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EW LVIV SURGICAL HOSPITAL

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PUBLIC-PRIVATE PARTNERSHIP PROJECT

2026

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Executive Summary

The City of Lviv plans to attract private capital and expertise to finance, build and maintain a 220-bed surgical hospital in Lviv City to increase access to high-quality healthcare services for residents of Ukraine

- Since the beginning of the war Lviv has become the largest humanitarian center in Ukraine. In response to the acute and growing demand for surgical care driven by mass displacement and war casualties, the City of Lviv plans to develop a new 220-bed surgical hospital as part of the Unbroken Healthcare Center, Ukraine's largest medical facility.
- War-constrained municipal finances rule out conventional public procurement. A PPP allows the city to deliver critical infrastructure now, recovering costs over time through availability payments while leveraging private sector expertise in construction and operations.
- The project is planned as a Hybrid PPP, blending private capital, public availability payments, and donor grants. Donor funding is identified. Various investment guarantee mechanisms are also available for the Project.
- The Project is Ukraine's first hospital PPP and will serve as a proof of concept for replication across regions and sectors as reconstruction scales, with a pipeline of further hospital PPPs already in development and potential expansion into other social infrastructure.

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City Context

Since the onset of war, Lviv has emerged as a major humanitarian support hub, with substantial increase in demand for medical services

#1 region
In tourism tax revenues 2024 up 104% vs pre-war (2021)

2nd largest in
Municipal revenue rank in country (UAH 47.8B, 2025)

18%
City revenue growth rate (2025)

- **FDI:** Pre-war, Lviv was one of three main FDI hubs in Ukraine alongside Kyiv and Odesa. Lviv experienced a moderate FDI stock decline of under 10% since the invasion, significantly better than frontline oblasts which saw 46–50%+ falls.
- **Self sufficient tax base:** In 2023, for the first time in its history, Lviv became a net contributor to the state budget to support the needs of war. This is a rare fiscal milestone among Ukrainian regions indicating structurally self-sufficient tax base.
- **Ukraine's IT capital:** Lviv hosts the country's most concentrated tech ecosystem, with over 500 IT companies and a talent pipeline fed by 40+ universities and technical institutions

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City Context

Since the onset of war, Lviv has emerged as a major humanitarian support hub, with substantial increase in demand for medical services

War caused damages to healthcare sector

- Since February 2022 Ukraine's healthcare sector has sustained huge damage amounting to **$1.8bn** (RDNA5).
- Out the ~9.9 thousand public healthcare institutions operating before the war, **16%**, or **more than 1.6 thousand**, have been partially damaged or destroyed.
- Most impact on healthcare sector in Lviv was caused **not only by infrastructure destruction** (limited in Lviv compared to eastern oblasts), but the **influx of internally displaced persons** (IDPs).
- Lviv healthcare system has been put **under stress to serve huge number of patients** who needed housing and healthcare services.

Lviv – key humanitarian center in the West

- Since the start of the war Lviv provided refuge to over **5m Ukrainians from other regions.**
- **1st Medical Union (TMU1)** is Ukraine's largest public medical institution, providing full set of healthcare services under the program of state guarantees to all patients.
- TMU1 operating the **UNBROKEN** Healthcare Center, which became the largest surgery and medical rehabilitation center in the country with own prosthetics and trauma center.
- TMU1 provides **25% of all transplant surgeries in Ukraine** with **almost 600 000 patients treated** per year.
- **Developing the 1st Medical Union is a priority for Lviv City as a response to the acute need for services and adequate facilities.**

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Source: [1] Fifth Rapid Damage and Needs Assessment: February 2022-December 2025; [2] data on Lviv economic active population provided for 2022;

