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Bizonych D., candidate of technical sciences, Director of Etalontechservice LLC,

Kharkiv, Ukraine

ORCID ID: 0000-0002-0155-7615

EUROPEAN EXPERIENCE OF HOUSING REFORM AND DEVELOPMENT: LESSONS FOR MODERN UKRAINE

The article substantiates the relevance of the study of European experience in reforming and developing housing and communal services for modern Ukraine. The analysis of scientific and thematic recent researches and publications is carried out. The European experience of reforming and development of housing and communal services is generalized and the offers concerning various ways of its introduction in modern Ukraine are given. The traditional general models of reforming and development of housing and communal services are considered and characterized: English, German, French and the French model is determined as the most acceptable for Ukraine. The necessity of consideration for Ukraine of a mixed model of reforming and development of the housing and communal services sector is substantiated. The comparative characteristic of models of management of housing and communal services in foreign countries and Ukraine is resulted. The necessity of creating a domestic model of development of housing and communal services of modern Ukraine is substantiated. The experience of the Republic of Poland in reforming and developing the domestic sector of housing and communal services is analyzed (useful features of this reform for Ukraine are determined, the process of demonopolization "pooling" is considered). The main characteristics of the sphere of housing and communal services of European countries are given. Such a tool for improving the state of the housing and communal services sector as bonds is considered. The advantages of active use of such a basic tool in the field of housing and communal services as a public-private

partnership are presented. The components of variable ways of introduction of the European experience of reforming and development of housing and communal services in modern Ukraine are determined. Perspective directions of further theoretical and practical researches concerning generalization of foreign experience of reforming and development of housing and communal services are offered and offers concerning various ways of its introduction in modern Ukraine are given.

Key words: *state regulation, public administration, European experience, housing and communal services, models of housing and communal services reform, bonds, public-private partnership, reform.*

Formulation of the problem in general. Taking into account the comprehensive globalization development, the population of Ukraine at the present stage of its development is characterized by an increase in the level of requirements to ensure a comfortable state of their daily lives. Within the framework of achieving this goal, one of the largest social sectors of the Ukrainian state, which needs to be reformed and improved, is housing and communal services, because it directly or indirectly affects every citizen of the country, providing the population with the necessary housing and communal services. Despite the fact that the issue of the need to improve the current state of housing and communal services of Ukraine is constantly in the field of view of the public and the state apparatus, content-positive changes in this direction are almost absent.

Today in Ukraine there is a difficult period of transformation, which is associated with adaptation to new realities of life in the latest macroeconomic conditions. The experience of development of most of the leading countries of the world has convincingly proved the need to take into account certain laws, principles in solving the problems of modernization of the domestic economy and improving the state of the national economy. The European experience in the field of ensuring the development of housing and communal services and management of the market of housing and communal services deserves special attention [1, p. 45].

According to the published Human Development Index In 2020 (Human Development Index-2020) the most developed countries in the world are European countries. This determines the choice of European experience in the context of this study. Thus, the issue of studying and implementing the European experience of reforming and developing housing and communal services at the present stage of formation of the Ukrainian state is considered extremely relevant.

Analysis of recent research and publications. Imperfection of the basic principles of implementation and implementation of reforms in the housing and communal services sector, non-transparent and ineffective mechanisms of creating a competitive market environment in the housing and communal services market, inefficient pricing policy, which changes on a constant basis, . Overcoming certain problems in the system of financial support of housing and communal services and finding new ways of their further development is possible through the study and implementation of European experience in managing this sector [2]. Therefore,

European experience in ensuring the development of housing and communal services, European experience in legal regulation of housing and communal services, the impact of European experience on the state of financial support and development of domestic housing and communal services, application of European experience to reform the state regulation of domestic housing and communal services. The experience of public-private partnership of European countries in the housing and communal sphere of Ukraine, etc. was studied by a number of scientists, including: TO Barabash [3], LV Bezzubko [4], KO Vitryshchuk [5], Z. V. Gerasimchuk [5], Yu. A. Golodnik [6], VV Lavrik [2], VA Lukyanenko [7], VI Lukyanov [1], M. Z Masyk [8], Yu. L. Petrushevsky [9, 10], VI Sribnyn [7], VI Teremetsky [11], etc.

