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## Analysis of the development of the system of inter-budgetary relations in the Republic of Kazakhstan

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**Abstract.** In recent years, the issue of inter-budget relations in the Republic of Kazakhstan has obtained a particular relevance. The centralization of tax revenues to the republican budget leads to insufficient independence and provision of local budgets with sources of income, which is the result of the decrease in the number of donor regions from eight to four in ten years, among other things.

The purpose of the article is to study and systematize the scientific approaches to improving the relationship between different levels of the budgetary system of the Republic of Kazakhstan, as well as to summarize and develop relevant recommendations. The following scientific methods were used in the article: analysis and synthesis, graphical and statistical methods.

As a result of the study, the theoretical aspects of inter-budget relations in the Republic of Kazakhstan were studied, in particular, the construction of the state budgetary system was studied, and the levels and types of budgets were given. The key problems of inter-budget relations in the state, as well as related problems of the budgetary system were outlined.

**Keywords:** central cash fund, tax revenues, income, expenses, self-government, budget, transfers.

### Introduction

The normal development of the economy and the well-being of both the state as a whole and its citizens depend on the efficiency and effectiveness of the financial system. In the process of distributing GDP (gross domestic product), the state develops certain relations with business entities, institutions and population, which are associated with the formation and use of a central fund of monetary means, the main task of which is to ensure social well-being and

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economic development. The totality of such relations is a budgetary system that is the most important component of the financial system of state. Budgetary funds are directed to the needs of population, expansion of production, stimulation of innovative activity, defense, etc. The budget has legislative force, and the development and implementation of budget programs ensure the well-being of society. The budgetary system of the Republic of Kazakhstan is based on the interaction of budgets of different levels, which is enshrined at legislative level of the Budget Code of the Republic of Kazakhstan 2008 [1]. The Republican budget is the first level of budgetary system. The remaining budgets (regional, budgets of cities of republican significance, capitals, district budgets) refer to the local budgets. The formation and use of budget occurs through the revenues and expenditures of budget. Incomes are formed mainly through the tax and other revenues, while expenses provide for social needs, production development, innovation and much more.

In recent years, the contradiction between the centralization of tax revenues to the republican budget and the need to provide greater independence and freedom of action for local budgets has escalated in the Republic of Kazakhstan. A consequence of the growing dependence of the regions on the republican budget is the fact that the number of donor-regions has decreased from eight to four between 2010 and 2020.

The scientific novelty of the article is a certain work on fiscal decentralization by providing additional tax and fiscal powers to the budget of the fourth level. That is, proposals for the regulatory allocation of corporate income tax from small and medium-sized businesses between budget levels.

## **Literature review**

Many scientists and researchers were engaged in the issues regarding optimization of inter-budget relations. It is worth noting that the objects of their research were both the theoretical aspects of problem, and the development and proposal of real practical optimization methods. For example, Z. Altaibayeva et al. [2] studied the economic mechanism for the formation of local budgets of the Republic of Kazakhstan in the context of its current state and development trends. Scientists have come to conclusion that the proper self-government of local budgets is possible by means of introducing and determining responsibility for their formation and execution. For this, it is necessary to monitor and evaluate the effectiveness of local subjects of budget relations.

A.S. Isakhova also explores the problem of relations between the central and local budgets. The researcher believes that it is advisable to transfer the reforms to the lower levels of budgetary system and he offers a number of recommendations regarding increasing the independence and efficiency of the local budgets. A. Alibekova et al. [3] focus on the need to increase financial control, which affects the effectiveness of local budgets, increasing their interest in the implementation of budget programs, etc. In the course of identifying problems related to the functioning of local budgets, Y. Bitoleuova et al. [4] note that most part of their spending is carried out for the current needs. This leads to insufficient financing of technological and innovative development. In addition to issues that directly relate to the problems of inter-budget relations, researchers pay attention to a number of related problems of the budgetary system of the Republic of

Kazakhstan. Thus, considering the fact that budget and tax policy are inextricably linked, many scientists focus on studying taxation issues in the context of optimizing the budgetary system. A.A. Baimagambetov et al. [5] note that one of the main sources of budget revenues is the tax on personal income, while at the same time it plays the role of social regulator, since it directly affects the income level of population. However, in the Republic of Kazakhstan, a single tax rate is applied to incomes of different sizes, so scientists offer to introduce a progressive taxation scale, which provides for an increase in the interest rate with the growth in revenues.

A. Shakbutova et al. [6] also conducted a study the tax system of the Republic of Kazakhstan, which led them to conclude that the state needs to reduce the VAT (value-added tax) rate in order to attract more taxpayers. According to the researchers' data, the VAT rate in Asia has been lower than in the Republic of Kazakhstan over the past two years. The decrease in tax rate and the provision of tax incentives can bring a stable positive result due to the expansion of tax base. In addition, researchers pay attention to the issues of state budget management Sytnyk et al. [7] and budget planning Sembiyeva et al. [8]. However, despite the high interest of scientific community in the problem under study, the issues regarding optimization of inter-budget relations in the Republic of Kazakhstan remain open. To this day, local budgets do not have sufficient independence and sufficient sources of stable income assigned to them.

Based on the above-mentioned, the purpose of this article is to study and systematize the scientific approaches to improving the relationship between different levels of budgetary system of the Republic of Kazakhstan, as well as to summarize and develop relevant recommendations.

## **Methodology**

In the course of the study, the following scientific methods were used: analysis and synthesis during the processing of theoretical and statistical information, as well as during the study of legislative framework for the research of legal acts regarding the topic of the article; graphical methods for representativeness of statistical and theoretical information provided; method of building a mental map to systematize and generalize the obtained conclusions. The methodological basis of the empirical research is the analysis of the stages of the implementation of the autonomous budget of local self-government in Kazakhstan.

In this work presents the scientific research of domestic and foreign scientists in the field of local self-government. The methodological basis is based on the analysis of the stages of implementation of the independent budget of local self-government in Kazakhstan. Theoretical research methods, systematic and generalizing approaches were used to study basic concepts and conduct a literary review. Methods of economic analysis of indicators (horizontal and vertical analysis), correlation, and trend analysis were used to analyze the state of implementation of an independent local government budget and fourth-level budget revenues and expenditures. The methodological basis of the study was made up of official materials of the Ministry of Finance of the Republic of Kazakhstan, the National Bank of the Republic of Kazakhstan, information bases for the study of materials obtained from Internet resources, the works of foreign and domestic scientists.

