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# Innovating the State Budget Revolution Structure in Vietnam Sustainable Direction

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Abstract: The structure of state budget revenue in Vietnam over the past time has had positive changes, the scale of the state budget has increasingly expanded. The policy of encouraging the state budget continued to be completed, rationally and timely mobilizing resources from production, natural resources, and land. However, there are many challenges in the structure of state budget revenues. The structure of state budget revenue has not been completely sustainable, the implementation of tax reduction in accordance with integration commitments puts considerable pressure on future state budget revenues. The rate of state budget collection gradually decreased, due to low economic efficiency. State budget revenue has not really originated from production - business results or economic restructuring. There exist unstable revenues such as revenue from crude oil or from the land ...From the results of qualitative analysis, the article has proposed some solutions to renovate the structure of state budget revenue in Vietnam in a sustainable manner. Besides solutions to complete tax policy and modernize tax administration, other solutions such as reforming economic structure, improving the efficiency of management and use of public assets, paying more attention to nourishing revenues and improving the efficiency of the budget stabilizing system... These are important solutions to a sustainable revenue structure.

Key words: renew; state budget; tax; structure of budget revenue; sustainability

JEL code: G380

### 1. Actual Situation of State Budget Revenue Structure in Vietnam

#### 1.1 Positive Effects of the State Budget Revenue Structure on the Sustainability of State Budget

The structure of budget revenue ensures the basic principle of budget balance: that regular revenues are larger than recurrent expenditures and contribute to accumulation for development investment.

The scale of budget revenues is increasingly expanding. The scale of budget revenues, which increased with the rapid development of social production and reforming the revenue collection policy system, reached 24% of GDP in recent years; which made an important contribution to ensuring that budget spending increases meet socio-economic development requirements.

The total state budget revenue reached an average of 26.34% of GDP in the 2006-2010 period (The planned target is 20%-21% of GDP) and average 23.56% of GDP in the period 2011-2015 (The planned target is 22%-23% of GDP). Average of 3 years 2016-2018, Total revenue reached 24.91% of GDP, this is higher than the average of 23.57% of GDP in the period of 2011-2015.

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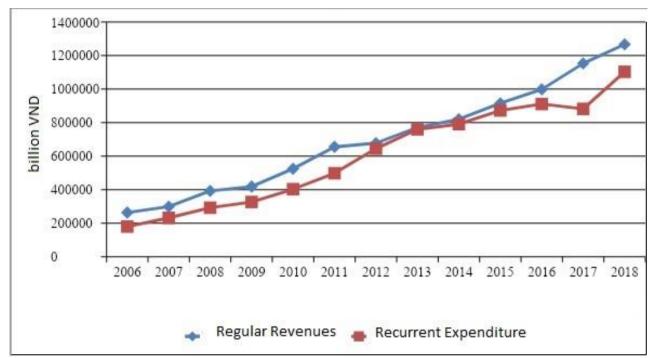


Figure 1 Regular Revenues and Recurrent Expenditures for the Period 2006-2018

Source: Annual state budget settlement

The structure of state budget revenue has shifted towards a more sustainable manner with a gradual increase in the share of domestic revenue; revenue from import and export and crude oil have tended to decrease.

The policy to encourage state budgets continues to be completed, rationally and timely encouraged resources from production, natural resources and land. The structure of state budget revenue is increasingly more sustainable in the direction of increasing the proportion of revenue from production and business, gradually reducing the dependence on revenues from mineral resources and income from import-export. The share of domestic revenue in total state budget revenue has increased from an average of 67.7% between 2011 and 2015 to 80% between 2016 and 2018, particularly in 2018 reached 81.67%. The proportion of domestic revenue increased due to more efficient production and business activities of taxpayers, the number of newly established businesses increased, the state applies tax incentives, simplify administrative procedures, improve the business environment, creating favorable conditions for production and business development.

The share of crude oil revenue decreases to 3-4% of the total state budget revenue, compared to the average of 13.4% of the period 2011-2015. Revenues from crude oil decreased due to the low price of crude oil in the recent period and efforts to restructure the economy through reducing dependence on natural resources, including crude oil. The proportion of the balance of export-import activities compared to the total state budget revenue decreased by 20.06% on average 2006-2010 period to 17.7% in the period of 2011-2015 and more than 14% between 2016 and 2018. The proportion of revenue from export-import activities in recent years has been declining due to Vietnam's strengthening international economic integration, cut tariffs according to the schedule.

