

CONDITIONS FOR THE DEVELOPMENT OF SOCIAL HOUSING IN UKRAINE

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ABSTRACT

Aim: The aim of the study was to determine the conditions, tools and mechanisms necessary for the state policy of Ukraine to provide Ukrainians with social housing during and after the war. **Methods:** The study used a set of scientific methods, including generalization, theoretical and methodological grouping, analysis and synthesis. **Results:** Based on the analysis of the solutions in Ukraine and selected European countries so far, the conceptual apparatus was generalized, and the features of social housing were defined. **Conclusions:** A list of entities entitled to social housing, sources and mechanisms of its financing and support programs were defined. Based on the obtained results, recommendations were presented for the policy of supporting social housing in Ukraine.

Key words: social housing, social vulnerability of the population, war, internally displaced persons

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INTRODUCTION

The individual, their life and health, well-being and security are the highest social values of a democratic society. They are the key imperatives of sustainable development and security of the nation – its cohesion and lack of inequality, injustice, critical imbalances and imbalances in the formation and distribution of public goods, including the right to decent living. The problem of high social vulnerability, especially in terms of housing, had already been observed in Ukraine during the pre-war period. However, the full-scale war of the Russian Federation against Ukraine led to mass forced displacements both within the country and abroad, the destruction of buildings (since the beginning of the war destroyed 35.2 million m² of housing worth USD 31 billion [Ministry of Finance of

Ukraine, 2022]), as well as social housing and communal infrastructure (over USD 94.3 billion loss) – which objectively developed several social and humanitarian problems at the level of national security. No less threatening are the consequences of the war due to internal forced migration, which affected almost 20% of the population of Ukraine. It is already obvious that, together with the migration losses, the consequences of the war will lead to a large-scale demographic crisis – which naturally threatens the social and economic development of the state and its existence in general. The loss of human capital in Ukraine during the war results largely from exacerbating existing and intensifying new systemic social vulnerabilities in Ukraine as characteristics of the degree of development of self-satisfaction and realization of population rights due to limited resources or particularly difficult social

conditions. Decreasing the availability of housing both in Ukraine and for Ukrainians abroad is one of the key problems of social vulnerability. The experience of many countries, including the experience of post-war reconstruction, shows that providing the population with social housing is an effective tool to overcome the problem of social vulnerability. Thus, the study aims to substantiate the basic provisions of the tools for providing social housing by the state policy to overcome the social vulnerability of the population of Ukraine during the war.

LITERATURE REVIEW

In the second half of the 20th century, in the era of neo-industrialization, it became clear that effective social policy is not less important than the economic one because it depends on the quality of labor – one of the leading factors of production. This understanding has intensified research in the field of social economy and social policy and, directly, in those aspects that are most problematic, including the lack of housing.

The lack of housing creates social injustice and leads to destructive processes in the social and economic system of the country, threatening its sustainable growth. That is why it has been the focus of numerous scientific discourses. Its theoretical and methodological principles are quite comprehensively disclosed by Marchesi and Tweed [2021], Sevka [2012], Komnatnyi [2021], Sudarenko [2010], Illiashenko, Illiashenko and Tovstuha [2021] and others. In the works by DeLuca and Rosen [2022], Vasylytsiv, Lupak, and Kynytska-Iliash [2019], Lupak and Kynytska-Iliash [2017], the issue of social housing was brought to the rank of social and even national security, which should be considered fair and relevant in the context of current events in Ukraine during the war. An important theoretical and applied basis for the formation and implementation of policies to provide socially vulnerable groups with social housing should be based on the best practices of state regulations in this area, including the relationship between the use of public social housing, overcoming poverty and even deviant behavior [Kim et al., 2022]. To address the demographic problems of territorial development [Chum et al., 2022], it should also be based on the results of the study of housing

policy models and developments in the analysis of the impact of social housing policy on socio-spatial [van Gent and Hochstenbach, 2020] and socio-demographic [Jones and Valero-Silva, 2021] consequences. In fact, based on the results of these and other studies, the scientific and applied principles of shaping and implementing housing policy have developed significantly, especially in terms of comprehensive housing support for low-income families [Cripps et al., 2020] and the inclusiveness of society [Elsinga et al., 2020]. Many existing developments relate to the state policy of social housing management and address the issue of social vulnerability of the population directly [Tako, 2022], including public housing [Zamzow, 2020] and housing in the system of municipal strategies of socio-economic development of cities [Granath Hansson, 2021]. However, due to the scope of the problem and its severity, providing the population with social housing during wartime requires additional research in this area both in terms of theoretical and methodological principles.

