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FINANCIAL DECENTRALIZATION OF TERRITORIAL COMMUNITIES IN THE CONTEXT OF THE IMPLEMENTATION OF INTERNATIONAL EXPERIENCE

Abstract. The experience of European countries in terms of a perfect budget process and high financial discipline is important in the presence of a set of problems in the process of decentralization, which must be taken into account and eliminated in advance. This article examines the scientific and applied aspects of decentralization, analyzing the experience of European countries and outlines methodological approaches to assessing the development of local communities in modern conditions. Important aspects are outlined and the advantages and disadvantages of the impact of financial decentralization on the processes of effective development at the local level are systematized. Emphasis is placed on the need for a comprehensive reform of local self-government, which will primarily include a reform that will relate to the administrativeterritorial system and the redistribution of powers and resources between different levels of government. Guidelines for the development of local budgets in the main are as have been identified. A conceptual model of territorial community development in the conditions of financial decentralization is proposed, which provides for an effective combination of budget potential, potential of economic entities, households and financial institutions and their interaction. The structure of budget revenues in European countries is analyzed. The focus is on the level of subsidies with in-depth analysis. A method of monitoring and evaluating the effectiveness of administrative and financial decentralization in terms of determining the financial capacity of the united territorial communities has been developed. It is noted that the solution of the problems of financial decentralization should be carried out on the basis of studying, generalizing and taking

into account the best international experience. The world experience in the structure of local budget revenues in European countries is studied. The scientific novelty of the obtained results is represented by a set of theoretical and practical aspects of the study, namely proposals on the current state of the main activities of local governments to enhance entrepreneurship in the community in the context of implementation of international experience.

Keywords: territorial community, financial decentralization, financial resources, local budget, tax revenues, subsidies, resource potential.

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ФІНАНСОВА ДЕЦЕНТРАЛІЗАЦІЯ ТЕРИТОРІАЛЬНИХ ГРОМАД У КОНТЕКСТІ ІМПЛЕМЕНТАЦІЇ МІЖНАРОДНОГО ДОСВІДУ

Анотація. Важливим є досвід європейських країн щодо досконалого бюджетного процесу і високої фінансової дисципліни при існуванні комплексу проблем у процесі децентралізації, які потрібно завчасно врахувати і усунути. Розглядаються науково-прикладні аспекти децентралізації, аналізуючи досвід країн Європи, та окреслюються методичні підходи до оцінки розвитку територіальних громад у сучасних умовах. Окреслено важливі аспекти та систематизовано переваги і недоліки впливу фінансової децентралізації на процеси ефективного розвитку на місцевому рівні. Акцентовано на необхідності проведення комплексної реформи місцевого самоврядування, яка насамперед включатиме реформу, що стосуватиметься адміністративно-територіального устрою, та перерозподілу повноважень і ресурсів між різними рівнями управління. Визначено орієнтири розвитку місцевих бюджетів за основними напрямами. Запропоновано концептуальну модель розвитку територіальної громади в умовах

фінансової децентралізації, яка передбачає ефективне поєднання бюджетного потенціалу, потенціалу суб'єктів господарювання, домашніх господарств і фінансово-кредитних установ та взаємодію. Проаналізовано структуру доходів бюджетів у країнах адміністративно-фінансової децентралізації в частині визначення фінансової спроможності територіальних громад. Зазначено, що розв'язання проблем децентралізації доцільно здійснювати на основі вивчення, узагальнення і врахування кращого міжнародного досвіду. Досліджено світовий досвід у структурі доходів місцевих бюджетів у країнах Європи. Наукова новизна отриманих результатів представлена сукупністю теоретичних і практичних аспектів дослідження, а саме пропозиціями щодо сучасного стану основних напрямів діяльності органів місцевого самоврядування для активізації підприємництва на території громади в контексті імплементації міжнародного досвіду. Зосереджено увагу на рівневі дотаційності в поглибленому аналізі. Розроблено методику проведення моніторингу та оцінки результативності.

Ключові слова: територіальна громада, фінансова децентралізація, фінансові ресурси, місцевий бюджет, податкові надходження, дотаційність, ресурсний потенціал.

Формул: 0; рис.: 6; табл.: 2; бібл.: 19.

