



e-ISSN 3041-2498

Public Management and Policy

<https://www.eu-scientists.com/index.php/pmap>



Public Management in the Field of Social Housing: Transformation Models and Strategic Guidelines

Yanina Kazyuk  ¹*

¹ State Higher Educational Institution "University of Educational Management" (Ukraine). Professor at the Department of Public Administration and Project Management, Doctor of Science in Public Administration, Professor.

* **Corresponding Author**, e-mail: yanina.m.k@ukr.net

ARTICLE INFO

ABSTRACT

Research Article

DOI:

[10.70651/3041-2498/2026.2.12](https://doi.org/10.70651/3041-2498/2026.2.12)

Received:

28 December 2025

Accepted:

31 January 2026

Published online:

18 February 2026

Copyright © 2026
by author



This is an open access journal and all published articles are licensed under a Creative Commons Attribution-NonCommercial 4.0 International (CC BY-NC 4.0)

The article is devoted to the study of public administration in the field of social housing, as well as the identification of transformational models and strategic priorities of state housing policy in the context of contemporary socio-economic challenges. The relevance of the research is determined by the aggravation of the housing problem in Ukraine, significant destruction of the housing stock caused by the full-scale war, the increasing number of internally displaced persons, and the necessity to develop effective governance mechanisms aimed at ensuring housing accessibility for socially vulnerable population groups. The paper analyzes the theoretical foundations of public administration in the housing sector and clarifies the content of key concepts such as "social housing," "state regulation of the housing sector," and "public administration in housing policy." Particular attention is paid to the analysis of the regulatory and legal framework governing the housing policy and the institutional mechanisms for managing the housing stock. Based on statistical data, the current state of housing provision, the scale of housing infrastructure destruction, the dynamics of internal migration, and regional imbalances in housing accessibility are examined. The research also analyzes international experience in the development of social housing systems in European Union countries, which makes it possible to identify the main institutional models of housing governance and instruments of state support for housing construction. The study substantiates the necessity of transforming the system of public administration in the field of social housing in Ukraine, taking into account contemporary socio-economic challenges and the needs of post-war recovery. The article proposes transformational models of public administration in the social housing sector, which combine state regulatory mechanisms, local government instruments, public-private partnership tools, and international financial assistance. In addition, strategic priorities of state housing policy are identified, aimed at expanding the social housing stock, improving institutional and legal governance mechanisms, developing a transparent rental housing market, and strengthening the social integration of internally displaced persons. The implementation of these approaches will contribute to increasing the efficiency of public administration in the housing sector and ensuring housing accessibility for socially vulnerable groups of the population.



KEYWORDS

public administration, housing, housing stock, social housing, housing construction, housing policy, housing provision, engineering infrastructure, the right to housing, regulatory and legal regulation, state regulation mechanisms, state regulation, transformation models.



Публічне управління у сфері соціального житла: трансформаційні моделі та стратегічні орієнтири

Яніна М. Казюк  1*

¹ Державний заклад вищої освіти «Університет менеджменту освіти» (Україна). Професор кафедри публічного управління і проектного менеджменту, д-р держ. упр., професор.

* Автор-кореспондент, e-mail: yanina.m.k@ukr.net

СТАТТЯ

АНОТАЦІЯ

Дослідниця

DOI:

[10.70651/3041-2498/2026.2.12](https://doi.org/10.70651/3041-2498/2026.2.12)

Отримана:

28.12.2025 р.

Прийнята:

31.01.2026 р.

Опублікована:

18.02.2026 р.

Авторське право

© 2026 автора



Цей твір

ліцензовано на умовах Ліцензії Creative Commons «Із Зазначенням Авторства – Некомерційна 4.0 Міжнародна» (CC BY-NC 4.0).

Стаття присвячена дослідженню особливостей публічного управління у сфері соціального житла, а також визначенню трансформаційних моделей та стратегічних орієнтирів розвитку державної житлової політики в умовах сучасних соціально-економічних викликів. Актуальність теми зумовлена загостренням житлової проблеми в Україні, значними руйнуваннями житлового фонду внаслідок повномасштабної війни, зростанням кількості внутрішньо переміщених осіб та необхідністю формування ефективних управлінських механізмів забезпечення населення доступним і соціальним житлом. У статті проаналізовано теоретичні засади публічного управління у сфері житлової політики, уточнено зміст ключових категорій, зокрема «соціальне житло», «державне регулювання житлового сектору» та «публічне управління житловою сферою». Особливу увагу приділено аналізу нормативно-правового забезпечення державної житлової політики та інституційних механізмів управління житловим фондом. На основі статистичних даних охарактеризовано сучасний стан забезпечення населення житлом, масштаби руйнування житлової інфраструктури, динаміку внутрішнього переміщення населення та регіональні дисбаланси у забезпеченні житлом. У дослідженні здійснено аналіз зарубіжного досвіду формування та функціонування системи соціального житла у країнах Європейського Союзу, що дозволило визначити основні інституційні моделі управління житловою сферою та інструменти державної підтримки житлового будівництва. На основі проведеного аналізу обґрунтовано необхідність трансформації системи публічного управління соціальним житлом в Україні з урахуванням сучасних соціально-економічних викликів та потреб післявоєнного відновлення держави. У статті запропоновано трансформаційні моделі публічного управління у сфері соціального житла, що передбачають поєднання механізмів державного регулювання, інструментів місцевого самоврядування, механізмів державно-приватного партнерства та міжнародної фінансової підтримки. Визначено стратегічні орієнтири розвитку державної житлової політики, спрямовані на розширення фонду соціального житла, удосконалення інституційно-правових механізмів управління, розвиток прозорого ринку орендного житла та посилення соціальної інтеграції внутрішньо переміщених осіб. Реалізація запропонованих підходів сприятиме підвищенню ефективності системи публічного управління житловою сферою та забезпеченню доступності житла для соціально вразливих категорій населення.



