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Features of Moscow budget execution for 2020-2021

Abstract: Moscow is one of the largest cities in Europe. The study of its budget, the transformation of budget planning and execution, the characteristics of individual budget sections is an urgent topic for many economists and lawyers working in international statistics especially during the COVID-19 pandemic. The study purpose is to analyze the implementation of the Moscow budget for 2020-2021. Legislative, regulatory documents, like statistical data of the Rosstat were used to achieve the purpose of the study and to solve the tasks set. From the analysis of the indicators of 2020 and 2021, like summary data for the last ten years, it is clear there is a tendency to increase both budget revenues and their expenditures every year. It is due to the unconditional growth of the tax base because it previously learnt that tax revenues are the most significant for the subject and the need to renovate its urban space. Mainly renovation and development are expressed in the transport links' construction of transport financing of housing programs.

Keywords: Moscow budget, budget execution, municipal budget, Moscow, covid pandemic.



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Особенности исполнения бюджета Москвы за 2020-2021 годы

Аннотация: Москва является одним из крупнейших городов Европы. Исследование его бюджета, трансформации бюджетного планирования и исполнения, характеристики отдельных разделов бюджета является актуальной темой для многих экономистов и юристов, работающих в сфере международной статистики, тем более в период пандемии COVID-19. Целью данного исследования является анализ исполнения бюджета Москвы за 2020-2021 годы. Для достижения цели исследования и решения поставленных задач использовались законодательные, нормативные документы, а также статистические данные Росстата. Из анализа показателей 2020-

го, 2021-го годов, а также сводных данных за последние 10 лет видно, что с каждым годом обнаруживается тенденция к росту как доходов бюджета, так и их расходов. Это связано с безусловным ростом базы налогообложения (т.к. ранее было выяснено, что налоговые доходы – наиболее значимы для субъекта) и необходимостью реновации городского пространства субъекта. Преимущественно реновация и развитие выражается в строительстве транспортного сообщения, финансировании жилищных программ.

Ключевые слова: бюджет Москвы, исполнение бюджета, бюджет муниципальных образований, Москва, пандемия covid-19.



Introduction

Moscow is one of the largest cities in Europe. The study of its budget, the transformation of budget planning and execution, the characteristics of individual budget sections is an urgent topic for many economists and lawyers working in international statistics, especially during the COVID-19 pandemic.

The study purpose is to analyze the implementation of the Moscow budget for 2020-2021. Based on the study purpose, the following tasks were set:

- give a general description of the municipal entity Moscow;
- analyze Moscow's budget for 2020;
- analyze Moscow's budget for 2021;
- trace the dynamics of the development of budget items of the capital of Russia;
- identify trends in the execution of budget items of the metropolis.

Analytical, comparative, and historical research methods were used in the study course. Legislative, regulatory documents, like statistical data of the Rosstat were used to achieve the purpose of the study and to solve the tasks set.

General characteristics

Moscow is the capital of the Russian Federation, a city of federal significance, the administrative centre of the Central Federal District. The city is located in the west of Russia, on the Moscow River in the centre of the East European Plain, in the interfluvium of the Oka and Volga. As a federal subject, Moscow borders on the Moscow and Kaluga regions. Moscow is the largest city in Russia by population and its subject. As of 2021, 12,655,050 people live in the capital, which is one of the most populated cities in Europe. Moscow ranks 22nd among the world's cities in terms of population, the largest Russian-speaking city. The centre of the Moscow city agglomeration.

According to paragraph 1 of Article 26.13 of Federal Law No. 184-FZ dated 06.10.1999 “On the General Principles of the Organization of Legislative (Representative) and Executive Bodies of State Power of the Subjects of the Russian Federation” and Article 14 of the BC of the Russian Federation, each subject of the Russian Federation has its budget. Moscow was no exception. The Moscow budget, following Article 3 of the Law of Moscow dated 09/10/2008 No. 39 “On the budgetary structure and budgetary process in the City of Moscow”, along with the budgets of the Moscow City Compulsory Health Insurance Fund and municipalities form

the Moscow budget system. The city budget and the budget of the Moscow City Compulsory Health Insurance Fund are developed and approved in the form of laws of Moscow. The city budget and the set of budgets of municipalities, excluding inter-budget transfers between these budgets, constitute the consolidated budget of the city of Moscow. Budgets of municipalities are developed and approved in the form of municipal legal acts of representative bodies of local self-government.

