Euros is needed if capital investments are made in construction before it starts, or 37,796 million Euros if construction is financed through preferential loans only⁸.

Furthermore, the social housing mechanism (in the broadest sense) allows for better requirements for housing quality, environmental standards and living conditions, which the state has fewer instruments to influence in the commercial sector. However, partial rental subsidies are not affordable for some people who need housing, but have low incomes. A major risk is that rents will rise. Even if rents are fully subsidized, there is a risk that assistance programs will be curtailed, leaving people homeless and vulnerable.

The development of social housing system (in the broadest sense) cannot only provide housing for internally displaced persons, but also facilitate the return of people who have been forcibly displaced outside Ukraine. Social housing (in the broadest sense) is important for strengthening the local economic development and social cohesion. Even if the need for such housing among IDPs decreases, it is necessary to attract professionals and specialists in education, healthcare, and critical infrastructure to communities; to provide housing for youth and socially vulnerable groups; to end homelessness; and to implement the de-institutionalization reform. The outcomes will be access to basic needs, livelihoods and housing in a safe, adequate and affordable manner, the promotion of social solidarity and human

⁸ A preferential loan is understood as a loan for the period of 25 years at 4% per annum.

development, reduction of resource overconsumption, and more sustainable, resilient and integrated urban development.

Given that the housing crisis in Ukraine, caused by the full-scale Russian invasion, has been going on for two years now, the priority of the government, local authorities, international, humanitarian and non-governmental organizations is the transition from emergency short-term measures to durable solutions. In the case of housing assistance, the key solution is the development of the social housing system (in the broadest sense) at the local level.

Non-governmental humanitarian organizations can offer support to local authorities in the form of funding, expertise and partnership for the development of social housing (in the broadest sense), including by refurbishing the existing buildings into IDPs accommodation.

For humanitarian organizations, the project implementation model of assisting local authorities in the development of social housing (in the broadest sense) can involve two phases. The first phase provides for the immediate implementation within the existing legal framework and the restrictions imposed by it. First and foremost it is focused on responding to the existing needs. The transition to the second phase requires the availability of respective legislative conditions. The second phase is aimed at ensuring the sustainable development of social housing (in the broadest sense) in the long term.

First phase

In the first phase, the implementation of assistance projects requires the involvement of three parties: a donor organization, local non-governmental organization, and territorial community (local self-government body). The format of relations between them should be defined by a three-party agreement (contract or any other similar document):

1. The donor organization undertakes to provide funding, training and expert support.
2. The local non-governmental organization undertakes to perform the necessary work on (re)arranging the housing funded by the donor organization, and to transfer all improvements to the territorial community.
3. The territorial community undertakes to provide premises for the housing, and ensure the further use (including financing) and development of the housing.

Housing development is coordinated by a working group consisting of representatives of the local community (relevant structural units of local governments), a local non-governmental organization and donor organization. All significant decisions, both strategic and operational, are made with the consent of three parties.

The manager and operator of the housing should be a community enterprise of the territorial community. It should also be authorized to enter into contracts, interact with residents and monitor the fulfilment of contractual terms.

The housing is arranged in the form of temporary housing for IDPs (“housing for temporary residence of internally displaced persons”), which is currently provided free of charge.

The advantages of a status of temporary housing over a status of a place of temporary residence are as follows:

- The status of temporary housing provides for higher requirements for the quality of premises than the status of a place of temporary residence;
- Temporary housing implies the status of housing, unlike a place of temporary residence, which is not formally a housing.

The advantages of the status of temporary housing over the status of social housing (in the narrow sense) are as follows:

- No “queue” of people belonging to other socially vulnerable categories of people, except for IDPs, who have the right to immediate and priority settlement;
- uncertainty about the possibility of social housing (in the narrow sense) provision for people who became IDPs after February 24, 2022.

At the same time, the impossibility of settling in temporary housing for permanent community residents in need can also be regarded as a disadvantage. In addition, the disadvantage of the status of temporary housing for IDPs compared to the status of social housing (in the narrow sense) is the impossibility of imposing a rent for living in it.

Since the provision of housing for IDPs is a key current need of territorial communities in Ukraine, the use of the status of temporary housing for IDPs, specially designed for the needs of this social group, is the best option. Among other advantages of the temporary housing status is the explicit right of the donor organization to participate in determining the conditions for the provision and operation of this housing.

Nevertheless, in certain exceptional cases, when due to certain specific difficulties the development of housing with the status of temporary housing for IDPs is not possible, it is also permissible to use other statuses, in particular, a place of temporary residence or social housing (in the narrow sense), given that the interest in providing housing for people in need take precedence over the legal aspects of the status of this housing.

The cooperation agreement should stipulate that if the community no longer needs the temporary housing for IDPs, the premises should be converted into social housing (in the narrow sense) or retained in the ownership of the territorial community to be provided for living, in particular, to professionals whose involvement is required by the community, as well as to other people (including socially vulnerable persons) who need assistance with housing.

Second phase

In the second phase, when it becomes possible to transfer communal property to non-governmental organizations without holding an auction for the development of social housing (in the broadest sense), the management and development of the created housing can be performed by local non-governmental organizations or donor organizations (if they are ready to perform direct housing management functions and have a strategy for long-term presence in the community). In this case, the premises on the basis of which the housing is planned to be created should be transferred to a long-term rent to the relevant non-governmental organization, which assumes obligations for the further operation and development of the housing. At the same time, to reduce the risk of conflict, the existence of partnership relations between this non-governmental organization and the territorial community remains important. Agreements on such partnership can be made in the form of a memorandum or other similar document.

