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Housing Urgency in Ukraine

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Study on Housing Urgency in Ukraine

Object of the study: urgent housing that emerged during the first eight months of war (February – October 2022) in response to forced displacement within Ukraine after the full scale invasion by Russia. Study was conducted from August till October 2022.

Why?

Existence of an acute housing crisis during the first months of war and a lack of instruments to solve it.

What?

Systematization of existing knowledge to support sustainable decisions on local levels.

Who?

Local actors, i.e., municipalities, NGOs, and private investors.



Study on Housing Urgency in Ukraine

Focus 1.

Identifying current problems with the housing supply based on the experience of the local authorities.

Online survey

Focus 2.

Showcasing and analysing selected urgent housing projects in Ukraine.

Field research

Focus 3.

Developing a housing system in Ukraine using five categories of housing.

Diagramming

1

Identifying current problems with the housing supply based on the experience of the local authorities.

Methodology: Problematisation is based on the results of an online survey conducted in October 2022 among the administrations of 60 amalgamated hromadas (which are part of the network of Covenant of Mayors) about the current situation with housing, the needs of IDPs, and the perception of their position and plans. Further conclusions are based on secondary sources.



Housing privatisation that started in 1992 in Ukraine was conducted through transferring housing units to citizen (renter) ownership free of charge. As for now, approximately 95 per cent of the housing stock is in private ownership, and only 5 per cent is in state or municipal ownership.

This situation led to the creation of a certain culture of housing development, management, and 'consumption'. The housing sector is market-driven. Housing is considered a commodity. Most of the housing stock is of moderate quality and the number of typologies is limited. Authorities on all levels have very minor influence on the housing supply.

The scale of the current displacement in Ukraine is illustrated by the numbers: 6.9 million internally displaced persons and 7.4 million refugees (30 per cent of the total population).^{*} In addition to this, the vulnerable group of citizens that were not directly affected by war increased considerably.

'The war has caused the fastest and largest displacement of people in Europe since the Second World War.'

*Osnat Lubrani,
Humanitarian
Coordinator in Ukraine*

The situation in the housing sector after the full-scale invasion became dramatically difficult and led to growing inequalities in Ukrainian society. Consequently, a new housing policy needs to be developed on all levels.

^{*} Six million people are considered to have returned.

A phenomenon specific to displacement in Ukraine has emerged: the refugee-commuter. Some 69 per cent of IDPs are planning to return to their home cities and only 11 per cent are planning to integrate into their host communities (source: IOM, 28 September 2022). Moreover, a significant number of refugees have already returned to Ukraine. This provides insight into the need to create a flexible social housing stock that could help to provide IDPs and other vulnerable groups of society with comfortable housing where they can live with dignity for an undefined period.



In July, the National Council for the Recovery of Ukraine from the War published a draft of the *Housing Reconstruction Plan*, which includes short-, mid-, and long-term strategies that should help answer the housing question in full scope until 2032.

After eight months of war, there needs to be an understanding of the actors, areas of responsibility, sources of financing etc., in terms of housing provision.

Self-organised civic initiatives and local actors were the first to respond to the crisis, creating new shelter and housing provision patterns. Along with this, a certain inertia of private development still exists, which follows the pre-war principles.

Most decisions were taken to solve immediate problems without considering the broader context.

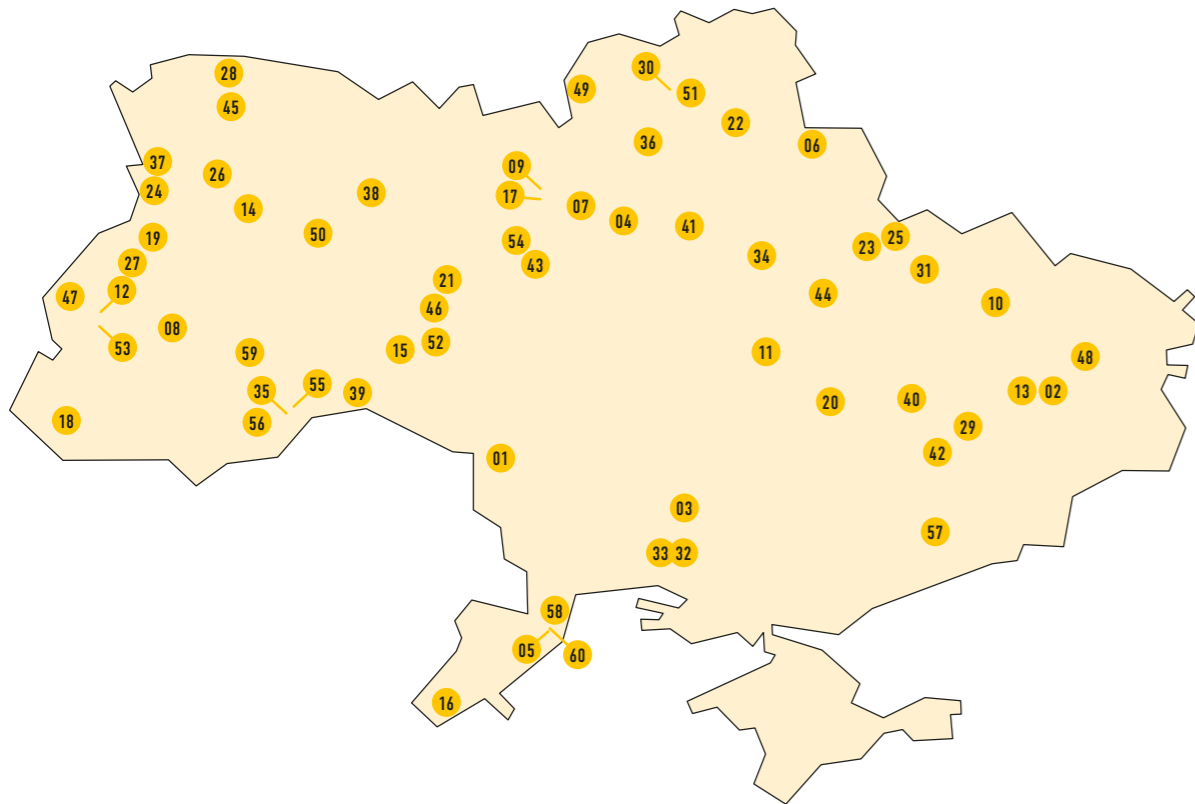
Alongside the state as an actor in the provision of housing to IDPs, it is very important to redefine and reflect on the role of local actors – first of all – administrations of amalgamated hromadas and municipalities as key actors in housing provision, the diversification of the housing sector, and the potential to create a discourse where housing would be perceived as a human right and not as a commodity.

It is therefore essential to create an exchange between the local authorities about their current situation with housing, the needs of IDPs, and their perception of their position and plans.



Analysis of the online survey on the housing situation* among local authorities of amalgamated hromadas**

*conducted between 4 and 12 October 2022
 **respondents: 60 amalgamated hromadas

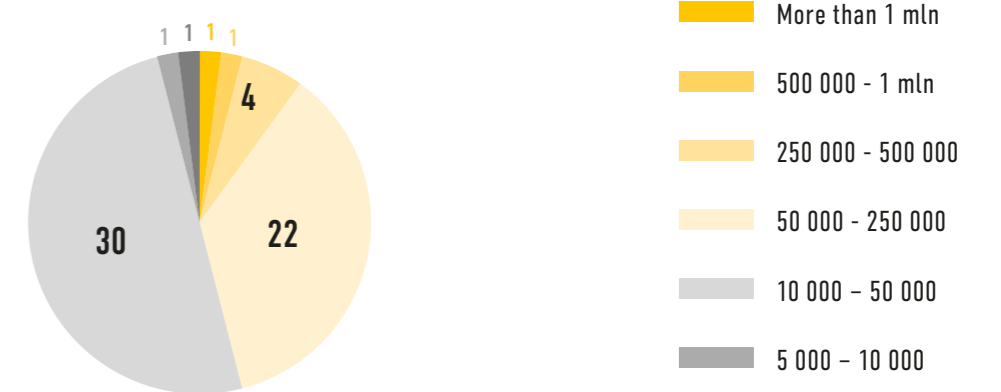


- | | |
|-----------------------------|--------------------------|
| 01 Балтська ТГ | 31 Мереш'янська ТГ |
| 02 Бахмутська ТГ | 32 Миколаївська ТГ |
| 03 Баштанська ТГ | 33 Миколаївська МР |
| 04 Березанська ТГ | 34 Миргородська ТГ |
| 05 Білгород-Дністровська ТГ | 35 Недобойська ТГ |
| 06 Білопільська ТГ | 36 Ніжинська ТГ |
| 07 Броварська ТГ | 37 Нововолинська ТГ |
| 08 Бурштинська ТГ | 38 Новоград-Волинська ТГ |
| 09 Бучанська ТГ | 39 Новодністровська ТГ |
| 10 Вишнева ТГ | 40 Павлоградська ТГ |
| 11 Горішньоплавнівська ТГ | 41 Пирятинська ТГ |
| 12 Дрогобицька ТГ | 42 Покровська ТГ |
| 13 Дружківська ТГ | 43 Пологівська ТГ |
| 14 Дубенська ТГ | 44 Полтавська ТГ |
| 15 Жмеринська ТГ | 45 Прилісненська ТГ |
| 16 Ізмаїльська ТГ | 46 Прилуцька ТГ |
| 17 Ірпінська ТГ | 47 Самбірська ТГ |
| 18 Іршавська ТГ | 48 Северодонецька ТГ |
| 19 Кам'янка-Бузька ТГ | 49 Славутинська ТГ |
| 20 Кам'янська ТГ | 50 Славутська ТГ |
| 21 Козятинська ТГ | 51 Сосницька ТГ |
| 22 Конотопська ТГ | 52 Тростянецька ТГ |
| 23 Краснокутська ТГ | 53 Трускавецька ТГ |
| 24 Литовезька ТГ | 54 Фастівська ТГ |
| 25 Лозівська ТГ | 55 Хотинська МР |
| 26 Луцька ТГ | 56 Чернівецька ТГ |
| 27 Львівська ТГ | 57 Чернігівська ТГ |
| 28 Любешівська ТГ | 58 Чорноморська ТГ |
| 29 Межівська ТГ | 59 Чортківська ТГ |
| 30 Менська ТГ | 60 Шабівська ТГ |

