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# Displaced universities in Ukraine: Challenges and optimal development models

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#### **Abstract**

The article investigates two cases of displaced universities facing challenges after a new phase of Russia's aggression against Ukraine in February 2022. We analyse prospects for displaced universities. Also, we identify models suitable for developing and reinventing universities, aligning their activities with wartime needs and allowing them to play a transformative role during post-war recovery. Four modern university models were investigated: (1) a traditional university model where the dominating social missions are (I) teaching and learning, and (II) research; (2) a civic university model where the mission to serve society and community engagement (a third social mission; III) is equally as important as the first and second missions; (3) an open university allowing for open access for diverse groups of learners to personal and professional development. We also analyse a European Universities model (4). The fourth model aims at pooling resources and boosting cooperation between several universities and non-academic institutions. The purpose of the fourth model is to enhance excellence in education, research and innovation in specific subject areas. It also facilitates internationalisation and community service at the local, national and global levels. The civic university was identified as the optimum model for advancing the development of displaced universities. Similarly, a combination of features from the models analysed can be an appropriate solution to ensure a sustainable development of displaced universities during wartime and post-war

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recovery. Based on research findings we formulate policy recommendations on the following topics: a review of the missions and strategies of displaced universities, and the launch of the Programme in Support of Displaced Universities. Also, the recommendation to develop crisis management plans at the national and institutional levels to ensure multilevel readiness for future emergencies is discussed.

#### **KEYWORDS**

post- revival, warcivic university, displaced university, higher education, Ukraine, war

#### 1 | INTRODUCTION

In 2014, during the first phase of Russian hostilities in Ukraine, 18 universities were relocated from the Donetsk and Luhansk regions. Universities were forced to leave behind premises, laboratories, libraries, students and staff—not all university teachers and students were ready to evacuate. It took displaced universities a while, considerable efforts and significant financial and expert support from the international community to re-establish and become operational at new locations. Meanwhile, their capacity was not restored fully, and competitiveness of each displaced university was reduced compared to the pre-war period.

With the escalation of the invasion and war of aggression by the Russian Federation in February 2022, the number of displaced universities increased to 44 (Nikolaiev et al., 2023, p. 56)—in addition to dozens of branches and remote divisions.

Both relocations, of 2014 and 2022, were traumatic for the students and staff of displaced universities (the difference between the first and the second is presented in Table 1). Despite their resilience and commitment to survive as a university community, displaced universities are now in a more vulnerable and disadvantaged position than before and face multiple risks. The risks can be grouped by two types: (1) *endogenous* risks resulting from reforms of the higher education sector in Ukraine and (2) *exogenous* risks caused by the war of aggression, occupation, and destruction by the Russian Federation.

The modernisation of higher education outlined in the Strategy for higher education development in Ukraine for 2022–2032 (Government of Ukraine, 2022) foresees a consolidation of higher education institutions and a more efficient financial management of higher education. The Strategy aims to establish a balance between the

TABLE 1 First and second wartime relocations of higher education institutions in Ukraine.

Indicators	First relocation, 2014	Second relocation, 2022
Number of displaced universities, other HEIs	18	44
Number of regions from which universities were relocated	3	5
Number of regions that hosted displaced universities	6	14
Number of relocated students	36,000	54,100
Number of relocated academic staff	3,000	6,900

Abbreviation: HEI, higher education institution. Source: Table constructed by authors with data from Nikolaiev et al., 2023.

demand of the labour market and the supply of study programmes, to decrease the number of superfluous and duplicate programmes. Meanwhile, the discourse is ongoing regarding the optimisation of an oversized higher education sector characterised by mergers and the closure of superfluous low-profile universities unable to deliver high quality education (Kalashnikova & Orzhel, 2022). To a significant degree, consolidation and optimisation are regarded as rational and prudent solutions to ensure an optimal quality of higher education in circumstances of scarce budgetary funding and lack of public and private investments. As of yet, a white paper, policy paper and roadmap for the optimisation of higher education in Ukraine are missing. However, there is an understanding among Ukrainian academia and higher education officials that university mergers or closures are inevitable.

The war by the Russian Federation put the whole higher education sector at risk: "The survival of many Ukrainian universities is now at stake due to lack of funding, displaced staff and students, and destroyed infrastructure" (Deryugina & Klymak, 2022). The war has undermined the national economy: the total economic losses from the war amount to 543–600 billion dollars or more (Kyiv School of Economics, 2023). The war has affected society at large as 20% of Ukrainian territory is occupied (UKRINFORM, 2022), eight million citizens are internally displaced and over four million are registered as temporarily residing in Europe. According to the statistics that are available, 665 thousand students have left the territory of Ukraine (Nikolaiev et al., 2023, p. 33). In 2022, budget sequestration by the Ministry of Education and Science of Ukraine has reached up to 10% (depending on the programme) and further cuts are planned for 2023. This leaves displaced universities little chances for recuperating losses (Nikolaiev et al., 2023, pp. 22, 23).

To survive the current external context, displaced universities are to rethink their vision and mission and reinvent themselves. The Ministry of Education and Science, where decisions on the first and second relocations were taken, has not communicated the purpose of relocation or the mission assigned to displaced universities. There is no conceptual framework or national strategy explaining government expectations for displaced universities. Universities can be envisioned to take on the role of game-changers and thought-leaders, the voice of Ukraine on previously occupied and liberated territories; or, be drivers of social-economic development on return to communities devastated by war. The return and restoration to their traditional premises is not foreseen and displaced universities are for now to remain conventional HEIs competing for students, staff, research grants and position in national and international rankings.

