

# **GOVERNMENT EXPENDITURE AND REVENUE SCOTLAND**

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## **DETAILED EXPENDITURE METHODOLOGY PAPER 2022-23**

This paper outlines the methodologies used to estimate public sector expenditure for Scotland.

### **Approach to estimating expenditure in GERS**

Expenditure in GERS is split into two broad types. Total expenditure on services (TES) and total managed expenditure (TME). Broadly speaking, Total expenditure on services represents actual spending undertaken by the public sector, whilst total managed expenditure, which is the primary measure of spending used in the Public Sector Finances, also includes a number of accounting adjustments. The main difference between TES and TME is that TME includes capital consumption (depreciation) and does not reverse the deduction of certain VAT refunds. The sections below describe how TES is estimated for Scotland.

The approach to estimating Scottish TES depends on the body which is undertaking the spending, as discussed below.

#### **Scottish Government spending**

Data are provided directly by the Scottish Government Directorate for Financial Management. This includes the spending of Scottish Government funded public corporations, which include Scottish Water, Caledonian Maritime Assets Ltd, and Forest Enterprise Scotland.

#### **Scottish local government spending**

Data are taken directly from HM Treasury's Public Expenditure Statistical Analyses (PESA) publication.<sup>1</sup> Local government spending includes spending on council-owned housing stock, which under the Housing (Scotland) Act 1987 local authorities in Scotland are required to account for separately in a Housing Revenue Account (HRA). In the public sector finances, the HRA is classed as a public corporation.

#### **Other UK government spending**

Other government includes all parts of the public sector not funded by the Scottish Government or Scottish local authorities. This includes spending by:

- UK government departments, such as social security spending by the Department for Work and Pensions, defence spending by the Ministry of Defence, and debt interest expenditure by HM Treasury;
- UK government bodies, such as Network Rail and the security and intelligence agencies;
- UK public corporations, including the Bank of England;
- Local government in England, Wales, and Northern Ireland.

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<sup>1</sup> <https://www.gov.uk/government/collections/public-expenditure-statistical-analyses-pesa>

## Detailed Expenditure Methodology

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Data for the years 2017-18 to 2021-22 are consistent with HM Treasury's latest Country and Regional Analysis (CRA) publication. Data prior to 2017-18 are based on previous CRA publications. Data for 2022-23 are taken from a number of sources, discussed in more detail below.

### Scottish Government spending estimates

Scottish Government expenditure in GERS is provided by the Scottish Government Directorate for Financial Management, as reported on the UK Government's public spending system, OSCAR. Data for 2022-23 are provisional final outturn, whilst earlier years are audited final outturn. Data from OSCAR are available at:

<https://www.gov.uk/government/collections/hmt-oscar-publishing-from-the-database>

### Local government spending estimates

Estimates of Scottish local government spending are taken directly from PESA. Current expenditure is taken from Table 7.5. Capital expenditure is calculated as gross capital expenditure (Table 7.6) less capital receipts (Table 7.7). The spending estimates in PESA are consistent with the local authority spending figures published in Scottish Local Government Financial Statistics.<sup>2</sup> GERS uses the figures from PESA as it converts the Scottish figures from SeRCOP categories<sup>3</sup> used by local authorities to the UN COFOG categories used in GERS.

### Other UK government spending

Spending for other UK government bodies comes from a variety of sources.

Spending on defence, public sector debt interest, and international services, which Scotland is allocated a population share of in GERS, is taken directly from PESA.

Spending by other UK government bodies on other functions for 2021-22 and earlier are based on the Country and Regional Analysis (CRA) database, published by HM Treasury.<sup>4</sup> In the CRA, UK Government departments and devolved administrations allocate their expenditure programmes to Scotland, Wales, Northern Ireland and the English regions. The CRA uses the total expenditure on services (TES) spending concept to analyze public expenditure by function. Total expenditure on services covers around 90% of total managed expenditure (TME), which is the aggregate measure of public expenditure used in the UK national accounts. Accounting adjustments are used to move from the TES measure to the TME measure.

