

ISSN 2617-4162

E-ISSN 2617-4170

# Соціально-правові студії

Науково-аналітичний журнал

Том 7, № 1

Львів  
2024

УДК 33 + 34 + 159.9](051)

**Рекомендовано до друку та розміщення  
в електронних сервісах ЛьвДУВС Вченою радою  
Львівського державного університету внутрішніх справ  
(протокол № 10 від 28 березня 2024 р.)**

**Ідентифікатор медіа в Реєстрі суб'єктів у сфері медіа R30-03382**  
Рішення Національної ради України  
з питань телебачення і радіомовлення  
від 14 березня 2024 року № 352

**Журнал входить до переліку фахових видань України категорії «А»:**  
з юридичних наук за спеціальностями 081 – Право та 262 – Правоохоронна діяльність;  
з економічних наук за спеціальностями 051 – Економіка,  
072 – Фінанси, банківська справа та страхування, 073 – Менеджмент;  
із соціальних та поведінкових наук за спеціальністю 053 – Психологія  
(наказ Міністерства освіти і науки України № 1543 від 20.12.2023 р.)

**Журнал представлено в наукометричних базах даних, репозитаріях:**  
Scopus, DOAJ, Національна бібліотека України ім. Вернадського,  
Index Copernicus International Journal Master List, EBSCO, CLOCKSS  
Інституційний репозитарій Львівського державного університету внутрішніх справ

Соціально-правові студії: науково-аналітичний журнал / гол. ред. О. Балинська. Львів: ЛьвДУВС, 2024.  
Т. 7, № 1. 284 с.

**Адреса редакції:**  
Львівський державний університет внутрішніх справ  
79007, вул. Городоцька, 26, м. Львів, Україна  
тел.: + 380 (32) 233-20-80  
E-mail: [info@sls-journal.com.ua](mailto:info@sls-journal.com.ua)  
<https://sls-journal.com.ua/uk>

ISSN 2617-4162

E-ISSN 2617-4170

# Social & Legal Studios

The scientific and analytical journal

Volume 7, No. 1

Lviv  
2024

UDC 33 + 34 + 159.9](051)

**Recommended for printing and posted in the electronic services of LvSUIA  
by the Academic Council of Lviv State University of Internal Affairs  
(Minutes No. 10 of March 28, 2024)**

**Media identifier in the Register of Media Entities R30-03382**  
Decision of the National Council of Ukraine  
on Television and Radio Broadcasting  
of 14 March 2024 No. 352

**The journal is included in the list of professional publications of Ukraine of category “A”:**  
legal sciences in the fields of 081 Law and 262 Law enforcement;  
economic sciences in the fields of 051 Economics, 072 Finance Banking and Insurance,  
073 Management; social and behavioral sciences in the field of 053 Psychology  
(Order of the Ministry of Education and Science of Ukraine No. 1543 of 20.12.2023)

**The journal is presented at scientometric databases, repositories:**  
Scopus, DOAJ, Vernadsky National Library of Ukraine,  
Index Copernicus International Journal Master List, EBSCO, CLOCKSS  
Institutional repository of Lviv State University of Internal Affairs

Social & Legal Studios: The scientific and analytical journal / O. Balynska (EIC). Lviv: Lviv State University of Internal Affairs, 2023. Vol. 7, No. 1. 284 p.

**Publishing Address:**  
Lviv State University of Internal Affairs  
79007, 26 Horodotska Str., Lviv, Ukraine  
tel.: + 380 (32) 233-20-80  
E-mail: [info@sls-journal.com.ua](mailto:info@sls-journal.com.ua)  
<https://sls-journal.com.ua/en>

Науково-аналітичний журнал  
Засновано у 2018 р.  
Періодичність випуску: чотири рази на рік

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The scientific and analytical journal  
Year of establishment: 2018  
Publication frequency: Four times a year

