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An Oifig Buiséid Pharlaiminteach
Parliamentary Budget Office

Overview of the Revised Estimates for Public Services 2022

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Séanadh

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Contents

Introduction	2
Significance of the Revised Estimates for Public Services	3
Voted Expenditure 2021 and 2022	4
Estimates of Expenditure 2021	5
Supplementary Estimates 2021	5
Overall Estimates of Expenditure 2022	10
Capital Carryover (Deferred Surrender)	12
Capital Carryover in 2022	12
Accounting for Capital Carryover	13
Appropriations-in-Aid (A-in-A)	14
Votes Comprising the Majority of Spending Allocations in the Revised Estimates for Public Services 2022	15
Overview	15
Education Sector	16
Vote 26 Education	17
Vote 45 Further and Higher Education, Research, Innovation and Science	18
Capital Spending in Votes 26 and 45	18
Vote 34 Housing, Local Government and Heritage	19
Programme Spending	20
Reporting and Metrics	22
Vote 37 Social Protection and Vote 37A Social Insurance Fund	23
SIF Income and Expenditures	25
Vote 38 Health	27
2022 Allocation by Cost Group	28
COVID-19 and Health Spending	29
Appendices	31
Appendix 1: Capital Spending in 2022	31

Introduction

On 15 December 2021, the Minister for Public Expenditure and Reform moved (and it was agreed) that the *Revised Estimates for Public Services 2022* (the ‘Revised Estimates’ or ‘REV’), be presented to Dáil Éireann, circulated to Members and referred to Dáil Select Committees for scrutiny.¹ Under Standing Order 215A.(1) Committees are obliged to consider the estimates within 60 days of referral unless otherwise ordered. In 2022 this required that scrutiny by Committees be completed by 13 February, although extensions to this deadline are also provided for under Standing Orders.

The PBO analysis of this year’s Revised Estimates is built on its previous Revised Estimates publications, as well as Papers and Notes which address various aspects of the Revised Estimates. All PBO publications are available [here](#). This year’s paper will provide:

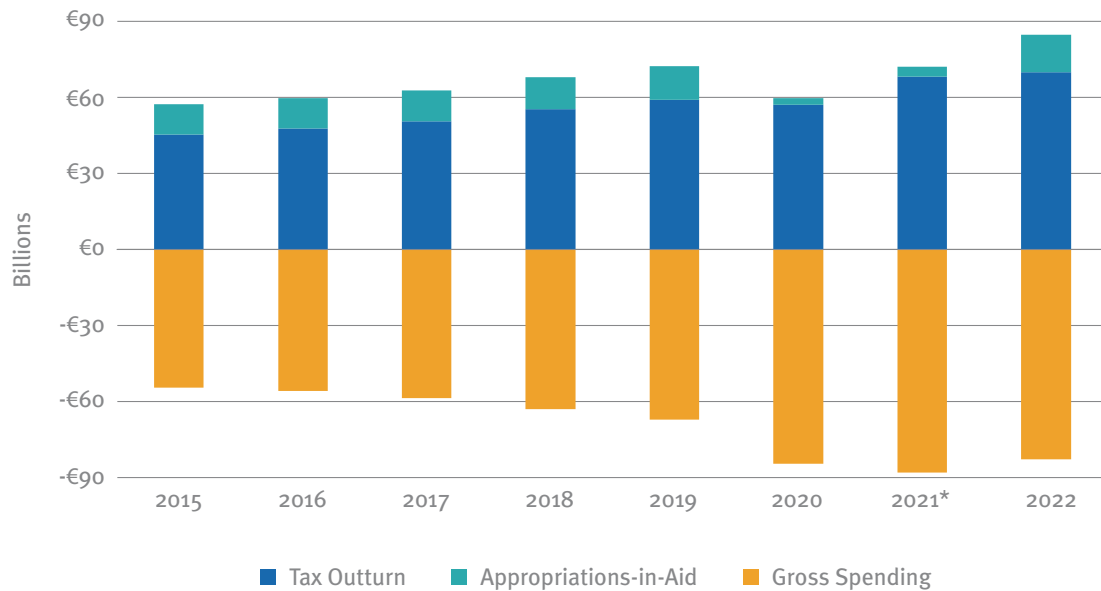
- A reflection on **spending projections for 2021** (including Supplementary Estimates) (p.5);
- An overview of **spending projections for 2022** (p.10);
- An introduction to **Capital Carryover**, including an overview of capital carryover from 2021 to 2022 (p.12);
- An overview of **Appropriations-in-Aid** (p.14);
- Discussion of the Votes comprising the majority of spending allocations as presented in the Revised Estimates for Public Services:
 - Vote 26 **Education** & Vote 45: **Further and Higher Education, Research, Innovation and Science** (p.16);
 - Vote 34 **Housing, Local Government and Heritage** (p.19);
 - Vote 37 **Social Protection** (p.23); and
 - Vote 38 **Health** (p.27).

Furthermore, this paper is accompanied by a series of shorter publications which address issues related to this paper in greater detail. These notes will address (i) The Public Service: an overview of staffing and pay costs; (ii) Capital Carryover (Deferred Surrender): a short discussion on the nature of capital carryover and its significance in 2022; and (iii) Climate Related Spending 2022: A short summary of the levels of climate related spending in 2022, placed in the context of spending in 2020 and 2021.

Gross spending in 2022 is projected to be almost €83 billion – a significant increase of €15.7 billion (nominally) on gross spending in 2019 (pre-pandemic baseline). Figure 1 illustrates a pattern of growth in gross spending up to the pandemic; however, the pandemic resulted in a significant increase in 2020. The *Revised Estimates for Public Services 2020* (December 2019) projected gross Voted spending of almost €70.4 billion; however, the impact of the pandemic caused gross spending to soar to over €84.7 billion.

¹ *Presentation and Circulation of Revised Estimates 2022: Motion – Dáil Éireann (33rd Dáil) – Wednesday, 15 Dec 2021 – Houses of the Oireachtas.*

Figure 1: Overview of Tax Revenue, Gross Spending & Appropriations-in-Aid (2015-2022)



Source: PBO based on *Public Expenditure and Reform, Databank (2021)*; Department of Finance, *Budget 2022: Economic and Fiscal Outlook (2021) p.50*; and Department of Finance, ‘*Databank*’ (2021).

* 2021 Gross spending is a PBO calculated figure based on the provisional gross outturn set out in the Revised Estimates for Public Services 2022 to reflect the subsequent changes to Capital Carryover to 2022. Appropriations-in-Aid figures used are discussed in relation to Figure 7.

Significance of the Revised Estimates for Public Services

In October of each year (as part of the budget) the *Estimates for Public Services* are published. The *Estimates for Public Services* are published as Part 3 of the *Expenditure Report* and set out, at programme level, the allocations for each Vote. As such, the *Expenditure Report* reflects a high-level summary of the allocations for the coming year.

The *Revised Estimates for Public Services* (Revised Estimates) are published annually in December. This document contains substantially more detail than the *Estimates for Public Services*. The Revised Estimates break down the allocations to Votes to subhead level, providing a reasonably detailed breakdown of proposed spending for the coming year. In addition to the projections of gross spending, the Revised Estimates include projections of Appropriations-in-Aid which are offset against gross spending in each Vote – providing the Net spending projection for each Vote.

The Revised Estimates is the key document published in the annual budgetary framework.

The fundamental significance of the Revised Estimates is that they represent the money allocated to specific subheads for the coming year as approved by Dáil Éireann. It is important that members have a clear understanding of what monies are being allocated and what those monies are expected to generate in terms of outputs. **Wherever possible, policies, plans and programmes implemented under the various Votes should clearly link the targets they set out, to money being spent under the specific allocations at subhead level as per the *Revised Estimates for Public Services*.**

Voted Expenditure 2021 and 2022

Gross Voted expenditure represents the total spending associated with a Vote. However, the net spending of a Vote is the amount subject to the approval of Dáil Éireann. The gross allocation is not the amount of funding required for supply from the Central Fund (net allocation), as many Votes will have offsetting Appropriations-in-Aid (A-in-A). A-in-A are funds paid into a Vote which can be applied to that Vote to defray the spending arising under the same Vote, for example passport fees or firearm license fees.²

The analysis of gross spending is important as it more accurately represents the costs of providing public services. A-in-A are also subject to varying degrees of uncertainty, and forecasts of this income may not necessarily be accurate. If A-in-A are below projected levels the shortfall in income would need to be offset by supply from the Central Fund by way of a Supplementary Estimate.³

This paper will also include some areas of spending projected for 2022 which are not Voted as they are presented in the *Estimates for Public Services*, and *Revised Estimates for Public Services* as they relate to government expenditure. ‘Government Expenditure’ is defined as:

- (a) Money supplied out of supply grants and appropriations-in-aid in respect of supply services;
- (b) Money paid out of the Social Insurance Fund; and
- (c) Money paid out of the National Training Fund.

Public expenditure, on a General Government basis, is expected to be €104.98 billion in 2022 (-€1,385 million on 2021). Of this, approximately €95.4 billion is Exchequer expenditure (-€1.4 billion on 2021), with €87.59 billion proposed as gross Voted expenditure (-€1.66 billion on 2021). Of this €87.59 billion, gross Voted current expenditure is projected to be €75.87 billion (-€2.93 billion on 2021) and gross Voted capital expenditure is €11.72 billion (+€1.27 billion on 2021).

Non-Exchequer General Government expenditure comprises of the local Government sector; non-commercial state bodies which generate some of their own income; plus adjustments for accruals accounting (the Exchequer operates on a cash basis whereas the General Government is based on accruals accounting). Non-Voted Exchequer expenditure refers to monies spent under particular legislation – the bulk of which is National Debt interest and the contribution to the European Union Budget. The relative importance of gross Voted expenditure, as set out in the *Revised Estimates for Public Services 2022*, is illustrated in the table below:

² Parliamentary Budget Office, *Appropriations-in-Aid in the Revised Estimates for Public Services* (2018).

³ Alternatively spending could be reduced, with savings offsetting reduced income.

Table 1: Total Public Expenditure 2022

	€ billions	%
Gross Voted Expenditure	87.59	83.4%
Non-Voted Exchequer Current Expenditure	7.805	7.4%
Non-Exchequer General Government Expenditure	9.58	9.1%
Total Public Expenditure (General Government Expenditure)	104.975	100%

Source: PBO based on *Budget 2022 Economic and Fiscal Outlook (October 2021)* p.28 & p.31.

Estimates of Expenditure 2021

In the *Revised Estimates for Public Services 2021* (December 2020) a total of €87,815 million in gross spending was set out. This was comprised of €77,648 million (88.4%) in current allocation and €10,167 million (11.6%) in capital allocation. Of these totals €5,365 million was current funding for the COVID Contingency Reserve and the Recovery Fund, and €87 million was capital funding to the Shared Island Fund and Unallocated capital.

