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Assembly Committee engagement on 2020-21 departmental budget planning

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This Briefing Paper aims to support Assembly committee engagement on departmental budget planning for the new budget year, 2020-21. It highlights unique circumstances impacting on the formulation of 2020-21 Executive Budget. Many are due to Northern Ireland's Public Finance Framework under devolution (the rules), and are not within the immediate control of departments, nor the Executive. Despite challenges arising from current circumstances, this Paper is an effort both to improve openness and transparency in on-going departmental budget planning for 2020-21, and to ultimately increase government accountability through informed committee scrutiny. The Paper seeks to strategically coordinate and focus committee engagement on the Budget. Providing background information, it draws relevant linkages and identifies potential generic issues for committees' consideration and use.

Introduction

This Briefing Paper aims to support Assembly committees when they engage with departments on 2020-21 budget planning. Such engagement occurs within Northern Ireland's Public Finance Framework (PFF), i.e. the rules governing budgetary matters under devolution. It also is informed by on-going political developments. Committees therefore need to address a range of issues when engaging with departments on the Budget, including those concerning:

- Executive Budget timetabling, which factors in the forthcoming United Kingdom (UK) Chancellor's Budget on 11 March, and other PFF requirements, as well as on-going political developments, including those relating to Brexit.¹
- Extra 2020-21 budget considerations, which include departmental costings on the implementation of New Decade, New Approach **and** Brexit - for example, departmental funding shortfalls, underlying assumptions and uncertainty.
- "Routine" departmental considerations, which are shaped by departments' annual budget profiling given their anticipated priorities and pressures for the new budget year.

When preparing to engage with departments on the above, committees are reminded that:

- They have a three-year memory gap due to the political hiatus in NI from 2017-2020; while Westminster performed the "scrutiny" role for NI budgetary matters. Westminster relied on NI Secretary of State representations that factored in NI departmental submissions prepared by the NI Civil Service. (For an overview of NI budgetary matters during the stated timeframe, refer to Appendix 1 of this Paper.)
- 2017-18 was the last Executive Budget that committees sought to scrutinise. Committees may recall that the prevailing budgetary practice at that time was less than optimum. Nonetheless committees also may recall how they sought to overcome that practice and improve budget scrutiny through coordinated engagement with departments, using a standardised framework of generic questions, adapted as appropriate.²
- In the current unique circumstances (outlined in section 2 of this Paper), there is a heightened need for proactive, robust committee scrutiny. Such scrutiny will serve to promote openness and transparency in terms of increased information and data availability, granularity, timeliness and accessible, consistent formats. A positive departmental response then will ultimately serve to increase government accountability.

¹ These are outlined in Section 2 of this Paper.

² Potential generic scrutiny issues were stated throughout Briefing Papers on the anticipated Executive Budget 2017-18, which were prepared for Assembly committees by the Public Finance Scrutiny Unit (PFSU), located in the Finance and Economics Research Team within the Assembly's Research and Information Service (RaISe). See: [Forthcoming Executive Draft Budget 2017-18: Assembly Consideration](#), NIAR 413-16, 21 October 2016; [Executive Budget 2017-18: Committee Engagement](#), supplementing NIAR 413-16, 21 October 2016, and NIAR 502-16, 9 January 2017.

- The need for open and transparent, accountable government is even more imperative in light of high public expectation following both the recent return of fully functioning devolved institutions in NI, and evidence heard during recent proceedings of the Renewable Heat Incentive (RHI) Inquiry.

This Paper intends to provide a basis for that scrutiny. It seeks to strategically coordinate and focus committee engagement on departmental budget planning for 2020-21, adopting a similar approach taken in past RaISe Briefing Papers.³ It draws on currently available information, setting out general contextual information, and then making relevant linkages and identifying potential generic issues for committees. The noted issues (in blue boxes throughout the Paper) are intended to be used by committees as a standardised framework, adapted appropriately by individual committees when engaging with their departments.

In turn, departmental replies received by committees then could provide an evidence base to inform future Assembly scrutiny of the 2020-21 Executive Budget throughout the budget cycle, extending to all phases, budget formation (*ex ante*), budget implementation in-year (concurrent) and budget review (*ex post*). Such a “joined up” strategic approach across committees aims to support better informed and more robust budget scrutiny, at an individual committee level and for the Committee for Finance given its central role in budgetary matters.

This Paper is presented using the following headings:

1. Refresher on budgeting basics
2. Unique circumstances impacting 2020-21 Executive Budget formation
3. Forthcoming Budget Bill (Northern Ireland) 2020 in terms of 2020-21
4. Headline changes in NI departmental budget allocations 2016-17 to 2019-20
5. Expenditure allocated in recent NI budgets: 2014-17 Executive Budget, to those by NI Secretaries of State from 2017-19
6. Routine departmental budget considerations when profiling for new financial year

1. Refresher on budgeting basics

This section provides information on budgeting basics as a refresher for committee members. Box 1 (below) outlines key public expenditure terms defined under NI’s PFF and are central to departmental budgeting in NI.

³ Briefings listed at footnote 1.

Box 1: Key Public Expenditure Terms

There are two types of public expenditure:

1. **Capital expenditure**, which is allocated to purchase, build or enhance an asset. For example, an extension to a school, or new road gritters.
2. **Resource/Current expenditure**, which is allocated for day-to-day expenses and running costs - for example, teachers' salaries, or road salt.

Both capital and resource expenditure are further sub-divided into:

1. **Departmental Expenditure Limits (DELs)**, which include spending that can be controlled by departments, and for which firm multi-year departmental budgets are set, for example, trimming hedgerows or providing training schemes for apprentices.
2. **Annually Managed Expenditure (AME)**, which includes expenditure that is volatile, demand-led, and is not controllable on a short-term basis, such as welfare payments.

Further budgeting refresher information can be found at Appendix 2 of this Paper, i.e.:

- What is government budgeting?
- What are key phases in the budget cycle according to good practice?
- What are the bases for the Executive Budget?
- What is the Executive Budget process?

2. Unique circumstances impacting 2020-21 Executive Budget formation

A number of unique circumstances surround the formulation of the 2020-21 Executive Budget. Committees should have cognisance of them when engaging with departmental budget planning. They should factor them in, as appropriate, given their inevitable impact, to a lesser or greater extent, upon forming and agreeing the Executive Budget. For example, these circumstances impact the Budget's timetabling and the flow of information between departments and committees on budget planning.

Key unique circumstances of note are listed below in no particular order of significance:

1. The formation of a new Executive in January 2020 followed on from the signing of the New Decade, New Approach, after the three-year political hiatus when there was no fully functioning government in NI. Quickly after the Executive formed, it turned its attention to a number of high priority matters, including formulating a Budget for the new financial year, 2020-21, which begins at the start of April.

Turning to the Budget at this time is much later than the "usual" time. It was unavoidable in the circumstances. However, such late timing has the effect of **compressing** 2020-21 Executive Budget planning into a significantly shorter timeframe, if the Budget is to be enacted in accordance with prevailing statutory requirements specified under NI's PFF.

2. A further item impacting formulation of the Executive Budget is found in the Finance Minister's Written Statement dated 17 February 2020. Therein the Minister recorded late 2019-20 Barnett Consequentials received from the UK Treasury, which includes those that are to be used this budget year (2019-20), and those that are to be carried forward to 2020-21.⁴ This is significant in that the carried forward Consequentials are to inform the final figures for NI's current budget, which in turn will inform the Budget baseline for next year.

These Consequentials were made unusually late, adversely impacting the budget planning timetable for this and next year. However, the Department of Finance (DoF) advises that the January Monitoring Rounds "had built in headroom",⁵ so there now is no need to amend the Spring Supplementary Estimates for 2019-20.

3. The recently appointed UK Chancellor is to present his Budget on 11 March 2020 (as had been planned by his predecessor).⁶ The timing is much later than normal. It is in place of the cancelled Autumn Budget, which was due to be delivered at the end of 2019. This forthcoming fiscal event will determine the UK-level of resources that will be available to NI in the short-term. Longer-term resourcing will most likely be the subject of the UK Government Spending Review later in 2020.

