



**Tithe an
Oireachtais**
**Houses of the
Oireachtas**

Tithe an Oireachtais
An Coiste um Fhormhaoirsiú Buiséid
An Dréacht - Chlár Oibre

Houses of the Oireachtas
Committee on Budgetary Oversight
Work Programme

October 2019 – April 2020

32CBO017

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Membership of the Budgetary Oversight Committee



Maria Bailey TD
Fine Gael



Richard Boyd-Barrett TD
Solidarity – People Before Profit



Colm Brophy TD
Fine Gael



Thomas P. Broughan TD
Independents 4 Change



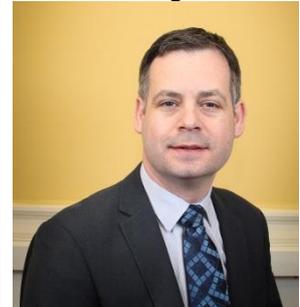
Joan Burton TD
Labour



Barry Cowen TD
Fianna Fáil



Lisa Chambers TD
Fianna Fáil



Pearse Doherty TD
Sinn Féin



Declan Breathnach TD
Fianna Fáil



Martin Heydon TD
Fine Gael



John Lahart TD
Fianna Fáil



Michael McGrath TD
Fianna Fáil



Jonathan O'Brien TD
Sinn Féin



Eamon Ryan TD
Green Party

Notes

1. Committee established by order of the Dáil of 21 July 2016
2. Deputies nominated by the Dáil Committee of Selection and appointed by Order of the Dáil of 21 July 2016.
3. Deputy Marc Mac Sharry was discharged from the Committee and Deputy John Lahart was appointed to Committee in replacement for him by order of the Dáil on 31 January 2017.
4. Deputy Kate O'Connell was discharged from the Committee and Deputy Pat Deering was appointed to Committee in replacement for her by order of the Dáil on 9 February 2017.
5. Deputy John Paul Phelan was discharged from the Committee and Deputy Josepha Madigan was appointed to the Committee in replacement for him by order of the Dáil on 11 July 2017.
6. Deputy Pat Deering was discharged from the Committee and Deputy Martin Heydon was appointed to the Committee in replacement for him by order of the Dáil on 13 July 2017.
7. Deputy David Cullinane was discharged from the Committee and Deputy Jonathan O'Brien was appointed to the Committee in replacement for him by order of the Dáil on 3 October 2017.
8. Deputy Josepha Madigan was discharged from the Committee and Deputy Colm Brophy was appointed as Chairman of the Committee by order of the Dáil on 12 December 2017.
9. Deputy Dara Calleary was discharged from the Committee and Deputy Barry Cowen was appointed to the Committee in replacement for him by order of the Dáil on 17 April 2018.
10. Deputies Seán Barrett and Stephen Donnelly were discharged from the Committee and Deputies Maria Bailey and Declan Breathnach were appointed to the Committee in replacement of them by order of the Dáil on 1 May 2018.

Standing Orders

The Select Committee on Budgetary Oversight was established on 21 July 2016 following the adoption of Dáil Standing Order 186A. Standing Orders 89(4) of Dáil Éireann require that “as soon as may be following its appointment and thereafter at annual intervals, each Select Committee shall prepare a work programme and shall lay such programme before Dáil Éireann and Seanad Éireann”.

Role of the Committee on Budgetary Oversight (CBO)

The Budget is key to decisions on how national resources are allocated. The Committee on Budgetary Oversight (CBO) was established on the 21st July 2016 as a Standing Committee designed to enhance the level of engagement by the Oireachtas in the Budget process.

The Committee can achieve this by:

- Engaging with a range of stakeholders and carrying out “*ex-ante*” (before the event) scrutiny of Revenue and Expenditure options before the Budget;
- Carrying out “*ex-post*” (after the event) scrutiny to evaluate Budget measures or to assess how budgeted spend or revenue projections compare with out-turns;
- Bringing a strategic focus to monitor macro-economic developments and fiscal risks;
- Engaging with the Fiscal Advisory Council (FAC) to receive its regular assessments of compliance with fiscal rules;
- Holding budget scrutiny meetings with the Minister for Finance and Public Expenditure and Reform at key budget milestones;
- Making recommendations to Dáil Éireann on measures to enhance and strengthen the budget scrutiny framework.