The CRA separates total public spending into two components:

- Identifiable expenditure: that is expenditure that can be clearly allocated to a country or region in terms of having been spent for the benefit of that country or region; and

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<sup>2</sup> <http://www.gov.scot/Topics/Statistics/Browse/Local-Government-Finance/PubScottishLGFStats>

<sup>3</sup> [Service Reporting Code of Practice 202223 | CIPFA](#)

<sup>4</sup> <https://www.gov.uk/government/collections/country-and-regional-analysis>

- Non-identifiable expenditure: that is expenditure that cannot be identified as benefiting a particular country or region of the UK but is instead incurred on behalf of the UK as a whole.

In GERS, the methodology to apportion non-identifiable expenditure and identifiable expenditure which occurs outside the UK to Scotland varies according to the particular expenditure estimated. The methodologies used are listed in Table 1. Each reflects the approach that is thought to capture most appropriately the ‘who benefits’ principle.

	<b>Non-Identifiable UK Expenditure</b>	<b>Outside the UK</b>
General public services		
Public and common services	Population	Population
International services	Population	Population
Public sector debt interest	Population	n/a
Defence	Population	n/a
Public order and safety	Population	n/a
Economic affairs		
Enterprise and econ development	Population	Population
Science and technology	GVA	Population
Employment policies	n/a	Population
Agriculture, forestry and fisheries	n/a	Population
Transport	GVA	Population
Environment protection <sup>2</sup>	GVA & Population	Population
Housing and community amenities	n/a	n/a
Health	n/a	Population
Recreation, culture and religion	Population	Population
Education and training	n/a	Population
Social protection	Population	Population
EU transactions	Population	Population, GNI, & VAT
Accounting adjustments – PSF adjustment	n/a	Various (see section below)

1: Where there is no UK non-identifiable expenditure this is entered as not applicable (n/a).

2: All environment protection expenditure is apportioned on a GVA basis, except UKAEA and BNF expenditure on nuclear decommissioning, which is apportioned on a per capita basis.

## Amendments to CRA Data

A number of significant improvements have been made to the CRA database in recent years to apportion expenditure more accurately to countries and regions. While many anomalies in previous editions of the CRA have been addressed and are now reflected in both CRA 2021-22 and this GERS report, a small number of supplementary amendments to the CRA 2021-22 dataset were made in producing GERS. The aim of these refinements was to ensure that the public sector expenditure figure for Scotland captures as accurately as possible expenditure for the benefit of Scotland.

The total amendment made to the CRA in producing this edition of GERS is shown in Table 2 below. In the financial year 2020-21, the figure of total expenditure on services attributed to Scotland in GERS is £408 million lower than the corresponding CRA figure (using default apportionments for non-identifiable expenditure without further consideration, and excluding the adjustments made to EU transactions using data from Scottish Government accounts).

<b>Table 2: Amendments to Estimates of Total Public Sector Expenditure on Services from CRA 2022</b>			
	<b>£ million</b>		
	2019-20	2020-21	2021-22
High speed rail	-93	-72	-80
Nuclear related-expenditure	-51	-37	-7
Other minor amendments	-6	0	4
<b>Total</b>	<b>-110</b>	<b>-82</b>	<b>-130</b>

### **High Speed 2**

In previous editions of the Country and Regional Analysis publication, Scotland has been allocated a share of High Speed 2 capital spending based on the location of capital spend, and a share of current spending based on the expected regional benefits of the project. This is consistent with the treatment of capital spending more generally, and as such these numbers have been used in GERS. As the complexity of the High Speed 2 has increased, the Department for Transport is no longer able to provide the location of capital spending associated with the project. As capital spend accounts for the majority of High Speed 2 expenditure, and as this expenditure is assumed not to be occurring in Scotland, in this edition of GERS none of the expenditure associated with High Speed 2 is allocated to Scotland.

### **Nuclear Decommissioning and Related Expenditures**

In CRA 2021 expenditure on nuclear decommissioning is classified as identifiable to the region where nuclear facilities are located. However, as discussed in previous editions of GERS,<sup>5</sup> it is believed that this expenditure is best captured as a non-identifiable expenditure, so nuclear decommissioning and associated expenditure is apportioned on a population basis.

### **Other Amendments**

A number of other minor amendments have been made to the CRA to correct asymmetries in the regional attribution of expenditures related to consumer protection, civil aviation, tourism and libraries amongst others. These are discussed further in previous editions of GERS.

