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## **INFLUENCE OF THE MECHANISM OF COMPENSATION FOR THE FREE TRANSPORT OF THE CITIZENS ENTITLED TO THE BENEFITS ON THE FINANCIAL RESULT OF THE URBAN PASSENGER TRANSPORT ENTERPRISES**

It is determined that the social function of the urban passenger transport enterprises prevails economic one, which defines their planned unprofitability. The current approaches to budget financing of the urban

passenger transport enterprises used in different countries and in Ukraine are analyzed. It is revealed that the existing mechanism for calculating the amounts of budgetary compensation for the free transport of the citizens entitled to the benefits does not ensure the stable operation of the urban passenger transport enterprises. It is analyzed the procedure for calculating the amount of compensation for the free transport of the citizens entitled to the benefits and its impact on the financial results of the urban passenger transport enterprises. It is argued that the real ratio of the number of free and paid passengers can only be determined by surveying the passenger traffic. It has been established that the actual payment of compensation for the free transport of the citizens entitled to the benefits to urban passenger transport enterprises is less than half of those calculated. The problem of transition to the usage of targeted cash payments to the citizens entitled to the benefits is investigated. It is argued that the mechanism of targeted monetary compensation will not work fully due to the low incomes of the citizens entitled to the benefits and the lack of funds in local budgets for such payments. In order to improve the financial results of the urban passenger transport enterprises, it was recommended to reduce preferential categories of citizens, apply privileges in the form of a certain percentage of the ticket price, introduce a mechanism for financing capital investments of the urban passenger transport enterprises through state grants.

**Key words:** urban passenger transport, public utility company, compensation for the free transport of the citizens entitled to the benefits, revenue, financial results, budget.

*Слободяник Юлия*

**ВЛИЯНИЕ МЕХАНИЗМА КОМПЕНСАЦИЙ ЗА  
БЕСПЛАТНЫЙ ПРОЕЗД ЛЬГОТНЫХ КАТЕГОРИЙ  
ГРАЖДАН НА ФИНАНСОВЫЕ РЕЗУЛЬТАТЫ  
ПРЕДПРИЯТИЙ ГОРОДСКОГО ПАССАЖИРСКОГО  
ТРАНСПОРТА**

Определено, что социальная функция предприятий городского пассажирского транспорта преобладает над

экономической, что обуславливает их плановую убыточность. Проанализированы современные подходы к бюджетному финансированию предприятий городского пассажирского транспорта, используемые в разных странах и в Украине. Выявлено, что существующий механизм расчета сумм бюджетной компенсации за бесплатный проезд льготных категорий граждан не обеспечивает стабильную работу предприятий городского пассажирского транспорта. Проанализирован порядок расчета суммы компенсации за бесплатный проезд льготных категорий граждан и его влияние на финансовые результаты предприятий городского пассажирского транспорта. Аргументировано, что реальное соотношение количества бесплатных и платных пассажиров можно определить только с помощью обследования пассажиропотока. Установлено, что фактические выплаты компенсаций за бесплатный проезд льготных категорий граждан предприятиям городского пассажирского транспорта составляют менее половины рассчитанных. Исследована проблема перехода на применение адресных денежных выплат льготным категориям граждан. Аргументировано, что механизм адресной денежной компенсации не будет полноценно работать вследствие низких доходов льготных категорий граждан и недостатка средств в местных бюджетах на такие выплаты. С целью улучшения финансовых результатов предприятий городского пассажирского транспорта рекомендовано сократить льготные категории граждан, применять льготы в виде определенного процента от стоимости билета, внедрить механизм финансирования капитальных вложений предприятий городского пассажирского транспорта за счет государственных грантов.

**Ключевые слова:** городской пассажирский транспорт, коммунальное предприятие, компенсация за бесплатный проезд льготных категорий граждан, доход, финансовые результаты, бюджет.

