

Public Spending Statistics 2023

Statistics Jersey: www.gov.je/statistics Published: 27 September 2024

Context

This report presents statistics on general government expenditure in Jersey using the Classification of the Functions of Government (COFOG) system. 1

General government is an internationally comparable definition that consists of central, state and local government and the social security funds controlled by these units. In the Jersey context this therefore includes expenditure from government departments, non-ministerial departments, States funds, Andium Homes Limited and the 12 Parishes (see notes for more detail).

The COFOG system is designed to allow consistent analysis of government spend by set categories, such as health and education, to enable comparisons between jurisdictions and over different time periods. Using this system avoids difficulties in comparisons that can occur when teams and departments are organised differently between jurisdictions or are reorganised over time.

Throughout this report, figures are presented in constant 2023 values (adjusted for inflation to present figures in real terms). The report focuses primarily on the largest areas (referred to as divisions in the COFOG system) of expenditure, however you can find a full breakdown of the groups that make up each division in Appendix A.

This report is prepared in line with the States Assembly approved proposition P94/2019 States' expenditure: classification in accordance with international best practice (gov.je)

Summary

In 2023:

- general government expenditure increased in real terms by 6.3%, or £97.9 million in constant year 2023 prices, to £1,644.2 million
- the biggest drivers of increased real-term expenditure were:
 - o health increased by £51.6 million, driven by increased spending on hospital and outpatient services
 - o public order and safety increased by £14.9 million, largely as a result of a number of major incidents that impacted the Island in 2023
 - o social protection increased by £14.5 million
- almost three-quarters (73%) of all general government expenditure was in the areas of social protection, health and education

In 2022:

- as a proportion of GDP Jersey's total general government expenditure was lower than all OECD countries, apart from Ireland
- Jersey spent more on health than all OECD countries as a proportion of total spend, but less than several countries, including the UK, as a percentage of GDP

¹ See <u>UNSD — Classification Detail</u> - https://unstats.un.org/unsd/classifications/Family/Detail/4



Overall spending

Overall general government expenditure was £1,644.2 million in 2023, which was a real-term annual increase of 6.3%. This increase from 2022 was driven by increased real-term expenditure on health (£51.6 million), public order and safety (£14.9 million) and social protection (£14.5 million).

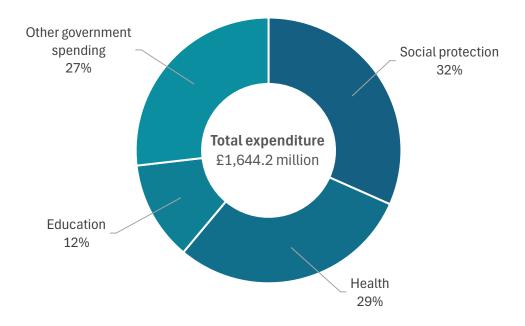
Table 1: General government expenditure was £1,644.2 million in 2023
General government expenditure in constant year 2023 prices, £ million, 2022 to 2023

COFOG division	2022	2023	% Change
General public services	165.0	164.1	-0.6%
Defence	1.7	1.4	-16.4%
Public order and safety	88.2	103.1	16.9%
Economics	68.3	74.4	9.0%
Environmental protection	48.0	52.1	8.6%
Housing and community amenities	9.3	9.0	-3.3%
Health	432.5	484.1	11.9%
Recreation, culture and religion	40.3	37.1	-8.0%
Education	187.3	198.7	6.1%
Social protection	505.7	520.2	2.9%
Total	1,546.3	1,644.2	6.3%

Almost three-quarters (73%) of all general government expenditure is in three main areas of expenditure:

- Social protection which includes the Jersey old age pension, income support and incapacity allowances
- Health which includes spend on hospital services, public health and other medical services
- Education which includes spend on primary, secondary and tertiary education

Figure 1: Almost three-quarters of general government expenditure was in three main areas General government expenditure by COFOG classification group, 2023