Parliamentary Budget Office (PBO) and the Fiscal Advisory Council (FAC)

The Committee's work programme is informed by evidence-based research, including analysis provided by the Committee Secretariat, and by the independent [Parliamentary Budget Office \(PBO\)](#).

As part of the Dáil reform process, Ireland's Parliamentary Budget Office (PBO) was established on 15th August 2017. The Committee engages with the PBO and with on a regular basis. As the PBO develops specialist economic expertise, the Committee will endeavour to makes use of its advice and expertise to develop the Oireachtas budget framework, in line with international best practice.

The Fiscal Advisory Council was established as an independent fiscal institution in July 2011, and put on a statutory footing in December 2012 by the [Fiscal Responsibility Act](#).

The Committee also engages with the Fiscal Advisory Council (FAC) on a quarterly basis to consider its Fiscal Assessment Reports.

Ex-Post Scrutiny of Budget 2020

As part of its work on ex-post scrutiny of Budget 2020, the Committee will prepare a post-Budget report in December. This will consider a number of issues, including the quality and timeliness of budget information provided to the Oireachtas, and how this informs decision-making in relation to the Budget.

The Committee will engage with key stakeholders on this including the Minister for Finance and Public Expenditure and Reform, the Parliamentary Budget Office, and the Fiscal Advisory Council to discuss post-budget issues.

Demographic Cost Pressures

Between October 2019 and March 2020, the Committee agreed to prepare a report on the issue of demographic cost pressures and the budget process.

The Committee has agreed to issue information requests to Government Departments to examine budget information on demographic need. Based on evidence provided to the Committee, it will engage with a range of stakeholders, to include:

- The Central Statistics Office
- The Fiscal Advisory Council
- The Parliamentary Budget Office
- The Department of Public Expenditure and Reform
- The Department of Health
- The Department of Education and Skills
- The Department of Social Protection

Corporation Tax – BEPS 2.0 process

On October 9th 2019, the OECD Secretariat published its initial proposals to reform international corporate tax, in order to devise new tax models to target Multi-National Corporations. The proposals aim to create a new international consensus on the international corporate tax system.

The Committee notes that the OECD proposals were issued for public consultation and include proposals to reform taxes in relation to consumer / digital sales.

The Parliamentary Budget Office noted the potential implications of the proposed reforms:

“The actions underpinning BEPS 2.0 could pose a risk to the sustainability of CT revenues in a small and open economy such as Ireland. Specifically, the allocation of CT receipts based on the location of a company’s sales or users would benefit larger markets that are net-importers. On the other hand, small export intensive economies such as Ireland would lose a portion of its tax base as a larger proportion of profits would be allocated to larger countries.”¹

The Committee agreed to monitor developments in relation to the OECD BEPS 2.0 process, given its potential long-term budgetary and fiscal impact.

The Committee also agreed to engage with the Minister for Finance and Public Expenditure and Reform and his officials, on the Department of Finance review of corporation tax, due for publication in March 2019.

¹ Available at: https://data.oireachtas.ie/ie/oireachtas/parliamentaryBudgetOffice/2019/2019-07-09_an-overview-of-the-corporation-tax-base-in-ireland_en.pdf Last accessed 22 October 2019

European Multi-Annual Financial Framework

The Committee agreed to continue to monitor and, if appropriate, to hold a meeting with representatives from the European Commission to consider the Multi-Annual Financial Framework.

Agreement of Work Programme

The Committee agreed to review its work programme on a regular basis. Issues not considered by of 2019 can form part of the Work Programme for 2020.

The Work Programme for October 2019 – March 2020 of the Select Committee on Budgetary Oversight was agreed by the Committee at its meeting on 23 October 2019. In accordance with Standing Orders of Dáil Éireann, it was agreed that the Work Programme be laid before Houses of Oireachtas and published on the Oireachtas website.



Colm Brophy, TD.