If a non-governmental organization that has rented the relevant property is in charge with the management and further operation of housing, the decision-making role of the territorial community (local self-government bodies) can be limited to strategic decisions.

In addition, when the mechanisms for transfer of municipally owned housing to rent are improved, it is necessary to move from providing all housing free of charge to a combined model. Such a model can potentially work for both non-governmental organizations and communal enterprise. The combined model implies that part of the housing can be provided free of charge for people who cannot afford to pay rent; while the other part can be provided for affordable rent at below-market prices. The rental income should be used to cover the operating costs necessary for housing maintenance, repairs, and construction of new housing under this model. In case of self-sufficiency, loans (in particular, from international financial institutions) can be attracted to develop the housing and increase its stock.

Since the current legislative framework does not allow for the provision of social housing (in the broadest sense) by non-governmental organizations or the use of a combined model for the provision of housing to IDPs, it is exactly when relevant amendments to the legislation are made and opportunities for the implementation of these practices are created that the statuses that the housing developed under such models can have will be determined.

For the combined model, the cooperation agreement should stipulate that if the need for housing among IDPs decreases, the housing should be provided on the same terms (some apartments free of charge for the most vulnerable social categories and some for affordable rent), in particular, to professionals whose involvement is required by the community, and to other people (including socially vulnerable people) who need assistance with the housing. This will ensure the sustainability and long-term positive impact of the housing developed in the territorial community with the support of humanitarian organizations.

Model variants

Thus, the model of cooperation with local authorities for the development of social housing (in the broadest sense) can have several implementation options, depending on whose responsibility is the long-term housing management and whether paid and free accommodation is combined.

Table 5. Variants of the model of cooperation between humanitarian organizations and local authorities for the development of social housing (in the broadest sense)

		An institution in charge with the long-term housing management	
		Communal enterprise	Non-governmental organization
Housing provision criteria	For all people without rent	1	3
	For some people - without rent, for some people - for an affordable rent	2	4

1. The first variant of the model envisages the provision of rent-free housing, the operator of which is a communal enterprise that performs long-term management functions. The key advantage of this variant is the possibility to implement it without waiting for legislative changes within the existing status of temporary housing for IDPs. At the same time, this variant does not provide for mechanisms to ensure the financial sustainability of the developed housing. One of the risks may also be the ability of territorial communities to have communal enterprises capable of effective housing management and development.
2. The second variant of the model allows for the provision of housing both without rent and for an affordable rent. Its operator is a communal enterprise charge with long-term management functions. The key advantage of this variant is the ability to ensure the financial sustainability of the housing (at least under favorable conditions). Furthermore, the experience of successful implementation of this model can generally strengthen the capacity of the territorial community. At the same time, the lack of legislative regulation is a disadvantage. As in the first variant, the ability of communal enterprises to manage the housing effectively may pose a risk.
3. The third variant of the model allows for the provision of rent-free housing managed by non-governmental organizations. This variant is the least likely. The advantage of this variant is the creation of opportunities to provide housing in situations where territorial communities do not have sufficient capacities to create effective communal enterprises. At the same time, a key disadvantage is the lack of financial sustainability. Since non-governmental organizations generally lack guaranteed institutional funding, the possibility of long-term maintenance of such housing is vulnerable.

4. The fourth variant of the model allows for the provision of housing managed by non-governmental organizations, both without rent and at an affordable rent. The advantages of this option are its financial sustainability and independence from the capacity of territorial communities and their utility companies. The disadvantage is a lack of legislative regulation.

The first variant of the model allows for its implementation in the existing legal framework. Therefore, it may be the initial option used at the first stage of the assistance project implementation. At the same time, the second and fourth variants allow for sustainability and long-term impact, and therefore the implementation plan should provide for the possibility of adjusting and changing the model variant used in a particular project.

Essential terms and conditions

For the implementation of this model, the agreements and obligations of the parties should be formalized in a contract or other similar document. Any updates to the agreements (if any) should be included in the contract as amendments, addenda, or supplemental agreements to prevent possible risks in the implementation of decisions. The contract should be concluded for a period of at least 5 years, and preferably for 10 years; in any case, it should be renewable.

An important guarantee to ensure the long-term sustainability of the housing is a waiver of privatization of the housing created under the assistance project.

The implementation of a community housing project should be accompanied by the adoption of a community housing development program intended to establish the key parameters of the project, provide for the necessary legal grounds, regulations and procedures, as well as to allocate funds for housing management and operation, and create conditions for attracting other donor organizations.

When planning accommodations, we should presume that the created housing should be suitable for long-term use, not just temporary. With this in mind, it is important to create opportunities for families and households to live separately with individual bathrooms and kitchens. At the stage of planning, it is important to consider the need to create individual housing for different types of households in terms of composition and size. If possible, the list of future residents can be determined before the start of renovation works to take into account the specific needs of these people when planning the housing (in this case, future residents can be involved in the process of planning, renovation works, and housing arrangement).

Housing improvement works should increase the level of accessibility of premises. If it is not possible to make all new housing barrier-free, at least a part of the created housing should be barrier-free, if technically possible. The key barrier-free parameters that require priority attention are access to the housing, barrier-free toilets and showers, and consideration of barrier-free furniture.

New housing should be created with due regard for energy efficiency, climate responsibility, the use of environmentally friendly solutions, and lean consumption of resources. With this in mind, the priority is to retrofit the existing buildings instead of building new ones, as well as to build at brownfield sites instead of greenfields, and to maintain compact development of settlements instead of sprawl and expansion of the built-up area. Wherever possible, old materials, furniture, and decoration elements should be reused.

