

Appropriation Account 2025

Vote 29

Climate, Energy and the Environment

Introduction

As Accounting Officer for Vote 29, 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 the salaries and expenses of the Office of the Minister for Climate, Energy and the Environment, including certain services administered by that Office, and for payment of certain grants.

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 €78.14 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.

Transfer of functions

Following the change of Government in 2025 a reconfiguration of various Government Departments took place. As a result, the following functions transferred from the Department of the Environment, Climate and Communications.

- The former communications functions of the Department were transferred to the Department of Culture, Communications and Sport on 1 June 2025 under SI 237/2025 Telecommunications (Transfer of Departmental Administration and Ministerial Functions) Order 2025.
- The former cyber security functions of the Department were transferred to the Department of Justice, Home Affairs and Migration on 1 June 2025 under SI 234/2025 Cyber Security (Transfer of Departmental Administration and Ministerial Functions) Order 2025.

The Department was re-named the Department of Climate, Energy and the Environment under SI 235/2025 Environment, Climate and Communications (Alteration of Name of Department and Title of Minister) Order 2025 with effect from 2 June 2025.

In addition, on 1 August 2025, the marine environment functions transferred from the Department of Housing, Local Government and Heritage to the Department of Climate, Energy and the Environment under SI 390/2025 Marine Environment (Transfer of Departmental Administration and Ministerial Functions) Order 2025.

The appropriation account, which must follow the form and format of the relevant estimate, reflects the above transfer of functions on a full-year basis.

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 Central Government Accounting Standards, the Department has received certain derogations from CGAS 17 Property, Plant, and Equipment in respect of the appropriation account for 2025.

Property assets listed in Appendix A have not been recognised in the financial statements (CGAS 17:14). Plans are in place to review and resolve issues relating to legal title and control of a number of properties, at which time the properties will be valued and recognised in the financial statements.

Depreciation of capital assets

Depreciation of property, plant and equipment and amortisation of intangible assets are calculated and charged in accordance with CGAS 17 and CGAS 31 respectively.

The useful lives and associated rates of depreciation/amortisation for major classes of property, plant and equipment are as follows.

<i>Asset class</i>	<i>Useful life</i>	<i>Rate of depreciation/ amortisation</i>
Leasehold improvements	50 years	2% per annum
Motor vehicles and mobile plant	5 years	20% per annum
Other specialist equipment including research vessels	5 to 10 years	10-20% per annum
IT hardware	5 years	20% per annum
Other equipment	5 years	20% per annum
IT operational software systems	5 to 10 years	10-20% per annum
Acquired and developed licences and software	5 years	20% per annum

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.

Shared services

I have fulfilled my responsibilities in relation to the requirements of the Service Management Agreement between this Department and the National Shared Services Office for the provision of human resources and payroll shared services.

I rely on a letter of assurance from the Accounting Officer of the National Shared Services Office that the appropriate controls are exercised in the provision of shared services to this Department.

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.

- 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.

Internal audit and Audit Committee

The Department has an internal audit function with appropriately trained personnel, which operates in accordance with a written charter which I have approved. Its work is informed by analysis of the financial risks to which the Department is exposed and its annual internal audit plans, jointly approved by me and 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 €25.2 million in 2025.

The Department has provided details of twelve compliant but non-competitively procured contracts 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.

Risk and control framework

The Department has implemented a risk management system which identifies and reports key risks 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 risks facing the Department and these have been identified, evaluated and graded according to their significance. The register is reviewed and updated by the Risk Committee (RC) and Management Board (MB) on a quarterly basis. The outcome of these assessments is used to plan and allocate resources to ensure risks are managed to an acceptable level.

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 MB/RC, where relevant, in a timely way. 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. 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.

During 2025 the Department significantly updated its Risk Management Policy, including developing a new Risk Appetite Statement, which was launched to all staff by the Secretary General in November 2025.

Internal financial control issues***Tax compliance***

In 2020, the Office of the Revenue Commissioners (Revenue) gave notice of a site visit to get an understanding of the Department's processes and systems around ensuring tax compliance, benefit-in-kind on official vehicles and any other records as necessary.

In response, Revenue was advised that the Department would undertake a comprehensive internal tax review. The Department provided regular updates to Revenue throughout the process which concluded with a presentation of the findings in July 2022. Following this, the Department made an unprompted qualifying disclosure totalling €44,466, to regularise matters.

Revenue's appeal of the Court of Appeal judgment [2022] IECA 124 in *The Revenue Commissioners v Karshan (Midlands) Limited Trading as Domino's Pizza ('Karshan')* resulted in the matter going into abeyance; this case is primarily focused on the categorisation of person as contractors or employees for, inter alia, tax purposes. Revenue's appeal therein was successful, with the Court of Appeal decision being overturned by the Supreme Court [2023] IESC 24. The implications of this decision are being considered by the Department.

Internal Audit Findings

- Following an audit of travel and subsistence the Department has implemented a new travel and subsistence policy and related procedures which includes training and a centralised support section. The Department is currently undertaking a review of travel and subsistence claims.
- An Internal Audit report on the Department's HR Payroll unit in September 2025 identified control issues in relation to payroll processes.
- A number of recommendations were made some of which have been implemented and issues resolved. The Department is continuing to implement the remaining recommendations through 2026.
- Following the completion of an audit by the Department's Internal Audit section, it was identified that in certain instances there was non-compliance with the Grant Circular 13/2014 arising from the absence of standard procedures across the Department. In response to this, the Department is drafting a new policy and related procedures, standardising the Department's approach to its administration of grant management. These new procedures will be introduced in 2026.

