

Appropriation Account 2025

Vote 27

International Co-operation

Introduction

As Accounting Officer for Vote 27, I am required each year to prepare the appropriation account for the Vote, and to submit the account to the Comptroller and Auditor General for audit.

In accordance with this requirement, I have prepared the attached account of the amount expended in the year ended 31 December 2025 for certain official development assistance, including certain grants, and for contributions to certain international organisations involved in development assistance and for the salaries and expenses in connection therewith.

The expenditure outturn is compared with the sums granted by Dáil Éireann under the Appropriation Act 2025, including the amount that could be used as appropriations-in-aid of expenditure for the year.

A surplus of €3.12 million is liable for surrender to the Exchequer.

The statement of accounting policies and principles and notes 1 to 7 form part of the account.

Statement of accounting policies and principles

The standard accounting policies and principles for the production of appropriation accounts, as set out by the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation in circular 25 of 2025, have been applied in the preparation of the account. This includes the application of a number of Central Government Accounting Standards (CGAS) brought into effect for periods of account commencing from 1 January 2025.

To facilitate the transition of the appropriation account to the CGAS, International Co-operation have received derogations in respect of CGAS 17, Property, Plant and Equipment as follows.

Buildings have not been depreciated in 2024 or 2025. The revaluation surplus at 31 December 2024 and 31 December 2025 has not been disclosed.

In accordance with CGAS 17, depreciation will be applied on the revalued amounts of buildings from 1 January 2026, and the revaluation surplus at 31 December 2026 will be disclosed separately in the 2026 appropriation account.

Land and buildings

The carrying value of land and buildings included in capital assets is based on a valuation exercise carried out every seven years, with subsequent additions and improvements to land and buildings carried at cost. The revaluation method used is the current market value based on local market conditions. There is no depreciation on land or buildings.

Depreciation of other capital assets

Depreciation of property, plant and equipment is calculated and charged in accordance with CGAS 17 Property, Plant and Equipment.

The useful lives and associated rates of depreciation/amortisation for major classes of capital assets are as follows.

<i>Asset class</i>	<i>Useful life</i>	<i>Rate of depreciation</i>
Equipment	5 years	20%
Furniture and fittings	10 years	10%
Vehicles	5 years	20%

Foreign exchange transactions

Transactions arising in foreign currencies are translated into euro at the rate of exchange prevailing at the date of settlement. At programme country mission level, transactions arising in foreign currencies are translated into euro at the market rate of exchange prevailing at the beginning of that month. Unrealised exchange differences arising from the revaluation of year end foreign currency balances are recognised in the state funding account at the year end.

Grant refunds

Refunds of grants which were funded out of the bilateral co-operation and humanitarian assistance fund are returned to the fund on receipt.

Statement on internal financial control

Responsibility for system of internal financial control

As Accounting Officer, I acknowledge my responsibility for ensuring that an effective system of internal financial control is maintained and operated by the Department.

This responsibility is exercised in the context of the resources available to me and my other obligations as Secretary General.

Also, any system of internal financial control can provide only reasonable and not absolute assurance that assets are safeguarded, transactions authorised and properly recorded, and that material errors or irregularities are either prevented or would be detected in a timely manner. Maintaining the system of internal financial controls is a continuous process and the system and its effectiveness are kept under ongoing review.

Assurance on shared services

Payroll, expenses and human resource functions are provided on a shared services basis by the National Shared Services Office. The Accounting Officer of the National Shared Services Office is responsible for the operation of controls within the shared services centres.

The Accounting Officer for the National Shared Services Office has provided me with a letter of assurance on the internal control and audit arrangements and reports on the audits of the operation of controls during 2025.

I take assurance from the system of control within the National Shared Services Office as reported to me by the Accounting Officer for that Office.

Financial control environment

A control environment comprising the following elements is in place.

- Financial responsibilities have been assigned at management level with corresponding accountability.
- Reporting arrangements have been established at all levels where responsibility for financial management has been assigned.
- Formal procedures have been established for reporting significant control failures and ensuring appropriate corrective action.
- There is an Audit Committee to advise me in discharging my responsibilities for the internal financial control system.
- Procedures for key business processes have been documented.
- There are systems in place to safeguard the assets.