**ВПЛИВ МЕХАНІЗМУ КОМПЕНСАЦІЙ ЗА  
БЕЗКОШТОВНИЙ ПРОЇЗД ПІЛЬГОВИХ КАТЕГОРІЙ  
ГРОМАДЯН НА ФІНАНСОВІ РЕЗУЛЬТАТИ  
ПІДПРИЄМСТВ МІСЬКОГО ПАСАЖИРСЬКОГО  
ТРАНСПОРТУ**

Визначено, що соціальна функція підприємств міського пасажирського транспорту переважає економічну, що обумовлює їх планову збитковість. Проаналізовано сучасні підходи до бюджетного фінансування підприємств міського пасажирського транспорту, що використовуються в різних країнах та в Україні. Виявлено, що існуючий механізм розрахунку сум бюджетної компенсації за безкоштовний проїзд пільгових категорій громадян не забезпечує стабільну роботу підприємств міського пасажирського транспорту. Проаналізовано порядок розрахунку суми компенсації за безкоштовний проїзд пільгових категорій громадян та його вплив на фінансові результати підприємств міського пасажирського транспорту. Аргументовано, що реальне співвідношення кількості безплатних та платних пасажирів можна визначити лише за допомогою обстеження пасажиропотоку. Встановлено, що фактичні виплати компенсацій за безкоштовний проїзд пільгових категорій громадян підприємствам міського пасажирського транспорту становлять менше половини розрахованих. Досліджено проблему переходу на застосування адресних грошових виплат пільговим категоріям громадян. Аргументовано, що механізм адресної грошової компенсації не буде повноцінно працювати через низькі доходи пільгових категорій громадян і нестачу коштів у місцевих бюджетах на такі виплати. З метою покращення фінансових результатів підприємств міського пасажирського транспорту рекомендовано скоротити пільгові категорії громадян, застосовувати пільги у вигляді певного відсотка від вартості квитка, впровадити механізм фінансування

капітальних вкладень підприємств міського пасажирського транспорту за рахунок державних грантів.

**Ключові слова:** міський пасажирський транспорт, комунальне підприємство, компенсація за безкоштовний проїзд пільгових категорій громадян, дохід, фінансові результати, бюджет.

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**The problem statement.** Urban passenger transport enterprises are an important component of the territories economy. The satisfaction of the local community's demand for transport services depends on their stable functioning and development. A positive financial result, that is, profit, ensures the development of any enterprise. The profit margins also affect the taxes that fill the community budget. At the same time, the feature of the urban passenger transport enterprises is their social function, which prevails over the economic one. The purpose of the creation of such enterprises in Ukraine, first of all, is to ensure the provision of services for the transport of passengers by road and electric transport. Making a profit is not their main goal. However, they are not unprofitable enterprises.

Therefore, the specificity of the urban passenger transport industry in Ukraine is the planned unprofitability of the public utility companies providing transport services. It should be noted that similar practices exist in many countries. For example, revenues from carriage rates in Western European countries range from 22% to 72%, namely: in the Netherlands – 22 %, in Italy – 30 %, in Sweden – 40 %, in France – 43 %, in Austria – 48 %, in Germany – 60 %, in the UK – 68 %, in Switzerland – 72 % [1]. In addition, some cities offer free public transport: Tallinn (Estonia), Bucharest (Romania), Chengdu (China), Oban (France). Until recently, this list included Hasselt (Belgium), but the free transport was canceled after a sixteen-year period of validity, as the city budget failed to withstand the financial burden. In this case, the right to free transport can be used as all passengers without restrictions, and only those

who are permanent residents of the city, are officially employed and pay taxes to the local budget.

Consequently, the governments of the countries understand and support the social function of the urban passenger transport. However, the level of its development in different countries varies. In Ukraine, unfortunately, the urban passenger transport enterprises, first of all public utility companies, are in the deep crisis, which is evident in the lack of financial resources, inability to maintain stable work, the aging of rolling stock, and the deterioration of the quality of service for the population.