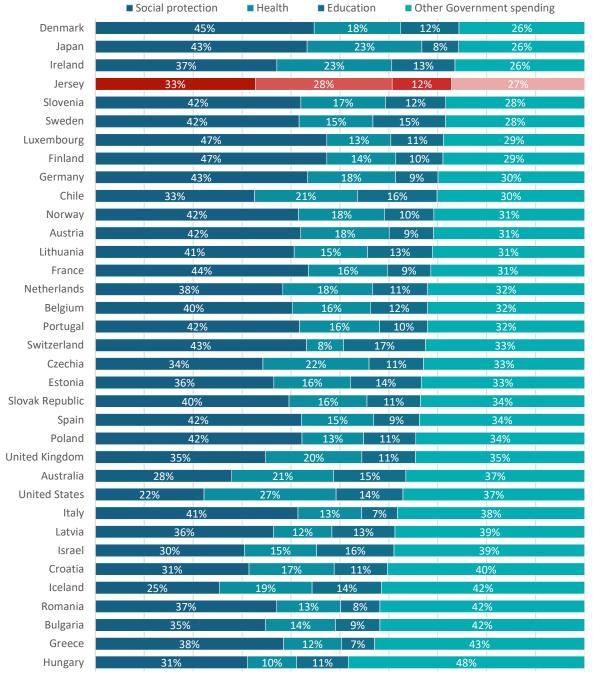
International comparisons

This section compares the proportion of total spend on each of the headline COFOG divisions in Jersey with 34 OECD members or partner countries (see <u>notes</u> for details on these comparisons). These are for 2022, the latest available year for OECD countries.

All OECD countries spend at least 50% of their total expenditure on Education, Health and Social Protection. Just three OECD countries spent a higher proportion of their total government spending on these three areas than Jersey in 2022.

Figure 2: Jersey spends a greater proportion on social protection, health and education than most OECD countries

Proportion of Government expenditure by function in 2022, by country



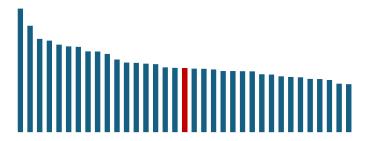
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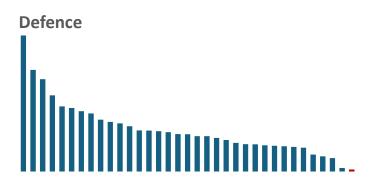
As shown above, Jersey spends a higher proportion on social protection, health and education than most OECD countries. This is driven by a high proportion of spending on health.

The following detail comparative spends on each of the 10 COFOG divisions of spending, with Jersey highlighted in red on the summary charts:

General public services

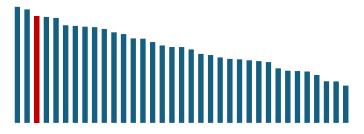


Around 10.7% of the general government expenditure in Jersey was on general public services. This was lower than in 17 OECD countries, including the UK (14.6%). Although it should be noted that this is largely due to lower public debt and associated interest payments than in the majority of OECD countries.



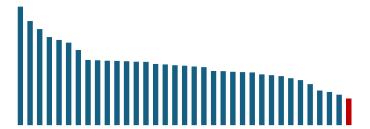
In Jersey 0.1% of general government expenditure is spent on defence. This is lower than any of the comparator nations, but only slightly lower than Iceland (0.2%). Expenditure for Jersey in this category is primarily contributions to the UK for the defence of the Island.

Public order and safety



In 2022 Jersey spent the third highest proportion of expenditure on public order and safety (5.7%) when compared with OECD nations. However, it should be noted that there were a number of major incidents in the Island during 2022 which contributed to an increase in expenditure between 2021 and 2022 in this category for Jersey.

Economic affairs



Jersey spent a lower proportion of government expenditure on economic affairs (4.4%) than in any OECD nation in 2022. OECD countries generally spend relatively higher amounts than Jersey on subsidising at least one of these areas; public transportation; use of fuel and energy; agriculture, fishing and forestry businesses.

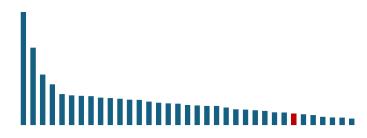


Environmental protection



In 2022 Jersey spent the highest proportion of expenditure on environmental protection (3.1%) when compared with OECD nations². Although it should be noted that certain countries, such as the UK, have privatised waste water management which is not the case in Jersey.

Housing and community amenities



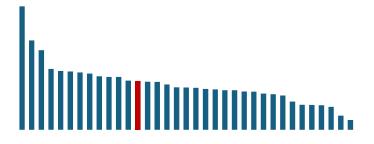
In Jersey around 0.6% of general government expenditure in 2022 was on housing and community amenities. As this COFOG data excludes fixed capital expenditure, this does not include any development of housing.





The proportion of total expenditure spent on health in Jersey during 2022 (28.0%) was higher than in any OECD country. This was the category with the second highest spend in Jersey, which was over 8 percentage points higher than in the UK.

Recreation, culture and religion

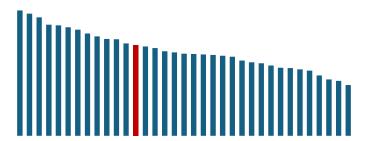


In 2022 around 2.6% of general government expenditure was on recreation, culture and religion.