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С. Ж. Акімбаєв, Ж. Х. Ахметов, А. Т. Абдикаликов, М. С. Куанишбаєв, І. Кульшимбаєв	
Порядок роботи органів цивільного захисту під час війни.....	9
<b>Ш. Дінай</b>	
Злочини сербських сил у муніципалітеті Джяковиця (1998–1999).....	18
<b>А. Хісі, Й. Авдулай, Е. Шахіні, І. Гога, Е. Шахіні</b>	
Роль правового регулювання у становленні та розвитку системи державного управління з урахуванням аспектів місцевого самоврядування.....	27
<b>К. С. Ісабеков, Х. Б. Нарматов, І. К. Юсупалієв, Б. Мамашаріп, Н. Тенізбек</b>	
Правові основи державного регулювання міграційних процесів у Киргизькій Республіці у контексті глобальних змін.....	37
<b>В. С. Курило, О. Л. Караман, Я. І. Юрків, В. І. Степаненко, Л. Г. Харченко</b>	
Правові засади та основні технології соціально-психологічної роботи з вразливими категоріями населення в громаді.....	46
<b>Т. Сарганія</b>	
Адаптація національного митного законодавства до вимог ЄС в контексті розвитку політики східного партнерства.....	56
<b>А. О. Монаєнко, Н. І. Атаманчук, О. В. Солдатенко, В. В. Власенко, Г. М. Стріяшко</b>	
Правові засади стимулюючої фіскальної політики в ЄС.....	65
<b>А. Б. Молдакматов, З. Ч. Чікеева, А. А. Курманалієва</b>	
Порівняльний аналіз правового регулювання ісламського банкінгу в Киргизстані та інших країнах Центральної Азії.....	74
<b>О. М. Семененко, В. В. Ремез, А. В. Назаренко, В. В. Маліков, В. С. Стасюк</b>	
Правові інструменти стримування ядерного конфлікту в сучасному воєнно-політичному геосередовищі.....	87
<b>А. Вілкс, А. Кіпане, А. Кривінс</b>	
Запобігання міжнародним загрозам у контексті вдосконалення правових засад національної та регіональної безпеки.....	97
<b>Т. П. Попович, Я. О. Бариська, О. В. Маслюк, І. Є. Переш, З. О. Погорєлова</b>	
Обмеження прав людини та екстраординарні юридичні режими.....	106
<b>О. М. Балинська, І. М. Свхутич, І. Р. Серкевич, І. В. Здреник, Р. М. Андрусин</b>	
Трансформація змісту прав людини під впливом процесів глобалізації.....	116
<b>Г. С. Шейшекеєва, К. М. Сманалиєв, З. Сыдыкова, А. Улан, К. К. Токтомамбетова</b>	
Особливості становлення та застосування інституту виведення (відволікання) дітей від кримінального правосуддя в Киргизькій Республіці.....	124
<b>В. Ю. Шепітько, М. В. Шепітько, К. В. Латиш, М. В. Капустіна, Є. Є. Демидова</b>	
Штучний інтелект в протидії злочинності: від правового регулювання до реалій застосування.....	135
<b>І. В. Гловюк, В. А. Завтур, І. П. Зіньковський, І. В. Федоров</b>	
Використання в доказуванні відеозаписів та аудіозаписів, які надали потерпілі від домашнього насильства.....	145
<b>О. Б. Вербя, У. Б. Воробель, А. В. Гайченко, С. В. Медведенко</b>	
Виконання рішень національних судів у справах про компенсацію шкоди, завданої внаслідок збройних конфліктів.....	155
<b>В. І. Теремецький, О. Є. Аврамова, Х. В. Майкут, О. В. Церковна, Р. І. Крамар</b>	
Сучасний стан та шляхи трансформації житлової політики в Україні.....	164
<b>І. А. Федчак, О. В. Кондратюк, А. В. Мовчан, С. П. Поляк</b>	
Теоретичні основи hot spots policing та особливості картографування злочинності.....	174
<b>Н. М. Пархоменко, Т. С. Подорожна, Т. І. Тарахонич, С. Д. Гусарєв, О. В. Білоскурська</b>	
Імплементация Угоди про асоціацію з ЄС шляхом адаптації українського законодавства до права ЄС.....	184
<b>В. С. Пономаренко</b>	
Іноземні цінні папери: проблеми та перспективи для фондового ринку України.....	194
<b>Л. В. Спицька</b>	
Практичні способи притягнення до юридичної відповідальності за анонімні наклейки у мережі Інтернет та ЗМІ.....	202
<b>М. І. Копитко, Л. С. Любохинець, В. А. Панченко, Т. В. Мойса, А. М. Маланчук</b>	
Формування системи управління персоналом як чинник підвищення конкурентоспроможності та рівня безпеки підприємств в умовах цифрової трансформації й нових правових викликів.....	210
<b>М. С. Арстанбеков, Н. А. Сейдакматов, М. Б. Татенов, Б. К. Канибекова, Б. Д. Какешов</b>	
Віктимологічні аспекти протидії інтернет-злочинності: діяльність державних органів влади та місцевого самоврядування.....	221
<b>А. Бечірі, Д. Кельменді, В. Шала</b>	
Нерівність на ринку праці: юридичний погляд на причини та шляхи вирішення.....	235
<b>А. Б. Стичинська, А. А. Кравченко, О. В. Красільнікова, Н. Ю. Гусєва, І. О. Кизименко</b>	
Теоретичні аспекти покращення співпраці між суспільством, бізнесом та владою в контексті європейської інтеграції.....	243
<b>Н. Я. Башурин, О. І. Зозуляк, І. І. Главач-Хомин, Т. Я. Схаб-Бучинська</b>	
Концептуальні проблеми розуміння науково-технічної інформації в рамках цивільного законодавства.....	254
<b>О. С. Ховпун, Я. В. Кічук, А. С. Петренко, О. В. Домбровська, А. С. Метіль</b>	
Медіація як інструмент вирішення конфліктів у кримінальному провадженні з урахуванням особливостей воєнного стану.....	264
<b>І. О. Рєвак, О. М. Підхонний, В. І. Чубаєвський</b>	
Електронні документи як ресурси соціологічного дослідження рівня безпеки фінансових і правових відносин.....	273