КЛЮЧОВІ СЛОВА

публічне управління, житло, житловий фонд, соціальне житло, житлове будівництво, житлова політика, забезпечення житлом, інженерна інфраструктура, право на житло, нормативно-правове регулювання, механізми державного регулювання, державне регулювання, трансформаційні моделі.

1. Introduction

In modern conditions, the problem of providing the population with social housing has acquired special social and managerial significance in Ukraine. The full-scale armed aggression of the Russian Federation has caused large-scale destruction of the housing stock, an increase in the number of internally displaced persons, an increase in regional imbalances in the provision of housing and an exacerbation of social vulnerability of the population. goes beyond purely social policy and acquires strategic importance for ensuring social stability, restoration of territories and post-war transformation of the state.

The relevance of the study is also due to the insufficient effectiveness of the current mechanisms of state regulation in the field of housing provision for socially vulnerable categories of the population, the limited fund of social housing, the imperfection of institutional and legal support and the need to adapt foreign experience to the modern conditions of development of Ukraine. In this regard, the scientific substantiation of transformational models of public administration in the field of social housing and the determination of strategic guidelines for the development of state housing policy is a timely and practically significant task.

2. Literature Review

Solving the housing problem in Ukraine is one of the key socio-economic tasks, the study of which is devoted to a significant number of scientific works of Ukrainian scientists. A significant contribution to the formation of scientific, theoretical, methodological and applied foundations for improving the system of housing provision of the population was made by T. G. Vasylytsiv, O. V. Haran, N. O. Gorin, M. V. Dubyna, M. M. Ignatenko, K. Ilyashenko, O. V. Kakhovska, M. Y. Malik, L. O. Marmul, V. M. Onegina, O. M. Palamarchuk, A. V. Rogovoy, T. V. Stepanova and other researchers. The results of their scientific developments are important for solving the housing problem, but modern socio-economic conditions significantly complicate its solution and require further scientific research and search for effective mechanisms for providing the population with housing.

Despite a significant number of works devoted to the public law provision of social protection of the population in Ukraine (in particular, the research of S. O. Stefanov, N. O. Zezeka, V. I. Petrusyevych, S. I. Dvornyk, V. V. Petrenko, T. B. Arifkhodjaeva, V. A. Medianik, V. M. Trigubenko and other scientists), the issues of regulatory and institutional support of public administration in the field of social housing remain insufficiently developed. In most studies, this problem is considered fragmentarily, mainly in the context of the general social policy of the state or mechanisms for supporting certain socially vulnerable categories of the population. At the same time, comprehensive scientific researches, in which the system of social housing would be considered as an independent object of public administration, taking into account institutional and organizational and managerial aspects, are not sufficiently represented, which necessitates further substantiation of effective models of public administration and strategic guidelines for the development of state housing policy.

3. Problem Statement

The article is aimed at studying the features of public administration in the field of social housing, substantiating transformational models of state housing policy and determining strategic guidelines for state regulation of providing social housing to socially vulnerable segments of the population in the context of modern socio-economic transformations and post-war recovery of Ukraine.

4. Methods and Materials

The study is based on a comprehensive set of sources, including legal and regulatory acts of Ukraine, analytical reports of international organizations, academic publications, and statistical data on the condition of the housing stock and housing provision. The empirical basis of the research consists of official data from public authorities, materials from international institutions, and findings from scholarly studies in the field of housing policy.

The research employs both general scientific and specialized methods. In particular, analysis and synthesis are used to generalize theoretical approaches to public administration in the field of social housing; the comparative method is applied to examine international experience in housing sector regulation; the statistical method is used to assess the current state of housing provision and the scale of housing infrastructure destruction; and a systems approach is employed to substantiate transformational models of public administration in the field of social housing in Ukraine.

5. Results and Discussion

Within the framework of the study of the problems of public administration in the field of social housing, it is important to clarify the content of the basic categories, in particular the concepts of “principles”, “state housing policy” and “social housing”, which form the theoretical and methodological basis for the analysis of the relevant area of state regulation. A clear definition of these categories allows us to more fully reveal the essence of management processes in the housing sector and determine the key directions for the formation of an effective state housing policy.