The research question is one of the most important aspects in the field of public administration, which is aimed at ensuring the effective allocation of financial resources between government bodies at various levels within the state. The relevance of this issue plays a crucial role in

improving the effectiveness of public policy, ensuring economic development and social equality. And the hypotheses are aimed at improving public administration, rational use of resources and strengthening the socio-economic situation. Improving the system of inter-budgetary relations is possible through a combination of effective financial allocation and administrative management approaches.

The holistic character of the study justifies its division into several interrelated and interdependent stages. At the first stage, the theoretical aspects of the budget system of the Republic of Kazakhstan were studied and analyzed. By analyzing the Budget Code of the Republic of Kazakhstan 2008, it was considered the construction of the budgetary system of the Republic of Kazakhstan, in particular the levels of the state budgetary system and types of budgets. It was made a comparison of the principles of the budgetary system of the Republic of Kazakhstan, the number and content of which changed during the period from 1996 to 2008. The problems of inter-budget relations in the Republic of Kazakhstan are presented, and it has been highlighted the main directions around which the identified problems are concentrated. At this stage, the construction of the budgetary system of the Republic of Kazakhstan is considered, the types and levels of the country's budgets are given. A parallel is drawn between the budget and tax policy, and factors of the effectiveness of fiscal policy are determined. The problems of inter-budget relations in the Republic of Kazakhstan are considered and the key issues are identified.

At the second stage of the study, statistical data were studied, in particular, the revenue and expenditure parts of the consolidated budget of the Republic of Kazakhstan were considered. The results of this stage are visually presented through the pie charts, which increases their representativeness. Conclusions are drawn regarding the volume of income, expenses and factors influencing the current state of affairs.

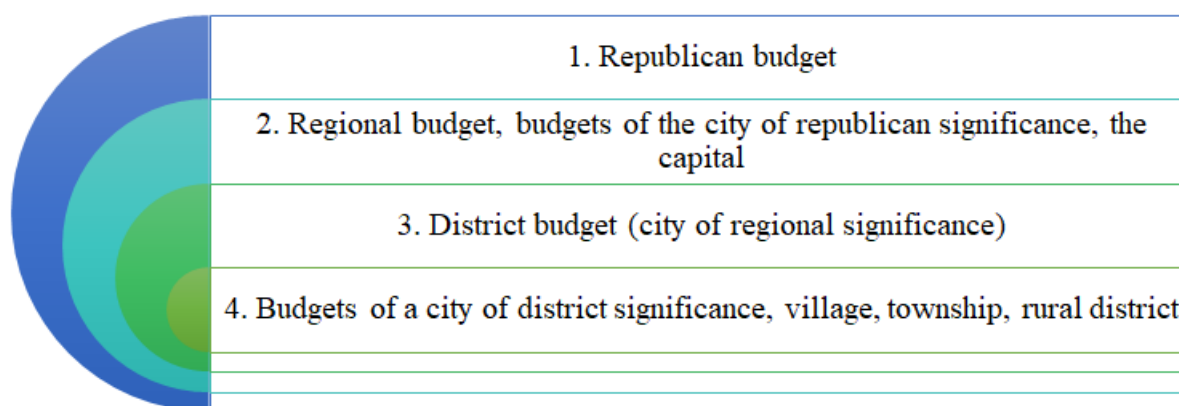
The third stage is devoted to consideration of ways to optimize the inter-budget relations in the Republic of Kazakhstan. With the help of building a mental map, the results obtained at the previous stages were summarized, and the key directions for improving inter-budget relations were identified. The latest steps of the government of the Republic of Kazakhstan regarding the optimization of inter-budget relations have been studied, an analysis of the latest budget reforms and new budget rules was made. It was given the analysts' opinions regarding the ways to optimize the inter-budget relations in the Republic of Kazakhstan and improve the budgetary system of the state as a whole. Particular attention is paid to the analysts' views on the possibility of increasing the budget revenues by means of improving administration, expanding the potential for tax collection, focusing on the long-term economic development. It has been considered the strengths of the budgetary system of the Republic of Kazakhstan, which are the result of the reforms and implementation of budget rules. It was given the priority directions of budget policy of the Republic of Kazakhstan, developed for the period after 2021. It was disclosed the content of such directions regarding environmental aspects, optimization of infrastructure management and opportunities to improve the efficiency of public-private partnerships for its financing, a detailed assessment of compliance and analysis of fiscal rules, as well as the development of fiscal institutions.

The last stage of the study concerns the analysis of its results by means of comparing the obtained conclusions with the researchers' opinions. At this stage, it has been noted that most scientists identify areas of optimization that generally correspond to the results obtained during the study. However, many scientists focus on certain aspects that are not considered in the article, which may be related to further directions in the study of the topic.

## Results and discussion

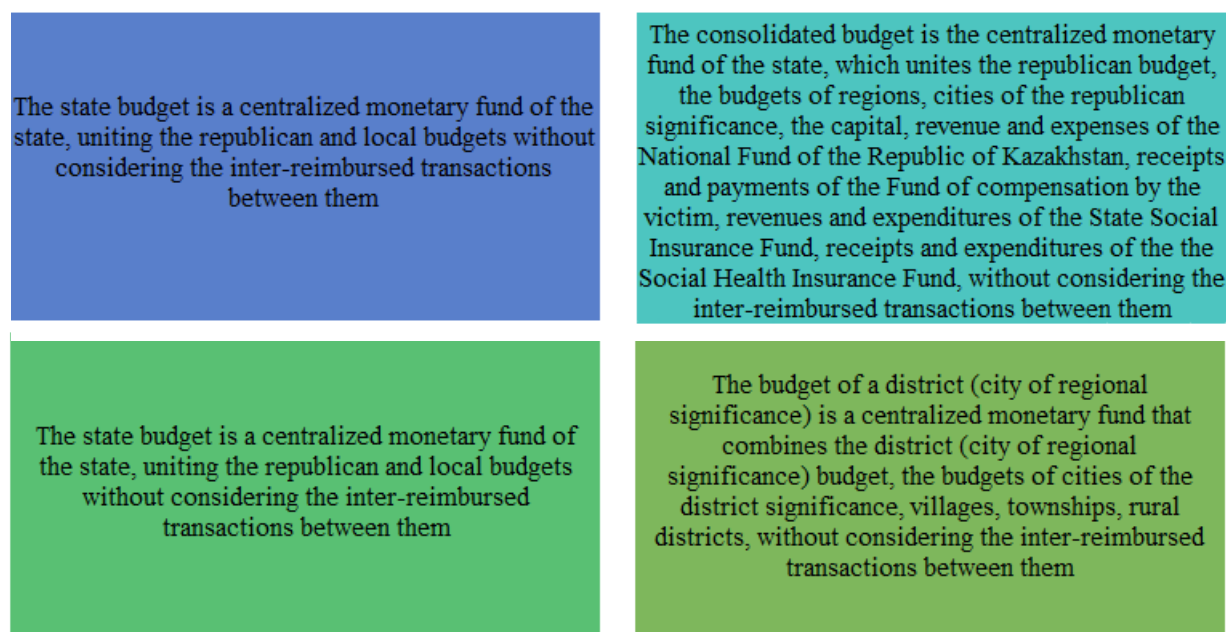
Theoretical aspects and problems of inter-budget relations in the Republic of Kazakhstan

