



Виконавець:



PARTICIPATORY BUDGETING

Practical experiences from cities and amalgamated communities in Eastern Ukraine

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
Initiative for the Infrastructure Program for Ukraine
Project "Strengthening Ukrainian Communities Hosting Internally
Displaced Persons"

PARTICIPATORY BUDGETING IN THE EAST OF UKRAINE – INTEGRATION FOR DEVELOPMENT

The project supports the implementation of Participatory Budgeting (PB) in 5 cities and 5 amalgamated territorial communities in Zaporizhzhia, Dnipro, and Kharkiv oblasts.

5 cities:	5 ATCs:
Kryvyi Rih	Prymorska ATC
Kamianske	Chernihivska ATC
Melitopol	Tomakivska ATC
Chuguiv	Shyrokovska ATC
Pervomaiskyi	Novovodolazka ATC

To increase social integration and citizen engagement in local development through participatory budgeting in cities and amalgamated territorial communities of Eastern Ukraine due to the increased number of internally displaced persons.

The project was implemented by PAUCI, Polish-Ukrainian Cooperation Foundation within the framework of the Project “Strengthening Ukrainian Communities Hosting Internally Displaced Persons”, one of the Initiative for the Infrastructure Program for Ukraine implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ GmbH) commissioned by the German Federal Ministry of Economic Cooperation and Development (BMZ).

Content

1 Introduction.....	7
2 General Description of Approach.....	11
3 Results.....	17
3.1 Generalresultsofinitiative.....	19
3.2 Specific results per partner.....	26
3.2.1 KryvyiRih.....	28
3.2.2 Kamianske.....	30
3.2.3 Melitopol.....	32
3.2.4 Chuguiv.....	34
3.2.5 Pervomaiskyi.....	36
3.2.6 Prymorska ATC.....	38
3.2.7 Chernihivska ATC.....	40
3.2.8 TomakivskaATC.....	42
3.2.9 ShyrokovskaATC.....	44
3.2.10 Novovodolazka ATC.....	46
4 Conclusions.....	48
4.1 Key Achivements and learnings.....	50
4.2 General Lessons learnt and recommendations.....	55

Participatory Budgeting in the East of Ukraine – Integration for Development

Project implementation

PAUCI experts implemented the project on behalf of the GIZ project “Strengthening Ukrainian Communities Hosting Internally Displaced Persons”, one of the Initiatives for the Infrastructure Program for Ukraine implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ GmbH) commissioned by the German Federal Ministry of Economic Cooperation and Development (BMZ) from January 2018 till June 2019.

Support provided to cities and communities

Around 100 events were conducted: trainings, workshops, forums and consulting meetings on the issues of implementation and development of Participatory Budgeting. More than 2.5 thousand community residents took part in these events. Also, a financial support was provided for informational campaigns conduction.

The main subjects of the trainings: key stages and principles of participatory budget, preparation and implementation of the participatory budgeting procedure at all stages, moderation of events, preparation of projects, evaluation and improvement of the procedures.

1 INTRODUCTION

Background

The development cooperation measure “Initiatives of the Infrastructure Programme for Ukraine” (IIPU) is funded by the German Ministry of Economic Cooperation and Development (BMZ) and implemented by the federally owned Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. The program is structured into different components out of which one focusses at “Strengthening of Ukrainian municipalities hosting Internally Displaced People” (MunSup) in the Oblasts of Kharkiv, Dnipro and Zaporizhzhia.

In the context of the MunSup-component, GIZ supports local and regional administrations as well as non-state actors in the provision of services and the management of additional tasks arising from the integration of IDPs. Support is provided in a wide range of fields (e.g. strategic planning, provision of basic services, efficient management of public administration, management of social infrastructure, social integration, employment, participatory planning) depending on partner’s needs.

Public participation in municipal development

In general, public participation holds significant potential for improving municipal management and democratic development. Through participatory processes, citizens with their ideas and sense of responsibility can be activated and engaged for local development. Public investment and service delivery can be made more demand-oriented and local identity and social integration can be strengthened. Particularly for the integration of internally displaced people at local level, participation is essential and a

compelling principle of action. Especially in the context of the decentralization reform in Ukraine, the topic of participation is becoming increasingly important as more authority and decision making power is being transferred to the local level which creates increasing opportunities and demands for participation. Hence, IIPU prioritizes public participation as a central goal and has offered various types of support to its partners for establishing participatory processes.

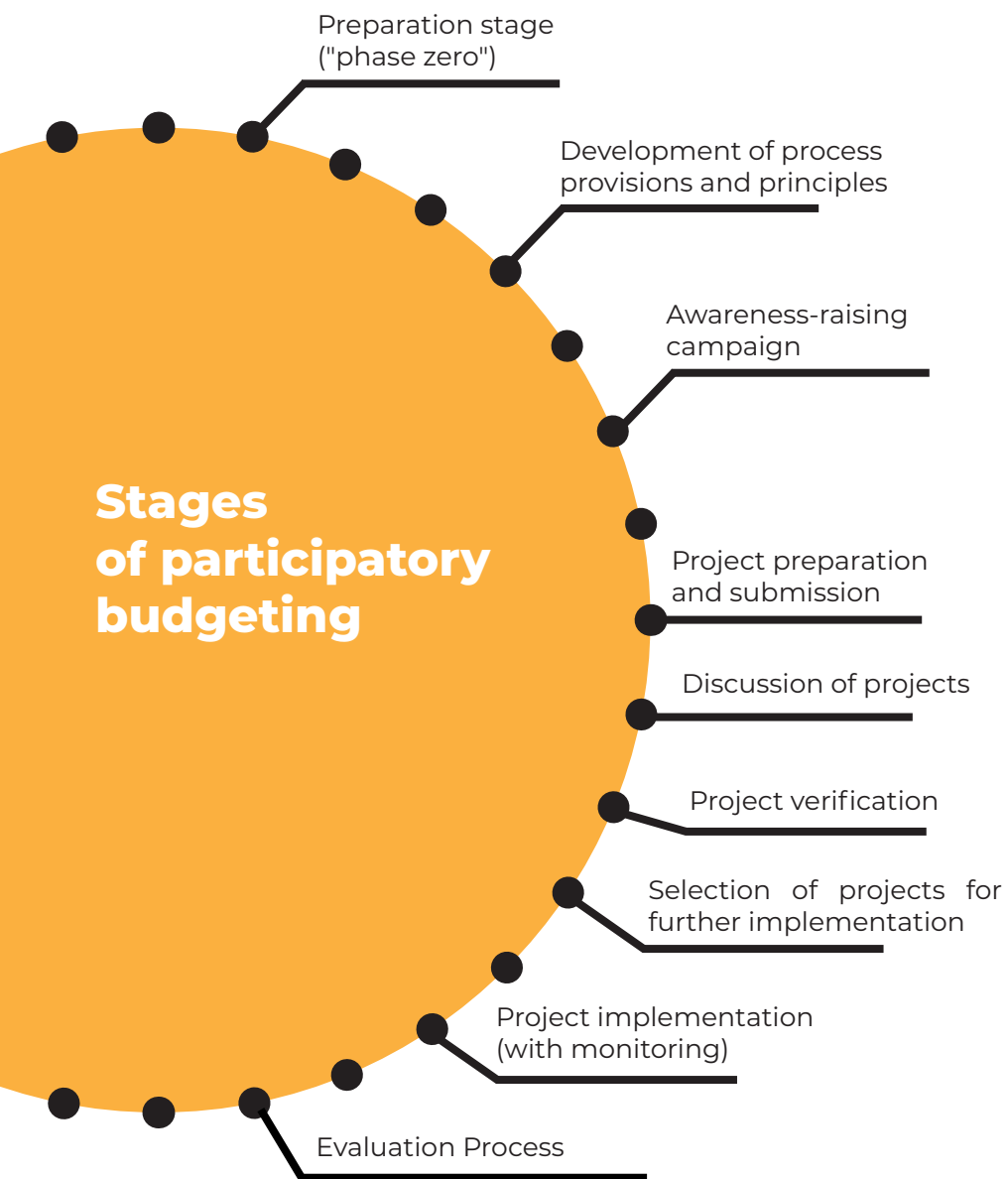
Participatory budgeting

Participatory approaches for citizen engagement in local development tend to have a broad range of methodologies with respective levels of intensity ranging from basic types of information provision to more advanced forms of consultation and further to intense forms of decision making. In this context, participatory budgeting is a quite far-going approach with a high degree of autonomy for participants. It provides a legal and financial framework for citizens to propose and select projects which local administrations are obliged to implement. Hence, it puts citizens into the position of real decision makers within a formal system. However, the initiation of

a participatory budgeting system is a complex challenge requiring high level of experience and even after its establishment needs further improvements and adaptations to the local context in order to be successful and sustainable. Therefore, GIZ through its highly experienced partner organization PAUCI has supported 5 cities to improve and further advance their participatory budgeting system to be more effective as well as 5 newly amalgamated communities to institutionalize a participatory budgeting for the first time. This brochure provides an overview of the achievements and learning and shall contribute to further dissemination of participatory budgeting in Ukraine.

