

БЮДЖЕТНА ПОЛІТИКА ТА ЇЇ МІСЦЕ У БЮДЖЕТНОМУ ПЛАНУВАННІ

Досліджено теоретичні основи бюджетної політики та бюджетного планування з узагальненням наукових підходів до визначення сутності та взаємозв'язку даних понять, формулюванням власної позиції до розуміння їх змісту і завдань. Обґрунтовано роль бюджетної політики та визначено її місце у бюджетному плануванні, а також необхідність дотримання її цілей, зокрема на місцевому рівні. Систематизовано основні принципи, з акцентування на об'єктивності, спадкоємності, обов'язковості, гласності, та основні ознаки класифікації бюджетної політики, що необхідно для її ефективного здійснення. Для подальшого вдосконалення організації бюджетного планування виокремлено основні етапи його інформаційно-аналітичного забезпечення. Визначено основні завдання бюджетної політики на місцевому рівні та фактори, що впливають на її реалізацію в умовах ринкової економіки.

Ключові слова: місцеві бюджети, бюджетне планування, бюджетна політика, доходи бюджетів, видатки бюджетів, органи місцевого самоврядування, бюджетний процес.

Савчук Светлана

БЮДЖЕТНАЯ ПОЛИТИКА И ЕЕ МЕСТО В БЮДЖЕТНОМ ПЛАНИРОВАНИИ

Исследованы теоретические основы бюджетной политики и бюджетного планирования с обобщением научных подходов к определению сущности и взаимосвязи данных понятий, формулировкой собственной позиции к пониманию их содержания и задач. Обоснована роль бюджетной политики и определено ее место в бюджетном планировании, а также необходимость соблюдения ее целей, в том числе на местном уровне. Систематизированы основные принципы, с акцентированием на объективности, преемственности, обязательности, гласности, и основные признаки классификации бюджетной политики, что необходимо для ее эффективного осуществления. Для дальнейшего совершенствования организации бюджетного планирования выделены основные этапы его информационно-аналитического обеспечения. Определены основные задачи бюджетной политики на местном уровне и факторы, влияющие на ее реализацию в условиях рыночной экономики.

Ключевые слова: местные бюджеты, бюджетное планирование, бюджетная политика, доходы бюджетов, расходы бюджетов, органы местного самоуправления, бюджетный процесс.

Svitlana Savchuk

FISCAL POLICY AND ITS ROLE IN BUDGET PLANNING

The article deals with theoretical principals of fiscal policy and budget planning taking into account scientific approaches to defining essence and interconnection of these concepts. The author's understanding of the content and tasks of fiscal policy and budget planning was described in the article. The role of fiscal policy and its role in budget planning were proved. The necessity of observing budget planning goals on a local level was underlined. The main principles emphasizing objectivity, heredity, obligation, publicity and the main characteristics of fiscal policy classification necessary for its effectiveness were systematized. The main stages of information and analytical guarantee of budget planning and its future improvement were differentiated. The main tasks of

fiscal policy on a local level and factors influencing its implementation within market economy were defined.

Key words: *local budgets, budget planning, fiscal policy, budget revenues, budget costs, local government bodies, budget process.*

Fiscal policy is a key factor for effective budget planning within market economy. Budget reforming within fiscal policy improvement on a state and local levels is one of the main directions of financial and economic transformations in Ukraine. Therefore it is necessary to upgrade a model of fiscal policy that would meet modern realities taking into account the necessity to balance the main and regional needs and eliminate disparities of budget provision of some administrative units and support the effective functioning of budget system. The overall reaction of legislative and executive authorities, societies, businesses and individuals should be taken into account. State tasks and appropriate decisions in the budget should be based on qualitative and quantitative assessments of conditions and factors influencing or acting in the public system state.

Such scholars as O. Vasylyk, S. Bulhakova, V. Demyanyshyn, A. Yepifanov, O. Kyrylenko, V. Kravchenko, M. Kulchytskyi, I. Lunina, Yu. Pasichnyk, V. Fedosov, S. Yuriy and others investigated fiscal policy in its different aspects. But contemporary investigations are insufficient on a local level, especially investigation of the role and place of fiscal policy in budget planning.

The aim of our investigation is theoretical foundations of fiscal policy specifically on a local level and its role in budget planning.

The role of budget planning is being intensified under conditions of market economy establishment in Ukraine because budget performance depends on proper planning. Budget planning is effective in revealing the sources of forming budget revenues providing mobilization in main fund of money resources necessary for financing tasks and functions of local and state government bodies. The analysis and evaluation of the actual conditions of economy of state, regional and some areas non-material production sphere, which makes it possible to assess their financial capabilities and identify the reserves increasing revenue base and identify effective uses of public funds are done during planning. As a result, the separation of the main tasks of budget planning is reasonable, they are the next:

- to establish the optimal ratio between centralized and decentralized budget costs;
- optimal transfer of budget costs between separate branches of budget system;
- to define sources of income and to calculate the total budget revenues;
- to search and reveal alternative sources of budget costs;
- to define the directions of effective usage of budget costs and support their end use;
- forming of budget provisions;
- to ensure transparency of forming budgets on all levels.