Revenues from FDI and revenue from SOEs tend to decrease, while revenues from the non-state sector tend to increase and accounted for an increasing proportion, which is the region with the highest proportion in 2017-2018.

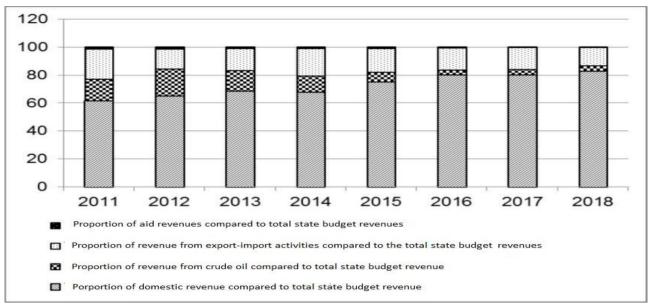


Figure 2 State Budget Revenue Structure by Source, 2011-2018 (%) Source: Calculated according to the Ministry of Finance data

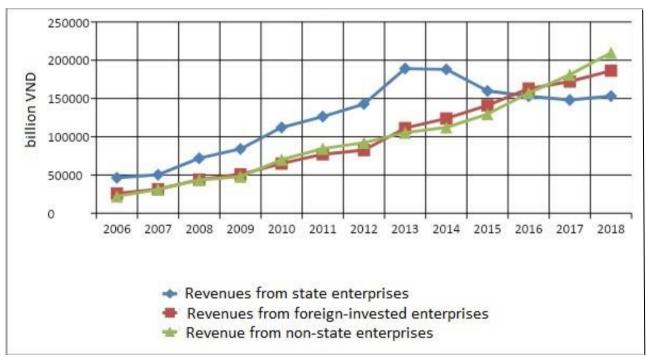


Figure 3 Revenues From Economic Sectors in the 2006-2018 Period

Source: Annual state budget settlement

The proportion of tax revenue still accounts for the largest proportion of domestic revenues. The average period of 2006-2018 reached 22.69% of GDP; budget revenues from taxes, fees and charges (Excludes crude oil) reached an average of 19.23% of GDP over the period and have tended to increase in recent years.

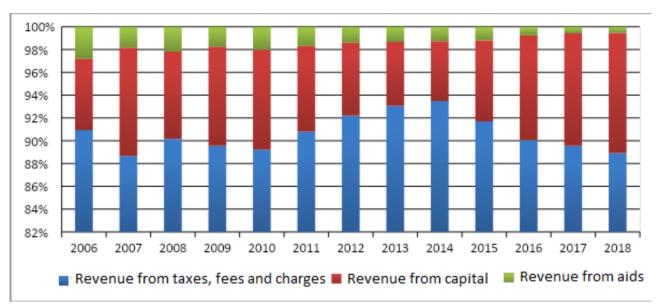


Figure 4 Structure of State Budget Revenues by Revenue (%) in the Period of 2006-2018

Source: Compiled from data of the Ministry of Finance for years

Tax revenues have been improved in a more reasonable manner. Indirect taxes are playing an increasingly important role, the proportion of direct taxes decreases in the total state budget revenue, in order to implement the policy of recreating the investment and business environment in order to promote the development of enterprises.

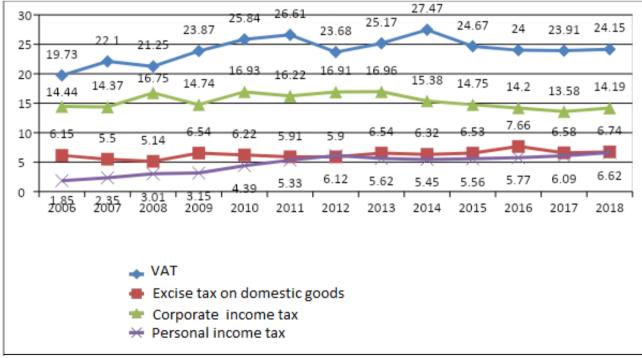


Figure 5 The Proportion of Consumer Taxes and Income Taxes in the Structure of State Budget Revenue (%)

Source: Calculated from the Ministry of Finance's public figures

By promoting the management, exploitation and the use of public assets, especially the land, revenues from the exploitation of public property resources also increased over the years. The revenue from land use in 2018 is estimated at 146.6 trillion dongs, 3 times higher than in 2011; Revenue from land rent in 2018 is estimated at VND 32 trillion, more than 5 times higher than in 2011.