This lack of clarity gives displaced universities a chance to choose and shape their future development. Universities are free to align their mission with the vision of university communities, wartime challenges and needs. This opens the possibility to respond flexibly to opportunities in the current context by collaborating with local and international partners. Universities need to adapt to new thinking and develop resilience and commitment among displaced university staff. Support should be provided to staff efforts to innovate in these changing circumstances.

In this article, two cases of displaced universities are described as examples of current dynamics and circumstances. The universities have different profiles, backgrounds and size, but face similar challenges since the escalation of the war in February 2022. We analyse the models and perspectives that guide the development of both of these displaced universities and their efforts to probe for opportunities that will allow them to find a niche in Ukraine's oversized higher education sector. Both universities need to align their activities with wartime needs and contribute to societal transformation in the post-war recovery. Universities contribute to economic restructuring, the integration of Ukraine in Europe, community building, social inclusion and cohesion. The analysis presented in this article focuses on outlining and comparing models for advancing the development of displaced universities functioning in circumstances of hardships during wartime and in post-war recovery.

The article is structured as follows. First, the methodology is presented. Next, we describe the circumstances of the two displaced universities, Mariupol University and Volodymyr Dahl East Ukrainian National University. University models suitable for shaping the development of the two universities are described. We present a discussion and policy recommendations, noting in particular the potential of civic universities in wartime circumstances. The concluding section notes that displaced universities have shown resilience and adaptability; and finally, that Ukrainian universities need to accord more attention to the mission to serve society and community engagement.

# 2 | METHODOLOGY

We have used an *action research approach* that focuses on an analysis of existing problems emerging in specific situations; followed by interventions aimed to improve the situation and solve problems (Bradbury et al., 2019; George, 2023; Riedy et al., 2023). Action research is carried out by *participative communities* (Reason & Bradbury, 2008, p. 34), usually referred to as *communities of practice*.

For this study, action research was conducted by the community of practice formed by participants of the EU project Reinventing displaced universities: enhancing competitiveness, serving communities. The project was launched within the Programme EU Support to Displaced Higher Education Institutions in the East of Ukraine (hereafter referred to as the REDU project; NAES, 2020).

All co-authors of the article are members of the REDU community of practice formed by a consortium of initially three, and later two, displaced universities: *Mariupol University* (2023) and *Volodymyr Dahl East Ukrainian National University* (2023). The consortium includes the Institute of Higher Education of the National Academy of Educational Sciences of Ukraine (2023). The consortium is supported by the British Council in Ukraine (2023) and the expertise of the United Kingdom based agency *Advance HE* (2023) who all have been involved in the development and implementation of the REDU project since the launch of this EU Programme in 2018.

Over the years, the above community of practice has been meeting on a regular basis. The work of the community has focused on diagnosing problems and identifying challenges faced by partner universities that also are displaced. Suggestions for solutions have been developed and disseminated to the wider university community and society at large. The REDU community of practice reflects on results and contributes by efforts to re-assess and make new proposals where needed. Societal circumstances in Ukraine have changed due to the COVID-19 pandemic, university mergers, the war of aggression by the Russian Federation and the second relocation of universities in Ukraine. There is now new data and new research opportunities have arisen in connection to the digitalisation of higher education during the COVID-19 pandemic. New challenges have arisen, new opportunities have been identified and solutions suggested (Orzhel & Nesterova, 2022).

# 3 | DISPLACED UNIVERSITIES COPING WITH CHALLENGES OF RELOCATION

#### 3.1 | Mariupol University

Before the new phase of Russian aggression started on 24 February, 2022, Mariupol University was the only classically oriented university (teaching science, social science and humanities) in Donetsk region. Mariupol offered more than 80 Bachelor and Master study programmes to nearly five thousand students, both for Ukrainian and international students. Mariupol University had an academic and administrative staff of approximately 500 persons. There were six university departments and an Institute of Management with a research and education function. As a result of shelling by Russian military groups, practically all education infrastructure and physical assets of the university were destroyed or looted; eight teachers and eight students were killed.

A timely response from the university administration made it possible to secure twelve university servers in the morning of 24 February 2022, so that important information was saved. This included personal data, official documents, electronic keys to bank and treasury accounts, stamps and a part of the archive. Until 15 March 2022, the university community including students and staff were besieged in the city and suffered from constant ruthless shelling. Evacuation from the city, to territory controlled by Ukraine, became possible after 15 March. Of university personnel 90% left the city, 96 employees became refugees to other countries. More than 80% of students resumed communication and continued education. University servers were initially set up in Dnipro, later in Lviv,

which allowed to resume online teaching. The Mariupol University education portal was opened, the university's digital management system was restarted—as was payments for salaries and scholarships.

After negotiations, Kyiv National University of Construction and Architecture hosted Mariupol University on its premises. This decision was endorsed by the Ministry of Education and Science (2022).

After Mariupol University resumed its operation in full, the university team took the decision to transform Mariupol University into a new digital university, with a new philosophy of education and internationalised curricula. To achieve the above, the following steps were outlined. First, a review of the institutional structure and study programmes was to be carried out. Next, plans for the possibility of developing new curricula in partnership with Ukrainian and international partners were made. Other steps included conducting an audit of available resources and identifying priority needs and establishing a Project and Mobility Office. The responsibility of the Project and Mobility Office is to monitor, systematise and implement all collaboration initiatives into education programmes, revise institutional development and marketing strategy. An example of policies that the office works on implementing is foreign language competence development for all members of the Mariupol University community.

The internal audit was conducted by a university team and focused on several critical dimensions. The personnel and student audit anticipated online registration. A review of the organisational structure for the moment of the audit and for considering future needs was carried out. The audit aimed at forecasting the size of the student population, teaching workload and numbers of academic staff necessary to deliver teaching in the academic year 2022–2023.

