

ANALYSIS OF MUNICIPAL FINANCE IN RUSSIA DURING THE CRISIS: THE CASE STUDY OF STUPINO AND LENINSKY MUNICIPAL DISTRICTS AND KOROLEV URBAN DISTRICTS IN MOSCOW REGION

Anastasia Rokashevich¹, Alexandra Tarasenko²

¹ Academy of Public Administration, Russia, e-mail: nushka192@mail.ru

² Academy of Public Administration, Russia, e-mail: silverstar1@yandex.ru

Abstract: The economic and financial crisis that swept throughout the world in 2008 – 2009 had a strong impact on the economy of Russia. Oil prices whose have a huge direct impact on Russian economy collapsed. There was decrease of profit, loss of jobs, increase in prices, delay in distribution of wages, scholarships, pensions, unemployment allowances. We focus on budgetary policy, which allows analysing and understanding how the crisis affected local government (on a case studies of Stupino and Leninsky municipal districts/raion, as well as Korolev urban districts/okrug). It also provides chance to debate future perspectives. An approach of case-study, including a series of interviews with civil servants, budget analysis, had been implemented in our research. It was conducted in Leninsky municipal district of Moscow region in 2011. We found that the volume of fixed investments, industrial and agricultural production decreased, accompanied by increase in number of unemployed. At the same time, the heating and water rates and the volume of municipal commercial services also increased during the crisis. The municipal budget expenses on social policy were not cut down, and the average pension even rose. Despite turbulences, we argue that the municipal financial system of Moscow Region had been stable and reliably during the crisis.

Key words: local government, economic and financial crisis, budgetary policy, social policy, Moscow region, municipal districts

1 INTRODUCTION

It was difficult to foresee the crisis in 2008 in Russian conditions. The main explanation of economists for the sudden drop in GDP is the sharp fall in the oil price. They argue that economic policy during the peak of the crisis was adequate. Their main concerns have been the challenges that Russia has faced after the economic crisis. Global growth declined and it will continue to be lower, and Russia suffers from its resource dependency, which has constrained desired economic reforms.

Politicians and economists call for a renewal of structural economic reforms to improve economic efficiency and governance. Russia faces choice between Brezhnev like era of stagnation and difficult economic reforms that will build the foundation for faster future economic growth. Such a large and complex country as Russia needs a well working federal structure of government for its successful development.

Nevertheless, President Vladimir Putin's creation of a "strong political vertical" with the appointment of governors, it has created major problems, including inadequate provision of public goods for citizens, due to the absence of accountability of both regional and federal officials. Without a strong opposition and free media, the federal centre need not pursue efficient policies. Federalism without local elections can potentially work if the policy aims at economic growth and not at provision of public goods, such as good education and health care. However, Russia is too advanced country for such a single-minded approach. The alternative to the political vertical is the building of strong national political parties, which can exercise accountability.

2 RUSSIA AND GLOBAL FINANCIAL AND ECONOMIC CRISIS

In our view, to understand Russia after the global financial economic crisis we have to recognize that economic drivers are crucial for Russia's future growth. Neither Russia's political system, nor its foreign policy can be well understood without firm grounding in its current economic realities, its goals, and the global economic system within which Russia operates. Nevertheless, Russians are not only more prosperous than ever, but they are also more integrated into the global economy than ever before. Many Russian commentators have said that if the goal is to keep a hard-hit Russian economy in the mainstream international environment, adjustments in Russian foreign policy are likely to follow as well. They do not predict a complete change of foreign policy course, but it will be less confrontational, less ideological, more prudent, more resource-constrained approach to relations with the West. The need for such adjustments is particularly obvious where resources are concerned. With housing, education, and infrastructure budgets under acute pressure, it is hard to imagine that military spending could be completely unaffected. All of these strategic adjustments – in defence spending, arms control, pipeline construction, weapons exports – represent matters of high policy for Russia's leadership. On the other hand, all politics can be in fact local. Some of the most serious consequences created by the economic crisis may be those that would ordinarily be considered as matters of "low" policy. When production falls and unemployment rises in Russia, for example many of the guest workers that have been needed to fuel the boom are usually sent home.