The revenue structure between the central budget and the local budget is clearly delineated in accordance with the State Budget Law. The proportion of local budget revenue as decentralized tends to increase, contribute to promoting local economic development and encourage localities to strengthen tax collection management. Local budget revenue (local state budget) tends to increase both in size and proportion, the central role of the central budget is guaranteed.

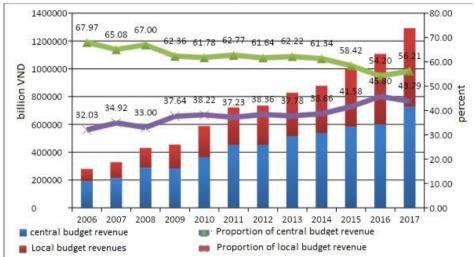


Figure 6 Structure of State Budget Revenues According to the Decentralization Period 2006-2017

Source: Calculated from the State Budget Settlement for many years

#### 1.2 Negative Impacts of the Structure of State Budget Revenues on the Sustainability of State Budget

State budget revenue structure is not completely sustainable, especially the proportion of export-import revenue is still high, about 15% of total state budget revenue. The implementation of tax reduction according to integration commitments puts considerable pressure on future state budget revenues.

The irregular revenue structure accounts for a high proportion of the total state budget revenue, on average 10.52% during 2016-2018. Although the budget revenue for many years exceeded the estimate, it was mainly due to irregular revenues. In the period 2011-2018, irregular revenue collection accounted for 62% of the total exceeded state budget revenue. The largest proportion of non-regular revenue is the collection of land use fees. This revenue always has an increasing proportion of the total state budget revenue, increased from 6.5% in 2014 to 11.1% in 2018. This shows that the state budget still depends heavily on unsustainable revenue sources.

The regular revenue figures include other revenues, while these amounts can hardly be considered regular revenues. Basically, the sale of assets (mainly land) is a very unsustainable revenue source. In the near future, this revenue source will quickly exhaust and greatly affect the state budget's sustainability if there is no plan to offset the deficit more effectively. If these revenues are excluded, the principle of state budget sustainability in the recent period cannot be guaranteed.

The size of budget revenue tends to decrease, while the spending demand is still very large, leading to an increasingly tense state budget revenue and expenditure balance. State budget revenue has not really originated from production and business results, economic restructuring, some of the revenues are unstable such as revenues from crude oil, land revenues...

The foundations for encouraging state budget revenues are not solid. Although the state budget revenue has increased significantly over the years and revenue structure has improved. The structure of domestic revenue increased slowly and not enough to cover the spending needs due to low economic efficiency; State budget revenue has not really originated from production results, business, from the effect of economic restructuring, much depends on other revenues (such as revenues from selling crude oil, collecting import and export taxes, etc.); local budgets depend heavily on land revenues, from the construction lottery and subsidy of the upper budget.

The rate of state budget collection gradually decreased, due to low economic efficiency. State budget revenue has not really originated from production and business results, economic restructuring, some of the revenues are unstable such as revenues from crude oil, land revenues ...

In the structure of state budget revenues by economic sectors, the contribution from state-owned enterprises plummeted, the contribution rate of foreign-invested enterprises also tended to decrease. In the regional structure, the proportion of revenue from non-state enterprises is still low. In the period of 2013-2018, revenue from non-state industrial and commercial services only accounts for 17-19% of the total state budget revenue, less than 20% of total state budget revenue. Due to the characteristics of this economic region, most small and medium-sized enterprises, capital is thin, weak competitiveness, so the production-business results recovered slowly. The ability to comply with regulations on accounting and invoices is still limited, quite a few businesses have not complied with the performance of obligations towards the state budget, revenue from this area is still relatively large, if more effective management measures are applied, it will contribute to increase revenues, increase the share of non-state sector in total state budget revenues.