The audit of the management focused on the capacity of leadership and management teams and an analysis of university accounts. It also reviewed access to the Unified State Electronic Database on Education (Yedyna derzhavna baza z pytan' osvity, 2023), and inspection tools for quality assurance, security, loyalty, material and technical base, financial sustainability and university reputation.

During relocation, communication is of vital importance. An audit of the communication was conducted with the purpose to review the channels for internal and external communication. Partnership audit considered available and potential impact resources. The audit of education infrastructure registered damage in connection to the destruction of classrooms and administrative buildings, student housing, as well as laboratories for education and research.

The audit overviewed damage and destruction at Mariupol University; it also identified the following five areas of strength. (1) Of the highly qualified academic staff with scientific degrees and academic titles, 77% have been retained. (2) An efficient administrative unit has been retained—96% of the Mariupol University management team (top and mid-level) were able to leave Mariupol. (3) A survey conducted during the audit revealed a high level of motivation among the majority of teachers and students to stay with Mariupol University after relocation. A total of 76% of the academic staff reported that they were determined to continue working. Of students, 80% confirmed that they were eager to continue education at Mariupol University at a new location in Kyiv. (4) The preservation of university servers and official documents and e-resources necessary for distance online learning. The internal and external communication tools of the university were successfully retained. The *IDoc*, the university's digital management system providing access to the Unified State Electronic Database on Education has enabled financial transactions and account servicing, as well as synchronous and asynchronous learning using platforms such as the LMS *Moodle-MU*, Teams, Google-classroom, Zoom, Google-Meet and Skype. (5) Extensive experience of collaborating with authorities, business, Ukrainian and international partner universities and alliances, including fundraising for modernising the Mariupol University education and research infrastructure.

Several serious threats jeopardise the future development of Mariupol University. Long term operation in wartime circumstances leads to professional burnout. Uncertainty, lack of vision for the future, inadequate housing conditions and low income result in personnel outflow. Another threat is the loss of students. Nearly 500 Mariupol University students are currently abroad. A similar development was observed at Mariupol University and other displaced universities during the first wave of relocation in 2014. There was an outflow of students abroad,

disruption of systemic and well-organised professional orientation, loss of potential applicants and students. Wartime reduction of state funding accompanied by loss of revenues from student fees and income from international students have contributed to a reduction of revenues to university budget.

A significant risk to the future of Mariupol University in circumstances of war and relocation is a decline in the quality of education due to an overall deterioration of how well university applicants are prepared—several years of distance learning during the COVID-19 pandemic and the war have taken a toll on students.

Notwithstanding the above risks, new circumstances open new windows of opportunities for Mariupol University, enabling its development in the future. The university is strongly associated with the city of Mariupol, a symbol of Ukrainian resistance and opposition to Russian aggression. Mariupol University positions itself as the voice of Mariupol in the centre of Ukraine's capital. After a phase of stabilisation, Mariupol University is in 2023 ready for a breakthrough development strategy allowing to regain university community and its identity.

#### 3.2 | The case of Volodymyr Dahl National University in East Ukraine

Volodymyr Dahl East Ukrainian National University (VDEUNU), originally from the city of Luhansk, is one of 18 displaced universities relocated in 2014. It celebrated its 100th anniversary in 2020. Before the first phase of Russian aggression in 2014, VDEUNU had over 35000 students, 2000 staff and nine branches. The campus comprised 57 buildings, laboratories, education complexes, workshops. In 2014, nearly all university premises were seized by Russian occupiers.

In 2014, VDEUNU was relocated to the city of Severodonetsk, 20 kilometres from the frontline. The first relocation prompted the VDEUNU community to understand that a university is not the walls, buildings, and equipment—but people, human and intellectual capital.

The university community (as perceived by VDEUNU staff) managed to accomplish a lot during 8 years of relocation (Halhash et al., 2020; Semenenko et al., 2019). A total of 50 international, national and regional projects were implemented. Sixteen new laboratories and multifunctional education areas were established and equipped. Over 1.5 million EUR was attracted in international funding for technical assistance. In 2021, the university was listed in the QS Emerging Europe and Central Asia University Rankings. By 2023, education and laboratory premises, co-working areas built with support from international financial assistance are ruined or destroyed completely.

For the VDEUNU community, a new phase of development started with the shelling of Severodonetsk on 24 February, 2022. On the second day of invasion, the VDEUNU community launched the Coordination Group on a Telegram-channel. The Coordination Group Telegram-channel helped to evacuate students, 90% of VDEUNU staff and their families within the next several weeks. Alongside with their own families, VDEUNU staff took responsibility for their students whose parents remained on occupied territory and were unable to care for their dependents. Evacuation was organised with support of international organisations and volunteers who provided buses; when the VDEUNU community left the city, their evacuation buses managed to evacuate more than 8,000 residents from Severodonetsk and Lysychans'k.

On evacuation, humanitarian issues were a priority. The hostels provided by host universities—Oles Honchar Dnipro National University and Podilsky State University in Kamianets-Podilskyi—were not in use and did not have household supplies. VDEUNU students, staff and their families, totalling 1000 persons left Severodonetsk with few supplies. This meant that there was a lack of household appliances, clothing, linen, and tableware. Some students, among them orphans and previously internally displaced students, did not have computers for studying.

VDEUNU was keen to provide humanitarian assistance to staff and students, as well as facilitate the purchase of equipment for effective education, research activities and community engagement—but did not have funding. The support came from NGOs that had been established by students and staff since the first relocation. These

included the Women's Initiative Foundation, Space Foundation, Luhansk Region Development Laboratory, and the People with Disabilities Association. On agreement with donors, grants that NGOs received but did not spend before the war, were used to cater for humanitarian needs.

