Comparisons Concerning the Evolution of Tax Revenues - Romania - European Union (EU-27). Elements of Analysis*

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Abstract

This paper aims to analyze the evolution of Romania's tax revenues, compared to the EU-27 average, by tax base categories - labour, capital, consumption - expressed as a share in GDP and in total tax revenues, over a period of thirteen years, respectively, 2009-2021. The motive behind the study lies in the importance of studying the evolution of Romania's tax revenues, compared to the EU-27 average, by tax base categories - labour, capital, consumption - expressed as a share in GDP and in total tax revenues, over a period of thirteen years, respectively, 2009-2021. The intention of originality lies in the analysis itself, tackled in this study, which follows the results related to the elements that distinguish Romania in comparison to European Union (EU-27), in the evolution of Romania's fiscal revenues, by three tax base categories announced above, on the period 2009-2021. The methodology in the study was the research from foreign and domestic literature, processing of ideas through the author's own interpretation, the collection of the statistical database, analysis of the announced elements, in order to highlight the results obtained. Findings reflects the synthesis of ideas resulted from data analyzed and the results obtained from the study on the distribution of tax revenues according to the type of tax base - comparison Romania – EU-27.

Keywords: analysis, tax base, fiscal policy, budget, comparison Romania - EU-27.

Jel Classification: E62, E63, H20

Introduction

The results of economic growth are measured based on some indicators relevant to the dynamics of the economy (Dobrotă N., Ciucur D., Cosea M., Enache C., Gavrila I., Ghiță Tănase P., Gogoneață C., Popescu C., ASE, Catedra de Economie Politică, 1995; Grellet, 1994; Jula D., Jula N., Ailenei D., Gârbovean A., 1999) [1]. The most well-known indicator for measuring economic growth is GDP, which is the total value of goods and services produced in an economy, adjusted to eliminate the effects of inflation (The Investopedia Team, Ţîrler C., Editor in Chief, et. al., 2021) [2].


Taxation is one of the determining elements, influencing the objectives of an economic policy, namely economic growth and social welfare. The effects of taxation on economic growth are manifested through the impact on individual growth variables, respectively, physical capital accumulation and human capital accumulation (Macek, 2014a; Kotlán, Machová, Macek, 2015 quoted by Rudolf Macek, 2018) [4].

In order to stabilize the public budget, policymakers in policy domain, must, on the one hand, reduce government spending and, on the other hand, increase tax revenues. Thus, taxes are the main source of public budget revenues and its expenses are the governmental ones (Macek, R., 2018).

The disparities between countries regarding economic growth are determined by the different fiscal policies practiced by political decision-makers (Jovanović and Klun, 2017) [5].

Fiscal policy can intervene in economic choices, influencing the whole economy (Gale, Samwick, 2014) [6]. The design of a fiscal system aims to achieve the fiscal policy objectives, the efficiency of their application in achieving economic growth and fiscal consolidation (Stoilova, 2016) [7].

The decrease in the tax rate can lead to an increase in production if it is accompanied by a reduction in non-productive expenses, but in the case of a decrease in other categories of expenses, the effect on growth is lower. In the absence of spending reduction measures, tax cuts can influence the budget deficit in the direction of growth.

The tax reform has a complex character as it involves reductions in rates of revenue taxation, accompanied by a change in the tax base, in the sense of broadening it, which should contribute to the growth of the economy (Gale, Samwick, 2014).

The impact of fiscal changes on economic growth expressed in the form of changes in the real Gross Domestic Product or its components presents difficulties, because they can be fiscal changes through tax reductions, as a result of economic growth or tax reductions during the recession.

Tax reforms differ according to the impact they can have, stronger, in the long term, compared to those on the short term; some taxes may be increased, others may be decreased; the characterization of reforms take into account the way in which taxes influence economic growth (Durante, 2021) [8].

This paper aims to analyze the evolution over a period of thirteen years, respectively, 2009-2021, of Romania’s tax revenues, compared to the EU-27 average, by tax base categories - labor, capital, consumption - expressed as a share in GDP and in total tax revenues. Data from the European Commission, DG Taxation and Custom Union, based on Eurostat data have been established Data extracted December 2022, Data on Taxation Trends, https://taxation-customs.ec.europa.eu/taxation-1/economic-analysis-taxation/data-taxation-trends_en.