Chairman

October 21 2019

Appendix – Terms of Reference

Go ndéanfar, de réir mholadh an Fhochoiste ar Athleasú na Dála faoi Bhan Ordú 107(1)(a), Buan-Orduithe Dháil Éireann i dtaobh Gnó Phoiblí a leasú tríd an mBuan-Ordú seo a leanas a ghlacadh:

‘186A. (1) Beidh arna bhunú, a luaithe is féidir i ndiaidh ationól na Dála tar éis Olltoghcháin, Buanchoiste, dá ngairfear an Coiste um Fhormhaoirsiú Buiséid, chun scrúdú a dhéanamh agus, más cúí leis é, chun tuarascáil a thabhairt don Dáil—

(a) ar an staid fhioscach fhoriomlán, lena n-áirítear—

- (i) an staid chomhiomlánaithe maidir le hioncam agus caiteachas agus larmhéid Ginearálta an Rialtais, lena n-áirítear spriocanna struchtúracha;
- (ii) réamh-mheastacháin mheántéarma don airgeadas poiblí;
- (iii) réamhaisnéisí agus forbairtí maicreacnamaíocha; agus
- (iv) rialachas fioscach ginearálta, lena n-áirítear rialacha agus priacail fhioscacha a fheidhmiú maidir leis an staid fhioscach;

(b) ar an mbeartas maidir le caiteachas poiblí, lena n-áirítear—

- (i) an staid chaiteachais ag féachaint don Uasteorainn Caiteachais Rialtais agus don tslat tomhais chaiteachais faoin gComhaontú Cobhsaíochta agus Fáis; agus
- (ii) na hUasteorainneacha Caiteachais Aireachta a bhfuil feidhm acu maidir le

That, in accordance with the recommendation of the sub-Committee on Dáil Reform under Standing Order 107(1)(a), the Standing Orders of Dáil Éireann relative to Public Business be amended by the adoption of the following Standing Order:

‘186A. (1) There shall stand established as soon as may be, following the reassembly of the Dáil subsequent to a General Election, a Standing Committee, to be known as the Committee on Budgetary Oversight, to examine and, where it considers it appropriate, report to the Dáil on—

(a) the overall fiscal position, including—

- (i) the aggregated position on revenue and expenditure and the General Government Balance, including structural targets;
- (ii) medium-term projections for the public finances;
- (iii) macro-economic forecasts and developments; and
- (iv) general fiscal governance including the application of fiscal rules and risks to the fiscal position;

(b) public expenditure policy, including—

- (i) the expenditure position having regard to the Government Expenditure Ceiling and the expenditure benchmark under the Stability and Growth Pact; and
- (ii) Ministerial Expenditure Ceilings applying to individual Estimates or groups of Estimates for the

Meastacháin ar leith nó grúpaí
Meastachán i gcomhair
Seirbhísí Poiblí i gcás go
bhféadfadh athruithe
suntasacha ar an bpróifíl
chaiteachais tionchar a bheith
acu ar an staid fhioscach
fhoriomlán;

Public Services where significant
variations from the expenditure
profile could potentially impact on
the overall fiscal position;

(c) ar an mbeartas maidir le fáltais an
Státhchiste.

(c) Exchequer receipts policy.

(2) Féadfaidh an Coiste breithniú a
dhéanamh ar ní a bhaineann le beartas
poiblí agus a bhfuil tionchar suntasach
aige ar an staid bhuiséid nó ar an staid
fhioscach fhoriomlán: Ar choinníoll go
rachaidh Cathaoirleach an Choiste, roimh
thosach an bhreithnithe sin, i gcomhairle
leis an gCoiste eárnála iomchuí arna
bhunú de bhun Bhuan-Ordú 84A.

(2) The Committee may consider a matter
of public policy with significant impact on
the budgetary position or on the overall
fiscal position: Provided that prior to the
commencement of such consideration, the
Chairman of the Committee shall consult
with the relevant sectoral Committee
established pursuant to Standing Order
84A.

(3) Féadfaidh an Coiste freisin breithniú a
dhéanamh ar an gcreat foriomlán do
rannpháirtíocht pharlaiminte le linn an
timthrialla buiséid agus féadfaidh sé moltaí
i ndáil leis an gcéanna a dhéanamh don
Fhochoiste ar Athleasú na Dála, is moltaí
a bheidh le breithniú ag an gCoiste sin faoi
Bhuan-Ordú 107(1)(b): Ar choinníoll, le
linn dó é sin a dhéanamh, go rachaidh an
Coiste i gcomhairle—

(3) The Committee may also consider the
overall framework for parliamentary
engagement throughout the course of the
budgetary cycle and may make
recommendations thereon to the
sub Committee on Dáil Reform for that
Committee's consideration under Standing
Order 107(1)(b): Provided that, in so doing,
the Committee shall consult with—

(a) leis na Coistí arna mbunú de bhun
Bhuan-Ordú 84A maidir le haon
mholtaí a bhfuil tionchar acu, i
dtuairim an Choiste, ar ról nó ar
chúram na gCoistí sin; agus