Administrative controls and management reporting

A framework of administrative procedures and regular management reporting is in place, including segregation of duties and a system of delegation and accountability. This includes the following elements.

- There is an appropriate budgeting system with an annual budget which is kept under review by senior management.
- There are regular reviews by senior management of periodic and annual financial reports which indicate financial performance against forecasts.
- A risk management system operates within the Department.
- There are systems aimed at ensuring the security of the ICT systems.
- There are appropriate capital investment control guidelines and formal project management disciplines.
- There is in place a counter-fraud policy, which supports combatting, reporting of and responding to incidences of suspected fraud that may occur in the Department, the mission network and grant partner organisations.

Internal Audit and Audit Committee

The Department has an internal audit function with appropriately qualified and trained personnel, which operates in accordance with a written charter which I have approved. Its work is informed by analysis of the risks to which the Department is exposed. Its rolling and annual internal audit plans, which are approved by me and agreed by the Audit Committee, are based on this analysis. These plans aim to cover the key controls on a rolling basis over a reasonable period. The internal audit function is reviewed periodically by me and by the Audit Committee. I have put procedures in place to ensure that the reports of the internal audit function are followed up.

Procurement

The Department ensures that there is an appropriate focus on good procurement practice in the award of all contracts and that procedures are in place to ensure compliance with all relevant guidelines. Expenditure on goods and professional and other contracted services amounted to a total of €13.1 million in 2025.

The Department has provided details of one non-competitively procured contract in excess of €25,000 in the annual return in respect of circular 40/2002 to the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation.

Non-compliance with procurement rules

The Department complied with the guidelines with the exception of one contract in excess of €25,000 (exclusive of VAT). The contract (€74,300 inclusive of VAT) which had previously been awarded under a competitive tender process was extended beyond the original contract date without a competitive process. This contract was tendered in 2025 and is now compliant.

The above contract has been included in the 40/2002 annual return referenced above.

Missions' tax compliance

It is the Department's policy to comply with local tax and social insurance obligations where Ireland's diplomatic missions are located. Compliance with the tax obligations of host countries is reviewed on an ongoing basis by both Finance Unit and Human Resources Division, through desktop reviews by teams at headquarters and by regular mission visits. In addition, the Department's annual externally conducted audit of the larger bilateral missions includes a review of compliance with local tax obligations. The Department also includes awareness raising on local tax and social insurance obligations as part of its training programme for staff in advance of overseas postings.

In addition, appropriately qualified accountants and internal auditors in the larger bilateral missions keep this compliance under review.

Multilateral structural changes

The Department of Foreign Affairs and Trade continues to follow closely changes in levels of official development assistance (ODA), not just as a result of the decision by the US administration to close down USAID, but from a number of other significant donors as well. Ireland's missions, particularly in developing countries, have been monitoring developments closely, in terms of policy changes and the impact on our aid partnerships and programmes on the ground. We are maintaining regular contact with our partners, including with governments in developing countries, other international donors, UN and other multilateral agencies, Irish development NGOs and international NGOs.

The shocks caused by cuts in US and other donor funding are global in scale. In this respect, we will continue to engage in global level reviews to assess the level and impact of the changes, and support initiatives such as the OECD Development Assistance Committee's ODA projection survey proposal, as a follow on to 2025's detailed assessment of the scale and impact of ODA cuts globally. A detailed exercise was also undertaken by MOPAN (Multilateral Performance Network) with a report produced in November 2025 and we will support any further updates of this. Our engagement in the EU and in groups such as the Nordic+ Development Directors General group, which Ireland has chaired for the past year, gives us an insight into changes at a global level. We will also work to promote a focus on development cooperation during Ireland's EU Presidency, and discussions at political level on global considerations on the future of development cooperation after 2030, the target date for the UN Sustainable Development Goals.