Vietnam's state budget revenue structure by taxes is still unbalanced compared to the requirements of a sustainable revenue structure. The proportion of indirect taxes is quite similar to that of developing countries with low incomes but still quite high considering the development trend; the proportion of PIT is too low; the corporate income tax rate is quite high. The tax burden on businesses is still large; The proportion of property tax is still low, indicating that it has not yet fully exploited the capacity to increase ...

The proportion of central budget revenue is decreasing and it is likely that the target will not reach 60%-65% in the period of 2016-2020. The proportion of state budget revenue increased significantly. It is not due to the change of budget decentralization in the direction of leaving more revenue for the locality but mainly due to the local focus on exploiting the 100% revenue share for the local budget. Decentralized revenue structure is not consistent with international practices, authority has not yet been associated with the responsibilities of local authorities.

Budget revenues differ greatly between regions across the country. Red River Delta and Southeast regions are two prominent areas and contribute most to budget revenue.

Table 1 Structure of State Budget Revenues in Vietnam By Region in the Period of 2011-2016

Unit: billion VND

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Targets	In 2011	In 2012	In 2013	In 2014	In 2015	In 2016
Northern mountainous region	34.401	42.443	48.418	52.156	60.099	67.436
Red river delta	288.843	313.217	354.592	360.683	423.383	444.159
North Central and Central Coast	111.761	122.944	136.686	151.043	161.937	181.674
Highlands	19.102	22.716	21.902	21.009	20.824	24.255
South East	318.264	431.732	448.062	472.051	478.738	508.149
Mekong Delta	51.947	58.305	67.065	63.294	72.802	85.587

Source: Annual state budget settlement.

The development of disparity led to the state budget not taking full advantage of the economic development potential of the regions, economic links across the country have not been effective, unfair distribution of resources. Budget sustainability only exists in a few provinces and cities located in more favorable economic regions.

#### 1.3 The Cause of the Negative Effects

Because Vietnam's economy is still weak in terms of production and management level, the competitiveness of domestic enterprises is still limited. This is one of the profound causes that make the state budget revenue in Vietnam in recent years not yet ensure a sustainable revenue structure.

Restrictions on national competitiveness. The annual report on global competitiveness (2017-2018) is published at the World Economic Forum (WEF), although Vietnam's position has improved a lot, compared to the level and rank of improvement, Vietnam is only on Laos, Cambodia and the Philippines. Vietnam's business environment is still limited, Mainly: Access to finance; Quality of human resources, corruption, professional ethics, tax regulations, infrastructure ...

The pillar of growth is not really sustainable, which focuses on a number of industries, some businesses with large budget revenues, high export products, contributing to a lot of growth. That has not made the sustainability of an economy. The connection between foreign-invested enterprises and domestic enterprises is not really effective; Large enterprises have not created spillover effects and connected a value chain to create links with domestic enterprises.

Vietnam's rapid transition is reshaping fiscal policy options. The transition of Vietnam is characterized by gradually becoming a middle-income country, the population is aging, open more, decentralize faster, also bring new challenges to financial-budgetary issues. This shift has resulted in increased spending demand, slower revenue growth and narrowed budget space. Opening deep integration into the world economy resulted in a decrease in revenue from import and export activities, leaving the economy vulnerable to external shocks. Fiscal policy, including many tax incentive policies to deal with the effects of shocks, promoting investment and growth also impacts immediate revenues, leading to a slowdown in revenue growth in recent years...

The legal system and mechanism are not yet complete and comprehensive. The scope of macro-regulation of state budget collection policies, especially taxes, is still narrow, not yet covering the activities of the economy. The area of tax collection and tax incentives is still high. The complicated and complicated list of tax incentives can lead to unequal competition and also cause difficulties in tax collection control and management. The implementation of tax exemption, reduction, abolishment, the abolishment of hundreds of charges and fees, the extension of time limit for payment of VAT, CIT, reduction of CIT rate for enterprises, etc. has somewhat affected the state budget revenue in the short term.