In 2008, Russia was fiscally prepared for an external shock, something that spared the country from a much worse outcome than it might otherwise have suffered (Gaddy and Ickes, 2010). Despite this, there have been some serious effects. It is important to sort out which are transitory and which are likely to last longer. It should be noted that the effects of the financial crisis may be very different. The crisis can cause both positive and negative changes in the economy. It is now clear that it decreases incomes. It is accompanied by reducing the value of ruble against other currencies, i.e. the devaluation of the ruble (sharp or smooth). There is substitution of the public capital by the private capital. Because of the financial crisis in Russia in 2008 – 2009, central government has already moved to reduce the public infrastructure projects and construction (Global financial crisis in Russia 2008 – 2009, Causes and consequences, 2013). On the other hand, the positive effect of the financial crisis in Russia could be the rejuvenation of the economy, the revival of entrepreneurial initiative, the substitution of imported goods by domestic production. It can lead to devastation of uncompetitive enterprises and the development of more effective and viable business entities. Later on offering increased competition and hence lower prices for some goods.

After spending more than year and a half in times of global economic crisis, it is still not clear how events will ultimately develop. It has been a dramatic time for all countries, including Russia. Russia's economy in the near term will largely depend on oil prices (Sutela, 2010). But the economy's medium-to-long-term outlook will be influenced by the lessons that leaders take from the crisis, which will affect Russia's economic structure and policies for many years to come. The process of diversifying the Russian economy appeared as a right strategic aim. Russian authorities and already president D. Medvedev, have publicly acknowledged this and emphasized innovation, infrastructure, institutions and investment as tools for a true development process (Sapir, 2008).

The government, however, made several mistakes in fighting the crisis. The first important mistake was that it was too slow in depreciating the ruble. While one can argue that a one-off devaluation was risky, as it could have triggered a panic, gradual depreciation should have been faster and should have started earlier than it did. The second important mistake was to raise import duties, especially for imported cars. This was not just economically justified, but also politically dangerous. Car owners are an affluent, socially active, and easily organized group. Street protests against the import duties became the first serious popular protest that Russia had seen in many years. Additionally, higher import duties – especially on food – imposed a tax on labour in all other (unprotected) sectors. As import duties raised the cost of basic consumer goods, firms in other sectors could not react by lowering wages. The third major mistake was to continue in subsidizing inefficient companies. Part of the reason was political, as many such large companies employ a significant part of the population in cities, which they are located, and their bankruptcy could cause popular protests. Most notably, the notoriously inefficient and unprofitable auto manufacturer AvtoVAZ received more than a billion US dollars in subsidies during the top of the crisis. The government was persisting in its desire to

keep afloat this behemoth of inefficiency. Instead of supporting zombies, the economic policies should have protected the unemployed directly (again, direct transfers are better than indirect ones). The government should start to support the unemployed, their retraining, and relocation. But the support to inefficient enterprises was an order of the higher priority. Many critics argued that Russia's political system was too centralized and could choose very bad economic policies. They said that the regime's ideology, after all, places the state and loyalty to the rulers ahead of private property and merit. When the crisis hit the economy with full force, such a government would have nationalized major banks and companies, with the resulting inefficiency then burying the Russian economy, just as it doomed the Soviet Union (Åslund, Guriev and Kuchins, 2010).

What lessons Russian economic policymakers have learned from the crisis? We can emphasize the following:

- The government is sufficiently competent to withstand the crisis. With this, we can agree only partially. While the government did implement mostly correct economic policies to fight the crisis, it made a few serious mistakes. Yet, the government's resolute response to the crisis shows that even within the current system there are reserves of efficiency that can be tapped.
- Oil prices cannot stay low forever. Given Russia's reserves, policymakers can hope for luck. We do not agree with this view. If the global crisis lasted longer (remember all the discussion about the crisis being the second Great Depression), oil prices would not have recovered so fast. It is also quite likely that global growth will slow down in the future – which will in turn result in significantly lower oil prices.
- In addition, two important lessons should have been learned from the crisis. First, the problems inherited from Putin's growth decade, corruption and inequality, are very serious and almost brought the economy to the brink of collapse during the crisis. Most importantly, these problems undermined the government's ability to respond to the crisis. Second, the government – as it acknowledged itself – has failed to use the crisis as an opportunity to restructure the economy.
- Strategic Priorities – fast economic growth in post-crisis Russia will be very difficult to fulfil, both because the external environment is unlikely to be as benign as it was during Putin's years and because there will be no incentives to undertake reforms (Sharma, 2011).

To sum up, Russia may follow either of two scenarios: (1) difficult economic reforms that will build the foundation for faster economic growth or (2) Brezhnev era-like “70-80” stagnation (and eventual bankruptcy). If economic reforms are not implemented, Russia is likely to enter a new decade of Brezhnev-style stagnation. During the “fat years” of high oil prices in Russia, there was some hope that at least a part of the largesse would be spent on infrastructure or education, which would have contributed to long-term economic growth. During the near collapse of the economy in the fall of 2008, we thought that finally the government would realize the need for pushing ahead with radical economic reforms, eventually leading to a mod-

ern and fast-growing economy. But while the government's policies were effective in dealing with the immediate crisis, they did not address long-term growth slowdown. Russia still has an ossified, corrupt, and inefficient economy built during the fat years of the oil boom.