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<sup>5</sup> See Box 6.3 in GERS 2008-09: <http://www.gov.scot/Publications/2010/06/22160331/9>

### Adjustments to CRA Data

The CRA data provide a country and regional breakdown of UK spending on TES, which is broadly consistent with PESA published in July 2023. Since CRA 2021-22, there have been a number of revisions to UK TES, which need to be reflected in GERS spending figures.

Revisions to UK TES come from a number of sources. The majority of revisions relate to 2021-22, and reflect the move from provisional outturn to final outturn for most spend types.

The treatment of these revisions is discussed in the table below. For expenditure lines where the majority of spending for Scotland is devolved, revisions to UK spending are assumed not to affect Scotland.

The effect of including these revisions in the Scottish estimate is to increase the overall estimate of Scottish spending in 2021-22 by £265 million, with UK spending revised down by £5,835 million.

<b>Table 3: Methodology for apportioning UK revisions to Scotland</b>	
	<b>Approach to estimating Scottish share of UK revision</b>
General public services	
Public and common services	Scottish share of other UK Government departments' spend on public and common services in GERS 2020-21
International services	Population share of UK revision
Public sector debt interest	Population share of UK revision
Defence	Population share of UK revision
Public order and safety	Devolved - no revision to Scotland
Economic affairs	
Enterprise and economic development	Devolved - no revision to Scotland
Science and technology	Apportioned in line with Scottish share of other UK Government departments' spend on science and technology in GERS 2020-21
Employment policies	Devolved - no revision to Scotland
Agriculture, forestry and fisheries	Devolved - no revision to Scotland
Transport	Devolved - no revision to Scotland
Environment protection	Devolved - no revision to Scotland
Housing and community amenities	Devolved - no revision to Scotland
Health	Devolved - no revision to Scotland
Recreation, culture and religion	Devolved - no revision to Scotland
Education and training	Devolved - no revision to Scotland
Social protection	Apportioned in line with Scottish share of other UK Government departments' spend on social protection in GERS 2020-21
EU Transactions	Apportioned in line with EU transactions

**Table 4: Methodology for apportioning UK revisions to Scotland**

	Revision to Scottish spend 2021-22	Share of UK revision
General public services		
Public and common services	53	8.0%
International services	22	8.1%
Reserved public sector debt interest	248	8.2%
Local government pension fund interest expenditure	-603	44.0%
Defence	0	8.1%
Public order and safety	0	0.0%
Economic affairs	0	0.0%
Enterprise and economic development		
Science and technology	29	17.8%
Employment policies	0	0.0%
Agriculture, forestry and fisheries	0	0.0%
Transport	0	0.0%
Environment protection	0	0.0%
Housing and community amenities	0	0.0%
Health	0	0.0%
Recreation, culture and religion	0	0.0%
Education and training	0	0.0%
Social protection	-14	7.2%
<b>Total</b>	<b>-265</b>	<b>4.5%</b>

### Other UK Government department spending for Scotland (2022-23)

In 2022-23, there are no CRA data currently available to estimate Scottish spending. The estimate of spending for Scotland by other UK government departments in 2022-23 is produced by taking a share of each department's 2021-22 spending by function. The share of each department's functional spending is shown in Tables 5 and 6. In general, these shares are based on the shares of each department's spending apportioned to Scotland in GERS 2021-22.

For social protection, spending by the Department for Work and Pensions and HMRC is estimated directly, rather than being based on the GERS 2021-22 share. Spending by the Department for Work and Pensions is based on in-year reported data for Scotland for the first three-quarters of 2022-23<sup>6</sup> and UK spending data for the whole year.<sup>7</sup> Spending by HMRC is based on HMRC spending data<sup>8</sup> and HMRC geographical award statistics.<sup>9</sup>

<sup>6</sup> <https://www.gov.uk/guidance/dwp-benefit-statistics-dissemination-tools>

<sup>7</sup> <https://www.gov.uk/government/collections/benefit-expenditure-tables>

<sup>8</sup> <https://www.gov.uk/government/collections/hm-revenue-customs-receipts>

<sup>9</sup> <https://www.gov.uk/government/organisations/hm-revenue-customs/about/statistics#benefits-and-credits-statistics>

### Cost of living support

The UK Government introduced a number of cost of living support schemes in 2022-23 to help households and businesses under pressure from inflation. These were:

- Energy Price Guarantee – which limited the amount a typical household would pay for energy to £2,500.
- Energy Bill Support Scheme – which provided a £400 discount to household energy bills over the winter, which they received across October 2022 to March 2023.
- Alternative Fuels Payment – which provided a £200 payment to households not connected to the mains gas grid which use alternative fuels as their main source of heating.
- Energy Bill Relief Scheme – which ran between 1 October 2022 and 31 March 2023, and provided a limit on the price paid by businesses.
- Cost of Living Payments – payments of between £150 to £650 were made to people on low incomes, people in receipt of qualifying disability benefits, and pensioners entitled to Winter Fuel Payments.