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

Oonagh Buckley

Accounting Officer

Climate, Energy and the Environment

30 March 2026

Comptroller and Auditor General

Report for presentation to Dáil Éireann

Vote 29 Climate, Energy and the Environment

Opinion on the appropriation account

I have audited the appropriation account for Vote 29 Climate, Energy and the Environment 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 29 Climate, Energy and the Environment for the year ended 31 December 2025, and
- has been prepared in the form prescribed by the Department of 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 Climate, Energy and the Environment 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.

Just Transition Fund expenditure

Chapter 18 of my *Report on the Accounts of the Public Services* for 2025 examines aspects of the delivery and operation of the EU Just Transition programme.

Seamus McCarthy
Comptroller and Auditor General

11 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 29 Climate, Energy and the Environment

Appropriation Account 2025

		2025	2024
	Estimate provision	Outturn	Outturn
	€000	€000	€000
Programme expenditure			
A Climate action and environment leadership	145,098	139,141	127,776
B Energy transformation	704,718	575,700	1,038,995
C Circular economy development	136,553	117,026	100,083
— <i>Connectivity and communications delivery</i>	—	—	466,958
Gross expenditure	986,369	831,867	1,733,812
<i>Deduct</i>			
D Appropriations-in-aid	5,865	6,514	10,530
Net expenditure	980,504	825,353	1,723,282

Surplus

The surplus of the amount provided over the net amount applied is liable for surrender to the Exchequer. Under section 91 of the Finance Act 2004, all or part of any unspent appropriations for capital supply services may be carried over for spending in the following year.

	2025	2024
	€	€
Surplus	155,150,769	38,478,911
Deferred surrender	(77,011,000)	—
Surplus to be surrendered	78,139,769	38,478,911

Oonagh Buckley

Accounting Officer

Climate, Energy and the Environment

30 March 2026

Notes to the Appropriation Account

Note 1 Operating Cost Statement 2025

	2025	2024
	€000	€000
Programme cost	769,652	1,666,141
Pay	49,804	55,318
Non pay	12,411	12,353
Gross expenditure	831,867	1,733,812
<i>Deduct</i>		
Appropriations-in-aid	6,514	10,530
Net expenditure	825,353	1,723,282
Changes in capital assets		
<i>Property, plant and equipment</i>		
<i>(note 2.1)</i>		
Purchases	(1,734)	
Depreciation	391	
	(1,343)	(1,885)
Changes in provisions	(105)	150
Changes in net current assets		
Increase in inventories	(2)	
Decrease in prepayments	250,478	
Decrease in accrued income	497	
Decrease in deferred income	(410)	
Decrease in accrued expenses	(10,486)	
	240,077	382,225
Direct voted expenditure	1,063,982	2,103,772
Expenditure borne elsewhere		
Net allied services expenditure (note 1.1)	15,130	16,439
Notional rent	1,689	1,584
Net programme cost	1,080,801	2,121,795

1.1 Net allied services expenditure

The net allied services expenditure amount is made up of the following amounts in relation to Vote 29 borne elsewhere.

		2025	2024
		€000	€000
Vote 9	Office of the Revenue Commissioners	62	62
Vote 12	Superannuation and Retired Allowances	13,191	13,857
Vote 13	Office of Public Works	336	1,066
Vote 18	National Shared Services Office	143	76
Vote 43	Office of the Government Chief Information Officer	1,042	1,161
Vote 20	Garda Síochána	146	121
	Central Fund – ministerial pensions	210	96
		15,130	16,439

Note 2 Statement of Financial Position as at 31 December 2025

	Note	2025 €000	2024 €000
Fixed assets			
Property, plant and equipment	2.1	3,195	23,091
Intangible assets	2.2	—	—
		3,195	23,091
Current assets			
Bank and cash	2.3	192,665	134,768
Inventories	2.4	140	138
Electricity credit prepayment	2.5	—	257,939
Other prepayments	2.6	19,718	12,257
Accrued income	2.7	747	1,244
Other debit balances	2.8	1,430	1,547
		214,700	407,893
<i>Less</i>			
Current liabilities			
Provisions	2.9	45	150
Accrued expenses	2.10	11,809	22,295
Deferred income	2.11	16,210	16,620
Other credit balances	2.12	86,367	127,648
Net Exchequer funding	2.13	107,728	8,667
		222,159	175,380
Net current (liabilities)/assets		(7,459)	232,513
Net (liabilities)/assets		(4,264)	255,604
Represented by:			
State funding account	2.14	(4,264)	255,604