**Distribution of tax revenues at the level of the European Union - EU-27, by type of tax base (2009-2021) (%) in GDP**

At the level of the European Union, tax revenues, as a percentage of GDP, depending on the tax base, show, in the period 2009-2021, the following evolution (Figure 1):

![Figure 1 EU-27 tax revenues by type of tax base (2009-2021) (%) in GDP](https://taxation-customs.ec.europa.eu/taxation-1/economic-analysis-taxation/data-taxation-trends_en)
Analyzing the data presented above, the following emerges:

In the structure, the highest level of tax revenues is held by those from taxes on labour, followed by those from taxes on consumption and, respectively, on capital:

Taxes on labour were between 20.3% - year 2009 and 20.9% - year 2021, in the interval between the financial crisis and the pandemic, having significantly close oscillations, until 2019.

Taxes on consumption, with values between 10.5% - year 2009 and 11.2% - year 2021, had a relatively constant evolution, in the interval between the two crises, until 2019.

Taxes on capital, between 7.2% - year 2009 and 8.5% - year 2021, had a gradual increase until the year 2018.

The pandemic influenced the three categories, differently, respectively:

The revenues from taxes on labour increased with 0.6 pp, in 2020, compared to the previous year, and those from consumption and, respectively, capital taxation, decreased by 0.4 pp and respectively, 0.1 pp. Compared to the year 2020, in the year 2021, the situation differs, revenue from taxes on labor decreased by 0.4 pp, and the other two categories mark an increase, both in capital and consumption, of 0.5 pp, to each.

**Distribution of tax revenues at European Union level - EU-27 - by type of tax base 2009-2021 (% of total tax revenues)**

At the level of the European Union, tax revenues, in structure, depending on the tax base, as a share of total tax revenues, show the following evolution in the period 2009-2021 (Figure 2):

![Figure 2 EU-27 tax revenues, by type of tax base, 2009–2021 (% of total tax revenues)](https://taxation-customs.ec.europa.eu/taxation-1/economic-analysis-taxation/data-taxation-trends_en)

From the analysis of the above data, the following results:

Following the distribution of tax revenues, it can be seen that the high share is held by the revenues from **taxes on labour**. Over the entire analyzed interval, 2009-2021, their level was over 50.%, in total tax revenues, followed by revenues from tax on consumption and, respectively, capital.

The highest level of revenue from **taxes on labour**, in total revenue, was registered in the year of the pandemic - 2020 (53.3%), an increase related to the decrease of GDP, which also meant an increase in tax rates, in most
Member Countries. In the year 2021, the weight decreased to 51.4% (the lowest level in the series of 2009-2021), an aspect also reported previously, with reference to the tax/GDP ratio that decreased in this category, in 2021.

The other two revenue categories, of lower levels, in the total fiscal revenue have the following weights:

**The tax on consumption** recorded a maximum level of 28.5% in the years 2010 and 2011 and a minimum of 26.8% in 2020. In 2021, it increased by 0.7 pp compared to 2020.

**Tax on capital** recorded a minimum level of 18.8% in 2010 and a maximum of 21% in 2021; compared to the year 2020, it shows an increase of 1.1 pp.

Their evolution is related to the ratio between taxes and GDP (decreasing, in the year of the pandemic -2020, compared to 2019), followed by increases in the year 2021, as mentioned in the previous analysis.

**Distribution of tax revenues at the level of Romania, by type of tax base, 2009-2021 (% of total GDP)**

In Romania, tax revenues, in relation to GDP, by types of taxation base, show, in the period 2009-2021, the following evolution (Table 1, Figure 3):