The methodology for estimating these for Scotland is set out below.

#### *Energy Price Guarantee*

The Energy Price Guarantee is estimated to have cost £23 billion in 2022-23 at the UK, based on the Office for Budget Responsibility's (OBR) March 2023 Economic and Fiscal Outlook.<sup>10</sup> Scotland's share of this cost is estimated based on the share of consumption of electricity and gas by the domestic sector, taken from:

[Total final energy consumption at regional and local authority level: 2005 to 2020 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/total-final-energy-consumption-at-regional-and-local-authority-level-2005-to-2020)

The share of energy consumption in 2019 is used as 2020 figures may be affected by the pandemic.

#### *Energy Bill Support Scheme*

The Energy Bill Support Scheme is estimated to have cost £12.5 billion in 2022-23. This is again sourced from the OBR's March 2023 Economic and Fiscal Outlook, as for the Energy Price Guarantee. Since this was a fixed payment per household, it is apportioned to Scotland based on the number of households.

#### *Alternative Fuels Payment*

The cost of the Alternative Fuels Payment at the UK level is estimated at £0.6 billion, again sourced from the OBR's March 2023 Economic and Fiscal Outlook. It was paid only in Great Britain, with different arrangements in Northern Ireland. Scotland's share of this is calculated based on the share of households which use heating oil or solid fuel as their main source of heating. This was sourced from:

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<sup>10</sup> See 'Household energy support schemes' page 105:

[Economic and fiscal outlook - March 2023 - Office for Budget Responsibility \(obr.uk\)](https://obr.uk/economic-and-fiscal-outlook-march-2023/)



Scotland: [Scottish House Condition Survey: 2021 Key Findings - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/scottish-house-condition-survey-2021-key-findings/pages/11_to_12.aspx)

England: [English Housing Survey data on energy performance - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/english-housing-survey-data-on-energy-performance)

Wales: [Welsh Housing Conditions Survey | GOV.WALES](https://gov.wales/welsh-housing-conditions-survey)

### *Energy Bill Relief Scheme*

The Energy Bill Relief Scheme is similar to the Energy Price Guarantee, but supports businesses rather than households. The UK cost of £6.7 billion was again taken from the OBR's March Economic and Fiscal Outlook.<sup>11</sup> Scotland's share of this cost is estimated based on the share of consumption of electricity and gas by the non-domestic sector, again taken from:

[Total final energy consumption at regional and local authority level: 2005 to 2020 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/total-final-energy-consumption-at-regional-and-local-authority-level-2005-to-2020)

The share of energy consumption in 2019 is used as 2020 figures may be affected by the pandemic.

### *Cost of Living Payments*

There were three cost of living payments available during 2022-23. These were:

- A £650 payment to those in receipt of:
  - Universal credit
  - Jobseekers allowance
  - Employment Support Allowance
  - Income support
  - Working tax credits
  - Pension credit
- A £300 payment to pensioners, administered via the Winter Fuel Payment
- A £150 payment to those in receipt of:
  - Disability Living Allowance
  - Personal Independence Payments
  - Attendance Allowance

The total UK spend for each of these payments, broken down by the payment route, is taken from the in-year provisional outturn estimates published by HM Treasury:

[OSCAR II – publishing data from the database: June 2023 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/oscar-ii-publishing-data-from-the-database-june-2023)

Scotland's share of the payments was then estimated for each individual payment, based on the qualifying payment, such that there were 10 separate items of spend. This was done using Scotland's share of relevant qualifying social security payment.

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<sup>11</sup> See 'Non-domestic energy support schemes' page 106

## Detailed Expenditure Methodology

The table below summarises the costs for Scotland associated with these schemes.