It is worth noting here that there has been recent media speculation that there could be a five per cent cut to Whitehall departmental budgets in the new budget year,⁷ which would impact NI's 2020-21 Block Grant (the Block) under the Barnett formula. But it remains to be seen if the new Chancellor is to adopt what was reported to be his predecessor's planned approach for cuts: and more generally, whether there will be any changes in the UK Government's economic policy.

Each of the above is relevant to departmental committee planning because a majority of the funding available for the Executive Budget is determined by the "funding envelope" received from Westminster, which includes the Block money and other allocations. This consequently is a significant determining factor in departments' budget planning.

4. It also is worth coming back to the issue of UK Government economic and financial planning for 2020. In this context, committees should note two issues identified by the Institute for Fiscal Studies (IFS), which arguably should inform that planning, i.e.:
 - The UK economy is at risk of falling into recession. The IFS Director wrote in December 2019:⁸

At a high level [the UK Government] will want to address an economy that has been stuttering for some time. Their biggest risk is that it stutters into a full-blown recession. There's a limited amount they can do in the short run but my guess is that a dose of extra investment spending... is on the cards.

⁴ Finance Minister letter dated 17 February 2020, to the Finance Committee Chair, with attachment.

⁵ View Finance Minister's January 2020 Monitoring Rounds Statement: <https://niassembly.tv/statement-from-the-finance-minister-on-public-expenditure-2019-20-january-monitoring-round/>

⁶ https://www.theguardian.com/uk-news/2020/feb/18/new-chancellor-rishi-sunak-sticks-to-11-march-budget-date?CMP=share_btn_tw . 18 February 2020.

⁷ Javid tells departments they must cut budgets by 5%

⁸ <https://www.ifs.org.uk/publications/14641>

- The former Chancellor had a fiscal target to ensure that current spending is no higher than tax receipts, and so borrowing is for investment only. The IFS Director also wrote: “He will find that seriously constraining”.⁹
- Given the above, if the planning happens as stated, it appears there will be significant offsetting increases elsewhere, subsequently impacting on future NI Barnett Consequentials.¹⁰ It seems this would be in an apparent adverse manner. In other words, rather than NI having additional resources, the Executive would have to find savings. But until the current Chancellor delivers his Budget, this is all speculation. Remember the current Chancellor has not indicated what his Budget is to include.

Committees may be reassured to read that:¹¹

Treasury sources have said that these cuts are designed to end poor-value schemes in order to free up money to invest in Boris Johnson’s priorities of funding the NHS, fighting crime and “levelling up” various regions around the country.

5. If the above is what transpires, it may be that NI indeed does receive additional funding through the Barnett formula. However, one constraint to this may be the form of the funding that NI receives through the Barnett formula: the composition of future funding is currently unknown.
6. Ahead of the awaited Chancellor’s Budget (as noted earlier is expected next month), the Finance Minister has written to the Welsh and the Scottish Finance Ministers, along with the UK Treasury, seeking an urgent meeting to discuss the impact of the Chancellor’s Budget on devolved governments. He wishes to clarify plans for the following; (but to date has not received responses):
 - The forthcoming UK Comprehensive Spending Review – The Minister states that he wants to learn the timing and engagement schedule with devolved administrations, as well as potential changes – if any - arising from Treasury’s review of the Statement of Funding Policy for devolved administrations.¹²
 - Brexit implementation challenges – The Minister states that he wants to ensure smooth transition, given the existing unknowns.¹³
 - “Finance Ministers Quadrilateral” meeting request – The Minister states he would like to see a regular forum set up amongst Treasury and the devolved Finance Ministers, to discuss and resolve fiscal issues impacting on all parts of the UK.
7. In addition to the items noted above, the Minister presumably will engage with the UK Government about the implementation of New Decade, New Approach provisions relating to NI budget matters. These interactions probably have

⁹<https://www.ifs.org.uk/budget-2020>

¹⁰ For more information on Barnett Consequentials, see RaiSe (2012) [Barnett Consequentials](#)

¹¹ [Javid tells departments they must cut budgets by 5%](#)

¹² UK Treasury. Statement on Funding Policy. November 2015.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/479717/statement_of_funding_2015_print.pdf

¹³ <https://www.finance-ni.gov.uk/news/call-urgent-talks-new-chief-secretary-treasury> . 16 February 2020.

more to do with Executive Budget 2021-22; but perhaps some Executive and departmental preparatory work is already underway?¹⁴

8. To date, there appears to have been some departmental planning and costing exercises undertaken in relation to the implementation of both:
 - Brexit¹⁵ - This planning should include foreseeable potential costs, including, for example, those arising from anticipated legal challenges. It also should factor in European funding, an income source supplementing the Executive Budget. Such funding impacts on the Executive's use of the Block Grant; going forward without this funding needs to be factored into departmental budget planning.¹⁶
 - New Decade, New Approach - This planning should ensure to clarify the stated commitments – both funding and non-funding. What are new and old funding commitments in New Decade, New Approach? Which of the new funding commitments are to be recurrent? Which of the funding is from the past Confidence and Supply Agreement between the UK Government and the Democratic Unionist Party (DUP)?¹⁷
9. Departmental budget planning should be cognisant of the existing draft Programme for Government and related Outcomes Delivery Plan,¹⁸ in particular the most recent version of that Plan, which was published in December 2019.¹⁹ This is in the apparent absence of an agreed Programme of Government since the new Executive formed in January. Departments therefore are responsible for helping to deliver the stated outcomes in the Outcomes Delivery Plan, relying on specified indicators.

Work seems to be on-going to align agreed outcomes and the Budget; but it currently is unclear as to what this means for 2020-21.

Following on from New Decade, New Approach, this area of work is anticipated to be impacted by specified commitments regarding a balanced multi-year Executive Budget from 2021-22, aligned to the Executive Budget, and in

¹⁴ New Decade, New Approach. January 2020, see pages 12, 14, 41, 51, and 54.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/856998/2020-01-08_a_new_decade_a_new_approach.pdf

¹⁵ Refer to DoF EU Exit Preparations 2019-20 Allocations Table. October 2019. <https://www.finance-ni.gov.uk/sites/default/files/publications/dfp/EU%20Exit%20Preparations%202019-20%20Allocations.pdf>

¹⁶ European funding includes European Union (EU) Structural Funds and those distributed by the Executive via departments acting as paying agencies, such as:

- NI Rural Development Programme, the European Regional Development Fund, the European Social Fund and the European Fisheries Programme. All this funding involves long-term budgets covering seven-year periods, with the next round running from 2021 to 2027. This funding must be “matched” and conditions of expenditure also need to be met.
- PEACE IV. This funding consists of 85 per cent from European Regional Development Fund, and 15 per cent “matched” by the Executive and the Republic of Ireland Government.

¹⁷ New Decade, New Approach. January 2020, see page 51, Annex A.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/856998/2020-01-08_a_new_decade_a_new_approach.pdf

¹⁸ https://www.executiveoffice-ni.gov.uk/topics/programme-governmentoutcomes-delivery-planhttps://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/479717/statement_of_funding_2015_print.pdf

¹⁹ <https://www.executiveoffice-ni.gov.uk/publications/outcomes-delivery-plan-december-2019>

accordance with a “Priorities Plan” and specified funding conditions, as well as guided by the new Fiscal Council, which is to be established.²⁰

10. Fiscal matters have featured more than usual since the return of full devolution in January 2020, especially in the context of the funding package to implement New Decade, New Approach. Many have noted that the NI PFF provides the Executive with a limited range of fiscal levers, as set out in Treasury’s Statement on Funding Policy.²¹ Those include: Regional Rate Revenue (domestic and non-domestic); Devolved taxes (Direct long-haul Air Passenger Duty and Corporation Tax); and, Fees and charges (on a cost recovery basis, such as those for service delivery and others for regulatory purposes).

In the last few years there have been DoF reviews relating to revenue, including the Rates Rethink in 2016²², followed by the on-going Fundamental Review of the Rating System²³ and REVAL 2020²⁴. The outworkings of all this work is eagerly awaited.