State financial support for the stable operation of the urban passenger transport companies is part of the measures to stimulate the development of the transport industry. At the present stage, it manifests itself in the provision of budget subsidies to the urban passenger transport enterprises for compensation of the cost of the free transport of the citizens entitled to the benefits and grants to support their activities in general.

**Analysis of the recent research and publications and the allocation of previously unresolved problems.** Problems of functioning of the urban passenger transport companies are covered in articles by such scientists and practitioners as L. Dokil, S. Golovanenko, O. Jedin, O. Palant, V. Postnikov, A. Radzyuk, V. Shtanov, V. Spilnyk, V. Velichko, O. Vysoka, and many others.

The publications focus on financing current and capital costs of transport companies, analyzing foreign experience in the field of transportation and its implementation, creating intermodal transport systems in cities, introducing automated payment systems, developing mechanisms for updating rolling stock, energy efficiency and environmental friendliness of various types of transport, analysis of methods for estimating passenger traffic, etc. At the same time, the issue of the effect of the compensation mechanism on the financial results of the urban passenger transport enterprises remains insufficiently highlighted.

**The purpose of the article** is to analyze the impact of the mechanism of the budget compensation on the financial results of the functioning of passenger transport enterprises.

**The main material research.** During the time of the USSR, the urban passenger transport enterprises had been provided the budget compensation for losses from their activities. It was carried out at the expense of profits derived from freight transportation. That is, at the state level the redistribution of funds had been carried out between profitable and unprofitable organizations to ensure their stable functioning and development. This system was used until 1998. However, due to general failures in the economic sphere and, in particular, ineffective state policy in the field of the urban passenger transport, budget support was limited only to compensation of the free transport of the citizens entitled to the benefits. Simultaneously, the unprofitability of the urban passenger transport enterprises requires a revision of approaches to state financing of a socially important industry in general, and in particular, to the calculation of the budget compensation.

Analysis of forms of financing the urban passenger transport in developed countries allows us to distinguish the following methods that are used:

- grants for the driven kilometer;
- grants for the passenger traffic volumes;
- grants in the form of an additional payment, which depends on the coverage of the territory and the density of the population;
- grants depending on the amount of revenue collected, that is, an additional payment for each ticket sold;
- a surcharge that does not depend on the current results of the enterprise.

At present, economically developed countries have practically refused to grant the right of the free transport for certain categories of citizens, since such a system of benefits is considered nonviable and not in line with the objectives of the social policy. In some countries, discounts are used for the price of transport services for certain categories of population or the provision of benefits during certain hours. For example, in the United States, a discount on the ticket price for older people is applied, with the exception of peak hours, which makes it possible to use transport capacities more evenly.

In Ukraine, several approaches have been used to calculate the amount of compensation, but none of them can be called real, and even effective. From it, lose both transport companies, and the budget.

1. The compensation amount was determined in previous years depending on the performed transport work. In subsequent years, it is adjusted in the direction of growth (or decrease) depending on the planned work volumes.

2. The amount of compensation for each citizen per year is determined. The calculation of the total amount of compensation to passenger transport enterprises is carried out in proportion to the number of categories of the citizens entitled to the benefits in the area serviced by each individual enterprise.

3. The compensation is distributed in proportion to the losses incurred by passenger transport enterprises in the previous reporting period.

4. The amount of compensation is determined by the number of transported passengers who have paid for the ticket. The more paid passengers, the greater the amount of the compensation.

The listed types of compensation calculation do not take into account the objective conditions of the transportation market (the transport activity of the population, the cost of transportation, the living standards, etc.), and therefore cannot be optimal. In addition, the determination of the volume of transportation of paid and free passengers in the transport mobility of citizens is determined by expert means. It is also important to take into account the problem of passengers without tickets (the so-called "stowaways"), the share of which in urban passenger traffic, according to some estimates, is about 10 %.

