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## STATE AND TENDENCIES OF INTERGOVERNMENTAL REGULATION IN UKRAINE IN CONDITIONS OF FISCAL DECENTRALIZATION

**Abstract. Introduction.** A balanced socio-economic development of any country is closely related to the efficiency of the system of intergovernmental relations, which should be aimed at optimizing the process of fiscal decentralization and clear definition of the powers of local government. Interbudgetary regulation in Ukraine reflects processes of the national and political importance and is of great importance in the composition of intergovernmental fiscal relations, which priority is growing in terms of decentralization reforms. **Purpose.** The main objectives of this study are: to summarize a complex task that is resolved in the process of budgetary control; to analyze the dynamics of revenues of the consolidated budget of Ukraine in 2007-2016 and the proportion of own local revenues in GDP; to distinguish formation features of Ukrainian local budgets by region; to analyze volumes of local budgets per capita in terms of area; to highlight the leverage rate of local budgets; to analyze the share of interbudget transfers in total local budgets. **Results.** The study is a synthesis of the complex challenges that must be resolved in the process of budgetary control, such as: balancing the budget; foster the interest of local governments in the maximum revenue mobilization; reallocation of existing budgetary resources, taking into account local features. The dynamics of the revenues of the consolidated budget of Ukraine in 2007-2016 was analyzed and concluded that the proportion of own local revenues in GDP tended to decrease with a simultaneous increase in the share of the interbudget transfers from the state budget. Abovementioned resulted in the ensuring of a stable share of local budgets in the GDP structure (at 14-15%). As a result of the intergovernmental fiscal decentralization reform by the results of 2016 the share of own revenues of local budgets Ukraine in GDP rose to 7.2%, or 1.1% compared to 2015 with a simultaneous decrease in the interbudget transfers share from the state budget to 8.2% (0.6% compared to 2015). Analyzed the share interbudget transfers in total local budgets, which for a long period tended to increase (from 47.2% in 2007 to 53.4% in 2016), which is contrary to the basic principles of fiscal decentralization. **Conclusion.** Grounded features of Ukrainian local budget revenues by region and proved that the unevenness of income between regions of Ukraine are often equivalent to the level of industrial production. Analyzed volumes of local budgets per capita in terms of area. Presented the list of influence instruments on local budgets indexes of incomes, including the increase in the minimum wage, inflation, continuing reform of the budget system in the direction of fiscal decentralization and transfer volumes.

**Keywords:** interbudgetary regulation, intergovernmental relations, decentralization, local budgets, grants, subsidies.

**JEL Classification:** H61, H71, H77

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## **СТАН ТА ТЕНДЕНЦІЇ МІЖБЮДЖЕТНОГО РЕГУЛЮВАННЯ В УКРАЇНІ В УМОВАХ ФІСКАЛЬНОЇ ДЕЦЕНТРАЛІЗАЦІЇ**

**Анотація.** Узагальнено комплекс завдань, що має вирішуватись у процесі міжбюджетного регулювання, проаналізовано динаміку дохідної частини зведеного бюджету України у 2007–2016 рр. та питому вагу власних доходів місцевих бюджетів в структурі ВВП, виокремлено особливості формування доходів місцевих бюджетів України за регіонами. Проаналізовано обсяги доходів місцевих бюджетів на душу населення у розрізі територій, висвітлено важелі впливу на показник доходів місцевих бюджетів, здійснено аналіз питомої ваги міжбюджетних трансфертів у загальній структурі місцевих бюджетів.

**Ключові слова:** міжбюджетне регулювання, міжбюджетні відносини, децентралізація, місцеві бюджети, дотації, субвенції.

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## СОСТОЯНИЕ И ТЕНДЕНЦИИ МЕЖБЮДЖЕТНОГО РЕГУЛИРОВАНИЯ В УКРАИНЕ В УСЛОВИЯХ ФИСКАЛЬНОЙ ДЕЦЕНТРАЛИЗАЦИИ

**Аннотация.** Представлен комплекс задач, который должен решаться в процессе межбюджетного регулирования, проанализирована динамика доходной части сводного бюджета Украины в 2007-2016 гг. и удельный вес собственных доходов местных бюджетов в структуре ВВП, выделены особенности формирования доходов местных бюджетов Украины по регионам. Проанализированы объемы доходов местных бюджетов на душу населения в разрезе территорий, освещены рычаги влияния на показатель доходов местных бюджетов, проведен анализ удельного веса межбюджетных трансфертов в общей структуре местных бюджетов.