Supplementary Estimates 2021

Supplementary Estimates set out the net need for additional funds for a Vote above the level approved in the *Revised Estimates for Public Services* for that year. This net figure comprises:

1. Gross spending on subheads over previously approved levels;
2. Offsetting savings on other subheads; and
3. Either above or below profile Appropriations-in-Aid.

In 2021 three tranches of Supplementary Estimates were published. These Supplementary Estimates encompassed 15 Votes (see Table 2). These Supplementary Estimates described almost €3.5 billion in additional or repurposed spending;⁴ however, offsetting savings and a net surplus of Appropriations-in-Aid resulted in the Supplementary Estimates requiring just under €1.33 billion of an additional net allocation from the Central Fund.

⁴ Supplementary Estimate can be used to move funds internally within a Vote, this allows for savings under one or more subheads to be applied elsewhere. As such, the €3.5 billion of spending is not strictly new or additional spending.

Table 2: Summary of Supplementary Estimates in 2021

Tranche (Date Introduced)	Vote	Net Allocation
1 (10 November 2021)	12. Superannuation and Retired Allowances	€1,000
	17. Public Appointments Service	€3,665,000
	32. Enterprise, Trade and Employment	€1,000
2 (17 November 2021)	20. Garda Síochána	€22,900,000
	22. Courts Service	€3,000,000
	24. Justice	€1,000
	26. Education	€267,000,000
	30. Agriculture, Food and the Marine	€1,000
	31. Transport	€91,348,000
	34. Housing, Local Government and Heritage	€198,915,000
	45. Further and Higher Education, Research, Innovation and Science	€230,000,000
3 (24 November 2021)	6. Office of the Chief State Solicitor	€3,000,000
	29. Environment, Climate and Communications	€1,000
	33. Tourism, Culture, Arts, Gaeltacht, Sport and Media	€35,000,000
	37. Social Protection	€473,541,000

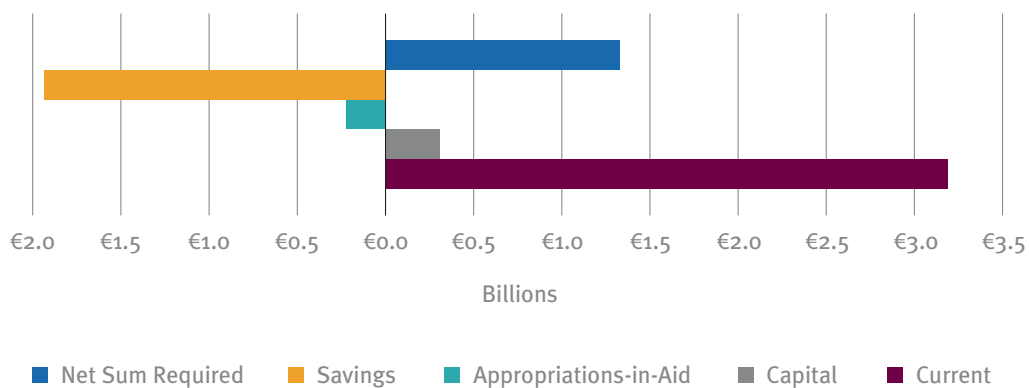
Source: *Supplementary Estimates for Public Services 2021 (November 2021)*.

Net additional spending is driven primarily by a small number of Votes, specifically just 5 Votes represent over €1.26 billion (94.9%) of the net spending requiring approval. These Votes and the net additional spend associated with them are:

- Vote 26 Education (€267 million);
- Vote 31 Transport (€91.3 million);
- Vote 34 Housing, Local Government and Heritage (€198.9 million);
- Vote 37 Social Protection (€473.5 million); and
- Vote 45 Further and Higher Education, Research, Innovation and Science (€230 million).

Figure 2 illustrates the cumulative changes set out in the three tranches of Supplementary Estimates published in November 2021. Together, these Supplementary Estimates reflect additional spending on specific subheads of €307 million capital and €3,191 million current. This additional spending was offset by greater than projected Appropriations-in-Aid (€235 million) and savings on other subheads (€1,935 million). The net impact of these Supplementary Estimates was an additional allocation of €1,328 million.

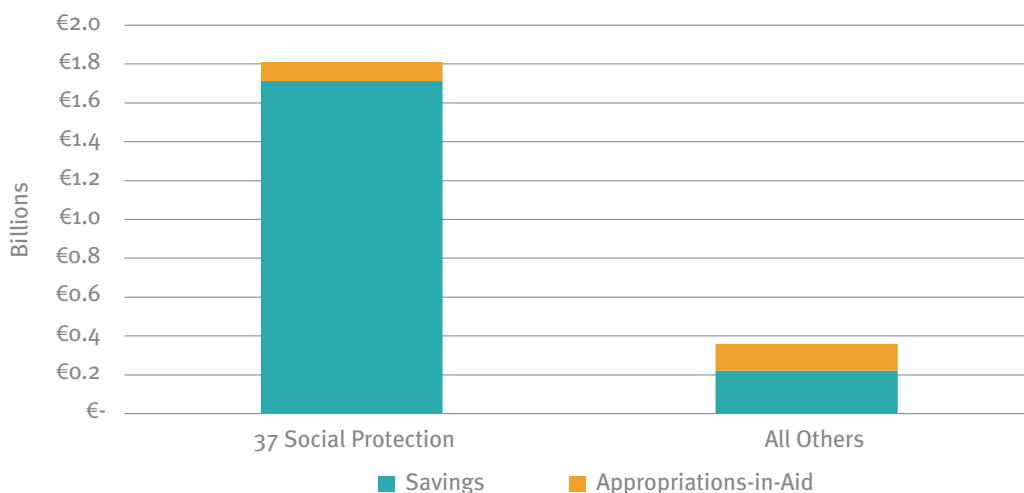
Figure 2: Composition of Supplementary Estimates in 2021



Source: *Supplementary Estimates 2021 (November 2021, Tranches 1-3)*.

Figure 2 illustrates the composition of the savings and Appropriations-in-Aid (A-in-A) outlined in the various Supplementary Estimates in 2022. Figures left of the axis represent savings (reduced spending on subheads) and higher levels of income than initially projected (over profile A-in-A). Savings of almost €1,934.7 million were encompassed in the Supplementary Estimates in November 2021, with net over-profile Appropriations-in-Aid of almost €234.6 million combining to offset increased spending requirements by more than €2,169.2 million.

Figure 3: Savings on Voted Allocations in 2021



Source: *Supplementary Estimates 2021 (November 2021, Tranches 1-3)*.

Figure 3 illustrates that savings and higher Appropriations-in-Aid receipts in Vote 37 Social Protection were hugely significant (representing more than 83% of the net offset against increased spending). The pandemic has had significant impacts on this Vote, with new pandemic specific schemes effectively replacing pre-existing schemes and various health measures impacting on the opportunity to meaningfully avail of others e.g., a saving of almost €35.5 million was recorded in A.16 Back to Work Enterprise Allowance (the 2021 gross allocation had been €64.8 million). It seems likely that the additional spending on the Employment Wage Subsidy Scheme (EWSS) of more than €2,226 million likely resulted in the offsetting savings on other subheads.

Supplementary Estimates in 2021 were significant, with the additional allocations sought being substantially driven by pandemic related spends. For example, additional funds sought in respect of the Local Government Fund (Vote 34 Housing, Local Government and Heritage) reflected reduced income of Local Authorities and higher costs associated with the pandemic.⁵ Likewise, additional funds were required for Vote 37 Social Protection to meet pressures generated almost entirely by the COVID-19 Employment Wage Subsidy Scheme (97.5% of gross additional spending was attributable to this scheme alone).⁶ The impact of the pandemic on spending is illustrated by the in-year growth in allocations for 2020 and 2021 (see Figure 4 below).

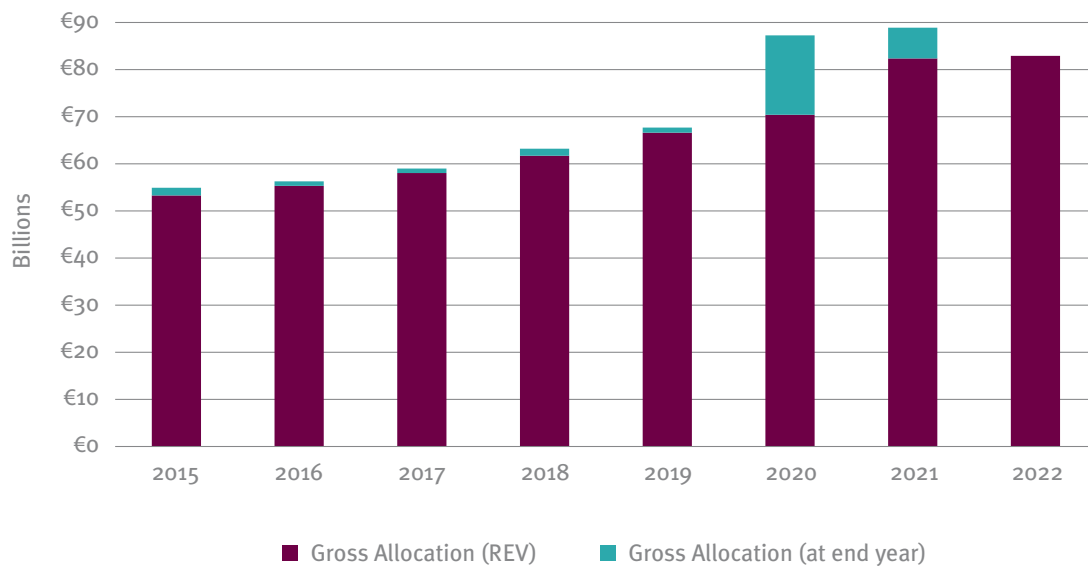
⁵ *gov.ie – €61m extra funding for Local Authority Covid Response (www.gov.ie)*.

⁶ Cumulatively, selected subheads under Vote 37 saw almost €2.3 billion in additional spending which was offset by almost €97 million in above-profile A-in-A and more than €1.7 billion in savings in other subheads. The net additional spending (requiring Dáil approval) was approximately €474 million.

Figure 4 illustrates the gross allocation set out in the Revised Estimates for each year 2015 to 2022. This represents the base projection of annual gross Voted spending. Also illustrated are the gross allocations for each year as reported in the subsequent year’s Revised Estimates. This illustrates the growth from initial projected gross spending to the gross allocation ultimately Voted (approved) for the same year. It is important to note that these end-year figures are not the same as the gross spend of the same year – as some funds tend to go unspent. However, Figure 4 illustrates some general points:

- Gross spending has been increasing steadily in recent years. Between 2015 and 2019 (pre-pandemic) gross allocations at year-commencement grew by €13,392 million (approximately 25%);
- The pandemic necessitated a very significant in-year increase in gross allocation in 2020; and
- The pandemic’s impact remained significant in 2021. Notwithstanding an increased allocation for 2021 reflecting pandemic spending pressures, a substantial additional gross allocation was required in-year (over €6,553 million).