7.2. Implementation Plan

The assistance project implementation plan may differ for each community, depending on the previous experience of cooperation, community capacity, and other relevant factors. Nevertheless, it should include the following key project stages.

1. Preparatory stage

The key goal of this stage is to prepare for project implementation. The result of the preparatory stage is a detailed project implementation plan with defined key roles required for its implementation. This stage should include the following steps.

- Determining the key intervention parameters, including the possible amount of financial contribution, human resources from the donor organization, and key objectives. The amount of funding will determine the project scale, and the size of internal human resources involved will determine the need to engage external consultants and partner organizations.
- Developing proposals and terms of reference for partner organizations, as well as selecting and establishing agreements with partner organizations whose participation is necessary for the successful project implementation. When creating the conditions for cooperation, it is important to remain flexible and sensitive to the variability of situations, needs, and capabilities of different communities.
- Determining the cooperation parameters and conditions together with territorial communities, which should include a detailed legal analysis, drafting documents, forms and rules, monitoring tools, training programs, capacity building and experience exchange programs necessary for project implementation.
- Informing key stakeholders in the field of humanitarian response, housing, local development, etc., including international organizations, national authorities and key Ukrainian non-governmental organizations. Such coordination is necessary to take into account the existing experience and context in which the project is planned, as well as to avoid ineffective duplication and non-constructive competition.

2. Qualification stage

The key goal of this stage is to identify the communities for cooperation under the project. The qualification stage outcome is the needs assessment and list of selected communities.

Communities can be selected in two ways:

1. based on the results of an open competition: this option is appropriate if it is possible to support more than 5 communities and there are no specific selection criteria that make an open competition ineffective, such as previous experience of cooperation;
2. without an open competition: this option is appropriate if it is possible to support no more than 5 communities (which makes the costs of holding a competition and preparing applications unjustified in terms of results) or if there are specific selection criteria that make the competition ineffective.

With public information requests and letters to the communities and regional administrations, information can be obtained on the registered need for social housing (in the broadest sense), the availability of local programs, plans for the creation of social housing (in the broadest sense), and the availability of vacant premises available for the construction of social housing (in the broadest sense). Addressing regional administrations can help to get an overview of the situation and trends in the region, as well as information and advice regarding the communities in the region which are the most in need of support.

Selecting the communities for support, it is important to consider the presence of IDPs who need the housing in the community, as well as the overall dynamics of forced displacement, in particular, according to the [Ministry of Social Policy of Ukraine and the International Organization for Migration](#). At the same time, it is important to take into account employment opportunities in the community, as well as the availability of other infrastructure, such as educational infrastructure for children or social infrastructure for people who may need social services. Another important factor is the community's ability to implement such projects. On the one hand, more capable communities may have more experience and expertise to implement a joint project faster and more efficiently. At the same time, they may also have a larger workload and many partner projects at the same time, which means less attention to each specific project. On the other hand, less capable communities also need support, in particular to increase their capacity and gain experience in implementing partner projects. Therefore, when selecting communities, it is important to pay attention to their capacity level and take it into account when planning a project.

Before selecting communities, it is worth checking for any political or other conflicts in the last 5 years that may affect the ability to implement the project. It is also important to check the community leadership for integrity. This can be done by monitoring the media, as well as with the involvement of specialized organizations, such as the Chesno movement. The existence of previous corruption cases may indicate an increased risk of new cases. The presence of political conflicts can also pose a risk to the project in the event of a change of officials or escalation of conflicts, which can, for example, impede the effective work of the local council,

making it difficult to make the decisions necessary for the project implementation.

The process of selecting communities should include a preliminary technical assessment of sites proposed by the communities through site visits by engineers and other professionals to determine whether the social housing (in the broadest sense) facility can be built within a reasonable period. Such technical assessment at the community qualification stage requires appropriate funding.

The open competition involves the following stages:

1. creation of conditions for participation in the competition;
2. dissemination of announcements of the competition and collection of proposals from communities;
3. creation of the Qualification Committee to evaluate the proposals;
4. conducting the evaluation and forming a list of potential winners;
5. conducting the technical assessment of the facilities proposed by the communities included in the list of potential winners;
6. determining the final list of winners;
7. notification of the competition results.

Відкритий конкурс може підвищити прозорість процесу і залучити до співпраці. An open competition can increase the process transparency and attract new communities to cooperate. At the same time, the proposal preparation will require additional efforts from the communities without guarantees of success. Therefore, it is important to keep the proposal form at the minimum level of complexity necessary for the qualification process. In the case of the open competition, it is important to make due efforts to disseminate the announcements to the communities. The public announcement can be disseminated on the organizers' websites, specialized portals («[Decentralization](#)», «[Hromadskyi Prostir \(Public Space\)](#)», «[Gurt](#)» etc.), social networks (in particular, Facebook) and specialized groups dedicated to local development through associations of local governments. External experts with experience in humanitarian response, housing, local development, etc. can be involved in the assessment and selection of communities (including representatives of professional non-governmental organizations working in the field of housing policy, associations of local governments, and relevant ministries).

The following criteria should be also taken into account when selecting communities for the project implementation:

- security situation;
- the potential and willingness of local authorities to commit to co-financing of social housing (in the broadest sense) programs;

- availability of buildings that can be transformed into social housing (in the broadest sense) after completion of the necessary repairs;
- availability of a local social housing program (in the broadest sense) development for a period of 7-10 years or a commitment to adopt such a program.

3. Planning Stage

The key goal of this stage is to prepare for the project implementation in specific communities. The planning stage outcome is a signed document that defines the mutual obligations of the parties involved in the project regarding its implementation. This stage should include the following steps.