**Ключевые слова:** межбюджетное регулирования, межбюджетные отношения, децентрализация, местные бюджеты, дотации, субвенции.

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**Formulation of the problem.** A balanced socio-economic development is closely related to the efficiency of the intergovernmental relations system, which should be directed at optimizing the process of fiscal decentralization and clear definition of the powers of local government. Interbudgetary regulation in Ukraine reflects processes of the national and political values that contribute to solving specific tasks in financial support for local governments, public welfare, economic growth, elimination of significant differences in the rates of development of territories. Thus, inter-budgetary regulation is of great importance in the composition of intergovernmental fiscal relations, and its priority is growing in terms of decentralization reforms.

**Analysis of recent research and publications.** To the problems of budgetary control analysis, as well as the impact of decentralization on economic development paid attention such foreign authors: Erkmén Giray Aslim, Bilin Neyapti, 2017 [1 p. 224-234] - in an analysis of fiscal decentralization processes and their consequences; A. A. Ayupov, M. V. Kazakovtseva, 2016 [2, p. 187-192] - in the assessment of non-tax revenues of regional budgets; Thushyanthan Baskaran, Adi Brender, Sebastian Blesse, Yaniv Reingewertz, 2016 [3, p. 1-16] - when assessing budget cycle in Israel; Rajeev K. Goel, Ummad Mazhar, Michael A. Nelson, Rati Ram, 2016 [5, p. 171-183] - in the representation of the different forms of decentralization and their impact on the performance of the governments of the 113 countries; Denise van der Kamp, Peter Lorentzen, Daniel Mattingly, 2017 [5, p. 164-176] - in an analysis of decentralization reform and management in China; Alexander Libman, 2010 [6, p. 395-418] - contradictions in the various aspects of decentralization.

We should also draw attention to the results of the study of local authors, which in its basic research analyzed the state budgetary regulation in Ukraine, namely N.V. Buletsa [7, p. 24-29] - when assessing regulation of intergovernmental fiscal relations to promote socio-economic development of Ukraine; O. S. Vlasyuk, L. G. Shemayev, N. V. Koren, Y. V. Kasperovych, L. P. Londar [8] - in the process of isolating the reform priorities of intergovernmental relations in Ukraine; N. A. Degtyar, I. M. Boyarka, A. V. Deyneko [9, p. 56-59] - in the analysis of public expenditure in the context of economic growth in Ukraine; L. A. Kostyrko, N. Y. Velenteychuk [10] A. S. Poltorak, Y. V. Volosyuk [11], Y. D. Radionov [12] and other researchers. Meanwhile, the problem of analysis of budgetary trends and regulation in Ukraine requires further attention of scientists in terms of European integration processes.

**The purpose of the article.** The main objectives of this study are: to summarize a task complex that is resolved in the process of budgetary control, analyze the dynamics of revenues of the consolidated budget of Ukraine in 2007-2016 and the proportion of own revenues of local budgets in GDP structure, highlight features of formation of Ukrainian local budgets by region, analyze volumes of revenues of local budgets per capita in terms of area, highlight the leverage index of income of local budgets, to analyze the share of interbudget transfers in total local budgets.

**Results.** We agree with the idea of O.S. Vlasyuk, L.G. Shemayev, N.V. Koren, Y.V. Kasperovych and L.P. Londar [8, p. 25] that during a long time state of intergovernmental relations in Ukraine was characterized by: a high level of centralization of budgetary resources; unbalanced local budgets as in the context of individual species, and as a whole; disinterest local governments

in maximum revenue mobilization; lack of consistency of the legal framework for planning, allocation and monitoring of intergovernmental transfers.