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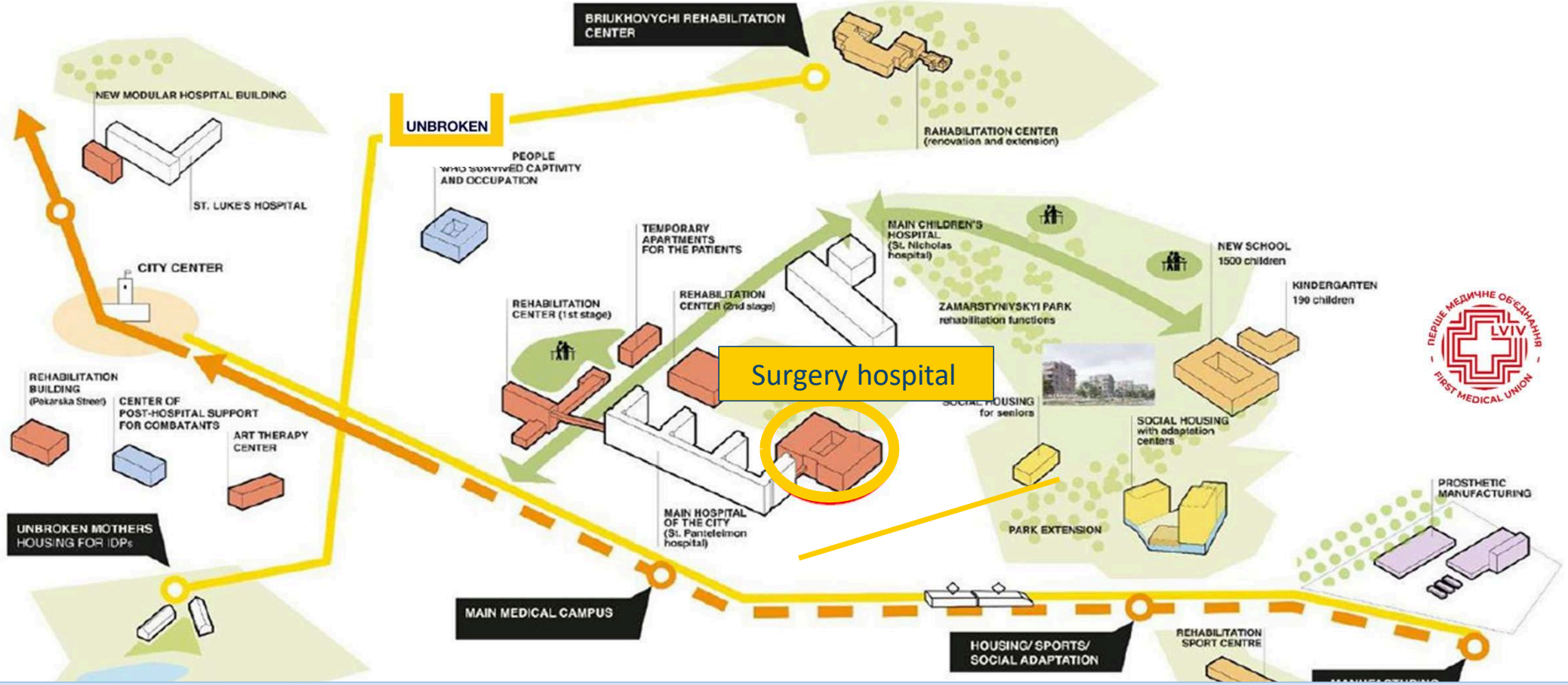
Overview of the UNBROKEN Center

The UNBROKEN Rehabilitation Ecosystem in Lviv



UNBROKEN is a unique humanitarian ecosystem uniting more than 20 projects to provide medical services, prosthetics, physical and psychological rehabilitation, as well as housing and reintegration

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UNBROKEN (TMU 1) in the Lviv Healthcare System

TMU 1 consolidates 4 specialised hospitals under a single legal entity. It is the largest recipient of NHSU funding (UAH 2.3 bn in 2025) and hosts the UNBROKEN ecosystem for the treatment and rehabilitation of war-affected patients. TMU1 is designated as a cluster hospital within the Capable Hospitals Network

TMU 1 / UNBROKEN includes four municipal hospitals:

St. Panteleimon

Core adult hub for complex surgery & transplantation

Beds **~1,450**

Patients / yr **~62,000**

St. Luke's

Burns, stroke, trauma & ophthalmology centre

Beds **~435**

Patients / yr **~30,000**

St. Nicholas

Leading pediatric hospital of TMU 1

Beds **~400**

Patients / yr **~27,000**

St. Anne's

Obstetrics, gynecology & perinatal care

Beds **~70**

Patients / yr **~3,000**

TMU 1's share in Lviv city hospital capacity & volumes, 2024

~30%
of Lviv city hospital beds
2,330+ beds

~38%
of surgical beds in the city
1,120 surgical beds

~38%
of city-wide inpatient admissions
120,000 patients / yr

~50%
of surgical admissions in the city
67,800 patients / yr

~25%
of all national transplants performed in TMU 1

Source: Lviv Regional Information and Analytical Centre of Medical Statistics; NHSU (2024-2025)

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Why the new surgical hospital is needed and why now

01 A clear, modelled demand gap

Lviv oblast performs 2-3× fewer operations per capita than EU peers. Projections show surgical demand +53%, cardiac surgery +109% and radiotherapy +102% by 2043.