TYPES OF HROMADAS THAT TOOK PART IN THE SURVEY

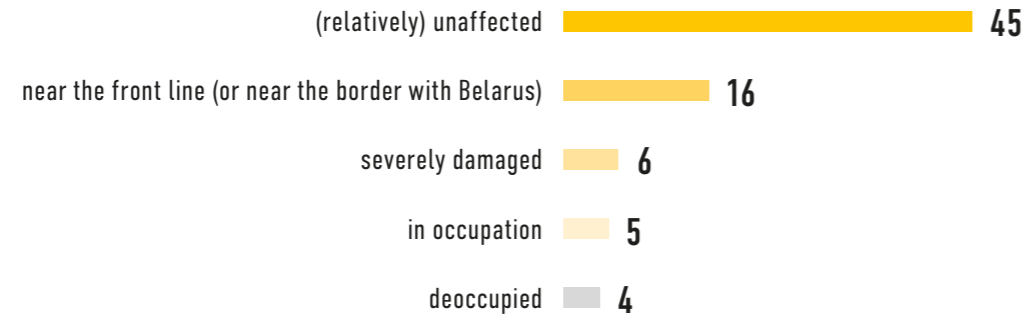


POPULATION OF HROMADAS THAT TOOK PART IN THE SURVEY

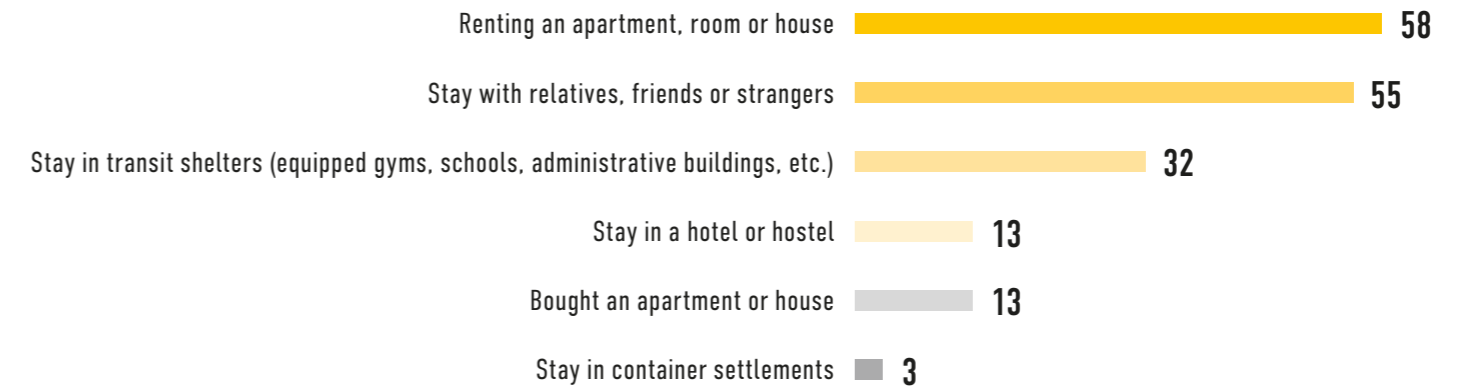




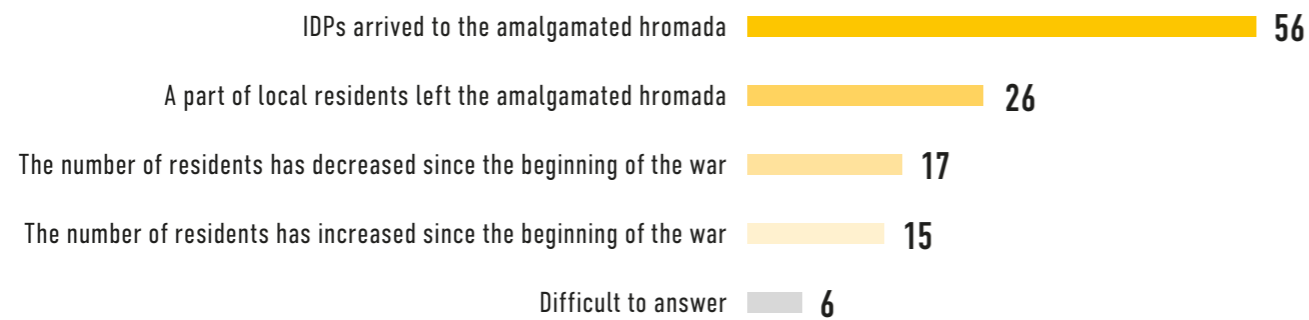
INFLUENCE OF THE WAR ON HROMADAS THAT TOOK PART IN THE SURVEY



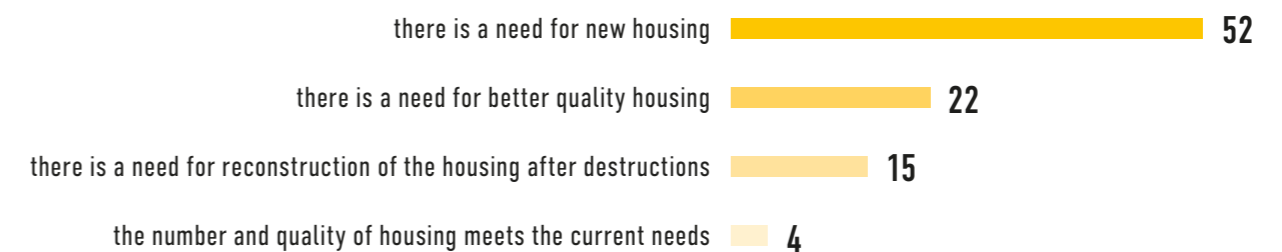
PLACE OF RESIDENCE OF IDPS IN THE HROMADAS THAT TOOK PART IN THE SURVEY



INTERNAL MIGRATION WITHIN THE HROMADAS THAT TOOK PART IN THE SURVEY



HOW DO HROMADAS THAT TOOK PART IN THE SURVEY CONSIDER THEIR SITUATION WITH HOUSING





REASONS FOR HOUSING DEVELOPMENT AND IMPROVEMENT, AS STATED BY HROMADAS THAT TOOK PART IN THE SURVEY



INVOLVEMENT OF HROMADA AUTHORITIES IN THE PROJECTS RELATED TO HOUSING SINCE FEBRUARY 2022



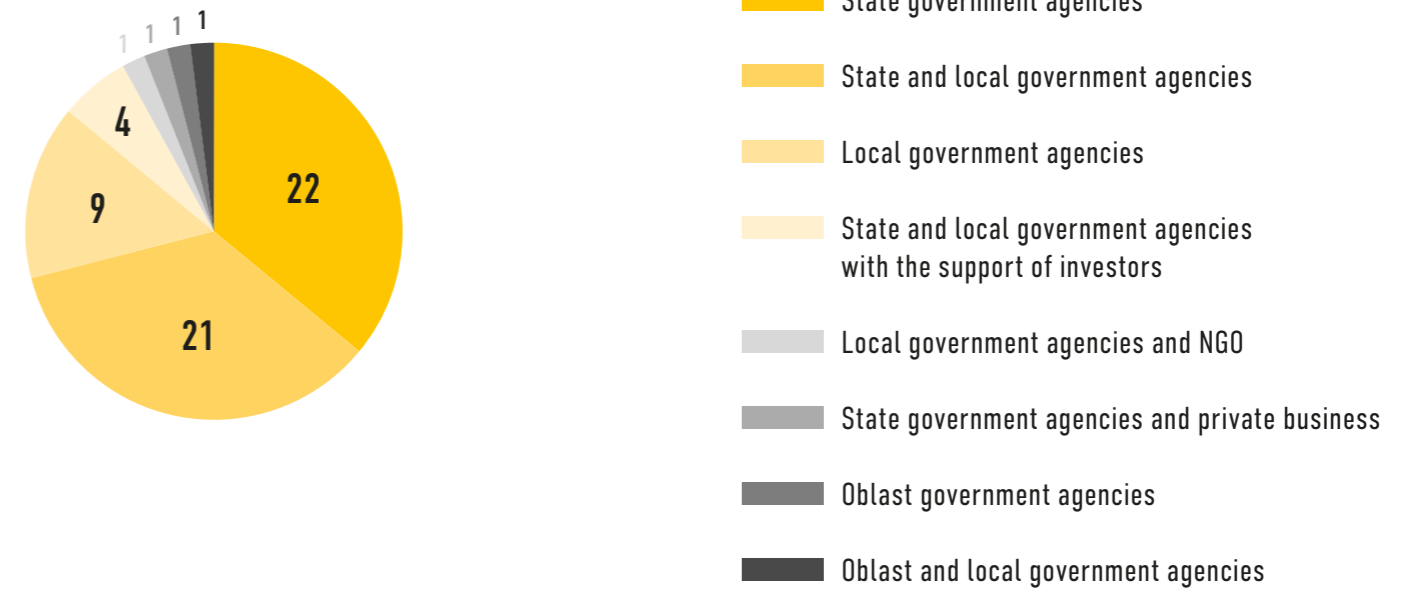
NEW TYPES OF HOUSING THAT APPEARED IN HROMADAS SINCE FEBRUARY 2022



DO HROMADAS PLAN TO DEVELOP COMMUNAL HOUSING?