We are clear that it will not be feasible for Ireland to fill the major funding gaps caused by the reductions made by other donors. This has led to some changes in budget allocations at Unit level for 2026. In 2026, we have committed to review a large number of our partnerships to consider where it makes most sense for Ireland to provide its support. This is with a view to making decisions on each item in advance of the 2027 budget allocations. As part of this process, we will host meetings of Heads of Cooperation (in Dublin in April) followed by Heads of Mission (in Lilongwe in May), and the Senior Management Group of the Development Co-ordination and Africa Division focuses on developments in all of its twice-monthly meetings.

Significant financial risks

By its nature, development assistance carries inherent risks, which I acknowledge and seek to manage and mitigate. Robust controls are in place at head office, as outlined above, which are supplemented by additional controls in partner countries as set out below.

Enhancing internal control environment

In addition to the controls in place at head office, the following controls are operated in partner countries to mitigate the risks inherent in development assistance.

- Embassies, in addition to the ambassador, have managers with designated responsibility for the management of the aid programme.
- In addition to the ambassador, the embassy management structure includes appropriately qualified and experienced development specialists and programme managers/advisers.
- The Embassy Strategy Management Cycle Guidance outlines the four phases of the strategy from analysis, formulation, implementation and evaluation; with evidence generation, monitoring and learning as integral parts of each phase. The approach to mission strategies covers Ireland's political, trade and development interests as relevant to the context. The Strategy period is usually 5 or 6 years, but may be shorter if deemed necessary. Each mission strategy is reviewed through internal and independent external quality assurance processes prior to approval; is subject to a mid-term review process; and is ordinarily assessed via a final independent evaluation in advance of the next strategy cycle. Force majeure or other exceptional circumstances are managed on a case-by-case basis.
- Robust annual business planning processes are in place at all missions to ensure effective planning as well as a risk matrix and associated controls to manage these risks. Business plans and risk registers are developed in consultation with head office, and are monitored and updated, as necessary, on a regular basis. Significant mission risks are reported upward to the Risk Management Committee and Management Board in line with the Department's Risk Management Policy.
- Each embassy has a locally-based finance function, led by an appropriately qualified head of finance, who reports both to the ambassador and to the Finance Division at head office.
- A detailed financial procedures manual is in place which sets out the procedures to be followed in respect of all administration and grant-related transactions.

- Internal auditors are in place in a number of embassies with larger ODA budgets, reporting directly to the ambassador, and whose internal audit work is undertaken as part of the Department's overall evaluation and audit strategy/work plan which is managed by the Department's independent Evaluation and Audit Unit. The Evaluation and Audit Unit oversees the work and ensures that it is undertaken in accordance with the Global Internal Audit Standards. In addition, some larger embassies are subject to an annual internal financial audit carried out by third party firms of auditors.

In addition, in respect of head office payments for overseas development assistance (including humanitarian, multilateral and civil society funding), robust business planning mechanisms are in place, including approval of the overall budget by the Interdepartmental Committee for Development Assistance, monitoring of expenditure by the Senior Management Group at least monthly, and robust pre and post disbursement grant management procedures.

Continued emphasis is placed on ensuring there is robust risk management system in operation across the aid programme, including controls to alert management to changes in the perceived risk profile of any aspect of the programme so that appropriate action can be taken at the earliest opportunity.

This also includes actively monitoring and mitigating against new, evolving risks relating to global ODA cuts and their implications on Ireland's partner countries and organisations. The Department will continue to collaborate across head office and mission networks, engage with partner organisations and the NGO sector to understand changing contexts. Working closely with likeminded donors, the Department will continue to advance Ireland's development priorities in all appropriate forums. The Department is developing positions in relation to reform discussions at the United Nations and across the multilateral system (known as UN80).

All grants, disbursed by head office and missions, are awarded and monitored using the Standard Approach to Grant Management, which should ensure consistency of approaches to grant management across the programme. The Department continues to strengthen its grant management control processes in this regard.

I am committed to ensuring that we continue to review and strengthen where necessary, our systems of risk identification and management and to ongoing monitoring and audit to minimise the potential for the misuse of funds in the future.