METHODOLOGY

The study applied a set of scientific methods of cognition, including generalization, theoretical and methodological grouping, analysis and synthesis. The methodological sequence of the study included: actualization of the problem of social housing in Ukraine as a country and its population during the war, generalization of conceptual provisions of social housing and classification of its types, synthesis of selected countries' experience in developing and implementing public policy of socially vulnerable segments of the population with social housing, defining the tools, methodology and the applied model of state policy to provide the population of Ukraine with social housing during the war [State Statistics Service of Ukraine, 2022].

RESULTS

The problem of providing housing for socially vulnerable, poor citizens is global and relevant even for the most developed countries because each country seeks to create favorable conditions for the life and

development of its citizens. In fact, the concept of social housing originated and evolved in close connection and interdependence with the social vulnerability of the population. Systematic policy requires not only introducing various mechanisms and instruments of regulation, but also defining all management elements – from basic theoretical and methodological provisions to purely practical aspects. Therefore, it is necessary to determine: (1) conceptual apparatus (to clarify the institutional and legal framework of policy) and structural characteristics of social housing; (2) a list of types of social housing; (3) sources and mechanisms of financing programs aimed at providing the population with social housing; (4) subjects of the right to social housing; (5) strategy and tactics of self-sufficiency and self-reproduction of the capital of the social housing system in the country.

According to Ukrainian regulations, the concept of social housing was introduced in 2006 by the Law of Ukraine ‘On Social Housing’, according to which social housing is the housing of all forms of ownership, provided free of charge to citizens of Ukraine in need of social protection and based on a fixed-term employment contract. The use of social housing is paid and consists of a fee paid directly by the employer and state aid. Social housing is not subject to rent, reservation, privatization, sale, gift, redemption or pledge. Actually, the origins of these provisions can be found in the instructions issued by the European Federation for Social and Housing in 1998. However, according to them, housing is social when distribution rules control the access to it and priority is given to households that have difficulty purchasing housing in the market.

Currently, in most EU housing codes, social housing is all housing used in accordance with the rules established by national regulations and categories of citizens and is provided to them with state, municipal or other support. The criteria for the right to appropriate support are not only the absence (restrictions) in housing, but also various economic, socio-cultural, historical and other aspects. At the same time, the following postulates prevail in world practice: social housing is temporary; it is not transferred to the property, is not sold, is provided to citizens for rent (use) without the right of a sublease, etc.; the amount of payment for the use of social housing is not high, it is a kind of social

rent. However, these are not axioms, and there are many exceptions, hybrid approaches, etc. For example, in Spain, Greece and Cyprus, social housing is sold on a preferential basis for certain social categories of citizens. In the United Kingdom, Poland and Slovakia, there are programs to support the acquisition of home ownership by subsidizing part of mortgage payments. The United States provide government guarantees for mortgages. In Ukraine, housing from the social housing fund includes: apartments in multi-apartment residential buildings, manor (single-apartment) residential buildings, which are provided to citizens in the queue for social housing; living quarters in social dormitories, which are provided to citizens during their stay on the social housing register, provided that such housing is their only place of residence.

It is, in fact, designed to provide housing for certain categories (groups) of citizens who, due to various circumstances, cannot provide themselves with housing – at least per the minimum social living standards [Hsiao, 2021; Sheppard et al., 2022].

The severity of the problem and the level of attention to its solution is very relevant today for almost all European countries. However, this problem is critically acute for Ukraine (both for Ukrainians in the country and abroad) today because in the first month at the beginning of the invasion, 10% of its population left the country. At the end of May, the number of refugees exceeded 6.6 million. The UN estimates that it is the fastest migration crisis since World War II. Internal forced migration covered almost 20% of the population of Ukraine (according to various estimates, from 6.5 to 7.7 million people).