2.1 Property, plant and equipment ^a

	Land and buildings	Leasehold improvements	Office and IT equipment	Specialist equipment and motor vehicles	Total
	€000	€000	€000	€000	€000
Cost or valuation					
At 1 January 2025	17,495	3,046	3,956	8,444	32,941
Additions	—	100	1,620	14	1,734
Transferred to Vote 24 ^b	—	(1,964)	(2,399)	—	(4,363)
Transferred to Vote 33	(17,495)	—	—	—	(17,495)
Disposals ^b	—	—	—	—	—
Adjustment ^c	—	—	15	398	413
At 31 December 2025	—	1,182	3,192	8,856	13,230
Accumulated depreciation					
At 1 January 2025	—	20	1,773	8,057	9,850
Depreciation for the year	—	24	185	182	391
Depreciation on disposals to Vote 24 ^b	—	(3)	(601)	—	(604)
Adjustment ^c	—	—	92	306	398
At 31 December 2025	—	41	1,449	8,545	10,035
Net assets					
At 31 December 2025	—	1,141	1,743	311	3,195
At 31 December 2024	17,495	3,026	2,183	387	23,091

Note ^a State-owned lands and buildings controlled or managed by the Department which do not have valuations are set out in Appendix A.

^b Under the reconfiguration of various Government Departments in 2025, cyber security assets were transferred to Vote 24 Justice, Home Affairs and Migration and communications assets were transferred to Vote 33 Culture, Communications and Sport.

^c An asset verification exercise was carried out in 2025 and an adjustment was required to add assets acquired in prior years not previously reported on the main fixed asset register. There was also some asset reclassification between asset groups.

2.2 Intangible assets

	Acquired and developed software €000	Total €000
Cost or valuation		
At 1 January 2025	7,653	7,653
Additions	—	—
Adjustment ^a	(263)	(263)
At 31 December 2025	7,390	7,390
Accumulated amortisation		
At 1 January 2025	7,653	7,653
Amortisation for the year	—	—
Adjustment ^a	(263)	(263)
At 31 December 2025	7,390	7,390
Net assets		
At 31 December 2025	—	—
At 31 December 2024	—	—

Note ^a An asset verification exercise was carried out in 2025 and there was some asset reclassification between asset groups with no change to net book value.

2.3 Bank and cash

at 31 December	2025 €000	2024 €000
PMG balance and cash	116,004	100,256
Energy Efficiency National Fund	73,177	31,021
Petroleum Infrastructure Programme Fund	3,484	3,491
	192,665	134,768

2.4 Inventories

at 31 December	2025 €000	2024 €000
Equipment	8	3
Publications	132	135
	140	138

2.5 Electricity credit prepayment

Due to the rise in international energy prices and the knock-on effect for domestic customers, the Government approved Electricity Costs Emergency Benefit Schemes in 2022 and 2023.

In response to continued high prices in 2024, the Government introduced the fourth scheme of two payments of €114.68 each (ex. VAT) to be credited to over 2.2 million domestic electricity accounts between December 2024 and February 2025.

In 2024, the Department paid €519.952 million under the fourth energy scheme resulting in a prepayment amount of €257.939 million at the end of 2024. €31.4 million including interest of €0.7 million was returned in unused energy credits to the Department by the energy companies in 2025.

No further payments were made to the scheme in 2025.

2.6 Other prepayments

at 31 December	2025	2024
	€000	€000
Administration	154	49
IT services and supports	1,349	1,243
Specific programme prepayment	18,215	10,965
	19,718	12,257

2.7 Accrued income

at 31 December	2025	2024
	€000	€000
Mining royalty invoices	733	1,003
Other debtor invoices	14	241
	747	1,244

2.8 Other debit balances

at 31 December	2025	2024
	€000	€000
Salaries of seconded staff	92	43
Payroll	1,174	1,381
Other suspense	164	123
	1,430	1,547

2.9 Provisions

Provision of €45,000 was made for legal costs not yet paid (2024: €150,000).

2.10 Accrued expenses

at 31 December	2025	2024
	€000	€000
IT services and supports	134	129
Administration	366	591
Specific programme accrual	8,099	18,080
Payroll-related accruals	3,210	3,495
	11,809	22,295

2.11 Deferred income

at 31 December	2025	2024
	€000	€000
Foreshore licenses ^a	16,210	16,620
	16,210	16,620

Note ^a The deferred income relates to payments received in advance since 2010 for the issuing of foreshore licences for long term periods up to 99 years.

2.12 Other credit balances

at 31 December	2025	2024
	€000	€000
Amounts due to the State		
Withholding tax	305	870
Value added tax	48	1,296
Exchequer receipts (note 4.4)	103	81,056
PAYE/PRSI	1,303	1,652
	<u>1,759</u>	<u>84,874</u>
Suspense		
Energy Efficiency National Fund (note 7.2)	73,177	31,021
Petroleum Infrastructure Programme Fund (note 7.1)	3,484	3,491
LIFE MPA Ireland	4,240	—
National Cyber Security Co-ordination and Development Centre – EU funding	—	3,034
Emergency call answering service	—	1,293
Extended producer responsibility schemes - producer contributions for litter clean-up	3,341	1,718
Climate Action Fund	—	1,360
Other	366	857
	<u>84,608</u>	<u>42,774</u>
	<u>86,367</u>	<u>127,648</u>