² The United States are not included in this comparison as environmental protection is not fully split out in OECD COFOG data.

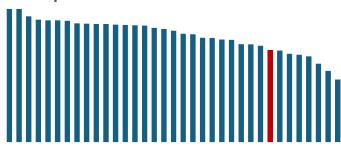






In 2022 around 12.1% of general expenditure was on government education in Jersey. This was 13th highest when compared with the OECD and was 1.1 percentage points higher than in the UK.





Social protection was the category with the highest proportion of general government spending in Jersey during 2022 (32.7%). However, this was lower than in 27 of the 34 OECD comparator nations.

For further international comparisons, see expenditure as a proportion of GDP.



Spending by function

The following sections provide more detailed breakdowns of the three main areas of Government expenditure in Jersey, followed by a breakdown of the remaining spend. See definitions for additional information on the categories used.

Social protection

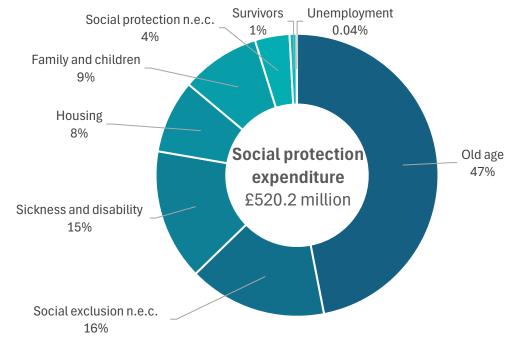
Expenditure on social protection totalled £520.2 million in 2023. This was a real-term increase of 3% (£14.5 million, constant year 2023 prices) when compared to 2022. This was driven by a £4.9 million real-term increase in expenditure linked to old age and a £4.7 million real-term increase in expenditure related to family and children.

Table 2: General government expenditure on social protection General government expenditure on social protection in constant year 2023 prices, £ million, 2022 to 2023

COFOG group	2022	2023	% Change
Sickness and disability	75.1	78.0	3.8%
Old age	239.3	244.1	2.0%
Survivors	4.5	4.2	-6.4%
Family and children	42.6	47.3	11.0%
Unemployment	0.4	0.2	-43.0%
Housing	40.0	43.6	9.1%
Social exclusion n.e.c.	85.0	82.2	-3.3%
R&D social protection	0.0	0.0	0.0%
Social protection n.e.c.	18.9	20.6	9.0%
Division total	505.7	520.2	2.9%

n.e.c. = not elsewhere classified

Figure 3: Old age is the largest area of expenditure in the social protection division General government expenditure on social protection by COFOG classification group, 2023





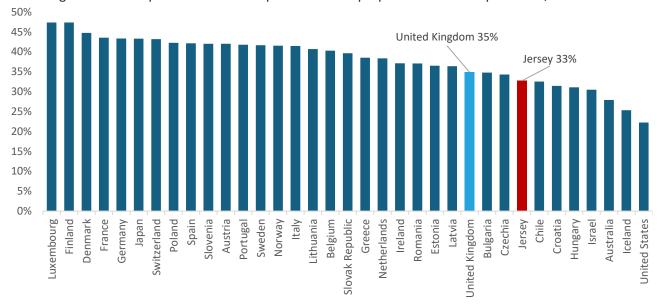
The largest group of expenditure in this division is in the area of support for old age, which represents 47% of total expenditure in this division (£244.1 million) and is the second highest expenditure group across all divisions. This primarily consists of the Jersey old age pension scheme but also includes some smaller areas of expenditure such as the pension plus scheme.

The Jersey income support system consists of separate components covering various areas in a single payment. Government expenditure via income support is therefore categorised in the social exclusion n.e.c. category and represents most of the spending (95%) in this group. This is similar to the application of universal credit in the UK.

International comparisons

General government expenditure on social protection as a proportion of total spend in Jersey is below that of the majority of OECD countries but similar to expenditure by the UK.

Figure 4: Jersey spends a similar proportion of total expenditure on social protection as in the UK General government expenditure on social protection as a proportion of total expenditure, 2022





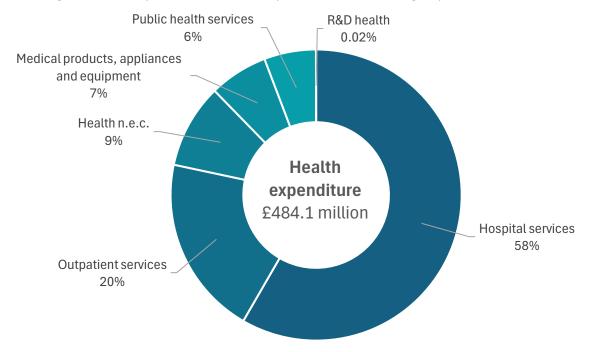
Health

Expenditure on health totalled £484.1 million in 2023. This was a real-term increase of 12% when compared to 2022 (£51.6 million). This was driven by a £30.2 million real-term increase in expenditure on hospital services and a £14.8 million real-term increase in expenditure on outpatient services.