2 GENERAL DESCRIPTION OF APPROACH

GENERAL CONCEPT OF PB



Participatory Budgeting is a democratic process, in which:

Citizens get engaged and develop ideas for local development to propose to local authorities

Citizens decide about the use of public budget as they prioritize demands and decide about measures for implementation

Local government authorities implement projects prioritized by citizens

Public participation supports the consideration of needs of vulnerable social groups (including internally displaced people)

Fundamental principles of the Participatory Budgeting



Citizens' decision are obligatory for implementation



Transparency and openness



Inclusiveness



Provision of space for citizen engagement



Support of citizens' proactive attitude



Thinking with strategic perspective

STEPS OF PB INTRODUCTION

Establishing of the PB initiative group

Familiarize yourself with PB procedures and principles



Define PB goals



Read manuals and recommendations on PB implementation



Holding initial training



Invite external experts

Hold trainings using a learning-by-doing approach

Establishing of the PB Working group

Identify and include key stakeholders in the working group, which usually consists of relevant departments, elected officials and civil society organizations.



Include vulnerable groups representatives in the PB working group

PB parameters development and deliberation with citizens

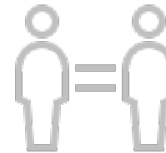
During the discussion, answer the following questions:

- Who is eligible to submit the project?
- How projects will be selected?
- Who is eligible to vote?
- What criteria must be met to submit the project
- What are the ways to vote and support the projects? (e-platform, ATM, paper ballots)
- How many projects can be supported by a citizen?



PB regulations development

Consult with PB coordinators from neighboring cities and communities



Simplify PB regulation and include developed parameters in it

PB awareness raising campaign

Prepare templates for the printing materials accessible for all project authors to promote their ideas

Effective information campaigns also include deliberative component - meetings with residents and public consultations



Inform residents about implemented projects and show how PB make the difference in your community

Main project results?

Numbers indicate changes for all participating communities and cities

+63%
Financing of participatory budgeting

18.46 million UAH in 2017	30.12 million UAH in 2018
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+80%
Number of submitted projects

281 projects in 2017	508 projects in 2018
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+67%
Number of chosen projects to be implemented

80 projects in 2017	140 projects in 2018
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+50%
Participation of citizens in voting

77 877 in 2017	155 413 in 2018
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Main sectors prioritized by citizens

5 cities

5 ATCs

3%	Medicine	9%
33%	Infrastructure	46%
13%	Sport	11%
18%	Education	4%
4%	Culture and tourism	14%
6%	Energy efficiency	1%
17%	Social protection	0%
0%	Pedestrian areas and embankments	5%
5%	Other	11%

Project achievements by stakeholders

Local government

Provision of additional financial resources for the promotion of the PB

Improved expertise in facilitation and moderation of participatory events help to prevent and resolve conflicts between residents and local government authorities

Strengthening formal and informal ties between local governments

Common search for the solutions to tackle local problems

Increasing trust between residents and local government

Local residents

Increased understanding of the structure of local governmental authorities

Increased number of the new initiative groups. People, many of whom have never seen each other before united around their ideas and got a tool to participate in local development

Increased public engagement of senior pupils

PB contribute to more transparent decisions of the local governments

NGOs

Participation in the PB working groups and as a result increased influence in decision making process

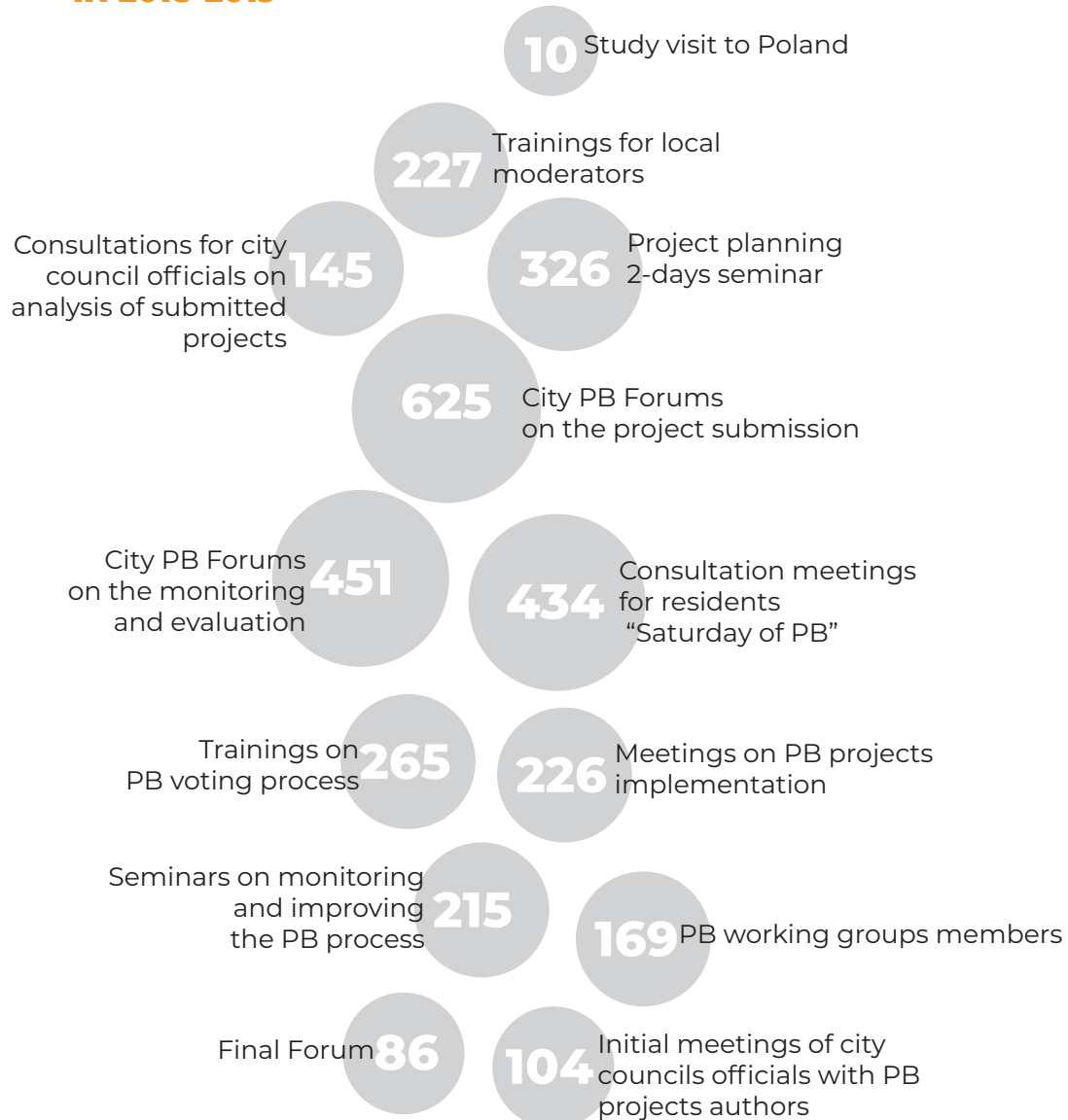
Civil society organizations got new opportunities to fund their projects

Internally displaced people

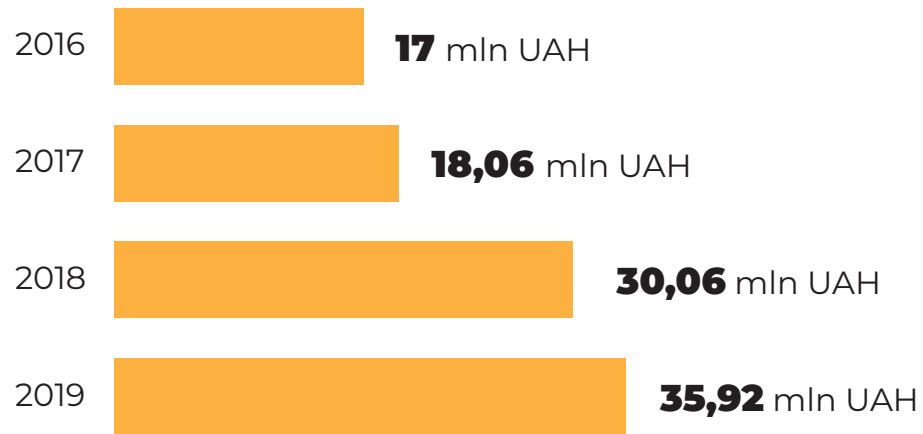
IDPs right to participate in PB process (to vote for and submit the projects) was enshrined in PB Regulations

Extended opportunities and instruments to participate in public life

**MORE THAN
3000 PARTICIPANTS
ATTENDED 100 EVENTS
IN 2018-2019**



BUDGET INCREASES



Due to the increased number of project authors resources allocated for PB grow each year.