# CONTENTS

<b>Ye. Akimbayev, Zh. Akhmetov, A. Abdykalykov, M. Kuanyshbayev, I. Kulshimbayev</b> Operation procedures of civil defence authorities in time of war.....	9
<b>S. Dinaj</b> The crimes of Serbian Forces in the Municipality of Gjakova (1998-1999) .....	18
<b>A. Hysi, J. Avdulaj, E. Shahini, I. Goga, E. Shahini</b> Role of legal regulation in the establishment and development of the public administration system with local self-government aspects.....	27
<b>K. Isabekov, K. Narmatov, I. Yusupaliev, B. Mamasharip, N.Tenizbek</b> Legal basis of state regulation of migration processes in the Kyrgyz Republic in the context of global changes .....	37
<b>V. Kurylo, O. Karaman, Ya. Yurkiv, V. Stepanenko, L. Kharchenko</b> Legal basis and main technologies of socio-psychological work with vulnerable categories of the population in the community .....	46
<b>T. Sartania</b> National customs legislation adaptation to EU requirements in the context of eastern partnership policy development .....	56
<b>A. Monaienko, N. Atamanchuk, O. Soldatenko, V. Vlasenko, G. Striiashko</b> Legal foundations of stimulating fiscal policy in the EU .....	65
<b>A. Moldakmatov, Z. Chikeyeva, A. Kurmanalieva</b> Comparative analysis of Islamic banking regulation in Kyrgyzstan and Central Asian countries.....	74
<b>O. Semenenko, V. Remez, A. Nazarenko, V. Malikov, V. Stasiuk</b> Legal instruments for deterring nuclear conflict in the current military and political geo-environment .....	87
<b>A. Vilks, A. Kipane, A. Krivins</b> Preventing international threats in the context of improving the legal framework for national and regional security.....	97
<b>T. Popovych, Ya. Baryska, O. Maslyuk, I. Peresh, Z. Pohoryelova</b> Restrictions on human rights and extraordinary legal regimes .....	106
<b>O. Balynska, I. Yevkhutych, I. Serkevych, I. Zdrenyk, R. Andrusyshyn</b> Transformation of the content of human rights under the influence of globalisation .....	116
<b>G. Sheishekeeva, K. Smanaliev, Z. Sydykova, A. Ulan, K. Toktomambetova</b> Peculiarities of the formation and application of the institute of diversion (diverting) of children from criminal justice in the Kyrgyz Republic .....	124
<b>V. Shepitko, M. Shepitko, K. Latysh, M. Kapustina, E. Demidova</b> Artificial intelligence in crime counteraction: From legal regulation to implementation.....	135
<b>I. Hloviuk, V. Zavtur, I. Zinkovskyy, I. Fedorov</b> The use of video and audio recordings provided by victims of domestic violence as evidence.....	145
<b>O. Verba, U. Vorobel, A. Haichenko, S. Medvedenko</b> Enforcement of decisions of national courts in cases of compensation for damage caused as a result of armed conflicts .....	155
<b>V. Teremetskyi, O. Avramova, K. Maikut, O. Tserkovna, R. Kramar</b> Current situation and transformation ways of housing policy in Ukraine .....	164
<b>I. Fedchak, O. Kondratiuk, A. Movchan, S. Polyak</b> Theoretical foundations of hot spots policing and crime mapping features .....	174
<b>N. Parkhomenko, T. Podorozhna, T. Tarakhonych, S. Husarev, O. Biloskurska</b> Implementation of the Association Agreement with the EU by adapting Ukrainian legislation to EU law .....	184
<b>V. Ponomarenko</b> Foreign securities: Issues and prospects for the Ukrainian stock market.....	194
<b>L. Spytska</b> Practice-based methods of bringing to legal liability for anonymous defamation on the Internet and in the media .....	202
<b>M. Kopytko, L. Liubokhynets, V. Panchenko, T. Moysa, A. Malanchuk</b> Formation of a personnel management system as a factor of increasing competitiveness and the enterprise security level in the context of digital transformation and new legal challenges .....	210
<b>M. Arstanbekov, N. Seidakmatov, M. Tatenov, B. Kanybekova, B. Kakeshov</b> Victimological aspects of countering internet crime: State and local government practices .....	221
<b>A. Beqiri, J. Kelmendi, V. Shala</b> Inequalities in the labour market: A legal perspective on causes and solutions .....	235
<b>A. Stychynska, A. Kravchenko, O. Krasilnikova, N. Husieva, I. Kyzymenko</b> Theoretical aspects of improvement of society-business-government cooperation in the context of European integration.....	243
<b>N. Bashuryn, O. Zozuliak, I. Hlavach-Khomyn, T. Skhab-Buchynska</b> Conceptual problems of understanding scientific and technical information in the framework of civil legislation .....	254
<b>O. Khovpun, Ya. Kichuk, A. Petrenko, O. Dombrovska, A. Metil</b> Mediation as a conflict resolution tool in criminal proceedings in the context of martial law.....	264
<b>I. Revak, O. Pidkhomnyi, V. Chubaievskiy</b> Electronic documents as resources for sociological research on the level of security of financial and legal relations .....	273



## Current situation and transformation ways of housing policy in Ukraine

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**Abstract.** Housing policy is one of the urgent scientific and practical areas within legal research because it has not been updated since 1995, and actual housing relations have already received a new meaning. The purpose of the study is to identify the features of the current situation and propose transformational approaches to housing policy. The study employs formal legal, statistical, and general scientific research methods, considering dialectical, synergistic, and axiological approaches. The main issue with Ukrainian housing policy is the absence of a modern concept guiding housing development and legal regulation. It is observed that the intensification of efforts to develop and adopt the principles of future state housing policy was conducted at the level of state authorities' activities. Based on the analysis of regulations in housing relations, it was determined that housing policy is part of a broader state policy – social policy. This is because it aims to meet the social interest – the need for housing. It is emphasised that housing policy is divided into national and regional housing policies. Particular attention is paid to the difficulty of restoring the destroyed housing facilities stock as a result of the war; it is suggested that a system of action be implemented to overcome the complicated situation in the housing sector. The study supports the idea of highlighting a specific area of modern housing policy in Ukraine, namely, ensuring the housing rights of vulnerable individuals, particularly those who have

### Suggested Citation

**Article's History:** Received: 02.12.2023 Revised: 27.02.2024 Accepted: 28.03.2024

Teremetskyi, V., Avramova, O., Maikut, K., Tserkovna, O., & Kramar, R. (2024). Current situation and transformation ways of housing policy in Ukraine. *Social & Legal Studies*, 7(1), 164-173. doi: 10.32518/sals1.2024.164

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been forcibly evicted due to war. The study identifies specific areas of housing policy, including: the restoration of housing facilities (such as constructing new housing, compensating for destroyed housing, and conducting repair and construction works); devising an investment strategy for the housing sector; safeguarding citizens' housing rights; and revising housing legislation. These recommendations can be considered by the legislative and executive authorities when formulating a strategy and policy for the reconstruction of the housing stock of the state

**Keywords:** public administration; normative and legal regulation of housing relations; housing restoration; housing; housing facilities stock; right to housing; fundamental human rights

## Introduction

Identifying the areas of housing policy in the current context of Ukrainian statehood is a pressing issue in research and law-making. It is due to the lack of a contemporary state housing policy outlined in relevant regulatory frameworks, ongoing military operations within Ukrainian borders, an increasing number of internally displaced persons, and efforts to restore and modernise the housing stock. There is an urgent need to substantiate the concept of housing policy areas at the level of legal science. This underscores the importance of developing and implementing housing policy for the current stage of state formation in Ukraine.

It is notable that scholarly investigation into housing policy spans multiple disciplines, including economics, law, sociology, and technical sciences. This complex methodological approach is necessitated by the intricate nature of housing policy as a scientific concept, requiring consideration of interdisciplinary relationships in the studies on the subject. According to O.D. Kashchuk (2022), the concept of housing policy in the field of public administration has not been comprehensively explored, indicating a certain fragmentation in its treatment. Indeed, a unified methodological approach to housing policy has yet to be established, so it is advisable to fully consider all specific features of housing policy at the state administration level. I.I. Khozhylo (2023) highlights the ongoing renewal of the legal mechanisms of management and administration in certain areas of housing policy implementation, which are the responsibility of various central executive authorities and local self-government bodies. In particular, partial amendments to the legal regulation of housing policy relations have been made in response to the introduction of martial law and the need to identify and restore damaged and destroyed housing. V.V. Kochyn (2023) underscores that housing is a commodity that falls under the “decent living conditions” category, necessitating a balance in the regulation of property and housing relations. This highlights the importance of updating housing policy to balance social and economic interests in the housing sector. Furthermore, there is an urgent need to find effective and efficient mechanisms to ensure the realisation of the right to housing, especially as a housing crisis looms in Ukraine. Currently, Ukraine has the opportunity to develop a more effective and equitable housing policy, drawing on the best practices of European countries and established standards where the right to social housing is a critical component (Haran & Stepanova, 2023).