- Needs analysis, which includes IDP needs analysis, analysis of the housing needs of other social groups, analysis of the capacity of local authorities and non-governmental organizations, and analysis of the technical and legal possibilities of work with a particular facility.
- Preparation of technical documentation and other documents and decisions necessary for the housing development.
- Preparation of a cost estimate, housing improvement work plan, monitoring and evaluation plan, risk management plan, and community stakeholders engagement plan. In addition, it is important to prepare a preliminary financial plan for the maintenance of the newly created housing in order to find or allocate the necessary funds.
- Preliminary training necessary to proceed to the project implementation. Such training may include familiarization with the key values, goals, and concepts of the project, as well as mastering the key skills necessary to start the project work.
- Conducting public consultations in the community on the housing development to inform residents about the project purpose, planned activities, and the project impact on the community development. Public consultations are also necessary to collect proposals, answer questions, and take into account the needs of community residents in the project and related activities.
- Formal approval by the community authorities (by a decision of the local council or executive committee) of the key parameters of the cooperation project, in particular, 1) basic requirements for the project implementation; 2) description of a specific facility; 3) co-financing obligations for refurbishment/repair/reconstruction; 4) project implementation period; 5) long-term guarantees of financial support for the social housing (in the broadest sense) functioning; 6) facility management conditions (living conditions; identification of the body/enterprise responsible for the facility management); 7) description of the criteria for granting the right of residence. Such key parameters can be approved in the form of a local social housing (in the broadest sense) development

program and an action plan for its implementation.

- Execution of the agreement and other documents required to start the project work.

4. Development stage

The key goal of this stage is the actual creation of housing. The development stage outcome is the residential premises that are fully ready for operation and occupancy by residents. This stage includes several key components.

1. Performance of construction works related to the creation of the physical space of the housing: repair, refurbishment, reconstruction, etc.
2. Mentoring of communities, which includes regular interaction (including online consultations and visits) between mentors and communities. Each community can have a mentor who is an architectural specialist, as well as a mentor who is an administrative and social specialist. In addition, other specialists with special expertise required by the communities for the project implementation may be involved for consultations on a case-by-case basis.
3. A training program for the communities to equip employees of local authorities and civil society organizations with the necessary skills in housing construction, operation and management, standards of social services skills and social work, communication and community facilitation, conflict resolution, counteraction to gender-based violence, project management, financial management, civic participation and other relevant knowledge.
4. Measures for organizational development and institutional capacity building of the institutions that will manage the created housing. The plan of such measures should be determined individually for each institution, based on the recommendations developed during the preparatory stage of the project. Institutional development activities may include, in addition to participation in training programs, assistance in preparation of internal documents, policies and procedures, establishing or organizing the work of supervisory boards, changing the structure and introducing new positions, conducting strategic planning, conducting necessary research, establishing mechanisms for interaction with beneficiaries, civic participation and transparency, and auditing.
5. Monitoring activities, including regular (e.g., every three months) reporting to the donor on the work done, risk management, and plans for the next stage.

Before the development stage, it is important to determine the list of personnel required for the project implementation (taking into account the specifics of work at specific sites), which may include technical supervision engineers, civil engineers, and construction engineers, cost engineers, lawyers to support the facility and prepare the necessary documents at the community level (local programs, implementation plans), case managers to support

future residents, procurement specialists.

If the project is implemented by a non-governmental organization, for the purpose of construction works, the local authority (local council) must transfer the facility to the non-governmental organization for temporary use, which provides legal grounds for its work on the site. After that, the non-governmental organization is to select a contractor to perform the construction work and procure the relevant services from it. To develop the plan for the reconstruction of the facility, it is necessary to procure relevant services from certified companies/organizations. The planner should be provided with necessary information such as site conditions, technical specifications, and detailed project requirements. Planning specifications shall be approved by the customer in consultation with the planner. To obtain a construction permit, an application is to be submitted to the local administrative service center.

The facility reconstruction includes such steps as issue of the contractor's work permit, performance of the construction work, technical supervision, execution of the completion certificates, obtaining a new technical data sheet for the building, and facility commissioning. After these works are completed, the temporary use of the facility by the non-governmental organization can be terminated.

5. Operational stage

The key objective of this stage is the actual functioning of the housing. The operational stage includes determining the list of residents, establishing the conditions of use, and launching a long-term housing management system with the involvement of residents in management, professional development, and the monitoring and evaluation system.

It is important to base the process of determining who will be allocated housing on a transparent system that is free from subjective or corrupt influences. Point-based or quota-based approaches to designing such a system are among the possible approaches that could be integrated into it. At the same time, it seems appropriate to consider, if possible, improving the existing point-based system proposed by the government, due to its possible insensitivity to certain specific situations. The qualification process cannot take place without the involvement of local authorities. In particular, it is appropriate to use the registration or survey data from the IDPs in need of housing that are kept by the communities. At the same time, it is important to involve representatives of local non-governmental organizations, as well as IDP representatives, such as IDP councils, in the distribution of housing. The donor's participation in the qualification process is important, but its influence on this process should be transparent and justified.

The provision of housing for IDPs should be accompanied by other services from the community, which may include psychological assistance, social services, employment assistance, retraining, and finding educational institutions for children. The necessary assistance can be provided by case managers.