IMPROVED REGULATIONS

10

regulations were improved by the working groups together with PAUCI experts

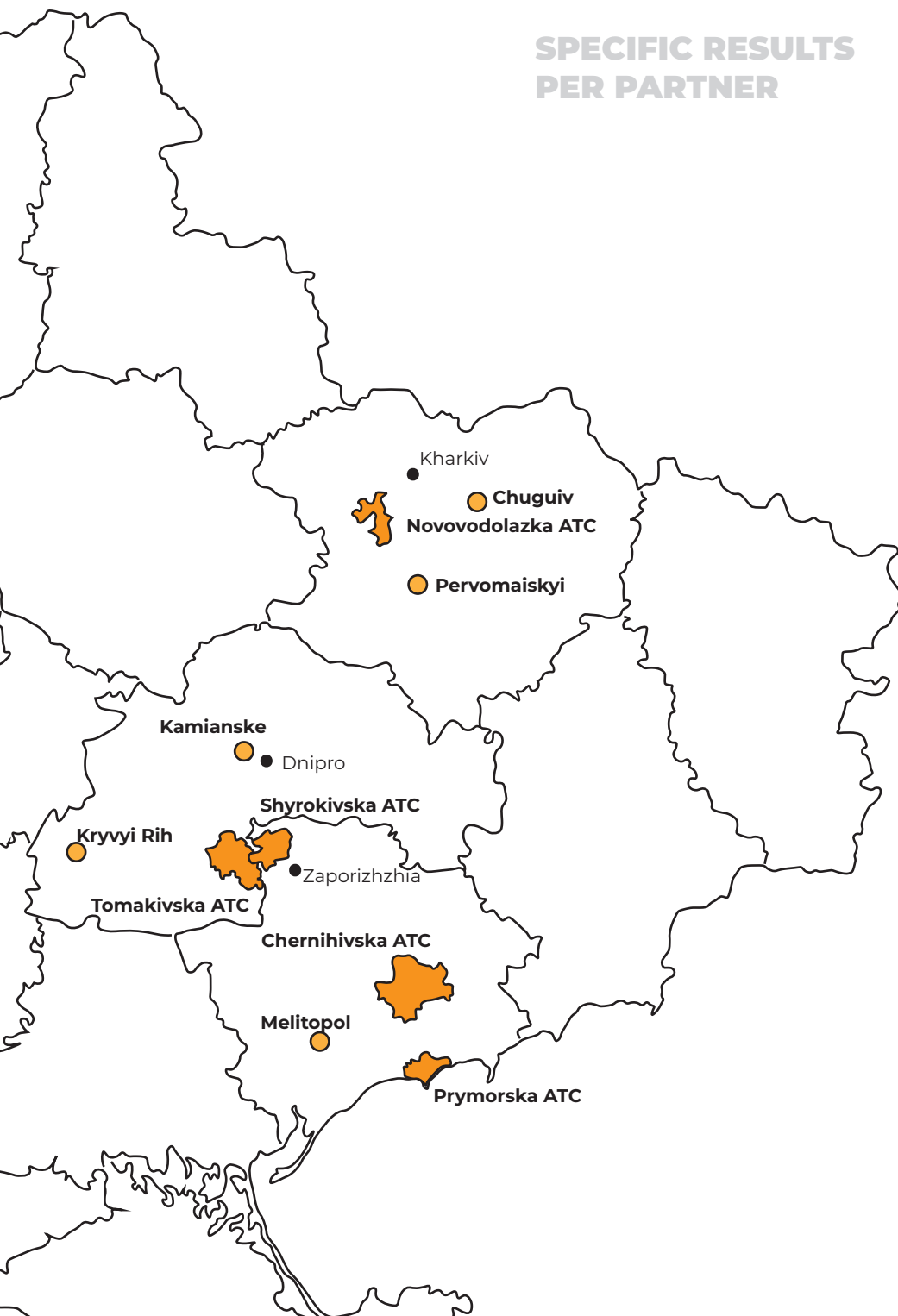
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regulations are newly developed in Kamianske, Shyrokivska ATC, Prymorska ATC, Chernihivska ATC, Tomakivska ATC, Novodolazka ATC

Cases of participatory budgeting

**5 cities
5 ATCs**

**SPECIFIC RESULTS
PER PARTNER**



KRYVYI RIH (DNIPRO OBLAST)

Population

632 422

City area

430 km²

Total city budget

6 701 million UAH

Total sum allocated for
participatory budgeting

in 2016 and 2017 **15 million UAH**

in 2018

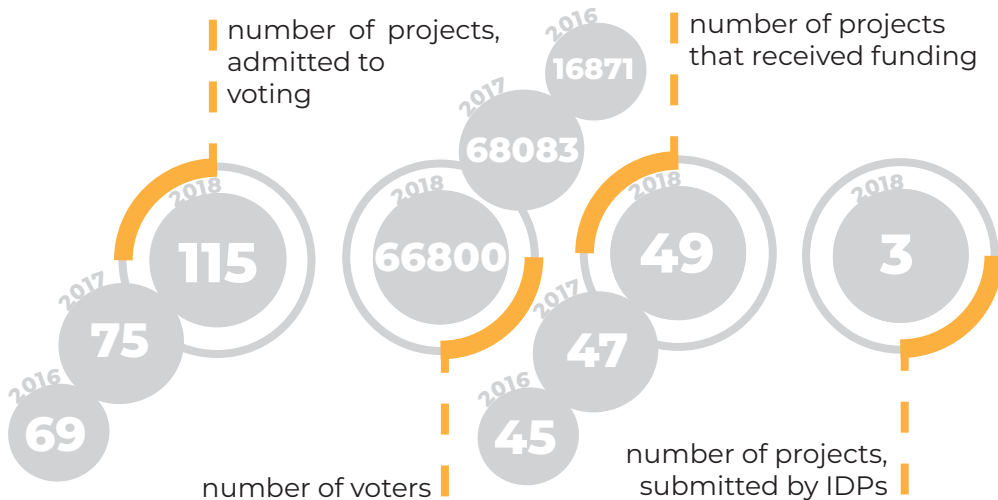
21 million UAH

in 2019

26 million UAH



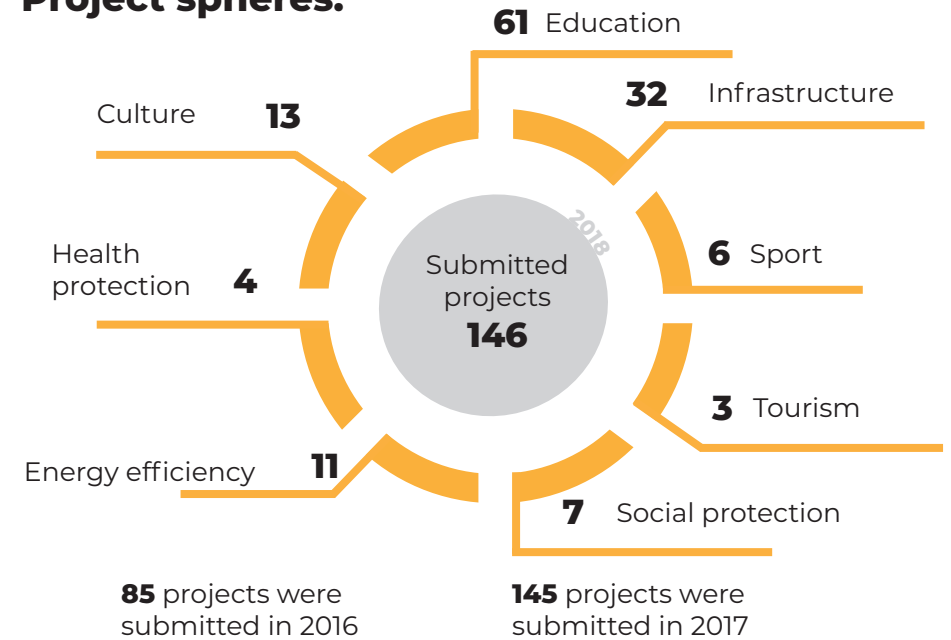
number of projects,
admitted to
voting



number of voters

number of projects,
submitted by IDPs

Project spheres:



Achievements:

Participatory Budgeting Division was formally established within the Department of Economics as a new step of the institutionalization of PB.

The procedure of approval of the projects by the district administrations before the project submission was canceled to streamline the process.