Thus, the share of own revenues of local budgets in the GDP structure during 2007-2015 tended to decrease (from 8.1% in 2007 to 6.1% in 2015) with a simultaneous increase in the share of the interbudget transfers from the state budget (from 6.8% in 2007 to 8.8% in 2015) that in the result provided a stable share of revenues of local budgets in the GDP structure (at 14-15%), as described in the table 1.

Table 1

Dynamics of revenues of the consolidated budget of Ukraine in 2007-2016, % of GDP\*

Years	Revenues of the Consolidated budget	State budget			Local budgets		
		revenues	transfers	total	revenues	transfers	total
2007	30,5	22,4	0,6	23,0	8,1	6,8	14,9
2008	31,4	23,6	0,8	24,4	7,8	6,7	14,5
2009	29,9	22,1	0,9	23,0	7,8	7,0	14,7
2010	28,1	20,9	0,6	21,5	7,2	7,0	14,2
2011	29,5	23,1	0,2	23,3	6,4	7,0	13,5
2012	30,5	23,6	0,1	23,7	6,9	8,5	15,4
2013	29,1	22,2	0,1	22,3	6,9	7,6	14,5
2014	29,1	22,7	0,1	22,8	6,5	8,3	14,8
2015	32,9	26,8	0,2	27,0	6,1	8,8	14,9
2016	32,8	25,7	0,2	25,9	7,2	8,2	15,4

\* Source: summarized by authors according to the Ministry of Finance of Ukraine [13];

As a result of the reform of intergovernmental fiscal decentralization by the results of 2016 the share of own revenues of local budgets in the GDP structure rose to 7.2%, or 1.1% compared to 2015 with a simultaneous decrease in the share interbudget transfers from the state budget to 8.2% (0.6% compared to 2015). Should be noted, that the volume of transfers to local budgets remains high compared with the actual data rate of a similar study period.

In the structure of the consolidated budget of Ukraine during the analyzed period the share of income of local budgets has decreased from 26.5% in 2007 to 21.8% by the results of 2016, or 4.7 percentage points. Should be noted, that specified decrease in revenues due to the influence of indirect taxes from inflation-devaluation factor, tax reform, in which rates changed and expanded the tax base of certain national taxes.

According to the Treasury in 2016 revenues of Ukrainian local budgets compared to 2015 increased by 24.3% and income growth ranged from 8.4% in the Donetsk region to 32.8% in Poltava region. Note that different regions of Ukraine also differs for the dynamics of their own revenues (from 14.6% in the Lugansk region to 55.3% in the Lviv region). The unevenness of formation of incomes between regions of Ukraine are often equivalent to the level of industrial production [8, p. 27]. The greatest amount of revenues of local budgets per capita per region in 2016 holds Kyiv (13.43 thousand UAH for 1 person), Poltava, Kyiv, Dnipropetrovsk and Zaporizhyya oblast (10.32 thousand UAH, 10.09 thousand UAH, 10.02 thousand UAH and 9.58 thousand UAH respectively), while the lowest income per capita in 2016 was recorded in the Lugansk, Donetsk and Zakarpattya (2.89 thousand UAH, 4.24 thousand UAH and 8.06 thousand UAH respectively). The largest amount of tax revenue sources to local budgets of Ukraine in 2016 held the income tax, property tax, single tax and excise tax on retailers.

In our opinion, the rate of income of local budgets cannot be considered as the only indicator of economic recovery, but in 2016, it significantly affected by the following factors, namely:

1. Increasing the minimum wage and increasing the tax base with the tax on personal income. It should be noted that most of the national tax remains at the local level, namely 60% generates revenues of the regional budget and the budgets of regional importance and united communities, moreover, generates 15% of revenues of the regional budget. It should be noted that

according to the 2016 results, the tax revenues share in the structure of own revenues of local budgets, collected in the tax on personal income, was 46.3%.