Introduction. Financial solutions to socio-economic problems at the local level are much more effective than at the state level, so the development of territorial communities is based on local budgets. The functioning of local budgets is usually aimed at strengthening domestic capacity and the use of mechanisms to increase the revenue base, ensure optimal use of community resources and its stable economic development. The experience of developed foreign countries shows that an important prerequisite for economic growth is an effective mechanism of financial independence of local governments.

In the modern scientific literature, the development of local budgets is insufficiently studied, taking into account financial decentralization and changes in the role of local governments in ensuring the socio-economic development of the community. Effective socio-economic development of regions is objectively limited by the level of its provision with financial resources, which are based on local budget revenues. The current challenges of decentralization and the transformation of the financial system at all levels necessitate the role of local budgets in pursuing the strategic goals of reform. Financial decentralization is an important lever in establishing them as financially independent entities of the state economy.

Analysis of recent research and problem statement. The study of theoretical aspects of the development of financial decentralization of territorial communities are the works of many Ukrainian and foreign scholars, in particular: D. Razuvaeva [14], I. Boyarko [7], L. Gritsenko [7], O. Zakharova [19]. Problems of economic development of territorial communities, including by uniting several communities for joint solution of problems of socio-economic development, have been covered in many scientific sources and works, in particular by such researchers as O. Bobrovska [2], Yu. Radetsky [13] and others development of territorial communities while the economic aspects of territorial communities development were addressed by I. Kolomiets [9], O. Nezdoimynoha [10], A. Pavliuk [11], A. Pelekhtyi [9]. According to V. Tantsa [17], the success of the introduction of financial decentralization reform depends solely on the «institution specific design» — the optimal interaction of public authorities [17, p. 13]. In particular, R. Ezcurra [6] and A. Rodriguez-Pose [6] examine the relationship between decentralization and different indicators: changes in GDP per capita and territorial disparities [6]. Analysing administrative decentralization in European countries, S. Davydenko [3] notes that European practice in the field of financial security confirms the fact that there are no universal models and algorithms for decentralization of powers, property and sources of local government funding.

However, we believe that consolidation of grassroots territorial structures will be an important component and expanding the financial base for the local budgets will be a mandatory priority. In particular, S. Yu. Kolodiy [8] believes that «...decentralized budget system under certain conditions is more effective thancentralized and promotes economic growth» [8, p. 67]. That is, the main purpose of reforming the budget system should be the abolition of the principle of unity

of the budget system of Ukraine, because each of the branches of government must operate on the basis of its own revenue base.

The purpose of the article is to study the features and prospects offinancial decentralization of territorial communities, implementing international experience.

Research results. Successful implementation of decentralization processes to create an effective management model in the system of decentralized government of Ukraine should be based on adequate social standards, independence, efficiency, accessibility and transparency of the judiciary. The goals of increasing the administrative capacity and efficiency of territorial administration were achieved through the unification of small territorial communities into large local governments, the goals of maintaining the relationship between government and the population wereachieved through the formation of intermediate structures of inter-municipal cooperation [19]. The number of local governments in individual European countries is shown in *Fig. 1*.

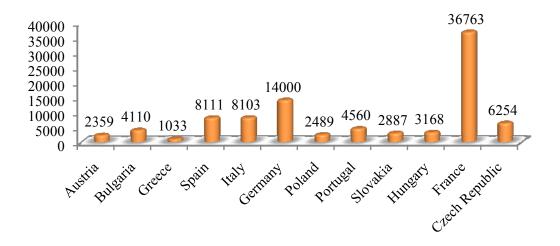


Fig. 1. Number of local governments in some European countries, 2020 *Source*: calculated by the author according to the [4; 18].

According to the concept of reform, in Europe, different basic size and powers of the basic links of the administrative-territorial system were formed. The largest number of local governments among the analyzed countries is in France, the average in Germany, Italy, Spain, and the least in Greece. In particular, in countries such as Denmark, Lithuania and Sweden, the number of local governments decreased by 80%, in the United Kingdom — by 77%, in Germany — twice. A separate stage of the decentralization reform, in addition to the formation of capable administrative-territorial entities, is the effective distribution of tasks and competencies of public authorities and the assignment of relevant powers to local governments. At the same time, the powers of local governments are granted on the basis of the principle of subsidiarity, with the maximum approximation of the provision of public services to the population, and the body that decides on its provision — to the problem it is designed to solve. In general, most European countries distribute powers at different levels based on the principle of general competence.