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<tbody>
<tr>
<td>Romania capital % GDP</td>
<td>4.4</td>
<td>4.0</td>
<td>4.4</td>
<td>3.9</td>
<td>4.2</td>
<td>4.8</td>
<td>5.1</td>
<td>5.2</td>
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<td>3.7</td>
<td>3.8</td>
<td>3.3</td>
<td>4.0</td>
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<tr>
<td>Romania labour % GDP</td>
<td>11.1</td>
<td>10.8</td>
<td>10.6</td>
<td>10.6</td>
<td>11.1</td>
<td>10.8</td>
<td>10.3</td>
<td>10.2</td>
<td>10.8</td>
<td>12.1</td>
<td>12.0</td>
<td>12.8</td>
<td>12.1</td>
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<tr>
<td>Romania consumption % GDP</td>
<td>9.7</td>
<td>11.1</td>
<td>11.9</td>
<td>12.1</td>
<td>12.3</td>
<td>12.0</td>
<td>12.6</td>
<td>10.9</td>
<td>10.0</td>
<td>10.0</td>
<td>10.1</td>
<td>9.9</td>
<td>10.4</td>
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Analyzing the data from the table and graph above (Table 1, Figure 3), the following can be found:

Fiscal revenues resulting from taxes on labor and, respectively, on consumption, in relation to GDP, are relatively close, the differences in levels being registered differently, throughout the interval.
Thus, between the years 2009 - 2015, the tax on consumption has an increasing evolution, from 9.7% to 12.6%, and from 2016 the tax rates, in terms of GDP, are decreasing, the lowest level of 9.9%, being in the year of the pandemic - 2020. In the same period, the labor tax decreased from 11.1% in 2009 to 10.2% in 2016, from the following year evolving on the increase up to 12.1% in 2021, with a maximum level of 12.8% in 2020.

Revenues from tax on capital were significantly below the level of the first two categories, the highest rate, of 5.2%, being in 2016 and the lowest, in the year of the pandemic, 2020, of 3.3%, being generated by the effects of the pandemic on the evolution of the economy.

Distribution of tax revenues in Romania, by type of tax base, 2009-2021 (% of total tax revenues)

In Romania, the tax revenues, in structure, depending on the tax base, as a share in the total tax revenues show the following evolution, in the period 2009-2021 (Table 2, Figure 4):

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<tr>
<td>Romania capital % in total taxes</td>
<td>17.4</td>
<td>15.5</td>
<td>16.4</td>
<td>14.7</td>
<td>15.2</td>
<td>17.4</td>
<td>18.3</td>
<td>19.6</td>
<td>17.2</td>
<td>14.2</td>
<td>14.8</td>
<td>12.7</td>
<td>15.2</td>
</tr>
<tr>
<td>Romania labour % in total taxes</td>
<td>44.1</td>
<td>41.7</td>
<td>39.4</td>
<td>39.9</td>
<td>40.2</td>
<td>39.1</td>
<td>36.7</td>
<td>38.7</td>
<td>43.0</td>
<td>46.9</td>
<td>46.2</td>
<td>49.2</td>
<td>45.6</td>
</tr>
<tr>
<td>Romania consumption % in total taxes</td>
<td>38.5</td>
<td>42.9</td>
<td>44.3</td>
<td>45.4</td>
<td>44.6</td>
<td>43.5</td>
<td>45.0</td>
<td>41.6</td>
<td>39.8</td>
<td>38.9</td>
<td>39.0</td>
<td>38.1</td>
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Following the distribution of tax revenues, it can be observed that the two categories related to taxes on labour and, respectively, consumption, have close weights in total, with different evolutions in the analyzed interval, as follows:
In the period 2010-2016, the level of tax revenues from labour, annually, were below the level of those from consumption, the lowest being in 2015 - 36.7% of the total, compared to 45% - the tax on consumption. As an exception, at the beginning of the period, in 2009, the share of revenue from taxes on labour exceeded that from taxes on consumption (44.1%, against 38.5%). After the year 2017, the ratio was reversed, with revenues from labor taxation being higher every year, until 2021, than those from taxes on consumption.

The biggest differences between the contribution of the two categories of tax revenues in total appear in 2015, when tax revenues from consumption were higher than those from labour, by 11.1 pp, and in 2020, when tax revenues from labour exceeded those from consumption, by 11.1 pp. It can be considered that this form of different evolution, of the two revenue categories, was influenced by some regulations intervened in the economic policies, such as: the level of wages - decreases or increases, in the interval, operated in the budget system; of the VAT rates applied differently, by product category, which were reduced after 2016, as well as some fluctuations in consumption, which occurred during the pandemic period.