The financial plan of the housing project should take into account not only the construction, repair, and furnishing costs, but also include calculations of income and expenses during the operation stage. This includes the costs of administration, necessary current repairs, maintenance of equipment and furniture, salaries of specialists, and involvement of necessary experts. Revenues may include grants from other donor organizations, rent, if it is possible under the chosen housing model, and funding from the community budget. If the created housing is administered by a communal enterprise, the community should cover the necessary expenses if there are no other sources of coverage. Payment for utilities should be made by the residents of the housing. If the latter are unable to make such payments, they can be covered by a government subsidy or assistance for utility bills, funds from donor organizations, or from the community budget if there are no other options.

A good housing management system should be able to respond to changes in the needs of residents and a variety of situations, including conflicts that may arise during operation. The housing management organization should have an independent supervisory board to approve key decisions, as well as a proper accountability and transparency policy. The latter should include the requirement for annual public reporting (including reporting on income and expenses), development of a strategy with the involvement of key stakeholders (including residents), public information on key decisions, as well as preliminary discussion of draft key decisions with stakeholders before they are made, including through public consultations.

Key rights and obligations should be set forth in the contract with tenants. If possible, agreements should be concluded for a period more than one year that can help to promote a better sense of ownership of the housing, a desire to take joint responsibility for it, and integration into the community, formation of a sense of "home."

In addition to the contract, it is important to have residence rules that are enforceable and effective. The residence rules should be developed with the involvement of residents themselves. Non-governmental organizations and experts, including facilitators, can also assist in the development of the rules, as they can organize and conduct a process of joint rule-making with the participation of residents. It is important to review the rules regularly with possible additions to them. It is also important to involve residents in this process. To resolve conflicts among residents, as well as between residents and the management organization, it may be appropriate to involve non-governmental organizations, including IDP organizations, IDP councils, and specialists in facilitation, mediation, and conflict resolution.

Monitoring and evaluation activities should include, in addition to the public reporting and activities of supervisory boards, communication with the donor organization aimed at collecting information on key results, challenges and needs. The possibility of providing the necessary assistance, both financial and non-financial (e.g., necessary consultations, engagement of specialists, training activities), from the donor, including in the post-project period, can significantly enhance the project sustainability.

7.3. Community Engagement

Involvement of key stakeholders is one of the important factors to ensure the project sustainability. Such involvement should take place at all stages of project implementation and cover different groups of stakeholders.

At the preparatory stage, a key stakeholder engagement measure is to inform other humanitarian and donor organizations, as well as non-governmental organizations and experts operating at the national level, about the project implementation plans to coordinate and take into account existing experience.

At the qualification stage, it is important to communicate with various key stakeholders within the communities considered as candidates for cooperation, as well as national and local experts who can provide expert opinions on the experience and opportunities for cooperation with a particular community.

During the direct implementation of the project in the communities, stakeholder engagement includes, firstly, interaction with key interest groups in the community, and secondly, interaction with residents of the housing. In order to engage with key interest groups in the community, outreach activities are needed to build support for community housing, overcome stereotypes and marginalization of social housing (in the broadest sense) and housing rent, and to increase understanding between IDPs and the community's resident population. Such outreach may include messages in the media and social media, as well as opportunities for face-to-face communication, meetings and public events, such as cultural events, public consultations, and public hearings.

In addition to public outreach, public reporting, transparency, and oversight by independent supervisory boards, it is also important to establish communication not only with the government team but also with opposition politicians or important non-governmental initiatives. Informing these groups about the project and gaining their support can contribute to the project sustainability.

Involvement of housing residents concerns primarily the housing management issues. For example, residents can perform functions necessary for the housing maintenance, such as administration, repair, cleaning, etc. Such involvement can take the form of hiring residents to fill these positions, which can further contribute to solving the problem of employment, if any. It is important to inform residents in a due and timely manner about all important decisions and changes related to their housing. Such information should include the possibility of providing suggestions, explanations and discussions of various scenarios for resolving the existing issues. In addition, there should also be an opportunity for feedback through regular surveys, communication and appeals, and the establishment of friendly relations between residents and the administration.

The project sustainability and success can be positively affected by the development of the community and good neighbourliness between residents. This can be facilitated by encouraging residents to engage in joint activities, such as arranging common spaces or

landscaping the surrounding area. In addition, it is important to encourage various forms of self-organization of residents: both irregular joint activities and institutionalized forms of self-organization, such as regular general meetings or the formation of a residents' association to collectively represent their interests. Certain housing management powers, including advisory and consultative functions, the right to approve certain decisions, and the right to manage certain financial resources can be delegated to self-organized associations of residents, if established.

7.4. Strengthening the Community Capacity

Measures to increase the capacity of communities to implement housing projects for IDPs should be implemented in three dimensions: 1) mentoring, 2) training, and 3) horizontal exchange of experience.

A mentoring program can involve mentors who can provide communities with the support they need, as well as introduce them to the best practices and help them expand their understanding of possible options. Several mentors can work with each community, with expertise in construction and architecture, as well as administrative and social issues. It is important for mentors to be able to visit the community repeatedly, combining online consultations with face-to-face communication. In addition to mentoring support, it may be appropriate to engage narrowly focused specialists for consultations, who, upon request, could provide the community with answers to questions or help solve problems.

The training program for communities can address both hard and soft skills and combine the study of theories with work on practical cases. Training topics can include: approaches to housing policy, rights and responsibilities of different parties in relation to housing, human rights and non-discrimination, construction and land issues, project management, English, public communications, participatory practices, facilitation, combating and preventing gender-based violence, community management, conflict resolution and mediation, fund-raising, housing management, monitoring and evaluation, needs assessment, etc. The training can be useful for both government authorities and representatives of non-governmental organizations. A special priority should be given to training and professional development for employees who directly interact with housing residents (e.g., receptionists, administrators, superintendents, etc.) to ensure that they have the appropriate level of communication skills.