2. Inflation. Thus, a significant impact on the size of the budget the community has made increasing the tax base for taxes that directly depend on the final price.

3. Continuation of the reform of the budget system in the direction of fiscal decentralization, i.e. the local budget gets larger share of tax funds collected on the respective area, which, moreover, will help local authorities increase the interest of local governments in the maximum revenue mobilization.

4. Transfers. Thus, in 2016 the communities, rayons and regions of Ukraine received UAH 195.4 billion in the form of subsidies and grants, which is by 21 billion more than in the previous year. In 2017, the planned increase in transfers is 55 billion, so even with the reform of the budget system and increase tax revenues of local budgets, more than half of the total spent from local budgets (averaging 53%) was obtained in the form of direct state aid. Note, that in Ukraine for a long time intergovernmental transfers are stipulated by all budgets. Thus, a priority in order to regulate interbudgetary relations is to maintain compliance with the powers to carry out assigned to the appropriate budget costs and available financial resources, which should enable to ensure the enforcement of such powers. In our opinion, the practice of budget management in Ukraine proved that intergovernmental transfers have become from specific tool for certain budget financial assistance into the tool, providing processes of redistribution.

The share of interbudget transfers in total local budgets for extended periods tended to increase (from 47.2% in 2007 to 53.4% in 2016), which is contrary to the basic principles of fiscal decentralization. In revenues of rayon budgets transfers make up more than 80%. Different degree of dependence of local budgets on subsidies caused by the existing mechanism for distribution of expenditures and revenues between the different levels. Let us analyze the structure of revenues of local budgets of Ukraine for 2007-2016 and present the analysis in Table. 2.

Table 2

Dynamics of execution of local budgets Ukraine by income in 2007-2016, UAH billion

Indicator	Years									
	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Tax revenues, including.	40,1	52,0	50,2	67,9	73,1	85,9	91,2	87,3	98,2	146,9
– income tax	34,8	45,9	44,5	51,0	54,1	61,1	64,6	62,6	54,9	79,0
– corporate income tax	0,4	0,4	0,5	0,4	0,4	0,4	0,7	0,3	4,3	5,9
– excise tax	0,1	0,1	0,4	0,7	0,9	1,2	1,4	0,2	7,7	11,6
– local taxes and fees	0,7	0,8	0,8	0,8	2,6	5,5	7,3	8,1	27,0	42,3
– charges for subsoil use	0,1	0,2	0,2	0,2	1,4	1,8	1,2	1,4	1,0	1,1
Non-tax revenues	7,0	8,3	8,4	9,4	10,9	12,6	12,1	12,3	20,1	21,8
Total incomes (excluding transfers)	54,5	57,2	62,7	80,5	86,7	100,8	105,2	101,1	120,5	170,6
Intergovernmental transfers	48,7	63,6	63,5	78,9	94,9	124,5	115,8	130,6	173,9	195,4

\* Source: summarized by authors according to the Ministry of Finance of Ukraine [13];

The high dependence of local budgets on grants and subsidies from the state budget (Table. 2), causing lack of interest in finding new sources of revenue of local governments. In the process of fiscal decentralization reform the share of subsidies in total interbudget transfers increased (Fig. 1) confirming enhance targeted use of budgetary resources.

In recent years, budget management practice suggests that full funding of annual planned indicators interbudget transfers is not provided, moreover, common practice is to transfer part of the planned funds at the end of the year and the corresponding disuse of these funds. In our opinion, the negative impact factor, which lowers transfer efficiency as a special element of fiscal adjustment is unstable rules of their receipt.