Table 3: General government expenditure on health
General government expenditure on health in constant year 2023 prices, £ million, 2022 to 2023

COFOG group	2022	2023	% Change
Medical products, appliances and equipment	25.7	31.6	22.8%
Outpatient services	82.0	96.8	18.0%
Hospital services	252.3	282.5	12.0%
Public health services	37.8	27.9	-26.4%
R&D health	0.1	0.1	-41.8%
Health n.e.c.	34.5	45.3	31.3%
Division total	432.5	484.1	11.9%

Figure 5: Within health spending hospital services are the largest area of expenditure General government expenditure on health by COFOG classification group, 2023



The largest group of expenditure in this division is in the area of hospital services, which represents 58% of total expenditure in this division (£282.5 million), and was the largest expenditure group across all divisions of spend. This group covers areas of health which mainly provide in-patient services, such as general and specialist hospital expenditure, maternity centres and nursing homes. These figures do not include capital expenditure – see <u>notes</u> for more detail.

Outpatient services cover health expenditure where the individual will likely not be staying overnight. It includes general, specialised, dental and paramedic services that are delivered in specialist medical centres or at an individual's home.

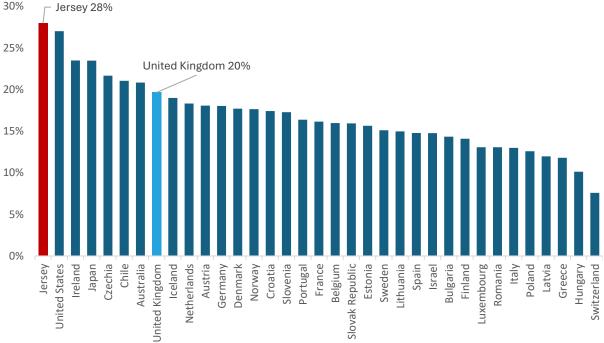


International comparisons

When considered as a proportion of total spending, Jersey spends a higher proportion on health than any OECD country.

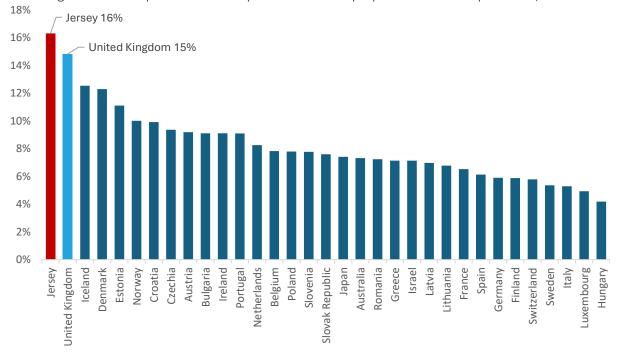
Figure 6: Jersey spends a higher proportion of government expenditure on health than any OECD country

General government expenditure on health as a proportion of total expenditure, 2022



This is primarily caused by the proportion of Government expenditure on hospital services in Jersey being above all OECD nations. Although it is notable that within the category the second highest expenditure is by the UK.

Figure 7: Jersey government spends a higher proportion on hospital services than any OECD country General government expenditure on hospital services as a proportion of total expenditure, 2022





For additional detail on this area of spend and how it compares internationally see expenditure as a proportion of GDP.

Jersey's relatively high health spending will likely be influenced by several factors unique to small island jurisdictions. With a smaller population, fixed healthcare costs, such as maintaining hospitals, specialized medical services, and infrastructure, can represent a larger share of total spending. Additionally, economies of scale are harder to achieve in smaller jurisdictions, which can result in higher per capita costs. Furthermore, attracting and retaining healthcare professionals in a smaller jurisdiction, with a comparatively high cost of living, may require higher wages or additional incentives, contributing to the overall costs of delivery.