However, at the same time, the multifaceted issue of introducing the European experience of reforming and developing housing and communal services for Ukraine in 2021 is extremely relevant today, and therefore serves as a basis for new research and studies.

Formulation of the purpose of the article. *The purpose* The article is a generalization of the European experience of reforming and development of housing

and communal services and providing proposals for alternative ways of its implementation in modern Ukraine.

Presentation of the main research material. In the course of market transformations of housing and communal services, there is a natural interest in the practice of its functioning in European countries, and, above all, in those which, like Ukraine, are carrying out a systemic socio-economic transformation. As Ukraine seeks to fully join the European Union (hereinafter - the EU) and borders on individual countries, the study and analysis of the experience of European countries will contribute to a better understanding of the prospects for interregional and cross-border cooperation, as well as the development and implementation of housing measures. public utilities of Ukraine, in accordance with EU requirements [5, p. 30-31].

In the 1980s and 1990s, the governments of many countries reformed the housing and communal services within the framework of socio-economic and public sector reform programs. Thus, in countries with developed market economies, vast experience has been accumulated in the organization of housing and communal services within the municipal and private sectors. Its detailed study allows to use positive experience in domestic practice [9, p. 111].

The successful development of housing and communal services in each country was achieved in different ways using different methods and the introduction of different models. This is due to the then economic situation of the country, its social structure and other relevant factors of influence.

The existing experience of European countries gives meaningful grounds to assert the existence of three traditional general models of reform and development of housing and communal services:

The first is English, which provides for the existence of certain organizational and legal forms of associations of enterprises that provide utilities on the basis of their full privatization;

The second is German, which provides for the corporatization of utilities and organizational modernization of the industry, but the main stake belongs to the municipality;

The third model is the French, which is based on the use of various forms of attracting private capital to the activities of utilities: long-term leases, certain investment agreements. This approach is beneficial for private business, and for municipalities, and for consumers of public services [1, p. 46-47].

According to the English model, one of the pilot projects and the most important areas of housing and communal reforms in England was the merger of all, without exception, municipal water utilities into 10 regional state-owned companies with their subsequent privatization. It was interesting and very profitable for the utility companies that before privatization the state wrote off all debts of the utility companies, took over all the costs of bringing the water supply and sewerage facilities in proper condition and partial modernization and made its certification. The problems of organizational structures of management of these enterprises which are constantly improving came to the fore. Unlike in the United Kingdom, in most European countries the communal infrastructure has not been transferred to private ownership, it has remained municipal,

The reform of the housing and communal services according to the German model was aimed at building effective local self-government. To this end, the following measures were taken - demonopolization and corporatization of supraregional service providers, modernization of communal infrastructure and housing, improvement of pricing and coverage of existing costs. The first step in improving pricing was the refusal to provide social assistance to the population through utilities and the transition to targeted subsidies, the amount of which depends on the income received by families and subscriptions for part of the resources consumed. Payment for services provided according to their actual consumption has led to resource savings by the population. In Germany, a competitive market for housing and communal services has been created. Consumers quickly realized the benefits of competition. As in connection with the introduction of a competitive basis for service providers, their quality has increased, the level of resource consumption has decreased, the cost of services for service providers has decreased. If necessary, consumers were provided with new additional services - the so-called "multy-utility" - multilateral services. They are characterized

by the fact that in addition to the main activity of the housing and communal services enterprise included in its package of multilateral services cleaning of residential areas, maintenance of indoor infrastructure, management, telecommunications equipment. Another means of gaining competitive advantage was the use of modern technology and automation. Much attention was also paid to customer relationships. To do this, German utilities have created a customer base, on the basis of which they were able to develop and offer different schemes of additional services and their payment depending on the needs of customers [9, p. 128-129].