Co-funding for the project authors was decreased from 25% to 15% for legal entities as well as for individuals from 15% to 5% to reduce barriers and increase participation of the different actors. For individuals under 18 years co-funding was canceled.

To ensure equal opportunities for different actors to participate in the process, all PB projects have been divided into 3 categories: educational institutions, urban development and youth projects.

KAMIANSKE (DNIPRO OBLAST)



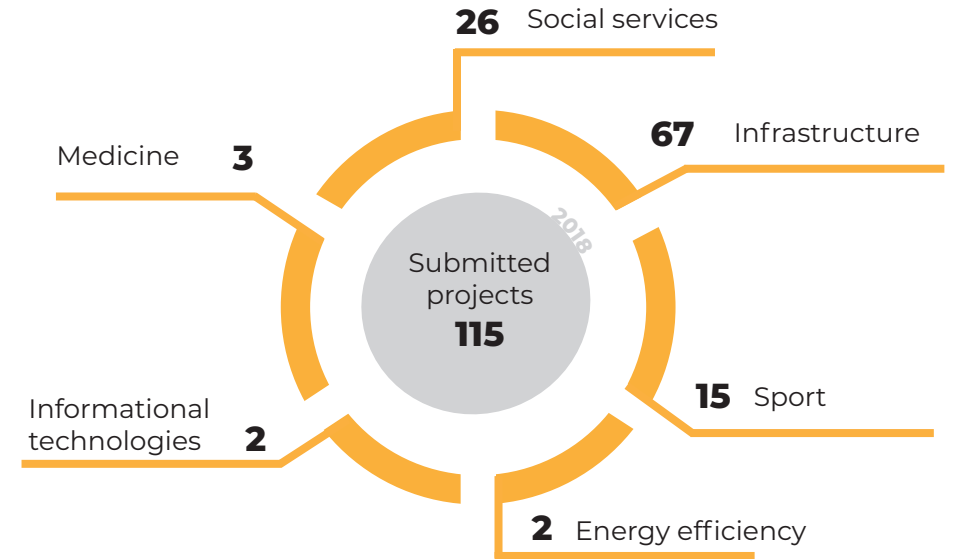
Population
241 990

City area
138 km²

Total city budget
2 450 million UAH

Total sum allocated for participatory budgeting
2018 **2.5 million UAH**

Project spheres:

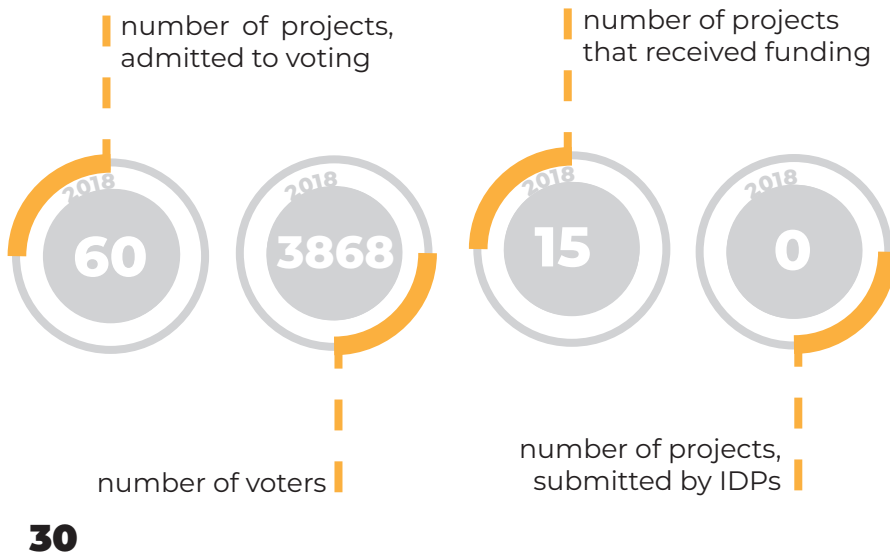


Achievements:

The quality of projects submitted by residents increased. Thus, in 2018, 60 projects were positively evaluated; in 2019 – 104 projects (with the same total number of submitted projects).

Coordination Board of the Participatory Budgeting included a representative of the NGO which is dealing with IDPs.

Number of voters increased by 5 times: from 3 858 voters in 2018 to 20 800 voters in 2019.



MELITOPOL (ZAPORIZHZHIA OBLAST)



Population

153 992

City area

49.66 km²

Total city budget

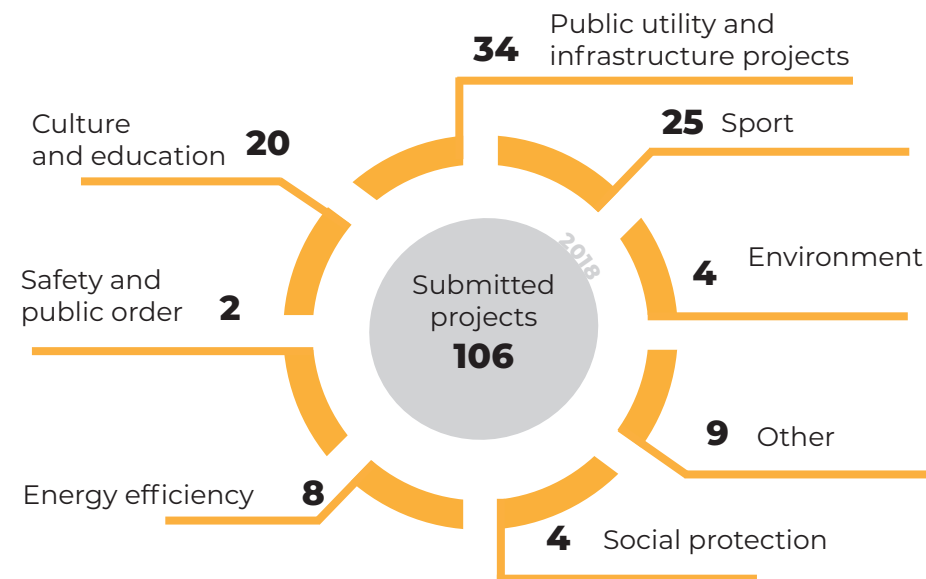
1 285 million UAH

Total sum allocated for participatory budgeting

in 2017 **2.6 million UAH**

in 2018 **3 million UAH**

Project spheres:



90 projects were submitted in 2017

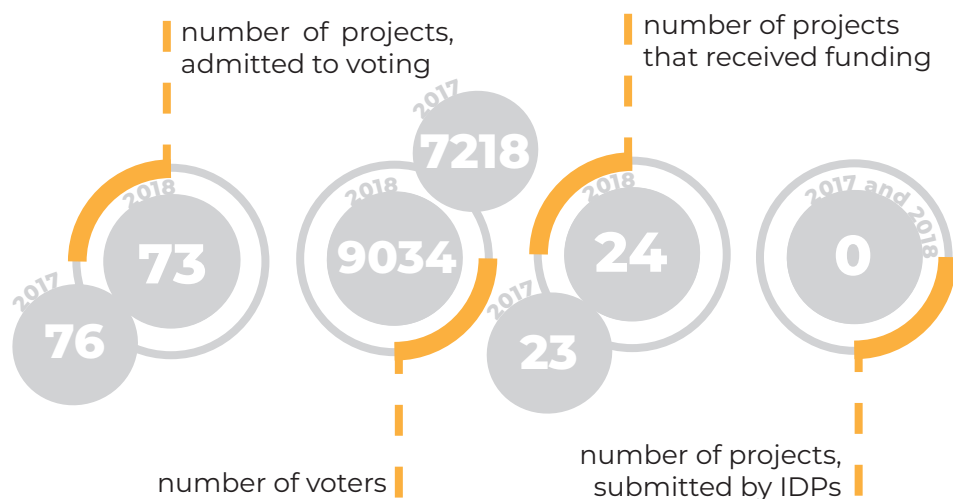
Achievements:

Working group on evaluation of the Participatory Budgeting was created and included a representative of the NGO which is dealing with IDPs.

PB evaluation methodology was developed.

Number of voters increased by 25%.

Funds allocated for the Participatory Budgeting increased by 15%.