According to R. Oke and F.A.P. Liu (2023), housing policy has a direct relationship with the real estate market, which is related to a wide range of economic aspects. This perspective is supported by the recognition that the real estate market is just one component of housing policy. P. Malpass and A. Murie (1999) conducted a seminal study on housing policy, highlighting its interconnectedness with the broader imperative of addressing housing needs comprehensively.

It is acknowledged that researchers approach housing policy from various scientific perspectives. Despite the multifaceted interpretations of housing policy within state administration and legislative contexts, it is practical to define the essence and key areas of housing policy, particularly in terms of its legal regulation and state construction.

The purpose of the study is to determine the current state and potential transformations of housing policy in Ukraine. To achieve the stated purpose, the following objectives were established: to clarify the concept of housing policy, to identify specific features of the current Ukrainian housing policy, and to outline the areas of housing policy in modern socio-economic conditions.

## Materials and methods

To address the objectives, a range of general scientific and specialised methods was applied. The dialectical method served as the primary approach, aiding in establishing the essence of the research problem, the various forms of housing policy, and the role of housing policy within the broader framework of social policy. The axiological method highlighted the importance of sustainable housing policy for societal development, identifying key value categories in research and distinguishing values within the studied phenomenon. The synergistic method helped form systematic areas of housing policy. Methods of analysis and synthesis were utilised to explore the relationship between the actions of housing authorities and the development and adoption of housing policy. Statistical analysis was employed to examine data related to the current state of housing policy in Ukraine. Furthermore, the formal and logical method was used to identify the specificities within the regulatory and legal framework governing housing policy. These methods collectively contributed to a more profound understanding of the intricacies surrounding the development and regulation of housing policy.

Various materials, such as regulations of Ukraine, statistical data, and literature sources, were utilised in exploring the current situation and transformation methods of housing policy in Ukraine. For example, Cedos analytical data on the housing policy situation in the first year of full-scale war (Bobrova, 2023; Verbytskyi et al., 2023) and Kyiv School of Economy data on the destruction of housing facilities stock (More than 8% of the housing..., 2023) were analysed. The following regulations were analysed: the Law of Ukraine “On the Principles of Domestic and Foreign Policy” (2010); the Law of Ukraine “On the principles of state regional policy” (2015); Laws of Ukraine No. 1602-III (2000), No. 156-VIII (2015), and No. 2923-IX (2023); the Law of Ukraine “On State Target-oriented Programs” (2004); the Concept of state housing policy (1995); and Resolutions of the Cabinet of Ministers of Ukraine No. 326 (2022), No. 380 (2022), and No. 221-r (2023).

Methodological materials regarding the procedure for submitting an information report on damaged and destroyed immovable property as a result of hostilities, terrorist acts, and sabotage caused by the military aggression of the Russian Federation against Ukraine were also examined.

Furthermore, the experience of local self-government agencies with regard to housing policy, focusing on activities in the war zone, such as the Economic and Social Program of economical and social development of Kharkiv City (2023), developed by Kharkiv City Council was analysed. Legislative proposals, including the Draft Laws: On Amendments to paragraph 3 of the Chapter II “Final and Transitional Provisions” of the Law of Ukraine “On the De-Sovietization of the Legislation of Ukraine” regarding housing policy (2023) and “On Basic Principles of State Housing Policy” (2013), were also considered. These legislative references serve as essential foundations for understanding and evaluating the implementation of housing policy.

### Results

**Housing policy concept in law and research.** Housing policy within modern state formation is a comprehensive legal and socio-economic phenomenon. Notably, a key issue in the housing policy in Ukraine is the fragmentation of housing legislation and the management of the housing sector. Various ministries and central executive authorities are implementing their housing programmes that are not coordinated with each other. This lack of coordination reduces their effectiveness and increases administrative costs (Verbytskyi *et al.*, 2023). This situation requires addressing by establishing a common understanding of housing policy and defining its contemporary areas.

Housing policy is a vital component of the socio-economic policy to ensure human rights to a decent living environment with high-quality and comfortable living conditions (Housing policy, 2009). It always represents a programme and its practical implementation aimed at ensuring the stable and economically efficient turnover of the housing stock, within which the housing needs of citizens determined by the state and relevant international acts are met (Komnatiy, 2021). The problematic issue of housing policy encompasses pertinent many topics, theoretically and in applied public administration (Khozhylo, 2023).

It is important to note that one of the main principles of domestic policy in the social sphere, outlined in paragraph 9, P. 1 of Art. 8 of the Law of Ukraine “On the Principles of Domestic and Foreign Policy” (2010), is the provision of affordable housing for citizens, especially for the needy population, those with limited physical capabilities, orphans and children deprived of parental care, youth, public sector employees, and multi-member families. This principle also includes strengthening government initiatives to stimulate social housing construction and revitalizing affordable mortgage lending. Housing policy can also fall under regional policy as outlined in the Law of Ukraine “On the Basics of State Regional Policy” (2015). For instance, regional housing policy is mentioned explicitly in the Program of Economic and Social Development of Kharkiv City for 2023 (Program of Economic and Social..., 2023).

Housing policy is founded on both the housing economy and the right to social security to meet housing needs. The housing economy encompasses many sectors, including housing construction, production of building materials,

land use, general and territorial planning, architecture, metallurgy, transport, road construction, and energy supply (Kravchenko, 2019). As a result, a system of complex legal relations arises around this, which requires a separate systemic legal regulation. Therefore, housing policy is a comprehensive, interdisciplinary formation.