Already in 2010 we more often heard statements by politicians that the crisis is behind us. The positive attitude demonstrated also business community. For example, in the city Yekaterinburg were placed streamers of local bank – “Goodbye, crisis”. How realistic are these claims? We can agree that the acute phase of the crisis is over. But statistics show that the crisis processes in different areas are not synchronous. The crisis already left in the past in some fields, in other areas, it continued, and some of the risks of crisis have been postponed to the future. Three crisis – past crisis, present crisis and coming crisis – formed a picture of the country in 2010. A spatial perspective makes it even more difficult. The situation in the industry, investment, labour market, the income of the population and state budgets differ greatly, and continues to vary by region. For example, the consumption figures (retail turnover) identify diversity among areas and the scope to which extent they have been affected by the crisis. As in 2009, remained the positive dynamics of consumption in the south (South and new North Caucasus Federal District), as well as in most regions of the Far East. Later the situation in most parts of the central regions improved, except the Yaroslavl region and in parts of the Volga region. Problem areas with shrinking consumption remain the leading oil and gas regions of the Ural Federal District, half of the North-West and Siberia.

Another problem is delayed – the debts of regions and municipalities, which have become a burden during the crisis accompanied by decrease in consolidated budgets' incomes of subjects of the Russian Federation. The labour market in the vast majority of regions years experienced a new round of growth in unemployment, associated with the seasonal factor in the winter 2009/2010. And the list goes on. The state faced a difficult task – to whom and how to help? The first question is – to whom? There appeared the main conflict – between supporting businesses and public support. This conflict has a spatial projection, because big businesses are concentrated in the more developed regions and 70 % of the population lives in medium developed and underdeveloped regions. Large-scale financial support to businesses increases the risk of federal financial resources needed for redistributive policies – social and regional. The choice also depends on the resilience of business and the exigencies of the problems of the people employed in different industries and living in different places. The second question – How? In general, it is a problem of redistribution of the costs of crisis. They largely had fallen on the regions. They have sharply reduced yields from the income tax, which generates budget income. However, at the level of regions and municipalities are concentrated powers in social affairs. These expenditures for assistance to the population grew during the crisis.

3 THE IMPACT OF THE ECONOMIC AND FINANCIAL CRISIS ON LOCAL GOVERNMENT

3.1 The object, the goal, methods and interpretation of terms

The object of our research is located in economic area of Moscow Region with predominant orientation on agriculture (Lenin municipal district), industry (Stupino municipal district) and science (the urban district of Korolev). The research raises the question of local government budgetary policy in mentioned areas of Moscow region. Primary goal is to assess the impact of global financial crisis on the budgetary policy. Studied were budget funds allocations to housing and public utilities services, education, culture, transport, physical fitness and sports, youth policy, social protection. We also analysed the impact of financial and economic crisis on investment receipts, the impact of crisis on a salaries and unemployment level, as well as the impact of financial and economic crisis on the sector of industry and agriculture.

It is important to provide the interpretation of basic terms and legal framework used in this study. Local government in the Russian Federation is the form of realization of the citizens' power, provided within the limits established by the Constitution of the Russian Federation, federal acts, and other legislation. It can act autonomously and under his responsibility by the decision of the population directly or through local government bodies, taking into account interests of the population, historical and other local traditions. Municipal finance is a form of financial funds organization, which are generated and used at the level of the municipality (Podablonskaya, 2011). Crisis is understood as a time, a transition state, a fracture, a condition under which existing means of goal achievement become inadequate, it is accompanied by unpredictable situations and problems.

Key methods in our research included case study approach, analysis of documents, the documents comparison, opinion poll among local residents, as well as interviews. Within set of our hypotheses we would like to emphasize – most of the municipal area residents are dissatisfied by medical services; residents aren't satisfied with the quality of provided services in the sphere of housing and public utilities services and suppose that they have changed for the worst; the assistance of the local government meets the citizens needs; there is not sufficient information provided by local self government.

3.2. The impact of financial and economic crisis on local income and unemployment

The practice of the modern local government suggests that successful execution of the tasks assigned to local governments depend on several factors. It can be separation of budgetary powers, the effective economic development, material and financial resources available to the municipalities as components of the economic basis of the local government. The continued dependence of the local budgets on the inter-governmental transfers has predetermined the negative impact of the global financial

crisis on the stability and balance of the local budgets of the budgetary system of the Russian Federation.