Having designated the Moscow budget system, it is necessary to consider the participants in the budget process of this subject. According to Article 21 of the Law of Moscow dated 09/10/2008 No. 39 *On the Budget Structure and Budget Process in the City of Moscow*, these include:

1. The Mayor of Moscow;
2. Moscow City Duma;
3. The Government of Moscow;
4. local self-government bodies;
5. financial authority of the city of Moscow;
6. territorial body of the Federal Treasury;
7. Divisions of the Central Bank of the Russian Federation;
8. The management body of the Moscow City Compulsory Medical Insurance Fund;
9. The body of internal state financial control of the city of Moscow, the Control and Accounting Chamber of Moscow;
10. Chief administrators (administrators) of the city budget revenues;
11. Chief administrators (administrators) of sources of financing of the city budget deficit;
12. Chief managers (managers) of budgetary funds;
13. Recipients of budget funds.

The legal regulation of the powers of participants in the budget process in the city of Moscow is realized following the procedure stipulated in Article 22 of the Moscow Law No. 39 of 10.09.2008 “On the Budget Structure and Budget Process in the City of Moscow”, where it is established:

- The powers of the state authorities of the city of Moscow in the field of organization of the budget process are regulated by the Budget Code of the Russian Federation and the normative legal acts of the Russian Federation adopted following it, this Law and the legal acts of the City of Moscow adopted following it;
- The powers of municipal legal acts in the field of organization of the budget process are regulated by the Budget Code of the Russian Federation, the normative legal acts of the Russian Federation adopted following it, the legal acts of the city of Moscow and municipal legal acts.

Having analyzed articles 23-28 of Law No. 39 of Moscow dated 09/10/2008, it can conclude that the largest functions and powers in the budget system are possessed by the Financial Authority of the city of Moscow – the Department of Finance of the City of Moscow, which:

- organizes the development of drafts of the city budget and the consolidated budget of the city of Moscow;

- provides methodological guidance in the field of preparation and execution of the city budget and municipal budgets, organization of inter-budgetary relations with municipalities;
- draws up and submits to the Government of Moscow a draft law of the city of Moscow on the city budget, amendments to the city budget, and city budget execution;
- develops and submits to the Government of Moscow a draft budget forecast (draft budget forecast changes);
- forms and maintains a register of expenditure obligations of the city of Moscow;
- forms and maintains a register of sources of the city budget income, as well as a set of registers of sources of municipal budgets income, and a register of sources of income of the budget of the Moscow City Compulsory Health Insurance Fund for submission to the Ministry of Finance of the Russian Federation following the procedure established by the Ministry of Finance of the Russian Federation;
- receives from the chief administrators (administrators) of the city budget revenues, chief administrators (administrators) of the sources of financing of the city budget deficit, chief administrators (administrators) and recipients of the city budget funds, local self-government bodies and the management body of the Moscow City Compulsory Health Insurance Fund materials necessary for drafting laws of the city of Moscow on the city budget and its execution, the forecast of the consolidated budget of the city of Moscow and the report on its execution, as the preparation and the cash plan execution;
- forms methodological guidelines for planning budget allocations for the fulfilment of expenditure obligations of the city of Moscow carried out at the expense of the city budget, and maintaining registers of expenditure obligations by the general managers of the city budget funds;
- organizes the execution of the city budget;
- draws up a report on the execution of the Moscow city budget and the execution of the consolidated city budget and the Moscow City Compulsory Health Insurance Fund budget;
- approves the lists of codes of subspecies by types of city budget revenues, the chief administrators of which are the state authorities of the city of Moscow, as well as the list and codes of target expenditure items of the city budget and the budget of the Moscow City Compulsory Health Insurance Fund;
- maintains the State Debt Book of the city of Moscow;
- manages and establishes the procedure for managing funds (fund balances) on a single city budget account;
- carries out the placement of the city budget funds in bank accounts following the established procedure;
- provides cash services for the execution of the city budget and municipal budgets based on an agreement on the transfer of these powers concluded by the Government of Moscow with the Federal Treasury, as well as accounting for cash execution of the city budget and municipal budgets;

- ensures cash payments from a single account for the execution of the city budget on behalf and behalf of the administrators of the sources of financing of the city budget deficit and recipients of the city budget funds;
- authorizes payment of monetary obligations of recipients of city budget funds and administrators of sources of financing of the city budget deficit;
- keeps records of budget obligations accepted by recipients of the city's budget funds and their payment.