2.13 Net Exchequer funding

at 31 December	2025	2024
	€000	€000
Surplus to be surrendered	78,140	38,479
Deferred surrender	77,011	—
Exchequer grant undrawn	(47,423)	(29,812)
Net Exchequer funding	<u>107,728</u>	<u>8,667</u>
Represented by:		
Debtors		
Bank and cash	192,665	134,768
Debit balances: suspense	1,430	1,547
	<u>194,095</u>	<u>136,315</u>
Creditors		
Due to the State	(1,759)	(84,874)
Credit balances: suspense	(84,608)	(42,774)
	<u>(86,367)</u>	<u>(127,648)</u>
	<u>107,728</u>	<u>8,667</u>

2.14 State funding account

	Note		2025	2024
		€000	€000	€000
Balance at 1 January			255,604	618,813
Disbursements from the Vote				
Estimate provision	Account	980,504		
Deferred surrender	Account	(77,011)		
Surplus to be surrendered	Account	(78,140)		
Net vote			825,353	1,723,282
Expenditure borne elsewhere	1.1		15,130	16,439
Non-cash items				
Capital asset net adjustments	2.1	(21,239)		
Notional rent	1	1,689		
			(19,550)	1,370
Net programme cost	1		(1,080,801)	(2,121,795)
			(4,264)	238,109
First time recognition of property, plant and equipment	2.1		—	17,495
Balance at 31 December			(4,264)	255,604
General reserve			(4,264)	238,109
Revaluation reserve			—	17,495
State funding account			(4,264)	255,604

2.15 Commitments

	2025	2024
	€000	€000
a) Global commitments		
at 31 December		
Procurement of goods and services	124	—
Capital grant programmes ^a	24,499	535,247
Capital projects and programmes	16,442	1,777,372
Total of legally enforceable commitments	41,065	2,312,619

b) Capital grant programmes	€000	€000
Opening balance 1 January	535,247	395,224
Transferred in	918	—
Transferred out	(539)	—
New grant commitments	4,378	450,449
Grants paid in the year	(4,478)	(272,961)
Grants cancelled/ removed ^a	(511,027)	(37,465)
Closing balance 31 December	24,499	535,247

Note ^a The Department revised its methodology for the calculation of capital grant programme commitments in 2025 on foot of guidance issued for the 2025 Appropriation Accounts. Only grant schemes directly paid from the Vote are included in the note. Grant schemes paid by bodies under the aegis are excluded.

c) Major capital projects where the project value exceeds €10 million

Programme/ project	Expenditure			Expected lifetime project cost	
	To 31 Dec 2024	In 2025	Committed	2025	2024
	€000	€000	€000	€000	€000
INFOMAR ^a	72,597	5,022	1,334	78,953	77,354
Tellus ^b	34,866	3,155	2,851	40,872	39,428
<i>National postcodes</i>	—	—	—	—	43,106
<i>National Broadband Plan</i>	—	—	—	—	2,697,640
<i>Post Office Network Funding Scheme</i>	—	—	—	—	29,746
	107,463	8,177	4,185	119,825	2,887,274

Note ^a INFOMAR is a national survey programme which maps the Irish seabed and provides key baseline data for Ireland's marine sector.

^b Tellus is a national survey programme which gathers geophysical and geochemical data across Ireland via airborne geophysical surveying using a low-flying aircraft and ground-based geochemical surveying of soil, stream water and stream sediment.

Significant variations

An explanation is provided below in relation to any major commitment where the expected total spend has changed by more than €1,000,000 compared to 2024.

Infomar

Increase in expected total commitment: €1.599 million

Spend on the INFOMAR project relates to a number of short-term contracts for which expenditure and commitments reflect a point in time and are subject to variation year-on-year. The increase in the expected total spend in the lifetime of the project relates to the one-year extension of the contract for marine geoscience services to end 2026. Coverage of 94% is expected by end of 2026 and Government approval has been obtained for a three-year extension from 2027-2029 to complete the programme.

Tellus

Increase in expected total commitment: €1.444 million

Spend on the Tellus project relates to a number of short-term contracts for which expenditure and commitments reflect a point in time and are subject to variation year-on-year. The increase in the expected total spend in the lifetime of the project represents contract extensions to continue airborne surveys into 2026 and a new agreement with Trinity College Dublin to fund the Earth Surface Research Laboratory, a state-of-the-art facility that provides geochemical analyses for the research community in Ireland. The Department expects two main phases of the programme to be complete in 2026, with delivery of airborne and soil datasets.

2.16 Operating leases

at 31 December	2025 €000
Property lease expense ^a	162

Note ^a This lease is cancellable. There were no non-cancellable leases in the year. There were also no contingent rents payable nor sublease payments receivable. The lease agreement expired on 01/02/2025 and is currently in the process of being renewed.

2.17 Contingent liabilities

There is potential for financial liabilities to arise in 2026 and subsequent years depending on the outcomes of current, pending and possible future legal actions including EU legal actions. The amounts involved cannot be determined at this point.

There is also the potential for financial liabilities should Ireland fail to meet its EU mandated greenhouse gas emissions reductions and energy targets. Given the range of uncertainties, it is not possible to accurately quantify the potential liability to the Exchequer at this point.

2.18 Land remediation

The Department incurs costs in relation to historical mines, primarily in Avoca, County Wicklow and Silvermines, County Tipperary. Expenditure relates to maintenance and rehabilitation, and safety works as needed, and additionally, environmental monitoring at Avoca and Silvermines which is reported under subhead C.3.