WHO COULD PROVIDE ALL CATEGORIES OF THE POPULATION WITH HOUSING IN THE MOST EFFECTIVE WAY IN THE CURRENT SITUATION ACCORDING TO HROMADA AUTHORITIES?





Conclusions

- 1. There is a need for almost all territorial hromadas to develop new housing and/or improve the existing housing stock for local residents and IDPs.**
- 2. Since February 2022, housing has been developed with the involvement of local authorities, businesses, NGOs, and civic initiatives in different constellations. Specific new patterns of urgent housing models emerged.**
- 3. Adaptive reuse of public and residential buildings as urgent housing is the most general approach developed with local authorities. Private development is taking place in many hromadas. Many hromadas are considering modular buildings as a possible option for development.**
- 4. There is no shared vision of who is responsible for housing provision. At the same time, local authorities are increasingly gaining agency and considering themselves as actors.**
- 5. Authorities of different hromadas have different experience and apply different approaches, so it might be practical for them to exchange experiences and information about opportunities and possible partnerships.**
- 6. Only a few amalgamated hromada authorities have a housing strategy or vision. Activities are mostly based on ad hoc decisions and quantitative indicators.**
- 7. Some of the hromadas are considering taking on the role of municipal housing developers. The lack of financing is the most widespread reason local authorities do not get involved in housing development. Promoting a more integrated and strategic approach to the issue is therefore essential.**
- 8. There is a need to understand the housing types that would solve the urgent need and how to inscribe them in the broader housing system in Ukraine.**
- 9. Based on the existing projects, we could reflect on the role of municipalities in the housing provision process as well as on the housing sector diversification and development of alternative models and typologies.**

2

Showcasing and analysing selected housing projects for IDPs in Ukraine.

Methodology: The case studies of residential projects illustrate a specific category of projects that have emerged in Ukraine since the beginning of the full-scale invasion – and they have a particular feature that distinguishes them from others. We try to find the strengths in these projects and point out the risks. Most of the projects were visited during the field trips in August and October.



Case Study No. 1 Shelter in Kharkiv Metro Stations

Metro stations in Kharkiv were designed as possible safety rooms. They served this purpose and functioned as temporary housing over the first three months of the full-scale invasion. Even eight months later, citizens of Kharkiv are still using the metro stations for both of these purposes. The functioning of the shelter was based on the self-organisation and constant support of the activists with some aid supplied by the municipality.

Location: Kharkiv Metro

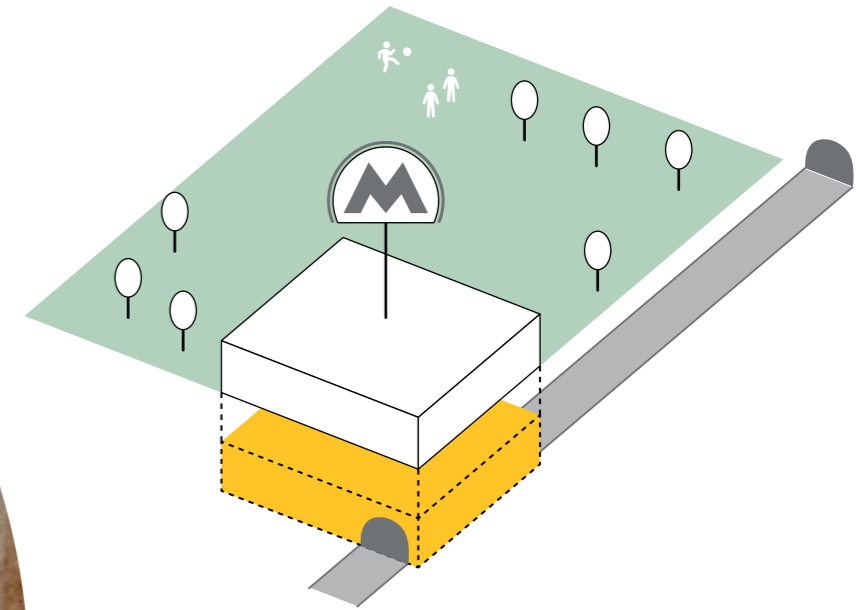
Duration: 3 months (Feb—May 2022)*

Capacity: Undefined

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Photo: Pavlo Dorogoy



- Usage of precaution facilities
- Usage of shelter within one day
- High level of acceptance by users



Case Study No. 2 Underground Car Park of the Fayna Town Housing Complex

This shelter had already been identified as such in the planning process. By the end of February 2022, it was being used as a bomb shelter by the people living in the Fayna Town housing complex.

Location: Kyiv

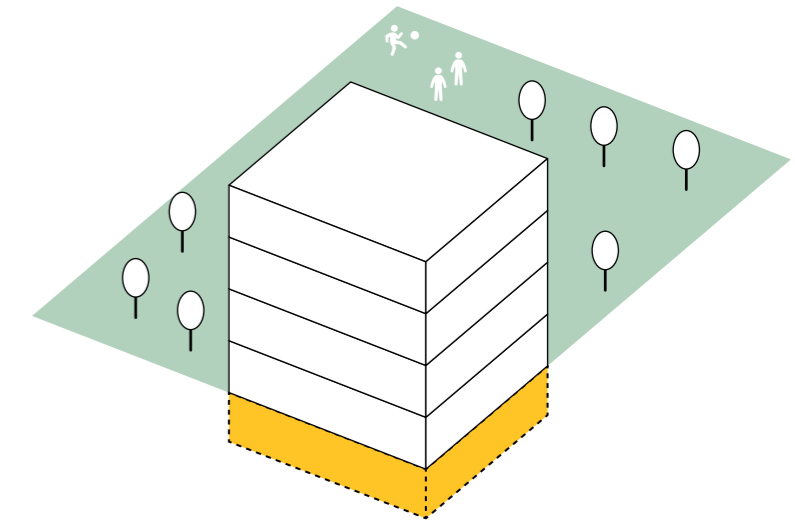
Design: Archimatika (2019—ongoing)

Capacity: Undefined

Organisation method: Self-organised



Photo: Philipp Meuser



- Usage of precaution facilities
- Usage of shelter within one day
- Limited level of acceptance by users (preferred: refuge in apartments)

Case Study No. 3 Shelter in the Palace of Sport Halychyna

The sports hall was reorganised as a temporary shelter for IDPs with the application of modular frameworks made of cardboard designed by Shigeru Ban.

Location: Kerchens'ka Str, Lviv

Development: March 2022

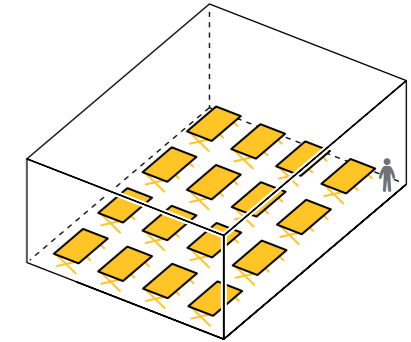
Capacity: 144 persons

Cooperation: Shigeru Ban, Hubert Trammer, Drozdov and Partners, Replus bureau, Ponomarenko Bureau, Lviv municipality

Manufacturer of the modular framework: Corex, Poland



Photo: Serhii Kostianyi



- Use of existing facility that has basic infrastructure
- Modular framework provides additional privacy
- Quick and easy installation of the modular framework
- Possibility to reuse and recycle the elements of the system



Case Study No. 4 Temporary Modular Houses on Private Plots

Light structures assembled on the plots
of destroyed private houses.

