

Does Fiscal Decentralization Benefit Sustainable Development? Evidence From 2020

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ABSTRACT: Is fiscal federalism associated with sustainable development in countries around the world? Using the latest data on fiscal decentralization from the IMF, we examine the relationship between fiscal decentralization and various indicators of sustainable development across 59 diverse countries. The indicators of sustainable development include economic, educational, environmental, health-related, and social variables. Our results suggest that the level of fiscal decentralization is significantly associated with the economic, social, and health aspects of sustainable development, and does not correlate with the environmental and educational categories. We also found that in many cases, fiscal revenue and expenditure decentralization have inverse effects. Further research should be conducted to investigate the optimal level of fiscal expenditure and revenue decentralization for each pillar of sustainability and if our results between expenditure and revenue decentralization are also present in other fields. This research serves as a platform for future research on sustainability and fiscal decentralization through specific sustainable development goals.

KEYWORDS: Economics, Sustainable Development, Fiscal Expenditure, Decentralization, Fiscal Revenue, Decentralization, Fiscal Federalism.

■ Introduction

No country has achieved sustainable development, however, there is a plethora of research on how countries should attack this important topic. Sustainable development is not sustainability, instead, it has been defined as “development that meets the needs of the present without compromising the ability of the future” by the International Institute for Sustainable Development. This has been quantified by creating Sustainable Development Goals, and pillars of sustainable development, such as gender equality, no poverty, peace, justice, and strong institutions. Sustainable development has been a priority in America for over 30 years (President's Council on Sustainable Development) and sustainable legislation is on the docket as we continue through the 21st century. Recently, the excessive consumption of natural resources and the ever-widening pay and economic support gap between richer and poorer countries in the aftermath of the Coronavirus Pandemic have emphasized the need for economic equality.¹ Increased research into factors that impact sustainable development has increased because of these factors, as sustainable development is rooted in equity and equality. We have selected our 59 countries because they were the most representative of all countries and had a comprehensive dataset.

Fiscal decentralization, as we will calculate it in our paper (through both percent expenditure and percent revenue), is the amount of countries' capital/responsibility bestowed upon a decentralized government – government vs local spending and government vs local revenue collection. There was a large shift to fiscal decentralization in the 1980s, transitioning the responsibility of central governments to local governments across the world.² Now, the impacts of fiscal decentralization

are being measured to inform future policy decisions. Fiscal decentralization has been long researched for its impact on economic development, recently, however, there has been an increased interest in research on its impact on sustainable development. To the best of our knowledge, there has been a gap in research on fiscal expenditure/revenue decentralization and its effect on specific metrics in the categories of sustainable development goals.

In this study, we consider how fiscal decentralization impacts the achievement of sustainable development goals (SDGs). We investigate this issue to clarify which SDGs are impacted by fiscal decentralization and to explore the correlation between fiscal decentralization and specific SDGs. A comprehensive conclusion will guide future policy decisions and areas to subsidize as fiscal decentralization/centralization increases. Additionally, this paper provides valuable insight into what factors aren't affected by fiscal decentralization.

The rest of the paper is organized as follows. Section 2 is a literature review of fiscal decentralization and sustainable development. In Section 3 we present our Data and Methodology, including significance tests between SDGs and fiscal decentralization. Section 4 contains our empirical results and section 5 presents our conclusions.

■ Literature Review

Two prevailing strands of literature are pertinent to our study. First, the economic impacts of fiscal decentralization, bleeding into sustainable development and the optimal level of fiscal decentralization. The next strand of literature is simply defining what sustainable development is, as this is pivotal to understanding the paper.