Effective macroeconomic regulation of the economy is impossible without building an optimal system of inter-budget relations. In the Budget Code of the Republic of Kazakhstan 2008 (Chapter 2, Article 6) the following types and levels of the budget are defined (Figure 1; 2).



**Figure 1. Levels of the budget system of the Republic of Kazakhstan**

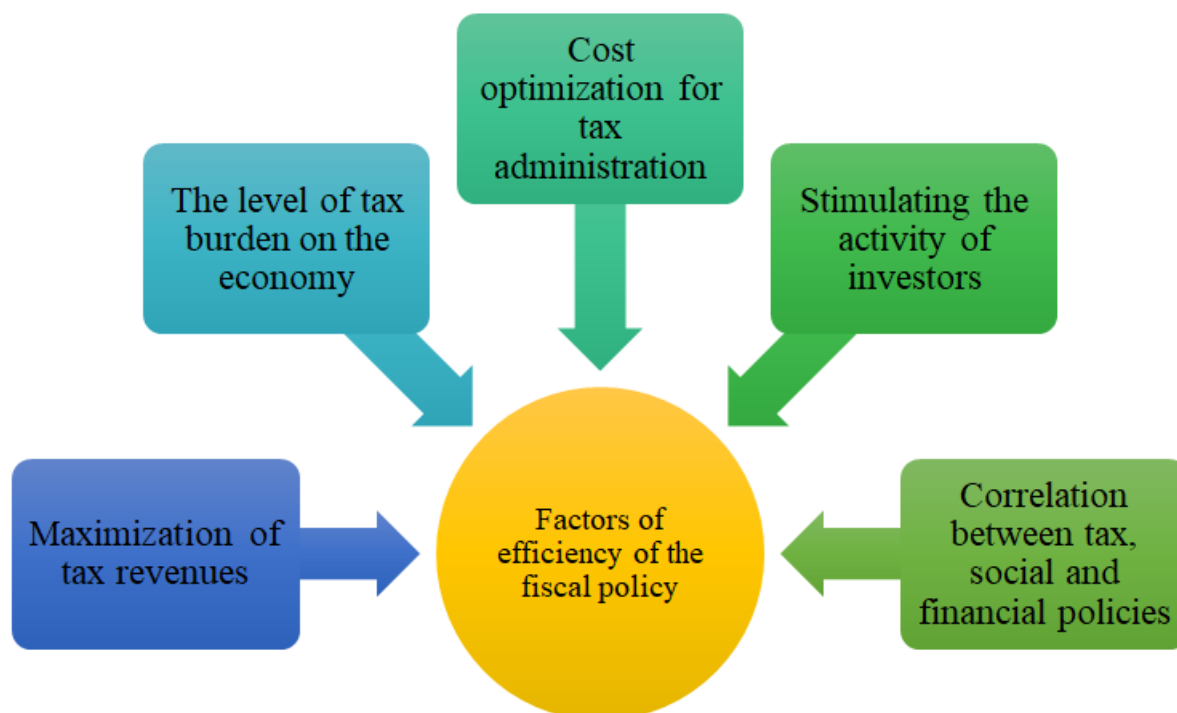
Source: Budget Code of the Republic of Kazakhstan 2008 [1].



**Figure 2. Types of budgets in the Republic of Kazakhstan**

Source: Budget Code of the Republic of Kazakhstan 2008 [1].

The study of budget policy, in turn, goes in parallel with the analysis of tax policy, since taxes are the main source of replenishment of the state budget. The effectiveness of budget and tax policy depends on the number of factors, the main of which are presented in the Figure 3.



**Figure 3. Factors affecting the effectiveness of the state's fiscal policy**

Source: K.A. Kenenova 2021 [9].

Thus, it can be concluded that the effectiveness of fiscal policy depends on the balance of all the factors indicated in the Figure 3. This primarily concerns increasing the volume of budget revenues and minimizing the budget expenditures. Optimization of these indicators is impossible without determining the optimal level of tax burden in the state. An important factor is the increase of investment attractiveness for the international investors. Particularly noteworthy is the increase in the share of tax incentives, which are applied to a greater extent to small and medium-sized business in order to stimulate their innovative activity. Determination of the effectiveness of the fiscal system is often carried out by means of calculating the tax burden. The optimal level of tax burden provides that taxpayers agree to pay taxes in the established amounts, in exchange for receiving the high-quality public goods from state. Excessive tax burden leads to a decrease in the business activity, an increase in the number of cases of illegal tax evasion, and too low tax burden leads to insufficient filling of the state budget with tax revenues, and as a result, the lack of adequate amount of funds for the implementation of certain budget programs Kenenova [9].