<b>Table 5: Cost of Living Payments to Scotland</b>			
	<b>Scotland</b>	<b>UK</b>	<b>Share</b>
Energy price guarantee (households)	2,042	23,000	8.9%
Energy bills support scheme	976	11,900	8.2%
Alternative fuel payments	71	600	11.9%
Energy price guarantee (businesses)	615	6,700	9.2%
£650 means tested Cost of Living payment	465	5,460	8.5%
<i>Of which: via Universal Credit</i>	231	2,834	8.1%
<i>Of which: via Jobseekers allowance</i>	3	34	9.6%
<i>Of which: via Employment Support Allowance</i>	94	807	11.7%
<i>Of which: via Income Support</i>	12	125	9.5%
<i>Of which: via Working tax credits</i>	47	713	6.6%
<i>Of which: via pension credit</i>	77	946	8.2%
£300 pensioner Cost of Living payment	223	2,564	8.7%
£150 disability Cost of Living payment	94	919	10.2%
<i>Of which: Disability Living Allowance</i>	24	213	11.1%
<i>Of which: via Personal Independence Payments</i>	51	485	10.4%
<i>Of which: via Attendance Allowance</i>	20	221	8.9%
<b>Total</b>	<b>4,470</b>	<b>51,142</b>	<b>8.7%</b>

Tables 6 and 7 below reflect these additional costs in Scotland's share of each department's expenditure by function, for current and capital spend respectively.

Table 6: share of UK 2022-23 current expenditure on services by department and funtion

	Public and common services	International services	Public sector debt interest	Defence	Public order and safety	Enterprise and economic development	Science and technology	Employment policies	Agriculture, fisheries and forestry	Transport	Environment protection	Housing and community amenities	Health	Recreation, culture and religion	Education	Social protection	EU transactions	Total
Business and Trade	8.2%	0.0%	0.0%	0.0%	0.0%	5.2%	7.4%	6.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.7%	0.0%	6.2%
Cabinet Office	8.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.6%	0.0%	8.5%
Culture, Media and Sport	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	10.0%	0.0%	8.6%	5.2%	0.0%	10.0%	0.0%	5.6%
Defence	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	15.1%	0.0%	8.7%	0.0%	8.2%
Education	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	2.3%	0.0%	0.1%
Energy Security and Net Zero	0.0%	8.2%	0.0%	0.0%	8.2%	8.8%	0.0%	0.0%	0.0%	0.0%	8.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.8%
Environment, Food and Rural Affairs	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	2.0%	0.0%	-0.8%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.5%
Foreign, Commonwealth and Development Office	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	8.2%
HM Revenue and Customs	8.2%	0.0%	0.0%	0.0%	0.0%	6.2%	0.0%	0.0%	0.0%	0.0%	7.6%	0.0%	0.0%	0.0%	0.0%	6.6%	0.0%	6.6%
HM Treasury	8.2%	0.0%	8.2%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%	8.2%	8.2%
Health and Social Care	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.6%	0.0%	0.0%	-2.4%	0.0%	0.6%
Home Office	0.0%	0.0%	0.0%	0.0%	4.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	4.5%
Justice	8.2%	0.0%	0.0%	0.0%	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	9.0%	0.0%	0.3%
Law Officers' Departments	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Levelling Up, Housing and Communities	1.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.7%
Northern Ireland	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Science, Innovation and Technology	8.2%	0.0%	0.0%	0.0%	0.0%	5.2%	7.4%	6.0%	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	8.7%	0.0%	7.8%
Scotland	100.0%	100.0%	0.0%	0.0%	100.0%	100.0%	100.0%	0.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	0.0%	100.0%
Single Intelligence Account	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%
Small and Independent Bodies	6.0%	0.0%	0.0%	0.0%	8.2%	10.2%	0.0%	0.0%	0.0%	11.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	5.9%
Transport	0.0%	0.0%	0.0%	0.0%	7.9%	6.0%	9.0%	0.0%	0.0%	4.4%	13.7%	0.0%	0.0%	0.0%	0.0%	9.9%	0.0%	4.5%
Wales	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%	0.0%	0.0%	0.0%	0.0%
Work and Pensions	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	8.2%	7.9%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	7.6%	0.0%	7.6%
<b>Total</b>	<b>12.9%</b>	<b>8.2%</b>	<b>8.2%</b>	<b>8.2%</b>	<b>16.2%</b>	<b>8.6%</b>	<b>8.2%</b>	<b>7.6%</b>	<b>13.7%</b>	<b>13.8%</b>	<b>13.1%</b>	<b>5.8%</b>	<b>8.5%</b>	<b>8.1%</b>	<b>5.2%</b>	<b>9.0%</b>	<b>8.2%</b>	<b>8.8%</b>