It is worth noting that the formation of the powers of local governments, based primarily on the possibility of maximum approximation of public services to their consumers, depends on the distribution of revenues between the budgets of different levels. Given the peculiarities of building the budget system of the EU, scientists identify three models of distribution of budget revenues at different levels, namely [15]:

• distribution of tax revenues and other revenues between different levels of the country's budget system — a model that is partly typical of the United States;

- splitting of tax revenues through the allocation to the budgets of different levels of specific shares of tax revenues within a single tax rate a model that is partly typical of Germany;
- establishment at the level of administrative-territorial entities of allowances to national taxes a model typical of Sweden.

If we analyze the main aspects that affect the level of tax autonomy of local budgets in Europe, we can draw the following conclusions [12]:

- only in eight countries do local governments have the right to set their own tax rates and determine the tax base for the taxation of individual taxes and fees. At the same time, the tax systems of these countries have a low share of local taxes;
- instead, local governments in most European countries independently determine the marginal tax rates at the local level (in Belgium, Spain, Great Britain, Denmark, the Netherlands, Sweden, Switzerland and Finland, such revenues provide about 84% of local budget revenues, in Poland, Norway, The Czech Republic and Hungary 45%);
- in most European countries there is a distribution of tax revenues between local and central budgets, however, there are no states in which the proportion of distribution is determined by local governments.
- only in one European country (Portugal) at the central level are set the marginal rates of local taxes and determine the tax base of these taxes. Tax and non-tax revenues of individual countries are shown in *Fig. 2*.

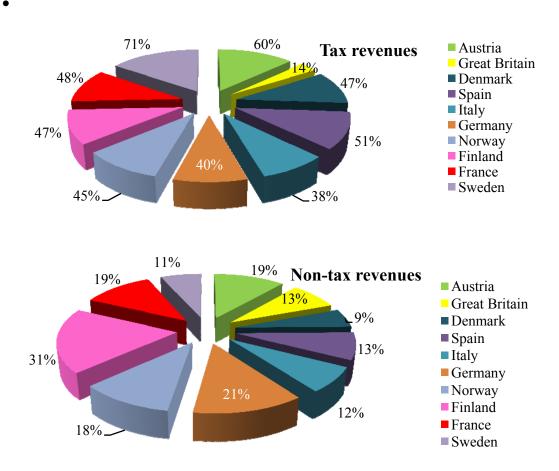


Fig. 2. The structure of local budget revenues in European countries, 2020 *Source*: calculated by the author according to the [4].

Fig. 2 shows the highest percentage of tax revenues in Sweden — 71% and Austria — 60%, and the lowest in the UK — 14%, if we characterize non-tax revenues, the highest percentage -Finland (31%), and the lowest in Sweden (11%) and Denmark (9%). When studying the tax system of European countries at the local level, it is advisable to pay attention to the role and place of local taxes and fees in this system. Thus, in France, due to local taxes and fees, the revenue side of local budgets is replenished by 65%, in Germany — by 47%, in the UK — by 36%. At the same time, in European countries there is an extensive system of local taxes and fees: in Belgium they can be traced more than 100, in Italy — 70, and in France — 50 [14]. The organization of the tax system in European countries is different, it is characterized by the collection of tax payments to local budgets. As in Ukraine, the collection of personal income tax is one of the main sources of revenue for local budgets in European countries such as Austria, Belgium, Denmark, Norway, Poland and Switzerland. Instead, in the United Kingdom and the Netherlands, this budget-generating tax does not go to local budgets. Problems of financial decentralization are based on improving the efficiency of local taxes and fees, making changes in the administration of these taxes, clarification of the conditions for the creation and use of special funds and solving problems of control over the completeness, timeliness and reliability of the received financial tax revenues. Important tasks are to identify threats at the regional level, to develop methods to combat them using the resources available to local executive bodies and local governments, in the framework of building a national system of sustainability. The level of subsidies for individual regions is shown in Fig. 3.

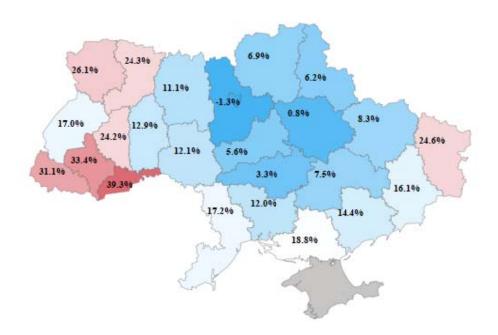


Fig. 3. The level of budget subsidies in 2020 (%)

Source: own calculations.