A.S. Isakhova notes the following main problem of optimizing inter-budget relations in the Republic of Kazakhstan. It lies in the need for a clear delineation of functions between the levels of government and the expediency of transferring reforms to the lower levels of local government authorities. The researcher provides the following comparison of principles of the budget system of the Republic of Kazakhstan (Figure 4) [10]. However, despite the state's attempts to optimize the budget system by adding new principles to the budget legislation, there is no clear concept for implementation of these principles in the Republic of Kazakhstan to this day.

| Law of the Republic of Kazakhstan "On the budget system" dated 24.12.1996  | Budget Code of the Republic of Kazakhstan dated 24.04.2004  | Budget Code of the Republic of Kazakhstan dated 04.12.2008  |
|--|---|---|
| <ul style="list-style-type: none"> <li>– unity;</li> <li>– completeness;</li> <li>– reality;</li> <li>– independence;</li> <li>– publicity.</li> </ul> | <ul style="list-style-type: none"> <li>– unity;</li> <li>– completeness;</li> <li>– reality;</li> <li>– independence;</li> <li>– transparency;</li> <li>– sequence;</li> <li>– efficiency and effectiveness;</li> <li>– priorities;</li> <li>– responsibility.</li> </ul> | <ul style="list-style-type: none"> <li>– unity;</li> <li>– completeness;</li> <li>– reality;</li> <li>– independence;</li> <li>– transparency;</li> <li>– sequence;</li> <li>– efficiency;</li> <li>– effectiveness;</li> <li>– responsibility;</li> <li>– succession;</li> <li>– validity;</li> <li>– timeliness;</li> <li>– targeting and the targeted nature of budgetary funds;</li> <li>– cash unity.</li> </ul> |

**Figure 4. Principles of the budget system of the Republic of Kazakhstan from 1996 to 2008**

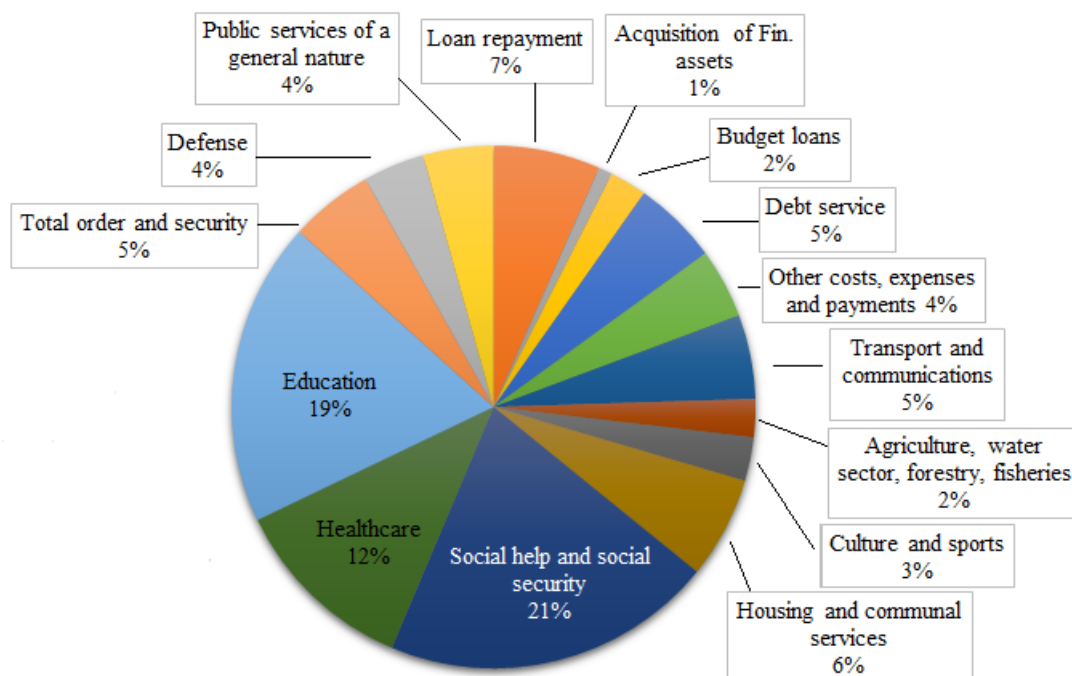
Source: A.S. Isakhova 2016 [10].

Among the individual problems of budget policy, which are a consequence of the main problem, A.S. Isakhova notes the following: centralization of tax revenues to the republican budget; lack of freedom of the local authorities' action in the course of development of the local budget; transfers are the main way to solve social and economic problems at the local level; with a low probability of repayment of budget loans, they continue to be allocated to the regions; regions have unequal provision with sources of income; violations in the field of public procurement; misuse of funds; uncommitted funds. Among the problems of budget system, A. Alibekova et al. highlight a problem of the insufficient effectiveness of financial control, especially the internal control. The researchers note that internal control is a new concept for the subjects of budgetary system of the Republic of Kazakhstan, which is the reason for the lack of understanding of its essence by the heads of budget institutions. Due to this, there is an insufficient elaboration of the theoretical and methodological basis for the introduction of such control, ineffective provision and implementation of measures to restructure the system of state financial control.

Y. Bitoleuova et al. focus on the issue of budget efficiency. Given the fact that information and innovation come to the fore in modern society, the problem lies in directing most of the local budget expenditures to current needs. At the same time, technological development, as well as innovative development, is not financed enough. The reason for the problem lies in the lack of interest of local executive authorities in the development and expansion of the regions' potential. The result is a situation where the innovative development programs are being developed at the republican level, but at the local level, the funds intended for implementation of these programs are perceived only as an opportunity to use additional budgetary funds. Thus, based on the above-mentioned, it can be concluded that the main problems of optimizing inter-budget relations in the Republic of Kazakhstan are concentrated around: insufficient efficiency of the fiscal policy, the need for a clear delineation of functions between the levels of government, low efficiency of financial control and budgets, especially regarding the misuse of budgetary funds.

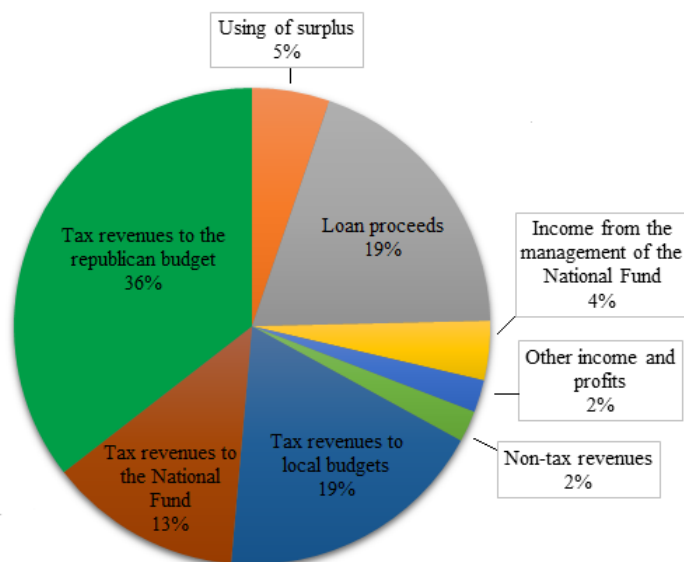


The problems identified in the previous section of the study regarding the optimization of inter-budget relations in the Republic of Kazakhstan are reflected in the actual indicators of state budget. The expenditures and receipts of the consolidated budget of the Republic of Kazakhstan are presented in the Figure 5; 6.