Education

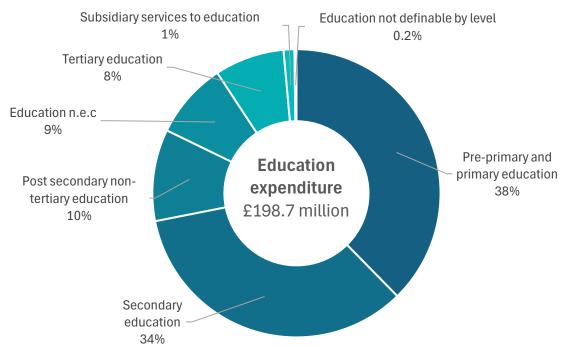
Expenditure on education totalled £198.7 million in 2023. This was a real-term increase of 6% when compared to 2022 (£11.3 million). This was driven by a £7.4 million real-term increase in expenditure on pre-primary and primary education, and a £3.2 million real-term increase in expenditure on secondary education.

Table 4: General government expenditure on education General government expenditure on education in constant year 2023 prices, £ million, 2022 to 2023

COFOG group	2022	2023	% Change
Pre-primary and primary education	67.4	74.8	11.0%
Secondary education	64.2	68.0	6.0%
Post secondary non-tertiary education	20.0	20.5	2.2%
Tertiary education	16.6	15.5	-6.5%
Education not definable by level	0.6	0.5	-28.6%
Subsidiary services to education	1.8	2.4	33.1%
R&D education	0.0	0.0	0.0%
Education n.e.c.	16.6	17.0	2.2%
Division total	187.3	198.7	6.1%

For further details on what is contained within these areas see <u>definitions</u>.

Figure 8: Pre-primary and primary education is the largest area of expenditure on education General government expenditure on education by COFOG classification group, 2023



The largest group of expenditure in this division is in the area of pre-primary and primary education, which represents 38% of total expenditure in this division (£74.8 million).

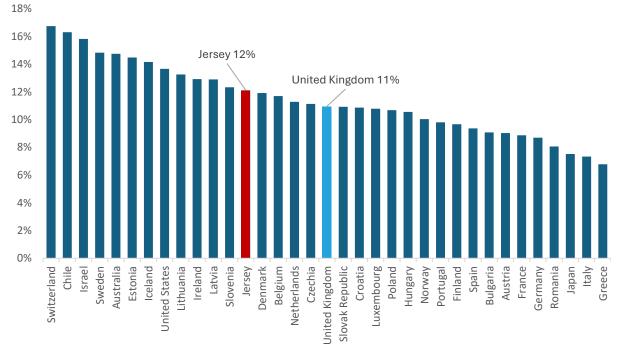


Expenditure on secondary education is only slightly lower than that on pre-primary and primary education, at 34% of total education spend (£68 million).

International comparisons

General government expenditure on education as a proportion of total expenditure in Jersey is above the majority of OECD countries.

Figure 9: Expenditure on education in Jersey is above the majority of OECD countries General government expenditure on education as a proportion of total expenditure, 2022





Other government spending

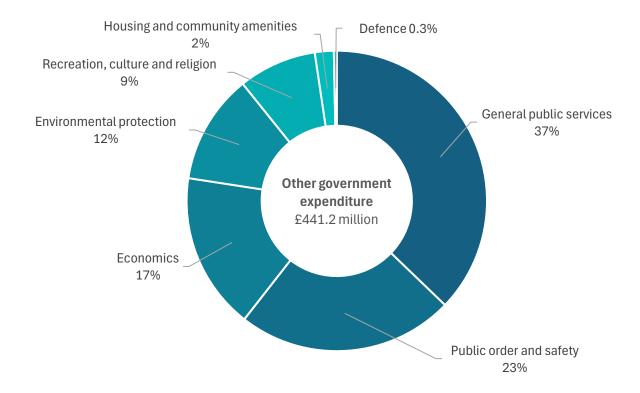
Other areas of general government expenditure totalled £441.2 million in 2023, which was a real-term increase of 5% compared to 2022 (£20.4 million). This increase was driven by higher expenditure on public order and safety (£14.9 million) compared to 2022.

It is notable that expenditure in Jersey is lower than other larger jurisdictions in the areas of defence and public debt (included under general public services). Jersey does not have a formal standing defence force and has comparatively low levels of borrowing when compared to most other countries.

Table 5: General government expenditure on other areas General government expenditure on other areas, £ million, 2022 to 2023, in constant year 2023 prices

COFOG division	2022	2023	% Change
General public services	165.0	164.1	-0.6%
Defence	1.7	1.4	-16.4%
Public order and safety	88.2	103.1	16.9%
Economics	68.3	74.4	9.0%
Environmental protection	48.0	52.1	8.6%
Housing and community amenities	9.3	9.0	-3.3%
Recreation, culture and religion	40.3	37.1	-8.2%
Total	420.8	441.2	4.8%

Figure 10: Of these other areas the largest area of expenditure is in general public services General government expenditure by COFOG classification group, 2023





Summary of other areas of spending

General public services includes core government expenditure such as on HR and IT, which can't be classified to another category. It also includes foreign economic aid, servicing of public debt and States Assembly expenditure.