CHUGUIV (KHARKIV OBLAST)



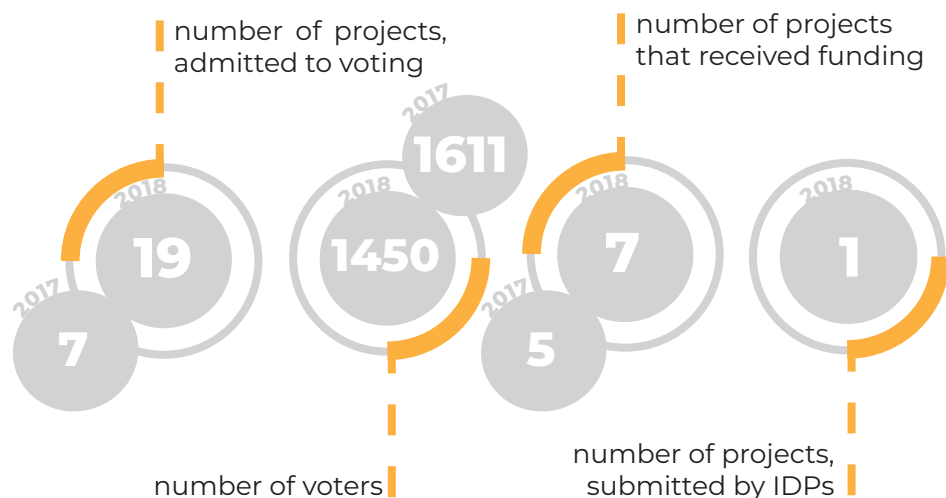
Population
33 104

City area
12.77 km²

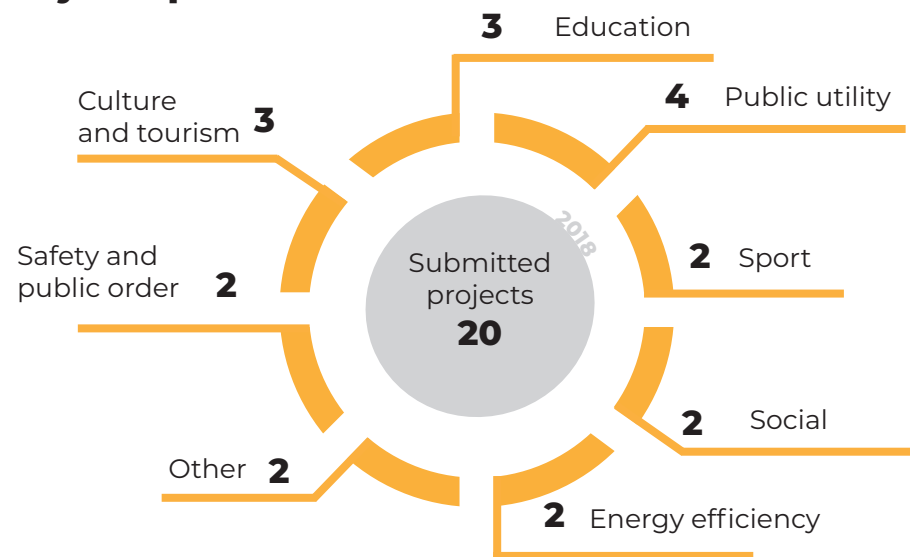
Total city budget
357 million UAH

Total sum allocated for participatory budgeting in 2017
360 000 UAH

in 2018
420 000 UAH



Project spheres:



12 projects were submitted in 2017

Achievements:

Citizens aged 14 and above can vote and submit the projects.

Number of signatures required to submit a project was decreased from 50 to 15.

Funds allocated for the Participatory Budgeting increased by 150%.

Residents can vote for and submit a small or a big project to provide equal opportunities for the small initiatives to be funded.

Maximum budget of a small project increased from 50 thousand UAH to 60 thousand UAH.

Maximum budget of a big project increased from 80 thousand UAH to 100 thousand UAH.

PERVOMAISKYI (KHARKIV OBLAST)



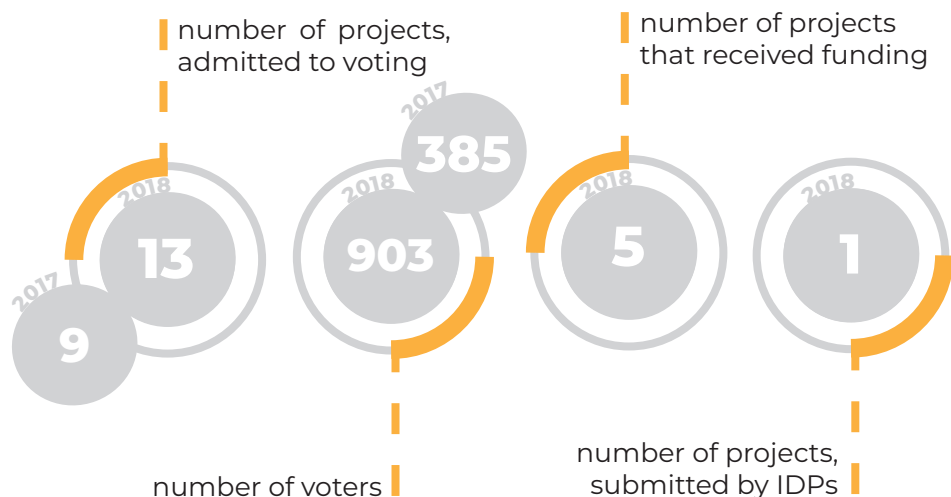
Population
29 931

City area
9 km²

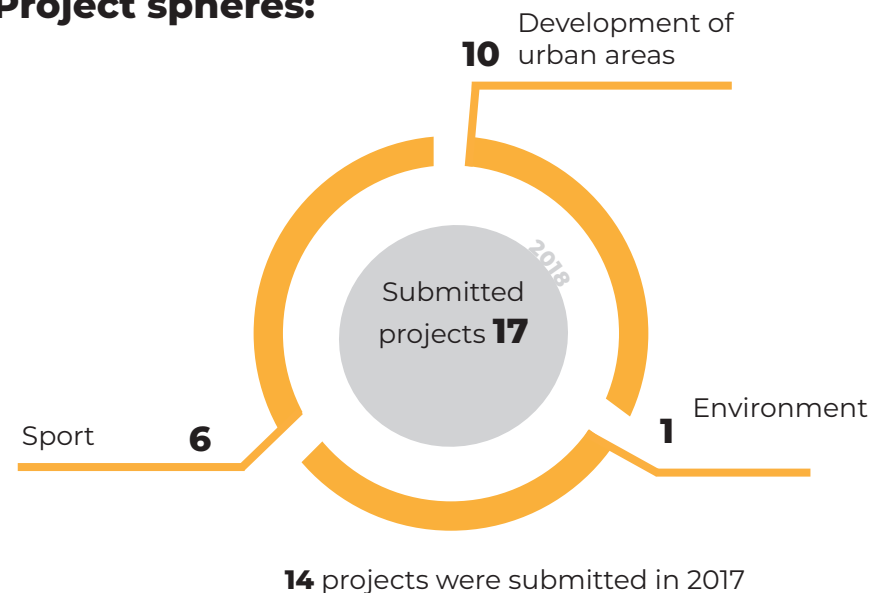
Total city budget
270.5 million UAH

Total sum allocated for participatory budgeting
in 2017 **100 000 UAH**

in 2018 **200 000 UAH**



Project spheres:



Achievements:

Changes in PB Regulation allow to refine application after the submission.

Youth participation and engagement in local development increased. Most projects were submitted by senior pupils from the secondary schools.

Funds allocated for the Participatory Budgeting increased by 100%.

Residents got more sufficient resources to address local development issues. Maximum budget of a project increased from 20 000 UAH to 40 000 UAH.

PRYMORSKA ATC (ZAPORIZHZHIA OBLAST)



Community population

15 131

Community area

230 km²

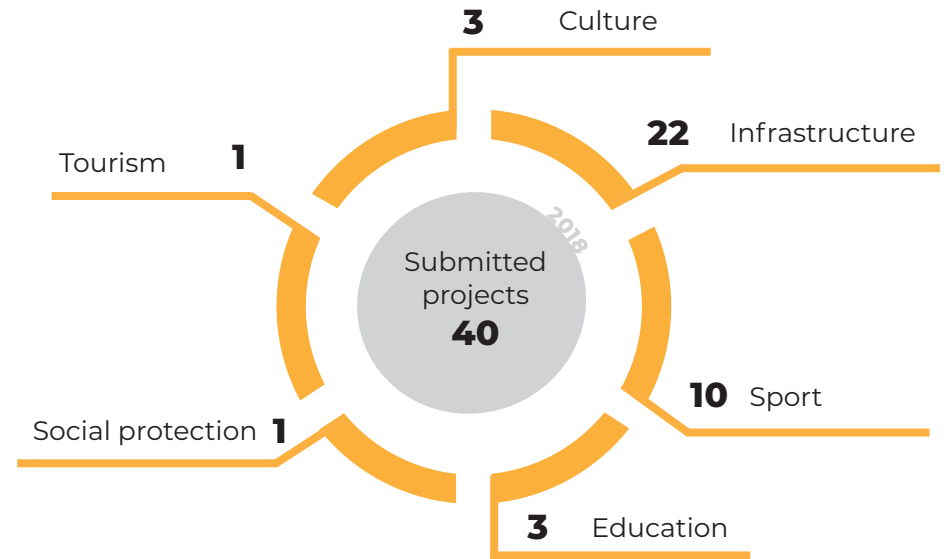
Total community budget

91.6 million UAH

Total sum allocated for participatory budgeting in 2018

400 000 UAH

Project spheres:



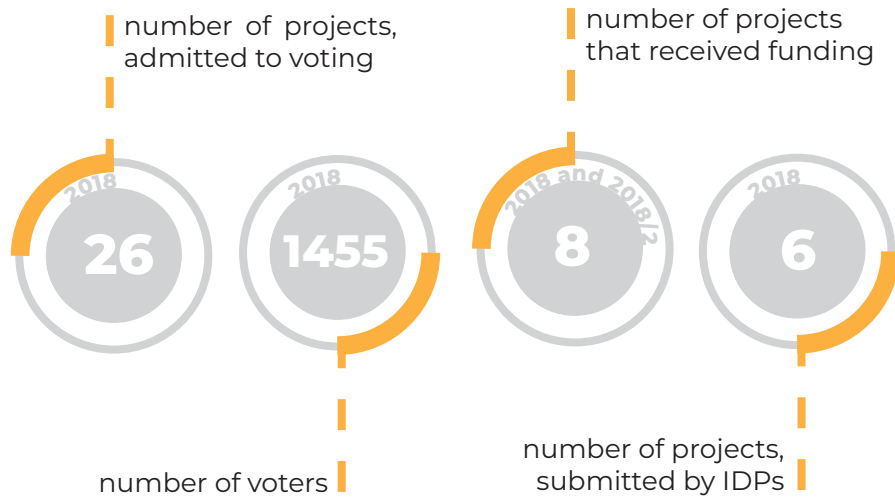
Achievements:

Co-funding was canceled to reduce barriers and increase participation of the vulnerable groups.

Increase in number of projects submitted by IDPs by 100% in comparison with previous stage (20% of total number of submitted projects).

Strengthening of NGO involvement in informational campaign arrangements.

Innovative public relations: "Participatory Budgeting" program was created on TV-channel Prymorsk 24.



CHERNIHIVSKA ATC (ZAPORIZHZHIA OBLAST)



Community population

16 822

Community area

1200 km²

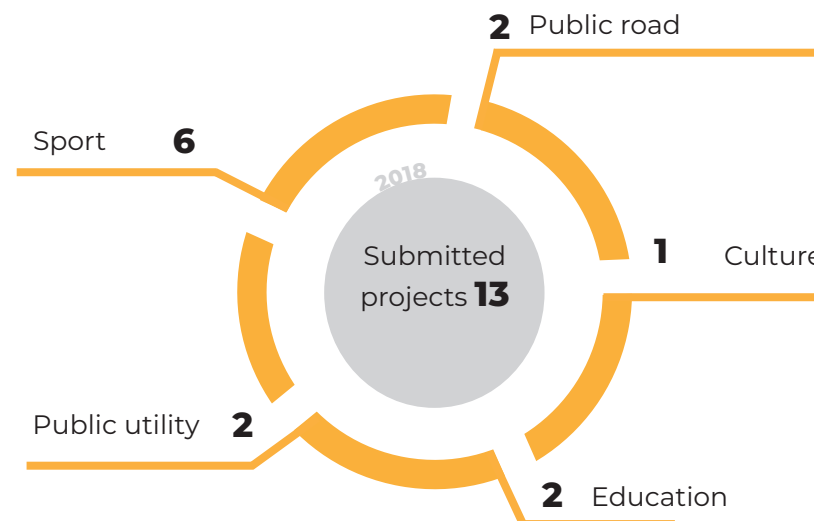
Total community budget

145.9 million UAH

Total sum allocated for participatory budgeting in 2018

500 000 UAH

Project spheres:

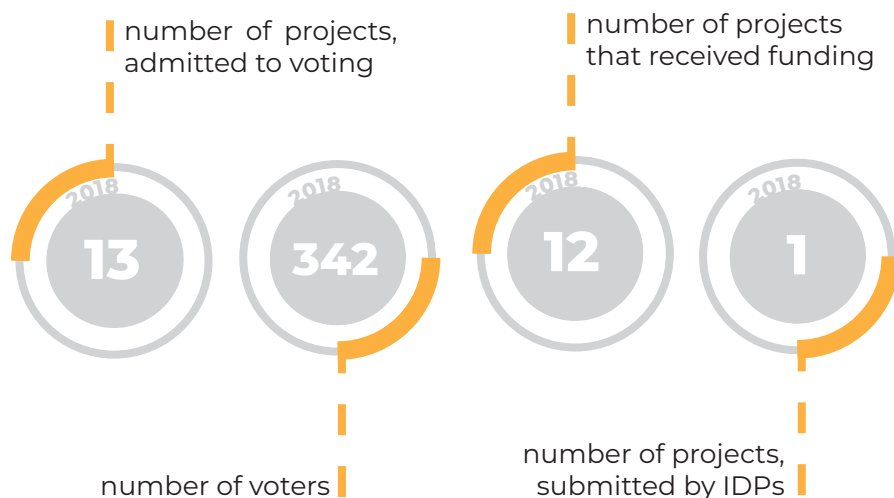


Achievements:

More balanced investment. Equal distribution of PB funds between Starosta Districts and Administrative Center of the community.

Empowerment of youth. Age limit for participation in the Participatory Budgeting (to vote and submit the projects) was shifted from 16 to 14 years in the second year of the PB.

9 out of 11 Starostas took part in the process of implementation of the Participatory Budgeting.



TOMAKIVSKA ATC (DNIPRO OBLAST)



Community population

14 826

Community area

623.8 km²

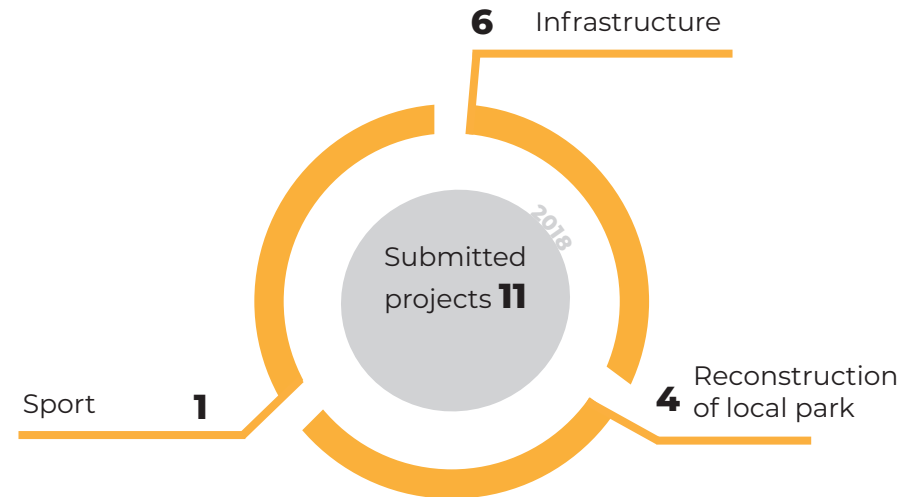
Total community budget

107.4 million UAH

Total sum allocated for participatory budgeting

in 2018 **300 000 UAH**

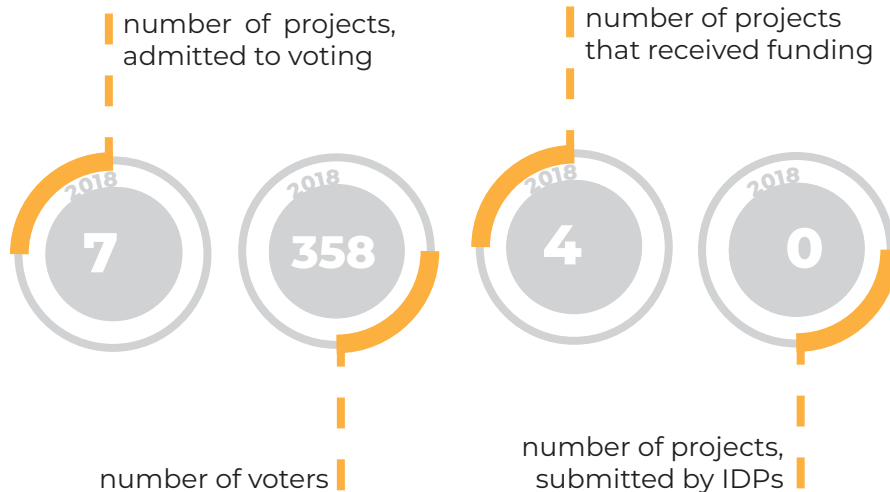
Project spheres:



Achievements:

Changes to PB regulations are developed considering Georgian and Polish experience in the deliberative component of the Participatory Budgeting. 11 projects were submitted during the PB process, 6 of them have been defined as winning projects by the residents during public hearings in each Starosta District.