02 TMU-1 is where the volumes already sit

TMU 1 already delivers ~50% of Lviv city's surgical admissions and performs ~25% of all national transplants, running at 85-90% occupancy. Capacity, not demand, is the binding constraint.

03 Configuration matches the trajectory

220 beds vertically zoned around surgery, transplantation and cardiac surgery, with 44 ICU beds integrated into clinical floors — built to handle the complex case-mix that will grow fastest.

04 Full alignment with Ukraine's hospital reform

The building operationalizes the Capable Hospital Network model, scales PMG-funded care and anchors the UNBROKEN ecosystem for long-term post-war needs.

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Configuration of the New Surgical Building

The new building concentrates the four highest-complexity care lines that currently bind capacity at TMU 1

- High-volume surgery & oncology
- Cardiac surgery with heart transplantation
- Multi-organ transplantation
- Interventional radiology

Together these are the services with the strongest projected demand growth (+53% to +126% by 2043) and the clearest case for centralisation in modern infrastructure.

Floor	Clinical function	Ward	ICU	Isolators
Floor 6	Cardiac surgery & heart transplantation	28	10	2
Floor 5	Transplantation (surgery & ward)	24	8	3
Floor 4	General surgery OR, recovery & ICU	0	23	4
Floor 3	Surgical ward	50	0	2
Floor 2	Surgical ward	50	0	2
Floor 1	Emergency department & diagnostics	10	3	1
Base	Nuclear medicine & radiotherapy	0	0	0
Total		**162**	**44**	**14**

Source: Abmk, demand modelling

Impact at full capacity

220

beds in total

162 ward + 44 ICU + 14 isolators across 6 clinical floors

~8.5k

hospital admissions per year (peak annual volume)

~6 days average stay

85-90% target occupancy

Oncology coverage

Nuclear medicine & radiotherapy on the base level; outpatient radiotherapy in the new building, inpatient stays and chemotherapy remain in the existing Panteleimon Hospital.

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Configuration of the New Hospital | Key indicators

A 220-bed, 6-storey surgical hospital with 44 ICU beds and 13 operating theatres, designed for high-complexity care delivery

BED CAPACITY

- **220** total beds count
- **104** surgical beds for high-volume surgery
- **44** ICU beds across surgical and critical care units
- **69** specialized beds for transplant, cardiac and EMCD

PATIENT THROUGHPUT

- **Up to 8,500** patients to be admitted at peak annual volume
- **6** days average length of stay for complex cases
- **80-85%** target occupancy
- **~40** operations performed daily

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Configuration of the New Hospital | Key indicators

A 220-bed, 6-storey surgical hospital with 44 ICU beds and 13 operating theatres, designed for high-complexity care delivery

OPERATING CAPACITY

- **13** operating rooms for complex surgical care
- **~10.9k** surgeries annually at target utilization levels
- **~95%** procedures performed in inpatient setting
- **~841** surgeries per operating room annually

CLINICAL SCOPE

- Surgery & oncology
- Neurocardiac surgery
- Transplantation
- Interventional radiology

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Project Structure | Proposed PPP Model

Project component	Description
PPP Project	220-bed greenfield surgery hospital on the territory of the Saint Panteleimon hospital in Lviv City
Private Partner's Role	• Finance, construct and maintain the new surgery hospital • Conduct maintenance of the surgery hospital building over the term of the contract in line with KPIs set in the PPP contract • Hand back the Hospital to the Public Partner at the end of the PPP project term
Public Partner	Lviv City Council together with TMU-1 as the asset holder
Public Partner's Role	• Compensate the Private partner for the construction and maintenance of the new hospital over the term of the PPP contract • Employ medical/non-medical staff and provide clinical services in the new hospital • Monitor compliance with the PPP contract
Donor(s) – IFIs	Provide upfront capex contribution to the Project to increase project affordability and reduce overall risk (for medical and non-medical equipment, construction, etc.) Project guarantees[1] and blended finance[2]
Legal Framework	Law on Public-Private Partnership of Ukraine
Selection Procedure	2 stage competitive tender: (1) prequalification and (ii) submission of technical and financial proposals
PPP Agreement Term	17 years contract term (including 24 months construction period)

Notes: [1] Individual country guarantees possible depending on the winning bidder's country of origin; [2] Blended finance options available for Ukraine, depending on the source of financing, to be confirmed at the tender stage.