	Expenditure to end 2024	Expenditure in 2025	Contractual commitment	Total
	€000	€000	€000	€000
Avoca	5,450	332	—	5,782
Silvermines ^a	11,190	—	—	11,190
Environmental monitoring	2,089	187	109	2,385
Other emergency works	53	—	—	53
	18,782	519	109	19,410

Note ^a In line with section 25 of the Energy (Miscellaneous Provisions) Act 2006, advances were provided to Tipperary County Council, who were appointed by the Minister as his agent, in respect of the Silvermines Rehabilitation Project over the period 2007 to 2011. At 31 December 2025, the balance held by the Council in respect of this project amounts to €541,907. These advances are being used to fund ongoing inspection work and essential maintenance works carried out by the Council.

2.19 Expenditure on retrofit and energy efficiency programmes, by scheme

	2025 Estimate €000	2025 Outturn €000
B.4 Residential/community retrofit programmes		
Better Energy – Homes	67,040	47,209
Better Energy – Warmer Homes	281,100	247,003
Better Energy – Communities	75,400	44,237
Demand generation – national retrofit	5,050	4,415
Deep retrofit	159	82
Solar PV	70,500	66,334
Solar PV – medical vulnerable	8,560	2,826
EPBD Energy Performance of Buildings Directive Delivery	500	500
Community Activation Fund	4,050	3,559
National Home Energy Upgrade Scheme (OSS Service)	52,161	44,084
Renewable Electricity Support Scheme – Communities	1,200	565
Energy Efficiency Obligation Scheme	1,150	1,368
	566,870	462,182
B.5 Other energy efficiency programmes		
Business Energy Efficiency	2,310	3,751
Support Scheme for Renewable Heat	3,970	2,454
Market surveillance	1,450	1,331
Public sector energy efficiency	2,000	2,540
SEAI/HSE Pathfinder (RePowerEU)	30,000	18,000
Industrial engagement (EXEED)	3,000	2,868
Schools	200	271
Energy Show	120	78
Non-domestic microgen	200	253
Business Energy Upgrades Scheme (BEUS)	120	114
	43,370	31,660

2.20 Impact of accounting policy changes

Commencing from 1 January 2024, central government accounting standards (CGAS) are being implemented on a phased basis. To allow for transition to the CGAS, certain derogations have been granted as outlined in the statement of accounting policies section of the Accounting Officer's introduction. The implementation had the following impact on the State funding balance in the year of account.

	2025	2024
	€000	€000
First time recognition of property, plant and equipment ^a	—	17,495
Provisions ^b	—	(150)
Holiday accrual ^c	—	(1,537)
Payroll accrual ^c	—	(1,953)
Foreign exchange losses ^d	(52)	—
	(52)	13,855

Note ^a CGAS 17 Property, Plant, and Equipment

^b CGAS 19 Provisions, Contingent Liabilities and Contingent Assets

^c CGAS 39A Employee Benefits Part A

^d CGAS 4 The Effects of Changes in Foreign Exchange Rates

Note 3 Vote Expenditure

Analysis of administration expenditure

Administration expenditure set out below has been apportioned across the programmes, to present complete programme costings.

		2025		2024
		Estimate provision	Outturn	Outturn
		€000	€000	€000
i	Salaries, wages and allowances	45,299	49,804	55,318
ii	Travel and subsistence	1,820	1,690	1,868
iii	Training and development	713	691	847
iv	Operational services, supplies and sundry equipment	2,339	1,628	1,901
v	Digital capital investment and IT expenses	5,910	4,722	4,348
vi	Premises expenses	2,055	1,760	1,563
vii	Policy reviews, consultancy services and research	2,026	1,920	1,826
		60,162	62,215	67,671

Significant variations

The following note outlines the reason for significant variations (at least +/- 25% and €100,000) in administration expenditure

iv Operational services, supplies and sundry equipment

Estimate provision €2.339 million; outturn €1.628 million

The underspend of €711,000 mainly relates to cost savings following the Department's relocation to Tom Johnson House and less than anticipated legal costs.

Programme A Climate Action and Environment Leadership

		2025	2024
		Estimate provision	Outturn
		€000	€000
A.1	Administration – pay	9,449	8,969
A.2	Administration – non pay	3,561	2,002
A.3	Environmental Protection Agency	48,544	45,799
A.4	Environmental and climate research	17,100	16,717
A.5	International climate change commitments	27,750	26,500
A.6	Climate initiatives	12,275	9,672
A.7	Just Transition Fund (IE and EU)	22,439	15,328
A.8	Shared Island Fund	1,600	77
A.9	Subscriptions to international organisations	2,380	2,279
—	<i>Just Transition Fund</i>	—	433
		145,098	127,776

Significant variations

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

A.6 Climate initiatives

Estimate provision €12.275 million; outturn €10.668 million

The underspend of €1.607 million primarily relates to

- Projects under the air quality initiatives being delayed due to the later than expected finalisation of the Air Pollution (Amendment Bill) 2025 for publication.
- The climate action regional offices and local authority climate action training claims were lower than profiled in 2025 due to staff vacancies.
- Lower than expected spend on the National Dialogue on Climate Action due to the redefining of the objectives of the programme in 2025 after a review of the process with the relevant stakeholders. A new programme will be submitted for approval in Q1 2026.