## Detailed Expenditure Methodology

Table 7: share of UK 2022-23 capital expenditure on services by department and funtion																		
	Public and common services	International services	Public sector debt interest	Defence	Public order and safety	Enterprise and economic development	Science and technology	Employment policies	Agriculture, fisheries and forestry	Transport	Environment protection	Housing and community amenities	Health	Recreation, culture and religion	Education	Social protection	EU transactions	Total
Business and Trade	8.5%	0.0%	0.0%	0.0%	0.0%	5.7%	9.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	5.8%
Cabinet Office	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%
Culture, Media and Sport	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	5.0%	0.0%	0.0%	0.0%	5.0%
Defence	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%
Education	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Energy Security and Net Zero	0.0%	8.2%	0.0%	0.0%	8.2%	5.7%	0.0%	0.0%	0.0%	0.0%	7.8%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	7.3%
Environment, Food and Rural Affairs	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.5%
Foreign, Commonwealth and Development Office	8.2%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%
HM Revenue and Customs	8.2%	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	7.6%
HM Treasury	8.2%	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%
Health and Social Care	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Home Office	0.0%	0.0%	0.0%	0.0%	5.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	5.1%
Justice	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%
Law Officers' Departments	0.0%	0.0%	0.0%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.2%
Levelling Up, Housing and Communities	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%
Northern Ireland	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Science, Innovation and Technology	8.5%	0.0%	0.0%	0.0%	0.0%	5.7%	9.4%	0.0%	0.0%	0.0%	7.8%	0.0%	11.0%	8.5%	0.0%	0.0%	0.0%	6.6%
Scotland	100.0%	0.0%	0.0%	0.0%	100.0%	100.0%	0.0%	0.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	0.0%	100.0%
Single Intelligence Account	0.0%	0.0%	0.0%	8.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%
Small and Independent Bodies	4.8%	0.0%	0.0%	0.0%	8.2%	6.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	4.7%
Transport	6.2%	0.0%	0.0%	0.0%	7.9%	6.0%	9.1%	0.0%	0.0%	4.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	4.7%
Wales	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%
Work and Pensions	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	8.2%	7.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	4.6%	0.0%	5.4%
<b>Total</b>	<b>11.4%</b>	<b>8.2%</b>	<b>0.0%</b>	<b>8.2%</b>	<b>9.4%</b>	<b>13.3%</b>	<b>9.2%</b>	<b>7.3%</b>	<b>12.7%</b>	<b>9.8%</b>	<b>9.8%</b>	<b>14.2%</b>	<b>8.0%</b>	<b>6.3%</b>	<b>5.9%</b>	<b>37.1%</b>	<b>0.0%</b>	<b>9.5%</b>

## Total Managed Expenditure & Accounting Adjustments

The above has described the methodology for deriving total expenditure on services for Scotland. The primary measure of spending used in the public sector finances is total managed expenditure. In order to present total spending for Scotland on this basis, a number of accounting adjustments are included. These are primarily symmetric with adjustments made to revenue data, and so do not necessarily affect the fiscal balances. The accounting adjustments for Scotland are shown in the table below.

<b>Table 8: Expenditure Accounting Adjustment: Scotland</b>			
	<b>£ million</b>		
	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>
Scottish total managed expenditure (TME)	100,275	97,380	106,635
Scottish total expenditure on services (TES)	91,994	89,612	98,793
<b>Scottish accounting adjustment</b>	<b>8,282</b>	<b>7,768</b>	<b>7,843</b>
<b>Percentage of UK accounting adjustment</b>	<b>8.7%</b>	<b>8.9%</b>	<b>9.0%</b>
<b>of which current expenditure:</b>			
Central government capital consumption	2,961	3,050	3,369
Local government capital consumption	1,624	1,680	1,834
Current VAT refunds	1,629	1,913	2,072
Imputed subsidy from Local Authorities to the Housing Revenue Account <sup>1</sup>	142	220	257
Imputed flows for Renewable Obligation Certificates <sup>2</sup>	747	747	802
British Transport Police Service Agreements	12	12	12
Current expenditure residual	738	-56	374
<b>of which capital expenditure:</b>			
Capital VAT refunds	220	239	259
Housing associations	0	0	0
Student loans	262	188	188
Capital expenditure residual	-52	-224	-1,324