In the ATC center of Tomakivka, the winner was chosen by the direct voting.



SHYROKIVSKA ATC (ZAPORIZHZHIA OBLAST)

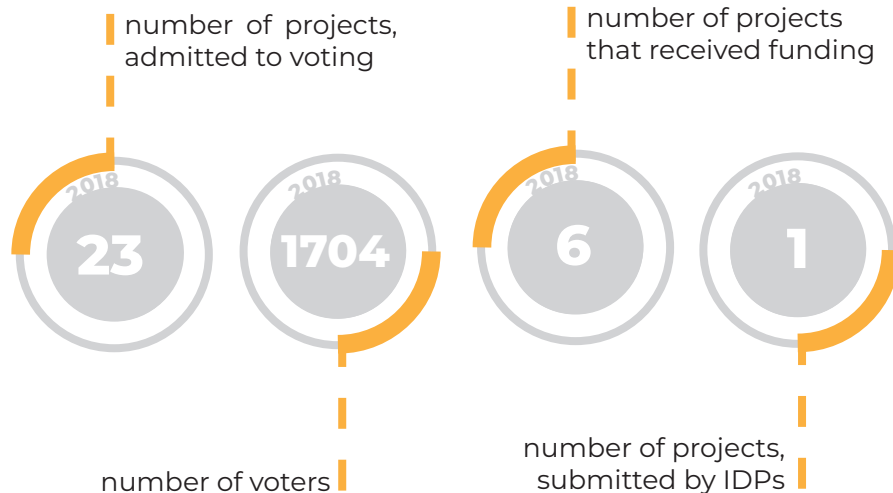


Community population
13 000

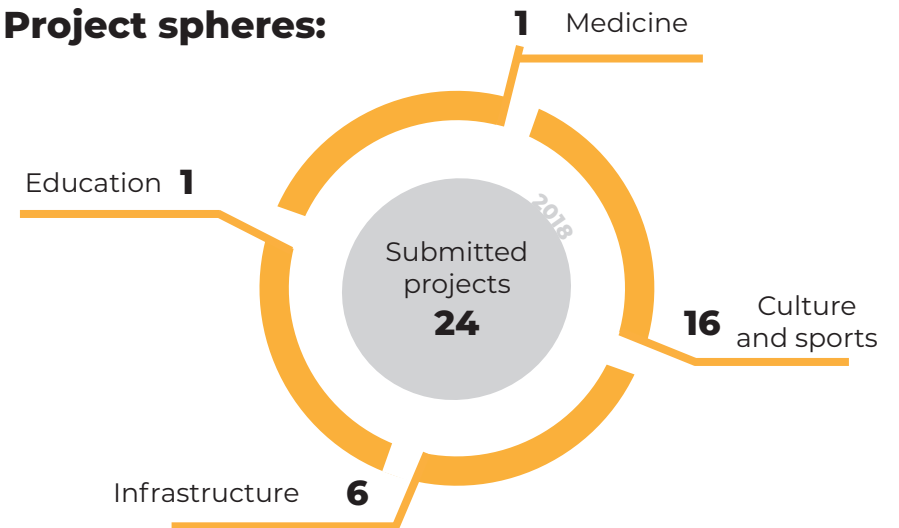
Community area
378.3 km²

Total community budget
73 million UAH

Total sum allocated for participatory budgeting in 2018
300 000 UAH



Project spheres:



Achievements:

Amendments were introduced to the Regulation (the PB participant shall be 14 years old and above, maximum budget of the project – 50 000 UAH).

High level of engagement of Starostas, neighborhood committees, moderators in promotion of the PB.

24 projects were submitted (considering that this ATC is the smallest in the project).

Almost 15% of the residents voted for the projects.

3 projects that were submitted, but did not receive the financing within participatory budgeting, were implemented.

NOVOVODOLAZKA ATC (KHARKIV OBLAST)



Community population

18 996

Community area

351.6 km²

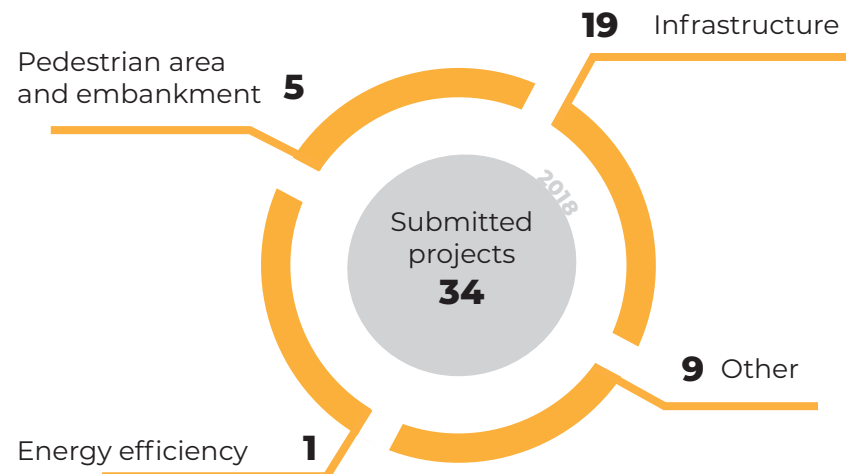
Total community budget

160 million UAH

Total sum allocated for participatory budgeting in 2018

1.5 million UAH

Project spheres:

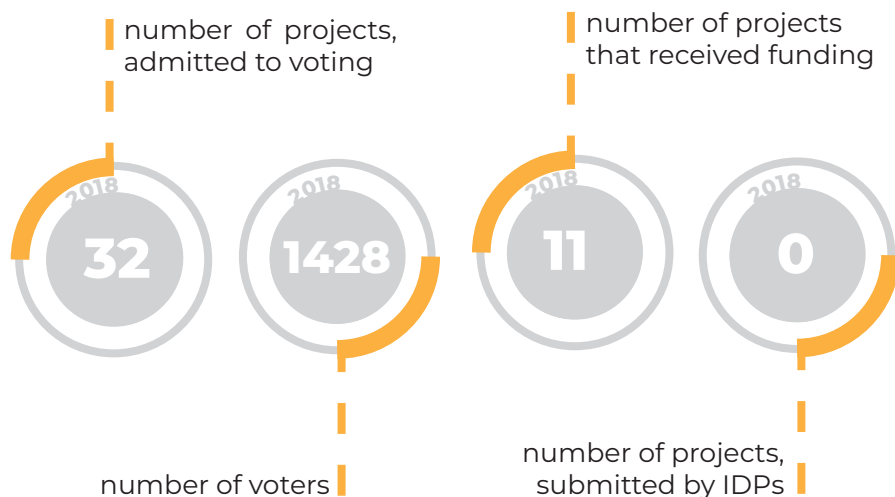


Achievements:

Funds allocated for the PB projects were tripled: from 500 000 to 1 500 000 UAH

Level of civic engagement increased. 32 projects were submitted in 2018.

Starostas' offices are functioning as PB consulting centers.



4 CONCLUSIONS

KEY ACHIEVEMENTS AND LEARNINGS

What are the key success factors of the project?

- Regulations and procedures were improved by collecting opinions from different social groups
- Partner communities were selected considering political will to implement the project
- Participants had an opportunity to learn international experience, share joint challenges and find ways to address them
- Citizens gained knowledge and skills to prepare projects and support PB process
- Local governments provided necessary and accessible information on the PB process
- Local governments allocated sufficient resources for projects' implementation
- Decentralization reform used for increasing PB
- Emergence of new leaders and initiative groups
- International multidisciplinary team of experts from Ukraine, Georgia and Poland helped to address different issues of the PB process

What were concrete improvements in PB procedures?

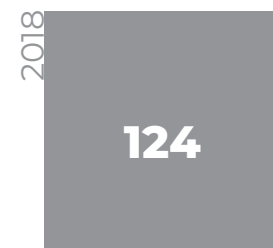
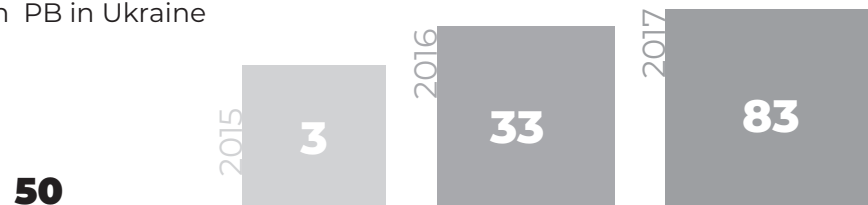
- Funding allocated for PB projects implementation has been increased
- Key stakeholders, as well as NGOs, vulnerable groups representatives, have been included in PB working groups
- Jointly developed PB timeline, which allows to find out appropriate schedule for full PB cycle
- At the beginning of the PB process before the adoption of the draft PB regulations it is necessary to arrange consultations with key stakeholders, including local elected officials, NGOs, vulnerable groups representatives
- Monitoring and evaluation stage is not only formal procedure, but used to identify potential improvements. After every PB cycle, the process should be continuously evaluated and improved as a result

Were there problems in activating people?