The global financial crisis has exacerbated problems at all levels of the budgetary system, especially in regional and local budgets. Reduced revenues from corporate income tax and unemployment that resulted in revenue decrease from personal income tax (Fig. 1) are quite natural. The crisis period is determined by decrease of personal income tax yield in all regions. Anti-crisis measures adopted in the agricultural region – the Leninsky district, had a positive effect on overcoming the crisis. During the crisis period non-tax revenues increased in all three regions (Fig. 2), comparing to the post-crisis and pre-crisis period.

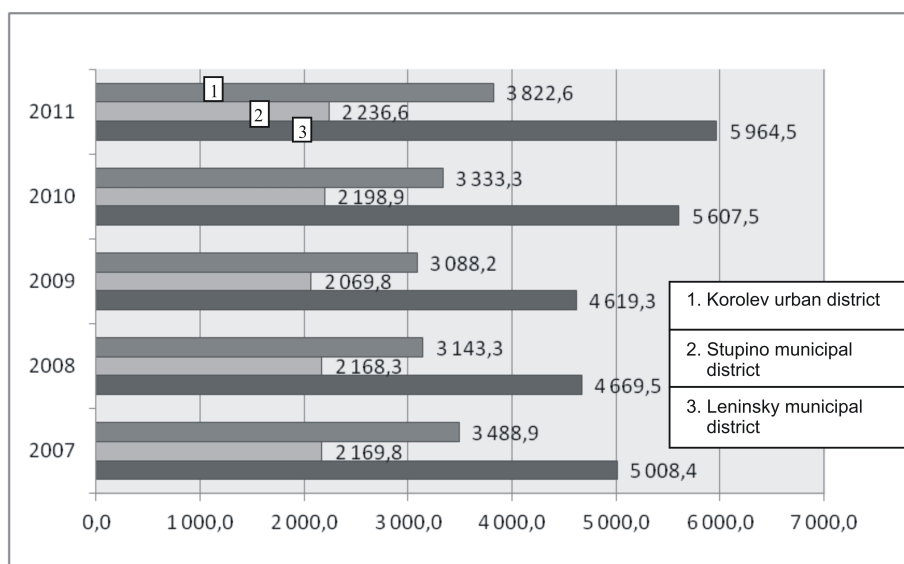


Figure 1 Personal income tax yields according to regions (in million rubles).
Source: data provided by respective municipal district offices, 2012.

Fiscal austerity induced responses to the crisis. The situation required prompt implementation of the program-oriented principle in budgetary funds management. Any financial decisions should be determined by the specific expected results and follow the direct targets in their execution. Upon practical consideration, at the federal level, the regions were recommended to revise the adopted budgets in accordance with their expected performance. To keep within these requirements, main financial policy for all regions without exception was the compliance of the budget expenditures to the expected budget revenues.

Improving the efficiency of budget expenditures to balance the budget, taking into account the real revenue has been essential for its performance not only in 2009 and 2010, but in 2011. The crisis situation has been monitored on daily base. Boris Gromov, the Governor of the Moscow Region, decided by his resolution to prevent

potential crisis in the economy and the labour market. There also had been operational commission of the Moscow region that conducted daily monitoring of the situation in the financial and economic sector (Order of the Governor of Moscow Region on December 5, 2008 No. 457-OG). Besides, the approved anti-crisis plan includes specific measures for the implementation of the budget commitments in the crisis conditions.