A great added value can come from creating opportunities for different communities that are simultaneously receiving similar support or implementing similar projects to share experiences, discuss common challenges and successes, and provide mutual support to each other. In addition, it is important to further disseminate the experience gained by different communities, including through associations of local governments.

One of the success factors may be the stability and duration of community support, which would allow for the planning and implementation of projects that require a longer duration. It may be useful to assist communities in reorganizing operational or management processes, setting up procedures, creating new positions, redistributing job responsibilities, and developing or updating internal policies and procedures.

Given the limited administrative capacity of communities, it may be appropriate to allocate a part of the funding to pay for the professional services necessary for the project implementation, such as project management, architectural design, facilitation, etc.

7.5. Changes in Legislation

Although the creation of housing for IDPs can already take place within the framework of existing legislation, the development of a social housing sector (in the broadest sense) that is sustainable in the long term requires legislative changes. Such changes should be developed with the involvement of local authorities and civil society organizations that already have experience in providing housing. The creation and improvement of legislation should be based on the existing practices, their analysis, effectiveness study and evaluation.

First and foremost, key housing legislation needs to be updated, in particular the Housing Code and the Concept of State Housing Policy, which are currently focused on housing privatization and creating the conditions to facilitate the purchase of private property, without offering effective and sustainable mechanisms to provide the housing for those who cannot afford to buy the housing, even if they receive a preferential loan or partial compensation for the cost of housing.

The regulation of the social housing sector (in the broadest sense) also needs to be changed. First of all, it seems appropriate to unify approaches to housing and premises with different statuses: social housing (in the narrow sense), temporary housing, and place of temporary residence. The need for separate funds of social housing (in the narrow sense) and temporary housing may be reconsidered. The practice of allocating temporary housing for IDPs separate from “general” temporary housing also needs to be assessed. In addition, it would be appropriate to expand the social housing sector (in the broadest sense), which currently de facto provides rent-free housing, despite the de jure possibility of receiving rent. To ensure the sustainability and self-sufficiency of social housing (in the broadest sense), it is important to combine the provision of rent-free housing with the provision of housing at affordable rents that are lower than in the commercial rental sector. For this to be widely applied in Ukraine, it may be necessary to expand the cohort of people eligible for social housing (in the broadest sense), to detail the procedures for determining the rent fee, as well as the procedures for its payment and subsidization, and other changes, the detailed list of which should be further analyzed.

For the development of the social housing sector (in the broadest sense), it is important to develop opportunities for non-governmental organizations and charitable foundations, as well as municipal institutions and communal enterprises, to create and manage social housing (in the broadest sense) provided at zero or affordable rent. This will require amendments to the laws governing taxation, charitable activities, rent of state and municipal property, land allocation, and other issues, the detailed list of which should be further analyzed. One option would be to create a separate status for social housing providers (in the broadest sense), which would be subject to appropriate regulations. In order to attract investment in the development of the social housing sector, the possibility to become social housing providers could also be granted to companies with limited profitability status, which would mean the need to develop laws to regulate this status.

To facilitate the creation of housing in the existing premises, it is important to simplify the procedures for using buildings that previously housed educational and cultural institutions for social housing (in the broadest sense) and to simplify the procedures for changing the intended and functional purpose for the creation of social housing (in the broadest sense).

The accounting system for housing needs also should be changed. The existing “queues” may need to be updated. It is necessary to digitalize the accounting and create a single electronic register instead of several different “queues”. In addition, the lists of priority, and non-priority categories, as well as the scoring system, may need to be revised. It may be useful to give more flexibility to local authorities in the allocation of housing, along with increased transparency and public control over decision-making.

At the national level, there is a need for a social housing development program (in the broadest sense) to assist communities and direct financial resources into the sector.

Increasing the institutional capacity of the national government to implement the housing policy and to guide and coordinate the efforts of local authorities is critical. Possible steps in this direction include prioritizing housing issues within the structure of the relevant ministry, as well as establishing a national housing agency to take over housing programs currently managed by different ministries and central executive authorities. The National Housing Agency could also perform data collection functions, provide technical and financial support to local communities, and attract international funding. To change the cultural perception of rented housing and social housing (in the broadest sense), and to protect the rights of residents, it may be appropriate to create the institute of housing ombudsperson.

Transparency, civic participation and public control mechanisms should accompany all aspects of housing policy implementation. Particular attention should be paid to the regulation of the mandatory participation of residents in the management of housing or premises where they live, including through associations of tenants.

APPENDICES



The list of communities and organizations with the representatives of which in-depth interviews were conducted

Territorial communities:

- Vyhoda community, Ivano-Frankivsk region;
- Volytsia community, Zhytomyr region;
- Volovets community, Zakarpattia region;
- Dnipro community, Dnipro region;
- Dubove community, Zakarpattia region;
- Zhytomyr community, Zhytomyr region;
- Zvyagel community, Zhytomyr region;
- Kosiv community, Ivano-Frankivsk region;
- Lutsk community, Volyn region;
- Lviv community, Lviv region;
- Makariv community, Kyiv region;
- Mariupol community, Donetsk region;
- Obroshyne community, Lviv region;
- Novovorontsovka community, Kherson region;
- Novy Yarychiv community, Lviv region;
- Pokrovske community, Donetsk region;
- Poninka community, Khmelnytskyi region;
- Smoline community, Kirovohrad region;
- Kharkiv community, Kharkiv region;
- Chortkiv community, Ternopil region.

