ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

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AN ANALYSIS OF APPROACHES TO GDP DISTRIBUTION THROUGH PUBLIC SECTOR IN UKRAINE AND THE EU COUNTRIES

Urgency of the research. *The true is that government has to become an arbiter of economic and financial relations and to achieve a balance between social welfare and economic advance. In order to succeed it should establish the most transparent, clear and fair rules of GDP distribution and follow them. The size of public sector must be enough to satisfy basic social needs of citizens.*

Target setting. *There is no agreement among politicians and scholars about the sum of gross domestic product that should be redistributed by government. Therefore, every country determines the optimal size of the public sector independently.*

Actual scientific researches and issues analysis. *Many foreign economists investigated problems of public finance. Among them are: T. Lindh, G. Olson, E. Atkinson, J. Slemrod, W. Corpi, A. Lindbek, A. Afonso, L. Shukneht.*

Among local scientists who study similar questions we can notice: T. Koliada, I. Lunina, T. Chernychko, D. Serebrianskii.

Uninvestigated parts of general matters defining. *For the lack of a common approach to GDP redistribution through the public sector, it is important to systematize and generalize of world experience in solving such problem.*

The research objective. *The aim of this paper is to carry out a comparative analysis of approaches to GDP distribution through public sector in Ukraine and the European Union.*

The statement of basic materials. *Welfare state models are described in the article. It appears that the level of GDP redistribution in Ukraine is close to European average. Structure of budget expenditures in Ukraine and in the EU is analyzed. It is proved the level of economic growth doesn't depend on the size of public sector; it depends on operational efficiency of state authorities.*

Conclusions. *This article provides a comparative analysis of approaches to GDP distribution through public sector in Ukraine and the European Union.*

Keywords: *public sector of the economy; models of welfare state; efficiency of redistribution.*

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АНАЛІЗ ПІДХОДІВ ДО РОЗПОДІЛУ ВВП ЧЕРЕЗ ПУБЛІЧНИЙ СЕКТОР В УКРАЇНІ ТА КРАЇНАХ ЄС

Актуальність теми дослідження. *Перед державою, як основним арбітром економічних і фінансових відносин, стоїть завдання досягти рівноваги між суспільним добробутом та економічним розвитком. Для його вирішення держава повинна встановити максимально прозорі, зрозумілі та справедливі правила розподілу ВВП і дотримуватися їх.*

Постановка проблеми. *На сьогодні немає єдиної точки зору щодо того, який відсоток ВВП має перерозподілятися через державі інститути. Тому, кожна країна самостійно визначає оптимальний розмір публічного сектору.*

Аналіз останніх досліджень і публікацій. *Питанням теорії та практики державних фінансів присвячені роботи таких економістів як Т. Ліндх, Г. Олсон, Е. Аткінсон, Дж. Слемрод, У Корпі, А. Ліндбек, А. Афонсо, Л. Шукнехт.*

Серед вітчизняних вчених ці питання досліджували Т. Коляда, І. Луніна, Т. Черничко, Д Серебрянський та ін.

Виділення недосліджених частин загальної проблеми. *З огляду на відсутність єдиного підходу до оптимальної системи перерозподілу ВВП через публічний сектор економіки, важливим є систематизація та узагальнення світового досвіду вирішення даної проблеми.*

Постановка завдання. *Метою статті є проведення порівняльного аналізу підходів до розподілу ВВП через публічний сектор в Україні та країнах Європейського союзу.*

Виклад основного матеріалу. *У статті охарактеризовано моделі соціальної держави. З'ясовано, що рівень перерозподілу ВВП через публічний сектор в Україні відповідає загальноєвропейським тенденціям. Проаналізовано структуру видатків державного бюджету України та країн ЄС. Доведено, що рівень розвитку економіки залежить не від розміру публічного сектору, а від ефективності його функціонування.*

Висновки. *У статті проведено порівняльний аналіз підходів до розподілу ВВП через публічний сектор в Україні та країнах Європейського союзу.*

Ключові слова: *публічний сектор економіки; моделі соціальної держави; ефективність перерозподілу.*

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Urgency of the research. Ratio of the sum of state budget and off-budget social funds to the size of GDP is determining the actual part of public sector in the economic structure. Accordingly, the resource base of the public sector is generated by social dues and taxes collected from citizens and businesses. Thus, in majority countries social funds accomplish a function of «settlement» account where, unlike the budget, funds immediately used for payments without accumulation and investment in the economy in the form of «long» investment recourses [1].