Analysis of the execution of the Moscow budget for 2020

Budget execution based on the Law of the City of Moscow dated November 27, 2019, No. 33 *On the Budget of the City of Moscow for 2020 and the planning period of 2021 and 2022*, which established, was realized.

Characteristics of the budget of the city of Moscow for 2020:

- 1) 2,798,726,496.9 thousand rubles were the total amount of city budget revenues;
- 2) 3,150,011,069.6 thousand rubles were the total amount of expenditures of the city budget;
- 3) 351,284,572.7 thousand rubles were the city budget deficit (*On the Budget of the City of Moscow for 2020 and the Planning Period of 2021 and 2022, Art. 1*).

Characteristics of the budget of the city of Moscow for the planning period of 2021 and 2022:

- 1) the total amount of 2021 city budget revenues of 3,064,151,956.4 thousand rubles and 2022 one of 3,356,190,864.1 thousand rubles;
- 2) total expenditures of the 2021 city budget of 3278306639.5 thousand rubles, including conditionally approved expenditures of the Moscow budget of 81,956,766.8 thousand rubles, and 2022 of 3,379,027,719.8 thousand rubles, including conditionally approved expenditures of the city budget of 168,949,537.5 thousand rubles;
- 3) the 2021 city budget deficit of 214154683.1 thousand rubles and 2022 of 22,836,855.7 thousand rubles.

In fact, the budget execution looked as follows (*Law of the City of Moscow No. 33, art. 1, par. 1*):

- revenues were executed by 99.5%, i.e., 2,869 billion rubles (the plan was 2,882.5 billion rubles);
- expenses were executed by 92.7%, i.e., 3,006.4 billion rubles (the plan was 3,242.7 billion rubles).

Revenue execution looked as follows:

Plan: a total of 2,798.7 billion rubles were to be raised as revenues to the budget of Moscow (*Law of the City of Moscow No. 33, art. 2*), of which:

- 1,145.1 billion rubles (40.9% of all income) were for personal income tax,
- 991.2 billion rubles (35.4% of all income) were for corporate income tax,
- 259.5 billion rubles (9.3% of all income) were for other tax income,
- 257.6 billion rubles (9.2% of all income) were for non-tax income,
- 145.2 billion rubles (5.2% of all income) were for corporate property tax.

Fact:

- 2,869.0 billion rubles (instead of 2,882.5 billion rubles), i.e., implementation of 99.5%, were total revenues;
- 1,155.2 billion rubles were attracted (instead of 1,145.1 billion rubles), i.e., the implementation of 100.9%, were due to the personal income tax;
- 793.1 billion rubles (instead of 991.2 billion rubles.), i.e., the implementation of 80.0%, were collection of corporate income tax;
- 377.8 billion rubles (instead of 404.7 billion rubles), i.e., the implementation of 93.3%, were other tax revenues;
- 254.2 billion rubles (instead of 257.6 billion rubles), i.e., the implementation of 98.7%, were non-tax revenues;
- 288.7 billion rubles (instead of 83.9 billion rubles), i.e., the implementation of 344.3%, were gratuitous receipts (*Law of the City of Moscow No. 38, art., 1, par. 1*).

The execution of the expenditure budget was formed as follows. Plan: a total of 3,242.7 billion rubles should be allocated for spending from the Moscow budget funds, of which:

- 698.7 billion rubles (22.7% of all expenses) were for the development of the transport system;
- 615.7 billion rubles (17.2% of all expenses) were for social support of city residents;
- 364.8 billion rubles (13.2% of all expenses) were for the development of city education (Metropolitan Education);
- 598.6 billion rubles (12.7% of all expenses) were for the development of city healthcare (Metropolitan Healthcare);
- 130.4 billion rubles (3.8% of all expenses) were for the development of the digital environment and innovation;
- 577.7 billion rubles (19.7% of all expenses) were for other programs;
- 256.8 billion rubles (7.6% of all expenses) were for non-program expenses (*Law of the City of Moscow No. 33, art. 3*).