It should be noted that the Republic of Poland predominates in the provincial structure in terms of the number of refugees from Ukraine since the beginning of the war (over 50%), but the numbers of refugees accepted by Romania (14%), Hungary (9%), the Republic of Moldova (8%) and the Slovak Republic (6.4%) are also significant [van Gent and Hochstetbach, 2020]. These countries have provided the best possible support to Ukrainian refugees (90% of whom are women and children), including social support services and social housing. Thus, the Republic of Poland simplified the rules of entry into the country, provided access to healthcare, the labor market and

education. It provided a one-time payment of PLN 300 per adult and PLN 500 per child (with additional one-time financial assistance <PLN 700> within the UN program). In addition, in Poland, there are social benefits for various programs to help families with children, including assistance with the purchase of school supplies, as well as co-financing the fee for the child's stay in the nursery, children's club or guardian. Regarding social housing, individuals or organizations that provide housing and food to Ukrainians receive PLN 1,200 per month, but for no longer than 120 days. The Romanian government, together with civil society, has developed the Dopomoha platform, which facilitates asylum, housing and employment. In Germany, Ukrainian refugees have been given the right to choose between receiving the right to live in a special social hostel provided by social services and receiving material assistance (clothing, food, furniture) or financial support from the state – EUR 367 per month per adult and EUR 249 for children (for a child under 6 years old), EUR 326 for 6–17 years of age, EUR 294 for those under 25 years of age living with parents – which can be used for full or partial payment for housing. A special Wunderflats platform has also been created for Ukrainians looking for housing offered free of charge or at significant discounts. In addition, there is a possibility of receiving social housing, the cost of which is reimbursed by the state.

The problem of social housing existed in Ukraine even before the war. In 2014–2021 there was, on average, only 24.2 m² of housing per capita [State Statistics Service, 2022], while, according to UN minimum standards, one citizen should have at least 30 m² of living space. In Norway, the corresponding figure was 74.0 m² and, in Germany, 40.1 m². The number of people on the housing register in Ukraine exceeded 600,000, while the number of families or single people who received housing each year was between 3,000 and 10,000. Even before the war, Ukraine had to put into operation about 280,000,000 m² of housing to eliminate the problem of housing. The social housing problem has intensified since the beginning of the Russian-Ukrainian war in 2014. Since then, the government has implemented a number of measures in this area and, currently, a full range of direct or indirect instruments to reduce the problem of homelessness

for internally displaced persons. These are: (1) registration for temporary housing or social housing, and registration of internally displaced persons from among the participants in hostilities or persons with disabilities of group III on the apartment register for housing; (2) income tax rebate for the reporting tax year in the amount of actual expenses incurred for rent under the lease agreement (apartment, house); (3) preferential mortgage loans to internally displaced persons through a grant provided by the Reconstruction Credit Institution (KfW); (4) preferential credits for the purchase of housing through the payment by the state of 50% of its value for persons covered by the Law of Ukraine 'On Ensuring the Rights and Freedoms of Internally Displaced Persons'; (5) reduction in the cost of mortgage loans through the Fund for Entrepreneurship Development within the State Program 'Affordable Loans' ('5–7–9%'); (6) registration of housing to improve housing conditions; support for individual housing construction in rural areas. However, the current active phase of hostilities and the large-scale invasion of Russia into Ukraine have led to a critical increase in the number of internally displaced persons and the destruction of housing. At the same time, the situation continues to worsen in accordance with the spread of hostilities in Ukraine. At present, the state is not able to adequately finance the problems of social housing for internally displaced persons. In early 2022, the country's legislation was amended to provide: payment of monetary compensation only in commissioned housing, excluding the primary and secondary markets, as it was before; receiving monetary compensation for beneficiaries who experienced hostilities (only until June 1, 2018); strengthening control over the presence/absence of ownership of housing as well as information provided in the application for monetary compensation; checks for the existence of facts of financing of social housing at the same time from state and other sources.