The level of subsidies is 39.3% in Chernihiv region, 33.4% in Ivano-Frankivsk region and 31.1 in Zakarpattia region. Basic and reverse subsidies are opposite in the direction of cash flows, the main purpose of which is to ensure the horizontal equalization of the tax capacity of local budgets. Thus, if the value of the tax capacity index is 0.9—1.1, the equalization is not carried out; if less than 0.9— the local budget is provided with a basic subsidy in the amount of 80% of the amount required to achieve the value of the index 0.9; if more than 1.1— a reverse grant is transferred from the relevant local budget— 50% of the amount exceeding the value of the index 1.1. At the same time, equalization is carried out only taking into account the corporate income tax and personal income tax for regional budgets and personal income tax for other local budgets. The level of subsidies depending on the type of settlement and population (*Table 1*).

Table 1

The level of subsidies

Type of settlement	The level of subsidies (%)	Number groups	The level of budget subsidies (%)	
Village	18.4%	More than 15000 people	11.4%	
Town	16.4%	From 5000—15000 people	18.5%	
City	8.1%	Less than 5000 people	13.5%	
Average	14.3%	Average	14.4%	

Source: own calculations.

Territorial communities with a population of 5,000 to 15,000 have the highest subsidy rates on average. The lowest average value of this indicator for a territorial community with a population of less than 5 thousand people — only 13.5%. If we analyze the type of settlement, then 18.4% falls on the village. Calculations on the indicator «level of subsidy of budgets» (the ratio of the amount of basic or reverse subsidy to the amount of income of the general fund of the territorial community without taking into account subventions from the state budget) indicate that the least dependent on subsidies from the state budget are communities — cities of regional importance: among which the highest level of subsidies is only 9.1%. Financial resources of local government are shown in *Table* 2.

Financial resources of local government, UAH billion

Table 2

Horizontal alignment Horizontal alignment	Financiai resources	UI IUCAI guv			D 4'				
Horizontal alignment 15.7	Indexes	2021	Deviation	2022	Deviation				
Basic subsidy to local budgets	II		\ /	(prediction)	(+/-)				
State Fund for Regional Development 4.5 -0.4 11.2 +6.7				160	10.6				
State Support 4.5 -0.4 11.2 +6.7									
State Fund for Regional Development			+1.6	10.8	+0.4				
Socio-economic development of the territory									
Construction, repair, maintenance of roads 18.1				11.2	+6.7				
Emergency credit programs for the recovery of Ukraine Development of the CNAP network Spatial development of community territories Subvention to district councils Education Education Education Educational subvention Page 6									
of Ukraine Development of the CNAP network Spatial development of community territories Subvention to district councils Education Education Education Education Subvention Subvention Subvention Subvention Subvention Education Education Education Subvention Subventio									
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Subvention to district councils Education Education Education Education Education Subvention 99.6	Spatial development of community territories	0.06	new subvention	0.2	+0.13				
Educational subvention99.6+18.7108+8.4New Ukrainian school1.4+0.341.4Inclusive education0.50.5A capable school for better results1.0+0.51.3+0.3To combat COVID-19 in secondary schools1.0new subvention1.0Development of family forms of education, housing for orphans0.80.8Establishment of vocational education centers0.15+0.050.25+0.1Renovation of food units in schools1.5new subventionFire safety in educational institutions5.9-2.02.95-2.95Subsidy for the maintenance of educational and health care institutions5.9-2.02.95-2.95Support for individual facilities and activities in the health care system2.9+1.42.2-0.7Internet in the country side0.5new subvention0.5Development of sports infrastructure0.5+0.30.65+0.15Establishment of cultural service centers0.2new subvention				0,15	new subvention				
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A capable school for better results To combat COVID-19 in secondary schools Development of family forms of education, housing for orphans Establishment of vocational education centers Renovation of food units in schools Fire safety in educational institutions Subsidy for the maintenance of educational and health care institutions Support for individual facilities and activities in the health care system Internet in the country side Development of sports infrastructure Establishment of cultural service centers 1.0 +0.5 +0.0 0.8 0.8 0.8 1.5 1.5 1.5 1.0 1.0 1.0 1.0 1.0	New Ukrainian school	1.4	+0.34	1.4					
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Support for individual facilities and activities 2.9 +1.4 2.2 -0.7 in the health care system Internet in the country side Development of sports infrastructure 0.5 new subvention 0.5 +0.3 Establishment of cultural service centers 0.2 new subvention	Subsidy for the maintenance of educational	5.9	-2.0	2.95	-2.95				
Support for individual facilities and activities 2.9 +1.4 2.2 -0.7 in the health care system Internet in the country side Development of sports infrastructure 0.5 new subvention 0.5 +0.3 Establishment of cultural service centers 0.2 new subvention	and health care institutions								
Internet in the country side 0.5 new subvention 0.5 Development of sports infrastructure 0.5 +0.3 0.65 +0.15 Establishment of cultural service centers 0.2 new subvention	Support for individual facilities and activities	2.9	+1.4	2.2	-0.7				
Development of sports infrastructure 0.5 +0.3 0.65 +0.15 Establishment of cultural service centers 0.2 new subvention	in the health care system								
Establishment of cultural service centers 0.2 new subvention	Internet in the country side	0.5	new subvention	0.5					
Establishment of cultural service centers 0.2 new subvention	Development of sports infrastructure	0.5	+0.3	0.65	+0.15				
Ukraine's reconstruction program 0.5 new subvention	Establishment of cultural service centers	0.2	new subvention						
	Ukraine's reconstruction program			0.5	new subvention				