Based on the above, it can be argued that housing policy is a component of social policy and is implemented through relevant programmes. According to the Law of Ukraine “On State Special Programs” (2004), state target-oriented programmes fall into two main categories: 1) national programmes aimed at fostering economic, scientific and technical, social, national, and cultural development, as well as environmental protection; 2) other programmes aimed at addressing specific challenges concerning the advancement of the economy and society, the development of particular sectors of the economy and administrative-territorial units requiring state support. Therefore, housing policy is part of the social policy of the state, which is aimed at creating conditions for providing housing for the country’s population, managing the housing facilities stock, and modernising the housing infrastructure. It is divided into national housing policy and regional housing policy. The interaction between public and private entities is evident in housing policy in a broad sense, as the housing sector involves various entities, including individuals, legal entities, and entities of state administration.

**Current housing policy situation in Ukraine.** The Ukrainian state has recently encountered significant challenges in its housing policy. Thus, according to various estimates, losses in the housing facilities stock of Ukraine during 2022 ranged from 135 to 817 thousand destroyed or damaged buildings. According to the International Organization for Migration, the number of forcibly displaced persons in Ukraine as of January 2023 amounted to 5.4 million people. This has led to a shift in housing needs, requiring temporary crisis accommodation (Bobrova, 2023). Moreover, unresolved issues persist, such as housing availability, adequacy, and the transition to energy-saving technologies in the housing and communal economy. To address these issues, the Plan of Priority Actions of the Government for 2023, approved by the Ruling of the Cabinet of Ministers of Ukraine dated March 14, 2023, No. 221-r (2023), includes the development and submission by the Ministry of Development of Communities, Territories and Infrastructure of Ukraine of a Draft Law on settling housing policy issues (Ruling of the Cabinet of Ministers of Ukraine, 2023). Furthermore, a meeting of the Committee on Youth and Sports of the Verkhovna Rada of Ukraine was held on November 20, 2023, where the conceptual areas of reforming the state housing policy, developed by the working team of the Ministry of Community Development, Territories and Infrastructure of Ukraine in cooperation with international organisations, were presented (Materials of the Committee meeting..., 2023).

To assess the current state of housing policy in Ukraine, it is necessary to examine both the present characteristics of the object of housing policy (housing and legal relations in the housing sector) and the state of public management of the housing sector. To accomplish this, an analysis of the housing facilities stock in Ukraine and the activities of state authorities regarding the formation of housing policy should be conducted.

The total residential area in Ukraine as of the beginning of 2021 was 1,014.8 million square metres, showing

a slight increase of only 2.2% or 21.5 million square meters compared to 2019. The total volume of living space was much smaller. It was 636.8 million square metres as of January 1, 2021, and the increase in the living space of residential premises in the country for 2019-2021 was only 1.84%, or 11.5 million square metres (Dubyna & Zashchanskiy, 2023). Statistical indicators of the housing facilities stock in 2022-2023 are not considered due to the country being in a state of war, resulting in the systematic destruction of the housing facilities stock. According to the data of the Kharkiv City Council (Kharkiv being one of the cities affected by the war in Ukraine), approximately 30.0% of housing facilities in the city were damaged due to shelling. Over 4,000 residential buildings were destroyed, almost 500 buildings deemed irreparable. This situation has left over 150,000 Kharkiv residents homeless. The housing policy in Kharkiv in 2023 focused on implementing projects for the city's reconstruction and restoration, constructing housing to replace destroyed buildings, including with the assistance of national and international investors, completing housing construction projects started before the hostilities, creating conditions for the realization of civil rights to housing, improving living conditions through participation in city housing programs, and implementing measures to develop a social housing stock (Program of economical and social..., 2023). In Kyiv, 454 residential buildings were destroyed and damaged during the full-scale invasion, resulting in losses of 734 million dollars. According to estimates from the Kyiv School of Economics, as of May 2023, 18,600 residential buildings were affected in Ukraine, with 13,200 being damaged and 5.4 thousand completely destroyed. In total, more than 163,000 housing facilities stock objects were damaged as of June 2023. The total area of damaged or destroyed objects is 87 million square metres, which is 8.6% of the total area (More than 8% of the housing..., 2023).

The current situation of the housing stock and the solvency of the majority of the population in Ukraine indicates the need to reorient towards a strategy of reconstruction and renewal of the existing housing stock, and the need to strengthen the role of the state in this process (Kucherenko, 2019). The housing stock of Ukraine includes both new buildings and those that are destroyed, dilapidated, or in an emergency state. Specifically, there is a concerning trend in several regions of Ukraine regarding the volume of dilapidated housing facilities. For example, the volume of dilapidated housing during 2010-2020 was significantly increased in Vinnytska (by 20.2%), Kyivska (6.9%), Lvivska (22.82%), Poltavska (69.33%), Sumska (66.1 %), Kharkivska (26.43%), and Chernihivska (3.95%) regions. Similarly, there has been a rise in emergency housing stock in Donetsk (127.5 thousand square metres) and Odeska (108.8 thousand square metres) regions (Dubyna & Zashchanskiy, 2023).

Analysis of this data indicates an urgent need for a comprehensive set of measures to restore and support the housing facilities stock of Ukraine. One such measure could be the reconstruction of emergency and dilapidated housing, which can be implemented through regional housing policies. The difficulty of restoring the destroyed housing facilities stock as a result of the war is the fact that it is necessary to perform a set of actions: 1) to conduct an assessment of the destruction; 2) to identify the need for restoration (particularly for dwellings of cultural heritage significance) or demolition; 3) to conduct demining of objects and search for ex-

plosives in residential buildings; 4) to clear the debris; 5) to check the condition of the supporting structures; 6) to develop a restoration project; 7) to execute construction works.

The problem of state housing policy in Ukraine is that no regulation has been adopted since 1995 to determine the content and areas of housing policy. The current "Concept of the State Housing Policy" (1995) determined the main areas of realisation of the right of Ukrainian citizens to housing. It has not been updated since that time. Draft Law No. 10097 (2023) was registered in the Verkhovna Rada of Ukraine on September 28, 2023, proposing the development and submission by July 1, 2024, of the Draft Law of Ukraine "On Basic Principles of State Housing Policy" (2013). On November 20, 2023, the Committee on Youth and Sports of the Parliament of Ukraine heard a report from the working team of the Ministry of Community Development, Territories, and Infrastructure of Ukraine on the future development of state housing policy (Materials of the Committee meeting..., 2023). This indicates an increasing focus on developing and adopting state housing policy at the level of state authorities, which should serve as a comprehensive document for further development of the housing sector in Ukraine. Therefore, there is an urgent need for a scholarly discussion on housing policy areas within the modern conditions of state formation in Ukraine.