The first strand of literature focuses on fiscal decentralization, mainly the economic implications of fiscal decentralization. This has been researched extensively, and both the impact on countries and corporations have been analyzed. First, the impact of fiscal decentralization on corporations, with Pu *et al.* concluding that fiscal decentralization leads to higher corporate innovation, forwarding economic growth.³ This, however, is not as clearly shown in the literature on fiscal decentralization's effect on countries' economic growth. Lin & Liu found that fiscal decentralization had a positive effect on economic growth in China from the 1980s to 1990s.⁴ This further demonstrates the claim that fiscal decentralization benefits economic growth, however, in OECD countries, it was found that fiscal tax decentralization has an insignificant effect on economic growth. This further lends to the complexity of fiscal decentralization, as different methods often yield different results.⁵ In 2003, Martinez-Vasquez & McNab published a paper claiming that there is still a need for more research to decide whether fiscal decentralization is beneficial to economic growth.⁶ Since then, Gemmell *et al.* concluded that fiscal revenue decentralization promotes economic growth while fiscal expenditure decentralization hampers economic growth.⁷ The link between economic growth and sustainable development has been explored in a multitude of countries around the globe. In Ghana, Dick-Sagoe concluded in a literature review that fiscal decentralization had a positive effect on Ghana's economic growth.⁸ This was reverberated in a paper published in the wake of fiscal decentralization in Indonesia, which found that it had beneficial economic outcomes and could provide a sustainable future for local governments in Indonesia.⁹ Finally, it was concluded in Russia that fiscal expenditure decentralization will lead to negative economic outcomes without being paired with fiscal revenue decentralization, also finding that dependence on fiscal transfers from a federal government benefits economic growth.¹⁰ The effects of fiscal decentralization are varied across different industries, and its effects are much more visible on a micro-scale. In summary, revenue decentralization leads to economic growth while expenditure decentralization does not. However, a pair of both lead to sustainable local governments and future success.

The second strand of literature focuses on sustainable development. The pillars of sustainable development have been placed into indices, such as the Human Development Index and the National Sustainable Development Index. These indices give us a sense of how sustainable development functions as fiscal decentralization is changed, with studies such as Jin & Jakovljevic finding that a moderate level of fiscal decentralization aids sustainable development by looking at the HDI.¹¹ This is also reiterated by Hui & Martinez-Vasquez, who, by using the NSDI, found the optimal level of fiscal decentralization and also validated the hump-shaped curve created by fiscal decentralization and sustainable development.¹² Olaide *et al.* found that there was no relationship between fiscal federalism and the NSDI, however, there was a relationship between federalism and economic development, implying that was the reason for certain policy decisions.¹³ There has also been research into modifying the NSDI for lack of reliability

and continuity.¹⁴ They found that their modified version of the NSDI was more acceptable and reliable, giving a better gauge of sustainable development. In the end, sustainable development has long been researched as an index, however, there is still variation between which indicators are used in each index, giving varied results once again. While there has been a lot of research on sustainability as a whole, there has been little research that compiles different explanatory variables for the pillars of sustainable development and compares that with fiscal decentralization. For the explanatory variables for each pillar, we will use the variables that Özgür *et al.* used in their study for informality and sustainable development.¹⁵

In sum, there has been an extensive amount of research on fiscal decentralization and economic outcomes and even research on fiscal decentralization and sustainable development, however, there is a gap in the literature investigating what causes the upward and downward slope of the association between fiscal decentralization and sustainable development. We attempt to demonstrate what variables are benefited and undercut by fiscal decentralization, leading to policy decisions that benefit the countries that have differing levels of fiscal decentralization, not only contributing to the research on optimal levels but also showing what SDGs countries should subsidize for differing levels of fiscal decentralization.

■ Methods

Data:

Our main explanatory variable of interest is fiscal decentralization. To create a benchmark for this analysis, we used the revenue-centralization approach, measuring the ratio of central government revenue to the total government revenue. Central government-collected revenue is in the numerator and total revenue collected on the denominator, this includes subnational and local governments. The second indicator is expenditure-centralization, following the same rules as the revenue approach, with the denominator and numerator being expenditure instead of revenue. Both series are obtained from the International Monetary Fund's World Development Indicators, when data is not available there for our selected 59 countries, we default to the OECD library.^{16, 17} (Data provided from 2020/2021) Following the approach from Elgin *et al.*, we will also use the methodology of Arzaghi and Henderson. This gives us a measure of the institutional and statutory level of fiscal federalism in a country.^{18,19} This measures degrees of decentralization instead of benchmark measures.

This is not the most common measure used in the empirical literature on the effects of fiscal decentralization. The fiscal expenditure approach, using a subnational expenditure approach, is also provided by the World Development Indicators. This has been done often by researchers. (Enikolopov & Zhuravskaya; Gemmell *et al.*; Hui & Martinez-Vasquez)^{20,7} However, there is no perfect measure, and the criticisms of the GFS-based measure are plentiful among scholars. (Government Finance Statistics provided by the International Monetary Fund)¹² There is a belief that it overstates the actual level of expenditure decentralization. This is partly why we use the revenue approach as well. The main issue with using any other database than the GFS/WDI is that there is a lack of re-

search into non-EU countries, leading to an overrepresentation of richer countries, this is the case in many studies cited in Hui & Martinez-Vasquez such as Baskaran & Feld and Slavinskaitė.^{5,16,21} This leads to one-sided research that cannot be generalized to poorer, developing countries, while the conclusion and policy recommendations will struggle to guide the majority of nations. Availability of data is important, and it is for that reason that we must push past the flaws that the GFS/WDI contains.