Source: own calculations.

Compared to previous years, the decline in 2021 can be traced to UAH 4.1 billion — construction, repair, maintenance of roads; UAH 0.4 billion — State Fund for Regional Development; UAH 2.0 billion — subsidy for the maintenance of educational and healthcare institutions. Forecasts in 2022 show a decrease of only UAH 2.95 billion — a subsidy for the maintenance of educational and health care institutions and UAH 0.7 billion — support for individual institutions and activities in the health care system. There are also many new subventions, as shown in the table.

The reliability of the obtained results, conclusions, and proposals is based on a comprehensive analysis of statistical data and scientific generalizations [1].

The main positive aspects of the introduction of horizontal equalization of tax capacity of local budgets are as follows: first, the formation of reverse subsidies is based on the analysis of revenues from two taxes (income tax and personal income tax), which does not affect the level of interest of local governments on the accumulation of the largest possible amount of revenue to local budgets; secondly, the basic subsidy provides 80% of the required financial resources, the other 20% should be accumulated at the level of the relevant local budget, which is one of the factors stimulating communities to development. Thus, the study of the formation of a new system of intergovernmental transfers and horizontal equalization of tax capacity of local budgets is characterized by the following aspects: change in the structure of intergovernmental transfers provided from state to local budgets in the direction of the use of subventions, resulting in a decrease in the influence of local governments on the volume and direction of use of resources andincreasing centralization of financial resources; the possibility of using the mechanism of horizontal equalization of tax capacity of local budgets as a tool to stimulate the development of administrative-territorial units; strengthening the responsibility of line ministries for the development of relevant industries through their functioning as the main managers of funds in the allocation of financial resources and their provision in the form of appropriate subventions.

The situation in Ukraine due to the global risks of the COVID-2019 coronavirus pandemic reveals another perspective of possible interaction between regions and communities in the framework of the national tasks of anti-epidemic sustainability of the economy and the community. A number of areas of local community responsibility have a direct impact on public health (including through improving the overall environmental situation) and improving resilience to the pandemic, and should therefore be included in the national system of measures. These include:

- construction, reconstruction and equipment of primary and secondary medicine institutions, including with the use of energy efficient technologies in order to further save budget funds;
- conducting an anti-epidemic audit of territories and identifying the main points of epidemic risk;
- improving public health; dissemination of preventive measures, formation of a healthy lifestyle; providing psychological help to overcome the depression associated with the effects of the pandemic; formation of a culture of health protection at the community level:
- promoting community-specific health risks and endemic diseases through relevant research on public health factors;
- development of large-capacity municipal passenger transport and increase in the number of rolling stock with observance of anti-epidemic measures on a long-term basis, construction of routes taking into account the need for dilution of passenger flows and reduction of passenger congestion;
- development of retail chains of food products (including the arrangement of food markets to optimize sales of local producers);
- organization of uninterrupted supply of quality drinking water and drainage services;
- organization of removal and processing of solid household waste;
- development of remote mechanisms for providing administrative and financial services to individuals and legal entities to avoid unwanted crowds;

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• strengthening the institutional and administrative capacity of communities to respond quickly and strategically to epidemic and other emergencies.