Location: Bucha

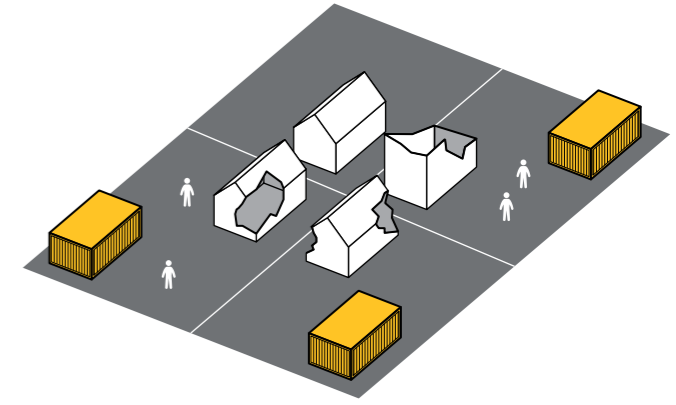
Development: May 2022

Time of residency: May 2022 —
until the cold season

Capacity: 5 modules for 5 families

Cooperation: UN and local authorities

Donor: United Nations



- Possibility for people whose homes were destroyed to stay on their own plots and gradually repair their homes by themselves
- Possibility to reassemble the structure when needed and relocate to another plot
- Quick and simple assembly/DIY



Case Study No. 5 First Container Settlement in Lviv

Temporary container settlement for IDP families who arrived from Kyivska, Sumska, and Chernihivska oblasts.

Location: Sports playground in Stryyskyy Park, Lviv

Initiator: Lviv municipality

Development: March—April 2022

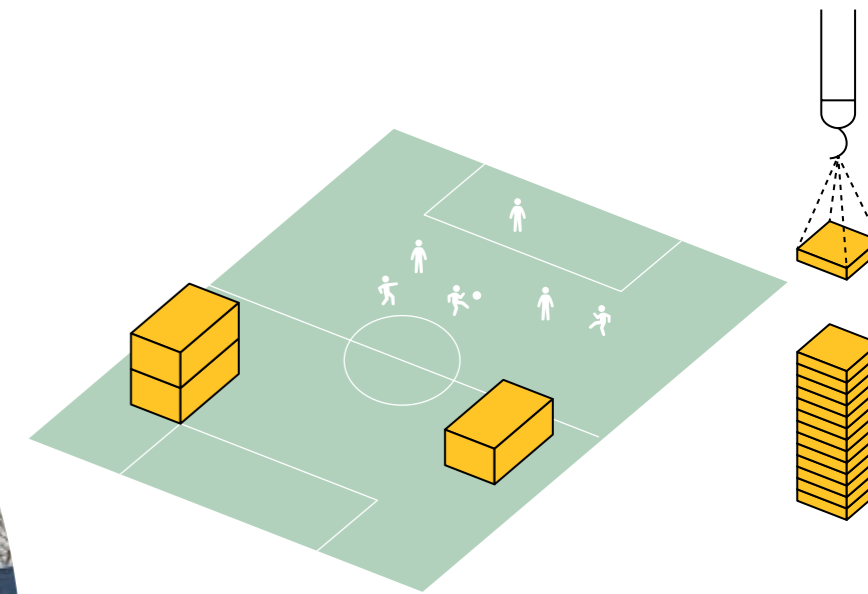
Time of residency: April—September 2022

Capacity: 70 containers/350 people

Donor: Government of Poland



Photo: Nataliia Rop, NV



- Quick assembly
- Moderate comfort
- Supply with social services and humanitarian aid
- Central location in a recreational area with social infrastructure
- The modular settlement has been deinstalled before the cold season

Case Study No. 6 Pilot Project of Two Sections of Modular Housing

A pilot project developed based on the principle of a temporary modular housing system for IDPs that contains different configurations of residential and non-residential units.

Location: Region of Bucha

Estimated time of development: 3 months

Estimated time of residence: 18 months

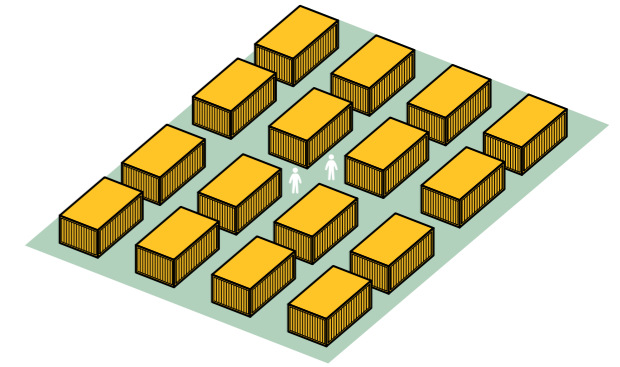
Capacity: 15 families

Design: Balbek bureau

Project cost: USD\$990,000

Financing: Crowdfunding

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- Needs additional attention to urban analysis in order to choose appropriate location, correct scale, and method of integration into the existing social infrastructure
- contain a risk to turn into permanent solution
- Involvement of local industries
- Quick assembly/disassembly
- Ownership intended to be transferred to the local community
- Modules can be reused



Case Study No. 7

Reuse of a Dormitory in Ivano-Frankivsk

Refurbishment of an abandoned dormitory that had not been in use for five years.

Location: Stepana Bandery Str, Ivano-Frankivsk

Development: 6 weeks (May–July 2022)

Residency time: Up to 4 years

Capacity: 170 people, 24 rooms

Cooperation: CO-HATY, initiative

Second Home IF, municipality et al.

Design: CO-HATY, Cost: USD\$140,000

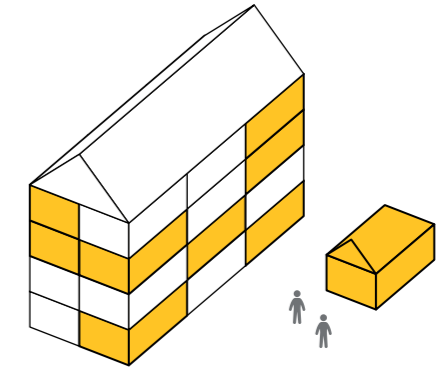
Donors: IM Swedish Development

Partner, MitOst, Raumpioniere, Danish

Refugee Council, individual donations.



Photo: CO-HATY



- Community development
- Reuse approach
- Involvement of more than 100 volunteers (IDPs and potential tenants et al.)
- Involvement of local producers and contractors
- Possibility to develop a model of municipal housing on the basis of the project



Case Study No. 8 'Unbroken Mothers'

Temporary housing for displaced pregnant women and women with children.

Location: Nad Dzherelom Str, Lviv
Initiator: Lviv municipality, First Medical Association of Lviv with the support of the Ministry of Health of Ukraine

Development: 3 months (May—July 2022)

Time of residency: Up to 6 months

Capacity: 104 people

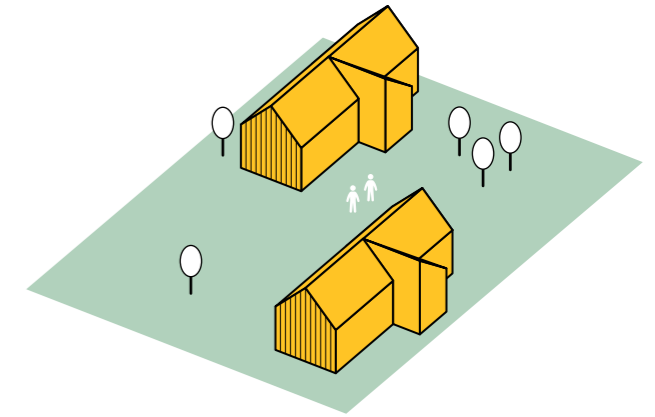
Design: Sulyk Architects

Project cost: 850\$USD/sq m

Donor: ICRC



Photo: Philipp Meuser



- Targeted design and planning for a precise vulnerable group of IDPs
- Park as an integrative element
- Amid a recreational neighbourhood but at a distance from the centre
- Possibility to change the function
- Possibility to implement the project in other locations
- Contemporary design with a simple timber construction method



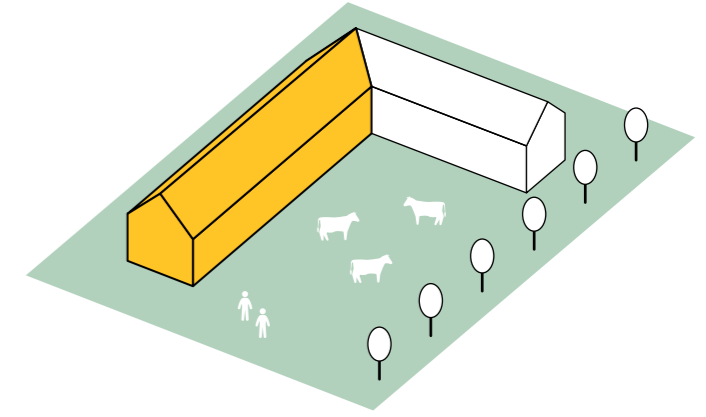
Case Study No. 9 Adaptive Reuse and Reconstruction of an Old Farm

DIY housing for displaced people who are residing in the collective shelter in the city of Morshyn.