Later, associate NGOs were actively involved in the delivery of humanitarian assistance to the Donetsk and Luhansk regions, provisions for the Territorial Defence Forces (body armour, helmets, night vision devices and thermal imagers). Significant support in evacuation and humanitarian assistance was provided by international organisations with which VDEUNU has cooperated closely since 2014, these include among other USAID, UNDP and the Fulbright Foundation.

After the relocation, in addition to numerous organisational, legal and financial issues, VDEUNU faced an imperative: the choice of a new development model for the near future, as nobody knew how long the war will last. The choice of a development model is a challenging assignment dependent on university capacity. Though most of the academic staff has relocated, VDEUNU suffers from cadre deficit. This happens because personnel are engaged in solving urgent current problems with little time left for crucial and strategic issues. VDEUNU, like many other displaced universities, lack competent teams capable of focusing on breakthrough development projects.

Owing to attention and considerable support from international organisations, a lot of opportunities for displaced universities' renewal appeared in the first months after relocation. International organisations with which VDEUNU had cooperated since 2014 focused their support on development projects. For instance, Fulbright Ukraine—with the support of the US Embassy in Ukraine—initiated the renewal of development strategies for displaced universities. VDEUNU reviewed and revised strategic directions in four areas: (1) pertaining to a renewal of education programmes and the quality of education; (2) in science and research, with focus on the wellbeing of research staff and the development of research capacity; (3) for a continued development of the university values, communication, and reputation; and finally, (4) the expansion and advancement of cooperation with international partners and international organisations for advancing the internationalisation of education, research and community service.

The revised VDEUNU strategy became the foundation for further steps towards a continued development and renewal of the university in changing conditions. The implementation of the strategy was supported by a number of activities undertaken in 2022. The activities focused on the following three critical efforts: (1) The development and implementation of an Operational Crisis Management Plan, following the Memorandum of Understanding regarding provision technical support. This was realised as part of the project Supporting Volodymyr Dahl East Ukrainian National University funded by the USAID project for Democratic Governance in Eastern Ukraine. The above project, among other things, will develop and deliver a communications campaign aimed at raising public awareness on VDEUNU activities and development plans. (2) The development and implementation of a Digital University Concept. This was carried out as part of the EU project Reinventing displaced universities: enhancing competitiveness, serving communities. (3) The internationalisation strategy of the university is being renewed with support of the DAAD project Supporting internationalisation of Ukrainian higher education institutions, which foresees further detailing and concretisation.

Cooperation with international organisations, like UNDP, USAID are of vital importance for displaced universities. At VDEUNU, since the first relocation several projects with international funding were completed. In the new phase of war and second relocation some projects were closed. Implementation of other projects continues with due changes made according to new circumstances.

Since the second relocation in February 2022, VDEUNU has initiated several new projects and is looking for additional resources and new partners to facilitate renewal and further development. A cooperation agreement was signed between VDEUNU and the IT company EPAM Ukraine. The company has assisted with the relocation of critical infrastructure and cloud storage, as well as provided equipment necessary for the renewal of education activity.

VDEUNU has joined an international *Twinning Initiative* project that is implemented with support of the Fund of the President of Ukraine for the Support of Education, Science and Sport, in partnership with the UK University

Association and Cormack Consultancy Group. The consultations on long-term cooperation are ongoing between VDEUNU and its twin partner university Royal Holloway University of London.

The Memorandum on Cooperation and Establishment for a *Railway Innovation Cluster* was signed within the framework of the Lviv Region Innovation Cluster of the Three Seas Initiative. The Memorandum is rooted in conclusions and arrangements regarding the creation of a regional innovation cluster, *TECH RAIL*. It builds on the establishment of a National Scientific Centre for locomotive building and railway transport. These efforts are associated with the opening of a Branch Department on Railway, Automobile and Lifting and Transport Machines at a specialised enterprise in the Lviv region. The project foresees participation in the Three Seas Initiative.

A new project on *Democratic Governance in Eastern Ukraine* with financial support from USAID was also launched. It aims at improving the quality and access to education services for internally displaced students. The project facilitates partnerships with EU universities, and it is rooted in crisis management and cooperation with local authorities.

Considering the opportunities that are open to displaced universities due to international assistance, VDEUNU agency and ambitions, the investment in development efforts is a must. Displaced universities operate in new locations, highly competitive environments, with insufficient funding, and uncertainty regarding the end of war. All of this requires concentrating efforts and search for new approaches in the organisation of teaching and learning and research activities. Therefore, it is necessary to identify among a variety of university models those that are best placed for advancing VDEUNU development under current circumstances.

#### 4 | UNIVERSITY MODELS

In search for a model suitable for a breakthrough development of displaced universities, several alternatives to the traditional university model were explored.

# 4.1 | Traditional university

Traditional higher education is first of all associated with teaching and learning. A teaching university model is primarily oriented towards acquisition of knowledge and mastering skills necessary for a profession. In a modern university, teaching as the first university mission is accompanied by research (the second university mission). Teaching and learning are not limited to specialist training but include personal growth, citizenship education, as well as social and emotional learning. During wartime and post-war revival, universities contribute to peace by delivering *peace education* (Milton, 2013) and developing *recovery-relevant skills* (Milton, 2013, p. 91).

A modern research university model originates from Humboldt university where professors were required to conduct research to generate and disseminate new knowledge. Over time, and especially in the *knowledge society*, research universities started to associate with high standards of education. The term *research university* became synonymous to *world class university*.