Due to the deeper and deeper international economic integration process. The implementation of tax rate reductions under the commitments of Free Trade Agreements and Regional and World Economic Partnership Agreements has led to many reductions in import tax lines, drastically reducing state budget revenue.

Due to the limited capacity and organization of the tax administration apparatus and the qualifications of tax officials. This creates certain difficulties for officials in formulating laws, making policies as well as implementing the management of foreign elements when Vietnam is open and integrated. Partly due to the structural consequences of the economy, partly due to the low quality of human resources, the coordination of all the elements to form an effective tax administration system faces many difficulties.

Due to uneven income distribution mechanisms, the balance is not guaranteed. Irregular income distribution

leads to: (i) That distribution generates high tax revenues, high-income classes are taxed significantly higher than the lower-income classes.; (ii) Economic power, political power is concentrated on high-income classes so rich taxpayers are able to prevent tax reforms that negatively affect them. Characterized as an agricultural country, 80% of the population is a farmer, the income of the population is low, the income from wages accounts for only a small proportion of the total national income, so the inevitable result is that the number of personal income taxpayers is still small. The main payment system in Vietnam is in the form of cash, which has limited the ability to control income, expenses and factors related to the determination of taxable revenue/taxable income and payable tax amount. As a result, personal and property taxes are rarely used and in developing countries and the tax system is rarely effective — This is the general situation in developing countries as well as in Vietnam.

The situation of tax losses and tax debts continues. Taking advantage of the difficult economic situation, many businesses have cheated on their taxes through reduced income declarations to pay fewer taxes and declare losses to evade taxes. In particular, the situation of transfer pricing is becoming more and more sophisticated, the phenomenon of foreign-invested enterprises declaring losses is quite common, in which many enterprises declare continuous losses but continue to expand their business.

# 2. Solutions to Renovate the Structure of State Budget Revenues in Vietnam Towards Sustainability

Speed up economic structure reform, maintain economic growth rate at 7-8%, of which industrial production value increases by 14-15%, service value increases by 8%. In a certain time, with the revenue policy and the relatively stable management of revenue, the economy will grow high and develop sustainably. This is the most basic and important factor for increasing revenue and reforming revenue structure.

Tax incentives should respect the overall financial discipline. The financial resources of the economy are limited, so the mobilization of taxes must be limited. Given the status of a developing country, the spending needs of the budget are huge and the pressure of budget balancing is not small, but not so full of revenue to offset the expenditure. Doing so will disrupt the overall financial discipline, inhibiting, not stimulating investment and savings of businesses and the population. The reform of revenue structure should be implemented step by step according to the orientation.

In order to effectively restructure the economy in order to affect sustainable state budget revenues, the following basic measures must be implemented:

- Institutional reform to create a more competitive environment, a fairer playing field, avoiding monopoly. There is a need to change the opinion of the role of the State and the State sector in the economy. The state-owned enterprise sector needs to be minimized and eliminated to make way for the private sector to play a key role in generating output.
- Reallocating resources. It is necessary to reallocate resources and transfer surplus labor to more productive areas. Improve labor productivity through shifts from low-productivity areas to higher value-added areas. Currently, redundant labor is heavily in agriculture and individual economy, household economy. This surplus creates conditions for increasing productivity and reallocating resources.
- Forming a creative society. Improving and promoting labor productivity growth is one of the core issues for the Vietnamese economy to promote economic development and increase sustainable revenues for the state budget. Increasing labor productivity is a decisive factor in the competitiveness of enterprises and the economy, high labor

productivity means fast and sustainable development, against lagging behind other countries in the region. Accordingly, creativity is a key factor to promote growth and the need to focus on infrastructure investment, capital accumulation, human resource development, and export-oriented. Every smallest initiative needs to be nurtured and cherished by society in order to have the foundation to increase labor productivity and promote sustainable economic development.