Public order and safety includes expenditure on police and fire protection services as well as the law courts and prison service. There was notably higher real-term spending in this group as a result of a number of major incidents that either occurred or were being investigated in 2023. The bulk of this increased expenditure was recorded under the fire-protection service and law courts (which holds responsibility for death investigations) groups.

Economics includes government expenditure on general economic affairs and labour relations as well as financial support for industries such as agriculture. It also includes expenditure on transport which includes the maintenance and repair of roads (both Government and Parish owned).

Environmental protection includes waste management, wastewater management, as well as protection of biodiversity and natural landscape.

Recreation culture and religion includes recreation and sporting services, cultural services and religious services. Cultural services includes things such as libraries, museums, art galleries, theatres and historic monuments, either funded directly or through partner organisations.

Housing and community amenities includes administration of planning services and community development, and street lighting. Another category within this division is housing development, however as capital expenditure is excluded within the report the amounts in this section for Jersey were relatively small.

Defence primarily consists of Jersey's contribution to the UK for defence. As Jersey does not maintain a formal standing defence force, expenditure in this area is limited.

For further details of each of these divisions, see Appendix A..



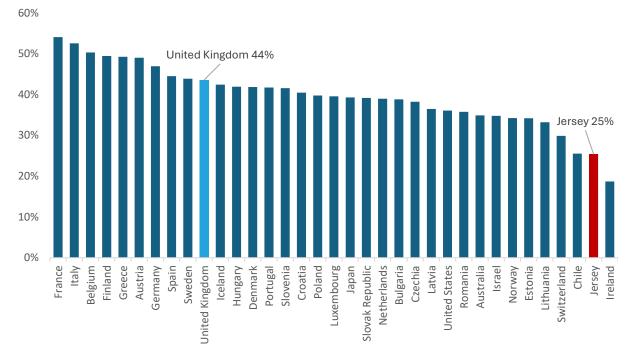
Expenditure as a proportion of GDP

The measure of government spending as a proportion of GDP represents the share of a country's total economic output that is spent by the government. It is calculated by dividing government expenditure by GDP and is expressed as a percentage.

Comparing government spending as a proportion of GDP across countries provides a valuable perspective on how different nations allocate resources relative to the size of their economies. This measure helps to standardize spending levels, allowing for meaningful cross-country comparisons regardless of differences in absolute economic size. It offers insight into each government's fiscal priorities and the extent of public sector involvement in these areas.

As shown below, Jersey's level of total Government expenditure as a proportion of GDP (25%) is lower than most other OECD countries.





Jersey does have some unique features from many of the larger jurisdictions. The Island has a comparatively high GDP per capita, largely as a result of the highly developed financial services sector which significantly adds to the size of the local economy. Jersey also has relatively low expenditure in the areas of defence and public debt which are significant areas of spend in many larger jurisdictions.

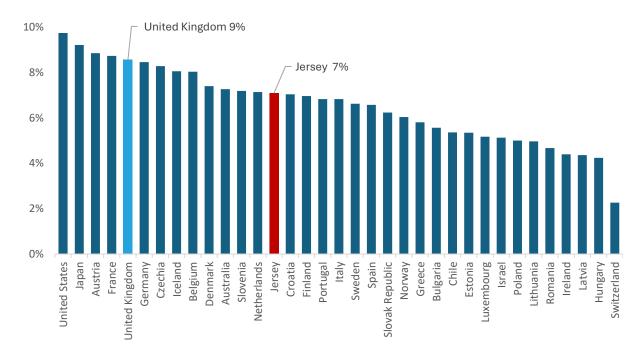
As a result, for most areas of spending, expenditure as a proportion of GDP is generally lower than most OECD countries. See Appendix B for more detail.

The notable exception to this is in the area of health spending, where Jersey's spend as a proportion of GDP is above the majority of OECD countries.



Figure 12: Jersey's Expenditure on health as a proportion of GDP is above the majority of OECD countries

General government expenditure on health as a proportion of GDP, 2022





Notes

The data contained within this report is collated by the Treasury and Exchequer department (T&E). Government expenditure is categorised by T&E using official COFOG guidelines.³ Data checking is then undertaken by Statistics Jersey, in particular quality assuring large fluctuations within divisions and changes to categorisations between years. The final figures for Jersey are agreed by both Statistics Jersey and T&E.