Despite the complexity of the implementation of social protection policy during the war, the duty of the state is to support internally displaced persons within Ukraine, especially by providing housing due to the loss or severe damage of previous places of residence, to prevent a humanitarian catastrophe, stabilize social tensions and the socio-economic situation

of the hosting territories. Thus, Ukraine – in the conditions of war – faces many challenges concerning social housing: 1) constant monitoring of the level and quality of social housing provided to refugees – Ukrainian citizens abroad, ensuring the preservation and protection of their social and labor rights; 2) the provision of social housing to persons returning from abroad who do not have housing or a need significant improvement in living conditions in Ukraine; 3) the provision of social housing or the improvement of living conditions for internally displaced persons who have lost their homes or cannot return to their places of residence due to hostilities; 4) proper implementation of the policy of social protection and support (in particular, in the field of social housing) of socially vulnerable categories of the population in general.

Consequently, this problem is increasingly gaining systemic status and, in the conditions of war, critical to ensure Ukraine's social and humanitarian component of national security. Due to resource and budgetary constraints, Ukrainian potential for its elimination is continuously decreasing. Still, such a dilemma leads to the application, firstly, of a system approach; secondly, the most rational and effective world practices; thirdly, building policy based on principles and using instruments specific to the modern social and humanitarian policy of the EU countries to converge the relevant environments and contribute to the acceleration of Ukraine's membership in the EU.

European countries apply different mechanisms of financing social housing. Firstly, these are the direct budget expenditures for the construction of social housing. EU countries allocate significant resources from the state and local budgets for this purpose. For example, in France, it is 1.9% of GDP, in Finland, Denmark and Austria, between 1.2 and 1.4% of GDP and, in Italy, 0.3% [Tako, 2022]. Secondly, it is the obligation of developers to give part of the living space in new buildings to provide housing for low-income citizens. This practice is typical of Britain and France. Thirdly, it is a mixed option (e.g., in the Netherlands); social housing of 80–95 m² is built mainly in cities and provided to students and immigrants. Mixed equity participation involves raising funds from the central government, the local community, businesses, residents and others. Their reasons to invest in such

projects are different: the government and the community are interested in solving social problems – in particular, the vulnerability of the population; businesses can obtain commercial space in newly built neighborhoods; other individuals and legal entities can invest in municipal or government bonds or in socially responsible civic behavior (donations).

The fourth mechanism is mortgage lending on concessional terms and so-called “housing construction savings”. The advantages of this option are a lesser burden on budgets and the transfer of activities to provide housing from the state to the citizens themselves. At the same time, the development of the financial and credit system of the country (region), the construction sector, the insurance sector, etc. are stimulated. This path is very promising for today's Ukraine given the limited budget resources and the need to solve problems in all sectors of the national economy. At the same time, financial resources and guarantees of risk minimization can be relied on by international economic organizations. The fifth mechanism is the use of various public-private partnership instruments in the housing sector.

The sixth mechanism is full or partial subsidization (compensation) of the cost of construction and repair (up to 70%) and rental housing for socially vulnerable groups. This practice is widespread in Austria, Great Britain, Germany, France, Denmark, Sweden and other European countries. In fact, this tool is currently largely used for Ukrainian refugees living abroad and has every logical basis for the period while hostilities continue in the territory of residence of Ukrainians.

Programming is another important tool for managing social housing policy. In most developed countries, social housing is formed and used according to specially adopted national and regional programs. The advantages of this approach are systematic and coordinated activities; the long-term nature of the policy; the ability to program and reconcile resources and regulatory outcomes, etc. Italy is implementing the Housing Plan program, which provides for the construction of 100,000 new social apartments for young families, the elderly, people in difficult economic situations, students and low-income immigrants who have been in the country for at least ten years. The subjects of legal relations concerning the formation and use of social

housing according to the Law of Ukraine ‘On Social Housing’ are citizens of Ukraine who, in accordance with the law, are recognized as in need of social protection and have the right to receive social housing; executive bodies; local governments; legal entities and individuals. Local self-governments finance social housing from their local budgets and other sources of funding. They manage social housing, control the use of social housing, set fees for its use, keep records and monitor.