**Figure 5. Expenses in the balance of consolidated budget of the Republic of Kazakhstan for 2023**

Source: Ministry of Finance of the Republic of Kazakhstan 2024 [11].



**Figure 6. Receipts to the balance of consolidated budget of the Republic of Kazakhstan for 2023**

Source: Ministry of Finance of the Republic of Kazakhstan 2024 [11].



According to data of the Ministry of Finance of the Republic of Kazakhstan, it should be noted the growth of tax revenues to consolidated budget of the country among the main trends of the study period [11]. The increase amounted to 34% compared to the previous period and it occurred amid the recovery of prices in energy and the growth of economy of the Republic of Kazakhstan by almost 4%. In absolute terms, the largest increase was noted in the republican budget, in relative terms – in the National Fund (tax revenues increased by 86% and almost reached the level, which prevailed until the onset of the COVID-19 pandemic). The total amount of consolidated budget revenues remained approximately at the level of previous year, which was due to a reduction in the investment income from management of the National Fund, and a decrease in the non-tax revenues. Summarizing the above-mentioned, it can be noted the exceeding of the annual plan for tax charges. The formation of actual oil prices above the forecast ones became the main reason for this.

With a slight change in revenues, the consolidated budget expenditures increased by 9% and, as a result, exceeded revenues by 33%. The increase in the expenditure side is primarily associated with spending on education, health care and social assistance. Financing the budget deficit through the loans was about 4% less than in the previous period. However, the costs of repayment and servicing of loans increased by almost half of the same indicator of the previous year. In addition, the volume of transfers from the National Fund to the republican budget decreased. Thus, the deficit of consolidated budget increased by almost 40% due to the almost unchanged volume of income with an increase in the expenditure side. The decisive factor for the revenue side is the change in oil prices [12].

To calculate the budget support, local budget revenues were used minus transfers from the republican budget as a percentage of the amount of local budget expenditures. The data were obtained in retrospect in 2000, 2005, 2010, 2015 and 2019-2023 (Table 1). Table 1-budget provision of the regions of the Republic of Kazakhstan for 2000-2023 (%)

**Table 1. Budget provision of the regions of the Republic of Kazakhstan for 2000-2023 (%)**

| Names of regions | 2000 | 2005 | 2010 | 2015 | 2020 | 2021 | 2022 | 2023 |
|------------------|------|------|------|------|------|------|------|------|
| 1                | 2    | 3    | 4    | 5    | 6    | 7    | 8    | 9    |
| Abay             |      |      |      |      |      |      |      | 11   |
| Akmola           | 63   | 42   | 24   | 31   | 26   | 23   | 27   | 30   |
| Aktobe           | 100  | 79   | 50   | 59   | 48   | 36   | 42   | 43   |
| Almaty           | 57   | 50   | 31   | 40   | 43   | 39   | 48   | 61   |
| Atyrau           | 112  | 85   | 82   | 89   | 86   | 79   | 84   | 86   |
| EKR              | 68   | 51   | 29   | 34   | 30   | 27   | 35   | 46   |
| Zhambyl          | 58   | 33   | 19   | 23   | 21   | 17   | 21   | 21   |
| WKR              | 102  | 67   | 45   | 46   | 44   | 38   | 42   | 44   |
| Karaganda        | 112  | 70   | 45   | 57   | 49   | 41   | 48   | 54   |
| Kostanay         | 100  | 53   | 30   | 35   | 31   | 28   | 35   | 37   |
| Kyzylorda        | 74   | 49   | 20   | 22   | 21   | 17   | 20   | 19   |
| Mangystau        | 102  | 92   | 65   | 74   | 70   | 57   | 65   | 64   |
| Zhetysu          |      |      |      |      |      |      |      | 6    |
| Turkestan*       | 161  | 111  | 74   | 80   | 55   | 57   | 66   | 74   |

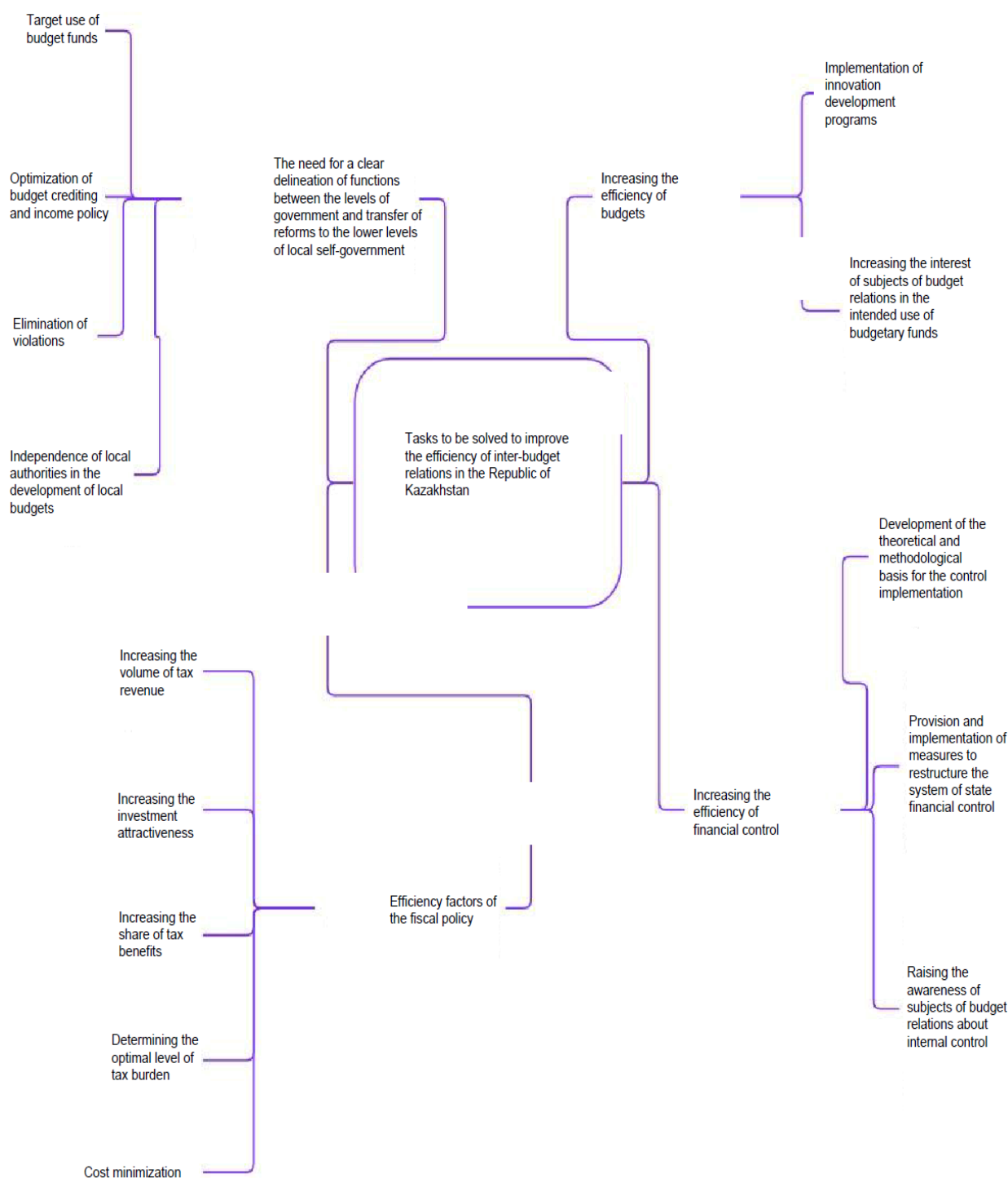
|   |    |    |    |    |    |    |    |     |
|---|----|----|----|----|----|----|----|-----|
| NKR   | 67 | 37 | 22 | 25 | 21 | 19 | 21 | 26  |
| Ulytau                                      |    |    |    |    |    |    |    | 29  |
| Astana                                      | 89 | 46 | 31 | 56 | 64 | 64 | 81 | 70  |
| Almaty                                      | 95 | 79 | 65 | 71 | 83 | 69 | 88 | 107 |
| Shymkent                                    |    |    |    |    | 42 | 35 | 37 | 50  |
| Note * - until 2019-South Kazakhstan region |    |    |    |    |    |    |    |     |