11. There is a budget scrutiny memory gap amongst committees given the three-year political hiatus. Committees should note NI budget figures for 2017-2020. Those figures were largely determined by Westminster in the absence of fully functioning devolved institutions; albeit they were informed by NI Secretary of State submissions containing departmental input *via* the NI Civil Service. (Refer to Appendix 3 for more detail.)

Given the unique circumstances outlined above, each committee should have a clear understanding of the department’s response to the following.

Potential issues for consideration:

1. What is the indicative timetable for Executive Budget 2020-21?
2. What are the final figures for the department’s 2019-20 Budget, as they inform the baseline for 2020-21?
3. What are the department’s priorities and pressures for 2020-21?
4. What Brexit implementation planning has been undertaken by the department in terms of identifying and clarifying financial cost implications? List the foreseeable potential costs, including, for example, those arising from anticipated legal challenges. It also should factor in European funding, an income source supplementing the Executive Budget.
5. Would the department identify the new and the old funding commitments made in the *New Decade, New Approach Agreement* and explain whether and how the Minister reflected them in the department’s budget profiling for 2020-21? Kindly distinguish between the new and the old, specifying which are recurrent and non-recurrent.

²⁰ New Decade, New Approach. January 2020, see pages 12, 14, 41, 51, and 54.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/856998/2020-01-08_a_new_decade_a_new_approach.pdf

²¹ UK Treasury. Statement on Funding Policy. November 2015, Chapter 10:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/479717/statement_of_funding_2015_print.pdf

²² <https://www.finance-ni.gov.uk/consultations/rates-rethink>

²³ <https://www.finance-ni.gov.uk/news/rates-review-announced>

²⁴ <https://www.finance-ni.gov.uk/landing-pages/reval2020>

6. How will the Executive respond if the promised additional funding is spread over a number of years?
7. What is the Executive's strategy for either: increasing the size of its total budget; or, reducing other lower-priority spending?
8. What is the Finance Minister's position on water charging or other potential revenue-raising measures for the forthcoming and future budgets, such as rating changes following on from on-going reviews?
9. If the Chancellor's Budget produces considerable FTC for NI, does the Executive have a pipeline of suitable, high-priority projects which would meet the appropriate criteria?
10. What individual steps has the department taken since the implementation of outcomes-based accountability, to address the historical issue of departments operating in budgetary and policy silos?
11. How advanced is the department's planning for accurate alignment of budget with outcomes going forward?
12. In anticipation of the forthcoming UK Chancellor's Budget, and reports from the media in January 2020, is the department aware of any forthcoming five per cent cut to Whitehall budgets?
13. If such a cut was to be made, how has the department prepared to factor it into its planning, i.e. how could it impact on the Block Grant to NI, and in turn the department's budget allocation under the Executive Budget in 2020-21?

3. Forthcoming Budget Bill (Northern Ireland) 2020

This section is simply to inform committees of the forthcoming Budget Bill (Northern Ireland) 2020 (the Bill) that the Finance Minister is to introduce on 24 February 2020 in the Assembly. This is important because although most of the Bill is retrospective looking, the Vote on Account is prospective, meaning it is the first aspect of budget planning under the NI PFF (Public Finance Framework) for the new budget year.²⁵

Outlined below are only those elements of the Bill that concern the new budget year:

1. If enacted, amongst other things, the Bill would provide interim funding for the first quarter of 2020-21, the new budget year for the Executive. It would be based on a successful Assembly "Vote on Account for 2020-21",²⁶ amounting to approximately 45 per cent of 2019-20 total voted provision for departments and arms' length bodies.

²⁵ This section is based on a written briefing provided by the Department of Finance (DoF) to the Committee for Finance on 12 February 2020. It was entitled "DoF Briefing for Budget Bill (Northern Ireland) 2020. Committee for Finance Evidence Sessions – 18 February 2020".

²⁶ Successful Vote on Account provides finance to all existing services to continue in the early months of the next budget year, prior to the Assembly considering enactment of relevant legislation for that finance and the balance of expenditure estimated for that year.

2. The Finance Minister intends to seek accelerated passage of the Bill in the Assembly under Assembly Standing Order 42, "Public Bills: Special Scheduling Requirements". The DoF advises that this is necessary if the Bill is to receive Royal Assent in a timely manner, i.e. before 31 March 2020.
3. If granted, Accelerated Passage would ensure compliance with requirements specified in the NI PFF. This would mean that prior to the end of the current budget year, the correct legal authority would be secured ahead of Assembly consideration and vote on the 2020-21 Main Estimates and Budget Bill, which is to take place in June 2020.

4. Headline changes in NI departmental budget allocations 2016-17 to 2019-20

To inform committee scrutiny going forward, this section provides a number of figures on headline changes to departmental budget allocations from 2016-17 to the start of 2019-20 financial year. The section provides more context for 2020-21 departmental budget planning, using accessible formats.

The first is an infographic provided on the overleaf at Figure 1:

Figure 1: NI Budget 2016-17 to 2019-20²⁷

Northern Ireland Budget 2016-17 to 2019-20

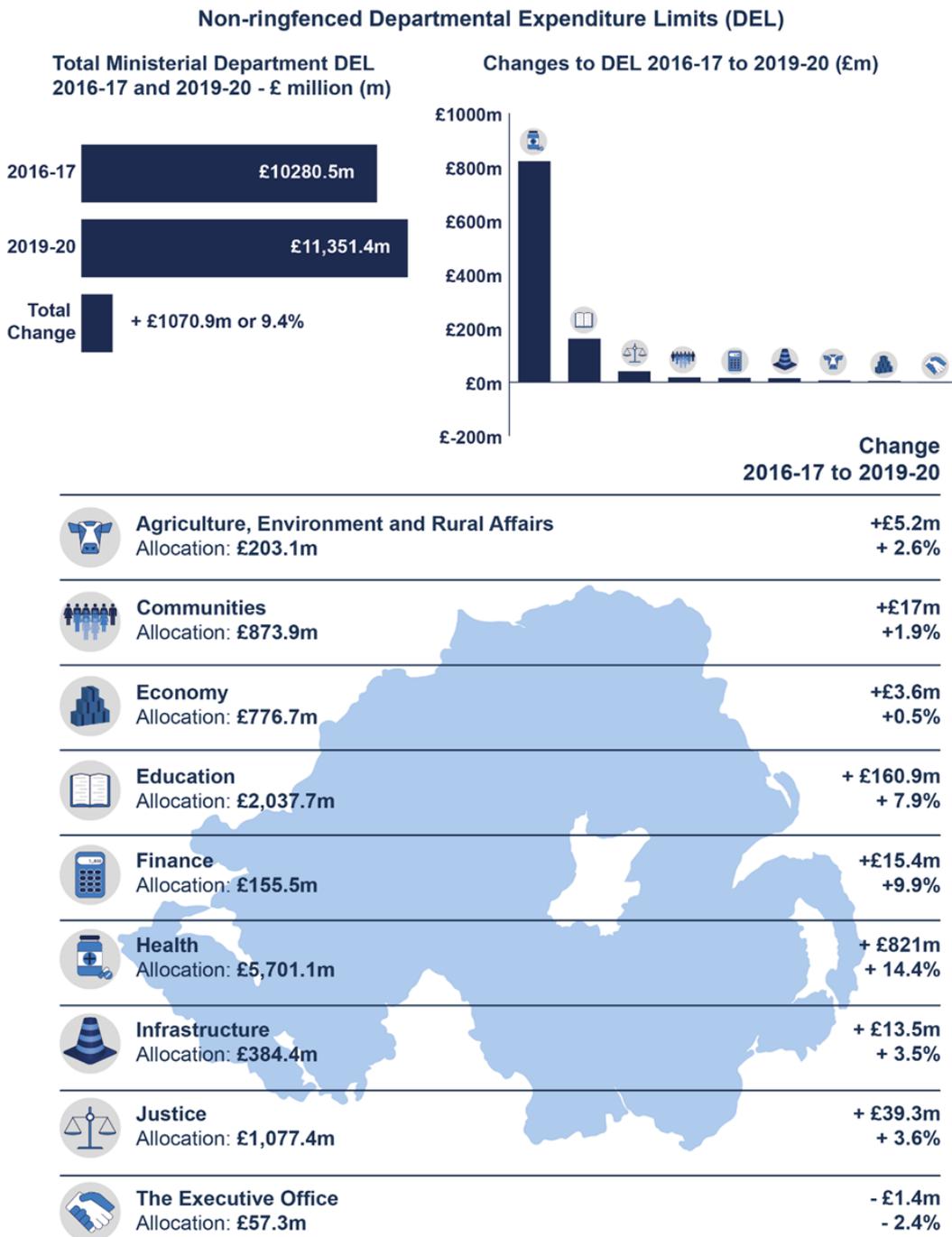
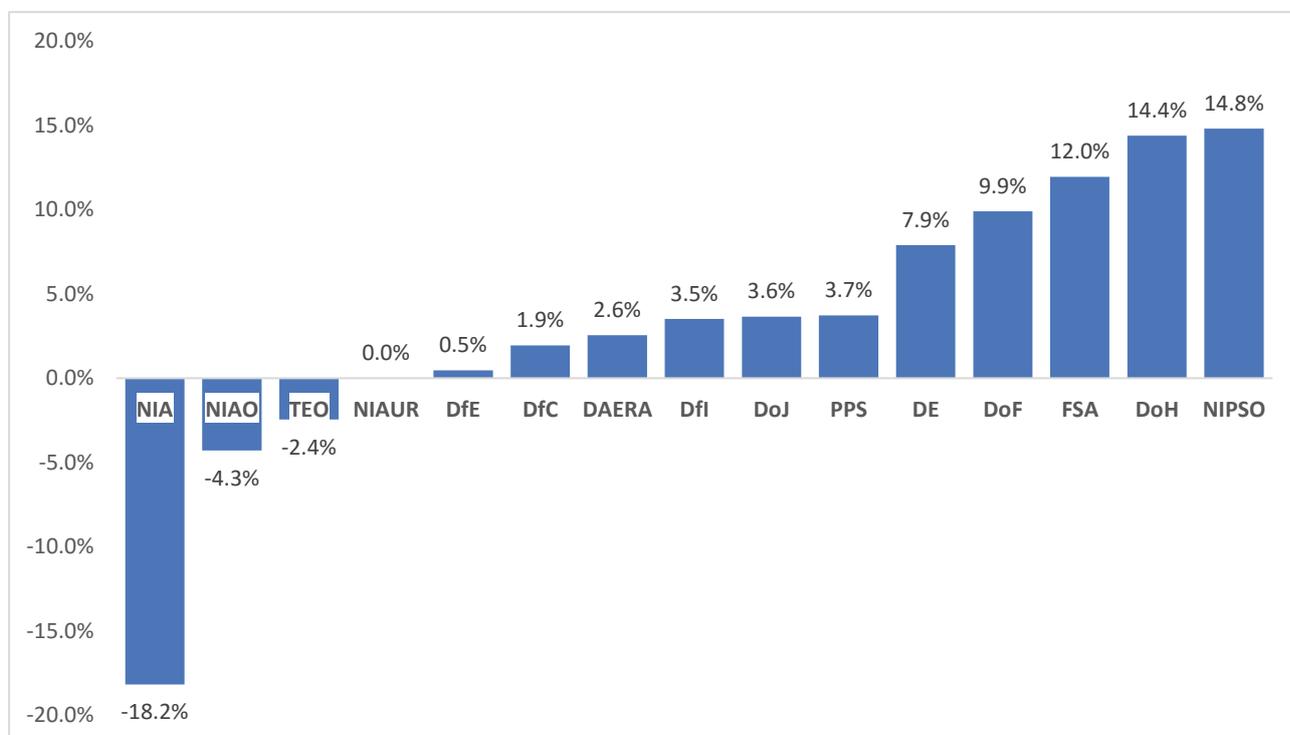


Figure 2 below shows the percentage change in allocations between 2016-17 and 2019-20 using a bar graph. Looking at percentage changes in high-level budget

²⁷ RaiSe compiled the infographic, using calculations based on DoF budget publications.

allocations is clearly a blunt tool. It nevertheless is helpful in illustrating a broad direction of travel in expenditure patterns:

Figure 2: NI Budget allocations 2016-17 to 2019-20, percentage change²⁸



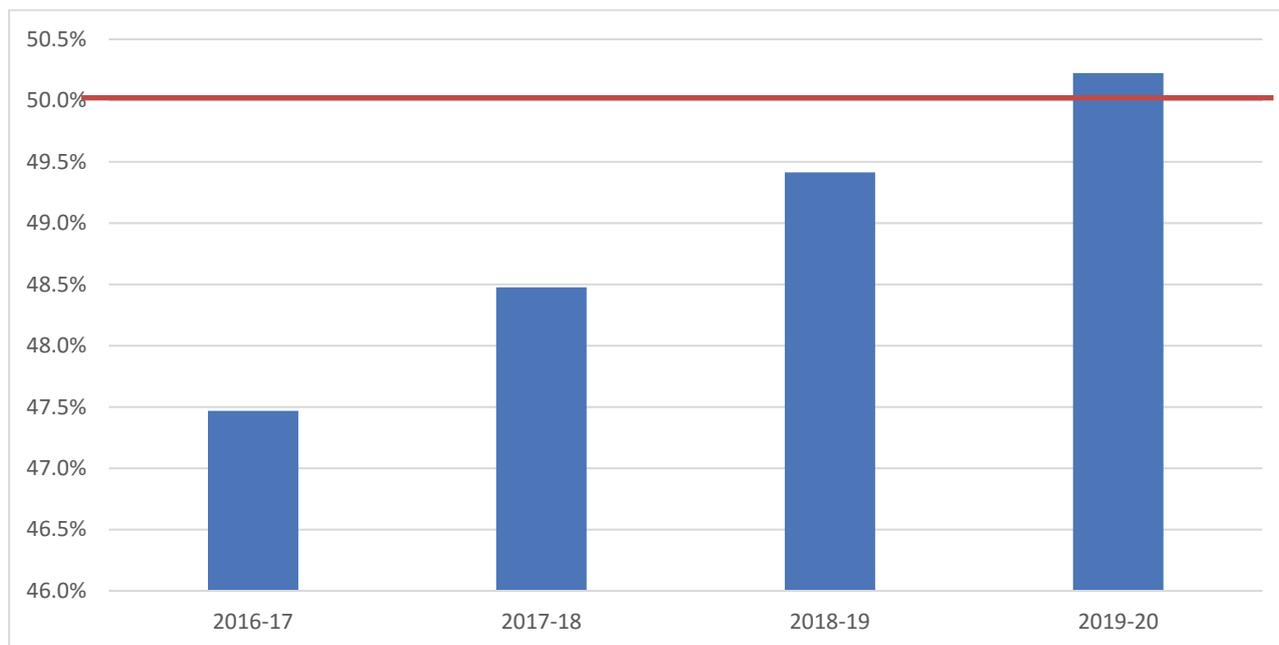
There are a number of observations that can be made about Figure 2, including (but not limited to):

- By far the largest percentage decrease over that period was to the Assembly. This is related to its non-fully functioning status during the three-year political hiatus in NI.
- The largest percentage increase was to NI Public Services Ombudsman; but that percentage change masks the fact that the allocation for the last three years has been flat. There was a relatively significant increase in 2017-18, when compared to the previous year.
- A similar pattern is observable in the allocations to the DoF, which has had flat allocations following a relatively large increase in 2017-18.
- The second largest percentage increase was for the Department of Health (DoH). This is considerably more significant in order of magnitude. In resource terms, this is an increase of more than £800 million on the 2016-17 allocation (see also Figure 3 below).