- Developing the private sector to become the core of the economy. Vietnam needs to persevere in pursuing a growth model based on labor productivity and innovation. The quickest and most effective solution to increase labor productivity is to attract FDI into higher value-added services, industrial production and agriculture. Connect small and medium-sized domestic enterprises with multinational corporations through information exchange, skill improvement and technology transfer.
- Need to create spillover effects and link a value chain to create links with foreign enterprises with domestic enterprises, between State-owned enterprises and non-state enterprises; Between large enterprises and small and medium enterprises ... to ensure stable and sustainable economic development.
- Changes need to be made in the direction of increasing technological factors to have more value added, with better and higher position in the product value chain. It is necessary to have a clear national technology development strategy with a system of policies to encourage the import, continuation, application and development of technology in production. This will automatically relieve the pressure of capital-based growth, a major drawback in the current growth model. The development and application of technology will help improve the structure of the economy based primarily on pristine sectors (mining and agriculture). Instead, create and develop the field of manufacturing technology, a decisive basis for sustainable growth in the future.
- The export-oriented strategy towards exploiting the global market is an important factor to realize the full potential of the economy. Public investment needs to be changed in a decreasing direction to make room for private investment.

Increase state budget revenues from internal economy, gradually reduce dependence on oil revenues. Tax reforms need to focus on narrowing the tax distortions, along with expanding the tax base and reducing the tax rate. Tax policy must cover all revenue sources, it is necessary to introduce new taxes to manage revenue and improve the role of regulation. Review the taxes applied to each specific sector to ensure a fair, more revenue collection for those profitable sectors that contribute less to the tax. Pay attention to environment tax, natural resource tax ...

Expanding the base of VAT collection: International practice usually has only a single VAT rate and the exemptions are very limited.

Meanwhile, Vietnam currently regulates 26 groups of goods not subject to VAT, 15 groups of goods subject to 5%, and the remaining items subject to 10%. Not only does this narrow the tax base but it also cut the chain of input and output VAT deduction, complicating management. To handle these issues, it is necessary to consider gradually narrowing the list of goods not subject to VAT, shifting from 5% to 10%, proceeding to apply the sole VAT rate of 10%. These measures are estimated to help increase the current VAT revenue by 1.3%, 0.4% and 11.1% respectively.

Expanding corporate income tax collection and reviewing tax incentives: The appropriate review and adjustment of tax incentive regulations is necessary in order to properly promote the effectiveness of preferential policies, avoid inappropriate, spreading and wasteful incentives, and ensure publicity, transparency and create a fairer competition environment for businesses without affecting the general business environment of Vietnam.

Strengthening business environment improvement is also an important measure to attract investment based on Vietnam's real competitive advantage. The systematic evaluation of the impact of tax incentive policies on investment attraction and tax base expansion will also support the fiscal and policy decisions of the National Assembly and the Government. next time.

Increase excise tax rates: In Vietnam, the excise tax rate is still relatively low for some products that discourage consumption (for example, cigarettes, alcohol, beer). Gradually raising the excise tax rate for these items not only helps raise higher earnings but also limits unhealthy habits. Expanding the scope of application and increasing excise tax rates for selected items will have a positive impact on the revenue mobilization budget, changing consumer habits towards reducing consumption of goods that are not beneficial to health and the environment.

Expand the PIT collection facility in line with international practices: Current regulations on determining the tax payable according to tax rates are still complicated, The PIT policy also does not cover sources of income that are taxable reasonably such as income from the transfer of digital resources, e-commerce activities or income from lottery prizes with a large value of winning prizes. The PIT policy should be revised towards expanding the tax base, adjust the number of tax rates in line with taxable income and taxpayers to improve compliance with the law, encourage organizations to operate in the form of businesses, enhance transparency and create favorable conditions for the public.

Building a modern property tax system: Studying and developing a uniform property tax policy in place of the current non-agricultural land use tax and agricultural land tax policy, expanding property tax collectors for properties attached to land and, in accordance with Vietnam's socio-economic development conditions and international practices, making property taxes one of the most important and stable sources of revenue for the state budget. This revenue should be decentralized to local budgets while improving the motivation to use land and assets more effectively.

Streamline collection policies related to resources and environmental protection: (a) For royalties tax: it is necessary to amend and supplement to suit each stage of socio-economic development, protect and effectively use resources, promote the exploitation of natural resources associated with deep processing, protecting the environment, minimizing the export of unprocessed resources, contributing to encouraging efficient, rational, economical and sustainable exploitation of national mineral resources; (b) For environmental protection tax: additional research on taxable subjects, time of tax calculation, adjustment of tax brackets and tax rates to suit socio-economic development policies in the coming period based on their negative impacts on the environment. of goods and international practices, encouraging the production, use and consumption of environment-friendly goods, contributing to the encouragement of revenue for the State Budget.