A.7 Just Transition Fund (IE and EU)

Estimate provision €22.439 million; outturn €18.938 million

The underspend of €3.501 million was mainly due to lower than anticipated beneficiary drawdowns across capital projects due to procurement, recruitment and staff retention challenges. Beneficiaries found the procurement processes challenging and, in some cases, it was necessary to re-run the tenders to attract responses. In relation to recruitment, there were challenges accessing the skills required to begin projects. Due to the short-term nature of the EU JTF contracts, there were challenges retaining staff requiring rehires mid-project, causing delays.

A.8 Shared Island Fund

Estimate provision €1.600 million; outturn €886,000

The underspend of €714,000 was mainly due to added complexities for local authorities engaging with cross-jurisdictional partners which meant that projects have drawn down funding more slowly than anticipated. These projects are expected to catch up on their spending in 2026.

A.9 Subscriptions to international organisations

Estimate provision €2.380 million; outturn €2.062 million

The underspend of €318,000 was mainly due to less than anticipated expenditure on contributions and the timing of the receipt of invoices.

Programme B Energy Transformation

		2025		2024
		Estimate provision	Outturn	Outturn
		€000	€000	€000
B.1	Administration – pay	17,380	19,038	16,397
B.2	Administration – non pay	5,407	4,377	3,662
B.3	Sustainable Energy Authority of Ireland – administration and general expenses	32,294	31,494	29,029
B.4	Residential/community retrofit programmes	566,870	462,182	428,200
B.5	Other energy efficiency programmes	43,370	31,660	14,523
B.6	Other energy programmes (national/international)	6,160	2,560	4,009
B.7	Energy research programmes	28,949	21,876	20,719
B.8	Gas services	45	28	20
B.10	Single scheme pension payment to CRU	6	—	—
B.11	Electricity credit	—	—	519,952
B.12	Subscriptions to international organisations	575	554	563
B.13	Regulation of district heating	662	—	—
B.14	Residential Retrofit Loan Guarantee Scheme	3,000	1,931	1,921
		704,718	575,700	1,038,995

Significant variations

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

B.4 Residential/community retrofit programmes

Estimate provision €566.870 million; outturn €462.182 million

The €462.182 million outturn was an 8% increase in expenditure over 2024, delivering 4,144 (8%) additional retrofits. The underspend of €104.688 million primarily relates to

- The outturn for Better Energy Homes, a demand led programme, was lower than estimated due to a lower level of homeowner applications being received.
- Lower than anticipated expenditure on Better Energy Warmer Homes. While more homes were completed than targeted, the final capital expenditure outturn was below projected levels. This was due in part to a lower than projected cost per home completed arising from the removal of support for fossil fuel heating systems per revised EU legislation (Energy Performance of Buildings Directive).
- A number of key projects withdrew under the Community Energy grants or did not commence on time for 2025 expenditure.

B.5 Other energy efficiency programmes

Estimate provision €43.370 million; outturn €31.660 million

Due to the complexities of delivering works within a live hospital environment, an underspend arose under the SEAI/HSE Pathfinder (RePower EU) programme. The €11.710 million underspend on the programme was carried forward into 2026.

B.6 Other energy programmes (national/ international)

Estimate provision €6.160 million; outturn €2.560 million

An underspend of €3.6 million arose during 2025 as structural and organisational changes within the renewable energy teams in DCEE resulted in a number of projects which had anticipated utilising this funding being postponed or delayed so were not completed within the year as expected. In addition, some external support services relating to offshore renewable energy (ORE) were not required as expected due to functions being transferred to the Marine Spatial Advisory and Marine Strategic Policy units who joined DCEE in 2025 with in-house expertise and their own budget.

B.7 Energy research programmes

Estimate provision €28.949 million; outturn €21.876 million

The underspend of €7.073 million primarily relates to the following.

- Under the ocean energy programmes, the decommissioning of the SmartBay testing site in Galway bay meant lower costs than anticipated and projects that did not proceed. The proposed Atlantic Marine Energy Test Site (AMETS) off the coast of Co. Clare is still awaiting a funding decision so minimal work relating to this was carried out in 2025.
- The length of time to agree the scope of tender for a single point of contact monitoring role which delayed issuance of the tender for an IT project.
- Less than expected energy related research and advisory related support costs.
- Delays to the National District Heat Centre of Excellence.

B.13 Regulation of district heating

Estimate provision €662,000; outturn €nil

It was originally understood that SI 350 of 2022, which transposed the 2018 Renewable Energy Directive, appointed the Commission for Regulation of Utilities (CRU) as the Regulator of District Heating Networks. However, as part of an SI review, the Department's legal unit expressed the view that the CRU had not been clearly designated or specifically appointed as the regulator of district heating and cooling and that the CRU had not been given the function under section 9 of the Electricity Regulation Act 1999 required to permit the advancement of public monies. Work is underway to correctly appoint the CRU as the Regulator of District Heating Networks through primary legislation, in order to provide the legal basis for advancing the monies to the CRU which they require in order to perform district heating networks regulatory functions.