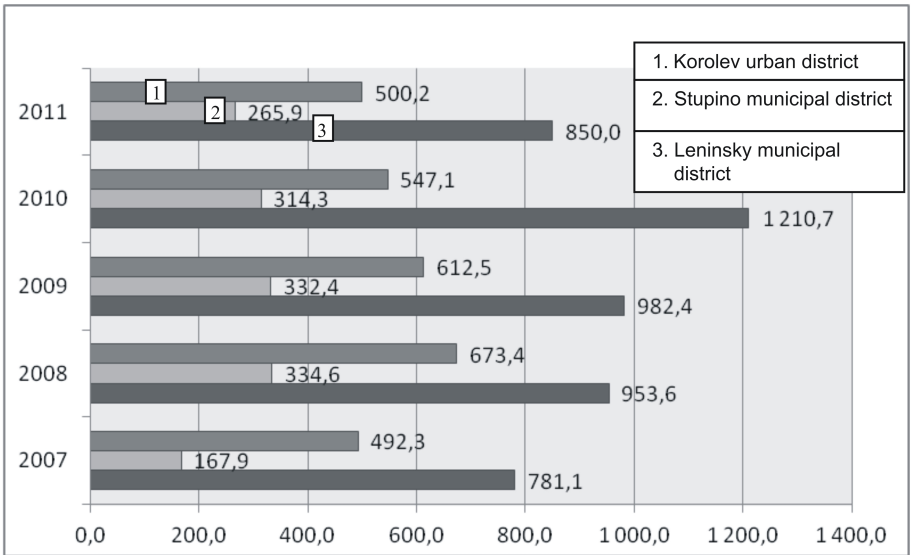


Figure 2 Non-tax revenues according to regions (in million rubles). Source: data provided by respective municipal district offices, 2012.

3.3 The impact of financial and economic crisis on social sphere and public consumption

The main social and economic indicators of the Moscow region could be described as positive to the end of the first eight months of 2008. With the expansion of the crisis, Moscow region budget resources available decreased, but the government did not infringe the social needs of the people. Due to reduced incomes, expenditures were revised (2008 – 2010), with exception of social affairs. The loss of tax revenue was the main cause of the adjustment of the regional budget and expenditures of which – while maintaining the priority of funding for all social affairs – was reduced by more than 49 billion rubles. More than half of the budget, as in the previous years, was assigned to the social sphere.

The social problems, as well as inevitable operational costs of the region (where a huge proportion of funding is spend on operation of housing and local public services, transport, health, education, public institutions etc.) had been considered as crucial by the Government of the Moscow Region. All payments and benefits set for

war and labour veterans, young families, orphans, single pensioners, home front workers etc. have been retained and paid in full. It is impossible to list all social expenses financed by the regional budget since there are 106 categories of benefit-holders. The system of social support in the Leninsky municipal district, the Stupino municipal district and the urban district of Korolev also focused on effective addressing the problems of low-income citizens, as well as citizens in difficult life situations.

Social support measures aimed to support the old people, families with minor children and disabled social groups are also financed by the local budget. In 2008 the budget of the area allocated 33,4 million rubles for these activities, that being 6,0 million rubles more than in 2007. Specific support addressed low-income population (714 people use the benefits in 2008). Additional payments addressed such citizens as disabled and single pensioners over 70, families with disabled children under 18, pregnant women, full-time students of public universities from single-parent families etc. The average monthly pensions amounted to 4812 rubles in 2008. In 2009, the pension slightly increased up to 4990 rubles. However, the pensions rose substantially to 6370 rubles in 2010 (Fig. 3). It documents that financial system has been working efficiently in addressing social affairs within the entire period of the crisis. The financial system of the Moscow region had been stabilized and the region had not suspended any social programs and all budgetary commitments were executed in full extent.

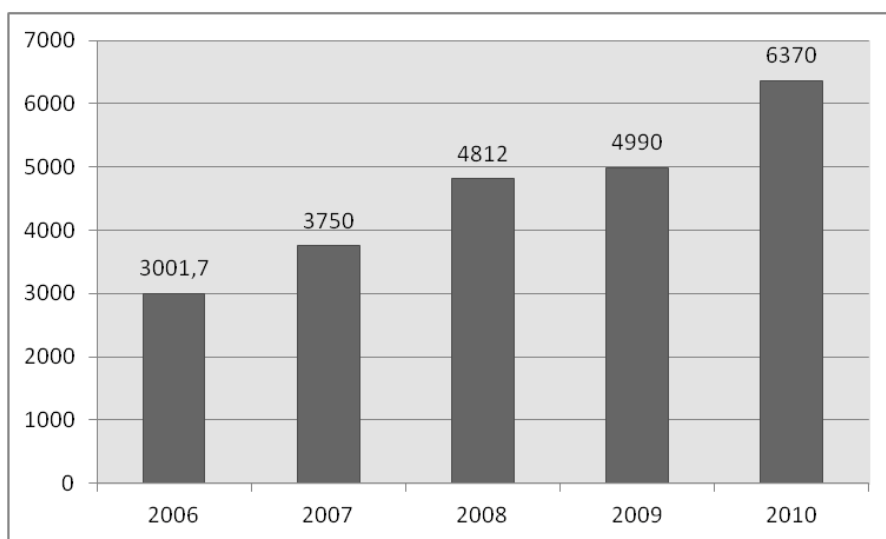


Figure 3 The average size of pension in the Moscow region (in rubles)
Source: data provided by Moscow Region Administration, 2011.