In the 1970s and 1980s, Sweden implemented the program ‘Million’, which resulted in the construction of one million so-called “apartments – good social housing”. It provided a range of incentives for a large number of socially useful construction companies, causing the development of socially responsible entrepreneurship, creating many new jobs, intensifying construction-related industries and economic activities, expanding the social housing bank, etc. In most European countries, special authorized institutions are created to implement social housing policy at the regional or local level with the functions and tasks of accounting for socially vulnerable (housing) citizens, social housing and attracting funding.

At the same time, attention should be paid to the high level of public control over the functioning of the social housing system, which may become relevant for Ukraine as a country characterized by corruption and irrational – often inappropriate – use of public resources. The introduction of the best practices will serve as a reliable safeguard for their return and possible spread while activating the tools of social housing in the practice of post-war reconstruction of Ukraine. It is said that in many countries (e.g., Austria, Denmark, the Netherlands, Finland, Germany, Latvia, Estonia, Luxembourg), specialized government agencies and independent public associations, developers’ associations and other private organizations, together with opportunities, are crucial for the policy in this area.

In Ukraine, the following groups have the right to be registered for social housing: those for whom such housing is the only place of residence or who have the right to improve housing conditions; those whose average total monthly income for the previous year per capita is lower than the value of the indirect cost of renting housing in the village and the subsistence

level established by law; internally displaced persons who do not have other housing to live in the territory controlled by the Ukrainian government or whose housing has been destroyed or damaged to a state unfit for habitation.

In Germany, social housing is intended exclusively for the poorest and largest families as well as single parents. In France, vulnerable people include young families, single mothers, single people, people with disabilities and the elderly. According to world experience, it is strategically important not only to eliminate the problem of available and affordable housing for socially vulnerable groups, but also to create a quality motivation system for individuals so that they can get out of a high level of dependence on social housing and social support.

Regarding the institutional and organizational basis for the creation and provision of social housing in Ukraine, we can agree with researchers [Jones and Valero-Silva, 2021] who believe that a special new model – developed taking into account selected best practices and Ukraine’s conditions in terms of war and mentality – established relations in the coordinate system ‘power – developers – citizens’, internal institutional and legal support of housing, etc. The model needs to eliminate potential threats of corruption, the shadow sphere employment and income, housing turnover, etc. Therefore, a promising model should ensure the accumulation of profits in a public institution that will be the operator of the relevant social service or allow such an operator (another authorized structure) to remain the owner of social housing, leasing it to relevant socially vulnerable persons. For this purpose, asset management companies that manage mutual funds may be involved by using forward contracts under which the primary asset is property rights to non-existent social housing.

RECOMMENDATIONS

According to the results of the analysis of other countries’ experience in the formation and implementation of state policy for providing socially vulnerable groups with the necessary social housing (and, thus, solving a wide range of social inequality and taking into account the condition of today’s Ukraine), there

are grounds for determining the following fundamental components of public policy in this area (Fig. 1).

The steps that Ukraine must take to adapt its social and housing policy to realities, including the consequences of the war and further post-war reconstruction, include: (1) a revision in accordance with new conditions and realities and approval of minimum social housing standards; (2) the introduction of subsidies to cover part of the payment for the rent of premises in the housing stock for commercial use, as well as subsidies for the operation, construction and purchase of housing; (3) the construction and sale of affordable and social housing through networks of operators (housing associations) that would receive directly budget funds allocated under housing policy, as well as had opportunity to attract funds from private investors (including individuals); (4) the introduction of a set

of tax incentives for, firstly, construction and repair organizations focused on intensifying the construction and restoration of destroyed (damaged) housing stock in the regions of the country; secondly, the population and the subjects of the financial and credit sphere to stimulate relations in terms of mortgage lending for housing construction, tax incentives for investment in the housing sector, preferential interest rates, etc.; (5) intensification of the policy of stimulating housing construction by enterprises and providing part of it to employees on social terms.