Determining the current areas of housing policy is crucial for restoring the housing facilities stock and modernising the housing infrastructure in modern socio-economic conditions. The level of housing needs provision is an indicator of ensuring human rights in the state, the development of the public administration system, and the legal regime in general. Article 4 of the Draft Law of Ukraine "On the Basic Principles of State Housing Policy" (2013) suggests that the priorities of state housing policy should include: 1) identifying the most vulnerable population groups in terms of priority in providing housing and introducing effective mechanisms to meet the housing needs of citizens who are on apartment registers in accordance with legislation, promoting the development of the rental housing market on a competitive basis; 2) clearly demarcating the spheres of responsibility of the state, territorial communities, and the private sector at the legislative level, developing, approving, and providing permanent and adequate financing for the implementation of state and regional housing programmes; 3) approaching national norms, rules, and standards of housing legislation to European recommendations. It should be noted that the project does not meet modern requirements for housing restoration. Besides, it is more correct and expedient to formulate the areas, not the priorities, of state housing policy. It has to be emphasised that the specified Draft Law offers to bring national norms, rules, and standards of housing legislation closer to European recommendations. Therefore, this formulation of the priorities of the state of Ukrainian housing policy is partially incorrect. Thus, there is a certain dispersion of standards in European housing legislation regarding the concept of housing as a result of the complex case law of the ECHR in the field of protecting housing rights. In addition, Ukraine needs to develop separate standards for housing rights due to the need to restore the housing facilities stock against the background of the war. In particular, it is relevant to consider the international experience of housing policy in terms of post-war recovery at the current stage of the development of state policy and society in Ukraine.

It should be emphasised that the rebuilding of housing facilities, improvement of communal services, and enhancement of medical and educational institutions will be among the priority tasks of post-war reconstruction. Furthermore, one should consider both positive and negative experiences that were formed in countries that experienced military conflicts during the state management of post-war reconstruction. For example, it has been historically confirmed that the overly bureaucratic process of assessing the damage caused and filing an application for assistance slows down significantly the process of restoring damaged housing (Gorin, 2023). One of the ways to solve housing policy problems, especially during the war, can also be the reconstruction of residential buildings (Kashchuk, 2022).

Appropriate legal regulations have been actively implemented regarding compensatory relations in the field of reimbursement for damaged property as a result of hostilities in Ukraine since the first months of the war. A number of regulations have been adopted (Resolution of the Cabinet of Ministers of Ukraine No. 326..., 2022; Resolution of the Cabinet of Ministers of Ukraine No. 380..., 2022; Law of Ukraine No. 2923-IX..., 2023) since February 2022. The analysis of the cited regulations allows stating that Ukraine has developed a successful notification system regarding destroyed and damaged property as a result of hostilities, which avoids complex bureaucratic procedures as much as possible. This statement is due to the fact that a person can choose the form of damage notification, in particular, the written or electronic one. Besides, an individual can send an information message to the Register of Damaged and Destroyed Property by means of the Diia portal, through the administrator of the National Register of Citizens of Ukraine or a notary (regardless of the place of residence or stay of an individual) (Procedure for submitting an information ..., n.d.). In total, more than 40,000 applications have been submitted to the Register of Damaged and Destroyed Property (E-Restoration: How to get compensation..., 2023). However, this area of housing policy for Ukraine should remain a priority during the war and post-war reconstruction period. In addition, the indicated above demonstrates that Ukraine is actively creating registers of destroyed or damaged property, which is the basis for receiving reparations from the Russian Federation in regard to its aggression against Ukraine.

The restoration and reconstruction of housing, including properties damaged or destroyed by war, along with emergency and dilapidated housing, necessitate financial and technical assistance. This support is crucial for the sustainable operation of the construction sector and the provision of adequate financing. It requires the accumulation of the state funds and the involvement of international donors. To regulate the economic structure and to intensify economic activity in the housing construction sector of Ukraine, the state needs to develop and implement an effective investment strategy. Implementation of investment strategy areas is closely correlated with political, social, humanitarian, and other strategies of the state (Yepifanova, 2023). Therefore, one of the areas of housing policy should be the development of an investment strategy in the housing sector of the economy.

An essential aspect of contemporary housing policy should focus on safeguarding housing rights, particularly for vulnerable individuals, such as those forcibly displaced due to conflict. An important factor that will contribute to the provision of housing for citizens is the introduction of

preferential lending. Thus, IDPs are entitled to a preferential mortgage loan if their housing is located in communities affected by ongoing hostilities or temporary occupation (Rogovyi, 2022). However, paying the initial mortgage payments is extremely challenging due to the poverty of many resettled individuals who have lost their homes. Therefore, when formulating state housing policy, it is important to designate areas for the construction of state-owned housing stock for long-term lease or lease with the option to purchase. This approach can be drawn from the experiences of EU countries. For instance, the government of North Rhine-Westphalia, Germany, allocated €20 million from public funds on May 9, 2022, for subsidies to prepare and acquire housing for short-term use. Private owners or housing companies could use this funding to refurbish unused apartments or vacant properties for Ukrainian refugees. Moreover, €200 million was provided in the form of low-interest loans with enhanced repayment discounts through the public housing finance programme of North Rhine-Westphalia for the creation of new housing. The aim of the government of North Rhine-Westphalia is to repurpose unused living spaces for Ukrainians. Financing is designed to be as flexible as possible without neglecting necessary standards such as affordability and energy efficiency. This initiative guarantees stable rent of the housing stock in the future (Circular of the Ministry of Homeland, Municipal Affairs..., 2023).

Another important aspect of housing policy should be the development of modern legal regulations for housing relations. The lack of a clear, structured, and systematic legal framework for state housing policy is a significant factor hindering the development of the housing sector in Ukraine. Therefore, the main and primary steps to creating the appropriate regulatory basis should be the undeviating observance of the principles of rulemaking by state authorities (Myroshnychenko, 2021). For instance, the State Program for Providing Youth with Housing for 2013-2023, approved by Resolution of the Cabinet of Ministers of Ukraine No. 967 (2012) and amended by Resolution of the Cabinet of Ministers of Ukraine No. 1360 (2020) and the Energy Modernization Support Program for multi-apartment buildings "Enerhodim" (Energy Efficiency Fund, 2020) were adopted without a conceptual foundation in housing policy. It is necessary to adopt a housing policy concept and consolidate existing regulations into a single codified document to address the dispersion and lack of systematic legal regulation of housing relations.