- Lack of knowledge among local officials in the field of participation, citizen engagement and conflict resolution methods.
- Lack of knowledge among local citizens about local development priorities, strategies and policies
- Mistakes in the submitted projects (spatial planning, cost estimation, general availability) which leads to mistrust between citizens and local authorities

GENERAL BACKGROUND ON PB DEVELOPMENT

number of cities and ATCs with PB in Ukraine



Were there phases of demotivation?

Low level of public involvement most often observed on the following stages

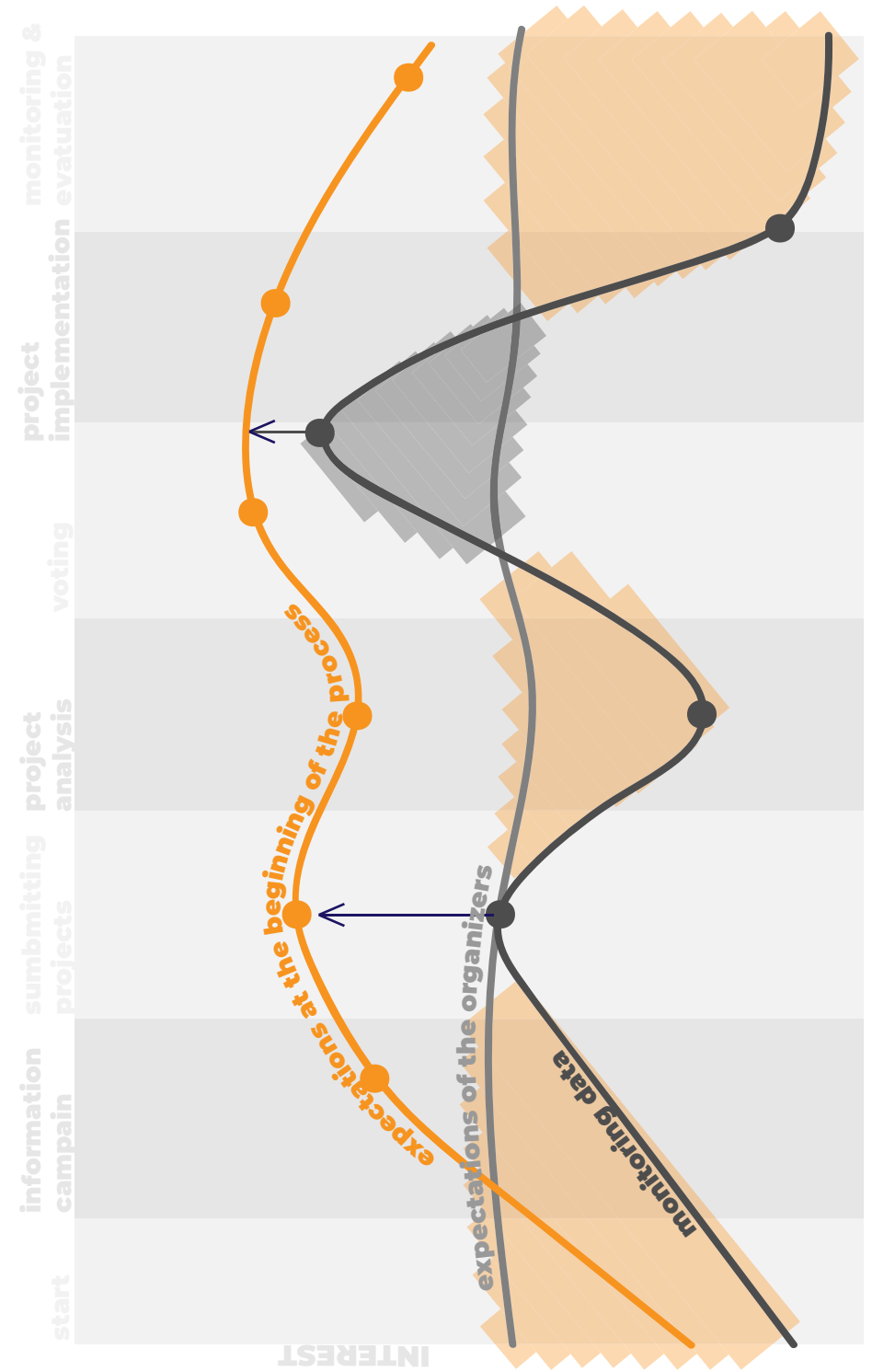
- Start of PB process
- Project analysis stage

How to keep citizens engaged and motivated

- Information on PB process is publicly accessible
- PB procedures are transparent
- PB processes are continuously evaluated

Picture illustrates schedule for PB evaluation in Novovodolazka ATC

This situation is a typical challenge for most cities and communities



What are the causes for increased number of residents voted?

- Local officials and citizens have skills and knowledge to support and get involved in the process
- Local authorities allocated sufficient resources (technical, human, financial)
- Local moderators are trained to keep process running and smooth without external support
- Choice of voting model with diverse options suitable for different kind of local citizens (e-platform, paper ballot voting, ATM)
- Voting rules and results are transparent, clear and well understood

What are the reasons for improved participation in decision-making?

PB process helps to empower citizens to develop decisions related to:

- How to spend part of the local budget
- Vendors management
- Social protection, education and culture policies
- Urban planning, local development strategies and infrastructure

Were IDPs approached particularly?

- IDPs use new opportunities for participation
- To engage IDPs as well as other vulnerable groups it is necessary to find out specific ways to disseminate information, for instance through the Departments of Social Protection or FB groups
- While IDPs have no opportunity to vote in the local elections, PB has become a real democratic tool for integration into the host community

GENERAL LESSONS LEARNT AND RECOMMENDATIONS

Challenges

- Lack of PB standards developed by the PB practitioners leads to a situation in which some important parts of the process are not implemented (monitoring and evaluation, information campaign)
- Lack of local policies on citizens engagement and vulnerable groups integration
- Lack of human resources in small communities to support and maintain the PB process
- Mistakes on the project analysis stage. Some of the shortlisted projects did not meet eligibility criteria leading to mistrust the process, which poses obstacles for further project implementation

Further steps for improving PB

- Holding trainings and educational programs to ensure high quality of the PB process
- Best practices dissemination through the Association of local self-government bodies
- Sharing Ukrainian PB experience and best practices in neighboring countries
- Expanding participatory toolbox in Ukraine by introducing social innovations to address issues which couldn't be solved by PB.

Further observations

- Strengthening partnership between local government institutions through establishing Participatory Community Development Association
- Developing PB standards in Ukraine
- Developing national and local policies on social integration of vulnerable groups

RECOMMENDATIONS FOR FURTHER DISSEMINATION/ MULTIPLICATION, CONTINUATION, IMPROVEMENT

Anna Nikolenko-Bayeva,
PAUCI expert

To ensure the integration of internally displaced persons into host communities, it is necessary to:

PB regulations should prescribe the right of IDPs to vote for and submit the projects;

Involve IDPs in PB Working Groups;

Establish cooperation with local NGO which is dealing with IDPs

Kateryna Maltseva,
PB coordinator in Shyrokiivska ATC

For me, PB is about partnership, collaboration, mutual actions and communication. I would like to suggest the following:

- make the application form as easy as possible, though submitted projects should be supported with the signatures;

- ensure convenient ways and places to submit projects (centers for administrative services, libraries, community-wide events etc.);

- analyze the projects carefully to avoid further problems with implementation;

- PB is also about people, their needs and weaknesses that exist in the community. This is what residents want to solve first.

Iryna Kulyk,
Nova Vodolaha PB coordinator

PB is a process in which everyone, regardless of place of residence, should be able to get involved. Everyone should have equal opportunity, regardless of whether a resident lives in the community center or in a remote village. Therefore, PB funds allocated from the community's budget was distributed between the community center and seven starosta's districts. As a result of involving residents and youth in the PB process, the NGO "Vodolaha Districts Association" was established.

Leonid Donos,
PAUCI chief expert of the project

Partner communities have initiated Participatory Community Development Association of cities and amalgamated territorial hromadas (communities) to ensure further best practices dissemination. We expect that Association will provide a significant boost to the development and improvement of PB, introduction of new participatory practices as well as enhance local ownership.

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More information on Participatory Budgeting

Publications, articles,
analytics
pauci.org/ua/publications

Exchange of best practices
and new contacts
www.fb.com/groups/pbtime/



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