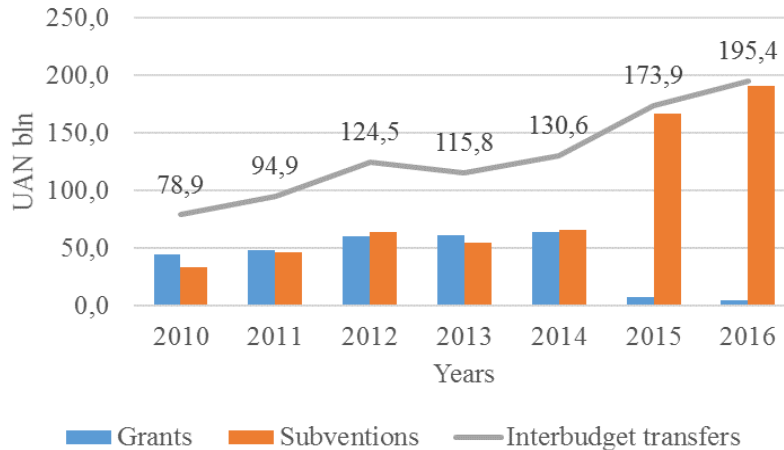


Figure 1. The dynamics and structure of interbudget transfers to local budgets of Ukraine in 2010-2016\*  
 \* Source: summarized by authors according to the Ministry of Finance of Ukraine [14];

In the structure of subventions in 2016 were the highest by volume: subvention for social protection (94.2 billion UAH), educational subvention (44.5 billion UAH) and medical subvention (44.4 billion UAH). We note that Article 4 of the expenditure part of the Consolidated budget of Ukraine, such as healthcare, housing and communal services, education, spiritual and physical development financed mainly through local governments on the principle of subsidiarity. In terms of economic classification, 72.9% of total local spending accounted for protected articles, which is less than the corresponding figure for 2015 by 1.1 p. p.

Should be noted that 2016 is the second year of implementation of the new model of inter budgetary relations, introduced in December 2014. The main peculiarity of the new equalization system is the abolition of equalization (deletion) and establishing a base (reverse) grants as well as education subventions, medical subsidies, subventions for providing medical activities of the separate state programs and integrated programmatic activities. These changes introduced a mechanism by which the state by providing specific transfers (subventions) fully accepts responsibility concerning financial support of medical and educational institutions that are within the authority of local budgets and make up a significant amount of their expenditures. The share of the inter budgetary transfers in the revenues of local budgets during the analyzed period was 53.4%, which is less than indicator of last year by 5.7 p. p.

Most of the transfers received from the state budget aimed at the socio-cultural sphere. However, unlike last year, there is no subsidy for training labor (its actual volume in 2015 amounted to almost 5.5 billion UAH).

Thus, because of the policy of fiscal adjustment in the study period local budgets without interbudgetary transfers had significant primary deficit, and including interbudgetary transfers - insignificant secondary deficit.

**5. Conclusions.** As a result of the research conclusions are made:

1. Generalized complex task that is resolved in the course of budgetary adjustment, namely balancing of budgets; foster the interest of local governments in the maximum revenue mobilization; reallocation of existing budgetary resources, taking into account local features.

2. The dynamics of the revenues of the consolidated budget of Ukraine in 2007-2016 was analyzed and concluded that the proportion of own local revenues in GDP tended to decrease with a simultaneous increase in the share of the interbudget transfers from the state budget. Above-mentioned resulted in the ensuring of a stable share of local budgets in the GDP structure (at 14-15%). As a result of the intergovernmental fiscal decentralization reform by the results of 2016 the share of own revenues of local budgets Ukraine in GDP rose to 7.2%, or 1.1% compared to 2015 with a simultaneous decrease in the interbudget transfers share from the state budget to 8.2% (0.6% compared to 2015).

3. Singled out features of income of Ukrainian local budgets by region and grounded features of Ukrainian local budget revenues by region and proved that the unevenness of income between regions of Ukraine are often equivalent to the level of industrial production. Analyzed volumes of local budgets per capita in terms of area.

4. Presented the list of influence instruments on local budgets indexes of incomes, including the increase in the minimum wage, inflation, continuing reform of the budget system in the direction of fiscal decentralization and transfer volumes. Analyzed the share interbudget transfers in total local budgets, which for a long period tended to increase (from 47.2% in 2007 to 53.4% in 2016), which is contrary to the basic principles of fiscal decentralization.

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