Grant commitments

The Department is in the process of implementing an electronic grant management system to track all grant commitments and provide up-to-date information on the obligations of the Department in relation to such contractual commitments. Pending full implementation of this system, the detailed disclosure sought in the appropriation accounts of the movement on grant commitments could not be provided. However, an estimate of the obligations outstanding at 31 December 2025 has been provided in note 2.9.

Risk and control framework

The Department has implemented a risk management system which identifies and reports key risks, their ownership and the management actions being taken to address and, to the extent possible, to mitigate those risks.

A risk register is in place which identifies the key high-level risks facing the department and these have been identified, evaluated and graded according to their significance.

These risks are reviewed by the Risk Management Committee and the Management Board and updated on a regular basis.

The Evaluation and Audit Unit also carries out periodic reviews of the Department's risk management system as part of its rolling evaluation and audit work plan.

The risk register details the controls and actions needed to mitigate risks and responsibility for operation of controls assigned to specific staff.

Ongoing monitoring and review

Formal procedures have been established for monitoring control processes and control deficiencies are communicated to those responsible for taking corrective action and to management and the Risk Management Committee and the Management Board. I confirm that key risks and related controls have been identified and processes have been put in place to monitor the operation of those key controls and report any identified deficiencies.

Review of effectiveness

The Department has procedures to monitor the effectiveness of its risk management and control procedures. These include regular meetings of the Risk Management Committee, comprising Heads of Business Units and chaired by the Chief Risk Officer, which advises the Management Board. The Department's monitoring and review of the effectiveness of the system of internal financial control is informed by the work of the internal and external auditors and the senior management within the Department responsible for the development and maintenance of the internal financial control framework.

Internal financial control issues

No weaknesses in internal financial control were identified in relation to 2025 that require disclosure in the appropriation account.

Joe Hackett

Accounting Officer

International Co-operation

27 March 2026

Comptroller and Auditor General Report for presentation to Dáil Éireann

Vote 27 International Co-operation Opinion on the appropriation account

I have audited the appropriation account for Vote 27 International Co-operation for the year ended 31 December 2025 under section 3 of the Comptroller and Auditor General (Amendment) Act 1993.

In my opinion, the appropriation account

- properly presents the receipts and expenditure of Vote 27 International Co-operation for the year ended 31 December 2025, and
- has been prepared in the form prescribed by the Minister for Public Expenditure, Infrastructure, Public Service Reform and Digitalisation.

Basis of opinion

I conducted my audit of the appropriation account in accordance with the International Standards on Auditing (ISAs) as promulgated by the International Organisation of Supreme Audit Institutions. My responsibilities under those standards are described in the appendix to this report. I am independent of the Department of Foreign Affairs and Trade and have fulfilled my other ethical responsibilities in accordance with the standards.

I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Report on the statement on internal financial control, and on other matters

The Accounting Officer has presented a statement on internal financial control together with the appropriation account. My responsibilities to report in relation to the information in the statement, and on certain other matters upon which I report by exception, are described in the appendix to this report.

Reporting on matters connected to Vote 27

Chapter 17 of my *Report on the Accounts of the Public Services* for 2025 examines the provision of climate financing to developing countries. The majority of such financing issues from Vote 27.

Seamus McCarthy
Comptroller and Auditor General

2 September 2026

Appendix to the report of the Comptroller and Auditor General

Responsibilities of the Accounting Officer

The Accounting Officer is responsible for

- the preparation of the appropriation account in accordance with section 22 of the Exchequer and Audit Departments Act 1866
- ensuring the appropriation account complies with the requirements of the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation's *Public Financial Procedures*, and with other directions of the Minister for Public Expenditure, Infrastructure, Public Service Reform and Digitalisation
- ensuring the regularity of transactions, and
- implementing such internal control as the Accounting Officer determines is necessary to enable the preparation of the appropriation account free from material misstatement, whether due to fraud or error.

Responsibilities of the Comptroller and Auditor General

I am required under section 3 of the Comptroller and Auditor General (Amendment) Act 1993 to audit the appropriation account and to report thereon to Dáil Éireann stating whether, in my opinion, the account properly presents the receipts and expenditure related to the vote.