Organizations:

- MetaLab;
- NEO ECO;
- RE:Ukraine;
- Association of Ukrainian Cities;
- Caritas Hlyniany;
- Zakarpattia Medical Aid Committee;
- Community Development Institute;
- Interregional Institute of Community Development;
- New Housing Policy;
- Novoselytsia Agency for Economic Development and Cross-Border Cooperation.

Classification of responses to requests for access to public information on the availability of premises for refurbishment

In response to the requests to regional administrations for a list of possible premises for refurbishment into the IDP housing, we received various responses that can be classified into several types:

- Sumy, Mykolaiv, Chernihiv, Kyiv, Vinnytsia, Khmelnytskyi, and Dnipropetrovsk Regional Administrations, in addition to the response to the request, also forwarded it to territorial communities;
- Kirovohrad, Kharkiv, and Cherkasy Regional Administrations provided a small list of buildings (from 7 to 14 buildings per region) with a short description of each building;
- The Kyiv City Administration did not provide a list of premises for refurbishment and redirected requests to district administrations, which stated that there were no premises available for refurbishment;
- Zhytomyr, Odesa and Rivne Regional Administrations redirected the request to district administrations and did not provide a meaningful response to the information request at the regional level; district administrations, in turn, provided a list of potential premises (except for some district administrations in Odesa region)
- Volyn, Zakarpattia, and Lviv regions did not provide any meaningful information on all points of the request and did not redirect the request to territorial communities or district administrations.

The Vinnytsia Regional Administration provided the most comprehensive response, including a list of premises, indicating the cost and estimated period of renovation work, if the necessary funding is available, as well as information on the characteristics of the proposed premises, including a list of household requirements for the arrangement of space in each room and the availability of residential amenities in such spaces. A similar level of detail on the premises was provided by the Chernivtsi and Ternopil Regional Administrations, which provided information on about 100 premises each, with information on each building.

Describing the characteristics of potential premises, regional administrations provided different sets of data on these buildings. Almost all administrations indicated the territorial community in which the building is located, the area of the premises, and the need for reconstruction. Less frequently, administrations also provided information on the operator, form of ownership, and the potential number of people the building could accommodate.

The number of premises potentially available for refurbishment by region

Data source: responses of regional and district administrations to requests for access to public information received as part of the study.

Region	Number of premises
Cherkasy	14
Chernivtsi	108
Kharkiv	7
Ternopil	158
Ivano-Frankivsk	20
Vinnitsia	117
Kirovograd	13
Odesa	23
Rivne	40
Zhytomyr	78
Poltava	No information provided
Sumy	No information provided
Chernihiv	No information provided
Zakarpattia	No information provided
Lviv	No information provided
Khmelnyskyi	No information provided
Volyn	No information provided
Kyiv City	No information provided
Kyiv	No information provided
Dnipropetrovsk	No information provided
Mykolaiv	No information provided

The number of people registered to receive social and temporary housing by region

Data source: responses of regional and district administrations to requests for access to public information received as part of the study.

Region	Total number of people registered to receive social housing (in the narrow sense)	including IDPs	Total number of people registered to receive temporary housing	including IDPs
Cherkasy	784	-	-	313
Chernivtsi	-	-	-	-
Kharkiv	296	-	-	156
Ternopil	568	-	-	665
Ivano-Frankivsk	-	64	-	205
Vinnitsia	-	-	-	-
Kirovograd	-	-	-	1359
Odesa	302	10	-	341
Rivne	71	6	638	475
Zhytomyr	412	-	57	-
Poltava	797	41	676	185
Sumy	114	1	81	81
Chernihiv	-	-	-	-
Zakarpattia	-	-	-	-
Lviv	-	-	-	-
Khmelnyskyi	-	-	-	-
Volyn	-	-	-	-
Kyiv City	197	6	-	1002/1856*
Kyiv	70	-	-	470
Dnipropetrovsk	586	203	673	479
Mykolaiv	-	-	-	-

"-" means that the administration did not provide the relevant information.

In Kyiv, according to the city administration, there are 1002 IDPs who need temporary housing, while according to district administrations, there are 1856 such persons.

Examples of newly constructed or refurbished housing for IDPs and facilities for refurbishment in the communities

Data source: in-depth interviews conducted as part of the study

Community	Newly constructed/refurbished housing	Availability of facilities for refurbishment
Vyhoda community, Ivano-Frankivsk region	Refurbishment of a part of the house of culture into 12 living rooms for IDPs (PTR)	3 municipally owned buildings available for refurbishment
Volytsia community, Zhytomyr region	Refurbishment of an unused part of the hospital into PTR for IDPs	Building of the former maternity hospital
Volovets community, Zakarpattia region	3 shelters for IDPs based at the refurbished premises of two kindergartens and a former newspaper editorial office (PTR)	2 municipally owned buildings available for refurbishment (one is already in the process of reconstruction, and the project documentation for the second has been developed)
Dnipro community, Dnipro region	-	Several former kindergartens, a hospital and multi-storey building
Dubove community, Zakarpattia region	2 shelters for IDPs (based at the college dormitory and a part of hospital building)	A dormitory that has been partially renovated, but parts of the building are still in a uninhabitable condition
Zhytomyr community, Zhytomyr region	Construction of IDP housing with support from NEFCO and the European Commission; construction of 40 one-storey container houses for IDPs; reconstruction of the former building of the housing and utility services company to create housing for IDPs,	Existing municipally owned buildings
Zviagel community, Zhytomyr region	Refurbishment of a blood center to create apartments for IDPs and housing for 7 families	School premises in one of the 'starosta' districts and several other municipally owned buildings
Kosiv community, Ivano-Frankivsk region	Refurbishment of school cottages and former school premises into the housing for IDPs	-
Lutsk community, Volyn region	Refurbishment of a university dormitory into smart apartments for IDP students and teachers	Large number of buildings to be refurbished (ongoing)
Lviv community, Lviv region	Construction of the housing for people undergoing rehabilitation as participants of the Unbroken program with the support of NEFCO and the European Commission	-
Makariv community, Kyiv region	Modular towns for local residents and IDPs and construction of the housing for IDPs with the support of NEFCO and the European Commission	Non-operational kindergarten in one of the community's settlements