Figure 4: Initial Allocation (Revised Estimate) and End-Year Allocation (inc. Further Revised Estimates & Supplementary Estimates)



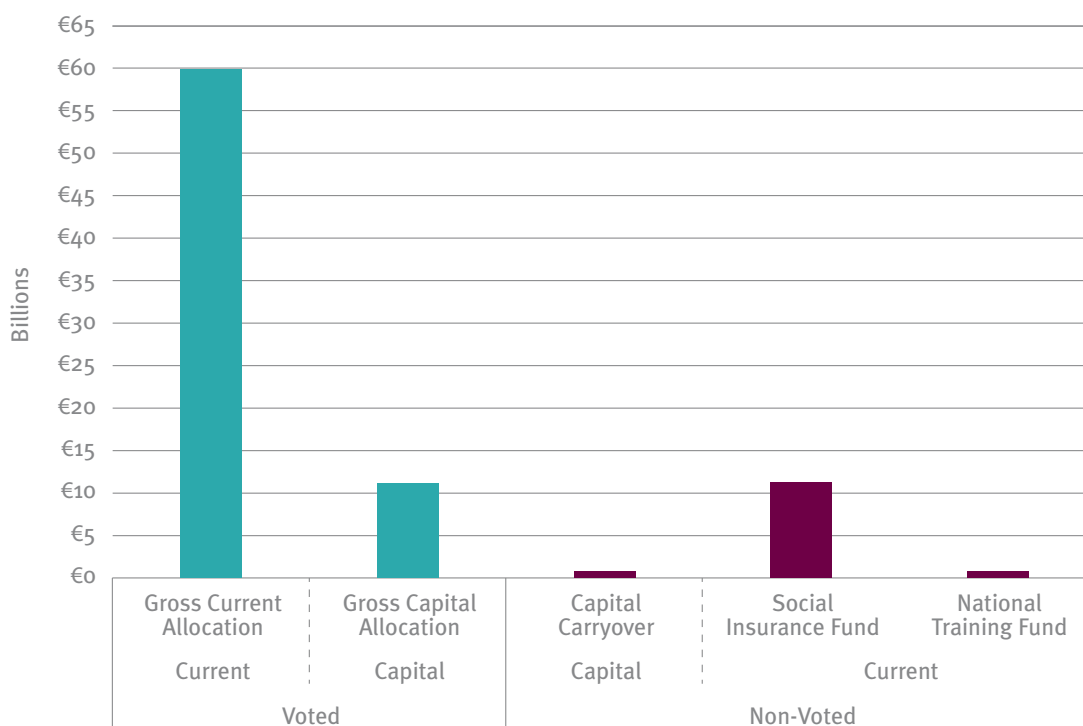
Source: PBO based on Revised Estimates for Public Services 2015 to 2022 (available [here](#)).

Overall Estimates of Expenditure 2022

Gross spending projected for 2022 is the highest level recorded (at year-commencement) set out at the Revised Estimates (see Figure 4, above). Figure 5 illustrates the composition of gross spending projected for 2022 as per the *Revised Estimates for Public Services 2022* (December 2021). This includes both Voted and Non-Voted spending, sub-divided into current and capital spends. Cumulatively, these amount to €83,785 million (including capital carryover).⁷ Voted spending is projected to reach €71,023.6 million (84.8%) compared to non-Voted spending of €12,761.3 million (15.2%). Spending in the *Revised Estimates for Public Services 2022* comprises (to the nearest million):

- €59,892 million of Voted current spending;
- €11,132 million of Voted capital spending;
- €819 million of capital carryover/deferred surrender (Non-Voted capital spending);⁸
- €11,177 million of Social Insurance Fund (SIF) spending (Non-Voted current spending); and
- €765 million of National Training Fund (NTF) spending (Non-Voted current spending).

Figure 5: Gross Spending Projected for 2022



Source: PBO based on *Revised Estimates for Public Services 2022* (December 2021); and S.I. No. 78/2022 - Finance Act 2004 (Section 91) (Deferred Surrender to Central Fund) Order 2022.

7 Capital carryover is treated as having been spent in the year of initial allocation – in this case 2021. However, it is presented here as part of 2022 spending as this reflects when the spending will actually take place rather than when it is accounted for. For more detail see *PBO, Capital Carryover (Deferred Surrender) 2022 (March 2022)*.

8 Capital carryover encompasses monies that were subject to Dáil approval in the preceding year. In the context of this paper capital carryover is considered non-Voted as it is not drawn from the current year's Voted allocation.

Capital carryover is discussed below (page 12). This section will focus on discussion of:

- I. Voted spending (current and capital) of more than €71,023 million; and
- II. Non-Voted spending via funds (Social Insurance Fund and National Training Fund) of over €11,942 million.

Gross spending is distributed across 45 Votes. It also incorporates two funds, the Social Insurance Fund (SIF) and the National Training Fund (NTF). Voted spending makes up the majority of gross spending projected for 2022, but even within the 45 Votes encompassed by Voted spending, the allocation is heavily concentrated in a small number of Votes. In fact, the Votes that receive a Voted allocation in excess of €2 billion represent 84.8% of the gross Voted allocation (almost €60,197 million of the almost €71,024 Voted allocation). These Votes are (to the nearest € million):

- Vote 20 Garda Síochána: €2,062 million (2.9%);
- Vote 26 Education: €9,283 million (13.1%);
- Vote 31 Transport: €3,432 million (4.8%);
- Vote 34 Housing, Local Government and Heritage: €5,933 million (8.4%);
- Vote 37 Social Protection: €12,174 million (17.1%);
- Vote 38 Health: €22,193 million (31.2%);
- Vote 40 Children, Equality, Disability, Integration and Youth: €2,107 million (3%); and
- Vote 45 Further and Higher Education, Research, Innovation and Science: €3,012 million (4.2%).

Capital Carryover (Deferred Surrender)

Capital carryover refers to unspent capital allocations from one year (e.g., 2021) which may be permitted to be spent in the following year (e.g., 2022). In accordance with *Section 91 of the Finance Act 2004*, the Minister for Public Expenditure and Reform may provide for up to 10% of a capital allocation to a Vote (if unspent) be carried over to the following financial year. Such sums are set out in the Revised Estimates as the ‘Application of Deferred Surrender’. These funds receive Dáil approval for allocation to the named subheads in this manner, but are accounted for as a first charge⁹ i.e. the money is deemed as having been spent in the year of initial allocation. Importantly, the “deferred surrender does not have to be applied to the same capital subheads in which the under spends occurred.”^{10,11}

Capital Carryover in 2022

Capital carryover in 2022 amounts to over €819.3 million across 19 Votes.¹² Along with the capital allocations assigned in the REV (€11,132 million), the capital carryover will take projected gross Voted capital spending in 2022 to €11,951 million.

Just three Votes represent €540.9 million (66%) of the total deferred surrender:

- Vote 31 Transport: €161.1 million (19.7% of total capital carryover);
- Vote 34 Housing, Local Government and Heritage: €275.8 million (33.7% of total capital carryover); and
- Vote 38 Health: €104 million (12.7% of total capital carryover).

Within these Votes, just three subheads account for €490 million (60%) of the €819.3 million:

- Vote 31 Transport: B.5 Public Transport Investment (€148.2 million);
- Vote 34 Housing, Local Government and Heritage: A.3 Local Authority Housing (€247.3 million); and
- Vote 38 Health: M.2 Buildings & Equipment (€94.5 million).

An additional €57.9 million has been brought over to 2022 in the Residential/Community Retrofit Programmes under Vote 29 Environment, Climate and Communications.

Both internal and external factors can impact on why a Vote may be unable to utilise their annual capital allocation such as **poor profiling or performance targeting (internal) and supply chain issues or capacity for delivery (external)**.

Figure 6 (below) illustrates capital carryover during the period 2005 to 2022. The capital carryover for each year reflects monies carried forward from the preceding year, as such, the increase in capital carryover observed in 2020 reflects monies carried forward from 2019 and is therefore not attributable to the pandemic.

⁹ Department of Public Expenditure and Reform, ‘*Public Financial Procedures*’ (Accessed February 2022).

¹⁰ Department of Finance, ‘*Circular 28/04: Implementation of Deferred Surrender of unspent capital under Multi-Annual Capital Envelopes*’ (October 2004).

¹¹ In the context of this paper capital carryover is considered non-Voted as it is not drawn from the current year’s Voted allocation.

¹² A full breakdown on 2022 capital spending projections (including capital carryover) can be found in Appendix 1: Capital Spending in 2022, page 30.

Figure 6: Capital Carryover (2005-2022)

Source: PBO based on various Statutory Instruments (2005-2022).¹³

* Two Statutory Instruments (SI) were published in 2011. It appears the second SI reflected Vote restructuring i.e., a lateral transfer of the allocation to reflect a transfer of functions rather than an additional sum of money being made available.

Figure 6 illustrates that while a carryover of some level has occurred in every year, constraints in delivery primarily as a result of COVID-19 restrictions in 2020 and 2021 have brought the level of funding carried over to historically high levels.

Accounting for Capital Carryover

Capital carryover presents a challenge in terms of consistent and clear reporting of spending. Capital carryover is brought forward into the new year as a first charge (*Section 91(5) of the Finance Act 2004*). This has the effect that the capital carryover is accounted for as part of the outturn in the year it was initially allocated (e.g., 2021) rather than in the year to which it is being deferred (e.g., 2022). As previously observed by the PBO, classifying “the carryover amounts as being already spent in this manner will cause transparency issues when scrutinising the final spending figures” for the earlier year and for future spending in the year to which funds are carried over.¹⁴

¹³ These statutory instruments can be found with the search term “Deferred surrender”.

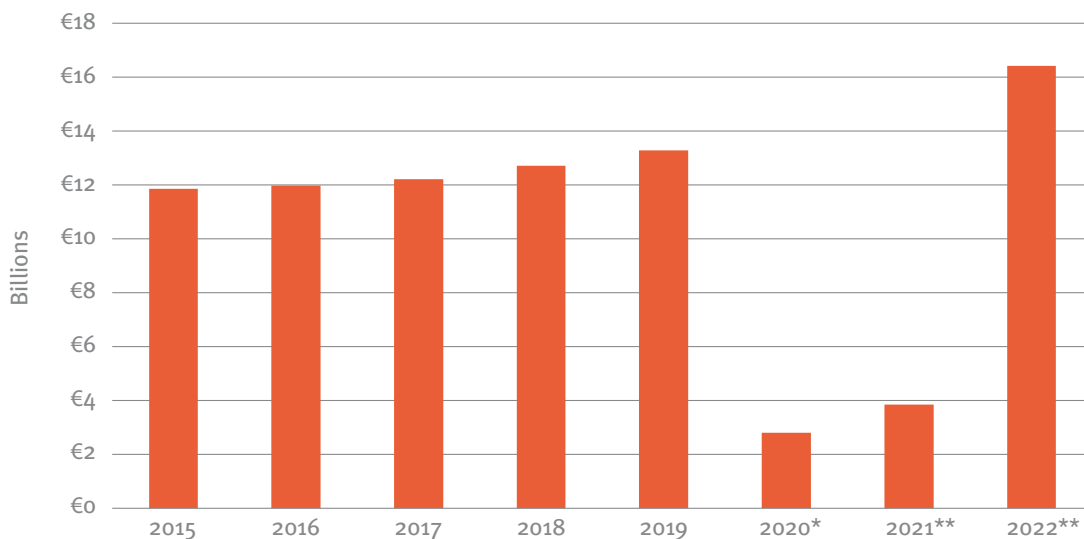
¹⁴ PBO, ‘Fiscal Monitor – Expenditure to December 2020: A Visual Presentation and Analysis’ (January 2021).