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Project Structure | Responsibilities of the partners

Private Partner		Public Partner (Lviv City and 1st Medical Union)	
PPP Facility Construction	• Finance, construct and maintain the new surgery hospital over the term of the contract • Hand back the Hospital at the end of the PPP project term.	**Funding**	• Mobilize donor funding to cover part of construction costs (10-30%) • Raise donor funding for medical equipment
Financing	• Raise debt and equity	**Medical Equipment**	• Procure and provide medical equipment • Maintain medical equipment over the term of PPP Project.
Medical Equipment	• Not included. Construct the building accounting for the specifications of key medical equipment.	**Clinical and non-clinical services**	• Deliver all clinical services to patients • Recruit and retain all medical and non-medical staff • Delivery of non-clinical services (cleaning, catering, security, parking, bio-medical waste, laundry, etc.)
Staff	• Maintenance and other support staff • Equipment technicians • Help centre staff • Project management	**Payments**	• Compensate the Private partner the costs for the construction and maintenance of the new hospital in the form of regular availability payments. • Indexation of payments to FX rate change
PPP Contract Management	• Report on compliance with KPI set out in the contract. • Participate in PPP Liaison Committee.	**Contract Management**	• Monitor and enforce compliance with KPIs. • Establish and participate in PPP Liaison Committee.
Permits	• Receive all necessary permits and approvals	**Permits**	• Support with obtaining necessary permits.

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Project Structure | Project Contractual Structure

Within the proposed PPP model, the Private partner builds and maintains New Surgery Hospital, while the 1st Territorial Medical Union (TMU) operates the hospital and provides medical services

Donor Funding

- 100% of medical equipment
- 10-30% of construction costs

Lviv City Council (Executive Committee)

Grant Agreement | **PPP Contract** | **Donors**

PPP Contract

Public Partner Responsibilities

(1) Land plot
(2) Donor funding
(3) Availability payments

Private Partner finances construction, maintains

Private Partner Funding

- 70-90 % of PPP Facility construction costs

Debt (80-85%) | **Lenders**

Equity (15-20%) | **Shareholders**

New Surgery Hospital

First Lviv Territorial Medical Union
Operates new surgery hos ital
Provides medical service s

Under the Grant Agreement, the donors provide full financing of medical equipment, which is excluded from the scope of the PPP Project.

Within the scope of PPP Project donors finance 10-30% of the construction costs

Project Advisors

IFC International Finance Corporation WORLD BANK GROUP

Deloitte.

UHC Ukrainian Healthcare Center

abmk

SHIGERU BAN ARCHITECTS

The Project preparation is funded by the Sweden State-Owned Development Finance Institution (SWEDFUND) and the German Federal Ministry of Economic Cooperation and Development (BMZ)

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PPP Project Timeline

1Q27	The City selects the Private partner.
2-3Q27	Private partner secures necessary funding
2028-29	The Private partner builds new surgery hospital
2030-44	The Public Partner provides medical services and pays availability payments, while the Private Partner carries out building maintenance

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Project Structure | Hospital Initial Cost

Total hospital costs estimated at ~€116 M

New surgery hospital cost budget summary

Construction and non-medical equipment costs - €83M

Estimated construction costs budget for the PPP Facility mentioned in the developed project and construction documentation

- **Building construction costs**
- **Non-medical equipment**
  - Rooftop helipad (for emergency patients and transplant services).
  - Mechanical Plant Systems
  - Heating, Ventilation & Air Conditioning (HVAC) system
  - Medical gas systems
  - Power generation and back-up
  - Water systems, drainage and waste equipment
  - Building management systems
  - Other non-medical equipment.

Cost of Medical Equipment of €33M

List of Medical equipment includes built-in medical equipment, stand-alone large medical equipment as well as other medical and non-medical equipment. Key categories include:

- **Stand-alone large medical equipment**
  - Robotic Surgery System, Hybrid OR CT Scanner
  - High-Field MRI, SPECT system
  - Contrast media injector, Mammography gantry
  - Radiography system, ECMO Life Support
- **Built-in medical equipment**
  - Integrated Digital OR Hub, medical gas plant,
  - Surgical Power LED Lights, anesthesia/surgical booms, etc.
- **Other medical equipment**
  - Other medical and non-medical equipment
  - Anesthesia Workstations, ICU beds
  - Mobile Ultrasound/Echo devices

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Financial Analysis | PPP Project financing requirement