The smallest share in total revenues is held by those from capital taxation, which recorded the highest level in 2016 (19.6%) and the lowest in 2020 (12.7%).

**Romania's position in relation to the EU-27 regarding the levels of tax revenues depending on the type of tax base (% in GDP)**

If in the evolution, there are taken into account, the fiscal revenues of the EU-27 European Union and those of Romania, by types of taxation base, can be signaled a series of aspects:

6.1. Revenues from taxes on labour in Romania, comparison with EU-27 (% GDP)

During the analyzed period, **revenue from labor taxes (% in GDP)** had the following evolution (Figure 5):

![Figure 5 Evolution of revenues from labour taxes, comparison Romania - EU-27 (% in GDP)](https://taxation-customs.ec.europa.eu/taxation-1/economic-analysis-taxation/data-taxation-trends_en)


→ Over the entire interval, the level of fiscal revenues from labour, of Romania, was below that of the EU-27 revenues, the biggest gap being identified in 2016, of 10.4 pp and the lowest, in 2020, of 8.5pp.

→ At the EU-27 level, the deviations were significantly close, from one year to the another, with the lowest level in 2010, 2011 (20%, each) and the highest in 2020 (21.3%); in the case of Romania, the evolution was different, respectively, with more pronounced oscillations, until 2016, when the lowest level was also recorded (10.2%), followed by an increase, until 2021, the maximum level - the year 2020 (12.8%).
6.2. Revenues from taxes on consumption - Romania compared to the EU-27, in the period 2009-2021 (% in GDP).

They are presented as follows (Figure 6):

![Figure 6 Evolution of revenues from tax on consumption, comparison between Romania and the EU-27 (% in GDP)](image)


As can be seen from the data above, the level of consumption revenues, in the case of Romania, was higher than that of the European Union - EU-27 (except for 2009), up to and including 2015; the biggest difference was recorded in 2015, of 1.5 pp and the smallest, in 2010, of 0.3 pp. From 2016, until 2021, annually, Romania recorded consumption revenues levels below the EU-27 level, with the biggest differences, of 1.1 pp, in 2017, 2018, and the lowest was in 2016, of 0.2 pp.

The evolution of tax revenues from consumption, at the EU-27 level, was relatively, constant, throughout the interval, with small deviations, while, in the case of Romania, it had an increase, until 2015, followed by decreases, until 2020, with a slight increase, in 2021.

6.3. Revenues from taxes on capital in Romania, compared to the EU-27, in the period 2009-2021 (% in GDP).

They are shown in Figure 7:

![Figure 7 Romania - EU-27 - comparison of tax revenues from capital (% in GDP)](image)
Over the entire period 2009-2021, Romania registered tax revenues from capital, below the level of those in the EU-27, with the largest distance, in 2020, of 4.7pp and the smallest, in 2009, of 2.8 pp.

Revenues from capital taxes, at the EU-27 level, had a continuous increase until 2018 and, after a slight decrease, reached the maximum level in 2021 (8.5pp).

In Romania, tax revenues related to capital reached the maximum share, of 5.2%, in 2016, after this date, being on the decline, with 2020 registering the lowest level, of 3.3%, which means the challenges generated by pandemic, felt in the Romanian economy, compared to those at the EU-27 level.

With regard to revenues by types of tax base - % in GDP, Romania, compared to the EU-27, it can be observed:

In structure, in the case of the EU-27, labour taxes, compared to the other two categories, have the highest level. They are followed by consumption and capital taxes;

In Romania, fiscal revenues from labor taxes are relatively close to those from consumption, as weights, with certain particularities in the evolution over the interval. Revenue from capital taxes has the lowest level.

**Revenues by types of tax base - % in total tax revenues**

The evolution of the share of tax revenues by type of tax base, in total tax revenues, Romania compared to the EU-27, can be seen in the table below (Table 3) and Figures 8,9,10.