²⁸ Data extracted from Annex A Northern Ireland Budget Background DoF Nov 2017, Annex A Table 1 'Main Estimate Position' DoF 2018 Budget background, July 2018, and DoF Northern Ireland Budget 2019-20 - Explanatory Notes and Tables. All available online at <https://www.finance-ni.gov.uk/topics/finance/budget-plans>

- The Department for Education (DE) was the only other department to receive an increase in allocations of more than 4% over the period;
- The DoH and the DE are the Executive's highest-spending departments. Larger percentage increases in allocations to these departments mean proportionately less budget is available to the other lower-spending departments.
- This point is further illustrated by looking at the percentage of the total budget allocated to the DoH over that period.

Figure 3: Percentage of the total budget allocated to the DoH²⁹



The purpose of Figure 3 is simply to show that in 2019-20, the DoH received more than half of the total DEL budget available for allocation. This was the first time that has occurred. While the pressures in the NI Health and Social Care system are well known, this chart shows that those pressures persist, despite the DoH receiving a perpetually increasing proportion of the available budget.

As noted above, the second-largest spending department is the DE. There also has been considerable press coverage and debate about budget pressures in schools. Although the DE has received a relatively large percentage increase in resources over the period, it also can be seen that its percentage of the total budget has actually dropped slightly, as can be seen from Figure 4.

²⁹ Data extracted from Annex A Northern Ireland Budget Background DoF Nov 2017, Annex A Table 1 'Main Estimate Position' DoF 2018 Budget background, July 2018, and DoF Northern Ireland Budget 2019-20 - Explanatory Notes and Tables. All available online at <https://www.finance-ni.gov.uk/topics/finance/budget-plans>

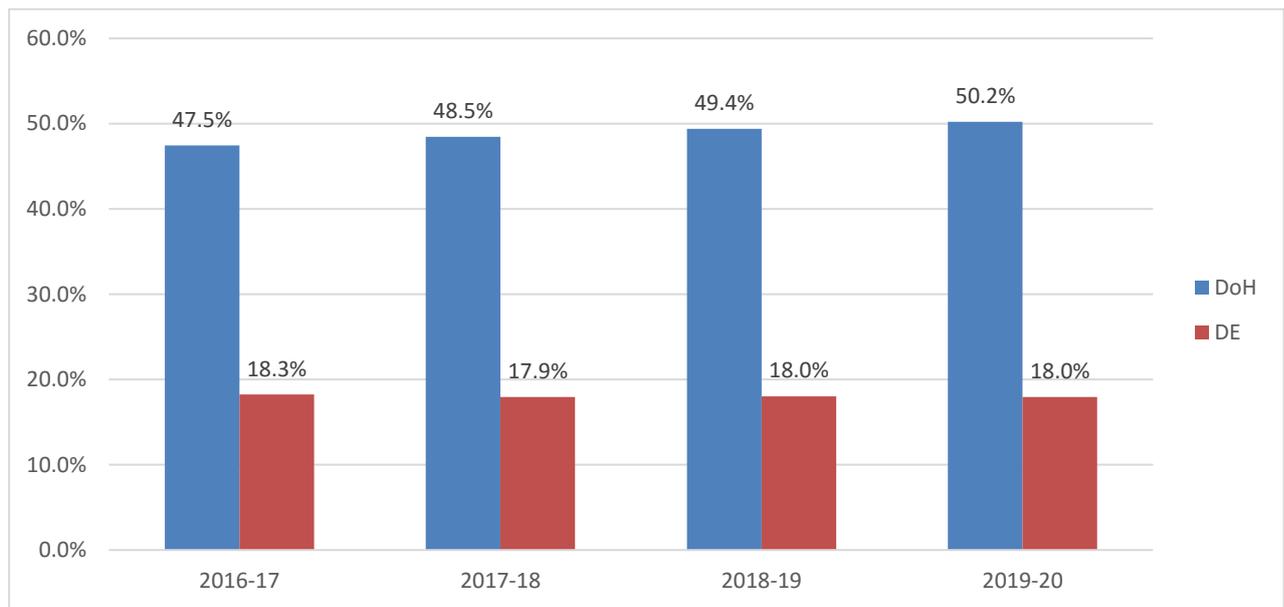
Figure 4: Percentage of the total budget allocated to the DoH and the DE

Figure 4 helps to illustrate the difficulties facing the Executive when making budget allocations. For example, the largest-spending department (DoH) has ever-increasing resource needs; consequently, the proportion of the common pool available to other priority areas (such the DE allocation) is diminished. Despite the widely publicised budget issues faced by NI schools, the DE allocation as a percentage of the total budget has not increased over this period. Unless the size of the pool is increased, this allocative problem seems highly likely to persist.

5. Expenditure allocated in recent NI budgets: 2016-17 Executive Budget, to those by NI Secretaries of State from 2017-2019

This sub-section looks at the expenditure side of recent NI budgets, based on the allocations made in 2016-17 by the Executive, and subsequently by the various Secretaries of State for NI. Note that the data are based on DoF tables prepared near the start of the financial year, and therefore do not take account of any in-year changes through the 2019-20 Monitoring Rounds.³⁰

Nevertheless, even with this noted caveat, the below expenditure tables enable committees to track and compare departmental expenditure over a four-year period, including that time when the Assembly was not fully functioning and Westminster was taking decisions on budgetary and financial considerations.

Further work will be undertaken by the PFSU within Raise's Finance and Economics Team, using information that will be published shortly by the DoF. It will be published as a supplemental paper to this Briefing.

Table 1: NI Budget allocations 2016-17 to 2019-20 (nominal, i.e. cash terms) (£ million)³²

	2016-17	2017-18	2018-19	2019-20
EXECUTIVE DEPARTMENTS				
Agriculture, Environment and Rural Affairs	197.9	192.0	192.3	203.1
Business	856.9	872.7	903.1	873.9
Economy	773.1	770.7	768.5	776.7
Education	1876.8	1904.1	1979	2037.7
Finance	140.1	155.1	155	155.5
Health	4880.1	5144.8	5420.7	5701.1
Infrastructure	370.9	375.1	370.4	384.4
Justice	1038.1	1033.7	1027.8	1077.4
The Executive Office	58.7	77.6	66.3	57.3
OTHER BODIES				
Food Standards Agency	8.1	8.2	8.2	9.2
NI Assembly	39.0	35.4	35.9	33
NI Audit Office	7.3	7.0	8.0	7.0
NI Authority for Utility Regulation	0.2	0.1	0.2	0.2

³⁰ For more information about Monitoring Rounds, see Raise (2016) [What is in-year monitoring and how does it work?](#)

³¹ Initial allocation data are used in place of departmental final outturn positions for each year. This is because at the timing of the following year's allocations, the usual DoF practice is to remove in-year, exceptional or time-limited allocations when setting each department's budget baseline for the subsequent year. This baseline is the starting point for comparisons of new allocations each year, and therefore this approach allows a more consistent basis for comparison over time.

³² Data extracted from Annex A Northern Ireland Budget Background DoF Nov 2017, Annex A Table 1 'Main Estimate Position' DoF 2018 Budget background, July 2018, and DoF Northern Ireland Budget 2019-20 - Explanatory Notes and Tables. All available online at <https://www.finance-ni.gov.uk/topics/finance/budget-plans>

NI Public Sector Ombudsman	2.3	2.7	2.7	2.7
Public Prosecution Service	31.0	33.6	31.8	32.2
TOTAL	10280.5	10612.8	10969.9	11351.4

Table 1 shows that the Total NI DEL (Departmental Expenditure Limit) budget for both Resource and Capital expenditure rose by just under 9.5% over the given four-year period. Note this data are in nominal (i.e. cash) terms, and therefore are not adjusted to take account of inflation.

The figures focus on DEL because this is the funding the Executive plans for in its budgets. The other major category is Annual Managed Expenditure (AME), which is demand-led expenditure, and therefore not subject to the same expenditure controls by the UK Treasury. AME funds things like unemployment-related benefits and pensions.