Key features of research universities are (Satsyk, 2012):

- 1. Advanced and innovative research that is acknowledged worldwide Highly effective research and development activities that attract talented students, teachers and researchers
- 2. A close connection between research, teaching and learning, institutional excellence as well as digitalisation
- 3. Enhancement of university governance, expansion and diversification of activities, augmenting education and research infrastructure and resource base, facilitation of research activities and the development of entrepreneurship culture

- 4. Competitiveness of research is supported by public and private grants and investments
- 5. A high level on internationalisation and support from authorities

There are currently 14 higher education institutions in Ukraine, including VDEUNU, that were granted the status of research universities by the Ministry of Education and Science. Unfortunately, in the absence of effective financial university autonomy and current difficulties in diversifying financing, the research university status is rather a formality. Ukrainian research universities lack motivation and incentives to carry out research and development. Besides, the formal award of research university status is a disputable issue. Internationally, the status of research university is informal and rooted in research results, not granted by authorities in accordance with regulatory procedures.

VDEUNU, similarly to many other displaced universities, has lost its research infrastructure (laboratories and equipment), but preserved intellectual capital, institutional memory, research capacity in the form of expertise, methodologies, publications, coaching and mentorship. The research university model can be applicable for VDEUNU if it collaborates with other universities, Ukrainian or international; by pooling intellectual capital, research capacity, resources and infrastructure. In this way, the consortium of universities will be able to respond to challenges of wartime and post-war recovery.

# 4.2 | Civic university

The *civic university* is a higher education institution integrated with the community where it is located. It is a university that operates in a community, for the community and with the community and demonstrates a high-level of *civic initiative and engagement* (UPP Foundation, 2019, p. 6).

The civic university model originated in the 19th century but has become widely adopted over the last two decades. "The university in the 21st century has an obvious tendency to much more flexible, integrated and most importantly, civic [service]" (Wu & Oldfield, 2015, p. 11–14).

Several reasons have precipitated collaboration between universities and communities: (1) growing demand for knowledge in the *knowledge society*; (2) growing pressure on universities to contribute to society and communities; (3) recognition of mutual benefits of university-community engagement.

In the contemporary knowledge society, universities as knowledge institutions are drivers of social-economic development (UNESCO, 2021, p. 18). They provide security and hope for their cities and regions (UPP Foundation, 2019, p. 7) as well as knowledge services to different groups of learners and clients. "The importance of universities in their places is growing" (UPP Foundation, 2019, p. 6).

As key institutions in society, all universities have a unique location and cannot avoid a relationship with the myriad of other institutions and communities also inhabiting that place, particularly others also involved in the production and distribution of knowledge and public bodies, such as local authorities, responsible for the place [in general] and the wellbeing of its citizens. (Goddard, 2018, p. 356)

As the social role of higher education and universities grows, public awareness of the significance of the social mission of universities is increasing together with the pressure on universities to demonstrate their impact on society. Universities are expected to tend to factions in society and in this way justify their existence. In competition for students and funding, community engagement is becoming part of university branding; collaboration with external stakeholders is a regular routine in university operation.

Building links between universities and communities facilitates knowledge exchange and benefits both sides. In particular, when it is used for opening access for higher education institutions' external partners to research outputs, knowledge and expertise, for the benefit of the economy and society. Cooperation can help universities

to better understand short-term societal needs, long-term challenges and provide different users with information or other knowledge services to assist them with problem-solving (UKRI, 2023).

Gradually, collaboration between universities and local and regional stakeholders is gaining strategic importance. In this context, universities are "at the heart of national and regional ecosystems" (Goddard et al., 2016, p. 4). The third social mission is gaining significance and is placed at the core of university activities (Goddard et al., 2016, p. 6–7). The third mission is transversal and synergistically connected with the first (teaching) and second (research) missions. The third mission is characterised by:

- 1. Community engagement that informs teaching and learning, prompting to adapt and modernise curricula and syllabi to better serve the needs of local labour markets
- While community engagement feeds research and helps identify priority problems that need solutions, research
  outputs are applied to transform local communities and contribute to the common good
- 3. Updated curricula prepare students better to analyse situations, define problem areas, conduct research and contribute to transforming their environment

There is no one single framework for a civic university model. Scholars and experts identify different civic university characteristic that do not contradict but complement each other. Goddard has proposed a seven-dimension framework for a civic university (Goddard et al., 2016), emphasising the following features:

- 1. Sense of purpose, awareness and recognition of what a university is good for
- 2. Active engagement with the wider world
- 3. A holistic approach to engagement understood as an institution-wide activity
- 4. A strong sense of place using location to form a unique identity of the university, regarding it as a living laboratory that allows the use of university premises and infrastructure for community purposes
- 5. Willingness to invest in objectives and initiatives beyond the university and providing incentives for staff to get involved
- 6. Being transparent and accountable to stakeholders and the public
- 7. Using innovative approaches and methodologies for community engagement activities and tackling societal challenges

(Goddard et al., 2016, p. 10-11)

The report *Truly Civic*: Strengthening the connection between universities and their places (UPP Foundation, 2019) outlined characteristics of civic universities and proposed a four-step test for a truly civic university:

- 1. If the local community is proud of their university and civic engagement is aligned with public needs and wants, the civic university passes the *public test*. This is when the views of local people are reflected in university strategies, communications and initiatives.
- 2. When the university has a clear strategy that explains what, why and how its activities are aimed at achieving civic goals, it passes the *strategic test*. This is when expected outcomes, impact and benefits are clearly articulated and the geographical area and civic boundaries of engagement are defined.
- 3. When study programmes are aligned with the demands of the local labour market, the *place test* is met. This is when programmes are diverse and meet the needs of local people.
- 4. When the impact of university activity is measured and observable, the impact test is met. This is when a university partners with local institutions to maximise social impact (UPP Foundation, 2019)

Civic University Network, UK, proposes that civic universities in their collaboration with communities rely on four principles: Place, Public, Partnerships, and Measurement and Impact (Civic University Network, 2023).