My objective in carrying out the audit is to obtain reasonable assurance about whether the appropriation account is free from material misstatement due to fraud or error. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with the ISAs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of the appropriation account.

As part of an audit in accordance with the ISAs, I exercise professional judgment and maintain professional scepticism throughout the audit. In doing so,

- I identify and assess the risks of material misstatement of the appropriation account whether due to fraud or error; design and perform audit procedures responsive to those risks; and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- I obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the internal controls.
- I assess whether the accounting provisions of the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation's *Public Financial Procedures* have been complied with.

I communicate with the Accounting Officer regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

I report by exception if, in my opinion,

- I have not received all the information and explanations I required for my audit, or
- the accounting records were not sufficient to permit the appropriation account to be readily and properly audited, or
- the appropriation account is not in agreement with the accounting records.

Appendix to the report of the Comptroller and Auditor General (continued)**Reporting on the statement on internal financial control**

My opinion on the appropriation account does not cover the Accounting Officer's statement on internal financial control, and I do not express any form of assurance conclusion thereon.

In connection with my audit of the appropriation account, I am required under the ISAs to read the statement on internal financial control and, in doing so, consider whether the information contained therein is materially inconsistent with the appropriation account or with knowledge obtained during the audit, or if it otherwise appears to be materially misstated. If, based on the work I have performed, I conclude that there is a material misstatement, I am required to report that fact.

Reporting on other matters

I seek to obtain evidence about the regularity of financial transactions in the course of audit. I am required to report under section 3 of the Comptroller and Auditor General (Amendment) Act 1993 if I identify any material instance where public money has not been applied for the purposes intended or where transactions did not conform to the authorities governing them.

I am also required under the 1993 Act to prepare, in each year, a report on such matters arising from my audits of the appropriation accounts as I consider appropriate. In such cases, the audit reports on the relevant appropriation accounts refer to the relevant chapter(s) in my annual *Report on the Accounts of the Public Services*.

Vote 27 International Co-operation

Appropriation Account 2025

		2025	2024
	Estimate provision	Outturn	Outturn
	€000	€000	€000
Programme expenditure			
A Work on poverty and hunger reduction	810,349	807,862	773,485
Gross expenditure	810,349	807,862	773,485
<i>Deduct</i>			
B Appropriations-in-aid	1,200	1,834	1,786
Net expenditure	809,149	806,028	771,699

Surplus

The surplus of the amount provided over the net amount applied is liable for surrender to the Exchequer.

	2025	2024
	€	€
Surplus to be surrendered	3,121,132	2,619,978

Joe Hackett
Accounting Officer
International Co-operation

27 March 2026

Notes to the Appropriation Account

Note 1 Operating Cost Statement 2025

	2025	2024
	€000	€000
Programme cost	761,888	730,063
Pay	28,342	26,317
Non pay	17,632	17,105
Gross expenditure	807,862	773,485
<i>Deduct</i>		
Appropriations-in-aid	1,834	1,786
Net expenditure	806,028	771,699
Changes in capital assets		
<i>Property, plant and equipment (note 2.1)</i>		
Purchases	(433)	
Depreciation	369	
Disposals cash	33	
Profit on disposals	(32)	
	(63)	(399)
Changes in net current assets		
Increase in prepayments	(76)	
Increase in accrued expenses	197	
Loss on exchange differences ^a	224	
	345	1,070
Direct voted expenditure	806,310	772,370
Expenditure borne elsewhere		
Net allied services expenditure (note 1.1)	964	241
Net programme cost	807,274	772,611

Note ^a From 2025, in accordance with CGAS 4, unrealised exchange differences are treated as a movement on the State funding account.

1.1 Net allied services expenditure

The net allied services expenditure amount is made up of the following amounts in relation to Vote 27 borne elsewhere. ^a

		2025	2024
		€000	€000
Vote 13	Office of Public Works	908	211
Vote 18	National Shared Services Office	56	30
		964	241

Note ^a Staff pensions incurred in respect of this Vote and charged to Vote 12 Superannuation and Retired Allowances are recognised on the Vote 28 net allied services note.