Therefore, if the public sector is equal to 50-60% of GDP, it means that the enterprises pay to the state authorities about 50-60% of additional value of goods and/or services created by them. This approach is justified when in the country there is a high level of confidence in the government and residents have strong belief in the effective state social policy.

On the other hand, there are countries with public sector equal to 20-30% of GDP. In this case the government has far fewer resources to perform their social functions and provides citizens a minimum level of social protection. The solving of social problems partly moves to non-governmental organizations and commercial institutions. It is possible because the great part of the additional value remains at business organizations disposal and enterprises can use extra cost for education, healthcare, pension and so on.

So, in the economic theory there are three models of the welfare state: Anglo-Saxon, Scandinavian and Western-European (Tab. 1). These models differ from each other – size of the public sector, place of social policy among national priorities and the distribution of social functions between government, society and business sector [1, c. 47-48].

Table 1

Description of welfare state models

№	Name of the model	% GDP that distribute through the public sector	Countries	General characteristics
1	**Anglo-Saxon**	25-35%	Ireland, USA, Canada	Model is characterized by relatively low level of taxation and passive social state policy.
2	**Western-European**	35-50%	Germany, Netherlands, Sweden, Great Britain, Spain, Portuguese	Model is characterized by moderate level of taxation and developed system of social protection.
3	**Scandinavian**	More than 50%	Switzerland, Denmark, Belgium, Finland	Model is characterized by high level of taxation and active social state policy.

Source: author based on [1, p. 47-48]

Anglo-Saxon model is marked by small public sector and based on principles of self-sufficiency and self-financing. In countries that use this model, state enforces the passive social policy and every member of society relies only on their own.

Western-European model characterizes a moderate level of GDP centralization in the state budget and social funds. In the other words state has more resources to finance the residents' social needs. However, important role in the social security plays commercial institutes.

The special feature of Scandinavian model is a large public sector. The majority of social services are provided by the government, and just government is responsible for ensuring a high level of welfare and social rights of citizens [3, p. 80].

Nowadays, the majority of European countries have characteristics of second model with a moderate level of GDP redistribution through public finance (35-49% of GDP). In Ukraine the dynamics of GDP redistribution through the consolidated budget and off-budget social funds generally corresponds with Europe-wide trends. For example in 2015 Czech Republic, Great Britain, Spain and Germany had a close to our country level of distribution of gross domestic product (Tab. 2).

As we can see in countries with low level of GDP redistribution through public sector there is far fewer expenditures for social protection (less than 10%), on the other hand countries with high level of GDP redistribution show a high level of expenditures for social protection (more than 20%).

It should be noted that over the investigated period in Ukraine a share of GDP which is distributed through public finances increased from 40,1% in 2003 to 43,4% in 2015, eventually it reached over 45%. Scientists of the National Academy of Sciences of Ukraine led by academician V. M. Heiets [8, p. 154, 157] have concluded that increasing public sector reduces competitiveness of the national economy.

Table 2

Dynamic of general government expenditure in some European countries and in Ukraine, percentage of GDP