Location: Horishnie village
Cooperation: Private initiative with the involvement of building materials producer Hempire
Development: Since August 2022
Expected completion: Spring 2023
Capacity: 30 rooms
Cost: USD\$350/sq m
Financing: International donors



Photo: Philipp Meuser



- Involvement of the future tenants helps to create community and reduce construction costs
- Use of circular materials and construction methods
- Countryside allows farming and independent self-supply



Case Study No. 10

Elaboration of an Affordable Housing Model for the city of Vinnytsia, Ukraine

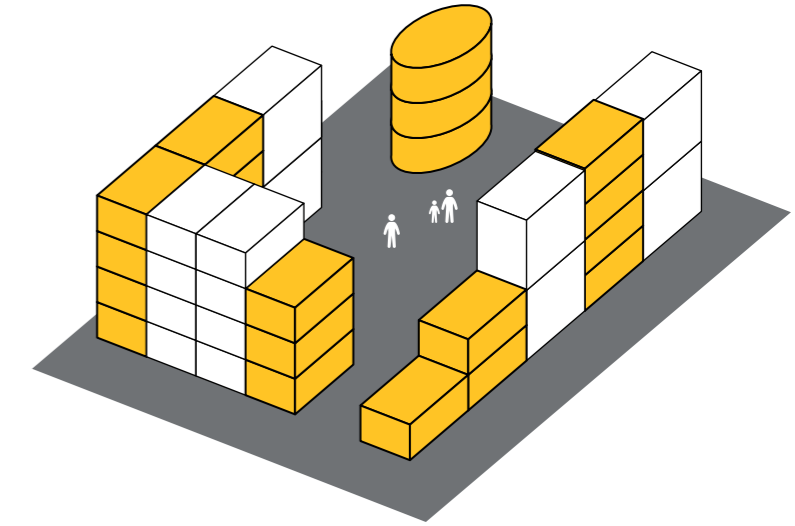
The working group was established in August 2022 and aims to find a way to make housing more affordable within the local context and take existing issues into account. The strategy is based on the previous experience of municipal housing development that started in 2006 (see photo, 2022)

Location: Vinnytsia, Ukraine

Working group: Mayor and municipality, communal enterprises: *Agency of Spatial Development* and *Institute of Urban Development* in cooperation with IBA 27, giz, Cedos, CANactions, Urbanyna



Photo: Nataliia Mysak



- Existence of a permanent working group that has the capacity to work within multiple fields
- Initial knowledge of municipal housing development
- Development of the contextual model of the housing system
- International cooperation

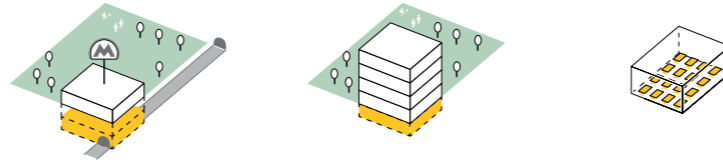
3

Developing a housing system in Ukraine using five categories of housing.

Methodology: Based on the diagramming method, the selected examples helped us to identify five housing categories. These categories could become part of an integral housing system that could help local stakeholders to consider the category needed and adjust them to their specific context.

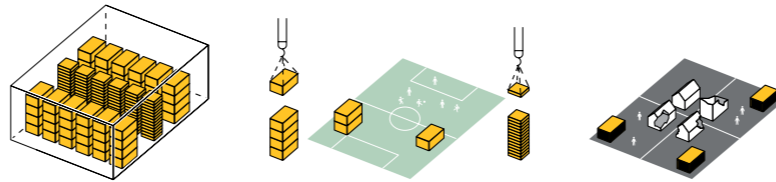
Five categories of housing

Category 1. Shelter



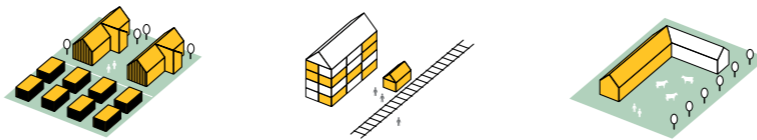
precaution structures

Category 2. Emergency housing



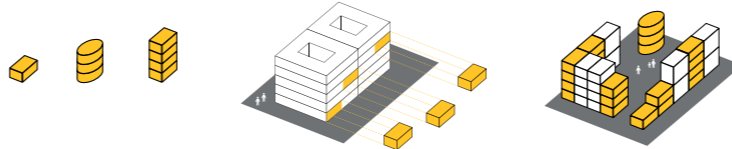
temporary structures /
modular or container buildings in reserve

Category 3. Urgency housing



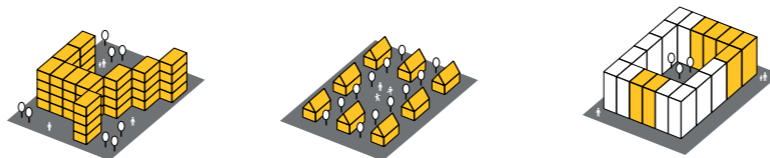
permanent structures /
pre-approved projects, reuse, self-help

Category 4. Accelerated housing



permanent structures /
local type projects, reuse, recommendations

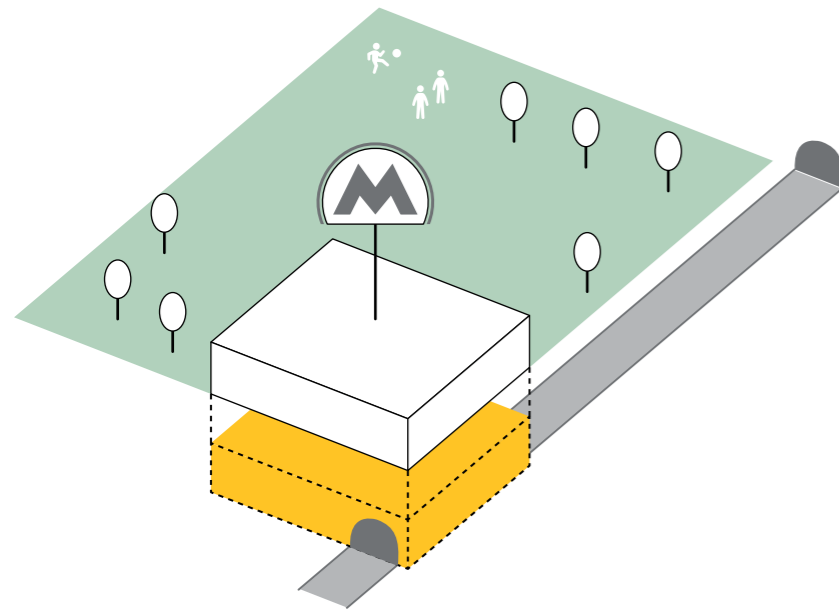
Category 5. Standart housing



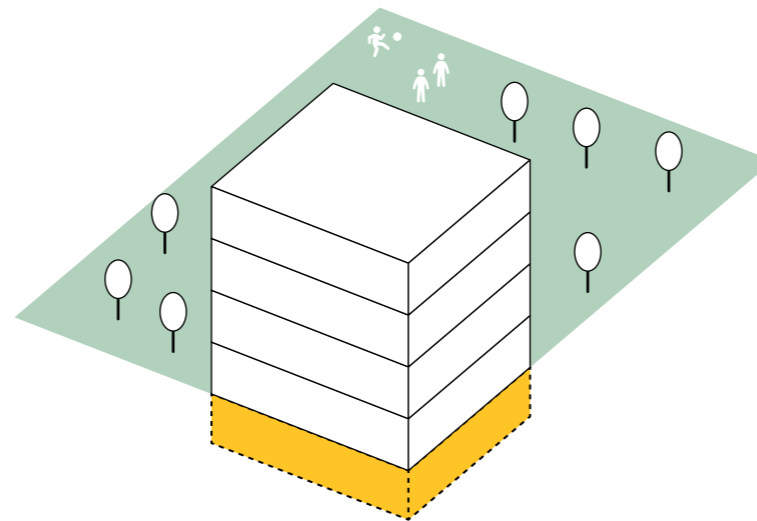
permanent structures /
market-orientated typologies