Fact:

- 3006.4 billion rubles (instead of 3242.7 billion rubles), i.e., the implementation of 92.7%, were all expenses;
- 691.9 billion rubles (instead of 698.7 billion rubles), i.e., implementation of 99.0%, were the development of the transport system;
- 590.9 billion rubles (instead of 615.7 billion rubles), i.e., implementation of 96.0%, were social support of city residents;
- 570.3 billion rubles (instead of 598.6 billion rubles), i.e., implementation of 95.3%, were the development of city healthcare (Metropolitan healthcare);
- 353.4 billion rubles (instead of 364.8 billion rubles), i.e., implementation of 96.9%, were the development of city education (Metropolitan Education);
- 120.2 billion rubles (instead of 130.4 billion rubles), i.e., 92.2% implementation, were spent development of the digital environment and innovation;
- 519.4 billion rubles (instead of 577.7 billion rubles), i.e., implementation of 89.9%, were other programmes;

- 160.3 billion RUB (instead of 256,8 billion rubles), i.e., implementation of 62.4%, were non-programme activities (*Law of the City of Moscow No. 38, art. 1, par. 2-5*).

Based on the analysis of the ratio of income and expenditure, budget execution was possible to conclude that the expenditure excess over income (deficit) for the sum of 137,446,311.4 thousand (On the Execution of the Budget of the City of Moscow for 2020, Art. 1, par. 1). And this is a logical question about the financing of the budget deficit.

Financing of the 2020 city budget deficit looked like this:

- The deficit amounted to 351.3 billion rubles;
- Funds raised from the sale of shares of 0.04 billion rubles;
- The amount of repayment of budget loans to 2.8 billion rubles;
- Borrowings of 40.0 billion rubles;
- Use/accumulation balances were 308,4 billion rubles (*Law of the City of Moscow No. 38, art. 1, par. 6*).

Based on the above, we can conclude about the general form of the Moscow budget as of the end of 2020: the city budget was executed on revenues of 2,868,980,138.7 thousand rubles, on expenditures of 3,006,426,450.1 thousand rubles with an excess of expenses over income (deficit) of 137,446,311.4 thousand rubles.

The general sources of income were:

- Basic tax revenues:
 - 991.2 billion rubles of tax on income of physical persons;
 - 793.1 billion rubles of tax on profit of organizations;
 - 204.7 billion rubles property taxes;
 - 126.8 billion rubles taxes on gross income;
- Non-tax revenues:
 - 150.9 billion rubles of revenue from the use of property in state or municipal ownership;
 - 34.7 billion rubles of fines, sanctions, damages;
 - 288.7 billion rubles of royalty revenues depth.

The main directions of consumption were:

- 691.9 billion rubles of development of the transport system;
- 570.3 billion rubles of development of city healthcare (Capital healthcare);
- 353.4 billion rubles of development of city education (Capital Education);
- 590.9 billion rubles of social support for city residents;
- 104.6 billion rubles of housing.

Thus, the general source of Moscow's income for 2020 was the tax on the income of individuals operating in Moscow. The main direction of expenditure was the construction and development of transport systems.

Analysis of Moscow budget execution for 2021

Budget execution is carried out based on Law No. 28 *On the Budget of the City of Moscow for 2021 and the Planning Period of 2022 and 2023* dated December 10, 2020, which establishes:

- Characteristics of the 2021 city budget:
 - 2,834,024,862.5 thousand rubles were total revenue of the city budget;
 - 3,344,039,288.8 thousand rubles were the total amount of expenditures of the city budget;
 - 510,014,426.3 thousand rubles were the city budget deficit.
- Characteristics of the city budget for the planning period of 2022 and 2023:
 - 2,895,003,589.6 thousand rubles were the total amount of 2022 city budget revenues;
 - 3,161,296,555.3 thousand rubles were the total amount of 2023 city budget revenues;
 - 3,235,590,549.6 thousand rubles, including 80888816.5 thousand rubles conditionally approved expenditures of the city budget, were total expenditures of the 2022 city budget;
 - 3,344,665,923.8 thousand rubles, including 167,231,402.0 thousand rubles conditionally approved expenditures of the city budget, were total expenditures of the 2023 city budget;
 - 340,586,960.0 thousand rubles were the 2022 city budget deficit;
 - 183,369,368.5 thousand rubles were the 2023 city budget deficit.