Next is the French model. Thus, the sphere of urban economy in France is subordinated to the commune - the smallest and most stable administrative unit of France. Housing infrastructure facilities are owned by municipalities. All work on the provision of housing and communal services is carried out through them. It is the municipality that manages the economic activity of providing housing and communal services and is responsible for their quality to the citizens. This country has accumulated considerable experience in the application of concessions in public utilities. This form of management is based on the concession agreement according to which the utility company is transferred to the operation of a private company [3, p. 103]. The French model provides for the preservation of municipal ownership of engineering facilities and infrastructure, while the right to manage them on a competitive basis is given to representatives of private business, and the legal basis are contracts for the provision of management services, leases or concessions [7, p. 46].

For different countries, each of the three general models considered has its own achievements, advantages and debatable provisions.

Summarizing the above, the French (contractual) model seems to us the most acceptable, because along with ensuring the freedom of entrepreneurial activity of the concessionaire, local authorities retain control powers, which is absolutely justified given the significant social significance of enterprises. In addition, a significant advantage of such a model should be considered the involvement in the management of municipal property of the business entity, which was selected on a competitive basis, which allows to summarize the highest potential of such management. In our opinion,

the level of development of market relations in Ukraine does not allow the introduction of the English model, although from the point of view of innovation of the introduced measures and technologies in conditions of transparent competition the greatest potential for industry development will take place under such model. It is currently impossible to leave housing and communal services on the full financial support of local self-government bodies with a low level of economic development, which, unfortunately, is the case in our country, thus introducing the German model. In addition, a monopoly in any field, and in housing and communal services - in particular, will not stimulate production efficiency and in the future - to improve the quality of services provided, which can not be considered acceptable in the welfare state, which Ukraine proclaimed in Art. 1 of the Basic Law [6]. and in housing and communal services - in particular, will not stimulate the efficiency of production and in the future - to improve the quality of services provided, which can not be considered acceptable in the welfare state, which Ukraine proclaimed in Art. 1 of the Basic Law [6]. and in housing and communal services - in particular, will not stimulate the efficiency of production and in the future - to improve the quality of services provided, which can not be considered acceptable in the welfare state, which Ukraine proclaimed in Art. 1 of the Basic Law [6].

Based on the analysis of thematic sources of information considered in the context of this study, we conclude that the prevailing opinion in science is that there are only three traditional general models of housing and communal services reform: English, German and French, based on the research achievements of scientists such as T. O. Barabash [3], VA Lukyanenko [7], VI Lukyanov [1], Yu. L. Petrushevsky [9, 10], VI Sribnin [7] and others . However, taking into account the historical development and peculiarities of the economy, the analysis of the practical process of reforming housing and communal services of the vast majority of European countries does not allow to refer them to clearly defined traditional general models, because this process successfully combines elements of three models. French). The modern scientist VV Lavryk also adheres to the scientific opinion on the constructive existence of a mixed model [2]. In his recent research work in 2021 "Financial support of housing

and communal services of territorial communities in the context of decentralization" [2], the scientist established the main criteria that distinguish and characterize the specifics of traditional models of manifestation.

Comparative characteristics of housing and communal services management models in European countries and Ukraine