The level of financial security of the united communities remains one of the main aspects in determining their ability to ensure the fulfillment of the tasks and functions they are endowed with. Of course, the capacity of a community is measured by many factors and parameters, but the fundamental component of its life is financial resources. The concept of resources such as material, financial, labor and information serve the financial potential of the local community, as shown in *Fig. 4*.

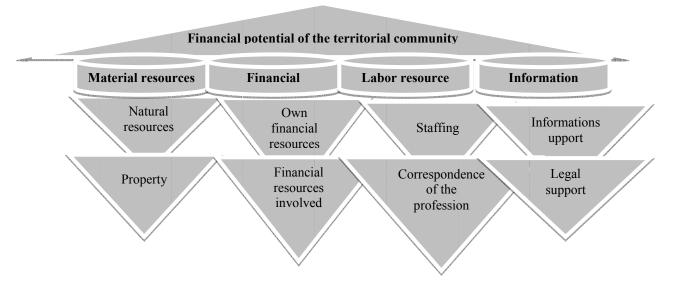


Fig. 4. Financial potential of the territorial community in modern conditions. *Source*: own research.

Experience and current challenges show that the «top» are usually able to continue to develop within traditional models, they have a rather weak motivation to diversify livelihoods and innovations in management, tend to be passive recipients of policies formed at higher levels of government. *Fig.* 5 shows the impact of the community and the risks of effective formation and use of local community budgets.

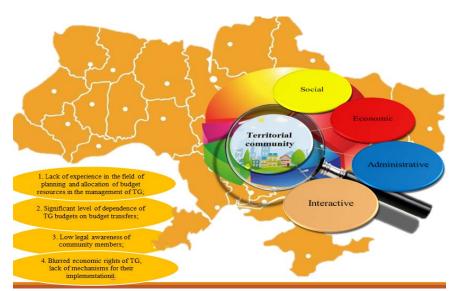


Fig. 5. Community impact and risks of effective formation and use of local community budgets

Source: own research.

Thus, the main arguments in favor of financial decentralization are its ability to ensure horizontal and vertical budget competition, which will contribute to the economic development of territories and regions and improve the quality of public services, as well as the possibility of increasing allocative efficiency of such services. preferences of the inhabitants of the territory. State financial support is growing every year (analyzing 2015—2020), *Fig. 6*. Thus, during 2019—2020, growth increased by UAH 10.2 billion.



Fig. 6. State financial support, 2015—2020 (billion UAH)

Source: own calculations.

The implementation of the task set before local governments depends on the location, the resource base available in the community and other aspects of community development that directly affect its perception as an environment for business development.

Achieving these goals will create appropriate conditions for socio-economic development of the community as a whole as well as allofits components, while using the diversification mechanisms to address potential risks in rural areas [5].

Various ratings speak eloquently about the state of the investment climate in Ukraine and business expectations [16]. Having analyzed the approaches to determining the features of community development and its perception as an environment for business development, we can identify the main activities of local governments to enhance entrepreneurship in the community.

Including

- stable fiscal policy at the local level, in particular in the frame work of the establishment and administration of local taxes and fees;
- stability and simplicity in resolving legal issues;
- ensuring efficient land use, formation of the planned and functional structure of land plots within the community, informing potential investors about the possibilities of community land use;
- the possibility of effective use of communal property of the community and informing potential investors about these opportunities;
- information policy and organizational culture at the level of local governments in relation to investors, support for business initiatives at the level of local authorities.

Conclusions. Emphasis is placed on the new regional development policy in Ukraine, which will be based on subsidiarity, which is one of the key principles of development policy and assumes that each action of individual policies is programmed and implemented at the lowest possible levels, and an integrated territorial approach. A project within the framework of regional policy is a territory characterized by a specific set of social, spatial, ecological and economic features.

The directions of development of local budgets in the context of administrative and financial decentralization are formulated. The focus is on the role of local budgets as a financial base for the functioning of communities, based on which the guidelines for the development of local budgets in the main areas are determined: increasing the revenue base; ensuring efficient implementation of expenditures; improving the procedure for providing intergovernmental transfers.

The development of each region is characterized by specific challenges, barriers or potentials, the development of which is especially important in terms of cohesion of the region or country. The scientific article proposes a conceptual model of effective use of economic and financial potential of territories in terms of administrative and financial decentralization, which provides effective use of internal community potential, combining budgetary potential, financial resources of businesses, households and financial institutions.

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