In economic literature budget planning is examined as an organizational form of management system and as a part of budget mechanism. From a position of management in determining the role of planning in public life should be indicated in its direct relationship with the system of management. Hence, the essence of planning can be determined by analyzing the content of the basic functions of management. The function of management “training and management decision” means above all practical work of setting goals and tasks set by subject of management, and the development of activities providing their achievement [4, p. 17].

Specificity of interconnection of planning and management is defined by objective basis of system of management as management is inherent to society at every level of its development and is comprehensive. A characteristic feature of system of management is regularity, the essence of which is in human consciously identifying and planning the directions and purposes of their actions, consistent with their resources and taking into account the direct and indirect effects of the external environment against them. Work planning is beyond individual industries and extends to the activities of individual entrepreneurs, the development and functioning of individual industries, and the activities of the state actively intervenes in the social and economic including financial processes.

Within this the effectiveness of management of the national economy, the economy of administrative-territorial units, the activities of enterprises, organizations and regulation of different social and economic processes in society depends on the established system of planning because it is necessary to define properly the goals and develop scientifically based measures to achieve set objectives.

Ukrainian scientists emphasize the versatility of budget planning. It is important to note two key positions of understanding the economic substance of the budget planning investigated by scientists. Some researchers interpret the content of the budget planning within the main scientific approaches to its essence and others explain by the form based on the calculations at appropriate stages of the budget process.

However, given fundamental approaches about the interpretation of budget planning can not be investigated separately because in such way they do not reflect the main fundamental characteristics of the basic concepts. As a result the economic content and the role of local budget planning are not revealed completely.

Hence, the essence of budget planning including the local budgets must be understood in the context of its basic comprehensive characteristics. Indeed, knowledge of the essence of this concept serves as a basis for consideration of its forms reflected in the content of the state and determining the main goals and tasks of fiscal policy.

Considering given tasks it is necessary to determine the complex nature of the concept of “budget planning” including those at the local budgets, on the one hand as a tool for managing the budget system and fiscal relations on the basis of certain principles and practices and taking into account the social and economic development, objectives of state and regional fiscal policy and on the other hand as one of the major components of the budget mechanism during which the financial resources of the state are determined and administrative and territorial formations are growing their reserves in order to fulfill state authorities and local self-assigned functions and objectives.

Fiscal policy should play the initial role in budget planning because the directions of fiscal policy determine those priorities which necessary to be achieved in the budget planning. However, budget planning serves as an effective tool of fiscal policy implementation.

The main priorities defined by local authorities concentrated in fiscal policy area are very important for budget planning in the local budgets in addition to national fiscal policy.

Theoretical and practical aspects of the implementation of fiscal policy at the local level are investigated enough at the present stage of investigation but there is no one definition. Thus, V. Kravchenko defines fiscal policy at the local level as a “system of measures taken by the central government in order to manage the process of formation, distribution, redistribution and use of financial resources in the regional and other political units” [2, p. 286]. The system measures its implementation is to provide basic to The central government assistance to local authorities which do not have enough resources to perform their functions in the system of measures of its realization is very important. M. Chechetov, N. Chechetova and A. Berezhna characterize fiscal policy at the local level as “goals and directions of development of fiscal relations and methods of their implementation at the local level formally designated by local governments” [5, p. 46]. Yu. Pasichnyk considers fiscal policy as a part of national policy at the local level distinguishing the factors influencing it and dividing them into factors of national and local area. In particular, in the latest direction he defines local development strategy, the declared course of economic and social reforms of the ruling parties of the region and the real possibilities of local budget resources [3, p. 399]. In addition, while planning local economic development budget policy should include situation analysis, planning and development control.

The obligatory condition of planning practice and budget forecasting is supporting with effective fiscal policy for financial and social stability of a region in particular and a state in general. Fiscal policy at the local level will become an effective tool of management of budget process particularly in organizing of budget planning if it will be based on such principles:

– objectiveness which means reflection of real processes in fiscal. Objective policy includes the action of development of economic laws and it is based on real possibilities;

– heredity which foresees forming of fiscal policy at the local level for future budget year taking into account tasks and defined priorities of last period. This principle supports stability of budget system in general and separate budgets and it is an essential condition of effective usage of budget resources especially for a continuous prospect (beyond budget period);

– obligation, according to which local fiscal policy will be active if measures are obligatory for fulfillment otherwise fiscal policy will become only as a political slogan with political discussion;

– publicity in local fiscal policy which means clarity, openness and under control at all stages of budget process. Citizens as taxpayers must be informed exactly about fiscal policy of local governments and know how their taxes are spent.