In the scientific and reference literature, the concept of “principle” is interpreted as the fundamental basis of a certain phenomenon or process, that is, the fundamental position on which the functioning of the corresponding system is based. In this context, the principles are considered as initial principles, basic provisions or rules that determine the nature, direction and mechanisms for the implementation of certain activities or state policies [15].

In the context of legal regulation of the activities of public authorities, Martovytska proposes to understand the fundamental ideas and general provisions enshrined in the legislation, which are characterized by stability and consistency and determine the essence, content and direction of the activities of the subjects of the relevant process, as well as the methods and procedural forms of their activity. Violation of such principles, as a rule, entails the occurrence of appropriate legal consequences [9].

The concept of public policy in the scientific literature is considered as a direction of action or refraining from them determined by state institutions, aimed at solving certain social problems. In this context, public policy acts as a tool for the implementation of strategic goals of the development of society and ensuring public interests. The principles of state policy cover a system of basic elements, in particular, principles, strategic priorities, guarantees of its implementation, as well as definition of policy subjects and their functions and powers.

An important element of the state housing policy is social housing, which in a general sense is a housing stock formed with the participation of the state or local self-government bodies and intended to provide housing for citizens who cannot independently purchase or rent housing on market terms. Social housing is an instrument for the implementation of the social function of the state and ensuring the constitutional right of citizens to housing, in particular for socially vulnerable categories of the population [1; 14].

Taking into account the above, an important aspect of the study is the analysis of the regulatory and legal support of state policy in the field of social housing. It is the legislative and by-laws that determine the institutional principles for the formation of the social housing fund, the procedure for its use, as well as the powers of public authorities in the field of providing citizens with housing. In this regard, it is advisable to consider the main regulatory documents regulating the functioning of the social housing system in Ukraine.

The legal regulation of social housing in Ukraine is based on a system of constitutional, legislative and by-laws that determine the legal basis for the formation of the social housing stock, the procedure for its use and mechanisms for providing citizens with housing. The basis of legal regulation is the Constitution of Ukraine, according to which the state creates conditions for the realization of the right of citizens to housing and contributes to the provision of socially vulnerable groups of the population with living quarters [15].

A key special normative act is the Law of Ukraine “On Social Housing Fund”, which defines the legal and organizational foundations for the formation, accounting and use of social housing. The law establishes the procedure for providing residential premises to citizens in need of social protection, defines the categories of persons who have the right to receive such housing, and outlines the powers of state authorities and local self-government bodies to manage the relevant housing stock [17].

Institutional mechanisms for the implementation of the state housing policy are also determined by the Law of Ukraine “On Local Self-Government in Ukraine”, which enshrines the powers of local self-government bodies to manage the housing stock, form and maintain communal housing, as well as organize the provision of citizens with housing in accordance with the needs of territorial communities [16].

The procedural aspects of the provision of housing from the social fund are detailed by by-laws of the Cabinet of Ministers of Ukraine. In particular, the Resolution of the Cabinet of Ministers of Ukraine “On Approval of the Procedure for the Provision of Social Housing” defines the mechanism for the formation and use of the social housing stock, the procedure for maintaining social housing records, as well as the procedure for making decisions on the provision of residential premises to citizens in need of social protection [2].

The full-scale armed aggression of the Russian Federation has caused one of the largest housing crises in Ukraine since independence. According to international organizations, as of October 2024, about 3.5 million people remain internally displaced, while approximately 4.5 million citizens have returned to their places of permanent residence. At the same time, the residential sector suffered significant losses: as of the end of 2023, at least 2 million residential premises were destroyed or damaged, which is about 10% of the country's total housing stock.

Ensuring the right of citizens to adequate housing conditions is one of the key priorities of the state's social policy and an important factor in ensuring social justice and sustainable development of society. At the same time, the problem of social vulnerability of the population in the field of housing was typical for Ukraine even before the start of the full-scale war.

The armed aggression of the Russian Federation has significantly exacerbated the housing problem, causing large-scale displacements of the population, significant destruction of the housing stock and social and communal infrastructure. According to experts, since the beginning of the war, more than 35.2 million m² of housing worth about USD 31 billion has been destroyed. USD, while the total losses of social, housing and communal infrastructure exceeded USD 94.3 billion. USA. Such consequences of the war form a complex of social and humanitarian challenges that directly affect the level of social stability and national security of the state.

In the future, Table 1 will consider the model of state policy for providing the population of Ukraine with social housing through the characteristics of its key elements, in particular the conceptual framework, institutional and legal basis, management system, range of offers, target audience and implementation mechanisms. This will allow to comprehensively characterize the content, tools and directions of functioning of the social housing system in modern conditions.