<i>Criterion</i>	<i>English model</i>	<i>French model</i>	<i>German model</i>	<i>Mixed model</i>	<i>Ukrainian model</i>
AND	1	2	3	4	5
<i>Representatives</i>	Great Britain, USA	France, Finland	Germany, Poland	Some European countries	Ukraine
<i>Functional component</i>	Full privatization of housing and communal services	Privatization of housing and communal facilities in the ownership of the municipality	Corporatization of housing and communal services enterprises	A combination of different areas of attracting private capital	Privatization of housing and communal services
<i>Subordination</i>	Municipality	Municipality	Municipality	Municipality	Local governments
<i>Ownership</i>	Private	Municipal	Mixed (joint stock)	Municipal	Communal (state), private
<i>Relationship between sectors</i>	United by specificity and industry	United by specificity and industry	United by specificity and industry. Multidisciplinary enterprises	United by specificity and industry	Specialized and multidisciplinary enterprises
<i>Market environment</i>	Competitive environment	Competitive environment	Competitive environment	Competitive environment	Natural monopolies Initial competitive environment
<i>Housing and communal services market participants</i>	Specialized municipal companies. Small private companies	Municipal companies. Private companies on the basis of concession agreements	Utilities companies. Private enterprises	Municipal companies. Private enterprises on the terms of the contract	Utilities. Private enterprises. ACMH
<i>Tariff policy</i>	Tariffs are formed by enterprises	Tariffs are set in accordance with the terms of the contract between the	Tariffs are formed by service companies in agreement with	Tariffs are set in accordance with the terms of the contract between the	Formed by central executive bodies, local governments

		municipality and the operating company	the municipality	municipality and the operating company	
<i>The composition of housing and communal payments</i>	Utility bills. Tax - Council Tax (road repairs, street cleaning, salaries for firefighters and police)	Payment for housing services (maintenance of houses, adjacent territories and places of common use: entrances, lawns, elevator pools). Utility bills (electricity, gas, water)	Fee for home management services. Utility bills. Contributions for repair work	Utility bills. Payment for housing services	Payment for housing services (maintenance of houses, adjacent territories and places of common use: entrances, lawns, elevator pools). Utility bills (electricity, gas, water)

Source: [2]

Thus, taking into account the current realities of the Ukrainian state, domestic public authorities need to successfully combine the existing components of traditional general models of reform and development of housing and communal services, and thus, taking into account the scientific and economic approach to create a viable and effective Ukrainian model. development of housing and communal services of modern Ukraine.

It will be useful for the Ukrainian state to study, generalize and introduce elements of the system of reforming the housing and communal services of the countries that have much in common with Ukraine: the common border of neighboring countries; the presence of a socialist past; similarity of starting conditions at the time of the collapse of the socialist bloc; a form of government; cross-border cooperation, etc. In this regard, the main features of the process of reforming housing and communal services will try to reveal the example *Of the Republic of Poland*, the sphere of which we studied at the beginning of the reformation process was identical to the domestic one. The system of housing and communal services in this country depends on the

activities of local governments, which is influenced by three main factors: their powers, funding tasks and the human factor [6].

Housing and communal services in Poland belong to the sphere of powers and tasks not of the government, but of self-governing bodies. Therefore, there is no Ministry of Housing and Communal Services, etc. in the country. If we consider the situation in the field of water supply, sewerage, heat supply, electricity and gas supply - the owner of these housing and communal infrastructures remains the local government. However, housing and communal services within this infrastructure must be provided by a separate institution, an enterprise, not necessarily a communal one, and these service providers must be sufficient to guarantee demonopolization. This process of demonopolization is called "pooling", its main feature is the ability to access a single network of different service providers. The latter have different costs for products or wholesale purchases from the producer of water or electricity. Therefore, such companies have different prices for their services. In this case, end consumers have the right to freely choose and enter into contracts with the service provider whose package is most profitable for them [1].

Thus, useful for Ukraine features of housing and communal services reform are the experience of the Republic of Poland, in particular, they are as follows: enterprises to private entities; attracting additional capital to the economy through private investment (in Poland, state and municipal enterprises are not considered efficient entities); the restructuring of utilities into small private enterprises has led to a reduction in the number of employees, which in turn has led to a reduction in labor costs in general; state support of the private owner in the market of housing and communal services is manifested in state financial assistance; setting tariffs in the market of housing and communal services is regulated by councils taking into account the peculiarities of the region's development [5, p. 39-40].