A pioneering interpretation of a civic university model is proposed in the CIVIS Erasmus+ project (CIVIS, 2023) within the framework of the European Universities Initiative. An alliance of 11 universities in CIVIS positions itself as a collaboration-oriented civic university, with strong connections to local territories, regions and communities. The alliance embodies an inclusive, sustainable and responsible space for the ideals and values of multidisciplinary, multiculturalism and multilingualism. Meanwhile, it promotes the development of a strong European identity. As a global initiative, CIVIS is committed to become a bridge between Europe, the Mediterranean region and Africa. It is a collaboration for addressing 21st-century challenges and foster genuine innovation and social transformation.

The civic university model is rather broad and flexible and it highlights the significance of the social mission of universities. It represents a strategic and holistic approach to community service and engagement. It seeks to capitalise on synergies between teaching, research and community service. Each of the three domains contributes to social-economic development at the local, regional, national and global levels. The model promotes awareness of the place where the university is located, and with global thinking and internationalisation. These are the qualities that Ukraine's higher education sector requires for efficient and successful post-war revival. These are also the characteristics that will help displaced universities advance; and become visible for their communities, international partners and nationwide. The model supports universities to engage with the business sector, NGOs, and authorities, for fruitful collaboration and faster post-war recovery. In this way, universities become *anchor institutions* and indispensable members of their communities.

#### 4.3 | The open university

A key characteristic of the open university model is the absence of social and organisational barriers for entry. Admission requirements are minimal or non-existent (Daniel-Gittens, 2016). Historically, this model emerged due to social and economic obstacles that made higher education inaccessible for certain social groups. In 1858, London University introduced an external study system that was open for students from any country. In the external study system, teaching was not provided, and students had to master subjects on their own. The university assessed students during exams and issued diplomas (University of London, 2023.).

This approach was taken up by other universities in Britain and its colonies. In 1969, the first Open University was established in the United Kingdom. Over time, a variety of learning and teaching resources were used in Open University courses including print media, audio and video recordings, the internet, software, CDs and DVDs, and even BBC broadcasts on TV (The Open University, 2006). Today, open universities provide distance or online learning, deliver courses off-line or in blended format (Tait, 2008).

Continued adult learning programmes, so called *zaochne* study programmes that originated in the Soviet Union are still available in Ukraine. Two well-known Soviet era *zaochne* study programmes were *the evening study programme* and the *part-time study programme* by correspondence. The principle on which these programmes have functioned is comparable to that of open university courses in the United Kingdom. They allowed learners to study part-time and continue working; yet, the Soviet style part-time study programme does not meet the major criteria of the open university model, which is the absence of admission barriers. More specifically, admissions requirements for *zaochne* study programmes consist of entrance exams and documentation such as a certificate of secondary education or a letter of support from the employer.

In the 21 century legislation in most countries internationally requires formal education to award diplomas. Meanwhile, studying at an open university is an informal education pathway with emphasis on accessibility, convenience of education process organisation and attainment of declared learning outcomes "Open universities are for development, not just for teaching and research, nor even for adult higher education at a distance" (Tait, 2008, p. 93).

A good example of such higher education institution is the Open University at Warsaw University—established in 2008 with the aim to deliver and advance lifelong learning. It allows students, irrespective of their education,

age, or professional qualifications, to take part in study programmes delivered by Warsaw University (Uniwersytet Otwarty Uniwersytetu Warszawskiego, 2023).

Education legislation in Ukraine sets strict requirements for admission to formal higher education. At the same time, post-war recovery is expected to markedly increase the demand for new skills and qualifications. The reconstruction of Ukraine calls for recovery-relevant skills, as well as 21st century competences by different cohorts of the population.

A priority in higher education is to provide opportunities to retrain demobilised combatants, many of whom have physical disabilities and special education needs. Another important group are internally displaced persons and refugees who return from abroad to their permanent residence places. For most of them there will be no jobs, this increases their need for retraining and redevelopment of skills.

The expected economic restructuring that will accompany Ukraine's post-war revival will require a fast response from all levels of the education system. For us it seems clear that the formal higher education system, which is slow to change, will not be able to respond immediately to the changing demands from the business sector and society. In contrast, the network of non-formal open universities operating under the umbrella of displaced universities will be able to offer high quality education programmes and services in a comparatively more flexible manner. In post-war reconstruction, business and industries will not look for diplomas and comprehensive university education, but specific skills and qualifications, sometimes necessary for rather narrow economic sectors. These are specific skills that open universities can provide beyond formal higher education.

In Ukraine, there is a need to consider a growing demand for high quality and accessible adult education, especially for internally displaced persons, former combatants, and learners with special educational needs, including those with disabilities. In the context of an anticipated return of displaced universities to their home cities and their communities, the open university model can be implemented by displaced universities as an additional educational activity. This type of non-formal education complementary to the main operations of displaced universities seems appropriate and promising.

The open university approach can be used as a complement to the civic university model described above to meet community demand for education services. It can also contribute to the development of a truly open form of higher education, assuring maximum access and availability of knowledge and skills to local communities. Both the civic university and open university models fit the European University Association vision for 2030: "When looking to the future, we envision universities without walls; these are universities that are open and engaged in society while retaining their core values" (EUA, 2021, p. 5).

# 4.4 | A European Universities model

An innovative university model was proposed by the EU in the *European Universities* initiative. The European Universities initiative builds transnational alliances with higher education institutions and non-academic partners, bottom-up networks established to boost excellence, openness and inclusion in higher education. It contributes to European cohesion and competitiveness, promotes European values and strengthens the European identity (European Council, 2017, p. 4).