Source: Ministry of Finance of the Republic of Kazakhstan 2024 [11].

In 2023, compared with 2010, budget provision deteriorated in five regions: Aktobe, West Kazakhstan, Kyzylorda, Mangystau and Turkestan regions (until 2019, South Kazakhstan region). The reason for the decrease in the level of budget provision in the Turkestan region is explained by the change in the administrative-territorial structure with the allocation of Shymkent as a city of national significance with the corresponding "deduction" of sources of income. The reason for the deterioration of budget security in the rest of the regions, except for the West Kazakhstan region, is the reduction in oil and gas production in these areas. For example, direct taxes on oil and gas production go to the National Fund, but the rest remains at the disposal of the regions, with the exception of VAT, which goes to the republican budget. In order to provide additional revenues to the regions, starting in 2020, revenues from SMEs (except for large businesses and oil) from corporate income tax have been transferred to local budgets. But this did not affect budget security, which even worsened in 2020 against the background of quarantine restrictions. The increased expenses of local budgets were offset by transfers from the republican budget. Within the framework of fiscal policy, the system of inter-budgetary relations of the country has changed depending on the stages of the business cycle through which the economy of Kazakhstan has passed. Today we have revenue centralization. The high centralization of income did not allow local budgets to solve their regional problems. Consequently, there is a need for new sources of economic growth in the regions and income for local budgets. This requires greater financial independence of the regions for the independent implementation of local initiatives (growth points of the region) through new investment projects and stimulation of existing businesses [12],[13].

#### Optimization of the inter-budget relations in the Republic of Kazakhstan

Based on the foregoing, the problems that are present in the inter-budget relations in the Republic of Kazakhstan were summarized, and it was set the tasks necessary for solving in order to increase the effectiveness of inter-budget relations. For this, a mental map has been compiled, which comprehensively represents the directions of optimization (Figure 7).



**Figure 7. Mental map of tasks that need to be solved to improve the efficiency of inter-budget relations in the Republic of Kazakhstan**

Source: it is compiled by the authors based on the summary of sources ([3][4][9][10]).

It should be noted that the government of the Republic of Kazakhstan is constantly taking steps to improve the budget policy in the country. In recent years, a number of budgetary reforms have been carried out, as well as the introduction of new budgetary rules have been offered. Thus, from 01.01.2022, a new budget rule was introduced. According to this rule, when developing budget for the next year, the so-called "cut-off price", the price of oil will be determined, and with its help, it will be determined the volume of guaranteed transfer. The cut-off price depends on the excess of the forecast oil production over the maximum historical level. In case of exceeding, the cut-off price is reduced in proportion to it. Thus, it is supposed to prevent an increase in the withdrawals from the National Fund even in the case of increasing the oil production. This rule also considers the limitation of spending growth, which provides for increasing the fiscal discipline and long-term economic growth [13].

Analysts of the Republic of Kazakhstan also actively develop the issues of optimizing the inter-budget relations in state. Zh. Aigazin and D. Kumarbekov study the issues of increasing the revenue side of budget [14]. The researchers note that the expansion of tax base should not concern changes in the interest rates of basic taxes, since it does not fully determine the economy growth, but it can only provide a temporary result. Thus, the government's next steps regarding the expansion of tax base should be based on the formation of a long-term trend of the economy development and the improvement of administration. An important aspect is the study of ways regarding the expansion of capacity of tax collection. In addition, analysts focus on the decline in the indicator of budgetary provision of the regions. This indicator reflects the degree, in which the subject of budget relations is able to cover expenses through its income, with the deduction of transfers. The study of economists showed that dependence of the regions on the republican budget has increased due to the centralization of most of the revenues at the level of central government. By 2020, only four regions can be considered the donors, while 10 years ago there were eight such regions. Optimization of the inter-budget relations and enhancement of the role of local self-government is possible due to the implementation of an effective fiscal policy.

In some analytical studies, special attention is paid to the strengths of the budget system of the Republic of Kazakhstan, due to the reforms carried out by the government. Thus, the strengths of the state budget system include:

- high degree of correspondence between the strategic plans and programs of budget expenditures;
- well-defined fiscal rules designed to ensure sustainability of the state budget and serve as a "buffer" against the potential crises in the future;
- active participation of the Parliament in the preparation of annual budgets;
- noticeable increase in the budget transparency, including through the involvement of citizens in the budget process (creation of online portal called "Open Budgets" and the establishment of public councils);
- compliance of accounting with international standards.