Thus, resolving current issues in the housing sector requires the establishment of a modern state housing policy. This includes increasing the population's solvency, developing and implementing financial mechanisms for mortgage lending, maintaining social housing in the state-owned sector, and adopting both European and American mortgage lending schemes. Moreover, it involves the high-quality reconstruction of existing outdated housing and transferring funds from the secondary housing market to the primary one (Kovalevska, 2013). It is evident that addressing existing housing sector issues requires a systematic policy approach in the socio-economic sphere. Furthermore, this consideration is crucial in the formation and reform of state authorities. Establishing a consolidated agency within the housing sector, with authority over the adoption and implementation of housing policy, would be beneficial.

It is worth paying attention to the fact that it is appropriate to determine the forecasts for the implementation of housing policy and the methodological basis for monitoring the results of its implementation while developing housing policy. Article 5 of the Law of Ukraine “On State Forecasting and Elaboration of Ukraine’s Economic and Social Development Programs” (2000) highlights the significance of conducting a comprehensive analysis of various factors, including demographic trends, natural and industrial resource utilisation, scientific and technological advancements, labour force capacity, domestic economic competitiveness, and current levels of economic and social development. It also stresses the necessity of considering the impact of external political, economic, and other influences, forecasting future trends in these areas. This approach provides the basis for formulating forecasting and programme documents for economic and social development. Therefore, the adoption of the housing policy concept should be a well-thought-out document aimed at achieving specific results, particularly in terms of regulatory and legal support and the activities of state authorities (both central and local government bodies). The results obtained must be assessed for compliance with the programme expectations and analysed according to the defined methodology.

In summary, the following areas of housing policy can be identified: restoration of the housing facilities stock (including the construction of new housing, compensation for destroyed housing, and implementation of repair and construction works); development of an investment strategy in the housing sector; ensuring citizens’ housing rights; and updating housing legislation, among others.

### Discussion

Identifying the state of housing policy and its developmental areas allows for the assertion that housing policy is a comprehensive concept. According to O.D. Kashchuk (2022), housing policy is a multifaceted phenomenon. Its implementation intersects with many aspects of social life; it is a component and strategic area of state policy; its development depends on the socio-economic situation in the country; it has constitutional value, which is determined at the national level. Naturally, housing policy cannot be defined without considering the socio-economic conditions of society and its needs. The impact of socio-economic conditions on housing policy is particularly evident during martial law times. Therefore, it can be argued that housing policy can be conceptualised through statistical socio-economic relations and their dynamic paradigm. This paradigm emerges when additional factors, such as war, disrupt the natural progression of socio-economic relations. This factor should be carefully considered in contemporary studies focusing on housing policy.

M. Habrel (2020) observes that the housing policy of the state (or region, territorial community) encompasses the general areas, principles, and methods of activity aimed at achieving specific objectives in this domain: improving housing conditions and relations, meeting the needs of residents, and harmonising them with the effective functioning of urban planning systems. This conceptualisation provides a broad definition of housing policy. Simultaneously, housing policy is an integral element of the state social policy, encompassing the actions of governmental authorities and local self-government bodies aimed at facilitating housing provision for the population, managing the housing stock,

and modernising housing infrastructure. Conceptual principles of housing policy can be discerned in state and local programmes, as housing policy is subdivided into state and regional realms. It is appropriate to delineate the following areas of housing policy, which can be implemented at both national and regional levels: 1) enhancing normative and legal regulation of housing relations; 2) ensuring human housing rights, particularly through the creation of alternative means of acquiring housing rights and managing the housing stock; 3) providing financial and technical support to the housing sector (including developing the national construction industry and forming a market for accessible building materials); 4) developing and implementing an investment strategy in the housing sector; 5) modernising residential infrastructure; 6) enhancing state administration in the housing sector; 7) forecasting and monitoring housing policy.

P. Lis (2008) proposed a comprehensive definition of housing policy. The researcher characterises housing policy as a sectoral state policy that encompasses the activities of government and local authorities, involving state structures, political and public organisations, and private entities. This policy aims to create conditions for purchasing or renting housing and ensure housing stock availability. It is worth agreeing with the given provision. It is advisable to involve non-state structures in the formation and monitoring of housing policy, particularly public organisations. The work of the Cedos Analytical Center serves as a prominent example in Ukraine, conducting discussions and static research on housing policy. This experience should be further developed and considered in future housing policy initiatives.

The social component of housing policy is emphasised by J. Frątczak-Müller (2022). The researcher noted that the main objective of social housing policy is to prevent homelessness, forced eviction, and living in unsuitable housing. This conclusion points to the core point of housing policy. Overcoming homelessness is possible only with the systematic activity of state authorities, local self-government agencies, and social public organisations. The ongoing conflict in Ukraine is likely to exacerbate homelessness among both adults and children. Therefore, it is necessary to additionally emphasise that modern housing policy should address the social housing crisis, which has arisen due to the military conflict. Overcoming homelessness and preventing forced evictions are critical areas that must be addressed by housing policy.

According to N. Oliinyk (2010), the state housing policy aims to create conditions for the sustainable and efficient turnover of housing stock. This involves meeting citizens’ housing needs, maintaining and developing construction quality standards, and generating positive economic development impacts across other sectors of the economy (Oliinyk, 2010). Indeed, housing policy intersects with various economic sectors, and its revitalisation could catalyse post-war economic recovery in Ukraine.

S.O. Komnatniy (2021) identifies two key components of housing policy: social, which focuses on ensuring citizens’ right to housing, and economic, which involves developing the housing construction sector while considering the real needs and economic capacities of future housing users. C. Zhao and F. Liu (2023) also highlight the economic aspect of housing policy, particularly in relation to real estate market dynamics. This is logical, as the real estate market comprises interconnected submarkets, including the consumer market, financial asset market, development market, and land

market (Krasnevich *et al.*, 2023). Supporting the viewpoints of researchers, it is important to highlight the legal aspect of housing policy, which is a crucial component. Regulatory and legal provision of housing policy is a necessary component. The housing legislation of Ukraine should provide for the transition from the previous system of distribution of the state housing facilities stock to the system based on ensuring the conditions for restoring the housing facilities (Haliantykh & Kochyn, 2022). Therefore, while the social and economic aspects form the basis of housing policy, its effective implementation relies on appropriate legal regulations. Legal provision of housing policy involves the activities of state authorities and local self-government agencies in the formation and implementation of state policy and the availability of legal instruments for the regulation of housing relations.