6. Routine departmental budget considerations when profiling

This section outlines generic issues to inform committee engagement on routine departmental budget planning in specified areas. Divided into six sub-sections, it supports committees when engaging with departments on the following:

5.1 Routine budget planning considerations

5.2 NI Investment Fund

5.3 "Back office" functions

5.4 Borrowing

5.5 Flagship Projects

5.6 Financial Transactions Capital

6.1 Routine budget planning considerations

On-going departmental budget planning routinely includes consideration of Non-ringfenced Resource and Capital DEL (Departmental Expenditure Limits - departmental allocations under the stated classifications). When engaging with departments on their 2020-21 planning, committees should ask departments about the following:

6.1.1. The process for the 2020-21 Executive Budget will allocate Non-ringfenced Resource and Capital DEL to individual departments. Members and committees may wish to ask departments the following:

- a. What contractual commitments has the department in both Resource and Capital DEL categories?
- b. What Resource and Capital DEL is already legally committed for delivery of statutory functions?
- c. What assumptions has the department made about pay inflation?
- d. What assumptions has the department made about price inflation for supplies of goods and services?
- e. What services/activities could cease if budget reductions are required?
- f. What services/activities could it reduce/curtail if budget reductions are required?

6.1.2 Has a decision been made on how remaining resources will be prioritised by the department? If so, what criteria will the departmental Minister apply?

6.2 NI Investment Fund

Before the collapse of devolution in January 2020, the Executive created an NI Investment Fund. Committees therefore should ask the department the following Fund-related queries, when applicable:

6.2a The Finance Committee may wish to request that the DoF provide details of the current status and activities of the NI Investment Fund.

6.2b Following on from the above response, can the DoF update the Committee on the stock of Financial Transactions Capital (see below) in terms of the NI Investment Fund; and, whether it has been committed for 2020-21 or surrendered to Treasury?

6.3 “Back office” functions

In the Finance Minister’s January 2020 Monitoring Round Statement, there was a table listing departmental administration expenditure, i.e. “back office” functions, as opposed to frontline service delivery. Committees should ask departments for additional detail in that regard, as noted below:

6.3a Provide more detail on the department’s administration expenditure, including, but not limited to, the relative balance between frontline and back-office expenditure?

6.3b Are there any savings that could be made in this area, without compromising frontline service delivery?

6.3c Does the department anticipate increased administration costs in 2020-21? If so, what are they, and what is the cause of the expected increase?

6.4 Borrowing

The Executive has borrowing powers under section 1 of the *Northern Ireland (Loans) Act 1975* (the 1975 Act). Sub-section 2 of the 1975 Act sets an overall limit on borrowing at £2 billion. The *Northern Ireland (Miscellaneous Provisions) Act 2006* extended this borrowing limit to £3 billion.

6.4.1 Reinvestment and Reform (RRI) Borrowing

Introduced in 2002, the Reinvestment and Reform Initiative (RRI) provides the Executive with an additional borrowing facility from the National Loans Fund, to fund capital investment. The additional borrowing under the RRI initiative is broadly equivalent to the local authority prudential borrowing powers in the rest of the UK. It addresses the fact that the Executive retains control over a range of functions that are normally the responsibility of local government in Scotland and Wales.

There appears to be no specific legislative provision specifying RRI's creation. However, the DoF advises that borrowing under this initiative is covered implicitly by the 1975 Act and the *Northern Ireland Miscellaneous Provisions Act 2006*.³³

The allocations received *via* RRI borrowing are recorded as AME (Annually Managed Expenditure), and therefore are not included in the Executive's DEL (Departmental Expenditure Limits). However, interest payments are recorded as DEL.

For the 2019-20 NI Budget, the NI Secretary of State set aside £51.4 million for RRI interest payments. Apparently project interest payments for 2020-21 are not currently available. Nonetheless, committees should ask departments the following RRI-related questions on borrowing, as appropriate:

6.4.1a Given that the usual reliance on RRI borrowing is to finance capital projects and the cost to the Executive was £51.4 million in interest in 2019-20, how does the Executive /the DoF assure itself that the cost benefit/value for money analysis was sufficiently robust?

6.4.1b Are follow up evaluations carried out by the departments or other, to ensure that the cost benefit/value for money analysis has materialised?

6.4.1c How much of the loan principal will be repaid during 2020-21?

6.4.1d Do projected interest repayment figures routinely include an allowance for interest rate changes?

³³ Department of Finance and Personnel email to RaISe on 11 January 2014.

6.4.1e How does the Executive plan to finance capital projects in future years, given its increasing reliance on RRI and the potential for future restrictions on borrowing /funding by the UK Government?

6.4.2 Non-RRI Borrowing

In addition to RRI borrowing, the Executive can use borrowing powers under Section 61 of the Northern Ireland Act 1998 as follows:

(1) *The Secretary of State may advance to the Department of Finance and Personnel sums required for the purpose of—*

(a) *meeting a temporary excess of sums to be paid out of the Consolidated Fund of Northern Ireland over sums paid into the Fund; or*

(b) *providing a working balance in the Fund.*

At 31 March 2016, the total level of outstanding debt stood at £2.1 billion. Some £1.8 billion of this relates to loans under RRI.³⁴ Therefore, the outstanding debt at that time included some £300 million of non-RRI borrowing.

Figure 2 below shows the interest paid on loans by the Executive from 2018-19 and 2017-18 (most current available figures).

Figure 2: Interest paid on loans by the Executive from 2018-19 and 2017-18³⁵

4. ANALYSIS OF INTEREST PAID		
	2018-19	2017-18
	£000	£000
National Loans Fund		
Advances From National Loans Fund	9,361	12,466
Advances From National Loans Fund in respect of the Reinvestment and Reform Initiative (RRI)	53,948	56,270
	63,309	68,736

As can be seen within the highlighted section above, interest payments on **non-RRI** borrowing for 2018-19 amounted to £9.4 million.

6.4.2a The Finance Committee should ask the DoF for updated position on non-RRI borrowing in NI.

6.4.2b How much has the DoF has set aside in 2020-21 resources for interest payments relating to non-RRI borrowing?

³⁴ Letter from DoF to CfF dated 22 September 2016.

³⁵ Department of Finance (2019) *Public Income and Expenditure Account for the year ended 31 March 2019*. <https://www.finance-ni.gov.uk/sites/default/files/publications/dfp/final-pi-e-account-2018-19.pdf>

6.4.2c According to the DoF, what is the projected cost for interest payments for the next five years?

6.4.3 Discussions with Treasury

In June 2016, the Finance Minister outlined his intention to open negotiations with the Treasury on identifying innovative ways to borrow:

There are other ways in which to borrow. For the first time, councils have enhanced borrowing powers. How can we work with them? Belfast City Council wants to spend £1 billion in the city centre, in particular on the little cultural quarter in the north inner city where the 'Belfast Telegraph' building is. How can we partner it? Will our partnership be that we just have to write a cheque, or can we help it with its borrowing? Can we find an innovative way in which to allow it to borrow more? Those are areas that I would like officials to start to explore. We have touched on this a few times, and it would be a bit bold for me to say that I have said to the Treasury that I want to borrow more when I have not. I have said to the Treasury that we need to talk about a number of issues. ³⁶

6.4.3a The Committee for Finance should ask the Finance Minister to provide details regarding past, current or planned discussions with Treasury in respect of borrowing.

6.4.3b Is borrowing one of the items that the Finance Minister wishes to urgently discuss with Treasury and the other devolved Finance Ministers (his letter to them dated 16 February 2020³⁷)?

6.5 Flagship Projects

Executive Budget 2016-17 allocated a considerable proportion of the Executive's DEL to a number of "Flagship Projects", up to and including 2020-21, as shown overleaf in **Table 1**.

³⁶ Finance Minister. *Overview, Priorities and Business Plan 2016-17*.