Countries	Years									
	2003		2006		2009		2012		2015	
	Total	S. pr.*	**Total**	S. pr.	**Total**	S. pr.	**Total**	S. pr.	**Total**	S. pr.
Ukraine	***40,1***	*16,4*	***45,5***	*16,6*	***43,8***	*17*	***45,6***	*18*	***43,4***	*14,4*
European Union (28 countries)	***46,2***	*17,9*	***45,2***	*17,3*	***50,1***	*19,4*	***49,0***	*19,4*	***47,2***	*19,2*
Low level of GDP redistribution through public sector										
Ireland	**33,0**	9,6	**33,8**	10,6	**47,1**	16,5	**41,8**	14,3	**29,4**	9,6
Moderate level of GDP redistribution through public sector										
Lithuania	**33,6**	10,1	**34,3**	9,8	**44,9**	16,4	**36,1**	12,0	**35,1**	11,1
Romania	**33,1**	9,3	**35,2**	10,4	**40,9**	13,6	**37,2**	12,3	**35,7**	11,5
Latvia	**33,5**	10,4	**36,1**	8,9	**43,7**	14,0	**37,1**	11,4	**37,1**	11,5
Estonia	**35,2**	9,9	**33,6**	9,3	**46,1**	15,4	**39,3**	12,3	**40,3**	12,9
Bulgaria	**38,9**	12,3	**33,9**	10,9	**39,4**	12,9	**34,5**	12,4	**40,7**	13,3
Poland	**45,7**	19,0	**44,6**	17,0	**44,9**	16,3	**42,7**	15,8	**41,5**	15,9
Czech Republic	**48,5**	13,1	**40,8**	11,7	**43,6**	13,1	**44,5**	13,3	**42,0**	12,7
United Kingdom	**39,1**	14,6	**41,1**	14,4	**47,9**	17,0	**46,3**	17,3	**42,8**	16,4
Spain	**38,3**	12,7	**38,3**	12,7	**45,8**	16,0	**48,1**	17,6	**43,8**	17,1
Germany	**47,8**	21,0	**44,7**	19,8	**47,6**	20,6	**44,3**	18,8	**44,0**	19,0
Netherlands	**44,7**	15,7	**43,0**	14,6	**48,2**	16,3	**47,1**	16,8	**45,1**	16,6
Slovakia	**39,9**	13,7	**38,8**	12,9	**44,1**	15,0	**40,6**	14,9	**45,6**	15,0
Croatia	**47,1**	14,4	**45,3**	14,8	**47,6**	14,6	**47,1**	15,2	**46,9**	15,1
Slovenia	**45,8**	16,7	**44,2**	16,1	**48,2**	17,5	**48,6**	18,5	**47,8**	17,4
Portugal	**45,3**	13,9	**45,2**	14,8	**50,2**	16,9	**48,5**	18,2	**48,4**	18,3
Norway	**47,9**	18,0	**40,8**	15,1	**46,1**	17,6	**42,9**	17,1	**48,8**	19,4
High level of GDP redistribution through public sector										
Hungary	**49,1**	15,7	**51,6**	17,3	**50,6**	18,2	**48,6**	16,7	**50,0**	15,0
Sweden	**54,4**	23,3	**51,4**	21,7	**53,1**	22,2	**51,7**	21,1	**50,2**	20,9
Italy	**47,2**	17,3	**47,6**	17,4	**51,2**	19,8	**50,8**	20,5	**50,4**	21,5
Austria	**51,5**	21,0	**50,6**	19,9	**54,5**	21,4	**51,5**	21,0	**51,6**	21,7
Belgium	**50,7**	17,3	**48,4**	17,0	**54,1**	19,1	**55,8**	19,5	**53,9**	20,2
Denmark	**53,6**	23,7	**49,8**	21,7	**56,5**	24,3	**58,0**	24,6	**54,8**	23,6
Greece	**46,6**	14,3	**45,1**	15,1	**54,1**	18,6	**55,4**	21,0	**55,4**	20,5
Finland	**49,4**	20,4	**48,3**	19,8	**54,8**	22,7	**56,2**	23,8	**57,0**	25,6
France	**52,8**	21,2	**52,5**	21,5	**56,8**	23,7	**56,8**	24,2	**57,0**	24,6

S. pr.* – government expenditures to social protection
Source: author based on [4; 5; 6]

Other Ukrainian scientists [1; 9, p. 154-155], agreeing with their colleagues, emphasize that such level of GDP redistribution through Ukraine public sector is unreasonably high and it creates a potential threat to national economic growth.

From the other side, there are several scientific studies [10; 11; 12], where researchers disprove the existence of a causal relationship between the level of GDP redistribution through public finance and level of economic development. Therefore, modern scholars investigate problem of social sphere financing not only in the context of the size of the public sector, but also taking into account the efficiency of its operation.

For example in scientific paper [10] researchers build econometric models and introduced the concept of «aggregate government effectiveness indicator». According to this approach, the government is evaluated according to four criteria: effectiveness of government spending on education; efficiency in management; efficiency in the development of infrastructure; effectiveness of stabilization policy. In consequence of model evaluation authors conclude that a positive relationship between the amount of government financial flows and economic growth occurs only if aggregate government effectiveness indicator exceeds a certain critical value.

Therefore, improvement of welfare cannot be achieved only by increasing the budget expenditures. The principal direction of budget financing in Ukraine are social protection, education and health, public order and safety, defense. European countries have almost similar composition of budget expenditures, but there are significant differences (Tab. 3).