Category 1: Shelter

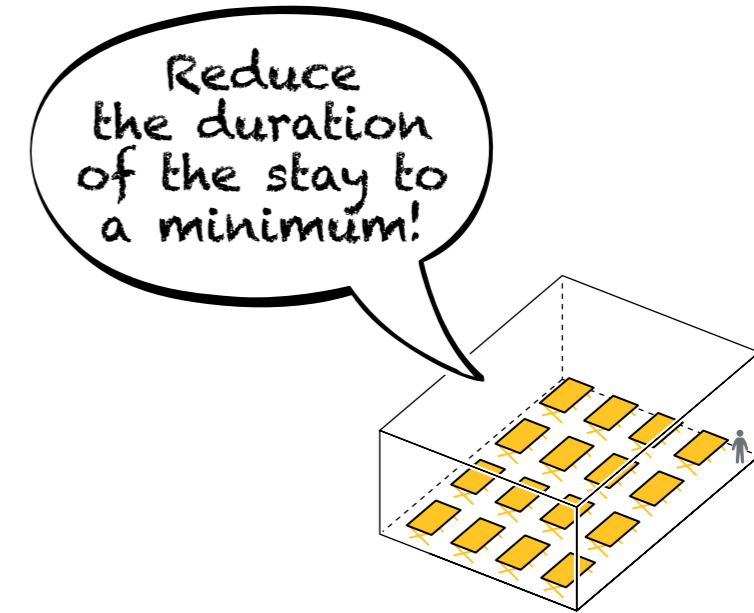
Precaution facilities



Metro stations



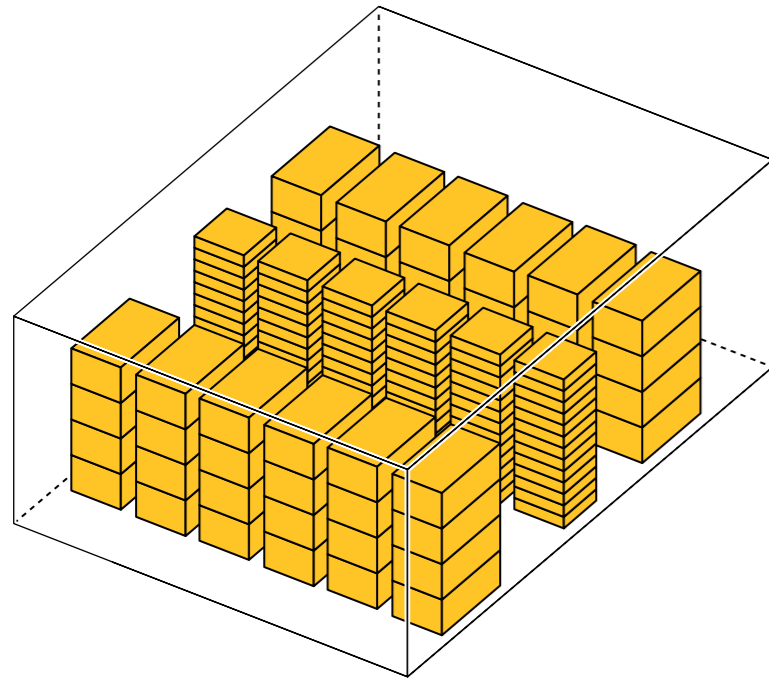
Basements of residential buildings



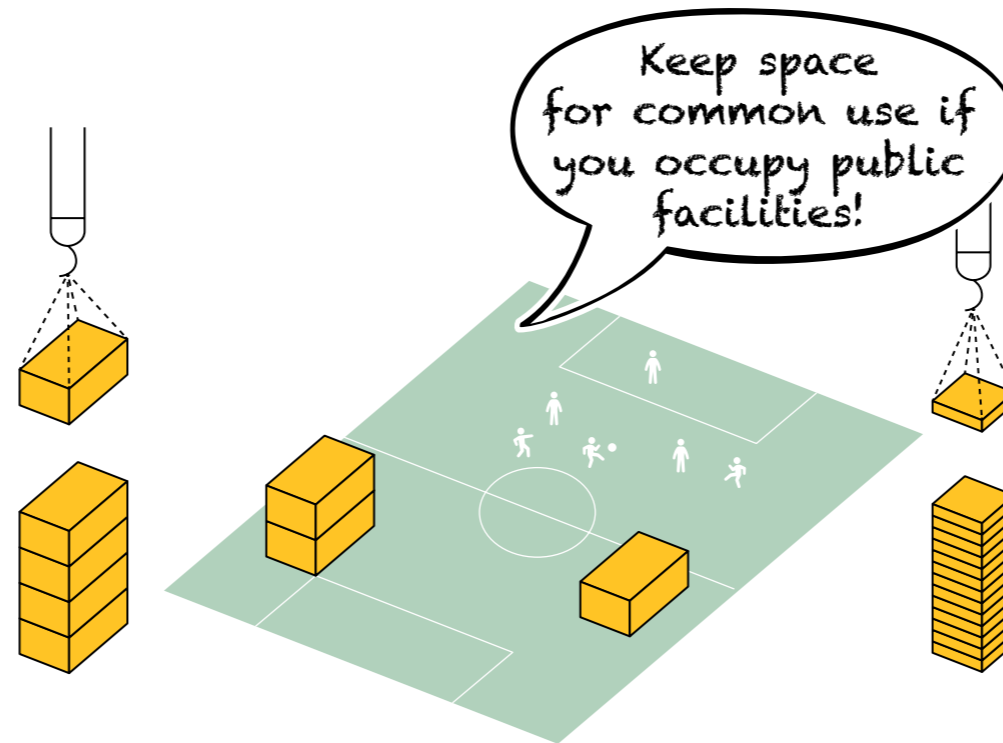
Gymnasiums/public halls

Category 2: Emergency Housing

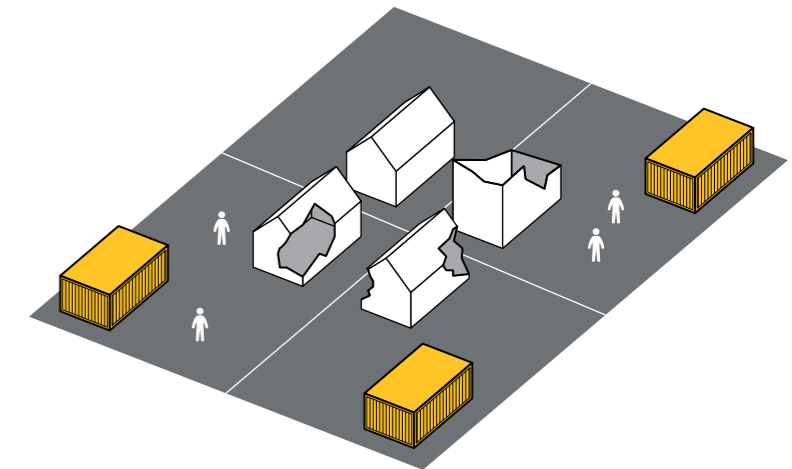
Modular or container buildings in reserve