¹⁷ Evidence given to the Finance Committee dated 8 June 2016: <http://data.niassembly.gov.uk/HansardXml/committee-18245.pdf>

³⁷ <https://www.finance-ni.gov.uk/news/call-urgent-talks-new-chief-secretary-treasury>

Table 1: Flagship Projects³⁸

	£million				
	2016-17	2017-18	2018-19	2019-20	2020-21
A5 Road	13.2	40.0	53.0	55.0	68.0
A6 Road	21.0	57.0	60.0	60.0	60.0
Belfast Rapid Transport	17.0	9.0	20.0	12.9	-
Belfast Transport Hub	5.8	16.0	40.0	60.0	-
Mother and Children's Hospital	16.0	29.3	62.8	73.0	61.6
Desertcreat	3.9	0.3	18.3	28.2	28.7
Regional & Sub Regional Stadia	9.8	27.0	30.0	15.0	9.0
Total	86.7	178.6	284.1	304.1	227.3

In this context, it is noteworthy that the NI Audit Office (NIAO) published a report in December 2019 on major capital projects, including the Flagship Projects and four others.³⁹ The NIAO found cost overruns and time delays.

6.5a What is the current position on the expenditure profiles for each departmental Flagship Project?

6.5b Where relevant, has the department given any initial consideration to the December 2019 NIAO Report?

6.6 Financial Transactions Capital⁴⁰

In 2012-13, a new form of funding from Westminster has presented NI with some difficulties: the funding is called “Financial Transactions Capital” (FTC). As with conventional Capital DEL, the Executive has discretion over FTC allocation to projects. However, FTC can be deployed only as a loan to or equity investment in a capital project delivered by a private sector entity: (“private sector” is defined here using the Office of National Statistics classification and includes charities and universities).

Departments have found FTC difficult to spend in ways that satisfy the specified rules and meet Executive priorities. Appendix 3 shows data provided by the DoF to the PFSU within RaiSe, which illustrates departmental underspend and carried forward since 2012.⁴¹ This is important to highlight because if much of the Barnett Consequentials to NI are FTC, then the Executive’s ability to allocate that funding effectively may be constrained. As the Finance Minister stated in his January 2020 Monitoring Round Statement, £150.8 million FTC would be unallocated and lost to the

³⁸Executive (2016) [Budget 2016-17](#), accessed 17 October 2016, see page 39

³⁹ Finance Minister’s January 2020 Monitoring Rounds Statement: <https://niassembly.tv/statement-from-the-finance-minister-on-public-expenditure-2019-20-january-monitoring-round/>

⁴⁰ For more background information, refer to RaiSe blog article on Financial Transactions Capital (FTC), 1 August 2016: <https://www.assemblyresearchmatters.org/2016/08/01/financial-transactions-capital-what-is-it-and-how-can-it-be-used/>

⁴¹ Additional data on FTC can be found in Appendix 3 to this Paper.

Executive under the NI PFF (Public Finance Framework). In his statement, the Minister stated he would address departmental uptake of FTC.⁴²

Following this, his 17 February 2020 statement, the Minister further announced a £59 million reduction in FTC for 2019-20 (as part of the late Barnett Consequentials). Therefore the unallocated FTC total was reduced to £98.1 million, reducing the loss to the Executive for 2019-20. This is an improvement; but it should be noted that it could mask the reality that departments find FTC difficult to use, so the potential of FTC funding usually is not fully realised.

6.6a Given the historic low FTC uptake by departments, and the Finance Minister's commitment to urgently address this, how will he do this?

6.6b Why does the department find it difficult to use FTC when it is allocated?

⁴² <https://www.finance-ni.gov.uk/news/murphy-allocates-additional-funds-education-health-and-infrastructure>

Appendix 1:

Key past events - Executive Budget 2016-17, up to the new January 2020 Executive

This appendix contains two boxes, highlighting key events in terms of the NI budget from 2016-2020. It aims to remind committees of what occurred during that stated time; and should inform their budget engagement and scrutiny going forward. (For additional information, refer to RaISe blog articles on Research Matters at: <https://www.assemblyresearchmatters.org/economy-finance/> .)

Box 1 provides a timeline of budget practice from December 2015 to January 2016, to highlight how the early established practice of multi-year Executive Budgets had degenerated into single-year budgets for both 2015-16 and 2016-17. Some explanation for this deterioration can be found in Machinery of Government changes in NI in 2014-15, as well as intermittent political instability within the Executive since 2012. Nonetheless the timeline serves to evidence past budget processes and related practices, which were less than optimum in enabling effective engagement and robust scrutiny on budget and financial matters.

Box 1: Timeline 2016-2017

Dec 2015: Finance Minister lays Written Statement.

On 17 December 2015, the then Minister of Finance and Personnel laid before the Assembly a Written Statement setting out proposed budget allocations for 2016-17. This was a break from the usual budget process comprising of draft budget, consultation, revised budget, and then the passage of legislation.

In that Statement, the Minister explained the justification for a single-stage process for a one-year budget, noting three separate factors:

- The 'Fresh Start' political agreement (dated 17 November 2015);
- The United Kingdom (UK) Chancellor's Spending Review announcement (dated 25 November 2015); and,
- NI government restructuring from 12 to 9 departments, which occurred in May 2016 following the Assembly election.

Jan 2016: RaISe publishes paper on Budget 2016-17.

On 6 January, the Public Finance Scrutiny Unit (PFSU) within RaISe's Finance and Economics Research Team published Paper [04/06 Executive Budget 2016-17: Potential Lines of Questioning](#). Amongst many other issues, that Paper suggested a series of potential scrutiny points on both procedural and substantive issues.

Some of those issues provide some insight into parts of the [New Decade, New Approach](#) Agreement. For example, at page 54 of the Agreement, there is a commitment that the Executive from 2021/22 will:

...put in place multi-year budgets (minimum 3 years) where the UK Government has provided multi-year funding.

Box 2 outlines what occurred in Westminster in terms of engaging, scrutinising and deciding on NI budgetary matters from January 2017 to January 2020, in the absence of the Assembly. The below should inform committee budget engagement and scrutiny going forward.

Box 2: Timeline 2017-2020

Jan 2017: Executive collapses and the Assembly no longer fully functions.

Mar 2017: Assembly elections.

Mar 2017: No Executive formed

Following the election, no Executive was formed within the statutory period under the Northern Ireland Act 1998. As a result, no Executive Budget was agreed for the 2017-18 financial year and no budget legislation could be brought forward in the Assembly.

Mar 2017: First time interim powers used to allow daily administration to continue in Northern Ireland (NI).

The NI Department of Finance (DoF) Permanent Secretary authorised to provide funding to NI departments under Section 59 of the NI Act 1998, for 1 April 2017 up to July 2017; but for a maximum of 75 per cent of the Executive Budget for 2016-17, as stated in the Act.

Apr 2017: NI Secretary of State set out indicative budget for NI.

Based on advice from the Head of the NI Civil Service, the NI Secretary of State issued a written statement that set out an indicative budget position for NI and set departmental budget allocations.

Apr 2017: NI Secretary of State takes action to set regional rate.

Given the absence of government in NI, the Houses of Parliament enacted legislation brought forward by the NI Secretary of State, which set the NI regional rate, thereby enabling the rate to be issued, and subsequently providing for on-going finance to local government and departments in NI.

July 2017: NI Secretary of State takes action on the NI Budget.

The NI Secretary of State issued a written statement adjusting the indicative budget positions and departmental allocations for the 2017-18 financial year set out by him in

April. His Statement did not include the Democratic Unionist Party and the UK Government's Confidence and Supply Agreement of June 2017.

Aug 2017: Permanent Secretary powers used again.

The NI DoF Permanent Secretary now authorised to provide funding to NI under Section 59 of the NI Act 1998, for 1 April 2017 up to the end of the financial year; but for a maximum of 95 per cent of the Executive Budget for 2016-17, as stated in the Act.

November 2017: NI Budget Bill in Westminster.

The NI Secretary of State announced that he will lay the Budget Bill 2017-18 for NI in the House of Commons, to ensure NI departments do not run out of money. He explained that the Bill will incorporate the figures provided by the NI Civil Service, reflecting its assessment of the outgoing priorities of the previous Executive. He further stated that the Bill would not include the money associated with the Confidence and Supply Agreement (June 2017 agreed).