Table 3

Composition of main budget expenditures in European countries and in Ukraine (2015), percentage of GDP

Country	Education	Health	Public order and safety; defense	Transport; housing and public utilities	Social protection		General public services	
					Total	Old age	Public debt transactions	Government services
Ukraine	*5,8*	*3,6*	*5,4*	*2,4*	*8,9*	*5,0*	*4,4*	*1,6*
European Union (28 countries)	*5,8*	*4,6*	*3,3*	*0,8*	*10,9*	n/a	n/a	*9,8*
Bulgaria	4,1	3,4	4,1	6,4	2,4	0,2	0,9	11,3
Croatia	4,7	4,7	3,6	2,9	1,9	0,2	3,9	16,8
Czech Republic	7,0	4,7	2,7	4,9	12,8	7,7	1,1	3,6
Estonia	6,3	4,1	3,7	3,9	11,9	7,1	0,3	10,0
Germany	4,8	0,7	2,8	0,5	11,1	n/a	n/a	8,5
Hungary	5,7	5,2	2,5	5,8	5,1	0,7	3,3	6,1
Latvia	7,6	4,4	3,1	3,7	3,2	1,2	1,6	3,9
Lithuania	5,4	4,4	2,9	2,0	3,0	0,9	1,7	8,9
Poland	7,6	3,2	4,0	4,3	7,7	4,0	1,9	3,9
Portugal	5,9	6,2	3,2	2,4	6,2	5,1	4,9	9,6
Romania	3,0	2,8	3,3	5,4	3,9	1,2	1,7	6,0
Slovakia	5,8	2,0	3,5	6,5	6,9	2,7	1,8	7,3
Slovenia	7,4	4,7	2,3	3,5	8,6	3,4	3,0	3,5
Spain	4,1	6,1	3,1	0,5	3,0	n/a	n/a	19,8
United Kingdom	7,2	7,8	4,7	4,1	17,9	8,8	2,5	3,0

Source: author based on [4; 5; 6]

So, according to the presented data Ukraine expends 8,9 % of GDP to the social protection and social security. This percentage is not significantly different from European average (10,9%). However, United Kingdom (26.7%) and Czech Republic (20.5) have the largest percentage of the GDP for this item and Croatia (2.1%) and Bulgaria (2.6%) have the lowest one. In the structure of expenditures to the social protection and social security in Ukraine the largest part spends to social protection of pensioners (Tab. 3). In practice, this budget funds is used for financing the Pension fund chronic deficit. An annual deficit of Pension fund in Ukraine is about 30% and it is trending upward in recent years. Besides, the number of pensioners in our country is growing every year, and at the same time the pension level remains low. This fact allows characterizing current pension system as not efficiency.

In 2015 to support defense and national security Ukraine spent 5% of GDP or twice more than in European countries. We consider that it makes sense for a country that increases in defensive power and conducts a war.

For debt service Ukraine expends 4,4% of GDP, in relative measurement is one of the highest rate in the EU. In our opinion these budget expenditures are not effective and don’t conduce the national economy development [13, c. 25-28].

To finance government officials (performance of theirs duties) our country spends 1,6% of GDP. This rate is the lowest among European countries. In relative terms it is almost 3 times less than in Slovenia, the Czech Republic, Latvia and Poland and 6 times less compared to the EU average. Such saving on officials salaries is questionable because low level of work payment in this sphere caused the development of corruption schemes.

State budget expenditures to education in Ukraine decreased to moderate EU level from 7,3% to 5,8% of GDP over the past two years. Current expenditures per student increased by several times in consequence of reducing the number of higher education institutions and introduction of European standards on their material and resource support. Unfortunately economy of the country and society is not satisfied by the result of these budget expenses. The reasons of such situation are: a significant outflow of young and skilled students abroad, a trend of working in the speciality students has not trained in and the poor level of knowledge of general high schools graduates according to results of independent testing [14, p. 104].