Table 1. Model of State Policy for Providing the Population of Ukraine with Social Housing

Elements	Characteristics of model elements
Conceptual basis of state policy	Use of mechanisms of social housing stock to provide certain categories of the population with affordable housing on preferential terms of use or acquisition.
Institutional and legal basis	The Constitution of Ukraine, the Housing Code of Ukraine, specialized legislation in the field of social housing, international acts on the protection of housing rights, as well as national and regional housing programs.
Management system	A set of central and local authorities, sectoral institutions and public organizations that ensure the coordination, implementation and control of the state housing policy.
Assortment of offers	Provision of housing for preferential use or rent, provision of places in dormitories and shelters, as well as the provision of subsidies, compensations and support for the reconstruction or repair of housing.
Target audience	Internally displaced persons, citizens without housing or with inadequate housing conditions, low-income persons and other socially vulnerable categories of the population.
Policy Implementation Mechanisms	Attraction of international financing, the use of mixed investment models, preferential mortgage lending, state subsidies and public-private partnership mechanisms.

Source: compiled by the author on the basis of the materials processed.

Thus, the analysis of the main elements of the model of state policy of providing the population with social housing shows that the effectiveness of its functioning is determined by the consistency of the conceptual foundations of housing policy, the presence of a clear institutional and legal framework, an effective system of public administration, the proper identification of target groups of the population and the use of a set of financial and economic mechanisms for the implementation of housing programs.

The combination of these components forms the basis for creating an effective system for providing socially vulnerable categories of the population with affordable housing and helps to reduce social inequality in the field of housing relations.

In this context, the study of foreign experience in the formation and implementation of state policy in the field of social housing is of particular relevance. The analysis of the practices of other countries and statistical indicators of the development of the housing sector in individual countries makes it possible to identify effective models of public management of the housing sector, identify effective tools to support socially vulnerable groups of the population and substantiate the possibilities of adapting the relevant mechanisms to the current conditions of development of housing policy in Ukraine.

The urgency of the problem of providing the population with social or affordable housing is confirmed by statistical indicators of the development of the housing sector in European countries. According to international analytical organizations and European research centers, as of 2024–2025, the share of social or affordable housing in the structure of the housing stock remains significant in many European countries. In the Netherlands in particular, social housing accounts for around 30% of the housing stock, which is one of the highest rates in Europe. In Austria, the share of such housing is about 24%, in Denmark – about 21%, in France – about 17%, and in Sweden – about 20% of the housing stock. In the countries of Central Europe, the share of social housing is slightly lower: in Poland it is about 18%, in the Czech Republic – about 14%, and in Slovakia – about 12% of the housing stock [3; 6; 12].

For a visual display of statistical indicators of the development of the social housing system in individual European countries, it is advisable to consider Figure 1, which presents the comparative share of social or affordable housing in the structure of the housing stock of European countries.

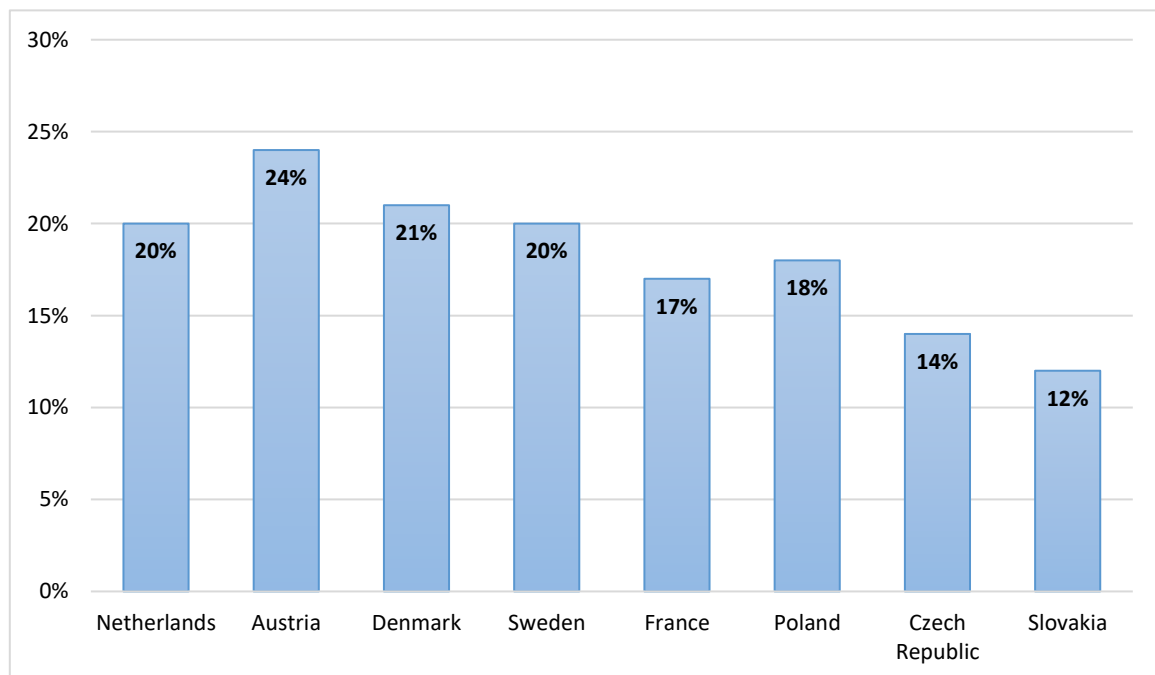


Figure 1. Share of social and affordable housing in the structure of the housing stock of individual European countries, %

The above statistical indicators show that the system of social housing is an important tool for the implementation of state housing policy in most European countries. A high share of such housing provides an opportunity to support socially vulnerable categories of the population, helps to stabilize the housing market and reduce social inequality in access to housing resources. That is why the analysis of statistical indicators of social housing development in individual European countries is important for determining effective models of public housing management and opportunities for their adaptation in Ukraine.