Sustainable Development:

In this study, we aim to assess the empirical relationship between fiscal decentralization and sustainable development. Sustainable development is difficult to measure in a few indicators, which is why many researchers use indexes such as the HDI (Human Development Index) and NSDI (National Sustainable Development Index). We have, following the approach from Özgür *et al.*, we grouped the sustainable development indicators into 5 different categories.¹⁵ These include health-related, economic, environmental, educational, and social variables. Each group contains several measures, provided by the World Development Indicators from the IMF (2021 along with fiscal decentralization data).²² We use these indicators because they let us evaluate each cornerstone of sustainable development. With this ability, we can find what variables have a positive, negative, or no correlation with fiscal decentralization, which would help us explain why the overall indices such as the NSDI have a bell-shaped curve.

The health-related variables include things such as life expectancy, Infant mortality rate, neonatal mortality rate, and mortality under age five. They also include what percent of the population is vaccinated for certain diseases and drinking water/sanitation access. These variables help us gain a picture of what life is like in these countries.

The economic variables group includes three different poverty headcount ratios and gap series, along with access to electricity (by percentage of population). These variables give us an understanding of how financially able the country is, and if the poverty SDGs are met.

The group of environmental variables includes CO2 emissions per capita, and CO2 emissions per 2021 GDP, giving us a gauge of the carbon footprint in the countries. This also helps us gain a view of how well these countries are abiding by the Paris 2030 agreement.

The educational variables group contains gross tertiary and gross secondary schooling, giving us a comprehensive, yet brief, understanding of education in the countries we are evaluating.

Finally, the group of social variables, including ILO predictions of female labor force participation and national predictions of female labor force participation. This assesses the extent to which the country has installed institutions and programs to promote equal access for men and women in education, health, the economy, and legal protection. These all give us a picture of what equality exists in the countries, and how much effort is being dedicated to achieve equality.

Control Variables:

In several of our regression models, we use control variables other than fiscal decentralization. These variables include real

GDP per capita (IMF), population size (IMF), urban population (percentage of people that live in urban areas, WorldBank), level of democracy (Economist Intelligence Unit), corruption (0-1 with 1 being no corruption, transparency.org), rule of law (ourworldindata.org), and trade openness (percentage of GDP, WorldBank).^{10,16,22,23} We consider these variables as commonly used in the literature. We expect that for GDP per capita, urban population, level of democracy, rule of law, corruption, and trade openness, there will be a positive correlation with sustainable development. We expect the population size to have a negative correlation with sustainable development. Trade openness is much more complex, as it reflects the amount of a country's GDP that it trades every year. We expect more trade to increase certain sustainable development indicators while not affecting others. However, increased trade may have ripple effects across different areas of sustainable development. Trade openness is associated with the amount of women's labor force participation.²⁴ Table 1 provides the descriptive summary statistics for all of our control variables, including log-shifted GDP per capita.

■ Methodology

Our dataset is a cross-country panel with data just from the year 2020. This dataset is highly unbalanced, however, every country that we have selected has enough sustainable development data from the year 2020 to create a comprehensive piece of data analysis. Before our regression and tests, we log shifted GDP per capita to normalize the data. Stationary tests do not apply to our dataset, because of our exclusively one-year data collection process. For fixed effects estimation, we estimated a model like this to regress sustainable development indicators on fiscal decentralization.

$$\text{SD_Indicator} = \beta_0 + \beta_1 * \text{FiscalDecent}(i) + \beta_2 * \text{Controls}(i) + \varepsilon(i) \text{ (Equation 1)}$$

Here, *SD_Indicator* is the sustainable development outcome, β_0 is defined as the intercept, β_1 represents the change in *SD_Indicator* with a 1 unit change in fiscal decentralization, *FiscalDecent*(*i*) is the measure of fiscal decentralization for the *i*th observation, β_2 is the coefficient for the controls in our model, *Controls*(*i*) is the vector of our control variables, and finally $\epsilon(i)$ is the error term. Because of the size of our data, limiting ourselves to 59 countries in the year 2020, we only have enough data to run OLS regression models. The results of these models are presented in Table 2.