Note 2 Statement of Financial Position as at 31 December 2025

	Note	2025 €000	2024 €000
Capital assets			
Property, plant and equipment	2.1	24,641	15,580
		24,641	15,580
Current assets			
Bank and cash	2.2	8,322	4,555
Prepayments	2.3	2,532	2,456
Other debit balances	2.4	327	1,316
		11,181	8,327
<i>Less</i>			
Current liabilities			
Accrued expenses	2.5	1,550	1,353
Other credit balances	2.6	1,537	1,029
Net Exchequer funding	2.7	2,122	(840)
Bilateral and other co-operation fund (grant) account	7.1	5,214	5,682
		10,423	7,224
Net current assets		758	1,103
Net assets		25,399	16,683
Represented by:			
State funding account	2.8	25,399	16,683

2.1 Property, plant and equipment

	Buildings	Equipment	Furniture and fittings	Vehicles	Total
	€000	€000	€000	€000	€000
Cost or valuation					
At 1 January 2025	14,560	1,037	292	3,964	19,853
Additions	—	14	—	419	433
Disposals	—	(42)	(20)	(70)	(132)
Transferred from Vote 28 ^a	8,998	—	—	—	8,998
At 31 December 2025	23,558	1,009	272	4,313	29,152
Accumulated depreciation					
At 1 January 2025	—	952	260	3,061	4,273
Depreciation for the year	—	37	11	321	369
Depreciation on disposals	—	(42)	(19)	(70)	(131)
At 31 December 2025	—	947	252	3,312	4,511
Net assets					
At 31 December 2025	23,558	62	20	1,001	24,641
At 31 December 2024	14,560	85	32	903	15,580

Note ^a The cost of construction of the new Chancery in Abuja, Nigeria totalling €8,998,000 was transferred to Vote 27 International Co-operation from Vote 28 Foreign Affairs and Trade on completion of the building.

2.2 Bank and cash

at 31 December	2025	2024
	€000	€000
PMG balances	5,380	2,226
Commercial bank account balance	313	314
Mission bank balances and cash	2,629	2,015
	8,322	4,555

2.3 Prepayments

at 31 December	2025	2024
	€000	€000
Mission rents	1,333	1,250
Other	1,199	1,206
	2,532	2,456

2.4 Other debit balances

at 31 December	2025	2024
	€000	€000
Other debit balances	327	1,179
Unrealised exchange difference ^a	—	137
	327	1,316

Note ^a In 2024, unrealised exchange differences were treated as a movement in the statement of financial position. From 2025, these differences are treated as a movement on the State funding account in accordance with CGAS 4.

2.5 Accrued expenses

at 31 December	2025	2024
	€000	€000
Administration expenses	263	225
Payroll related accruals	1,287	1,128
	1,550	1,353

2.6 Other credit balances

at 31 December	2025	2024
	€000	€000
Amounts due to the State		
Professional services	69	29
withholding tax		
Value added tax	49	26
	118	55
Other credit balances	1,419	974
	1,537	1,029

2.7 Net Exchequer funding

at 31 December	2025	2024
	€000	€000
Surplus to be surrendered	3,121	2,620
Exchequer grant undrawn	(999)	(3,460)
Net Exchequer funding	2,122	(840)
Represented by:		
Debtors		
Bank and cash	8,322	4,555
Debit balances	327	1,316
Unrealised exchange difference	224	—
	8,873	5,871
Creditors		
Due to the State	(118)	(55)
Other credit balances	(1,419)	(974)
Bilateral and other co-operation fund (grant) account	(5,214)	(5,682)
	(6,751)	(6,711)
	2,122	(840)

2.8 State funding account

	Note	2025	2024
		€000	€000
Balance at 1 January		16,683	18,145
Disbursements from the Vote			
Estimate provision	Account	809,149	
Surplus to be surrendered	Account	(3,121)	
Net vote		806,028	771,699
Expenditure borne elsewhere	1.1	964	241
Non-cash item: capital asset transferred from Vote 28	2.1	8,998	(791)
Net programme cost	1	(807,274)	(772,611)
Balance at 31 December ^a		25,399	16,683

Note ^a From 2025, unrealised foreign exchange differences are treated as a movement on the State funding account.