The positive effect of the results achieved is significant, but it does not provide a solution to all the problems of inter-budget relations in the Republic of Kazakhstan. Further improvements relate to the development of new areas of the budget policy in accordance with global trends. The following aspects are considered as priority areas of budget policy after 2021:

1. Environmental aspects: world environmental issues, as well as environmental problems of the Republic of Kazakhstan, in particular, are a matter of paramount importance. However, it is not enough just to focus on this problem: real steps to preserve and improve the environment should be reflected in the budget programs, and they should be properly funded.

2. Optimization of infrastructure management, in particular, consideration of opportunities and improvement of efficiency of the public-private partnerships for infrastructure financing, strategic planning, appropriate assessment and effective spending of funds throughout the project, increasing the flexibility and sustainability.

3. Detailed assessment of compliance with the fiscal rules and analyzing them, as well as development of the fiscal institutions, the tasks of which should be the accurate economic forecasting. As for the forecasting stage, strengthening the role of the Parliament in its process can also be noted as a priority [15].

Summarizing the results obtained in the article, it can be noted that the analysis conducted concentrates the ways of optimizing the inter-budget relations in the Republic of Kazakhstan around the following areas:

1. Increasing the autonomy and independence of the local budgets and securing their own permanent and reliable sources of income for the appropriate performance of their functions (this direction provides for changes in the legislative framework and measures aimed at increasing the interest of subjects of the local self-government authorities in the development of regions, ensuring the appropriate implementation of budget programs related to the development of innovations).

2. Increasing the efficiency of financial control, which provides not only external audit, but also internal audit for each individual subject of budget relations. This will ensure the proper implementation of budget programs, targeted spending of funds, accurate forecasting and prevent violations.

3. Improving the efficiency of fiscal policy, which involves increasing the volume of tax revenues (the expansion of tax base should base on the improved administration and exploring the opportunities for expanding potential for tax collection, rather than on changing the interest rates of basic taxes), increasing the share of tax incentives (mainly, for small and medium-sized businesses as the most flexible and high-potential business units), determining the optimal level of tax burden (which will ensure the filling of budget without a decrease in business activity and the growth of shadow economy) and minimization of costs (current costs should be reviewed, considering the prevention of deterioration in citizens' welfare and providing them with all the necessary social benefits at a high level).

A.S. Isakhova identifies a gradual and balanced increase in the level of regional self-sufficiency as the main direction for optimizing inter-budget relations in the financial and tax sphere. For this, it is necessary to secure reliable and sufficient sources of income for the local budgets in order to independently form budgets. Thus, local budgets will be able to perform the functions assigned to them. This requires an increase in the involvement of the subjects of budget relations at the local level in the formation and increase of their tax potential. Separate tasks regarding the optimization of inter-budget relations are:

– quoting of revenues from taxes;

- legislative consolidation of budget withdrawals in accordance with the share of execution of the revenue part in case of incomplete implementation of the revenue side of local budgets;
- budget planning in accordance with the norms for distribution of taxes and revenues between the subjects of inter-budget relations with a clearly defined delimitation of the revenues assigned to them;
- introduction of a minimum budgetary security standard, which will depend on the individual factors affecting the development of region (climate, economic and social conditions);
- implementation of tax reforms aimed at increasing the share of the own sources of income of the local budgets.

Thus, it can be noted that the researcher's recommendations regarding the optimization of inter-budget relations in the Republic of Kazakhstan are mostly concentrated around increasing the independence of local budgets, securing their own permanent sources of income, increasing the interest of subjects of the local self-government in the implementation of budget programs, etc. These recommendations coincide with the conclusions of the study. It is also worth adding (as it has already been noted in the article) that the orientation of local budgets not only on the meeting of current needs, but also on the innovative development of regions, is also necessary. A. Alibekova et al. focus on the introduction of effective financial control in the development and implementation of budget policy. This tool provides an increase in the economy, efficiency and transparency of management of the state resources. At the same time, researchers note that the share of state control is decreasing, while non-state control is growing. Priority belongs to the preliminary control. In addition, financial control can be divided into internal and external. Internal financial control is carried out directly by the subject of budget relations in relation to itself, and external one implies control by other authorities. Internal control plays a particularly important role, as it ensures the management of necessary information regarding the compliance of the level of efficiency and effectiveness with the tasks set, the reliability of all types of reporting, compliance with the provisions and rules of management and legislation. The effectiveness of internal control directly depends on the interest of both management, and all employees of a budget institution in achieving the goals set, which explains the need to introduce motivational measures.

Increasing the motivation of subjects of budgetary relations can also be carried out by means of introducing the more stringent measures. For example, Z. Altaibayeva et al. propose the introduction of responsibility for executive authorities for the formation and execution of the local budget. For this purpose, it is necessary to carry out monitoring and evaluation of the local authorities. As a possible option for such an assessment system, the researchers suggest the introduction of a scoring method of assessment, and with its help, the rating system will be possible for evaluating the activities of local self-government authorities in managing the local budgets. In addition, such measures will increase the efficiency and autonomy of the local self-government authorities. L.M. Sembiyeva et al. [16] see the solution to the problems of inter-budget relations in the Republic of Kazakhstan in the following factors:

- it is necessary to introduce the project management;
- improvement of processes for obtaining the complete and reliable information regarding the implementation of state tasks and management of budget funds by various departments;
- determination and cancellation of duplicating functions and programs of state authorities;

- improvement of financial control;
- ensuring the compliance with legislation in the field of reforming the civil service and combating corruption.

The last two studies of the ones mentioned above pay special attention to the introduction and implementation of effective financial control in relation to the subjects of budget system. This opinion reinforces the conclusions made in the article. In addition, L.M. Sembiyeva et al. focus on the implementation of project management. This innovative management method was not considered in this article, however, its use in the system of inter-budget relations can be quite an effective and relevant way to optimize them. Project management involves the use of processes, methods, skills, knowledge and experience to achieve specific project objectives in accordance with project acceptance criteria within the framework of agreed parameters. Project management has deliverables limited by the project time and budget Murray-Webster and Dalcher [17]. Project managers play a key role in conducting effective project management, and should have the appropriate technical, communicative, and organizational skills. In the system of budget relations during the execution of budgetary programs (projects), it is precisely such specialists and such a method of organizing management that can become one of the key factors of success in increasing the efficiency of budget relations, increasing the motivation of their subjects, organizing the entire process and controlling it. Due to the complexity of implementing budget programs, these should be the specialists of the highest category with experience in managing projects of high complexity San Cristóbal et al. [18]. S.N. Alpysbaeva et al. [19] developed their own recommendations for improving the efficiency of the budget system, increasing the macroeconomic stability, and introducing an element of counter-cyclical:

1. Introduction of a fiscal model based on the structural balance of budget, which will not be affected by the economic cycles [20].