The size of public expenditures to health in Ukraine and the EU is in accordance 3,6 and 4,6% of GDP (Tab. 3). Nearly the same part of GDP to public health services is spent by Bulgaria, Estonia, Croatia, Czech Republic, Lithuania, Latvia, Romania and Poland. But the level of national and European health care differs significantly. Thus, in Ukraine patients stay in hospital in 1,5 times longer than in European countries and our country has the worst public health indicators in the European Region. In such circumstances, the system of public healthcare financing in Ukraine is not effective, because 75 % of total expenditure to healthcare goes to salaries of medical staff and utilities

Thus, Ukraine has comparable with the EU size of public sector (the ratio of consolidated budget and off-budget social funds to GDP), but because of inefficient using of public money, it has low level of economic development (GDP per capita) (Fig. 1).

In the figure a group of "welfare states" is segregated (Sweden, Denmark, Belgium, Finland). National governments of these countries have achieved a high level of economic development through effective GDP redistribution. However, some countries show equally impressive growth rate of the economy with a minimal state intervention to social wealth.

Thus, the world practice shows that the major factor of successful public finance system is not the size of GDP redistribution through the public sector rather the public effectiveness of such redistribution.

This article provides a comparative analysis of approaches to GDP distribution through public sector in Ukraine and the European Union. It was proved that government should not simply increase its expenditures but improve its effectiveness.

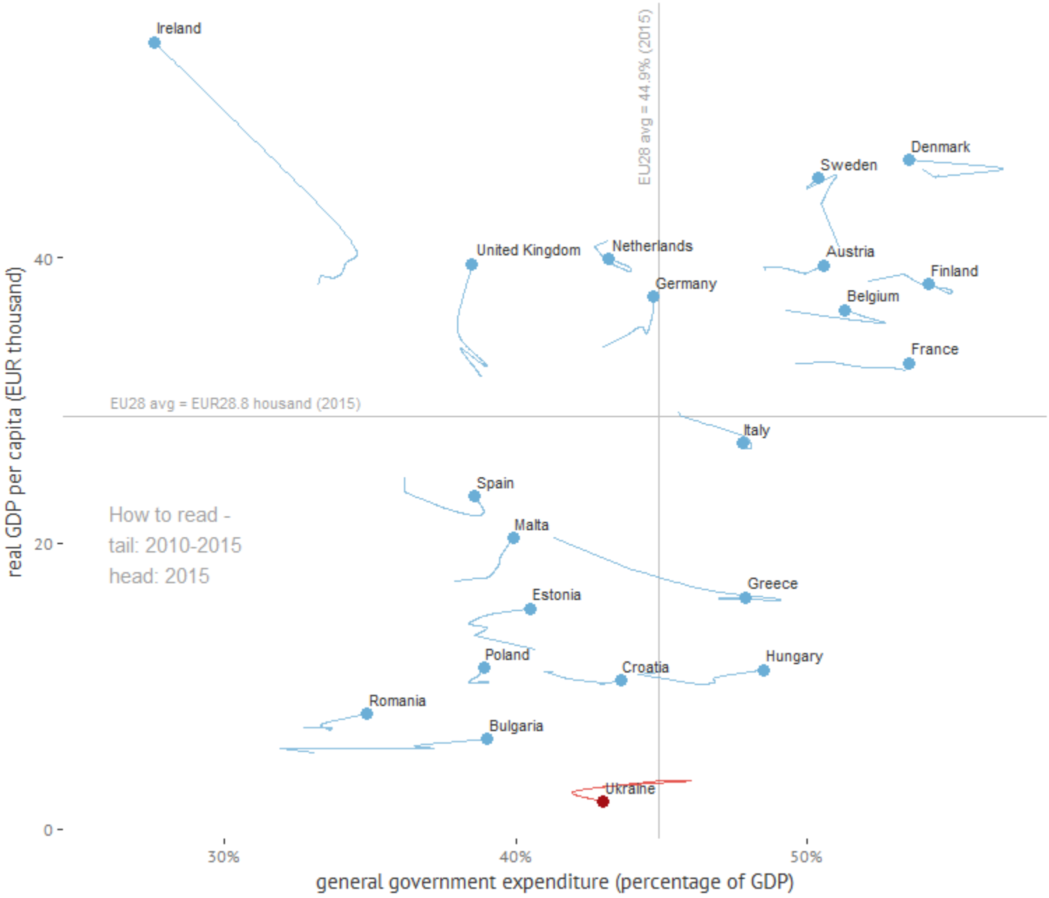

Fig. 1. Dynamics of GDP and the public sector in Ukraine and Europe in 2010-2015
Source: author based on [4; 5; 6; 7]

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