Appropriations-in-Aid (A-in-A)

Appropriations-in-Aid describe own-generated revenue accruing to a Vote. This revenue includes charges collected by Government Departments and Agencies for various services they provide such as processing passport applications, broadcasting licence fees etc. This income may be retained within the Vote and is offset against gross expenditure. A-in-A therefore affect the net allocation required for a Vote. Increases to A-in-A will reduce the funding required from the Central Fund, conversely, reduced A-in-A will necessitate that additional funds be provided from the Central Fund.¹⁵

Figure 7 illustrates the recent trend in A-in-A. The *Revised Estimates for Public Services 2022* project a significant increase in A-in-A in 2022. This rebound in A-in-A reflects primarily the improved position of the Social Insurance Fund (SIF) as the pandemic’s impact on the SIF’s expenditure is reduced, with SIF A-in-A rising from net zero in 2021 to over €11 billion in 2022.¹⁶

Figure 7: Appropriations-in-Aid



Source: PBO based on *DPER Databank*; Comptroller and Auditor General, *Appropriation Accounts 2020 (2021)*; and *Revised Estimates for Public Services 2022 (December 2021)* pp.14-5, p.203.

Note: 2020 data is based on the sum of Appropriations-in-Aid reported in the *Appropriation Accounts 2020 (2021)* and 2021 and 2022 data are taken from the *Revised Estimates for Public Services 2022*. The PBO has contacted DPER to highlight apparent inconsistencies between A-in-A figures on the databank and alternative sources.

15 Parliamentary Budget Office, *Appropriations-in-Aid in the Revised Estimates for Public Services* (2018).

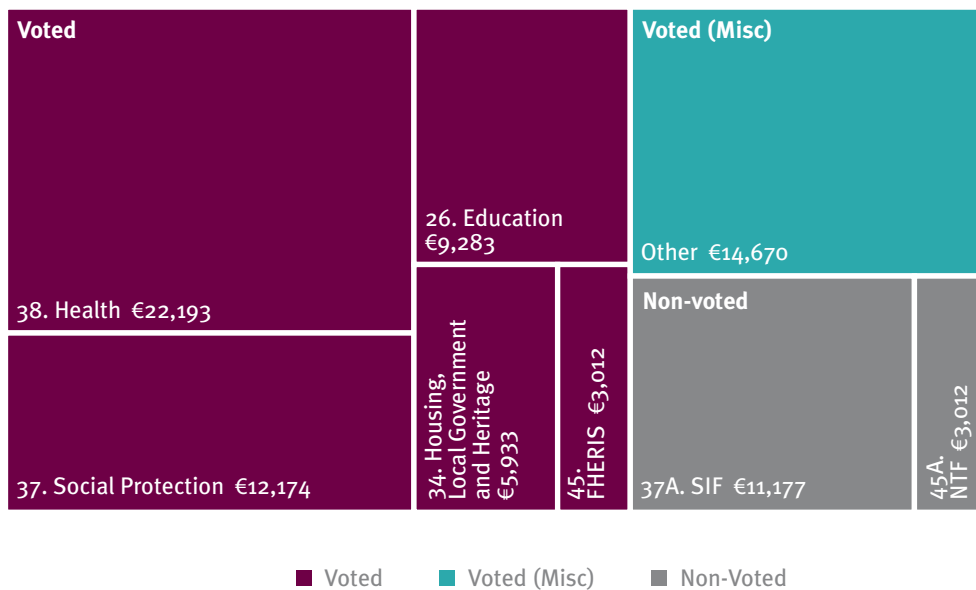
16 A subvention to the SIF was required in 2021. For more detailed discussion of the SIF please see Parliamentary Budget Office, *An overview of the Social Insurance Fund (SIF)* (2018).

Votes Comprising the Majority of Spending Allocations in the Revised Estimates for Public Services 2022

Overview

This paper focusses on the overall projections of spending for 2022 as presented in the *Revised Estimates for Public Services 2022*. As previously discussed, gross spending (set out in the Revised Estimates) in 2022 is projected to reach almost €83 billion, of which almost €14.2 billion is non-Voted expenditure. For the purposes of this paper, looking beyond the aggregate projected gross spending, we will focus on spending associated with a small number of Votes which comprise the majority of spending as illustrated in Figure 8. This figure illustrates that just five Votes comprise more than half of the gross spending (63.4%) projected for 2022. When the non-Voted spending of the funds associated with these Votes (the Social Insurance Fund and the National Training Fund) are included, these five Votes effectively comprise more than 80% of gross spending (set out in the Revised Estimates) projected for 2022.

Figure 8: Gross Allocations (Voted & Non-Voted) 2022 (nearest € million)



Source: PBO based on *Revised Estimates for Public Services 2022* (December 2021).

These Votes, and the non-Voted funds associated with them, will be addressed thematically as follows:

- Gross spending in the Education sector, comprising Vote 26, Vote 45, and the National Training Fund are addressed together at page 16;
- Gross spending under Vote 34 Housing, Local Government and Heritage is discussed at page 19;
- Gross spending on Social protection under Vote 37 and Vote 37A are addressed together at page 23; and
- Gross spending under Vote 38 Health is discussed at page 27.

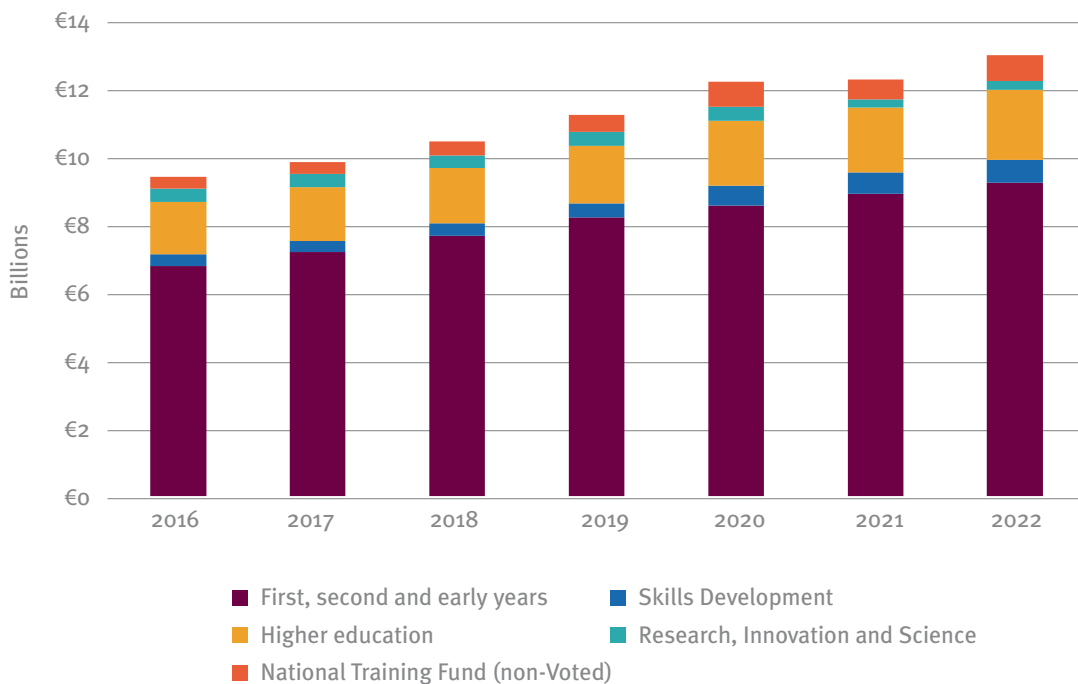
Education Sector

A reconfiguration of Vote groups concerning education occurred in 2020 with Education and Skills (as part of Vote 26) and Business, Enterprise and Innovation (as part of Vote 32) each losing programmes to a new Vote (45) Further and Higher Education, Research, Innovation and Science (FHERIS). Vote 26 is now Education and Vote 32 is now Enterprise, Trade and Employment. The National Training Fund (NTF) has likewise moved from being associated with Vote 26 to Vote 45. The NTF is non-Voted but reflects a significant area of spending in 2022 (€765 million).¹⁷

The Education sector comprises Vote 26 (primary and secondary education) and Vote 45 (further and higher education). The PBO discusses these Votes (and the associated National Training fund) together as:

- The majority of spending under these two Votes can be traced back to what was formerly the “Education and Skills” Vote; and
- Public Sector employment under these Votes is categorised as “Education Sector” by the Department of Public Expenditure and Reform and the CSO.

Figure 9: Gross Expenditure on Education



Source: PBO based on *DPER databank*.

Figure 9 tracks expenditure on Education from 2016 to the 2022 allocation. It tracks the current programmes of Votes 26 and 45 back over this time period regardless of the Vote to which these programmes were aligned at those points in time. Also included in Figure 9 is the gross spending associated with the National Training Fund (NTF); however, spending from the NTF is not subject to Dáil approval as part of the Estimates process.

17 For more information on the National Training Fund see Parliamentary Budget Office, *The National Training Fund* (2018).

Vote 26 Education

Vote 26 Education is presented under a single programme – Programme A First, Second and Early Years’ Education. For 2022, a gross estimate of almost €9,283 million has been allocated to Vote 26.

Estimated gross expenditure will increase in 2022 by €1.65 million when compared to the provisional outturn for 2021 (the total for which includes a Supplementary Estimate of €267 million). However, the net allocation (Voted by Dáil Éireann) will increase by approximately €53.6 million. This reflects the need for additional funds to offset a forecast reduction in the receipt of Appropriations-in-Aid (A-in-A) of almost €52 million (or -14%).

Tracking the increase in staffing in Education in general can be challenging, owing to how the figures are outlined when comparing the Expenditure Report from Budget 2022 to the REV publication. For example, an increase in the allocation of SNAs (1,165) is outlined clearly in the Expenditure Report document (p.72) and outlined also in the REV document (p.108). The Expenditure Report provided for an increased headcount of 2,495 in the Education Vote, comprising:¹⁸

- Special Needs Assistants (SNAs) (1,165);
- Primary School teachers (350); and
- 980 special education teachers.

Table 3 (below) illustrates increased staffing numbers as outlined in the *Revised Estimates for Public Services*. Headcount increases set out in the Revised Estimates in the specific areas addressed by the Expenditure Report reflect an additional 692 staff than that listed above. The basis for the recruitment of staff above the levels set out in the Expenditure Report are unclear but may relate to natural increases required to maintain staffing schedules i.e., the additional recruitment outlined in the Expenditure Report may refer to increases in headcount above/in addition to the natural change which would occur in a no-policy change scenario.

