

MEDIUM-TERM BUDGET PLANNING: DOMESTIC REALITIES AND FOREIGN EXPERIENCE

In modern conditions of budget decentralization an important stage of reform has been the introduction of medium-term budget planning in the context of distribution of program-targeted budget method. The predictability of budget indicators requires a clear definition of strategic priorities in the implementation of reforms within the available budgetary capacities, the responsibility of all participants of the budget process, its transparency, which assists to the restoration of public confidence to authorities of different levels of government and to the improvement of the quality of provided public goods.

In domestic practice, the introduction of medium-term budgeting is regulated by the Strategy of reforming the system of public finance management for 2017-2020, in which the distribution of budget resources are provided according to the priorities of development for 3 years. In addition, the adoption of the medium-term budgetary declaration, strengthening the transparency of the process of defining the priorities of budgetary policy, as well as the responsibilities of the main spending units in the budget planning process are determined.

Thus, the first step to the introducing of medium-term budget planning in Ukraine was the development of the state budget by the Ministry of Finance for 2018 on the basis of the medium-term budget resolution.

With the changes made, the innovations regarding to the medium-term planning at the state level were:

- introduction of the Budget Declaration for the medium term;
- extension of budget rights;
- coordination of strategic and budget planning.

At the same time in the level of regional budget as an instrument of average term budget planning local financial plans for three years have been introduced.

In addition to this states which were determined annually in the Budget Policy Guidelines, the Budget Declaration defines:

- ceiling of expenses and the granting of credits as the maximum possible amount of budget funds that can be obtained under certain economic conditions;
- ceilings for each major spending unit;
- aims of the main managers and indicators of the result of their activity within the defined states;
- rating of fiscal risks.

In general, the Budget Declaration regulates the optimal allocation of the budget resources available in the medium-term.

According to all these things the absolute advantages of introducing medium-term budget planning in domestic practice can be:

-implementation of financial and macroeconomic stability in the country and regions;

- introducing mechanisms for forecasting budgetary resource flows by the Ministry of Finance and sectoral ministries;

- formation of budgets based on real indicators;

- establishment of control over the public debt;

- predictability and calculation of the effects of political factors on the economy of the state;

- strengthening of budgetary discipline by increasing the efficiency and effectiveness of budget expenditures;

- clearness in determining priorities in the use of budgetary funds;

-increasing the responsibility of managers according to allocation and usage budget funds;

- forecasting current expenditures that will arise in relation to finishing of budget projects;

- strengthening the overall budgetary control;

- ensuring stability in budget policy implementation, etc.

Despite of given advantages certain risks and challenges to the future implementation of medium-term budgetary planning in Ukraine cannot be ignored:

- unpredictability of medium-term inflation;

- reduction of employment;

- the unwillingness of local budget spending units to model medium-term planning, in particular, most of them are not able to make medium-term sectoral plans;

- significant influence of political factors, which is manifested in the negative impact on changes in budget priorities, which jeopardizes the main value of reform - planning and stable financing of long-term socio-economic programs.

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- instability of the macroeconomic situation, which has a direct impact on the accuracy of medium-term forecasts;

- lack or poor quality of medium-term sectoral strategies of the main spending units, insufficient capacity of the ministries to carry out sectoral budgeting in the medium-term.

Therefore, in such circumstances, it becomes relevant to apply the experience of foreign countries in domestic practice, which will facilitate the further development and improvement of medium-term budgetary planning.

It should be noted that in the countries where the medium-term budgetary planning is implemented, its implementation takes into account national peculiarities, which allows to distinguish different approaches to its implementation. However, the commitments of the authorities to monitor the situation of all sectors of the economy remain common; control over the implementation of budget programs; combination of short and medium-term budget goals; identifying budget priority goals in spending, etc.

In particular, the experience of Finland, the Netherlands and the United Kingdom is positive in the application of medium-term budget planning, where budget goals are defined not only declaratively but also its clearly defined the period of their usage. In France, however, it is not obligatory to review them annually. Expansion and refinement of defined goals occurs when it is needed. The use of methods for determining the marginal levels of budget expenditures in foreign practice is specific, which is mandatory within the medium-term budgetary planning. The high level of transparency is facilitated by the determination of the marginal cost ratio in nominal terms, as it is in Austria, the Czech Republic, the United Kingdom, Sweden and other countries that allow direct monitoring and control of the budget funds usage. However, calculating the marginal amount of expenditure, based on its real growth, provides direct flexibility for medium-term planning in the Netherlands and Poland, while limiting the transparency of the planning process. For example, in the Netherlands, the annual expenditure ceiling can be adjusted and raised and revised, taking into account the level of inflation, but with the identification of sources of funding.

According to the experience of foreign countries, based on national peculiarities and specific economic development of the country, in the implementation of medium-term budgetary planning individual budget items may not be taking into account. In particular, in the Netherlands, Sweden. The UK is government debt interest payments, UK and Finland are cyclically sensitive expenditures (unemployment benefits) and more. It is the approval of the sliding three-year spending limit in the UK and Sweden that enhances fiscal discipline in the budget process.

Thus, medium-term budgetary planning plays an important role in the budgetary process both for Ukraine and developed foreign countries. However, its effectiveness and successful implementation depends both on the peculiarities of economic development of the state and regions, as well as on the influence of political factors, the specifics of the distribution of state power, and so on.

Therefore, further development of medium-term budgetary planning should be accompanied by:

- active implementation of the reforms which plan should provide a clear specification of the financial support of all planned innovations;
- increasing the efficiency of implementation of state programs;
- efficient use of resources by local authorities and constant search for alternative revenue sources of the state and local budgets;
- increasing transparency in the budget process and accountability of its participants.

This will contribute to the effective formation of the medium-term budgetary plan as the financial plan of Ukraine in the context of carrying out all reforms and eliminating the practice of non-systematic changes to the fiscal legislation.

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