**Table 3 Revenues by types of tax base – Romania compared to the EU-27 (% of total tax revenues)**

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<tbody>
<tr>
<td><strong>EU 27 Taxes on labour (% in total taxes)</strong></td>
<td>53.2</td>
<td>52.6</td>
<td>52.2</td>
<td>52.2</td>
<td>52.4</td>
<td>52.2</td>
<td>51.7</td>
<td>51.6</td>
<td>51.6</td>
<td>51.8</td>
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<td>53.3</td>
<td>51.4</td>
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<tr>
<td>Romania – taxes on labour (% in total taxes)</td>
<td>44.1</td>
<td>41.7</td>
<td>39.4</td>
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<td><strong>EU – 27 Taxes on consumption (% in total taxes)</strong></td>
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<td>27.8</td>
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<tr>
<td>Romania - Taxes on consumption (% in total taxes)</td>
<td>38.5</td>
<td>42.9</td>
<td>44.3</td>
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<td>44.6</td>
<td>43.5</td>
<td>45.0</td>
<td>41.6</td>
<td>39.8</td>
<td>38.9</td>
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<tr>
<td><strong>Taxes on capital EU 27 (% in total taxes)</strong></td>
<td>19.0</td>
<td>18.8</td>
<td>19.2</td>
<td>19.7</td>
<td>19.8</td>
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<td>19.9</td>
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<tr>
<td>Romania - Taxes on capital (% in total taxes)</td>
<td>17.4</td>
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<td>15.2</td>
<td>17.4</td>
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Regarding the share of tax revenues by type of tax base, in the total tax revenues, a distinction in their distribution can be noted in the case of Romania, compared to that of the EU-27, respectively:
- in structure, in the EU-27, the highest level of tax revenues is held by those from taxes on labour, followed by that from taxes on consumption, the lowest level of revenues resulting from taxes on capital;

- in the case of Romania, the revenues related to taxes on labour and, respectively, on consumption have close weights in total, with different evolutions during the interval, followed by the revenues from taxes on capital, with the lowest level.

7.1. Fiscal revenues from taxes on labour - Romania compared with EU-27 (% of total tax revenues)

Following Romania's position in relation to the EU-27, regarding the level of tax revenues on each tax base, a series of aspects result, such as:

![Figure 8 Evolution of fiscal revenues from taxes on labour - Romania compared with EU-27 (% in total tax revenues)](https://taxation-customs.ec.europa.eu/taxation-1/economic-analysis-taxation/data-taxation-trends_en)

**Source:** graph representation based on the data of European Commission, DG Taxation and Customs Union, based on Eurostat data. Data extracted December 2022.

It can be noted:

Throughout the interval, in the case of Romania, the share of tax revenues related to labour, in total taxes, was lower than that of tax revenues from labour, in total taxes, in the EU-27.

Both in the case of Romania and in that of EU-27, the highest level, as a share in total, was recorded in 2020, respectively, 49.2% and 53.3%. The lowest level, in Romania, was in 2015 – 36.7%, and in the EU-27, in 2021 – 51.4%. (Figure 8).

7.2. Fiscal revenues from taxes on consumption - Romania compared with EU-27 (% of total tax revenues)

![Figure 9 Evolution of tax revenues from taxes on consumption - Romania compared with EU-27 (% in total tax revenues)](https://taxation-customs.ec.europa.eu/taxation-1/economic-analysis-taxation/data-taxation-trends_en)

**Source:** graph representation based on the data of European Commission, DG Taxation and Customs Union, based on Eurostat data. Data extracted December 2022.
In the case of Romania, for the entire period, in every year, the share of fiscal revenues related to consumption, in total taxes, was higher than that of fiscal revenues related to consumption, in total taxes, in the EU-27.

Romania recorded the highest share in total taxes, of consumption tax revenues, in 2012 - 45.4%, and in the EU-27, in 2010 and 2011 - 28.5%. Both in Romania and in the EU-27, the lowest level, as a contribution to the total tax revenues, was in 2020, of 38.1% and respectively, 26.8%. (Figure 9)

7.3. Fiscal revenues from capital taxes - Romania compared with EU-27 (% in total tax revenues)

![Figure 10 Evolution of fiscal revenues from capital taxes - Romania compared with EU-27 (% in total tax revenues)](image)


Over the all interval, in the case of Romania, the share of fiscal revenues related to capital, in total taxes, was lower than that of fiscal revenues from capital, in total taxes, in the EU-27.