Strengthen the tax authorities' management measures. Systematic review and implementation of business process redesign, transparent information-based tax management activities and application of risk-based audits for better compliance management. The above measures not only enhance the efficiency and effectiveness of tax administration to maximize revenues but also reduce compliance costs for taxpayers and improve the business environment substantially. Feasibility study to establish a large enterprise management department in the right sense, according to international best practices. The General Department of Taxation needs to strengthen coordination with the Social Insurance Fund in collecting PIT and social insurance contributions, in the direction that the General Department of Taxation is responsible for collecting social insurance contributions on behalf of the Social Insurance Fund.

Modernize the collection management (expanding the implementation of electronic invoices, online tax declaration for businesses, deploying electronic tax payment ...), simplify procedures, shorten the time, both create maximum convenience for taxpayers and fully focus on timing the state budget revenue.

Improve the efficiency of the management and the use of public assets. Public property is an important part of the total wealth of each nation. Good management and exploitation of public assets will contribute to combating wastefulness, loss and corruption, promoting resources to regenerate assets and socio-economic development, minimizing fiscal risks. Good international practice indicates that better exploitation of copper from public assets will help reduce debt, increase spending, or limit the taxation of the corresponding currency. This is also an important content contributing to promoting the process of restructuring and transforming the economy towards market orientation, encouraging investment, and increasing the confidence of people and the international community in the ability to manage. of the nation.

Whereby: (i) Classify public assets as a basis for designing management policies accordingly, thereby improving and professionalizing management; (ii) Professionalize the special management with commercial assets; (iii) Create a uniform legal and institutional framework as the basis for improving and professionalizing asset management; (iv) Assigning rights to increase accountability for effective use of public assets; (v) Improve and strengthen public asset management information and reporting systems;

Pay more attention to nourishing revenues and improving the efficiency of the budget air-conditioning system. New incentives need to be created to stimulate economic development, through prioritizing investment in potential economic sectors. These measures will help maintain the nation's equitable growth momentum and have a positive impact through local redistribution policies. The present risk is that the gap between the poor and the better-off is widening, as poor economically developed regions tend to have lower revenues. A more rational mechanism is needed so that poor localities do not become more dependent on additional sources of the central budget.

Improve the autonomy in revenue and revenue potential of localities. In the 2011-2015 period, according to the budget decentralization, 13 out of 63 localities were able to proactively balance their budgets and regulate the central budget. The remaining localities (50 localities), although having retained all the local revenues (except for revenues from crude oil and import and export), still have to receive additional balances from the central budget to ensure spending tasks, averaging up to 40% of total spending of those localities.

It is necessary to consider creating more opportunities to increase revenue autonomy for localities. For example, applying modern property taxes (which are very common at the local level worldwide), create conditions that allow provinces to apply cautiously surcharges on certain taxes (such as personal income tax, corporate income tax and consumption tax). Enhance the autonomy of localities in determining the rates in the area. Such measures can help bring additional resources, especially in localities with high growth potential.

Revise the revenue sharing mechanism for some large taxes to be fairer and more transparent. According to the State Budget Law (2015), indirect taxes (such as VAT and excise) are still divided in localities where production facilities are located, which are essentially a tax on goods consumed by consumers (in regions). method) filed. There is a need to continue researching ways to divide these sources more appropriately. Some countries divide revenue from VAT based on a formula (for example, by local population, GDP and/or consumption per capita).

## 3. Conclusion

The article analyzes the current situation of budget revenue structure in Vietnam in the period of 2006-2018, indicates the results, limitations and causes of the revenue structure affecting the sustainability of the state budget. Some solutions proposed by the article such as perfecting the tax policy system to increase state budget revenue in the direction of expanding the scope of application, expanding the tax base, narrowing the case of tax incentives, or modernizing tax administration; reform economic structure towards sustainable growth. These are the solutions that the article also attaches importance to renovating the revenue structure in Vietnam in a sustainable manner.

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