In 2009 – 2011, it was predicted that there would be positive dynamics of growth of investments into fixed capital in all types of economic activity in the district. Investments into fixed capital are one of the determinant factors of sustainable economic growth. As of 2008, the amount of investments into fixed capital increased by 20 % in comparison to 2007. However, in 2009, investments into fixed capital at the expense of all sources of financing have stayed at the level of 2008. The decrease of investments is determined by decrease in amount of production and services performed by organizations on their own, as well as in construction activities, which had been caused by reducing of the investment demand and unavailability of credit resources. In 2010 – 2012 some revival of investment activity in comparison with 2009 is expected.

The crisis has affected all sectors of local public consumption (housing, education, physical culture and sports, culture, health, youth policy, transport) and spheres of social life (see for example Fig. 4 for Leninsky municipal district). In the period from 2008 to 2010 budget financing to all sectors decreased. Housing and local public services of the district is an integrated and interrelated engineering and socio-economic complex. Interaction of the district administration and housing and public utilities is aimed to improve the quality of municipal services, creating the most favourable living conditions for the people according to the modern requirements. The sphere of housing was affected by the financial crisis and the government had to reduce the expenses. Significant funds (3,6 billion rubles) were spent for preparation of housing and communal services for the heating season.

Despite the fiscal pressure, during the reporting period, there had been held a series of planned and unplanned sport events for children and adults. It also concerned various cultural events. During the period from 2008 to 2010, in the Leninsky and Stupino municipal districts and the city district of Korolev had faced acute decrease in financing the sphere of culture, and it was getting more and more acute every year. After these years, financing in this sphere of activities has been recovered. Education system also faced decrease of funding. Development of the education system network includes: construction of objects of the educational sphere; expansion of marketing and professional orientation activities of municipal educational institutions in the district; enhancing and strengthening the material base of municipal educational institutions in the district. It is also important to note that during this time, according to the plan, 979 schools have been prepared for the new school year. It was 3,1 billion rubles that has been spent for major repairs of buildings and purchase of necessary equipment.

The main objective of the health care system of the Leninsky municipal district, Stupino municipal district and urban district of Korolev is the stable work of health institutions and availability of health care. Within the framework of planned re-equipment of local health care institutions with medical and diagnostic equipment, by the Program of social and economic development of the health care sphere for 2008, there had been provided as much as 17,0 million rubles. Actually, in the budget of 2008, there are specified assignments for purchase of new equipment at the expense of the municipal budget funds in the amount of 74,9 million rubles.

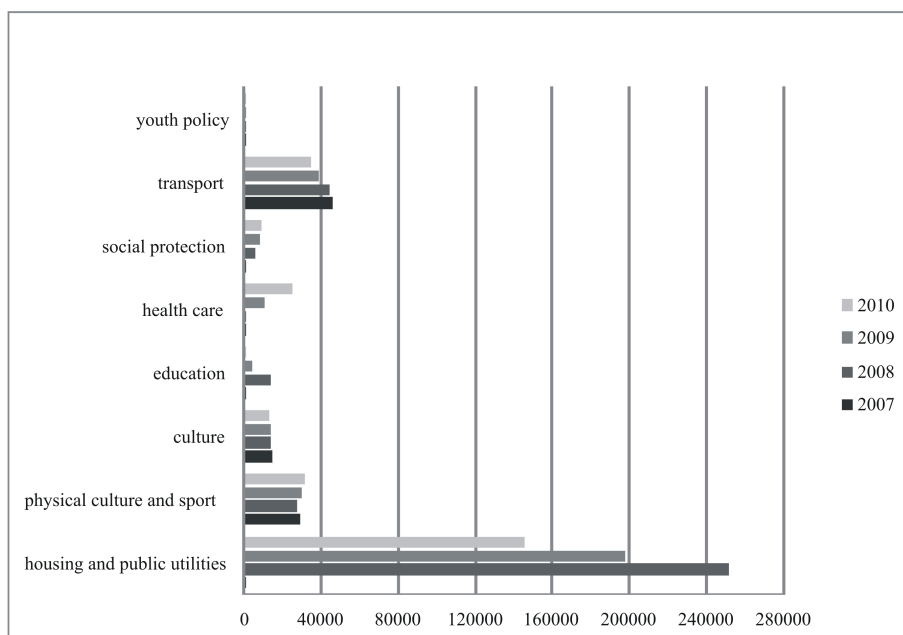


Figure 4 Financing of selected powers in Leninsky municipal district (in thousand rubles). Source: data provided by Leninsky municipal district, 2011.