Table 3: Education Staffing Increases (Headcount) 2022

	2021	2022	Difference
Primary	39,155	40,258	1,103
Secondary	21,052	21,695	643
ETB	10,594	10,870	276
SNAs	18,009	19,174	1,165
Total Increase			3,187

Source: *Revised Estimates for Public Services 2022 (December 2021)* p.108.

¹⁸ Department of Public Expenditure and Reform, *Budget 2022: Expenditure Report* (October 2021) p.72.

Vote 45 Further and Higher Education, Research, Innovation and Science

The gross estimated expenditure outlined for Vote 45 (FHERIS) in 2022, is over €3,012 million and represents a decrease of almost €25.7 million (or -1%) on the previous year. With a reduction in A-in-A of over €50 million (or -40%) it means that the Net allocation will in fact increase by almost €24.4 million (a 1% increase).

Three programmes sit within Vote 45: A – Skills Development, B – Higher Education and C – Research, Innovation and Science. Programme B (Higher Education) will account for 69% of the gross expenditure provided to the Vote in 2022. This is just over 71% of the net total allocated to FHERIS for the year. Although the programme total expenditure is set to decrease by approx. €59.6 million, expenditure allocated to the subprogramme (B.16) Third Level Infrastructure is set to increase by almost €53 million in 2022.

An increase in student demand, with the provision of an additional 3,320 extra CAO places,¹⁹ has contributed to the need for an estimated 993 extra staffing roles in Higher Education in 2022.

Capital Spending in Votes 26 and 45

€792 million in capital spending has been allocated to Vote 26 in 2022; however, key high-level metrics contained in the REV do not allow for a deeper understanding of how this impacts the number of school building projects, such as ‘catering for in excess of 200 school building projects currently at construction’.²⁰ The majority of Vote 26’s capital allocation is in respect of subhead A.15 Primary and Post-Primary Infrastructure which comprises almost €694.9 million of the €792.4 million (87.7% of the projected capital expenditure). How the allocation is to be split between primary and post-primary schools is not set out in the Revised Estimates.

In Vote 45, €551.7 million in gross capital expenditure has been allocated between the three programmes, A Skills Development (€48.3 million), B Higher Education (€268 million) and C Research, Innovation & Science (€235.4 million). Overall, capital funding represents almost 19% of the total gross allocation to Vote 45.

Cumulatively, the gross capital allocation to the Education sector (Votes 26 and Vote 45 combined) exceeds €1.3 billion in 2022 and represents about 12% of the total gross capital allocation across all Votes in 2022.

¹⁹ Department of Public Expenditure and Reform, *Budget 2022: Expenditure Report* (October 2021) p.102.

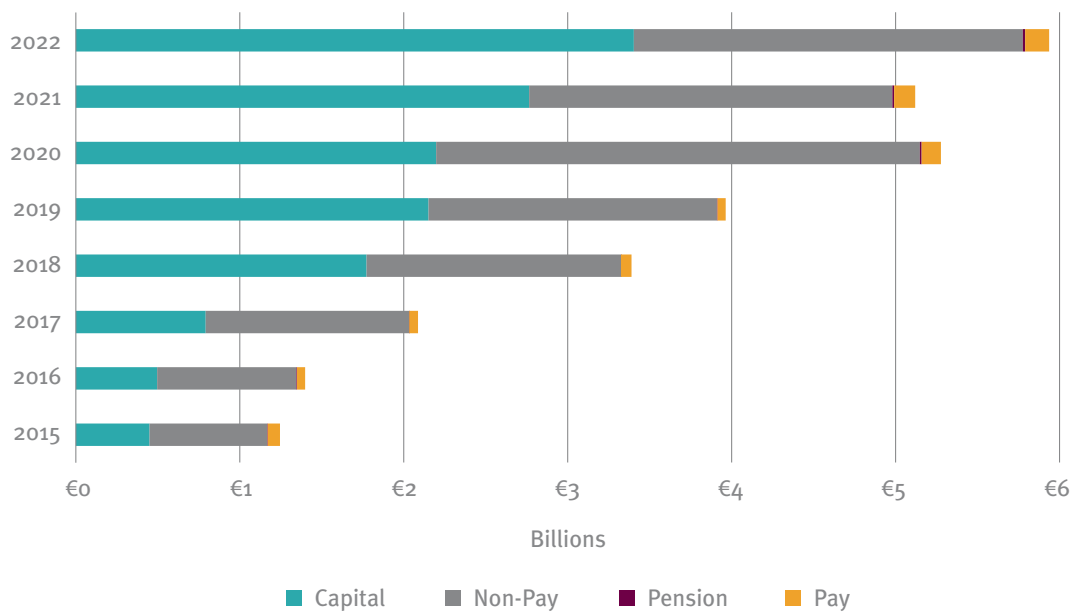
²⁰ Ibid p.72.

Vote 34 Housing, Local Government and Heritage

Vote 34 – Housing, Local Government and Heritage encompasses spending allocations across five programme headings: Housing, Water Services, Local Government, Planning, Met Éireann, and Heritage. The gross allocation across the entire Vote in 2022 is €5,933 million – the fourth largest Vote by allocation (after Social Protection, Health, and Education). 88% of the total Estimate for 2022 is within the Housing (€3,644 million/61%) and Water Services (€1,576 million/27%) programmes.

The trends in spending across Vote 34 since 2015 are set out below in Figure 10. The structure of the Department has altered in the intervening years with the Environment & Waste and Community & Rural Development programmes being removed from the purview of the Vote in 2015 and 2016 respectively. In 2020, the Heritage programme was added. However, the substantive areas of expenditure – Housing and Water Services – remain.

Figure 10: Overview of Gross Spending in Vote 34 (2015-2022)



Source: PBO based on DPER databank.

Note: Spending data for the years 2015-2020 is final. 2021 spending data may not be finalised until the 2021 Appropriation Accounts. 2022 data refers to the allocation which may be considerably different from what is ultimately spent.

Current (non-pay) and capital spending make up the vast majority of the Vote’s allocation, averaging 97% over the period above. Significant growth in both areas of spending has occurred with the 2022 non-pay allocation €1,655 million ahead of the 2015 non-pay spend (+231%) and with capital spending in 2022 estimated to be €2,953 million ahead of the final figure in 2015 (+656%).

The scale of growth is primarily due to the low levels of spending which occurred in the years following the financial crash, having reached a nadir in 2014. Spending began to increase in line with the economic recovery – particularly in Housing and Water Services programmes.

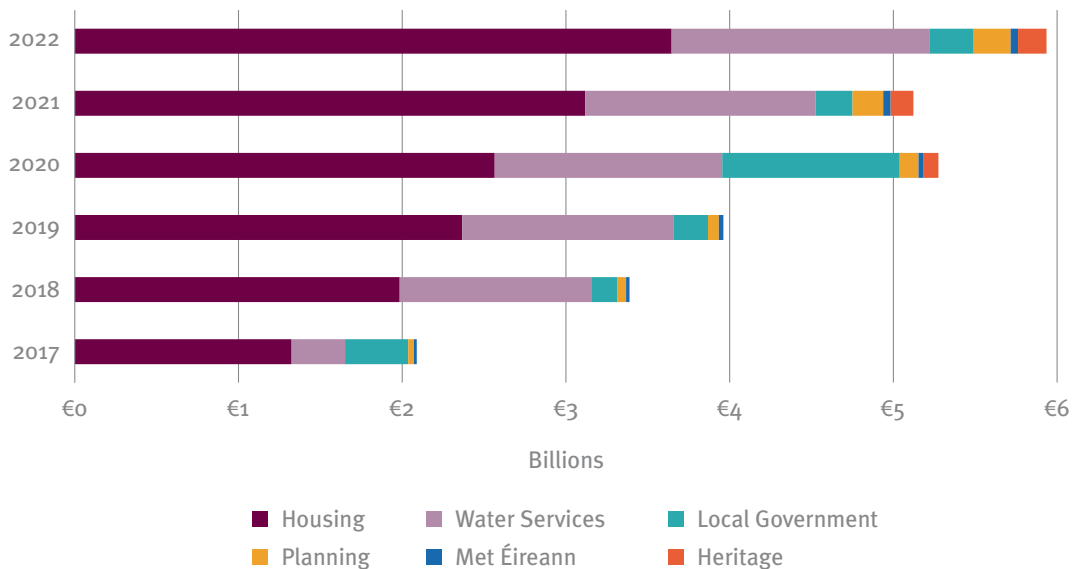
Short-term spending trends also point to a significant increase across the Vote with non-pay programme funding in 2022 €615 million ahead of 2019 (+35%) while capital spending is up by €1,253 million (+58%). Spending on pay is set to increase by €96.4 million (+191%) over 2019 levels this year, primarily due to the impact of the Heritage programme’s €53.5 million spend in this area since joining the Vote in 2020.²¹ The Vote’s pension spend is estimated to increase by €8.5 million (+238%) on 2019 levels both because of the Heritage programme’s pension bill being added but also due to a substantial increase in the pension bill in the Planning programme (+€4.6 million or +132%).

Programme Spending

Between 2017 and 2019, it is evident that the drivers in total Voted spending are the Housing and Water Services programmes, though all programmes (with the exception of Local Government) have seen their allocations increase significantly both in real terms and relative to programme size.

Figure 11 shows the trends in spending across the programmes between 2017 and 2022.

Figure 11: Gross spending by Programme 2017-2022



Source: PBO based on DPER databank.

Note: Spending data for the years 2017-2020 is final. 2021 spending data may not be finalised until the 2021 Appropriation Accounts. 2022 data refers to the allocation which may be considerably different from what is ultimately spent.

²¹ 33,744 public service employees are associated with this Vote for 2022; however, just 2,668 public service employees are associated with the various programmes. The balance (31,076) are assumed to be Local Authority staff whose pay is not sourced directly from the Exchequer. See PBO, *The Irish Public Sector: An Overview of the Composition of the Public Sector, and of the Development of Exchequer Funded Public Sector Pay* (2021).

Housing

The largest of the Vote's programmes, Housing accounts for €3,644 million, or 61%, of the €5,933 million 2022 Estimate. The historically high capital allocation of €2,256 million is, in part, to help fund the commitments made under the recently published *Housing for All* policy, which replaced *Rebuilding Ireland* as the State's overarching housing policy in September 2021. A further €1,388 million has been provided to fund current measures.

While capital spending in 2022 is spread across multiple schemes, including those related to *Housing for All*, €1,532 million of the total is designated for Local Authority and Approved Housing Body new builds and acquisitions. The Department is targeting the delivery of 9,200 homes to be delivered through these funding methods in 2022.