Modules in reserve



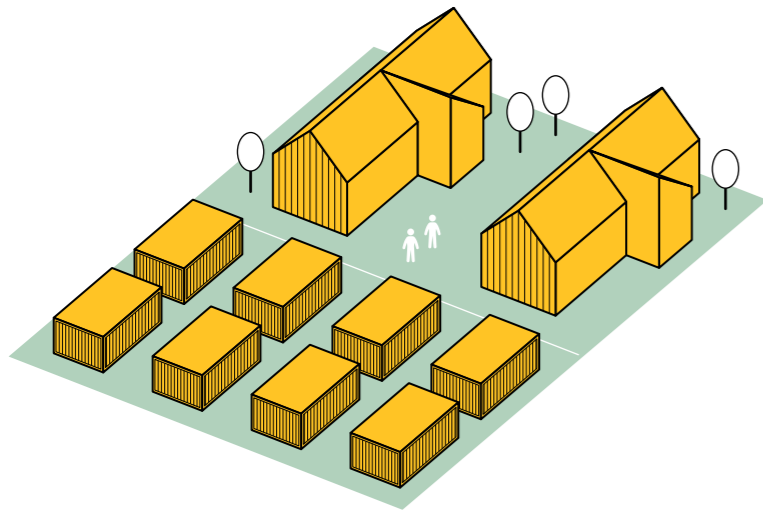
Use of public spaces



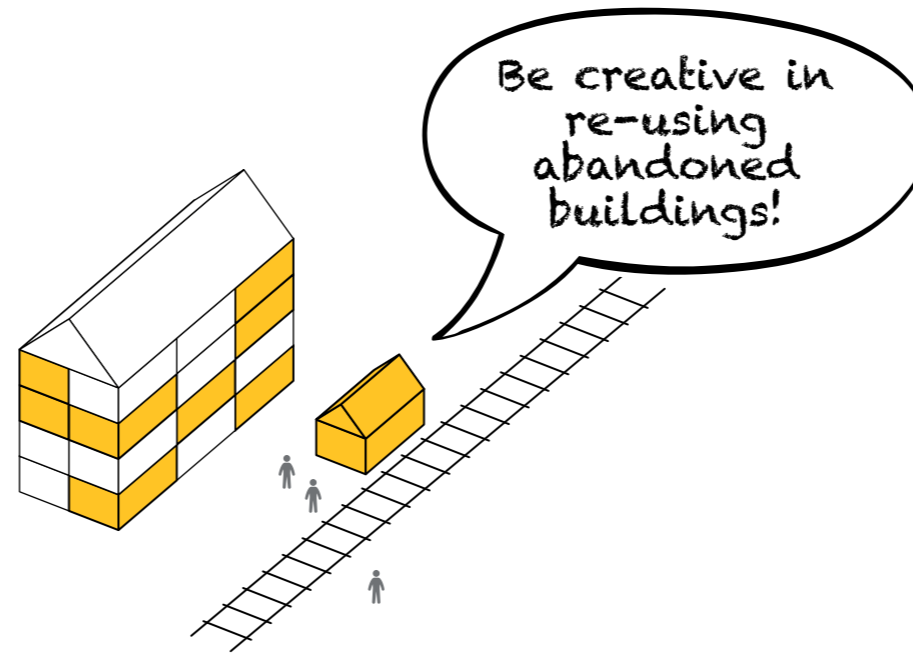
Support of private homeowners

Category 3: Urgency Housing

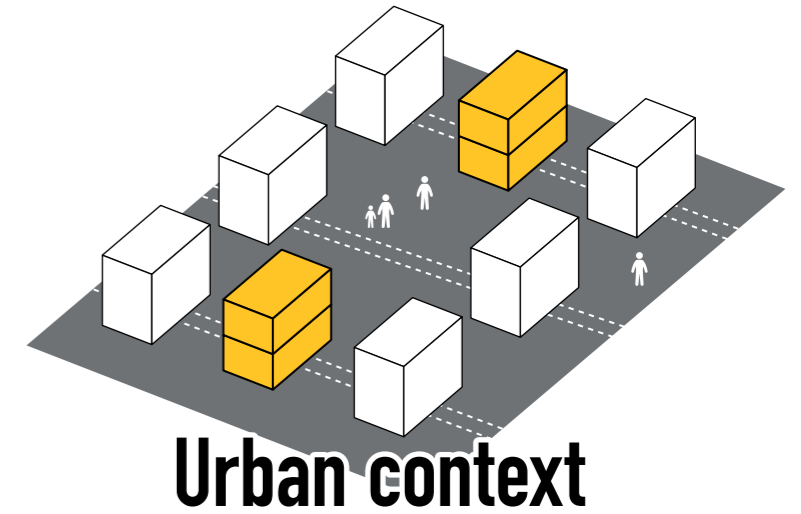
Pre-approved projects, reuse, self-help



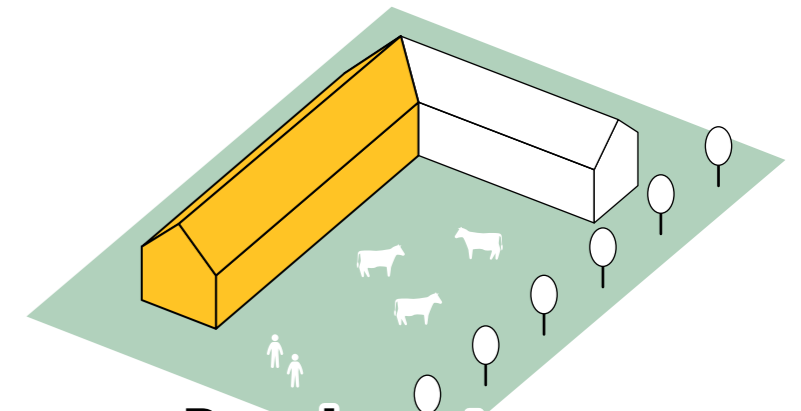
Pre-approved housing projects
(or super-fast permissions procedures)



Immediate transformation of the existing housing stock



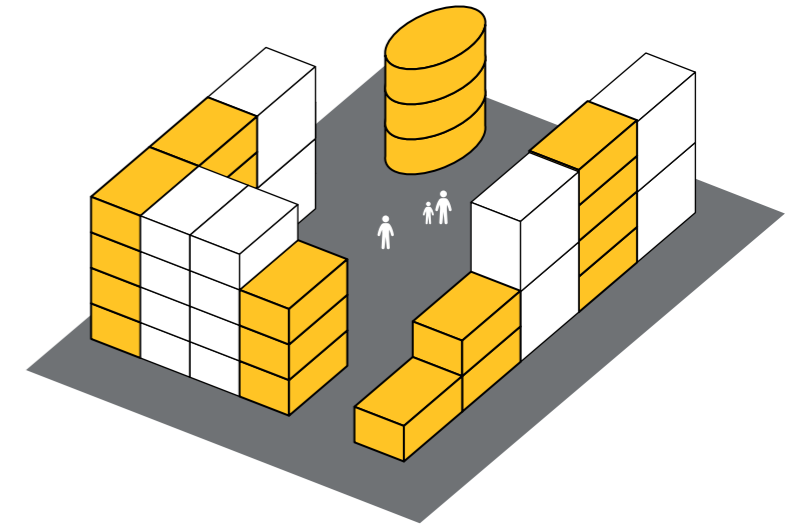
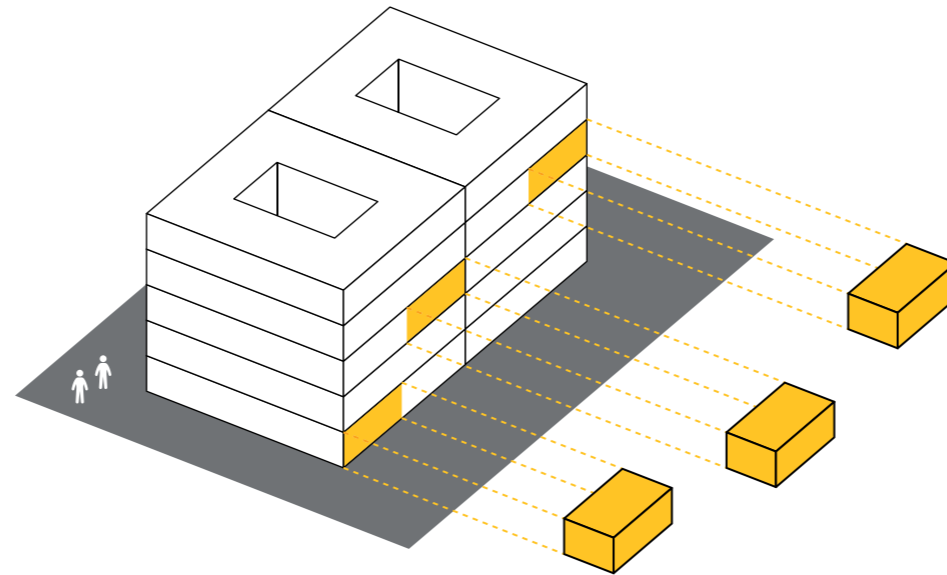
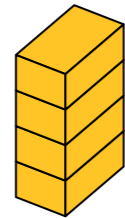
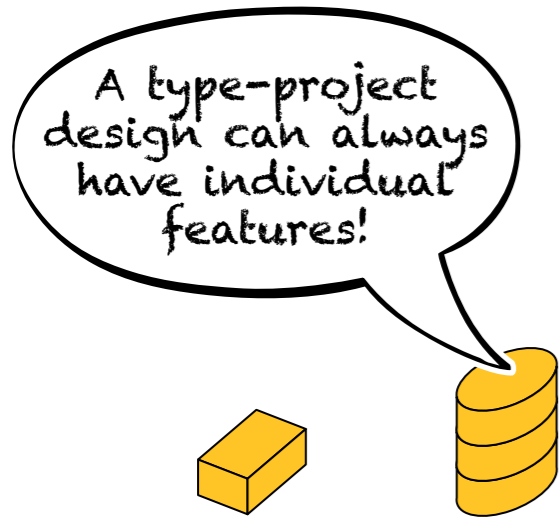
Urban context



Rural context

Category 4: Accelerated Housing

Local type projects, reuse, recommendations

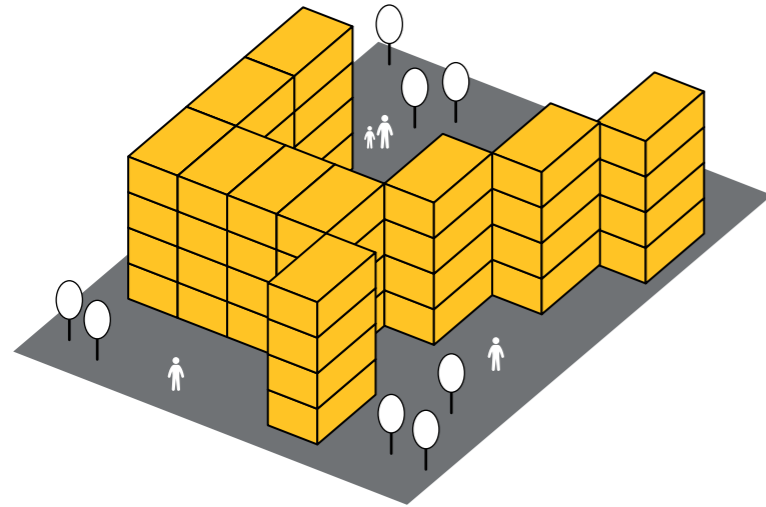


Approved building typologies

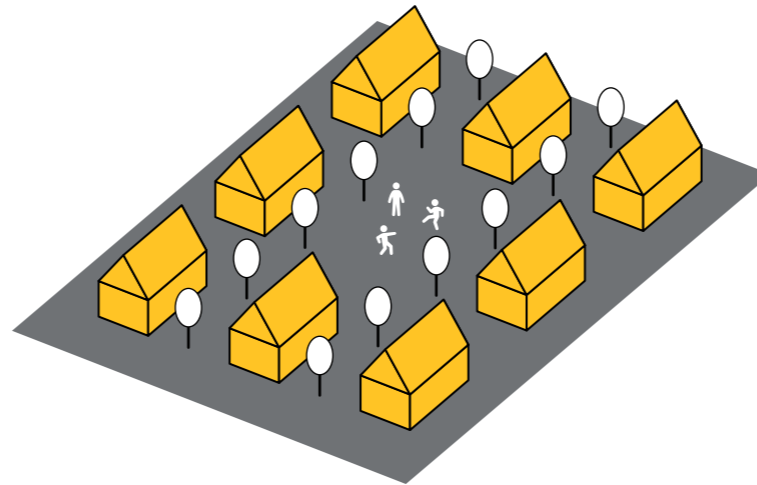
Transformation of the existing housing stock