Providing the population with housing is a complex and long-term task, the implementation of which requires proper economic potential, financial resources and stability of the socio-political environment. In Ukraine, the problem of housing affordability is traditionally systemic, and in modern conditions it has been significantly exacerbated as a result of hostilities. Full-scale armed aggression has

caused large-scale destruction of housing stock and infrastructure, mass displacement of the population and deepening of socio-economic problems.

The consequence of the war was a significant reduction in the volume of housing stock and an increase in the number of citizens who need an urgent solution to the housing issue, which actualizes the problem of developing the social housing system. At the same time, the economic consequences of the war are manifested in macroeconomic instability, increased inflationary processes, a decrease in household incomes, stagnation in the construction industry, and a reduction in investment in housing construction. The combination of these factors complicates the implementation of the state's housing policy and objectively increases the need to expand the social housing sector.

Military conflicts have a significant destructive impact on the functioning of the economy, social and humanitarian spheres, as well as on the system of housing and communal services management and the development of urban areas. In the context of the full-scale armed aggression of the Russian Federation against Ukraine, the housing construction sector suffered especially significant losses. According to experts from the Kyiv School of Economics, the residential sector is one of the most affected among all types of economic activity.

As of the beginning of 2024, more than 250 thousand damaged or destroyed residential facilities were recorded in the housing stock of Ukraine, of which about 222 thousand are individual residential buildings, about 27 thousand are apartment buildings, and 526 objects are dormitories [8]. The total amount of damage caused in the residential sector is growing annually and is estimated at about USD 59 billion (Figure 2).

In addition to the direct losses of the housing stock, engineering, social, housing and communal infrastructure facilities that ensure the functioning of the living environment and directly affect the quality of life of the population suffered significant damage. In such conditions, the issues of restoring the housing stock, developing the social housing system and increasing the efficiency of public housing management become especially relevant in the context of the post-war reconstruction of the state.

Large-scale destruction of the housing stock as a result of hostilities has significantly exacerbated the shortage of proper, affordable and safe housing in Ukraine. One of the key challenges for the development of the social housing system is the growth in the number of internally displaced persons, which increases the burden on the housing infrastructure of the state. This problem is most acute in the eastern regions, where about 28% of the population reported damage or destruction of housing, and more than 47% of internally displaced persons previously owned housing that was damaged or destroyed. Under such conditions, the demand for social housing, especially in urban areas, is growing significantly.

In general, about 47% of the surveyed citizens indicated the need to improve housing conditions, while more than 31% of the population faced a shortage of adequate housing at the place of residence. Elderly people remain a particularly vulnerable category, whose limited financial capabilities complicate the independent solution of the housing issue and increase the need for the development of the social housing system [13].

Large-scale destruction of the housing stock, internal migration of the population and loss of housing by a significant part of citizens have led to the formation of a significant number of households that need an urgent solution to the housing issue. 1.6 million families (about 2.76 million people) need housing in the format of social or affordable housing. Of this number, approximately 1.06 million families remain in Ukraine, while more than 540 thousand families (about 1.4 million people) were forced to leave the country due to the loss or threat of loss of housing.

Regional analysis shows that the greatest need for social housing is concentrated in large urbanized territories and regions that have received significant flows of internally displaced persons. To visually reflect the territorial structure of the need for social housing, it is advisable to consider Figure 2, which presents statistical indicators of the quantitative need for social housing by regions of Ukraine (thousand families).

These indicators demonstrate a significant territorial concentration of internally displaced persons in the central, eastern and large urbanized regions of Ukraine, which leads to an increase in the need to expand the social housing fund and develop mechanisms of state housing policy.

Taking into account the significant losses of the housing stock and the growth of the population's needs for housing, in particular for social purposes, the Government of Ukraine, together with local governments, international partners and donors, has identified the restoration of the housing sector as one of the priority areas of state policy since the beginning of the full-scale war. For this purpose, a

digital Register of Damaged and Destroyed Property was created, which operates through the Diia portal, as well as the International Register of Damages, to which citizens can apply for compensation and state housing support. At the same time, as noted by domestic researchers, the current procedures for submitting applications to these registers are characterized by an increased level of bureaucratization and complexity for the population, which necessitates their further improvement [5].