The most significant areas of current spending in the Vote are around the measures used to fund social housing leasing costs and support payments to tenants in the private rental market. The Housing Assistance Payment (HAP) scheme is the single largest funded measure, with €585 million allocated to provide social housing 'solutions' to tenants in the private rental market. This is an increase of €27 million over the 2021 allocation. How much of this increase is to account for new tenancies under the scheme is unclear given reports of limited available accommodation that meets the schemes cost criteria.²² This suggests that future entrants to the scheme may be greatly reduced without a revision of the rental ceilings or a further expansion of the top ups on rents paid by some Local Authorities. Leasing and rental costs under the Social Housing Current Expenditure Programme (SHCEP) and the Rental Accommodation Scheme (RAS) are due to cost a combined €478 million in 2022. While the allocation for RAS remains unchanged (€133 million), an extra €95 million has been provided to SHCEP – though as this funding heading covers several different housing schemes including leasing, it is unclear which specific areas the increase will relate to.

Water Services

The Water Services programme is the primary funding mechanism for Irish Water since 2018. In 2022, the Irish Water allocation of €1,459 million (€629 million current and €830 million capital) is almost 93% of total programme funding. This is €163 million higher than the 2021 provisional outturn. For comparison, the next highest allocation is under the Rural Water Programme heading at just under €63 million (+€6 million on 2021). The most recent full year statistics for Irish Water relate to 2020, so it is not possible to assess their performance against the spend in 2021, nor are any performance metrics or targets for 2022 provided in the REV.

Local Government

While accounting for some other areas of spending, such as funding for Fire and Emergency Services (€19 million in 2022), the Local Government programme is almost entirely made up of the Exchequer subvention to the Local Government Fund. The €225 million earmarked for 2022 is almost €445 million lower than in 2021 and €831 million lower than in 2020. However, the additional Exchequer subvention in both of these years was for the most part to fund the Commercial Rates Waiver for businesses impacted by COVID-19 enforced closures.

Since the introduction of the Local Property Tax (LPT) in 2014 – and the diversion of Motor Tax to the central fund – the Local Government Fund provides Local Authorities with a substantial portion of their annual expenditure. Including the projected €520 million in LPT, income to the fund in 2022 will be an estimated €745 million with total expenditures of €714 million being projected.

²² Drop in number of rental properties available for HAP recipients, RTE.ie (Jan 2022).

Other Programmes

The Planning programme incorporates the funding for An Bord Pleanála, the Land Development Agency, Ordnance Survey Ireland, and Urban Renewal/Regeneration among other areas. The 2022 Estimate for the programme is €225 million, up €36 million on 2021. The largest increase of funding within the programme is around the Urban Renewal/Regeneration heading, up from €66 million in 2021 to €134 million in 2022. The overall funding increases in the programme are partially offset by a €58 million reduction in funding to the Land Development Agency.

There is only a slight increase in the Met Éireann budget for 2022, with spending expected to reach €43 million by year-end. The majority of the funding is concentrated around pay and administrative costs of running the service.

Funding under the Heritage programme is used to support such agencies as the National Parks and Wildlife Services, Waterways Ireland and the Heritage Council. Funding for the programme is up by just over €35 million year-on-year, to almost €176 million. This increase is spread across several areas though the largest individual change is in the Waterways Ireland budget up by €15 million to €44 million in 2022. Increased staffing levels (+15% to 381) may account for a portion of this change.

Reporting and Metrics

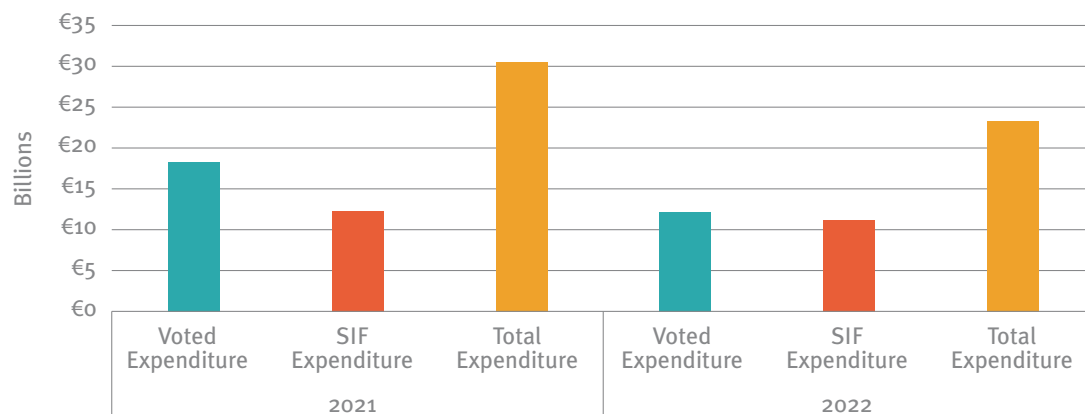
Vote 34 has engaged in considerable work in recent years to improve the metrics and performance indicators contained in the REV and are among the most detailed across the Vote Groups. This is particularly evident for the Housing programme. There remain some gaps in being able to link the indicators provided back to direct funding allocations. Improvements in this area would greatly aid scrutiny of spending for what is perhaps one of the most paramount issues facing the country today.

Vote 37 Social Protection and Vote 37A Social Insurance Fund

The proposed allocation in 2022 for Vote 37 – Social Protection is an estimated €23,351 million, which includes a projected spend from the Social Insurance Fund (SIF) of €11,177 million. This total allocation is €7,188 million (or 23.5%) less than total expenditure in 2021 (€30,538 million).

Employment and unemployment supports introduced to address the impact of COVID-19 public health restrictions resulted in significant spending since March 2020, primarily through the Temporary/Employment Wage Subsidy Scheme(s) and the Pandemic Unemployment Payment (PUP). However, with the closure of these schemes to new entrants and the lifting of almost all public health measures from January 2022, there is an expectation that the extraordinary level of funding applied over the last two years will be significantly reduced for 2022. For context, the number of people in receipt of the PUP on 25th January 2022 was 80,525.²³ This compares to 605,668 recipients on 4th May 2020.²⁴

Figure 12: Gross Social Protection Expenditure (Voted & Non-Voted)



Source: PBO based on *Revised Estimates for Public Services 2022* (December 2021).

Note: 2021 figures are forecast outturn and 2022 figures reflect the estimate of expenditure in 2022. In 2021 a subvention (transfer) from the Vote to the SIF was required. This spending is included in the Voted spend - not in the SIF's expenditure. Likewise, a transfer from the SIF to the Vote for administrative expenses in both years is accounted for within the Vote rather than the SIF.

23 Department of Social Protection, *Update on Payments Awarded for Covid-19 Pandemic Unemployment Payment and Enhanced Illness Benefit – Statistics – 25th January 2022* (January 2022).

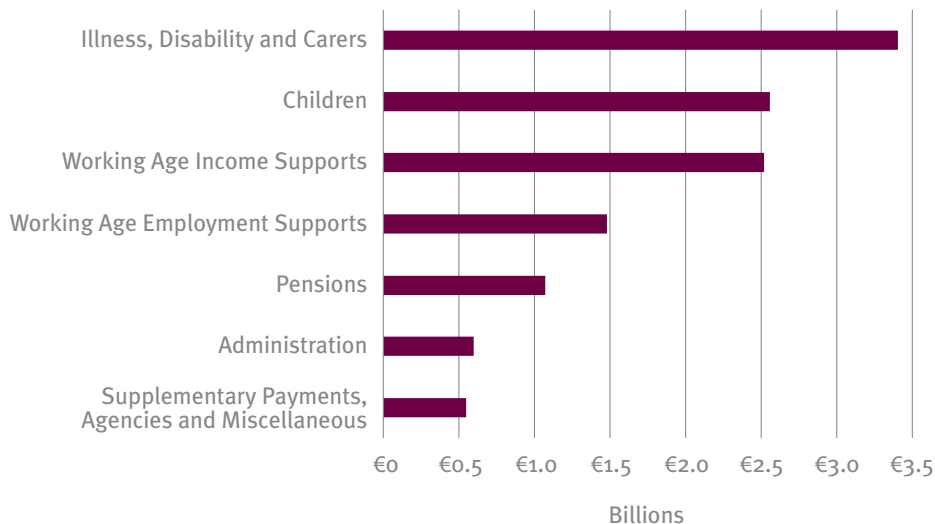
24 Department of Social Protection. This revised figure includes arrears related to 9th February 2021 and 4th May 2020.

The impact of these changes has resulted in a decrease in estimated gross Voted expenditure for 2022 of €6,084 million (or 33%) from 2021 (see Figure 12). This stems from a reduction in the Employment Wages Subsidy Scheme (EWSS) allocation by €3,985 million (down to €600 million in 2022) and the fact that no Exchequer subvention to the SIF is expected to be required in 2022. The subvention paid in 2021 was €2,590 million. The net increase in allocations across the non-Covid related schemes totals €505.5 million for the coming year.

Spending from the SIF is projected to fall to €11,337 million in 2022, from the €14,998 million spent in 2021. With total income to the Fund expected to reach €12,607 million, a surplus of €1,310 million is anticipated to be achieved during the year. As with Voted spending, the change in SIF expenditure is driven by the reduction in outgoings related to the Pandemic Unemployment Benefit (PUP) – down from €4,023 million in 2021 to €75 million in 2022 – and the COVID-19 Illness Benefit payment, estimated at just €5 million in 2022 versus a 2021 outturn of €123.7 million. The PBO has previously published work on how the *SIF operates* and the *impact of COVID-19 on the Fund*.

Figure 13 outlines how the Voted allocation is to be apportioned in 2022. With the majority of the COVID supports removed, spending on Illness, Disability and Carers payments (€3.4 billion) has become the single largest area of spending from the Vote. Year-on-year, spending on payments such as Disability Allowances, Carer’s Allowances/ Supports, and Wage Subsidies (non-COVID) will see a net increase of €132.6 million over 2021. Spending on supports related to children and families is expected to reach €2,555 million in 2022 mostly as a result of the €2,061 million due to be paid out on Child Benefit.

Figure 13: Social Protection Voted Spending (2021-2022)



Source: PBO based on *Revised Estimates for Public Services 2022* (December 2021).

Working Age Income Supports account for the next highest allocation within the Vote with anticipated spending of €2,519 million (+€96.4 million). Spending is concentrated around Jobseeker's Allowance (€1,702 million) and One Parent Family (€566.1 million) payments. The allocation for Basic Supplementary Welfare Allowance Payments is set to increase by almost €20 million in 2022, up to €123.7 million.

Spending on Supplementary Payments was set to decrease in 2022, down to €549 million from €575 million, mostly as a result of a €44 million reduction in Rent Supplement payments (due, in part, to transfers of tenants to HAP and other social housing supports). However, within this total, the Fuel Allowance allocation of €211.6 million this year – up €14 million year-on-year – does not account for the additional €49 million in Fuel Allowance funding, as part of the cost-of-living mitigation measures, announced on 10 February.²⁵

SIF Income and Expenditures

Pay Related Social Insurance (PRSI) is the primary manner in which the Social Insurance Fund is financed. Due to both reductions in the Employer PRSI rate payable for staff on the EWSS and the significant numbers of people out of employment since March 2020, this income stream was substantially reduced in recent times. As a result, an Exchequer subvention to the SIF of €2,590 million was needed in 2021 to cover the shortfall in spending against the Funds income. However, in 2022, income is set to increase by almost €700 million (up to €12,607 million) with expenditures falling by €3,660 million.