The concept of European Universities was developed under the leadership of the European Commission, in cooperation with member states, higher education institutions, and student organisations. It was launched with support and funding from the Erasmus Programme in October 2018 (Valdés & Comendador, 2022).

As a "hybrid type of university collaboration based on transnational alliances linking education, research and innovation" (Pagliarello, 2022, p. 149), the European Universities initiative does not present a single model, but rather a *frame* (Pagliarello, 2022, p. 156). It promotes the development of *long-term joint strategy* (Gunn, 2020) that integrates education, research, innovation and service to society. It also seeks to address European and global challenges, promote open science and open education with a focus on quality and excellence. The initiative is

rooted in the creation of an "inter-university campus on which all students and staff could move seamlessly (be it physically or virtually) between any of the partner institutions" (Pagliarello, 2022, p. 156). A goal is to deliver new joint and flexible curricula that allow to combine studies in several EU countries (Gunn, 2020) and establish "knowledge-creating teams of students, academics and other stakeholders who would be part of the alliances to address societal and other challenges in a multidisciplinary approach" (Pagliarello, 2022, p. 156).

A total of 44 European Universities (European Commission, 2021) collaborations that have been established so far cooperate on different themes. A heterogeneity in the composition of the alliances is illustrated by the themes that include: entrepreneurship, engineering, sustainable production and consumption, regional transformation and global cooperation (Pagliarello, 2022, p. 157). The collaboration models are diverse and include approaches using online and blended education, virtual and physical mobility. Collaborations in the European Universities initiative are characterised by six features: (1) they are challenge-based and innovative approaches to teaching and research, pursuing multidisciplinary research and research-based learning; (2) the collaborations become platforms for a further development of research and innovation; (3) they share capacity and pool resources, establishing inter-university campuses; (4) support institutional change and strengthen the attractiveness of academic and research careers; (5) reinforce co-operation with surrounding societal ecosystems, engaging with citizens for solving challenges; (6) the collaborations advance inclusive, innovative and interconnected higher education, as foreseen in the Rome Communique, this contributes to the global competitiveness and attractiveness of EHEA.

The European Universities model reinforces three university missions simultaneously. It combines features of traditional teaching and research universities, open universities and civic universities. While designed for the EU, the European Universities model seems suitable for advancing the development of displaced universities also in Ukraine.

#### 5 | DISCUSSION AND POLICY RECOMMENDATIONS

Both internal and external contexts should be taken into consideration when envisaging a course for a desirable future for displaced universities. The analysis of Mariupol University and VDEUNU internal context has demonstrated that their competitiveness decreased due to losses in personnel, students, and educational infrastructure. Meanwhile, these institutions have preserved and sustained human, intellectual and social capital, capacity for teaching, research, internationalisation, and university governance. Mariupol University and VDEUNU staff and students demonstrated flexibility and resilience in wartime relocation and operation, capability to adapt to new circumstances and take care of oneself and others, commitment to survive and develop institutionally and personally. We assume that the situation is similar at other displaced universities: despite losses and hardships, the intention to survive and continue as a higher education institution is strong and long lasting.

Mariupol University and VDEUNU are two out of 44 displaced universities and 281 non-displaced universities that are struggling for survival. Universities in Europe and beyond are now open for Ukrainian students and researchers. The war coerces the government of Ukraine to allocate funding to warfare and reduce expenditures on social and humanitarian programmes, including higher education. Displaced universities are in a vulnerable position and candidates for mergers in the optimisation campaign that is planned as part of the *Draft Recovery Plan* for Ukraine.

At the same time, universities during wartime and post-war recovery are destined to perform additional functions. One of them is state-building (Milton, 2013). This anticipates the involvement of displaced universities in state-building processes on return to original locations in the Donetsk and Luhansk regions. They will need to work on topics such as: civic education, the promotion of democratisation, advocacy for the enforcement of rule of law, education and training of new regional elites, advancement of Ukrainian identity, facilitating social inclusion and cohesion, as well as overcoming myths imposed by Russian propaganda. Universities will also need to provide programmes aimed at healing traumas triggered by war.

Displaced universities are called on to enhance and expand their social mission to include a state-building function, peace education, and the development of recovery-relevant skills. Engaging with this wider mission will support the survival of universities and will advance their development.

International community representatives, including international donors and academia, have declared support to Ukraine, and support is in practice provided by them. This includes support to displaced universities, on the condition of their readiness to advance and transform. We consider this a window of opportunity for higher education in Ukraine that should not be missed.

Displaced universities are well-positioned for contributing to the development of the higher education sector, the Donetsk and Luhansk regions, and the overall development of Ukraine. In higher education, universities can serve as positive examples of resilience and adaptability. They can also contribute to the knowledge production for post-war reforms necessary for institutional transformations in all Ukrainian higher education institutions. In the Donetsk and Luhansk regions universities will serve as leaders and influential representatives of the Ukrainian state on territories liberated from occupation. Universities can function as drivers of social and economic development in these regions, as well as knowledge institutions nurturing regional elites. For the national narrative, displaced universities present success stories for domestic and international audiences. This supports an understanding that it is worthwhile to invest in the society, economy and higher education system in Ukraine.

On the background of the circumstances and developments described in this article, we propose policy recommendations for displaced universities, Ukrainian authorities and the international community. Our recommendations address six thematic areas: (1) institutional strategy; (2) institutional transformation; (3) legal and regulatory changes; (4) national strategy; (5) international cooperation; and (6) crisis management plans.

# 5.1 | Institutional strategy

Mariupol University, VDEUNU and other displaced universities require a new institutional strategy developed after selection of a suitable university model.