At the level of Romania, the highest share in total taxes, of revenue from capital tax, was recorded in 2012 - 14.7%, and in the EU-27, in 2021 - 21%. The lowest level of tax revenues from capital, as share in total, was in 2020 – 12.7%, and in the EU-27, in 2010 – 18.8%. (Figure 10)

**Conclusions**

The analysis of data on the distribution of tax revenues according to the tax base, Romania compared to the countries of the European Union – EU-27, leads to a series of issues, as follows:

⇒ Distribution of tax revenues according to the type of tax base

1. At the level of the European Union - EU-27, following the evolution of the revenue categories, over the entire period (2009-2021), in the formation of revenue on account of taxation, it results that the highest share, both in GDP and in total tax revenues, is held by tax revenues from labour (over 50% of total tax revenues), followed by revenues from tax on consumption and capital.

2. At the level of Romania, the data on tax revenues from labour and, respectively, from consumption, both expressed in relation to GDP and those as a share in total tax revenues, show that they have close levels of taxation, but with different evolutions in interval. So:

- **as a share in GDP**
  Between the years 2009 - 2015, the tax on consumption has an increasing evolution, from 9.7% to 12.6%, and from 201, the tax rates are decreasing, the lowest level - 9.9%, being in the year of the pandemic - 2020. In the same period, the tax on labor decreases from 11.1% in 2009 to 10.2% in 2016, from the following year evolving up to 12.1% in 2021, with a maximum level of 12.8%, in 2020.

- **as a share in total tax revenues**
  In the period 2010-2016, the level of fiscal revenue from labour, annual, was below the level of those from consumption, the lowest being in 2015, 36.7% of the total, compared to 45% - the consumption tax. After 2017, the
ratio was reversed, with revenues from taxation on labor being higher, every year, until 2021, than those from taxes on consumption. It can be considered that this form of evolution, different, of the two revenue categories, was influenced by some regulations intervened in the economic policies, such as: the level of wages - decreases or increases, in the interval, operated in the budget system, of quotas of VAT applied differently, by product category, which were reduced after 2016, as well as some fluctuations in consumption, which occurred during the pandemic.

Revenues from tax on capital, both as a share of GDP and as a share of total tax revenues, have the lowest contribution, being below the level of the first two categories. They had a tortuous evolution during the analyzed period, with a maximum level reached in 2016 and a minimum in 2020, followed by an increase in 2021.

As such, there is a distinction in the distribution of revenues, in the case of Romania, comparative with the others in the European Union - EU-27:

- at the EU-27 level, in the formation of fiscal revenues, the largest contribution is held by revenues from labor taxation, followed by revenues from taxes on consumption and, respectively, capital, the latter holding the smallest share;

- in the case of Romania, the establishment of revenues is done in close proportions, both from labour and consumption taxation, with different evolutions in the interval. Revenues whose tax base is capital have a lower level than that associated with each of the other two categories.

Revenues by types of tax base - comparison Romania – EU-27:

⇒ Revenues from taxes on labour – comparison Romania to the EU-27.

The level of Romania's tax revenues from taxes on labor both as a share of GDP and as a share of total tax revenues, over the all interval were below the level of EU-27 revenues. In the case of the EU-27, taxes on labour, compared to the other two categories, have the highest level, and in Romania, fiscal revenues from taxes on labor are relatively close to those from taxes on consumption, with certain particularities of evolution over intervals.

⇒ Revenues from taxes on consumption – comparison Romania to the EU-27.

The level of consumption revenue in the case of Romania (% in GDP) was higher than that of the European Union, until 2015, inclusive (exception, 2009). From 2016 to 2021, Romania's consumption revenue level was below the level of the EU-27.

Fiscal revenues related to consumption (% of total fiscal revenues) evolved at higher levels in Romania, over the entire period, compared to fiscal revenues related to consumption, at the EU-27 level.

⇒ Revenues from taxes on capital, both as a share of GDP and as a share of total tax revenues, for the entire interval evolved below the level of tax revenues per capital, of the EU-27.

Endnote


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References