Summarizing the relevant European experience, we present the following main characteristics of the sphere of housing and communal services:

I. Regarding the legislative and regulatory support for the regulation of relations in the field of housing and communal services:

- normative-legislative systems are built on the basis of taking into account the specifics of a particular country, economic interests of all subjects of the market of housing and communal services, which allows to form an effective system of state regulation of their relations;

- the activity of natural monopolies is based on a clear system of control over the validity of tariffs for services and their increase.

II. Regarding increasing the efficiency of enterprises and organizations of housing and communal services:

- fair budget distribution of funds between different levels;

- public administration, which provides uninterrupted current financing of reproduction costs of the region and the municipality, as well as the availability of municipalities a constructive budget for the development of territories (typical of all countries with developed market economies);

- significant funding within the federal and regional target programs for the development of housing and communal services;

- competitive selection of organizations (mainly private enterprises) to perform management services and housing and communal services;

- wide development of methods of economic stimulation of development private business in the traditional monopoly performance of works (provision of services);

- improving the organizational structure of management in housing and communal services [1, p. 57-58].

A very promising direction in the field of local borrowing is the introduction of European experience in the issuance of municipal housing bonds, which can address two important social issues: providing housing and mobilizing financial resources to renew the housing stock. The mechanism of local borrowing is that the population, forming an appropriate package of securities, can exchange them for square meters of housing. In addition, local borrowing is a tool to minimize the debt of the population to housing and communal services by issuing local bonds, the interest on which is used to reimburse the cost of housing and communal services [10].

The use of bonds will help attract additional financial resources for: current financing of enterprises, institutions and organizations in the field of housing and communal services; development of objects of the branch and realization of local programs of its reforming; introduction of energy saving and energy efficiency technologies, etc. The implementation of the above measures cannot be fully ensured only at the expense of local communities, and the use of bonds in this case will make socio-economic sense.

Having carried out a comprehensive analysis and generalization of European experience in reforming and developing housing and communal services, we conclude that the state and municipalities play a supraactive role in effective regulation of housing infrastructure, aimed at creating conditions for market participants, ensuring transparency and quality and timeliness. complex of housing and communal services. And the use of condominium tools by public authorities, innovative management of management companies and attracting additional sources of funding and investment to modernize the industry, will lay the foundations for the gradual development of domestic housing and communal services.

Conclusions from this study and prospects for further exploration in this direction. In accordance with the purpose of the generalization of the results of the study provided the opportunity to formulate the following theoretical and practical conclusions.

Analyzing the domestic model, it should be noted that the elimination of shortcomings in the organization of housing and communal services of Ukraine is impossible without the introduction of structural reform and the study and use of the experience of developed European countries. However, in contrast to European countries, despite the constant transformation of housing and communal services of Ukraine, its effectiveness remains quite low. Today, the vast majority of housing and communal facilities are owned and managed by local governments, which contributes to the monopolization of the market, preventing the principles of free competition in the field of housing and communal services. Unlike other European countries, where the market for housing services is most often represented by highly specialized

activities of organizations in the field of maintenance and repair of housing, in Ukraine began to appear private housing organizations - management companies that provide multidisciplinary housing and communal services. However, domestic consumers of housing and communal services have no alternative in choosing a service or management company, except for the creation of associations of co-owners of apartment buildings. Also, the presence on the market of housing and communal services of Ukraine of enterprises that are natural monopolists, involves the investment of significant state resources in their development and modernization [2, p. 81-82]. Domestic consumers of housing and communal services have no alternative in choosing a service or management company, except for the creation of associations of co-owners of apartment buildings. Also, the presence on the market of housing and communal services of Ukraine of enterprises that are natural monopolists, involves the investment of significant state resources in their development and modernization [2, p. 81-82]. Domestic consumers of housing and communal services have no alternative in choosing a service or management company, except for the creation of associations of co-owners of apartment buildings. Also, the presence on the market of housing and communal services of Ukraine of enterprises that are natural monopolists, involves the investment of significant state resources in their development and modernization [2, p. 81-82].