Densification of urban structures/quarterisation

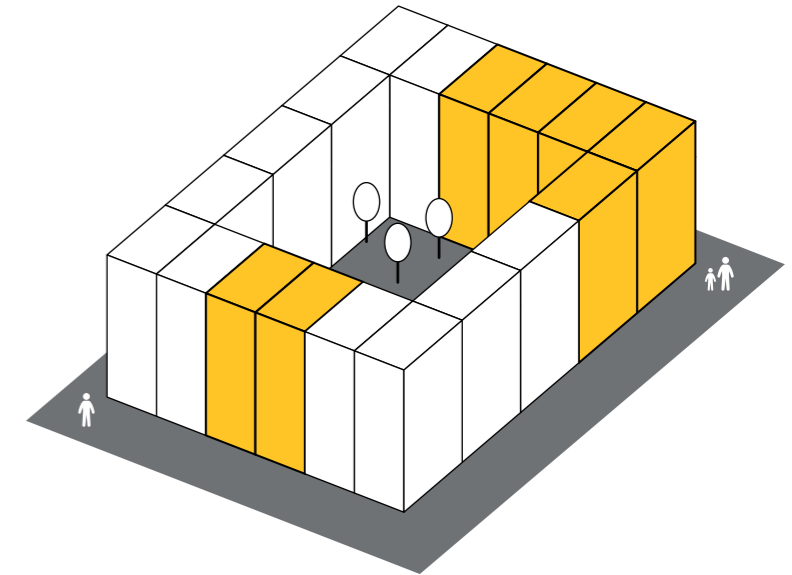
Category 5: Standard Housing *Market-orientated typologies*



Standard housing complexes



Rural housing typologies



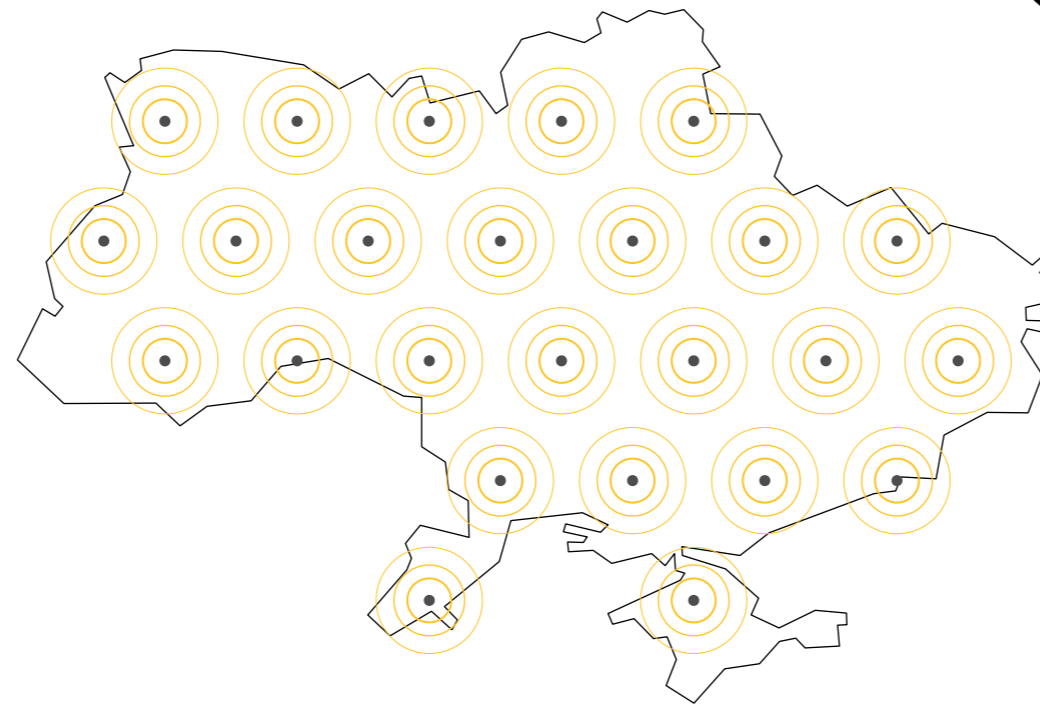
Densification of urban structures

Long-term Housing Strategy 'Ukraine 2050'

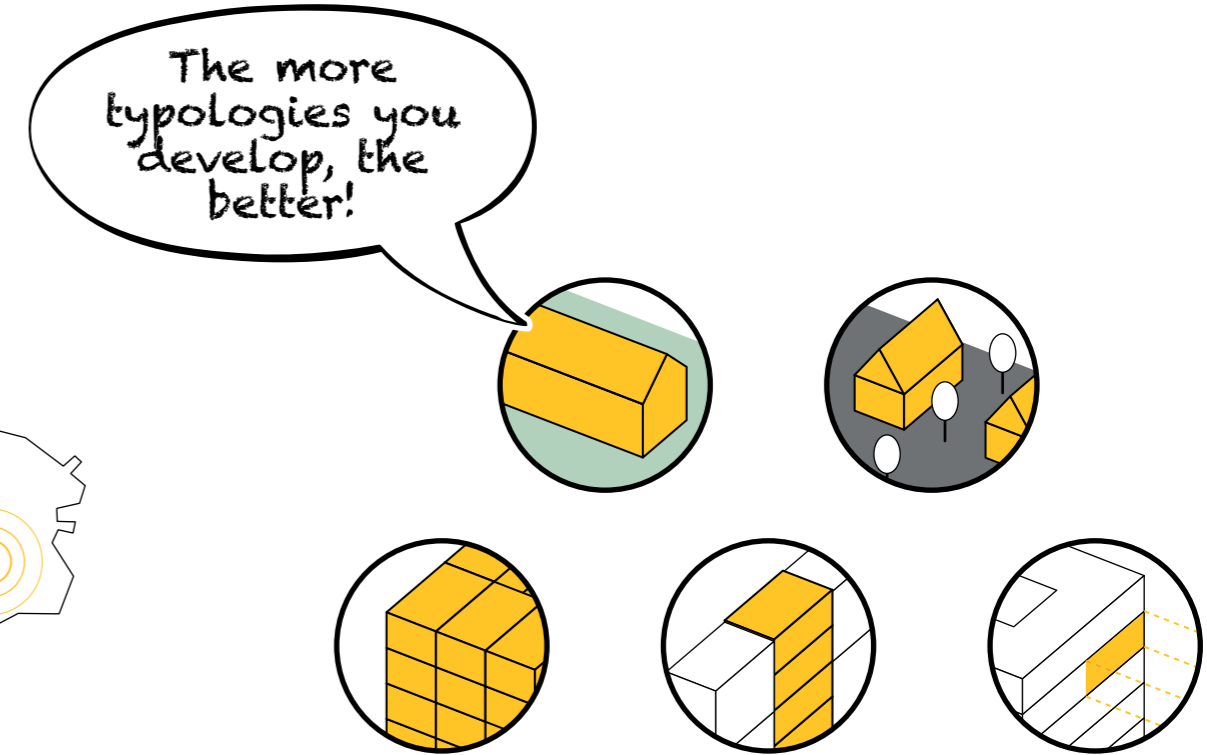
Long-term perspective



Round tables



1,400+ hromadas



All typologies

1

Emergence of new actors and models of urgent housing has a potential to become prerequisite for diversification of housing market.

- **In the first months of the war, new actors in housing development emerged: the first urgent housing facilities were created with the participation of local administrations and the third sector.**
- **The urgent housing, that emerged covers the needs of a small percentage of persons in search of homes. Along with this, many cases of urgent housing could be considered as models to be scaled up.**

2

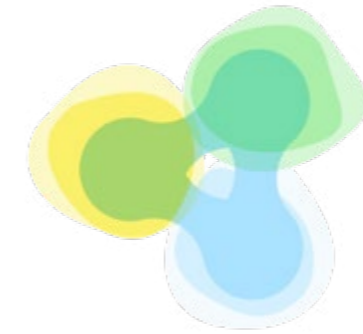
There is a need and prerequisites for the development of a new culture of practice and co-production of knowledge at various levels.

- **In the situation of lack of capacities and resources some of the urgent housing projects were developed with application of principles of commoning and intuitive circularity. They could become a basis for more conscious architectural production.**
- **Regions within Ukraine are experiencing very diverse challenges, connected with affection by war and pre-war capacities of communities. The immediate networking of all stakeholders is a step towards the establishment of a nationwide discussion and development of local housing strategies.**

3

The housing question in Ukraine cannot be tackled only by construction of new housing, but by reconsidering of the whole housing sector.

- **There is a need for tools that could help to think beyond the binaries of short- and long-term strategies, temporary and permanent solutions, connect spatial concepts and legal procedures.**
- **Understanding housing as a system could help to overcome the fragmentation of the housing sector, cover the need of all groups of society and acquire adaptive capacity.**



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Housing Urgency in Ukraine

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