The variety of approaches to calculating the amount of budget compensation for each individual entity is determined by the limited financial resources. After all, none of these methods was legally established and sought to explain the inefficient allocation of budget funds. In order to obtain reliable information on the mobility of categories of the citizens entitled to the benefits in the absence of automated systems for collecting fares using smart cards (including privileged ones), there is a problem of determining the actual number



of trips performed by preferential categories of citizens. During the last 20 years, transport companies have initiated various options for accounting for the volumes of transportation of categories of the citizens entitled to the benefits. However, none of them was tested and approved.

By 2015, the mechanism for calculating compensation for the free transport of the citizens entitled to the benefits took place in accordance with the requirements of the "Instruction on the procedure for recording passengers transported by public transport on routes" (loss of force on November 17, 2015) [2].

The number of the citizens entitled to the benefits was determined by the equation (1), which then multiplied by the tariff at that enterprise. The product was the cost of transport of the citizens entitled to the benefits, which the state should compensate the transport company based on the legislation in force.

$$Q_{free} = Q_{paid} \cdot K, \quad (1)$$

$Q_{free}$  – number of free passengers, thousand people;

$Q_{paid}$  – number of paid passengers, thousand people;

$K$  – a coefficient of the ratio of the number of free and paid passengers in the total passenger transportation for public transport companies.

The coefficient  $K$  was determined on the basis of the specified Instruction separately for urban transport in the regional and republican centers ( $K1$ ), for urban transport ( $K2$ ) and for suburban transport ( $K3$ ). The calculation of these coefficients was carried out by the regional statistics administration. It was also noted that enterprises can establish the coefficient of the ratio of the number of free and paid passengers in their total volume, but such self-defined coefficient could not exceed the officially established.

At the same time, the actual ratio of the number of free and paid passengers can be determined only through a survey of passenger traffic. Nevertheless, due to a significant fluctuation of passenger traffic during the day, week, and seasons, this method of

determining the ratio of paid and free passengers in their total number is quite complicated and requires additional financial costs.

From 2015, the calculation of the ratio of paid and free passengers is carried out by local authorities, which also distribute budget compensation between enterprises. Consequently, for example, the Executive Committee of Sumy City Council approved a decision on the establishment of coefficients of the ratio of paid and free passengers based on the survey of passenger traffic that had been periodically conducted by the Kharkiv National Automobile and Highway University on the trolleybus and bus routes [3]. The decision to involve scientists in surveying passenger traffic was made after the city authorities were unable to agree on the procedure for conducting such surveys on their own with the community.

For Public Utility Company "Electroavtotrans" from 01.10.2017 the following coefficients were established: for electric transport – 2,43; for automobile transport – 2,37 [3]. That is, in Sumy for each paid passenger there are 2 free. Thus, only one-third of the revenues of the Public Utility Company "Electroavtotrans" is received from paid passengers. This is confirmed by the management's report, which was announced on the official site of the enterprise [4]. A similar situation is observed throughout the territory of Ukraine.

The equally important problem is the actual amount of compensation for the free transport of the citizens entitled to the benefits who does not correspond to the calculated ones. Thus, the Ministry of Infrastructure of Ukraine emphasizes that according to the calculations of enterprises, the compensation requirement amounts to about 1 800,0 million UAH, however, the actual amount of compensation is about 46-50 % of the cost of services [5].

Let us analyze the actual situation with compensation for the free transport of the citizens entitled to the benefits in public transport in Sumy (Table 1).

According to PUC "Electroautotrans", in 2016, Reimbursement for compensation payments for the free transport of the citizens entitled to the benefits was held only from June, and in 2017 it was not accepted to compensate according to the executed volumes of works for the amount of 1 019,4 thousand UAH. Data

analysis proves that revenues from paid passengers constitute an insignificant part of the total revenue of the enterprise. Moreover, since the compensation for the free transport of the citizens entitled to the benefits is not carried out in full due to lack of funds, the enterprise has to be supported directly from the city budget. That is, in fact the losses of the urban passenger transport enterprises are covered from the local budgets.