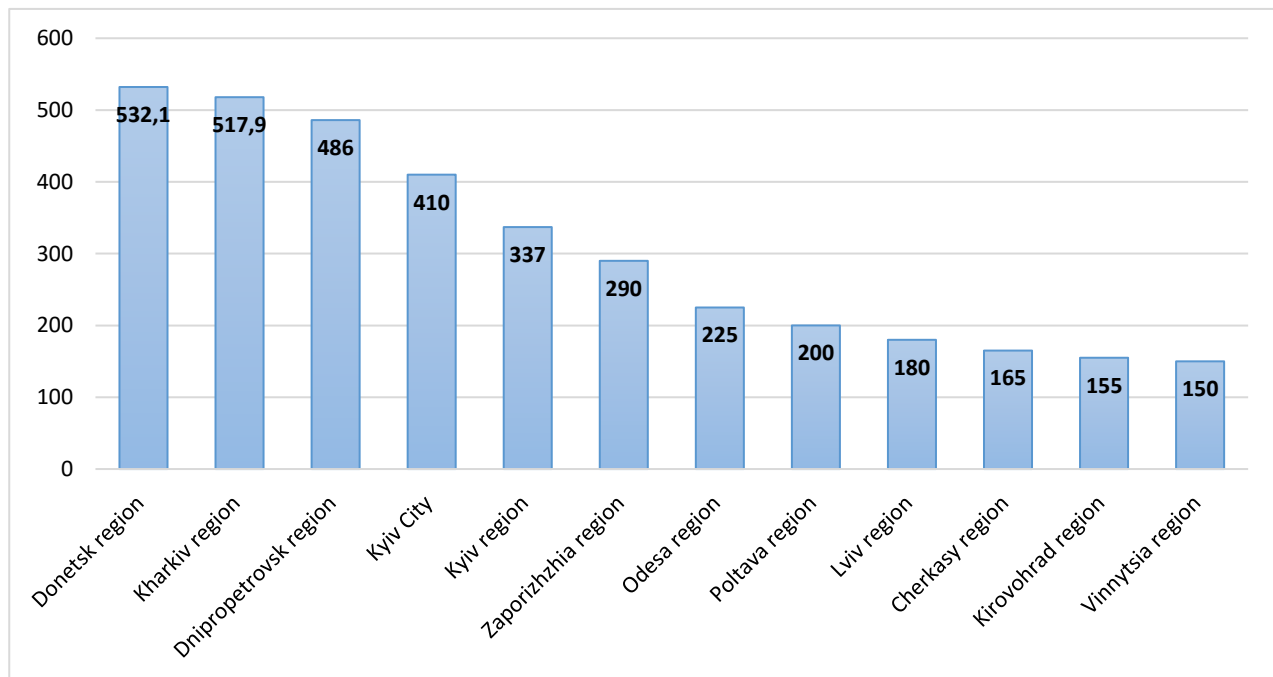


Figure 2. Number of internally displaced persons by regions of Ukraine as of 2024–2025, thousand people

Source: [14].

The results of the research show that the current state of social housing provision in Ukraine is characterized by complexity and an insufficient level of development of the relevant infrastructure. According to the analytical agency Housing Institute, only 11.4% of territorial communities have social housing facilities that can be used to meet the needs of internally displaced persons. The largest number of such objects is concentrated in Poltava region (112 units), Mykolaiv region (68 units) and Lviv region (45 units). The total volume of the social housing fund in Ukraine is 924 objects, of which about 89% are suitable for living, while as of the end of 2024, more than 78% of this housing stock has already been occupied [7].

One of the practical directions of expanding the possibilities of providing the population with housing in modern conditions is the development of a system of places of temporary residence. According to the Ministry of Communities and Territories Development of Ukraine, there are 969 temporary residence facilities in the state, including about 23.9 thousand square meters. residential premises. The highest concentration of such objects is observed in Kharkiv region (15%), Zakarpattia region (9.1%) and Kyiv region (8.0%) [10].

These indicators show that the existing fund of social and temporary housing does not correspond to the scale of growing demand, which actualizes the need to improve the mechanisms of public administration in the field of social housing and the formation of new strategic approaches to the development of housing policy in Ukraine.

Assessment of the current state of social housing provision for internally displaced persons and the population of Ukraine as a whole indicates the presence of a number of systemic problems that complicate the implementation of an effective state housing policy. First of all, there is a significant shortage of social housing, especially in the regions that receive the largest number of internally displaced persons, as well as a slow pace of construction of new and reconstruction of existing housing stock, which is due to the limited financial capabilities of the state and territorial communities. An important problem remains the excessive bureaucratization of procedures for providing housing for internally displaced persons, as well as the difficulty of obtaining IDP status, which complicates access to social benefits and relevant housing registers.

Additional factors are infrastructural constraints in host communities, in particular, an increase in the burden on the system of utilities, health care, and education. At the same time, there is insufficient effectiveness of programs for the social integration of internally displaced persons, as well as regional imbalances in the distribution of the population, which leads to an uneven demographic and housing burden on certain regions of the country. A significant problem is also the low level of development of the civilized rental housing market, which is characterized by a high level of shadowing, price instability and the dominance of local monopoly tendencies.