In the sphere of consumer market, in the conditions of financial crisis in 2009, a downward tendency could be seen growth rates of the retail trade turnover in comparison to previous years (in 2009 growth was no more than 4 %, while in 2007 – 2008 growth rate had been more than 30 %). It should be mentioned that, retail turnover has increased twice – if in 2006 it was 50 billion rubles, in 2009 – 103,4 billion rubles (in 2020 it is expected, according to forecast, 119,0 billion rubles). In 2009, construction and opening of new modern consumer market objects proceeded. While it had been opened 7 shopping centres in 2007, it was 14 in 2008 and 29 in 2009. In the field of consumer services provision, positive dynamics in the growth had been observed. The amount of paid services for population constituted in 2009 as much as 6,4 billion rubles, while in 2010, this indicator constituted 7,6 billion rubles.

The submitted data have allowed generalizing information on activities of municipal authorities during the crisis and drawing some conclusions on methods of management in crisis conditions. Complexity of budget savings is connected with an inelasticity of budgets. The share of obligatory expenses is very high (salaries, allowances), so the freedom for optimization is smaller. But optimization process of a budget institution network during the current and next year will be intensified. One of optimization forms is transfer of budgetary institution into new financial framework.

4 CONCLUSION

There had not been any critical situation during the course of crisis in Moscow Region. The financial system worked steadily and stably. It is true despite the fact that the economic and financial crisis in 2008 – 2009 had a strong impact on the economy of Russia. Oil prices which had a huge direct impact collapsed. There was decrease of profit, loss of jobs, price increase, delay in wages or pensions. We discovered that the volume of fixed investments, industrial and agricultural production decreased while the number of unemployed, the heating and water rates and the volume of municipal commercial services increased during the crisis. However, the municipal budgets expenditures on social policy were not cut, and the average pension even rose.

In connection with the conducted analysis of the reports from 2007 to 2011 on the case of Leninsky and Stupino municipal districts and the urban district of Korolev, the following tendencies appeared during the crisis years:

- decrease in growth of retail trade turnover rates in comparison to previous years;
- reduction in investors' activity on project funding;
- decrease in investments into fixed capital;
- decrease in volume of shipped goods in industry and agriculture;
- increase in expenditures for public services;
- increase in the rates for heat and water supply services;
- decrease in budget funding for housing and public utilities, education, youth policy;
- decrease in personal income taxes revenues;
- increase in non-tax revenues;
- growth of service volume provision to the population;
- building and opening of new modern shopping facilities;
- increase in unemployment rate.

As it is evident according to analysis of municipal social institutions, anti-recessionary measures let some social institutions with sufficient resources. It allowed continuity in planned programs and kept development in social sphere. The conducted questioning has revealed that crisis influenced various services in different scope. Nowadays most of the questioned residents of Leninsky, Stupino municipal districts, and the urban district of Korolev had been dissatisfied with the quality of provided medical services as well as housing and public utilities services. Many of them were not satisfied with the activity of municipal authorities and information accessibility.

For the last two years (2011 – 2012), we can observe positive dynamics in various spheres, but the consequences of crisis still remain working in some of them. Taken as a whole, despite available drawbacks the residents actively support the conducted municipal policy in their settlements. Concluding from data received and subsequent analyses, we can declare that local governments in Moscow Region handled the crisis practically in the same ratio in which it was before the crisis. Len-

insky agricultural municipal district is in the best economic situation as the personal income tax, non-tax revenues, investments into fixed capital and other indicators are higher, than in Stupino municipal district and in urban district of Korolev. The level of unemployment grew strongly in all regions during the crisis. Nevertheless, the positive tendency is observed in 2011, compared to year 2010. The unemployment rate in all three regions started to decrease. Positive development is also observed in social sphere practically everywhere. We can state that the economy and local government of observed region has entered into a new stage of the development and successfully overcame the crisis.

Acknowledgements

We wish to thank our teachers, especially A. Chulok, U. Seresova and A. Akbilek for their insightful comments to this article and assistance in our research. We are also very grateful to the leaderships of academy (A. Salov and E. Grebennikova) and the Academy of Public Administration, Moscow for the financial support of our work.