In fact, the budget execution was implemented as follows:

- income executed by 113.9%, i.e., 3,335.5 billion rubles (instead of 2927.4 billion rubles);
- 3,445.7 billion rubles (instead of 3,553.2 billion rubles), i.e., implementation of 97%, were sent on expenditures (*Law of the City of Moscow No. 33, art. 1*).

The execution of the budget revenues was implemented as follows. Plan: a total of 2,927.4 billion rubles were to be attracted as income to the budget of Moscow, of which:

- 1,213.6 billion rubles were for personal income tax (45.9% of all income);
- 803.5 billion rubles were for corporate income tax (30.4% of all income);
- 267.3 billion rubles were for other tax income (10.1% of all income);
- 213.1 billion rubles were for non-tax income (8.1% of all income);
- 145.2 billion rubles were for corporate property tax (5.5% of all income);
- 0.04 billion rubles were for gratuitous receipts (0.001% of all revenues) (*Law of the City of Moscow No. 33, art. 2*).

Fact:

- 3,335.5 billion rubles (instead of 2,927.4 billion rubles), i.e., the implementation of 113.9%, were revenues;
- 1,368.4 billion rubles (instead of 1,281.1 billion rubles), i.e., the implementation of 106.8%, were due to the collection of personal income tax;
- 1,083.3 billion rubles (instead of 896.1 billion rubles), i.e., the implementation of 120.9%, were corporate income tax brought to the budget;
- 457.1 billion rubles to the budget (instead of 422.3 billion rubles), i.e., the implementation of 108.2%, were other tax revenues;
- 289.1 billion rubles (instead of 213.1 billion rubles), i.e., the implementation of 135.6%, were due to non-tax revenues;

- 137.7 billion rubles (instead of 114.7 billion rubles), i.e., the implementation of 120.1%, were gratuitous receipts (*Law of the City of Moscow No. 33*).

The execution of expenses was as follows. Plan: in total, 3,552.2 billion rubles should be allocated for spending from Moscow's budget funds, of which:

- 787.6 billion rubles (22.7%) were for the development of the transport system;
- 608.2 billion rubles (17.1%) were for social support for the city residents;
- 601.3 billion rubles (12.7%) were for the development of city public health (Capital Health);
- 412.9 billion (13.2%) were for the development of education of the city of Moscow (Capital Formation);
- 320.3 billion rubles (3.8%) were for on housing;
- 655.3 billion rubles (19.7%) were for other programs;
- 169.5 billion rubles (7.6%) were for non-program expenses (*Law of the City of Moscow No. 33*).

Fact:

- 3,445.7 billion rubles (instead of 3,553.2 billion rubles), i.e., the implementation of 97%, were the sum of all expenses amounted;
- 775.5 billion rubles (instead of 785.7 billion rubles), i.e., the implementation of 98.7%, were allocated for the development of the transport system;
- 580.9 billion rubles (instead of 608.2 billion rubles), i.e., the implementation of 95.5%, were allocated for social support of residents of the city of Moscow;
- 590.9 billion rubles (instead of 601.3 billion rubles), i.e., the implementation of 98.3%, were sent on the development of city healthcare (Metropolitan Healthcare);
- 410.1 billion rubles (instead of 412.9 billion rubles), i.e., the implementation of 99.3%, were sent on the development of education in the city of Moscow (Metropolitan Education);
- 311.7 billion rubles (instead of 320.3 billion rubles), i.e., the implementation of 97.3% were sent on housing;
- 629 billion rubles (instead of 655.3 billion rubles), i.e., the implementation of 96%, were sent on other programs;
- 147.6 billion rubles (instead of 169.5 billion rubles), i.e., the implementation of 87.1%, were sent on non-program activities (*Law of the City of Moscow No. 33*).

Based on the analysis of the ratio of income and expenditure, budget execution was possible to conclude that the excess of expenditure over income (deficit) was 510 billion. And from this, the question of financing the budget deficit is logical.

Financing of the 2021 city budget deficit looked as follows:

- The deficit amounted to 217.7 billion rubles;
- Funds raised from the sale of shares – 0.02 billion rubles;
- The amount of repayment of budget loans – 0.1 billion rubles;
- Borrowed funds amounted to 103.7 billion rubles;
- Use/accumulation of budget balances – 113.9 billion rubles (*Law of the City of Moscow No. 33*).