<sup>1</sup> The Housing Revenue Account (HRA) is classified as a public corporation by the ONS, which means that they pay dividends on their profits to local authorities. To ensure that these dividends are non-negative, the ONS imputes a subsidy from local authorities to HRAs to cover any shortfall (offset in public corporation gross operating surplus, which scores on the revenue side of the account).

<sup>2</sup> Renewable Obligation Certificates are bought and sold by energy companies. The ONS has decided that these flows should be channelled through central government and so impute offsetting amounts of spending and income.

## Detailed Expenditure Methodology

The table below shows how the accounting adjustments are estimated for Scotland.

<b>Table 9: Apportionments for the expenditure Accounting Adjustments</b>	
<b>Current expenditure:</b>	
Central government capital consumption	Scottish central government capital consumption from ONS Regional Accounts
Local government capital consumption	Scottish local government capital consumption from ONS Regional Accounts
Current VAT refunds	Scottish share of UK government current spending
Imputed subsidy from Local Authorities to the Housing Revenue Account	Scottish share of UK housing revenue account rent
Imputed flows for Renewable Obligation Certificates	Supplied directly by ONS
Local authority pensions	Scottish share of UK public sector GVA
Network Rail	Scottish share of Network Rail Scottish spending from Regulatory Financial Statements
British Transport Police Service Agreements	Scottish share of UK British Transport Police spending
Covid-19 grants to Local Authorities	Scottish Government data for business support grants administered by local authorities
Current expenditure residual	Population share
<b>Capital expenditure:</b>	
Capital VAT refunds	Scottish share of UK government capital spending
Network Rail	Scottish share of Network Rail Scottish spending from Regulatory Financial Statements
Royal Mail Pension Plan	Population share
Housing associations	Outturn data for Scotland
Student loans	Student loans data for Scotland
Capital expenditure residual	Population share

## EU transactions and European Union Budget contributions

While a member of the European Union (EU), the UK contributed to the EU budget and received funding from the EU via a number of programmes. Although the UK left the EU on 31 January 2020, it continued to make payments to, and receive funding from, the EU in 2020-21 under transitional arrangements. These transactions largely ended in 2021-22, although it continues to receive funding for programmes funded under the 2013-2020 Multiannual Financial Framework.

As per the Withdrawal Agreement, the UK continues to make payments for its outstanding commitments through the EU Financial Settlement. However, these payments are not scored as EU transactions, but instead are classed as spending on public and common services.

Further details on the EU Financial Settlement are available from:

[Brexit: the financial settlement - a summary - House of Commons Library \(parliament.uk\)](#)

Scotland did not contribute directly to the EU budget. As shown in the tables below, Scotland is assigned a share of the UK contribution. In contrast, Scotland received funding directly from the EU, through the Common Agricultural Policy, European Structural Funds, and European Regional Development Funding. Actual amounts are used for these items.

### Scotland's Net Contribution to the EU

The apportionments applied to estimates Scotland's transactions with the EU are summarized in the table below.

<b>Table 10: Apportionments for EU transactions and contributions</b>	
<b>Transaction</b>	<b>Apportionment</b>
<b>That score as EU transactions</b>	
GNI based contribution	GNI for Scotland
UK abatement (population share)	Population
VAT-based payments to the EU	VAT
Receipts to cover collection costs of TOR	Population
Public sector EU receipts	Data from Scottish Government Directorate for Financial Management
<b>That do not score as EU transactions</b>	
TOR	Population
EU Financial Settlement	Population

As Scottish GNI excludes income earned by foreign-owned companies operating in the North Sea, estimates of Scotland's GNI are lower than its GDP including the North Sea. Further information is available at:

[Primary income accounts and gross national income \(GNI\): 1998-2021 - gov.scot \(www.gov.scot\)](#)