B.14 Residential Retrofit Loan Guarantee Scheme

Estimate provision €3 million; outturn €1.931 million

The underspend of €1.069 million was as a result of the delayed launch of the Home Energy Upgrade Loan Scheme by a number of financial institutions which resulted in lower administrative payments for the first four months of the year. Additionally, demand for the scheme was lower than anticipated which resulted in lower administrative costs than originally profiled.

Programme C Circular Economy Development

		2025		2024
		Estimate provision	Outturn	Outturn
		€000	€000	€000
C.1	Administration – pay	18,470	20,187	15,161
C.2	Administration – non pay	5,895	5,356	3,386
C.3	Mining and petroleum services	2,754	577	702
C.4	Geological survey programmes	14,800	12,971	14,374
C.5	Inland Fisheries	39,484	39,264	37,925
C.6	Waste management programmes	34,340	25,618	22,817
C.7	Subscriptions to international organisations	230	153	134
C.9	Foreshore	2,171	172	253
C.10	Marine spatial planning	2,200	1,305	568
C.11	Maritime Area Regulatory Authority	10,234	7,654	4,763
C.12	Planning advisory	250	85	—
C.13	Marine environment	5,725	3,684	—
		136,553	117,026	100,083

Significant variations

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

C.3 Mining and petroleum services

Estimate provision €2.754 million; outturn €577,000

The underspend of €2.177 million mainly relates to (i) reduced extraction rates of private minerals by mining companies under State mining licences, resulting in lower than expected compensation payments made to owners of mineral rights and (ii) less than anticipated mining consultancy expenditure.

C.4 Geological survey programmes

Estimate provision €14,800 million; outturn €12.971 million

The underspend of €1.829 million primarily relates to

- Deferred commencement of a seismic study due to procurement delays.
- Lower than expected claims under geoscience research projects which have been deferred to 2026.
- Delayed completion of the Tellus airborne survey, due to poor weather in 2025. Completion of the survey has now been pushed into 2026.

C.6 Waste management programmes

Estimate provision €34.340 million; outturn €25.618 million

The underspend of €8.722 million mainly relates to (i) funding that was allocated to a number of sites for landfill remediation that was not drawn down as works did not progress at the anticipated pace and (ii) less than anticipated extended producer responsibility stockpile remediation expenditure.

C.9 Foreshore

Estimate provision €2.171 million; outturn €172,000

The underspend of €1.999 million mainly relates to the anticipated costs for legal settlements being less than estimated.

C.10 Marine spatial planning

Estimate provision €2.200 million; outturn €1.305 million

The national Designated Maritime Area Plan (DMAP) for offshore renewable energy was not announced until May which meant tenders and contracts were not put in place until nearer the year end. This work will continue into 2026. This resulted in an underspend of €895,000.

C.11 Marine Area Regulatory Authority

Estimate provision €10.234 million; outturn €7.654 million

The underspend of €2.580 million mainly relates to (i) less pay cost than anticipated due to timing of recruiting and onboarding of staff to the Authority and (ii) delays in planned non-pay project costs which will now take place in 2026.

C.12 Planning advisory

Estimate provision €250,000; outturn €85,000

The underspend of €165,000 mainly relates to timing of payments for (i) consultancy services to assist in the production of guidance relating to both mitigation and compensatory measures for renewable energy projects and (ii) the development of an environmental 'mitigation rulebook' for renewable energy projects in the State. These payments will be made in 2026.

C.13 Marine environment

Estimate provision €5.725 million; outturn €3.684 million

The underspend of €2.041 million on the PeacePlus 5.2 programme (marine and coastal management) was due to delays in starting individual projects. Other planned capital research and other projects did not commence as expected.

Note 4 Receipts and Revenue

4.1 Appropriations-in-aid

		2025		2024
		Estimated €000	Realised €000	Realised €000
1	Proceeds of fines in respect of inland fishery offences	50	2	43
2	Receipts under the Minerals Development Act 1940 and the Petroleum and Other Minerals Act 1960	1,350	1,233	2,938
3	Petroleum Infrastructure Support Group	375	—	—
4	Geological Survey Ireland income	300	186	267
5	Pension contributions from agencies	260	338	383
6	Additional superannuation contributions	2,920	4,373	5,055
7	Dormant account receipts	460	175	40
8	Foreshore receipts	50	—	131
9	Miscellaneous receipts (note 4.3)	100	207	1,586
—	Rent on properties in GPO	—	—	87
		5,865	6,514	10,530

Significant variations

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

- 2 Receipts under the Minerals Development Act 1940 and the Petroleum and Other Minerals Act 1960**
Estimate provision €1.350 million; realised €1.233 million
 €117,000 lower than expected mining receipts received due to a lower number of mining licences applied for and issued in 2025.
- 3 Petroleum Infrastructure Support Group**
Estimate provision € 375,000; realised €nil
 As a result of the formal wind-down of the Group, taking effect on 1 July 2021, there were no receipts of overdue or outstanding PIP payments received in 2025.
- 4 Geological Survey Ireland income**
Estimate provision € 300,000; realised €186,000
 Income in 2025 was €114,000 less than expected mainly due to reduced participation in EU projects.

6 Additional superannuation contributions

Estimate provision €2.920 million; realised €4.373 million

The excess of €1.453 million relates to increased staff pay expenditure in the Department and agencies.