Mariupol community, Donetsk region	Refurbishment of 8 dormitories of higher education institutions in Dnipro city to accommodate IDPs from Mariupol (PTR)	-
Obroshyne community, Lviv region	Refurbishment of a former outpatient clinic into PTR for IDPs	Part of the premises of the Institute of Agriculture of the Academy of Sciences of Ukraine (state-owned)
Novovorontsovka community, Kherson region	Currently, there are no implemented projects	2 municipally owned buildings (a five-storey building that is the former educational institution, for which a project is already being developed, a dormitory and two-storey building)
Novy Yarychiv community, Lviv region	Refurbishment of a former dormitory into 30 mini-apartments for IDPs (social housing)	1 municipally owned building, which is available for refurbishment
Pokrovske community, Donetsk region	A shelter based at a former kindergarten building	2 non-functioning preschool education institutions available for refurbishment (the community is already preparing design and estimate documentation for one of them)
Poninka community, Khmelnytskyi region	Refurbishment of a former hospital building (in the process of refurbishment)	Former hospital premises being in the process of refurbishment
Smoline community, Kirovohrad region	Refurbishment of an abandoned outpatient clinic into the housing for IDPs (PTR)	Dormitories of a local enterprise to be renovated and a two-storey municipally owned building
Chortkiv community, Ternopil region	Refurbishment of a dormitory of the former boarding school for IDPs (PTR)	A building of the former hospital, as well as several schools in the rural settlements of the community that do not use their facilities in full
Hlynyany community, Lviv region	Refurbishment of a non-operational school into the PTR for IDPs	A large number of premises of the former schools and former enterprises
Novoselytsia community, Chernivtsi region	Refurbishment of a municipally owned building into PTR for IDPs	One municipally owned building that could accommodate 70 people
Konotop community, Sumy region	Establishment of a social hostel for IDPs based at the former polyclinic building	-

“-” means that information is not available.

In the latter three communities, interviews were conducted with representatives of non-governmental organizations that cooperate with local authorities.

The need for housing units by region

Data source: calculations by Julie Lawson and colleagues based on the IOM data as of May 2023

Region	Need for housing units
Vynnytsia	9000
Volyn	6000
Dnipropetrovsk	31 000
Donetsk	no data available
Zhytomyr	10 000
Zakarpattia	4000
Zaporizhzhia	3000
Ivano-Frankivsk	11 000
Kyiv	73 000
Kirovograd	5000
Luhansk	no data available
Lviv	25 000
Mykolaiv	21 000
Odesa	29 000
Poltava	10 000
Rivne	5000
Sumy	19 000
Ternopil	9000
Kharkiv	107 000
Kherson	no data available
Khmelnytskyi	17 000
Cherkasy	11 000
Chernivtsi	5000
Autonomous Republic of Crimea	no data available
Kyiv City	77 000
Sevastopol	no data available

List of publications relevant to the research topic

1. Social, temporary and crisis housing: how Ukraine faced a full-scale war: <https://cedos.org.ua/researches/soczialne-tymchasove-i-kryzove-zhytlo/nyi-stan-ta-perspektyvy-reformuvannia/>
2. Housing policy at the local level: current state, challenges and opportunities: <https://cedos.org.ua/researches/zhytlova-polityka-na-miscevomu-rivni-suchasnyj-stan-vyklyky-ta-mozhlyvosti/>
3. Basic Principles of the State Housing Policy: Recommendations for the Development of the Law: <https://cedos.org.ua/researches/osnovni-zasady-derzhavnoi-zhytlovoi-polityky-rekomendaciyi-do-rozrobky-zakonu-2/>
4. Housing and War: Housing Policy in the First Year of Full-Scale War: <https://cedos.org.ua/researches/zhytlo-i-vijna-richnyj-oglyad/>
5. Housing in the draft Ukraine Recovery Plan: risks and opportunities: <https://cedos.org.ua/researches/zhytlo-u-proyekti-planu-vidnovlennya-ukrayiny-mozhlyvosti-i-ryzyky/>
6. 37 theses on the current state, challenges and principles of a new housing policy in Ukraine: <https://cedos.org.ua/researches/37-tez-pro-suchasnyj-stan-vyklyky-i-pryncypy-novoi-zhytlovoi-polityky-v-ukrayini/>
7. State Housing Policy in Ukraine: Current State and Prospects For Reform: <https://cedos.org.ua/researches/derzhavna-zhytlova-polityka-v-ukraini-suchas>
8. Legislative Support of Housing Rights of Internally Displaced Persons and Practical Tools for Their Implementation in Ukraine: <https://decentralization.gov.ua/uploads/attachment/document/946/%D0%96%D0%B8%D1%82%D0%B-%D0%BE%D0%92%D0%9F%D0%9E.pdf>
9. Comparative Analysis of Non-Profit Housing Legal Frameworks in five countries: Austria, Brazil, England, Netherlands, and South Africa: <https://unhabitat.org/comparative-analysis-of-non-profit-housing-legal-frameworks-in-five-countries-austria-brazil>
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