Based on the above, we can conclude about the general form of the Moscow's budget as of the end of 2021: the 2021 city budget was executed on revenues in the amount of 3,335,520,631.5

thousand rubles, on expenditures in the amount of 3,445,684,490.1 thousand rubles with excess expenses over income (deficit) in the amount of 217,706,600.1 thousand rubles.

The general sources of income were:

- Basic tax revenues:
 - 1,368.4 billion rubles (991.2 billion rubles in 2020) of tax on income of physical persons;
 - 1,083.3 billion rubles (793.1 billion rubles in 2020) of tax on profit of organizations;
 - 227.2 billion rubles (204.7 billion rubles in 2020) of property taxes;
 - 176.4 billion rubles (126.8 billion rubles in 2020) of taxes on gross income.
- Non-tax revenues:
 - 159.0 billion rubles (150.9 billion rubles in 2020) of revenue from the use of property in state or municipal ownership;
 - the income derived from the lease or other transfer charges in gratuitous use of state and municipal property (except property budget and Autonomous institutions, as well as the property of the state and municipal unitary enterprises, including state-owned – to 98.6 billion rubles;
 - 49.5 billion rubles of income from placing funds of the budgets;
 - 137.7 billion rubles (288.7 billion rubles in 2020) of donations (*Law of the City of Moscow No. 33*).

The main directions of consumption were:

- 775.5 billion rubles (691.9 billion rubles in 2020) were sent on the development of the transport system;
- 590 billion rubles (570.3 billion rubles in 2020) were sent on the development of city public health (Capital Health);
- 410.1 billion rubles (353.4 billion rubles in 2020) were sent on the development of city education (Capital Formation);
- 580.9 billion rubles (590.9 billion rubles in 2020) were sent on social support for the city residents;
- 311.7 billion rubles (104.6 billion rubles in 2020) were sent on housing (Regional statistics, 2022).

Thus, the general source of Moscow's income for 2021 is the tax on the income of individuals operating in Moscow, i.e., there are no cardinal changes to 2020, and the main direction of expenditure is the construction and development of transport systems, but there has been a significant change in terms of expenses – the reorientation of more than 100 billion in housing provision.

Conclusion

In conclusion, it is necessary to present an analysis of the overall dynamics of the ratio of income and expenses in recent years. The data looks like this (*Fig. 1*).

From the analysis of the indicators of 2020 and 2021, as well as summary data for the last 10 years, it can be seen there is a tendency to increase both budget revenues and their expenditures every year. It is due to the unconditional growth of the tax base because it was

previously found out that tax revenues are the most significant for the subject and the need to renovate the subject's urban space. Mainly renovation and development are expressed in the transport links' construction financing of housing programmes.

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Appendix

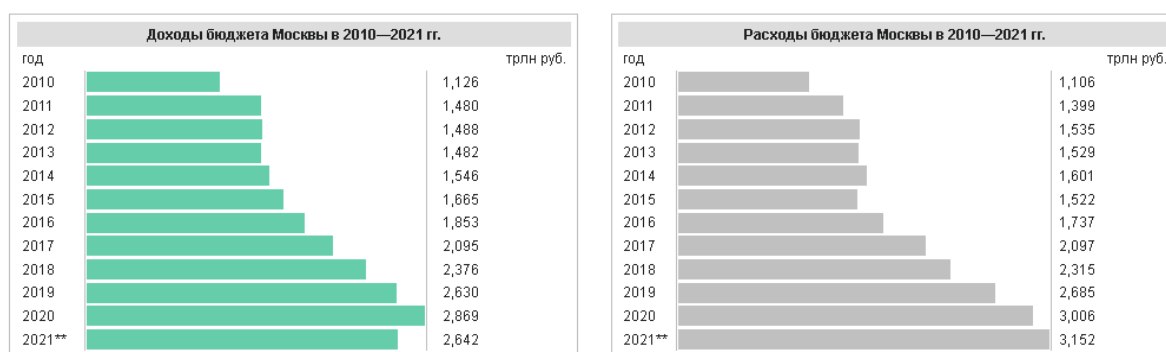


Figure 1. The overall dynamics of the ratio of income and expenses