2.9 Commitments

	2025	2024
	€000	€000
Global commitments at 31 December		
Procurement of goods and services, including rental commitments	1,606	2,458
Non-capital grant programmes	403,062	588,662
Total of legally enforceable commitments	404,668	591,120

2.10 Operating leases

	2025	2024
	€000	€000
at 31 December		
Property lease expense	2,342	1,977

2.11 Impact of accounting policy changes

Commencing from 1 January 2024, central government accounting standards (CGAS) are being implemented on a phased basis. The implementation had the following impact on the State funding balance in the year of account.

	2025	2024
	€000	€000
Unrealised exchange rate differences ^a	—	137
Holiday accrual ^b	—	(427)
Payroll accrual ^b	—	(701)
	<u>—</u>	<u>(991)</u>

Note ^a CGAS 4 The Effects of Changes in Foreign Exchange Rates

^b CGAS 39A Employee Benefits Part A

Note 3 Vote Expenditure

Analysis of administration expenditure

Administration expenditure set out below is included in Programme A to present complete programme costings.

		2025	2024
	Estimate provision	Outturn	Outturn
	€000	€000	€000
i	Salaries, wages and allowances	28,260	26,317
ii	Travel and subsistence	3,000	2,421
iii	Training and development	500	424
iv	Operational services, supplies and sundry equipment	3,850	3,344
v	Digital capital investment and IT expenses	1,300	1,124
vi	Premises expenses	7,100	5,921
vii	Policy reviews, consultancy services and research	500	245
viii	Promotional and posting supports	3,800	3,626
	48,310	45,974	43,422

Significant variations

The following notes outline the reasons for significant variations (at least +/- 25% and €100,000) in administration expenditure.

vii Policy reviews, consultancy services and research

Estimate provision €500,000; outturn €115,000

The decrease of €385,000 on policy reviews, consultancy services and research was due to the procurement process for such services, which delayed the commencement of the reviews.

Programme A Work on poverty and hunger reduction

		2025		2024
		Estimate provision	Outturn	Outturn
		€000	€000	€000
A.1	Administration – pay	28,260	28,342	26,317
A.2	Administration – non pay	20,050	17,632	17,105
A.3	Bilateral co-operation and humanitarian assistance	693,179	693,479	657,845
A.4	Contributions to international funds for the benefit of developing countries	20,485	20,137	22,206
A.5	Contributions to United Nations and other development agencies	48,375	48,272	50,012
		810,349	807,862	773,485

Note 4 Receipts and Revenue

4.1 Appropriations-in-aid

		2025		2024
		Estimate provision	Realised	Realised
		€000	€000	€000
1	Appropriations-in-aid	549	1,125	1,095
2	Additional superannuation contributions	650	709	691
3	Miscellaneous	1	—	—
		1,200	1,834	1,786

Significant variations

The following notes outline the reasons for significant variations in appropriations-in-aid (at least +/- 5% and €100,000).

1 Appropriations-in-aid

Estimate provision €549,000; realised €1.125 million

The increase of €576,000 was due to increased visa fees received due to a general increase in travel. The level of visa fees is demand driven and can be difficult to predict.

4.2 Revenue of the Vote

Appropriations-in-aid represent cash amounts received in the year. Revenue of the Vote represents income related to the activity of the year, based on the accrual principle.