Summarising the above, housing policy is a comprehensive category with various interdisciplinary scientific relationships encompassing social, economic, and legal factors. Housing policy is a part of social policy. It is aimed at ensuring the realisation of the right to housing. Regarding hostilities, the Ukrainian housing policy should establish additional mechanisms for the social protection of housing rights, particularly vulnerable persons. One of the urgent areas in the field of housing policy is the development of its concept at the level of state authorities. There is also a need to systematise regulations in the housing sector.

### Conclusions

The study on housing policy within the current state formation in Ukraine leads to several conclusions. It was established that housing policy is an integral part of the state social policy, aiming to provide housing to the population, manage housing stock, and modernise housing infrastructure. This policy is delineated into state and regional levels. Efforts to develop and adopt a comprehensive document on state housing policy, intended to serve as a foundational document for the future development of the housing sector of Ukraine, have been undertaken amid the current state formation in Ukraine.

The scientific value of this study is that housing policy is considered as a complex, interdisciplinary category. It

was emphasised that housing policy constitutes an integral aspect of the state social policy. It includes the efforts of governmental authorities and local self-government agencies to facilitate access to housing for the population, administer housing facilities stock, and enhance housing infrastructure through modernisation initiatives. It aims to create an environment conducive to fulfilling the constitutional entitlement to housing, particularly regarding availability and adequacy. It was emphasised that housing policy, as a scientific and practical concept, should be determined while considering the static and dynamic state of socio-economic relations. The dynamics of these relations can be observed in Ukraine due to the impact of the war. Consequently, when formulating housing policy, it is imperative to consider the socio-economic imbalances that have emerged as a consequence of the imposition of martial law.

The practical importance of the obtained results is the determination of the principles of legal support for housing policy. It is necessary to create a consolidated agency at the level of central government authorities, which should be responsible for the development and implementation of housing policy. It is also essential to develop and adopt a modern concept of housing policy, which should include updated housing legislation. It is advisable to involve non-governmental organisations, particularly NGOs, in formulating and monitoring the housing policy. One of its aspects should be to ensure the housing rights of vulnerable categories of the population, including people who have been forcibly evicted as a result of the war. The need to determine a mechanism for monitoring the expected results of housing policy implementation within the framework of the housing policy principles was noted.

The main areas for further research in housing policy may relate to the identification of strategic elements and areas of housing policy and to the composition of its entities.

### Acknowledgements

None.

### Conflict of interest

None.

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## Сучасний стан та шляхи трансформації житлової політики в Україні

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**Анотація.** Житлова політика є одним із нагальних науково-практичних напрямів у правничих дослідженнях, оскільки концепція житлової політики не оновлювалась з 1995 р., а фактичні житлові відносини вже отримали новий зміст. Метою роботи є розкриття особливостей сучасного стану та трансформаційних шляхів житлової політики в Україні. У роботі використані формально-юридичний, статистичний та загальнонаукові методи дослідження в контексті діалектичного, синергічного, аксіологічного підходів. Наголошено, що проблемність української житлової політики полягає у відсутності сучасної концепції розвитку вектору житлово-правового регулювання. Водночас означено, що на рівні діяльності органів державної влади відбулась активізація щодо розробки та прийняття засад майбутньої державної житлової політики. На підставі аналізу нормативно-правових актів у сфері регулювання житлових відносин визначено, що житлова політика є частиною більш широкої державної політики – соціальної. Таке положення обумовлено тим, що вона спрямована на задоволення соціального інтересу – задоволення житлової потреби. Підкреслено, що житлова політика поділяється на загальнодержавну житлову політику та регіональну житлову політику. Приділено увагу складності відновлення зруйнованого житлового фонду, внаслідок війни, запропоновано здійснення системи дій щодо подолання складної ситуації у житловій сфері. Обґрунтовано доцільність виокремлення такого напрямку сучасної житлової політики України як забезпечення житлових прав вразливих осіб, зокрема людей, які зазнали примусового виселення внаслідок війни. Запропоновані конкретні напрями житлової політики: відновлення житлового фонду (зокрема, будівництво нового житлового фонду, сплата компенсації за зруйноване житло, проведення ремонтних та будівельних робіт); розробка інвестиційної стратегії у житловій сфері; забезпечення житлових прав громадян; оновлення житлового законодавства тощо. Ці рекомендації можуть бути враховані органами законодавчої та виконавчої влади під час формування стратегії та політики реконструкції житлового фонду держави

**Ключові слова:** державне управління; нормативно-правове регулювання житлових відносин; відновлення житла; житло; житловий фонд; право на житло; фундаментальні права людини

**Науково-аналітичний журнал  
«СОЦІАЛЬНО-ПРАВОВІ СТУДІЇ»**

**Том 7, № 1  
2024**

*(Англійською мовою)*

**Відповідальний редактор:**  
О. Комірська

**Редагування бібліографічних списків:**  
О. Короткий

**Комп'ютерна верстка:**  
О. Глінченко

Підписано до друку з оригінал-макета 28.03.2024  
Ум. друк. арк. 33,1

Видавництво: Львівський державний університет внутрішніх справ  
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**The scientific and analytical journal  
“SOCIAL AND LEGAL STUDIOS”**

**Volume 7, No. 1  
2024**

**Managing Editor:**  
O. Komirska

**Editing Bibliographic Lists:**  
O. Korotkyi

**Desktop Publishing:**  
O. Glinchenko

Signed to the print with the original layout 28.03.2024  
Conventional Printed Sheet 33.1

Publisher: Lviv State University of Internal Affairs  
79007, 26 Horodotska Str., Lviv, Ukraine  
tel.: + 380 (32) 233-20-80  
E-mail: [info@sls-journal.com.ua](mailto:info@sls-journal.com.ua)  
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