The Project with the estimated capex of €115.8M (incl. medical equipment) is expected to be financed as a Hybrid PPP through a combination of funding from donors in the form of grants, private partner financing

1

Conservative Scenario

Donors ≈ €41.2M CapEx

100% Medical equipment **≈ €32.9M**

10% Construction cost **≈ €8.3M**

Private partner

≈ €74.6M CapEx

Construction cost

2

Baseline Scenario

Donors ≈ €49.5M CapEx

100% Medical equipment **≈ €32.9M**

20% Construction cost **≈ €16.6M**

Private partner

≈ €66.3M CapEx

Construction cost

3

Optimistic Scenario

Donors ≈ €57.8M CapEx

100% Medical equipment **≈ €32.9M**

30% Construction cost **≈ €24.9M**

Private partner

≈ €58.0M CapEx

Construction cost

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Legal Context Overview

Project meets conditions to be implemented under PPP framework in form of PPP agreement

Overview	1) The Governmental Strategy for the Development of the Healthcare System until 2030, envisages the use of the PPP as one of the steps to attract capital investment into the healthcare sector. 2) Ukraine has a dedicated Law on PPP, together with the Law on Concessions, which jointly form the core PPP framework and allow PPPs across a wide range of sectors, including healthcare.
Law and Regulations on PPP	1) The PPP legislation sets out the scope of its application, the distribution of roles and functions among stakeholders such as the Public Partner and the Private Partner, as well as conditions of the PPP agreement. 2) In 2022, amendments on long-term liabilities in PPPs were adopted. They provide private partners with guarantees that the municipality will fulfil its obligations in the field of PPPs. 3) In October 2025, new versions of the Law on PPP and the Law on Concessions were adopted. The new laws aim to accelerate the restoration and construction of new facilities related to the post-war restructuring of Ukraine's economy. These laws simplify bureaucratic procedures, provide financial guarantees for investors, and allow projects to be implemented more quickly.
Major projects implemented under PPP legal framework	1) The former legislation proved to be a conducive framework for PPPs and ensured the public sector's willingness to proceed with PPP projects; two seaport concessions have already been implemented. 2) Other projects, for example the seaport concession in Chornomorsk and the hospital PPP in Zhytomyr, are underway.

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Construction and Land Plot

The City has allocated a sizeable land plot on adjacent to other UNBROKEN healthcare facilities, with the land plot under preparation for the new construction.

Total area of the land plot: 8.2 ha, planned building area: 31,740 m2

- *The site is located in the middle of UNBROKEN network of facilities, has good connection to the city.*
- *The land plot has been cleaned up of all structures and connected to necessary utilities (power, water, heating).*

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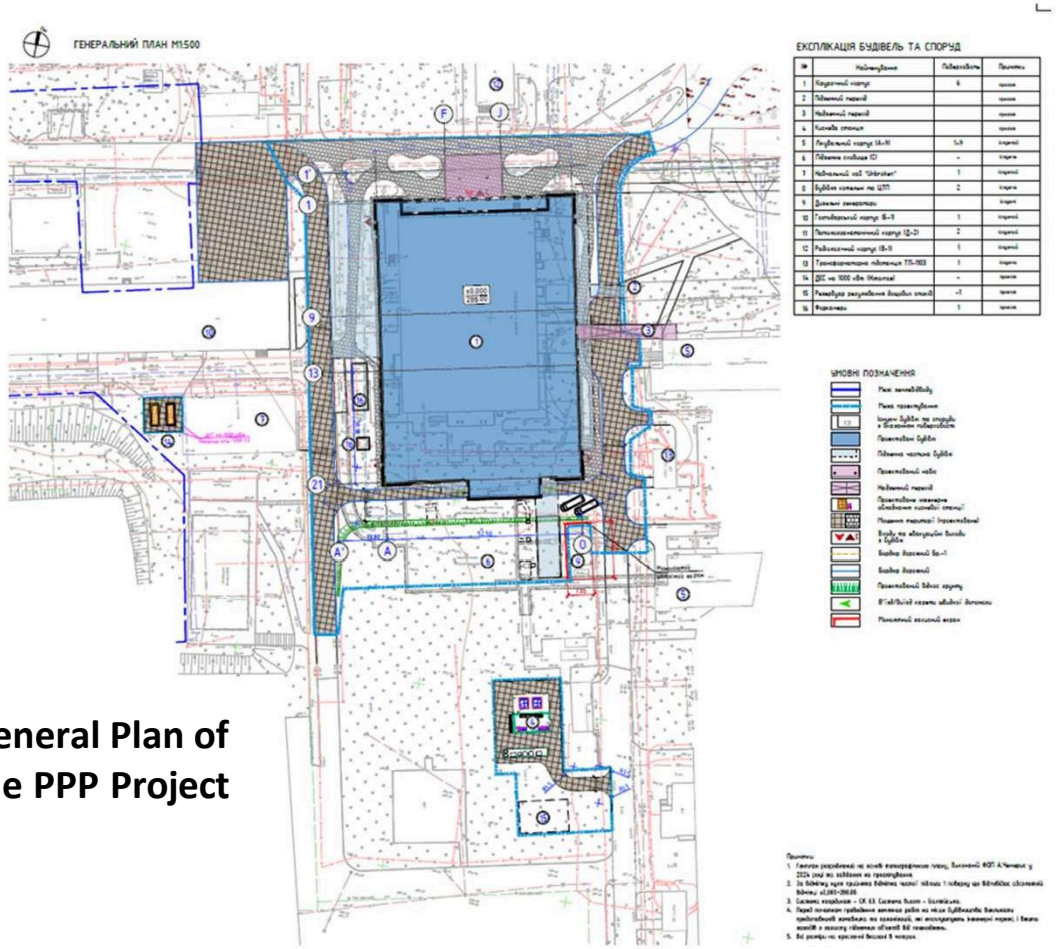
Construction and Land Plot | Building Footprint