	2025
	€000
Non-exchange transaction revenue	
Central Fund grant	806,028
VAT refunds	308
Grant refunds	39
Additional superannuation contributions	709
Exchange transaction revenue	
Visa and consular fees	735
Interest income	7
Other revenue	36
Total revenue	807,862
Represented by	
Total appropriations-in-aid (note 4.1)	1,834
Central Fund grant	806,028
	807,862

Note 5 Staffing and Remuneration

5.1 Employee numbers (full time equivalents)

At 31 December	2025	2024
Number of staff at year end	<u>646</u>	<u>622</u>

5.2 Pay ^a

	2025	2024
	€000	€000
Pay	22,874	21,413
Higher, special or additional duties allowances	42	29
Other allowances	2,694	2,431
Overtime	38	36
Employer's PRSI	1,981	1,786
Foreign social security and other costs	713	622
	<u>28,342</u>	<u>26,317</u>

Note ^a In addition, staff costs are incurred for staff employed by missions in providing security and who are engaged for the purposes of delivering the programme. These costs are charged to security costs in non-pay administration costs and to programme costs, as appropriate.

5.3 Allowances and overtime payments

	Number of recipients	Recipients of €10,000 or more	Highest individual payment	
			2025 €	2024 €
Higher, special or additional duties allowances	7	1	20,374	23,183
Other allowances	125	78	84,093	77,768
Overtime	10	—	9,746	7,762
Extra remuneration in more than one category	3	2	12,700	13,716

5.4 Department employee pay bands

The number of Department employees whose total employee benefits (including basic pay, allowances, overtime; excluding employer PRSI, employer pension costs) for the financial year fell between €20,000 and €59,999 and within each band of €10,000, from €60,000 upwards are as follows.

Pay bands (€)		Number of employees	
From	To	2025	2024
20,000	59,999	158	139
60,000	69,999	18	26
70,000	79,999	26	21
80,000	89,999	32	26
90,000	99,999	21	23
100,000	109,999	16	8
110,000	119,999	12	10
120,000	129,999	7	9
130,000	139,999	9	8
140,000	149,999	5	6
150,000	159,999	2	4
160,000	169,999	4	4
170,000	179,999	2	2
180,000	189,999	2	2
190,000	199,999	1	—
200,000	209,999	1	2
210,000	219,999	1	—
240,000	249,999	1	—

5.5 Remuneration and benefits of Accounting Officer

The Accounting Officer's salary is not charged to this Vote and is accounted for in the appropriation account for Vote 28 Foreign Affairs and Trade.

5.6 Other remuneration arrangements

Six (2024: five) retired civil servants in receipt of a civil service pension were re-engaged on a fee basis at a total cost of €34,949 (2024: €122,760). The payments made were consistent with the principles of the Public Service (Single Scheme and other Provisions) Act 2012.

5.7 Severance

During 2025, two (2024: thirteen) staff members whose employment was terminated were paid redundancy payments totalling €10,944 (2024: €47,179) and four staff members were paid severance payments totalling €37,629 (2024: nil).

5.8 Payroll overpayments

at 31 December	Number of recipients	2025 €	2024 €
Overpayments	12	22,201	31,061
Recovery plans in place	1	2,196	10,019

Note 6 Miscellaneous

6.1 Contributions to United Nations and other development agencies (A.5)

The following is a breakdown of payments under subhead A.5. Additional payments may be made to the partner bodies listed from subhead A.3.

	2025	2024
	€000	€000
United Nations Development Programme (UNDP)	7,750	7,750
United Nations Children's Fund (UNICEF)	7,700	7,700
United Nations High Commissioner for Refugees (UNHCR)	12,500	12,500
United Nations Population Fund	4,500	4,500
Office of the United Nations High Commissioner for Human Rights	4,300	5,000
UNAIDS	2,500	2,500
United Nations Development Fund for Women (UNIFEM)	2,000	2,000
UN General Trust Fund	1,580	1,560
UN Industrial Development Organisation	587	578
UN Peacebuilding Fund	3,000	4,250
United Nations volunteers	1,150	1,100
Other – various	705	574
	48,272	50,012

Note 7 Bilateral and other co-operation fund (grant) account

7.1 Account of receipts and payments during the year ended 31 December 2025

	2025	2024
	€000	€000
Balance at 1 January	5,682	4,803
Grant funding received	693,479	657,845
Amounts recovered during the year	1,697	1,276
Expenditure for the year	(696,122)	(658,304)
Movement in bank balances held in partner countries	478	62
Balance at 31 December	5,214	5,682