Table 1: Includes descriptive summary statistics for all variables.

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enables direct addresses with tailored policies to help sustainable development. However, centralized government can provide the coordination and strength to tackle large-scale issues. This is evident in health care and environmental protection, things that require uniform policies. The choice between decentralization and centralization involves important trade-offs that addit both short-term outcomes and long-term sustainable success.

■ Conclusion

Fiscal Decentralization has been shown to have a major impact on economic outcomes in countries around the world. Although studies have mostly focused on its impact on economic outcomes, new research has begun to be produced evaluating the impact of fiscal decentralization on sustainable development.^{11,22} Jumping off these insights, this research paper analyzes fiscal expenditure and revenue decentralization's impact on sustainable development variables in a macro context. Our empirical results show that fiscal decentralization is significantly associated with multiple sustainable development variables. Our findings suggest that decreasing fiscal revenue decentralization (higher centralization) is positively correlated with female labor force participation (ILO estimate), the poverty headcount ratio at \$6.85 a day, and the poverty gap at \$6.85 a day while more centralization was negatively correlated with infant mortality rate, neonatal mortality rate, and mortality rate under 5. Our results also show that decreasing fiscal expenditure decentralization (higher centralization) is positively associated with infant mortality rate, neonatal mortality rate, and the mortality rate under 5. While it was negatively associated with female labor force participation (ILO estimate), the poverty headcount ratio at \$6.85 a day, and the poverty gap at both \$3.65 a day and \$6.85 a day. These results occurred while controlling for log-shifted GDP per capita, population size, % of urban population, level of democracy, corruption, rule of law, and trade openness. We provided robustness checks through VIF tests, finding that none of our variables had high multicollinearity. Our findings suggest that countries should adjust their level of decentralization to cope with what categories their country is struggling in as a whole, with female labor force and poverty gap on one side of the spectrum, and mortality rates on the other. We cannot conclude that fiscal decentralization is necessarily a bad or good thing for sustainable development.

Multiple studies have shown the macro relationship between fiscal decentralization and sustainable development, this study shows that some variables are not significantly correlated with fiscal decentralization, possibly skewing the results of past studies. This robust approach gives insight to lawmakers on how to manage fiscal decentralization in their countries and thus should impact future policy decisions about fiscal decentralization and how they affect SDGs. Although we have demonstrated robust conclusions about fiscal decentralization and sustainable development, many things are beyond the scope of this paper. First, we have only run an OLS regression analysis controlling for a handful of variables. There are more robust regressions that can and should be run on this and other datasets. We also had issues with moderately high multicol-

linearity. This dataset was also limited to data from 2020. In the future, there should be more comprehensive datasets created and tested using the methodology from this paper. Finally, while evaluating 59 countries from around the globe, specific case studies from countries would be beneficial to understanding the impact of policy and their outcomes in SDGs.

Future research could also benefit from more advanced and in-depth econometric techniques, such as panel data instrumental variable regressions or case studies of more specific countries across the globe. Expanding the time frame beyond just one year could also provide more insight into this topic.

Furthermore, exploring and controlling how fiscal federalism affects regional inequalities may help clarify its role in achieving sustainable development. This paper finds the vast difference between revenue and expenditure decentralization and its effect on sustainable development variables, and it also finds what groups of variables are not statistically affected. However, this research paper skims the surface of an issue that should be investigated for its implications not only in policy today, but for future endeavors as we try to build a more sustainable world.

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■ Appendix

List of 59 Countries: Albania, Armenia, Australia, Austria, Belarus, Belgium, Bosnia and Herzegovina, Brazil, Canada, Chile, China, Colombia, Costa Rica, Croatia, Czechia, El Salvador, Estonia, Finland, Georgia, Germany, Guatemala, Hungary, Iceland, Indonesia, Israel, Italy, Japan, Kazakhstan, Kenya, South Korea, Latvia, Lithuania, Mauritius, Mexico, Moldova, Mongolia, Nepal, Netherlands, North Macedonia, Paraguay, Peru, Portugal, Russia, Rwanda, Senegal, Serbia, Somalia, South Africa, Spain, Sweden, Switzerland, Thailand, Turkey, Uganda, Ukraine, United Arab Emirates, United Kingdom, United States of America, Uzbekistan

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