(a) the Committees established pursuant
to Standing Order 84A on any
recommendations which, in the
opinion of the Committee, impact on
their role or remit; and

(b) leis an Aire nó leis na hAirí iomchuí
maidir le haon mholtaí a bhfuil
tionchar acu, i dtuairim an Choiste, ar
ról nó ar chúram Roinne nó Ranna,

(b) the relevant Minister or Ministers on
any recommendations which, in the
opinion of the Committee, impact on
the role or remit of a Department or
Departments,

agus tabharfaidh sé fógra i dtaobh thorthaí
na gcomhairliúchán sin don Fhochoiste ar
Athleasú na Dála.

and shall notify the results of such
consultations to the sub-Committee on Dáil
Reform.

(4) Beidh na cumhachtaí seo a leanas ag
an gCoiste:

(4) The Committee shall have the following
powers:

- (a) an chumhacht chun fios a chur ar dhaoine, ar pháipéir agus ar thaifid mar a mhínítear i mBuan-Orduithe 85(2A) agus 88;
- (b) an chumhacht chun fianaise béil agus fianaise scríofa a ghlacadh agus chun aighneachtaí a ghlacadh mar a mhínítear i mBuan-Ordú 85(1) agus (2);
- (c) an chumhacht chun Fochoistí a cheapadh mar a mhínítear i mBuan-Ordú 85(3);
- (d) an chumhacht chun sainchomhairleoirí a fhostú mar a mhínítear i mBuan-Ordú 85(8);
- (e) an chumhacht chun taisteal mar a mhínítear i mBuan-Ordú 85(9).
- (5) Déanfar gach tuarascáil a bheartóidh an Coiste a thabhairt, arna glacadh ag an gCoiste, a leagan faoi bhráid na Dála láithreach agus as a aithle sin beidh cumhacht ag an gCoiste an tuarascáil sin, mar aon le cibé doiciméid ghaolmhara is cúí leis, a chlóbhualadh agus a fhoilsiú.
- (6) Maidir leis an gCoiste cúig Chomhalta dhéag a bheidh air, nach comhalta den Rialtas ná Aire Stáit aon duine acu, agus ceathrar acu sin is córam dó: Ar choinníol—
- (a) go mbeidh an Coiste agus aon Fhochoistí a cheapfaidh sé comhdhéanta ar chuma go ndéanfaidh sé nó siad ionadaíocht chothrom don Dáil; agus
- (b) go mbeidh feidhm ag forálacha Bhuan Ordú 95 maidir leis an gCoiste.
- (7) Go dtí go gcuirfeadh a mhalairt in iúl sa 32ú Dáil, leanfaidh an Roghchoiste um Fhormhaoirsiú Buiséid, a bunaíodh le hOrdú an 21 Iúil 2016 ón Dáil, ar marthain mar an Buanchoiste um Fhormhaoirsiú Buiséid, agus dá réir sin, bainfidh comhaltas reatha, Cathaoirleach, páipéir
- (a) power to send for persons, papers and records as defined in Standing Orders 85(2A) and 88;
- (b) power to take oral and written evidence and submissions as defined in Standing Order 85(1) and (2);
- (c) power to appoint sub-Committees as defined in Standing Order 85(3);
- (d) power to engage consultants as defined in Standing Order 85(8);
- (e) power to travel as defined in Standing Order 85(9).
- (5) Every report which the Committee proposes to make shall, on adoption by the Committee, be laid before the Dáil forthwith, whereupon the Committee shall be empowered to print and publish such report, together with such related documents it thinks fit.
- (6) The Committee shall consist of fifteen Members, none of whom shall be a member of the Government or a Minister of State, and four of whom shall constitute a quorum: Provided that—
- (a) the Committee and any sub-Committees which it may appoint shall be constituted so as to be impartially representative of the Dáil; and
- (b) the provisions of Standing Order 95 shall apply to the Committee.
- (7) Until further notice in the 32nd Dáil, the Select Committee on Budgetary Oversight, established by Order of the Dáil of 21st July, 2016, shall continue in being as the Standing Committee on Budgetary Oversight, and accordingly, the current membership, Chairman, papers and work

agus clár oibre an Roghchoiste leis an
mBuainchoiste.’

programme of the Select Committee shall
be those of the Standing Committee.’.

—*Ríona Uí Dhochartaigh, Aire Stáit ag Roinn an Taoisigh.*