There are still three main models of reforming the housing and communal services market in the world:

I. English model (Great Britain carried out full privatization of housing and communal services);

II. German model (in Germany, housing and communal services have become joint-stock companies, the main package of which is owned by the municipality);

III. French model (combination of municipal ownership of housing and communal services and their management by private business on the terms of long-term leases and related investment agreements) [4].

In our opinion, currently, in the regions of Ukraine, the French model is being actively implemented. Along with this, the thematic experience of the Republic of Poland and consideration of the mixed model deserve attention.

The components of various ways to implement the European experience of reforming and developing housing and communal services in modern Ukraine can be as follows:

- Active introduction in Ukraine of the main forms of utility companies that exist in European countries, namely: limited liability companies, joint stock companies and associations that can be directly established by municipalities, or act as subsidiaries established by utilities and companies;

- Active use of the widespread in many countries of the world such form of attraction of private capital in the communal sphere, as the concession based on transfer to the subject of business activity of the right to creation (construction) or management (operation) of objects of housing and communal services. (Concessions are widely used in France, Bulgaria, the Philippines, Argentina, Estonia. This form of private initiative is based on a contractual basis of local government representatives with a natural or legal person. The contract stipulates that the income of a natural or legal person does not depend on profit due to the increase in prices for services, and from the increase in the efficiency of the utility due to the reduction of production costs, a balanced tariff policy, resource savings, increasing labor productivity, improving the quality of services) [1, p. 56];

- Active use of such a basic tool in the field of housing and communal services as a public-private partnership (to Management and Lease Contracts, Concessions, Greenfield Projects, Divestitures. Ukraine should strengthen effective legislation in the field of public-private partnership, and the domestic side should pay attention to the English experience in the development of public-private partnership (which in the future may be the subject of a separate study).

In the context of this aspect of the study, we agree with the opinion of MZ Masyk, which is that in order to potentially attract private investors, increase the transparency of projects and open information about them; combining information on

successful examples of project implementation, creating conditions for assessing the feasibility of planned projects and selecting appropriate public-private partnership tools, creating a single database of planned, completed and ongoing public-private partnership projects, as well as a website with information on aspects of public policy in the field of public-private partnership, the domestic legal framework in this area, analytical research, collection and generalization of the positions of market representatives of public-private partnership, etc. [8];

- Active introduction of modern information technologies and electronic communication tools into the domestic sphere of housing and communal services (formation of a perfect system of electronic interaction between public authorities, business structures, providers and consumers of housing and communal services. Development of a system product, such as an electronic service platform Public Administration (ePUAP) in the Republic of Poland).

Promising areas further theoretical and practical research on the generalization of foreign experience in the reform and development of housing and communal services and the provision of proposals for alternative ways of its implementation in modern Ukraine, we consider the following:

- Implementation of the thematic experience of Japan and the People's Republic of China;

- Improving the domestic procedure for licensing special types of work and issuing appropriate permits in the field of housing and communal services, taking into account the experience of EU countries.

Therefore, the state must adequately respond to the current situation and offer ways to solve existing problems in the field of housing and communal services of Ukraine. Reforming the housing and communal sphere of Ukraine, increasing the efficiency and reliability of its functioning, ensuring sustainable development to meet the needs of the population and the economic complex in housing and communal services in accordance with established norms and national standards is impossible without defining this sphere as a separate specific complex multicomponent object. - legal regulation, which determines, on the one hand, given the national importance of

the industry, the need for state influence on the process of functioning of the object, formation of principles of public-private partnership in the field of housing and communal services and existence of administrative-legal mechanism of its regulation, definition of its specificity, ie at the present stage questions of appointment, purpose, tasks, functions and principles -legal regulation, the main limits of its influence, the ratio of state, in particular administrative and legal regulation with public administration in the field of housing and communal services [11, p. 1-2].

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