References

- ÅSLUND, A., GURIEV, S., KUCHINS, A. 2010. *Russia after the Global Economic Crisis*. Washington, Peterson Institute for Internal Economics, 256 p.
- Order of the Governor of Moscow region on December 5, 2008, No. 457-OG.*
- GADDY, C. G., W. ICKES, B. W. 2010. Russia after the Global Financial Crisis. *Journal of Eurasian Geography and Economics*, 51, 3, pp. 281-311.
- Global financial crisis in Russia 2008-2009 (2013). Causes and consequences.* Available at: <<http://www.mirovoy-crisis.ru/crisis-in-russia.php>>
- PODYABLONSKAYA, L. M. 2011. *Government and municipal finance*. Moscow, Unity-Dana, 559 p.
- SAPIR, J. 2008. *Russia and the world financial crisis: Impact, opportunities and risks*. Research Note, February 14, 2008. Paris, École des Hautes Études en Sciences Sociales, 14 p.
- SHARMA, S. D. 2011. Not an Exceptional Country: Russia and the Global Financial Crisis of 2008 – 2009. *Mediterranean Quarterly*, 22, 2, pp. 31-44.
- SUTELA, P. 2010. *Russia's Response to the Global Financial Crisis*. Carnegie Policy Outlook, July 29, 2010, 10 p. Available at: <http://carnegieendowment.org/files/russia_crisis.pdf>
- The Federal Law of October 6, 2003, No 131-FZ.*

Analýza miestnych financií v Rusku počas krízy: Prípadová štúdia Stupinského a Leninského rajónu a Korolevského mestského okruhu v Moskovskej oblasti

Resumé

Svetová ekonomická a finančná kríza, ktorá sa rozšírila v rokoch 2008 – 2009, mala vážny vplyv aj na ruskú ekonomiku. Ceny ropy a plynu, ktoré sú veľmi dôležité pre jej vývoj, výrazne klesli. Ekonomikou sa šírila prepada ziskov, rast cien, prepúšťanie, ako i meškanie vo vyplácaní miezd, štipendií, či penzií. Cieľom príspevku je prostredníctvom predstavenia vývoja rozpočtovej situácie dokumentovať vplyv krízy

na fungovanie vybraných jednotiek miestnej samosprávy (Stupinský a Leninský rajón a Korolevský mestský okruh v Moskovskej oblasti) počas rokov 2008 – 2010, ako aj stručný náčrt neskoršieho vývoja. Vybrané územné jednotky majú odlišný ekonomický profil. Kým Leninský rajón je prevažne poľnohospodársky, v Stupinskom prevažuje priemysel a Korolevský mestský okruh je známym centrom vedy a výskumu. Pozornosť sa okrem príjmov rozpočtov sústredila na vývoj výdavkov na významné verejné služby (bývanie, vzdelanie, sociálnu politiku, dopravu, kultúru atď.). Sledovali sa aj investičné výdavky, vplyv na mzdy a zamestnanosť, predovšetkým v kontexte celkového ekonomického vývoja. Hlavnými metódami bolo štúdium dokumentov, miestnych rozpočtov, interview s miestnymi predstaviteľmi, ako aj prieskum medzi občanmi.

Pretrvávajúca závislosť miestnych rozpočtov od medzivládnych transferov výrazne ovplyvnila negatívne vplyvy globálnej ekonomickej a finančnej krízy na miestne rozpočty v prepojení na rozpočtový systém Ruskej federácie. Súčasne však treba uviesť, že v Moskovskej oblasti vo sfére verejných financií nedošlo k žiadnym kritickým situáciám počas krízy a finančný systém v zásade pracoval spoľahlivo a stabilne. Aj v tomto území však došlo k poklesu investícií, zníženiu poľnohospodárskej a priemyselnej produkcie, rastu miery nezamestnanosti, rastu cien tepla a vody. Paradoxne pokračoval trend otvárania nových nákupných centier, pri poklese maloobchodného obratu. Súčasne však výdavky na sociálnu politiku neboli redukované a priemerný starobný dôchodok rástol. Táto oblasť bola považovaná za prioritu. Okrem týchto prioritných oblastí však poklesli výdavky na rôzne verejné služby, bývanie, vzdelanie, mládež a pod. Časť problémov v miestnych financiách bol logicky spojený s poklesom výnosu dane z príjmov fyzických osôb, ktorý nedokázal kompenzovať nárast v nedaňových príjmoch miestnych rozpočtov. Napriek redukcii vo viacerých oblastiach verejných služieb, obyvatelia na základe prieskumu podporovali politiku miestnych úradov počas krízy. Už v roku 2011 sa začali prejavovať pozitívne tendencie vo sociálnom a ekonomickom vývoji v Moskovskej oblasti, vrátane poklesu miery nezamestnanosti. Začala sa nová fáza ekonomického rozvoja. Môžeme konštatovať, že najťažšie obdobie krízy sa podarilo prekonať.