Table 1

Indicators of activity of PUC "Elektroavtotrans" in Sumy for 2016-2017 [4]

Indicators	Unit of measurement	2016	2017
Passenger transportation of all, including:	thousand people	23 291,9	26 143,6
- paid passengers	thousand people	7 501,4	7 876,7
- free passengers	thousand people	15 790,5	18 266,9
Revenues from paid passengers	thousand UAH	10 854,4	16 903,7
The compensation for free transport of the citizens entitled to the benefits	thousand UAH	13 460,0	38 184,4
The reimbursement of the difference between the established and economically justified tariff	thousand UAH	4 935,7	9 431,0
Financial support from the city budget	thousand UAH	13 798,2	2 658,9

The introduction of targeted assistance instead of compensating for the free transport of the citizens entitled to the benefits has been considered for a long time. Back in 2002, the Cabinet of Ministers of Ukraine adopted the Strategy for replacing the system of benefits with the targeted monetary grants to the population. The implementation of this Strategy was halted, as there were protests of citizens. In addition, there was not enough budget funds for targeted settlement assistance.

In 2018, the Cabinet of Ministers of Ukraine adopted the Procedure for granting benefits in cash in the form of payment for travel by all types of the public transportation in urban, suburban and interurban routes. The procedure determines the mechanism for the provision of benefits in cash for payment of travel at the expense of local budgets, if local governments take such a decision. If the decision is not made, then the benefits will continue to be provided in non-cash form [6]. Consequently, the establishment of a mechanism for compensating the free transport of the citizens entitled to the benefits depends on the local authorities.

Specialists note that there will be problems with the monetary compensation. Thus, at the beginning of 2018, the total number of people with disabilities in Ukraine amounted to 2,6 million, including more than 240 000 people in the Group 1 disability, more than 900 000 people in the Group 2 disability, more than 1 300 000 people in the Group 3 disability [7]. The level of incomes of people with disabilities in most cases does not allow to provide the necessary number of trips by public transport. However, it is now possible to predict that the amount of monetary compensation for such citizens will not cover their needs.

Simultaneously, reducing the number of trips will decrease the revenues of the urban passenger transport enterprises, which will also affect their financial results.

**Conclusions.** The analysis of the situation with compensations for today allows us to draw the following conclusions:

- The state is not able to provide the free transport of the citizens entitled to the benefits in full amount at existing tariffs.

– The burden of performing the social function guaranteed by the state fell on the urban passenger transport enterprises.

– Currently, there is no legally established methodology that would allow the most accurate calculation of the real volumes of transport services provided to the citizens entitled to the benefits.

– The mechanism of targeted monetary compensation will not work properly because of low incomes of the citizens entitled to the benefits and the lack of funds in local budgets for such payments.

Summarizing the above, we note that the level of the budget compensation does not correspond to the real needs of enterprises, does not perform their proper function, has no economic justification, and requires the development of a calculation methodology. There are several options for solving this problem.

Firstly, it is necessary to define the function of the compensation for the free transport of the citizens entitled to the benefits – it is the provision by the state of benefits to socially vulnerable categories of the population. In this case, the urban passenger transport enterprise should not be responsible for obligations of the state, as well as any economic entity.

We should take advantage of the best experience of developed countries in this matter. For example, it is crucial to reduce the preferential categories, apply benefits in the form of a certain percentage of the ticket price (and not 100% benefits), etc.

Secondly, it is necessary to introduce on a permanent basis the mechanism of financing of capital investments at the expense of state grants. While in Ukraine, projects of financing are being implemented at the expense of the European Investment Bank. Thus, according to the project "Urban Public Transport of Ukraine" it is planned to attract about 400 million euros of credit funds under state guarantees. These funds should be aimed at updating the rolling stock of city passenger transport enterprises of 11 cities in Ukraine [8]. Similar grants should be provided in Ukraine.

Therefore, an effective mechanism of compensation for the free transport of the citizens entitled to the benefits, as well as other types of budget financing, should provide the positive financial results for the urban passenger transport enterprises. State regulation

of their work should be balanced, economically justified and aimed at ensuring the interests of all participants in the transport process: transport enterprises, the state and the society.

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