The City has been working actively with relevant authorities to prepare the site for the new PPP hospital



General Plan of the PPP Project

1. **The dismantling was complete**
   The dismantling of the existing structures has been completed on the site.

2. **Technical permits for utilities received**
   1st Medical Union has obtained the technical terms required for PPP Facility connection to the engineering networks.

3. **Construction documentation**
   Local technical firm (Abmk) has developed project and construction documentation, which is currently under the expertise submission stage, expected to be completed by August 2026.

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PPP Facility Design

The City has already commissioned and prepared the hospital design, with energy efficient and cost-effective construction technology. Private Partner will be provided with all design which can optimized if necessary

- Hospital design developed by the City with Shigeru Ban Architects (Japan) and AMBK (Ukraine).
- Includes a 6-floor building with detailed requirements for each functional space.
- Design documents and permits will be provided to the Private Partner.

The Design envisions use of an CLT technology for the construction of the building (well-known and tested in Europe and in Ukraine). Choice of technology based on:

- Energy efficiency, lower climate footprint
- Strength and stability, lower weight
- Pre-fabricated panels, faster construction costs
- Cost efficiency.

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Tender Timeline

TENDER PROCESS TIMELINE

1. Confirmation of donor funding. Identifying potential Equipment Provider(s)

2. Signing Grant Agreement

3. Supply of Equipment, Grant Disbursement in Milestones

Prequalification Process	Request for Proposals	Financial Closing	Construction	New Hospital Commissioning
October 2026-January 2027*	February – July 2027	9-12 months	(24 months)	

Feasibility Study approved by the City with decision to proceed to tender

Launch of Prequalification: shortlisting firms with technical experience, financial capacity and legal credentials

- Bidders are invited to submit their technical and financial proposals for the new hospital.
- Evaluation of bids and selection of winning bidder
- Signing the PPP contract

Mobilization of private sector financing (debt and equity)

- Hospital construction and commissioning by Private Partner
- Training of Lviv Project Implementation and Monitoring project team

**Above timeline is indicative, valid under information as of May 2026. Actual timeline may vary depending on the approval procedures and issues that may arise in the course of project development.*

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Development Impact

The Project strengthens Ukraine's healthcare resilience by expanding access to complex surgical care, improving patient outcomes and creating a replicable PPP model for healthcare and social infrastructure

- Project is of **high priority** for the City and the Region, as it addresses the **urgent medical need,** will increase survival rates, quality of life and continuity of treatment for war-affected and high-acuity patients.
- **Hybrid PPP financing structure – the project is expected to combine donor funding and private sector funding**. Under a long-term performance-based contract, private sector will be held accountable for delivery the hospital with clear KPIs.
- **Availability of derisking instruments**, to protect the private partner from war risk as well as the risk of default of the public partner / non-payment risk.
- **The PPP model has high replication potential** for the social infrastructure development (other hospitals, schools, housing, etc.) and the wider Ukraine's national reconstruction plan. The pipeline of other healthcare PPPs include Vynnitsia and Zhytomyr hospitals, as well as other social infrastructure projects.

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