Statistics Jersey converted expenditure figures into real terms and sourced the most applicable international comparisons for the production of this report. As the figures for Jersey do not include gross capital formation and acquisitions, this is removed from OECD comparator countries to provide more comparable results.

To produce real-term figures, RPI(Y) is used as a proxy GDP deflator. This is the same approach adopted in the production of Jersey's national accounts (GDP and GVA) measures.

It should be noted that there has been a change in accounting software used by the Government of Jersey since the previously published figures. As a result of this change there has been some rationalisation of previous business units into new profit centres. These changes will have caused some minor changes in classification of some areas of expenditure due to the associated loss of granularity, however these have been mitigated as far as possible via manual review and where appropriate further apportionment.

In addition, further work has been conducted to better apportion centralised costs to the most relevant areas of expenditure. This will be an area of ongoing continuous improvement in the production of these statistics.

The data is adjusted to remove States' businesses that do not fall within the COFOG definition of the "General Government Sector". This sector is defined as consisting of "resident institutional units which are non-market producers whose output is intended for individual and collective consumption".

This requirement excludes business activities essentially managed on an arm's length basis and where economically significant prices are charged. As a consequence, the following States owned businesses were excluded from these statistics:

- Ports of Jersey Limited
- States of Jersey Development Company Limited
- Jersey Car Parks
- Jersey Fleet Management
- Channel Islands (Jersey) Lottery Fund

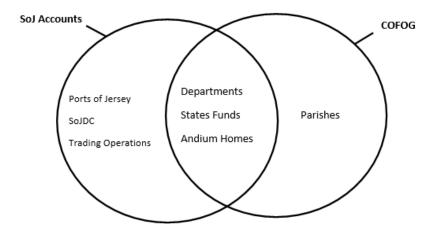
Jersey parishes, though independent of the Jersey government, are regarded as falling within the General Government Sector. Parish expenditure included in this report was extracted from parish accounts and added to the dataset.

Below is a diagram illustrating the comparison between the States of Jersey Group accounting boundary and the entities in-scope for this report.

³ https://ec.europa.eu/eurostat/web/products-manuals-and-guidelines/-/ks-gq-19-010



Figure 13: Illustration of the different reporting boundaries of the States of Jersey Accounts and this report



Expenditure that is not mapped directly to a unique COFOG category is apportioned. For example, centralised costs for human resources and information technology are split out between expenditure groups based on the number of full-time equivalent staff in each department.

Depreciation is a significant, centralised expense which is apportioned based upon individual assets. For the purpose of this report, impairments (reduction in the value of an asset) as a result of revaluation exercises are excluded (this primarily impacts expenditure by Andium Homes who conducted revaluations each year). This is different from the approach taken previously where an adjustment was made to spread impairment charges over the period between valuations. This is an area of ongoing work and will be reviewed further in subsequent reports.



Definitions

The following details definitions relevant to the main categories in this report:

Social protection

Sickness and disability consists of payments to individuals and organisations for the care and protection of people with an illness or disability such as short term and long term incapacity benefits.

Old age consists of pensions and other payments to individuals in receipt of the old age pension.

Survivors consists of survivors' pensions.

Family and children consists of benefits and benefits in kind, to households with dependent children, for example, paternity payments as well as children in care.

Unemployment consists of the administration of unemployment support and payments specifically for unemployment.

Housing consists of benefits in kind to help households meet the cost of housing.

Social exclusion n.e.c. consists of social protection in the form of cash benefits and benefits in kind to persons who are at risk of social exclusion, for example those on low incomes. Most of the expenditure in this group consists of the Jersey income support system (all components).

R&D social protection consists of administration and operation of government agencies engaged in applied research and experimental development related to social protection.

Social protection n.e.c. consists of government expenditure on social protection not classified in one of the above categories.

Health

Medical products, appliances and equipment consists of medications and equipment given to individuals or households for use outside of a specialist medical facility, for example prescriptions from a pharmacy.

Outpatient services consists of health expenditure where the individual will likely not be staying overnight. It includes general, specialised, dental and paramedic services that are delivered in specialist medical centres or at an individual's home.

Hospital services consists of areas of health which mainly provide in-patient services, such as general and specialist hospital expenditure, maternity centres and nursing homes.

Public health services consists of healthcare generally aimed at prevention of illness, for example immunisations.

R&D health consists of administration and operation of government agencies engaged in applied research and experimental development related to health.

Health n.e.c. consists of government expenditure on health not classified in one of the above categories.

Education

Pre-primary education consists of education for those children under 5 years of age.

Primary education consists of education for children aged 5-11.