At the same time, initiatives aimed at expanding the social housing fund are gradually being implemented in Ukraine. An inventory of residential facilities is carried out, the needs of households are assessed, and the support of international organizations and financial institutions is actively involved. In particular, the European Union plans to allocate more than €50 billion to reform the social housing system by 2027, and the Ministry for Communities and Territories Development of Ukraine, together with the European Investment Bank, is implementing a project to restore social housing with a budget of €200 million [4]. In addition, according to the head of the State Agency for Reconstruction and Development of Infrastructure of Ukraine O. Sukhomlyn, the implementation of a nationwide project for the construction of new social housing has begun, which provides for the construction of 6200 apartments on the basis of a mixed financing mechanism – at the expense of the state budget of Ukraine and EUR 400 million provided by the European Investment Bank [11].

Under such conditions, the formation of a transformational model of public administration in the field of social housing, which provides for a combination of state regulation instruments, local self-government mechanisms, public-private partnership opportunities and international financial support, is of particular importance. This approach is aimed at creating an effective system for providing housing for socially vulnerable categories of the population, in particular internally displaced persons, low-income households, persons with disabilities, the elderly and other groups that do not have the opportunity to independently solve the housing issue.

Thus, modern challenges in the field of housing provision necessitate the formation of new strategic approaches to state regulation of the social housing system, aimed at overcoming existing imbalances and ensuring the availability of housing for socially vulnerable categories of the population. In this context, an important task of public administration is to determine the strategic guidelines of the state housing policy, which form the conceptual basis for the transformation of the social housing management system in the process of post-war recovery of Ukraine.

Taking into account these challenges, it is advisable to single out the key strategic guidelines of state regulation in the field of social housing, which form the basis of the transformational model of public administration (Figure 3).

Thus, according to the results of the study, the strategic guidelines of state regulation in the field of social housing, which form the conceptual basis for the transformation of modern housing policy in Ukraine, have been substantiated. Such benchmarks include the expansion of the social housing fund through new construction, reconstruction of damaged facilities and attraction of unused housing stock; improvement of regulatory and institutional support of housing policy; intensification of international financial support and investments in programs for the construction and restoration of social housing; development of public-private partnership mechanisms in the field of housing construction and housing management; formation of an effective system of digital accounting of housing needs of the population and management of housing registers; development of a transparent rental housing market based on the de-shadowing of rental relations; as well as ensuring the social integration of internally displaced persons in host communities through the implementation of comprehensive housing and social programs.

The introduction of these strategic guidelines gives grounds to consider them as a systemic basis for the formation of an effective model of public administration in the field of social housing. Their practical implementation will contribute to increasing the availability of housing for socially vulnerable categories of the population, balanced development of the housing sector, strengthening social stability and creating organizational and economic prerequisites for the sustainable post-war recovery of Ukraine.

As a result of the study, it has been established that the system of public administration in the field of social housing in Ukraine is in a state of structural transformation due to the aggravation of the housing problem under the influence of military, socio-economic and demographic factors. Large-scale

destruction of the housing stock, an increase in the number of internally displaced persons and regional imbalances in the provision of housing actualize the need to improve the state housing policy.



Figure 3. Strategic guidelines of state regulation in the field of social housing (developed by the author independently)

6. Conclusions

The theoretical and methodological foundations of public administration in the field of social housing have been clarified and it has been established that social housing is an important tool for the implementation of the social function of the state and ensuring the housing rights of socially vulnerable categories of the population. The analysis of regulatory and legal support showed the existence of an institutional framework for the regulation of the relevant area, which at the same time needs further improvement, taking into account modern challenges.

According to the results of statistical analysis, it was found that the existing fund of social housing and places of temporary residence does not meet the real needs of the population. Generalization of foreign experience has confirmed that the development of the social housing system is an important tool for ensuring social stability and increasing housing affordability.

The expediency of forming a transformational model of public administration in the field of social housing, which combines mechanisms of state regulation, instruments of local self-government, international financial support and public-private partnership, has been substantiated. The implementation of the proposed strategic guidelines will contribute to increasing the effectiveness of housing policy, strengthening social protection of the population and creating preconditions for the post-war recovery of Ukraine.

It is advisable to associate the prospects for further research with an in-depth study of the mechanisms of integration of social housing into the post-war recovery system of Ukraine, an assessment of the effectiveness of public-private partnership models and international funding in this area, as well as the development of tools for monitoring the availability of housing for internally displaced persons and other socially vulnerable categories of the population. An important direction is also the study of the role of local self-government bodies in the formation of regional models of housing policy and the adaptation of the European experience of social housing provision to the Ukrainian conditions of public administration.