We recommend the *civic university model* as an optimal model for wartime development of displaced universities, and during post-war recovery. The *civic university model* is rooted in strong engagement and cooperation with business, authorities, civil society, local and international academia and professional communities. With the current level of digitalisation, the cooperation can be organised online. This type of cooperation improves the reputation and develops the profile of displaced universities. Using the civic university model allows to compensate for the loss of students and meet the growing demand for a variety of lifelong learning programmes for adult learners. Community engagement activities aim over time to bring additional revenues, trigger new partnerships, provide stimuli, new ideas and inspiration for teaching and learning, research, as well as support a further development of the university.

The European University initiative of the EU promotes alliances of universities united by a common mission and similar objectives; as such, we recommend it as a suitable model for advancing the development of displaced universities. A variety of study programme topics have been addressed within this framework; for example, entrepreneurship development, engineering, the arts, and community service. The model can be used for pooling resources, developing joint strategy for cooperation, to launch mechanisms and harmonise collaboration procedures. These features of the model aim to improve the reputation and quality of programmes as well as the competitiveness of participating universities.

Similarly, the research university model is applicable to displaced universities that are in the process of transforming. For us, a condition for this is that the of pooling of resources among partners from Ukraine and internationally is based on Open Science principles. While displaced universities lack research infrastructure and funding necessary for high-tech research and development activities, they can conduct action research focusing on solving current problems, dealing with immediate challenges of local communities, partner enterprises, nursing

homes and schools, professional associations including small businesses and student start-ups. Such research will facilitate local and regional development, improve cooperation between all contributors to post-war recovery processes at the local, regional, national and global levels.

Elements that characterise the Open University model can be combined with other models chosen by displaced universities for advancing institutional development.

#### 5.2 | Institutional transformation

Selection of any new model will require institutional transformations at the university level. We identify nine areas of transformation. (1) A review should be undertaken of the three university missions that comprise (I) teaching and learning, (II) research, as well as (III) community engagement and service. (2) Leadership and governance should be reviewed for improving their application of participatory principles. There should also be (3) advocacy for reforms and engaging staff and students; (4) efforts to increase links and cooperation with external stakeholders; (5) a review of curricula—and the alignment of curricula with the needs of primary stakeholders at the local, national and global levels. There is a need for (6) reviews of research themes and methodology; (7) fostering internationalisation by increasing the number of existing partnerships and establishing new ones for boosting research, academic mobility, teaching and learning; (8) recognition and reward of student and faculty activities undertaken within the social domain for community engagement (mission III). For instance, work with volunteering, community service, consultancy to local authorities and businesses and collaboration with media should be recognised as official workload for university teachers and service learning for students. Finally, changes are needed to sustain interuniversity dialogue, nationally and internationally, for advancing the development of higher education in Ukraine.

# 5.3 | Legal and regulatory changes

Legal and regulatory changes on the institutional and national levels will be necessary to allow for more flexibility and adaptability. We recommend changes for providing for inter-university collaborations, such as regulation that will facilitate the pooling of resources for joint research and teaching; for sharing research infrastructure among universities—and between universities and businesses. We also recommend changes for facilitation mobility within Ukraine. Updated regulations to allow staff to work remotely are needed—including from abroad, in case of emergency, threat to life or loss of housing. Regulations should be changed to accommodate for the use of university funds for humanitarian needs in case of emergency and relocation.

#### 5.4 National strategy

At the national level, a national programme for supporting displaced universities should be developed. We consider this necessary to meet current challenges of displaced universities and to shape their identities for the future.

# 5.5 | International cooperation

The launch of a programme for supporting displaced universities should be accompanied by the formation of a joint international foundation with representation from Ukraine. The purpose of the foundation is to accumulate resources to support the revival and renovation of displaced universities. The foundation would support the



development of higher education in Ukraine in general as well. An aim would be to support a transformation of higher education institutions in Ukraine to become change-makers and thought-leaders.

# 5.6 | Crisis management plans

The relocation experience of displaced universities has shown that crisis management steps need to be adopted at the national and institutional levels to ensure smooth evacuation, relocation and other crisis management processes in the future. We recommend the following for the development of crisis management plans.

- 1. Establishing crisis management centres for the coordination of emergencies, at higher education institutions and at the Ministry of Education and Science of Ukraine.
- 2. There is a need to develop a joint Crisis Management Plan by higher education institutions and the Ministry of Education and Science of Ukraine. The plan should address evacuation and relocation, including the place of relocation and measures necessary for reinstating instruction. The purpose of the plan is to save human and intellectual resources if the war continues or expands to other territories.
- 3. Risk management should be part of university strategies that outline guidelines in case of shelling, occupation, and other emergencies—including relocation.
- 4. University administrations should establish a reserve of financial and other resources for emergency situations—including relocation.
- 5. Top and mid-level university leadership have the responsibility to organise the provision of university and personal data storage and archiving on remote servers, as well as regular updating of data.

#### 6 | CONCLUSIONS

Our examination of the circumstances of two displaced universities in Ukraine highlights the resilience and adaptability of the academic community, their commitment and readiness for change, as well as capacity to play a transformative societal role during post-war recovery. It seems likely that other displaced universities on closer examination will demonstrate similar viability and transformative power.

Rethinking, reinventing, reimagining is a remedy for all universities in Ukraine as there is no return to pre-war times. Today, the higher education sector allows universities to choose among multiple perspectives both for institutional strategy and for the practical organisation of instruction. There are different models, modes of teaching, as well as different ways of working with different stakeholders and cohorts of learners.

To survive, respond to challenges of war and shape the path to post-war revival, universities in Ukraine will need to review their missions and recognise the third mission of universities. This is the social mission of universities. It means in practice that universities recognise a responsibility to take on an active role in societal transformations and economic modernisation. This includes working for European integration, community service, healing traumas of war, building trust, and facilitating social inclusion and cohesion in the everyday.

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