Secondary education consists of education for children aged 12-18.

Post-secondary non-tertiary education consists of education beyond secondary level but not at tertiary level (in Jersey this is largely provided by Highlands College).

Tertiary education – higher education, first degree or above (in Jersey this largely consists of Student Finance payments in respect of education provided off Island but will also include some on Island degrees).

Education not definable by level - consists mainly of adult and community learning that does not need any prior qualification.



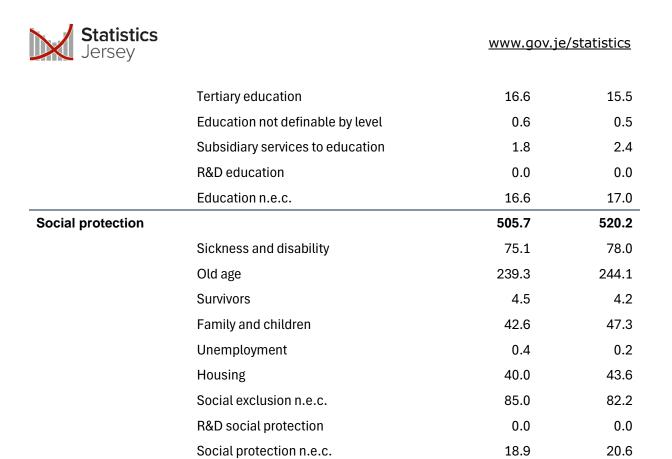
Appendix A: Detailed functional breakdown of expenditure

Table 6: General government expenditure General government expenditure in **constant year 2023 prices**, £ million, 2022 to 2023

Division	Group	2022, £ million	2023, £ million
General public services		165.0	164.1
	Executive, financial, fiscal and external affairs	61.4	55.5
	Foreign economic aid	15.6	17.8
	General government services	62.9	62.9
	Basic research	0.0	0.0
	R&D general public services	0.0	0.0
	General public services n.e.c.	0.5	0.3
	Public debt transactions	24.6	27.5
	Transfers between different levels of government	0.0	0.0
Defence		1.7	1.4
	Military defence	1.3	1.0
	Civil defence	0.4	0.4
	Foreign military aid	0.0	0.0
	R&D defence	0.0	0.0
	Defence n.e.c.	0.0	0.0
Public order and safety		88.2	103.1
	Police services	38.0	37.3
	Fire-protection services	6.9	13.6
	Law courts	20.8	25.3
	Prisons	14.0	15.2
	R&D public order and safety	0.0	0.0
	Public order and safety n.e.c.	8.4	11.7
Economics		68.3	74.4
	General economic, Commercial and labour affairs	23.3	22.7
	Agriculture, forestry, fishing and hunting	3.2	4.8
	Fuel and energy	0.0	0.0
	Mining, manufacturing and construction	0.0	0.0
	Transport	28.4	32.9
	Communication	0.0	0.0



	Other industries	13.3	14.0
	R&D economic affairs	0.0	0.0
	Economic affairs n.e.c.	0.0	0.0
Environmental protection		48.0	52.0
	Waste management	24.0	24.5
	Waste water management	14.8	14.3
	Pollution abatement	0.6	2.6
	Protection of biodiversity and landscape	5.4	5.9
	R&D environment protection	0.0	0.0
	Environment protection n.e.c.	3.2	4.8
Housing and community amenities		9.3	9.0
	Housing development	0.0	0.0
	Community development	3.2	2.4
	Water supply	0.0	0.0
	Street lighting	0.4	0.3
	R&D housing and community amenities	0.0	0.0
	Housing and community amenities n.e.c.	5.7	6.3
Health		432.5	484.1
	Medical products, appliances and equipment	25.7	31.6
	Outpatient services	82.0	96.8
	Hospital services	252.3	282.5
	Public health services	37.8	27.9
	R&D health	0.1	0.1
	Health n.e.c.	34.5	45.3
Recreation, culture and religion		40.3	37.1
	Recreational and sporting services	18.7	17.1
	Cultural services	14.3	14.2
	Broadcasting and publishing services	0.0	0.0
	Religious and other community services	7.1	5.7
	R&D recreation, culture and religion	0.0	0.0
	Recreation, culture and religion n.e.c.	0.2	0.2
Education		187.3	198.7
	Pre-primary and primary education	67.4	74.8
	Secondary education	64.2	68.0
	Post secondary non-tertiary education	20.0	20.5



Total

1,546.3

1,644.2



Appendix B: Additional data tables

Additional data tables that support this report are available on the Government Open Data platform:

https://opendata.gov.je/dataset/new resource/public-spending-statistics