Employer based supports are due to be wound down over the coming month. The reduced rate of Employers PRSI (.5%) is set to cease by the end of February with the full rate reintroduced from 1 March 2022. According to an IGEES publication on forecasting jobseeker numbers and expenditure for 2022, the estimated cost of extending the EWSS to 30th April 2022 will be approx. €1.26 billion.²⁶

A positive outlook in relation to the trajectory of virus outbreaks, along with a tapering of supportive employment/unemployment payments and the overall improvement to economic and labour force outlook in 2022 will help the SIF to achieve a projected surplus this year of €1,310 million.

Outside of the wind down of PUP, most SIF spending will remain – comparatively – constant on 2021 spending. 70% of SIF spend in the coming year relates to Pensions at over €8,049 million, made up of €6,385 million on the contributory State Pension and a further €1,654 million on the Widow(er)'s and Surviving Civil Partners' Pension (contributory). The former is an increase of €179 million on 2021 spending, driven in part by the State's aging population and increasing number of retirees.

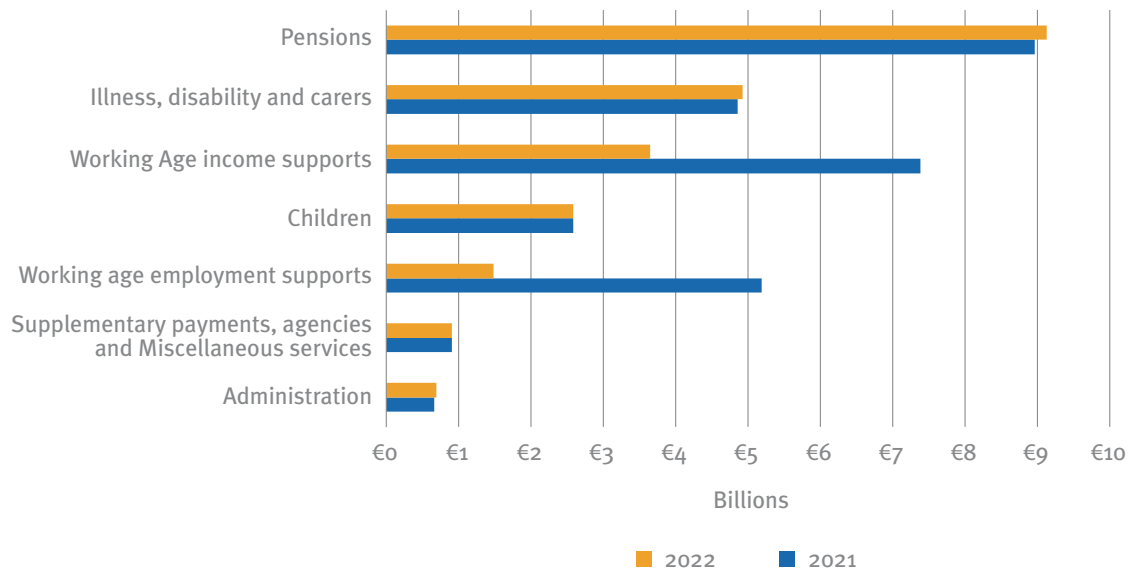
²⁵ "Ministers McGrath and Donohoe announce €505 million package in measures to mitigate the cost of living", Department of Public Expenditure and Reform (Feb 2022).

²⁶ IGEES (2021), *Forecasting Jobseeker Numbers and Expenditure, 2022*.

There are also increased allocations for Jobseeker’s Benefit, up 14% to €456 million, and Redundancy and Insolvency Payments, up 68% to €50.4 million, perhaps reflecting concerns about the immediate impact on businesses and employees as a result of the scaling back of COVID related support measures.

Figure 14 illustrates the shifts in income to the SIF and areas of spending between 2021 and 2022.

Figure 14: Total Social Protection Spending (Vote 37 & SIF)



Source: PBO based on Revised Estimates for Public Services 2022 (December 2021).

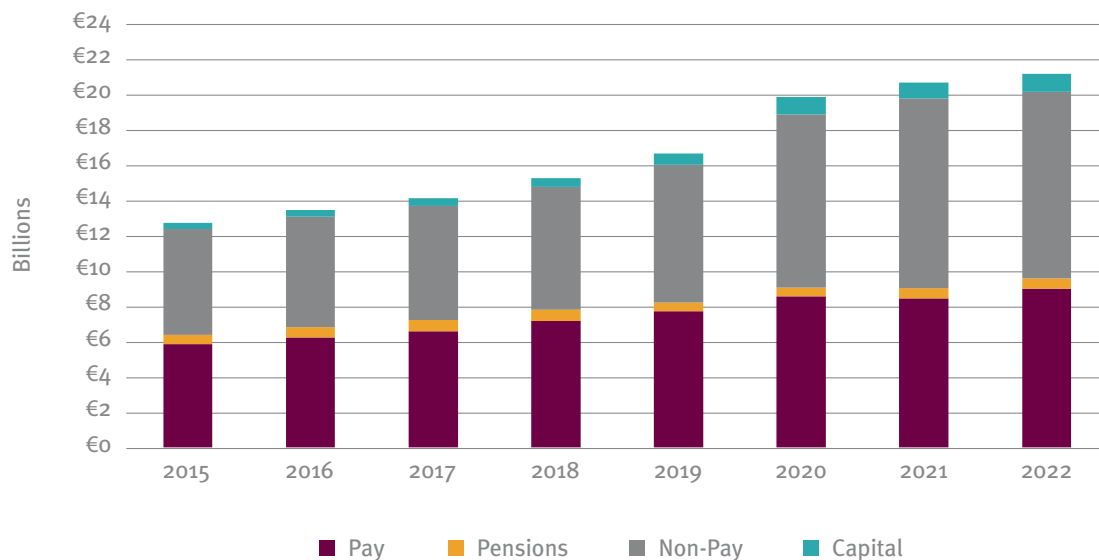
Vote 38 Health

Vote 38 Health sets out the Voted allocation to the Department of Health which then allocates funds to the Health Service Executive (HSE) in a letter of determination.²⁷ The gross allocation to Vote 38 for 2022 exceeds €22,193 million. In the *Revised Estimates for Public Services 2022*, Vote 38 represents over 31% of the Voted allocation for 2022. The Health Vote comprises the single largest component of Voted spending.

Figure 15 illustrates that the growth in allocations and spending under Vote 38 over the period 2015-2022 have been primarily in the areas of Pay and Non-Pay; however, during the pandemic (2020 onwards) there has been significant growth in Non-Pay and Capital. Compared to the pre-pandemic (2019) levels, the 2022 allocations are:

- Pay: +€1,354 million/+17%;
- Pensions: +€80 million/+15%;
- Non-Pay: +€2,929 million/+36%; and
- Capital: +€371 million/+54%.

Figure 15: Overview of Gross Spending in Vote 38 (2015-2022)



Source: PBO based on *DPER databank* (Accessed 08 March 2022).

Note: Spending data for the years 2015-2020 is final. 2021 spending data (provisional outturn) may not be finalised until the 2021 Appropriation Accounts. 2022 data refers to the allocation which may be considerably different from what is ultimately spent.

27 Parliamentary Budget Office, *The HSE National Service Plan and its Relationship with the Health Vote* (2018) p.13.

Figure 15 illustrates that spending in Vote 38 has grown significantly in recent years. This growth was particularly significant in 2020 in response to the pandemic. The 2022 allocation, compared to provisional outturn for 2021 (as set out in the Revised Estimates), is an increase of €523.9 million (or an additional 2.4% compared to the provisional outturn).

Spending on pay is a significant component of health spending, with a recent paper finding that staffing levels (whole time equivalents) increased by 14% over the period 2012-2019, while the spend on overtime increased by 15% in the same period.²⁸ The same paper noted that staff growth was inconsistent across service areas and suggested this may be associated with the use of agency staff while noting further research was required in this area. Significantly, the paper acknowledged that there was insufficient data “related to activity in the community setting and [therefore] conclusions on the relationship between rising agency and overtime trends and healthcare demand could not be drawn.”²⁹

Until outturn (actual spend) is finalised for Vote 38 for 2021 it is difficult to comment with certainty; however, the apparent increase in spending for 2022 (+€523.9 million compared to the provisional outturn for 2021) merits ongoing monitoring. This is a significant increase in the level of spending when considered alongside the receding costs associated with the pandemic (see Figure 17). Long-term, increases in health spending can be expected from demographic shifts, in particular, as Ireland’s population structure ages.^{30,31}

2022 Allocation by Cost Group

The Health Vote has an atypical structure and does not conform to the programme structure used in other Votes. The PBO has previously commented that Vote 38 is, unlike other Votes, “not organised along Programme lines; rather, all expenditure is categorised under an extensive list of subheads grouped under eight headings (Cost Groups).”³² The structure of the Vote and its relationship with spending by the HSE have been discussed in detail by the PBO in past publications.^{33,34} It remains unclear as to when programme budgeting might be brought into effect in the Health Vote.³⁵

Figure 16 illustrates that this allocation is highly concentrated in two specific cost groups. Together these cost groups make up 87.5% (€19,417 million) of the 2022 gross allocation. These cost groups are:

- HSE Health and Social Care Services (€14,670 million); and
- Care Programme (€4,747 million).

28 Emer Hanney & Claire Doyle, *Spending Review 2021: Factors Affecting Agency and Overtime Expenditure in the Irish Health Service* (IGEES, November 2021).

29 Ibid.

30 Parliamentary Budget Office, *The Effect of Changing Demographics on Irish Health Expenditure – An Analysis of Different Approaches and Findings* (2019).

31 ESRI, *Projections of Expenditure for Primary, Community and Long-Term Care in Ireland, 2019-2035, Based on the Hippocrates Model* (July 2021).