Observing these principles is an important condition of effective local fiscal policy. For fulfillment of tasks and goals it is necessary to classify fiscal policy according to its content and principal direction of measures of budget process management, measures, content and activity of instruments using in fiscal policy, range of goals and tasks, duration of their realization and territorial localization of measures and government competence. The policy in the sphere of local budget revenues, local budget costs, interbudget relations and budget control at the local level was distinguished according to the content and principal direction of measures of budget process management. The motivating and constraining fiscal policy at the local level was emphasized taking into account measures, content and activity of instruments using in fiscal policy. Budget strategy and tactics were distinguished taking into consideration a range of goals and tasks and duration of their realization. Common state budget policy and budget policy at regional and local levels were defined according to territorial localization of measures and government competency [1, p.273, 278]. The given classification of fiscal policy has not only theoretical but mostly practical meaning reflecting fiscal policy at the local level as very complicated, diverse and multidirectional process. To analyze deeply and evaluate local fiscal policy objectively in Ukraine it is reasonable to use features of classification mentioned above and results put into the basis of priorities, concrete ways and mechanisms of development and realization of fiscal policy.

The goal of fiscal policy at the local level is achieving goals and tasks foreseen by plans of social and economic development, its fulfillment with the help of necessary budget resources and rational and principal usage of budget costs. Effective fiscal policy of local governments has to be always directed to increasing of separate territory economic development.

So for planning and forecasting improvement it is necessary building of content and logical sequence of informational and analytical supporting of budget planning differentiating such stages: informational necessities determination necessary for monitoring of budget indices; block of data determination characterizing effectiveness of fiscal policy and defining the factors influencing their realization; taking into account the necessities of territorial community necessary for fiscal policy implementation at the local level.

Summarizing we can define the main tasks of fiscal policy at the local level:

– creating conditions for favorable financial conditions for stable social and economic development of territory which should support increasing standard of living;

– support and stimulation of business structures activity with the aim of their unprofitableness prevention and increasing of financial resources what will influence positively on growth of local budgets income;

– improvement of forms and methods of mobilization and usage of financial resources of territory considering its social and economic development;

– social support of vulnerable segments of the population;

– support of functioning of social infrastructure content belonging to budget sphere;

– financial support of programs and measures connecting with environmental protection and ecology.

One of the strategic directions of fiscal policy specifically at the local level it is necessary to consider scientifically reasonable planning of budget indices supporting realization of the main

directions of social and economic regional development increasing according to its financial possibilities.

The effectiveness of fiscal policy at the local level can be estimated using a system of indicators defining the state of local economic and social sphere. Using these indices in practice in the context of their system development a real fulfillment is compared with planned one. The system of indicators makes it possible to “evaluate the actual state of financial management at the local level. The task of this assessment is providing a higher level of financial indicators that allow comparing the financial position of entities located in the administrative unit, i.e. comparative analysis between individual budgets”[3, p.468].

Thus, in the process of forming of local fiscal policy it is reasonable to plan budget resources of administrative and territorial items taking into account such strategic factors:

- the level of development of local utility and social sphere of administrative and territorial item;
- necessity of increasing of income base and effectiveness of local budget costs;
- the fulfillment of social programs financed by means of budget;
- forming of legislative and normative base regulating processes of planning and budget implementation;
- personal revenues availability to local budgets within active authority;
- the level of development and increasing of effectiveness of public utilities;
- support of effective usage of budget costs in the conditions of limited financial resources.

Література

1. Бондарук Т. Г. Місцеве самоврядування та його фінансове забезпечення в Україні / Т. Г. Бондарук ; НАН України; Ін-т екон. та прогнозів.– К., 2009. – 608 с.
2. Кравченко В. І. Місцеві фінанси України : навч. посіб. / В. І. Кравченко. – К. : Т-во „Знання”, КОО, 1999. – 487 с. – (Вища освіта ХХІ століття).
3. Пасічник Ю. В. Бюджетний потенціал економічного зростання в Україні : монограф. / Ю. В. Пасічник. – Донецьк : ТОВ „Юго-Восток, Лтд”, 2005. – 642 с.
4. Стратегическое планирование / под. ред. Э. А. Уткина. – М. : ТАНДЕМ : ЭКМОС, 1998. – 440 с.
5. Чечетов М. В. Бюджетный менеджмент : навч. посіб. : в 2 ч. / М. В. Чечетов, Н. Ф. Чечетова, А. Ю. Бережна. – Х. : ВД „ІНЖЕК”, 2004. Ч. 1. – 2004. – 560 с.

Bibliography

1. Bondaruk, T. (2009) *Mistseve samovriaduvannia ta yoho finansove zabezpechennia v Ukraini*. Kyiv: NAN Ukrainy In-t ekon. ta prohnosuv.
2. Kravchenko, V. (1999) *Mistsevi finansy Ukrainy*. Kyiv: T-vo Znannia KOO.
3. Pasichnyk, Iu. (2005) *Biudzhetniyi potentsial ekonomichnoho zrostantia v Ukraini*. Donetsk: TOV Iuho-Vostok Ltd.
4. Utkyn, E. (1998) *Stratehycheskoe planyrovanie*. Moskva: TANDEM EK MOS.
5. Chechetov, M., Chechetova, N., Berezhna, A. (2004) *Biudzhetniyi menedzhment*. P. 1. Kharkiv: VD INZhEK.