2. Development of a unified approach to assessing the output gap and ensuring the balance of structural budget in the Republic of Kazakhstan at the state level with the involvement of scientific institutions, analytical centers and independent experts.

3. The drive towards a zero output gap through the coordinated counter-cyclical fiscal and monetary and credit policy in the short term and increase of potential output through the structural reforms.

4. Limiting the volume of transfers from the National Fund of the Republic of Kazakhstan by the fund's investment income for the previous period.

5. Establishment of an additional rule that will provide for the possibility of increasing costs only at the expense of oil revenues.

6. Transition from the "non-addressed" direction of transfers from the National Fund to the budget to their use exclusively for the purpose of investment development, rather than for current consumption.

The researcher uses the concept of "output gap" (deviation of the economy potential output from the actual one) [21], which is not explored in the article as a problem related to the optimization of inter-budget relations in the Republic of Kazakhstan. However, establishing the relationship between the imperfection of the modern budgetary system of the Republic of



Kazakhstan and this indicator is an important area for further research, Continue budgetary and financial decentralization.

## **Conclusions**

The theoretical aspects of inter-budget relations in the Republic of Kazakhstan were analyzed in this article. In particular, the levels and types of state budgets were characterized, and the relationship between the budget and tax policy was explained. The directions for optimizing the fiscal policy were given and considered, concerning the increase in the revenue side and the reduction of costs, optimization of the level of tax burden, expansion of tax incentives and stimulation of the investor activity. The range of problems that take place in the inter-budget relations in the Republic of Kazakhstan has also been studied in detail. The causes and consequences of these problems were revealed and detailed. The main problems of the inter-budget relations in the Republic of Kazakhstan are the lack of efficiency of the fiscal policy, the need for a clear delineation of functions between the levels of government, low efficiency of financial control and budgets, especially regarding the misuse of budgetary funds.

Statistical analysis of consolidated budget of the Republic of Kazakhstan was carried out. Diagrams have been constructed to present the structure of its revenue and expenditure parts. It was concluded that the change in income was insignificant, with expenses growing by 9% and exceeding income by 33%. This result is due to the sub-optimal system of inter-budget relations in the state. Methods for optimizing inter-budget relations of the Republic of Kazakhstan are presented. Among the main areas, there are: increasing the autonomy and independence of local budgets and securing their own permanent and reliable sources of income, increasing the efficiency of financial control, which provides not only external audit, but also internal one, conducted by the management on the individual subjects of budgetary relations, increasing the efficiency of budgetary and tax policy by increasing the tax revenues, increasing the share of tax benefits, determining the optimal level of tax burden, etc. Directions for further research can be: the study of relationship between the imperfection of the state budget policy with such a concept as the output gap; determining the role of project management in optimizing inter-budget relations; the need to develop budget programs related to improving the environment.

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## **Authors' contributions.**

**Indira Zhurtybayeva** – approval of the final version of the article for publication; consent to be responsible for all aspects of the work, properly studying and resolving issues related to the reliability of data or the integrity of all parts of the article.

**Zhanat Bulakbay** – collection, analysis and interpretation of work results; writing a text and critically reviewing its content; significant contribution to the concept of work.

**Irina Fedorova** – theoretical substantiation, interpretation of results.

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### **Қазақстан Республикасындағы бюджетаралық қатынастар жүйесінің дамуына талдау**

**Аннотация.** Соңғы жылдары Қазақстан Республикасындағы бюджетаралық қатынастар туралы мәселе ерекше өзектілікке ие болды. Республикалық бюджетке түсетін салық түсімдерін орталықтандыру жергілікті бюджеттердің дербестігінің жеткіліксіздігіне және кіріс көздерімен қамтамасыз етілуіне әкеп соғады, мұның нәтижесі, басқалармен қатар, донор-өңірлер санының он жылда сегізден төртке дейін төмендеуі болып табылады. Мақаланың мақсаты Қазақстан Республикасының бюджет жүйесінің әртүрлі деңгейлері арасындағы өзара қарым-қатынастарды жетілдіруге ғылыми тәсілдерді зерделеу және жүйелеу, сондай-ақ тиісті ұсынымдарды жинақтау және дамыту болып табылады. Мақалада келесі ғылыми әдістер қолданылды: талдау және синтез, графикалық және статистикалық әдістер. Жүргізілген зерттеу нәтижесінде Қазақстан Республикасындағы бюджетаралық қатынастардың теориялық аспектілері зерделенді, атап айтқанда мемлекеттің бюджеттік жүйесінің құрылысы зерттелді, бюджеттердің деңгейлері мен түрлері келтірілді. Мемлекеттегі бюджетаралық қатынастардың негізгі проблемалары, сондай-ақ бюджет жүйесінің ілесіп проблемалары көрсетілген.

**Түйінді сөздер:** Орталық ақша қоры, салық түсімдері, кірістер, шығыстар, өзін-өзі басқару, бюджет, трансфертер.

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### **Анализ развития системы межбюджетных отношений в Республике Казахстан**

**Аннотация.** За последние годы особую актуальность получил вопрос о межбюджетных отношениях в Республике Казахстан. Централизация налоговых поступлений в республиканский бюджет приводит к недостаточной самостоятельности и обеспеченности источниками доходов местных бюджетов, результатом чего является, помимо прочего, снижение количества регионов-доноров с восьми до четырех за десять лет. Целью статьи является изучение и систематизация научных подходов к усовершенствованию взаимоотношений между различными уровнями бюджетной системы Республики Казахстан, а также обобщение и развитие соответствующих рекомендаций. В статье были использованы следующие научные методы: анализ и синтез, графические и статистические методы. В результате проведенного исследования были изучены теоретические аспекты межбюджетных отношений в Республике Казахстан, в частности исследовано построение бюджетной системы государства, приведены уровни и виды бюджетов. Обозначены ключевые проблемы межбюджетных отношений в государстве, а также сопутствующие проблемы бюджетной системы.

**Ключевые слова:** центральный фонд денежных средств, налоговые поступления, доходы, расходы, самоуправление, бюджет, трансферты.

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