CONCLUSIONS

The right to housing belongs to the group of economic, social and cultural human rights and freedoms, and the issues of housing for citizens are constantly the focus

Essential and semantic principles	Social housing is a tool for solving the problem of providing the population with housing with the involvement of the general housing stock of the country and abroad, provided to clearly defined recipients for preferential use or ownership to address social vulnerability and inequality in society in terms of access to housing.
Institutional and legal basis	Constitution and Housing Code of the country; special law on social housing and developed general legislation in the field of housing law and relations; international agreements on housing and the protection of social and housing rights of citizens abroad; national and regional programs to provide the population with social housing; specialized social housing programs for various socially vulnerable groups.
Institutional and organizational structure	Coordinating body in the system of the central executive system of power and its structural subdivisions in the regions of the country; branch business associations (construction, financial and insurance activities; real estate transactions; professional services); system of public organizations specializing in the areas of housing relations and social services; institutional and organizational platforms of communication and cross-control.
Range of services	Preferential use, rental housing, dormitory, shelter; subsidies, reimbursement of the cost or part of the cost of purchasing housing; reimbursement of part of the costs associated with the use and/or purchase of housing (mortgage security and interest, insurance, reconstruction, repair, etc.).
Recipients	Forcibly displaced persons; citizens without housing or with unsatisfactory housing conditions and incomes lower than the cost of rent; citizens who have the right to a dormitory; socially vulnerable categories of the population.
Financing mechanisms	Construction under guarantees and loans of international financial and economic organizations; mixed public-private equity investment; mortgage lending on concessional terms; state subsidies for construction and repair; public-private partnership.

Fig. 1. Model of state policy of providing the population of Ukraine with social housing

Source: compiled by the authors.

of attention of the UN, the European Parliament, the European Commission and the Council of Europe. Accordingly, every democratic state that is socially responsible must take all possible measures to meet the natural rights of citizens to housing and prevent inequalities in society. The importance of implementing these constitutional tasks was growing before and has been growing during the war, when millions of people lost their homes, were forced to move to other parts of the country and even abroad, were deprived of employment, income and other opportunities for self-sufficiency. Based on the review of European experience in the formation and implementation of social housing policy, it is advisable to determine the principles of social housing in the context of state policy to overcome the social vulnerability of Ukraine during the war. Specific conditions both in Ukraine in general and in the war environment – in particular, with the use of limited available resources and European best practices – require the formation of a clear model of public policy in this area, comprising substantive principles, institutional and legal framework, institutional and organizational structure, range of services, list of recipients and mechanisms for financing programs. The leading place in this system is given to financing mechanisms – the key of which should be international cooperation between Ukraine and the EU in the field of social housing, construction under guarantees and loans of international financial and economic organizations, mixed public-private equity investments, mortgage lending principles, state subsidies for construction and repair, as well as public-private partnership.

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UWARUNKOWANIA ROZWOJU MIESZKALNICTWA SOCJALNEGO W UKRAINIE

STRESZCZENIE

Cel: Celem pracy było określenie uwarunkowań, narzędzi i mechanizmów niezbędnych dla zapewnienia Ukraincom mieszkań socjalnych w czasie wojny i po jej zakończeniu w ramach polityki społecznej państwa. **Metody:** W opracowaniu wykorzystano zestaw metod naukowych, w tym uogólnienie, grupowanie teoretyczne i metodologiczne, analizę i syntezę. **Wyniki:** Na podstawie analizy rozwiązań w wybranych krajach europejskich uogólniono aparat pojęciowy i zdefiniowano cechy mieszkalnictwa socjalnego, określono listę podmiotów uprawnionych do mieszkalnictwa socjalnego, źródła i mechanizmy jego finansowania oraz programy wsparcia. **Wnioski:** Na podstawie uzyskanych wyników przedstawiono rekomendacje dla polityki wsparcia mieszkalnictwa socjalnego w Ukrainie.

Słowa kluczowe: mieszkalnictwo socjalne, wrażliwość społeczna ludności, wojna, osoby przesiedlone