March 2018: NI Secretary of State makes two statements in UK Parliament and introduces legislation about NI public finances:

The first statement outlined her proposed 2018-19 Budget Allocations for NI; and, the second spoke more generally about NI public finances, and led to enactment of two pieces of legislation - Northern Ireland Budget (Anticipation and Adjustments) Act 2018 and Northern Ireland (Regional Rates and Energy) Act 2018.

September 2019: The UK Government announces a single-year Spending Review covering only the 2020-21 budget year. This delivered just over £400 million in extra spending power for NI in 2020-21.

October 2019 The UK Parliament passed the Northern Ireland Budget Act 2019, authorising the NI Budget for 2019-20. Under normal circumstances of functioning devolution this would have been enacted in the Assembly in the June 2019

November 2019: The planned UK Chancellor's Autumn Budget was cancelled due to on-going political uncertainty arising from Brexit. Now expected to be delivered in March 2020.

January 2020: The Assembly returns following the signing of *New Decade, New Approach*; and a new power-sharing Executive is formed.

Appendix 2: Refresher on budgeting

This appendix provides further budgeting refresher information using the following headings:

- What is government budgeting?
- What are key phases in the budget cycle according to good practice?
- What are the bases for the annual Executive Budget?
- What is the Executive Budget process?

What is government budgeting?

Budgeting can be a government tool that:

- Explains how government will maintain control over public finances for a specified financial period
- Implements government's political, social and economic priorities, as enshrined in its fiscal and monetary policies
- Allocates expenditure (proposed spending) and identifies revenue collection (taxation/rating/charging)

What are key phases in the budget cycle according to good practice?

Good practice explains there are three distinct phases in government budgeting:

- Budget formation (*ex ante*) – determining priorities and pressures, and making decisions regarding expenditure, revenue collection, borrowing and other
- Budget implementation in-year (concurrent) – in-year reassessing priorities, pressures, spending and reallocating based on reassessment
- Budget review (*ex post*) - auditing and reviewing annual reports and accounts

What are the bases for the annual Executive Budget?

The Executive's 2020 Budget process will allocate funding for 2020-21 in respect of Resource DEL and Capital DEL for a single budget year.

Section 64(1) of the Northern Ireland Act 1998 states: ⁴³

The Minister of Finance and Personnel shall, before the beginning of each financial year, lay before the Assembly a draft budget, that is to say, a programme of expenditure proposals for that year which has been agreed by the Executive Committee in accordance with paragraph 20 of Strand One of the Belfast Agreement.

⁴³<http://www.legislation.gov.uk/ukpga/1998/47/section/64>

Following the Fresh Start Agreement in November 2015, Section 64 was amended by the Northern Ireland (Stormont Agreement and Implementation Plan) Act 2016.⁴⁴ It inserted a new section - 64(1B) – which states that the Minister of Finance must lay a further statement alongside the Draft Executive Budget, showing that the amount of UK funding required by the Draft Budget will not exceed the amount available and set out in the first statement.⁴⁵ In other words, the Executive must propose a “balanced budget”.

In addition, Paragraph 20 of Strand One of the Belfast/Good Friday Agreement states:⁴⁶

The Executive Committee will seek to agree each year, and review as necessary, a programme incorporating an agreed budget linked to policies and programmes, subject to approval by the Assembly, after scrutiny in Assembly Committees, on a cross-community basis.

The current budget expires on 31 March 2020, therefore a new Executive Budget is required from that point. Usually, the publication of a Draft Budget is the means through which the Executive commences this process, dividing its available resources amongst the various ministerial and non-ministerial departments.

There will be further changes relating to the Executive Budget when relevant provisions of New Decade, New Approach (January 2020) are implemented.

What is the Executive Budget Process?

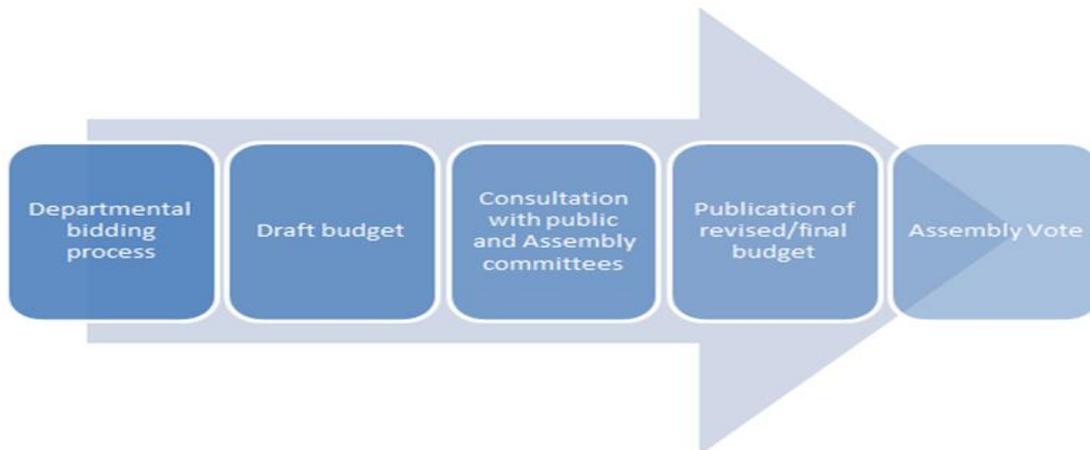
The budget process is the means through which the Executive divides its available resources amongst the various ministerial and non-ministerial departments.

Figure 1 depicts the “standard” budget process followed by the Executive in 2007 and 2010:

⁴⁴<http://www.legislation.gov.uk/ukpga/2016/13/section/9>

⁴⁵Explanatory Notes <http://www.legislation.gov.uk/ukpga/2016/13/notes/division/6/index.htm> (see paragraph 30)

⁴⁶https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/136652/agreement.pdf

Figure 1: “Standard” NI Budget Process⁴⁷

However, this process was not followed in 2015 for 2016-17 Executive Budget, nor in 2016 for the failed attempt to formulate 2017-18 Executive Budget. Nor will it be the process used for the 2020-21 Executive Budget, because there is insufficient time for all the stages to be completed before the end of the current budget year.

Changes to the Executive Budget are anticipated following on from, for example, New Decade, New Approach (January 2020).

⁴⁷Figure compiled by PFSU using information taken from: Committee for Finance and Personnel (2008): *Report on the Executive's Draft Budget 2008-2011*: http://archive.niassembly.gov.uk/finance/2007mandate/reports/Report_12.07.08R.htm#appendix6

Appendix 3: Financial Transactions Capital⁴⁸

Financial Transactions Capital - August 2019								
£000s								
Year	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	**2018-19	***2019-20
Funding Available	11,839	46,755	62,770	128,998	59,217	141,902	182,249	244,862
Carryforward of unspent FTC			5,855	300	11,348	25,041		
Executive Allocations								
Invest NI - Agri-Food Loan Scheme				695	951	243		
Invest NI - Growth Loan Fund			6,800	2,000	3,300	5,500	3,477	2,400
Invest NI Other Projects				97		1750	4,119	3,375
Northern Ireland Science Park			50	2,704	3,668	180	185	3,000
Sustainable use of Poultry Litter				2,957	12,544	1,704	1,430	0
GP Premises				499	750			
Get Britain Building	11,839	7,200						
Affordable Home Loans		5,000	7,500					
Empty Homes Scheme		3,700	5,500					
Higher Education								65,523
University of Ulster		25,000	48,475					
Queen's University				14,500	9,381	8,000		
Co-Ownership Housing				94,498	5,502			26,244
Rent to Purchase Initiative								
NI Investment Fund						40,135	1,146	30,000
Housing for people with learning disabilities								10,000
Total Projects:	11,839	40,900	68,325	117,950	36,096	57,512	10,357	140,542
HMT reprofile*						-52,506		
Residual Available/ Underspend	0	5,855	300	11,348	34,469	56,925	171,892	104,320

* £52.5m reprofiled to 2019-20

** Provisional Outturn

*** Opening Monitoring Position

⁴⁸ DoF Data provided to RalSe by e-mail August 2019.