References

1. Boychenko. (n.d.). *Sotsialne zhytlo* [Social housing]. https://auc.org.ua/sites/default/files/boychenko_socialne_zhytlo.pdf (in Ukrainian)
2. Cabinet of Ministers of Ukraine. (2008). *Deiaki pytannia realizatsii Zakonu Ukrainy "Pro zhytlovyi fond sotsialnoho pryznachennia"* [Some issues of implementation of the Law of Ukraine "On the Housing Fund of Social Purpose"] (Resolution of July 23, 2008 No. 682). <https://zakon.rada.gov.ua/laws/show/682-2008-n#Text> (in Ukrainian)
3. Eurostat. (2024). *Housing 2024*. European Commission. <https://ec.europa.eu/eurostat/web/interactive-publications/housing-2024>
4. Haida, H., Farbar, K., & Chervinska, T. (2025, January 31). *Reforma sotsialnoho zhytla v Ukraini: yevropeiska ekspertyza ta lokalni vyklyky* [Social housing reform in Ukraine: European expertise and local challenges]. Mistosite. <https://mistosite.org.ua/articles/reforma-sotsialnoho-zhytla-v-ukraini-ievropeiska-ekspertyza-ta-lokalni-vyklyky> (in Ukrainian)
5. Horin, N. (2023). Mizhnarodnyi dosvid povoienni vidbudovy zhytlovoho fondu ta vyrishennia zhytlovykh problem vpo [International experience of post-war reconstruction of the housing stock and solving housing problems of internally displaced persons]. *Ukrainian Society*, 1(84), 136–154. <https://doi.org/10.15407/socium2023.01.136>
6. Housing Europe. (2025). *The state of housing in the EU 2025: Trends in a nutshell*. <https://www.housingeurope.eu/wp-content/uploads/2025/10/the-state-of-housing-in-the-eu-2025-trends-in-a-nutshell-digital.pdf>
7. Interfax-Ukraine. (2024, October 11). *Lyshe 11,4% hromad v Ukraini maiut sotsialne zhytlo – Housing Institute* [Only 11.4% of communities in Ukraine have social housing – Housing Institute]. <https://interfax.com.ua/news/general/1019878.html> (in Ukrainian)
8. Kyiv School of Economics. (2024, February 12). *Zahalna suma zbytkiv, zavdana infrastrukturi Ukrainy, zrosla do maizhe \$155 mlrd: otsinka KSE Institute stanom na sichen 2024 roku* [The total amount of damage caused to Ukraine's infrastructure increased to almost \$155 billion: KSE Institute estimate as of January 2024]. <https://kse.ua/ua/about-the-school/news/zagalna-suma-zbitkiv-zavdana-infrastrukturi-ukrayini-zroslo-do-mayzhe-155-mlrd-otsinka-kse-institute-stanom-na-sichen-2024-roku/> (in Ukrainian)
9. Martovytska, O. V. (2020). Poniattia ta kryterii klasyfikatsii zasad nadannia ta realizatsii pravovoi dopomohy [Concept and criteria for classification of the principles of providing and implementing legal assistance]. *Juridical Science*, 2(104), 385–391. <https://doi.org/10.32844/2222-5374-2020-104-2.43> (in Ukrainian)
10. Ministry for Communities and Territories Development of Ukraine. (2023). *Pro uzahalnenyi perelik mistv tymchasovoho prozhyvannia* [On the consolidated list of temporary accommodation facilities] (Order No. 343). <https://mtu.gov.ua/content/nakaz--343-vid-60122023-pro-uzagalneniy-perelik-misc-timchasovogo-prozhivannya.html> (in Ukrainian)
11. Mykhailov, D. (2024). *Lyshe 11,4% hromad v Ukraini maiut sotsialne zhytlo – Housing Institute* [Only 11.4% of communities in Ukraine have social housing – Housing Institute]. <https://suspilne.media/880441-6200-kvartir-v-ukraini-startue-pilotnij-proekt-z-budivnictva-soczitla/> (in Ukrainian)
12. Organisation for Economic Co-operation and Development. (n.d.). *Housing data*. <https://www.oecd.org/housing/data/>
13. United Nations. (2024). *Ukraine rapid damage and needs assessment (RDNA3): February 2022 – December 2023*. <https://ukraine.un.org/sites/default/files/2024-02/UA%20RDNA3%20report%20EN.pdf>
14. Verkhovna Rada of Ukraine. (1995). *Kontsepsiia derzhavnoi zhytlovoi polityky* [Concept of State Housing Policy] (Approved by the Resolution of the Verkhovna Rada of Ukraine of June 30, 1995 No. 254/95-VR). <https://zakon.rada.gov.ua/laws/show/254%D0%BA/95-%D0%B2%D1%80#Text> (in Ukrainian)
15. Verkhovna Rada of Ukraine. (1996). *Konstytutsiia Ukrainy* [Constitution of Ukraine] (Law of Ukraine of June 28, 1996 No. 254k/96-VR). <https://zakon.rada.gov.ua/laws/show/254%D0%BA/96-%D0%B2%D1%80#Text> (in Ukrainian)
16. Verkhovna Rada of Ukraine. (1997). *Pro mistseve samovriaduvannia v Ukraini* [On local self-government in Ukraine] (Law of Ukraine No. 280/97-VR). <https://zakon.rada.gov.ua/laws/show/280/97-bp#Text> (in Ukrainian)
17. Verkhovna Rada of Ukraine. (2006). *Pro zhytlovyi fond sotsialnoho pryznachennia* [On the Housing Fund of Social Purpose] (Law of Ukraine No. 3334-IV). <https://zakon.rada.gov.ua/laws/show/3334-15#Text> (in Ukrainian)