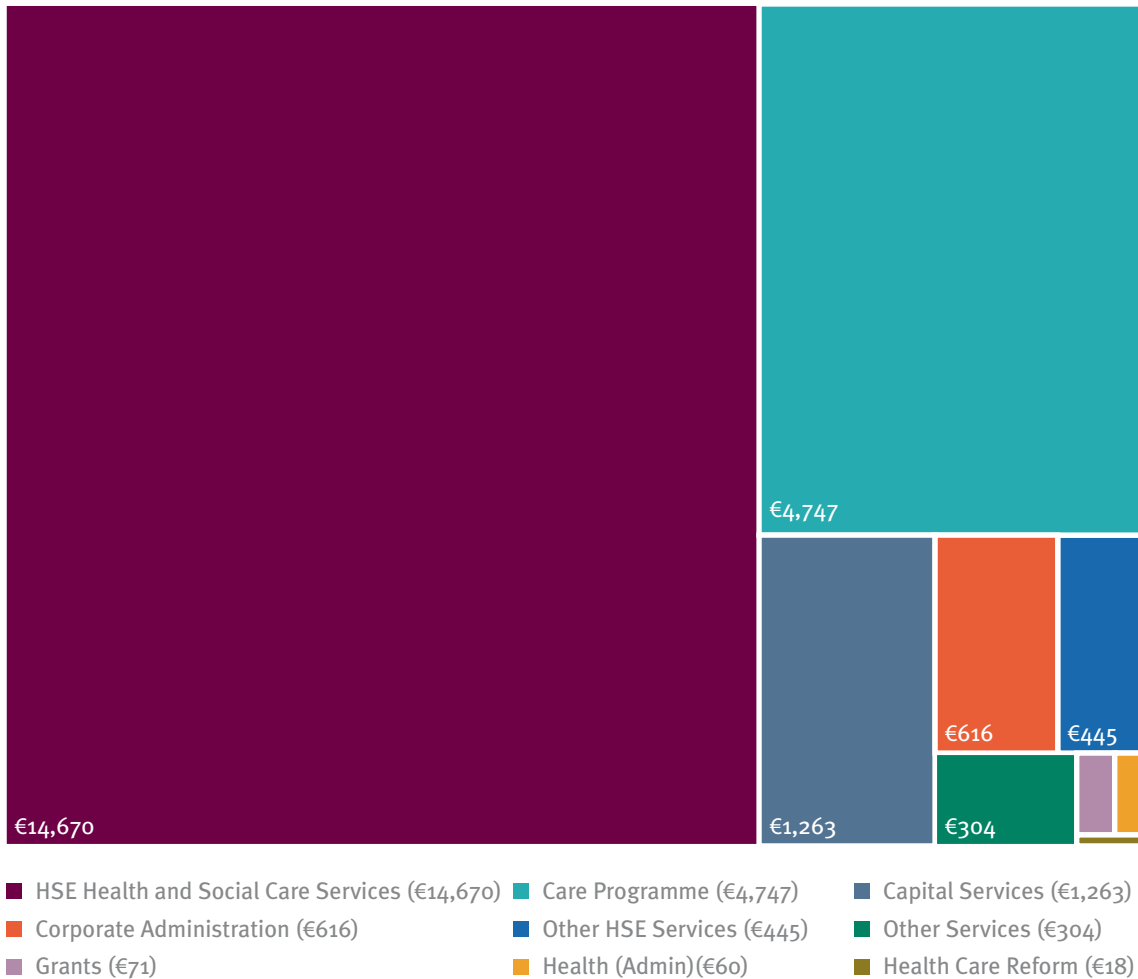
32 Parliamentary Budget Office, *Health (Vote 38) in the Revised Estimates for Public Services* (2018).

33 Parliamentary Budget Office, *The HSE National Service Plan and its Relationship with the Health Vote* (2018).

34 Parliamentary Budget Office, *Health (Vote 38) in the Revised Estimates for Public Services* (2018).

35 Minister for Public Expenditure and Reform Michael McGrath TD, ‘Departmental Policy Functions: Dáil Éireann Debate’ (21 April 2021).

Figure 16: Gross Allocation 2022 (by Cost Group) (€ millions)

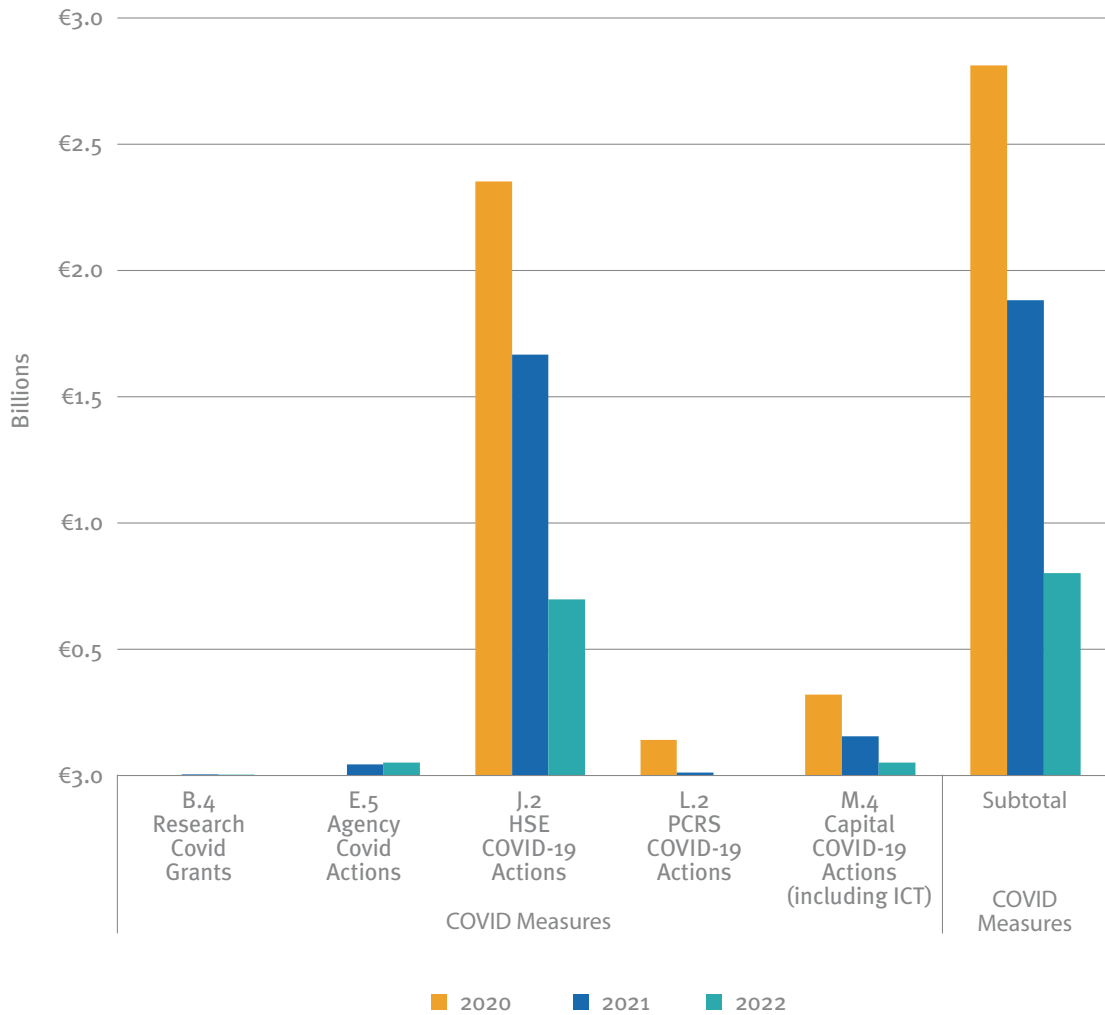


Source: PBO based on DPER databank.

COVID-19 and Health Spending

The COVID-19 pandemic has had a major impact on many facets of Exchequer spending since 2020, with considerable levels of funding being directed to mitigate the impact of the pandemic on public health. Figure 17 illustrates the allocations to Vote 38 that are explicitly related to COVID-19, it also illustrates the cumulative in-year value of these measures. These COVID measures have fallen from 11.9% of Vote 38’s gross outturn (2020) to just 3.6% of the gross allocation in 2022.

Figure 17: Gross Allocation to COVID Measures 2020-2022



Source: PBO based on DPER, *Databank* (Accessed 09 February 2022); and *Revised Estimates for Public Services 2022* (December 2021).

Figure 17 illustrates that the cumulative spend explicitly linked to the pandemic was greatest in 2020. Overall:

- 2020: €2,812 million was spent on the pandemic response (11.9% of total gross spend);
- 2021: €1,881 million was allocated to the pandemic response (8.5% of total gross allocation); and
- 2022: €800 million was allocated to the pandemic response (3.6% of total gross allocation).

Non-COVID spending fell in 2021 by approx. €561 million (a 2.7% reduction); however, the non-COVID allocation increased significantly in 2022, up €583 million (2.8%) on 2020 levels, and €1,145 million (5.7%) on 2021 levels.

Compared to 2020, the 2022 COVID related allocation is down 57.5% (almost -€2,012 million); however, the non-COVID allocation has increased by 5.7% (more than +€583 million).

Appendices

Appendix 1: Capital Spending in 2022

As set out in this paper, Capital Carryover is deemed spent in the year of original allocation; however, these funds are actually used in the subsequent year. As such, the table below gives a comprehensive overview of projected capital spending for 2022. The 2022 Capital Carryover is set out in *S.I. No. 78/2022 – Finance Act 2004 (Section 91) (Deferred Surrender to Central Fund) Order 2022*. This sets out total capital carryover of €819,261,000. This is a reduction of €857,000 compared to the capital carryover projected in the Revised Estimates for Public Services 2022. The reduction is entirely attributable to reduced capital carryover under Vote 9 Office of the Revenue Commissioners, from €1.35 million to €493,000.

Vote	2022 Capital Allocation	2022 Capital Carryover
7. Office of the Minister for Finance	€1,000,000	
9. Office of the Revenue Commissioners	€21,000,000	€493,000
11. Public Expenditure and Reform	€509,000	
13. Office of Public Works	€270,000,000	€20,700,000
16. Valuation Office	€5,900,000	€325,000
17. Public Appointments Service	€2,000,000	
18. National Shared Services Office	€12,000,000	
20. Garda Síochána	€146,500,000	
21. Prisons	€32,800,000	€3,601,000
22. Courts Service	€59,967,000	€3,648,000
23. Property Registration Authority	€1,000,000	€100,000
24. Justice	€30,733,000	€5,122,000
25. Irish Human Rights and Equality Commission	€100,000	
26. Education	€792,400,000	
27. International Co-Operation	€2,500,000	
28. Foreign Affairs	€22,500,000	
29. Environment, Climate and Communications	€700,000,000	€57,917,000
30. Agriculture, Food and the Marine	€316,679,000	€29,900,000
31. Transport	€2,547,000,000	€161,100,000

Vote	2022 Capital Allocation	2022 Capital Carryover
32. Enterprise, Trade and Employment	€545,000,000	€79,660,000
33. Tourism, Culture, Arts, Gaeltacht, Sport and Media	€202,482,000	€18,400,000
34. Housing, Local Government and Heritage	€3,403,100,000	€275,800,000
36. Defence	€141,000,000	
37. Social Protection	€16,000,000	€1,200,000
38. Health	€1,060,250,000	€104,000,000
39. Office of Government Procurement	€352,000	€35,000
40. Children, Equality, Disability, Integration and Youth	€33,000,000	€3,200,000
42. Rural and Community Development	€192,000,000	€16,860,000
43. Office of the Government Chief Information Officer	€22,060,000	
45. Further and Higher Education, Research, Innovation and Science	€551,696,000	€37,200,000
Total	€11,131,528,000	€819,261,000



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