7 Dormant account receipts

Estimate provision €460,000; realised €175,000

Inland Fisheries Ireland only required €175,000 dormant account funding from the allocation of €460,000 and therefore only this amount was drawn down from the dormant account fund.

9 Miscellaneous

Estimate provision €100,000; realised €207,000

The excess of €107,000 relates to (i) greater than anticipated overpayment and expenses recoupment from prior years and (ii) a number of refunds received from other bodies that related to prior years and could not be netted off the expenditure subhead.

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	825,353
Dormant account receipts	175
European funding received	176
Additional superannuation contributions	4,711
Other	5
Exchange transaction revenue	
Royalty/license fees	1,285
Sale of goods	1
Rendering of services	17
Other revenue	
Out-of-year cost recoupments	204
Total revenue	831,927
Represented by	
Total appropriations-in-aid (note 4.1)	6,514
Central Fund grant	825,353
Transfer of functions	147
Decrease in accrued income	(497)
Decrease in deferred income	410
	831,927

4.3 Miscellaneous receipts

	2025	2024
	€000	€000
Royalties in respect of metropolitan area networks	—	1,083
Corrib verification	33	23
Costs recovered from other bodies	43	345
Fixed assets disposal proceeds	—	4
Salary overpayment and expenses recoupment from prior years	128	130
Other	3	1
	207	1,586

4.4 Extra receipts payable to the Exchequer

	2025	2024
	€000	€000
Balance at 1 January	81,056	20,727
Receipts from EU Emissions Trading System ^a	122,015	137,021
Performance security drawdown - ORESS ^b	35,478	—
Galway Mayo telecommunications duct	200	293
Performance security drawdowns – RESS ^c	7,888	6,391
Refund of unused Electricity Costs Emergency Benefit Scheme funding ^d	31,367	58,558
Release of income from suspense account prior years	532	—
Voluntary surrender of Ministerial salaries	—	21
Sale of land (Foreshore and MARA)	—	1,811
Prior year refunds received in 2024	176	1,154
Transferred to the Exchequer	(278,609)	(144,920)
Balance at 31 December	103	81,056

Note ^a €122.015 million represents Ireland's net share of receipts arising from auctioning of allowances in the EU Emissions Trading System in 2025; gross amount of €124.442 million before payment of €2.427 million for expenses to EPA which administers the scheme for Ireland.

^b Drawdown of a performance security bond held as a bank security was received in 2025 due to the build of an offshore windfarm not proceeding.

^c Drawdown of performance securities held as bank securities were received in 2024 and 2025 as penalties due to a number of projects failing to proceed under various onshore RESS auctions.

^d Funding was provided to ESB Networks and two other electricity providers in 2024 under the Electricity Costs Emergency Benefit Scheme IV. ESB Networks returned unused funds in 2025 totalling €31.341 million (including bank interest earned €696,923). Two other providers returned €26,377.

Note 5 Staffing and Remuneration

5.1 Employee numbers (full time equivalents)

At 31 December	2025	2024
Number of staff at year end ^b		
Department	654	799
Agencies ^a	1,272	1,191
	1,926	1,990

Note ^a The agencies included here are the Sustainable Energy Authority of Ireland, Inland Fisheries Ireland, the Loughs Agency, Maritime Area Regulatory Authority and the Environmental Protection Agency. Agency pay details included in notes 5.2 and 5.3 below relate to the same agencies.

The Loughs Agency is a north-south implementation body whose costs are funded on a 50:50 basis by this Department and the Department of Agriculture, Environment and Rural Affairs in Northern Ireland. For this note, staffing numbers for the Loughs Agency are presented on a 100% basis to reflect total resources employed and the associated costs to ensure consistency with other agencies included in this Note.

^b 2024 staff numbers include staff engaged in cyber security and communications functions that transferred to the Department of Justice, Home Affairs and Migration and the Department of Culture, Communications and Sport with effect from 1 January 2025.

5.2 Pay

Remuneration of all staff (Department and agencies) ^a

	2025	2024
	€000	€000
Pay	127,104	124,898
Higher, special or additional duties allowances	450	420
Other allowances	1,754	1,593
Overtime	66	66
Employer's PRSI	13,147	12,661
Severance and redundancy pay	23	34
	142,544	139,672

Remuneration of Department staff

	2025	2024
	€000	€000
Pay	45,142	50,154
Higher, special or additional duties allowances	211	223
Overtime	25	34
Employer's PRSI	4,403	4,873
Severance and redundancy pay	23	34
	49,804	55,318

Remuneration of agency staff

	2025	2024
	€000	€000
Pay	81,962	74,744
Higher, special or additional duties allowances	239	197
Other allowances	1,754	1,593
Overtime	41	32
Employer's PRSI	8,744	7,788
	92,740	84,354

Note ^a The remuneration arrangements refer to the pay element of subheads A.1, A.3, B.1, B.3, C.1, C.5 and C11. These figures include non-voted moneys to ensure compliance with Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation guidelines (circular 25 of 2025).

5.3 Allowances and overtime payments

	Number of recipients	Recipients of €10,000 or more	Highest individual payment	
			2025	2024
			€	€
Department staff				
Higher, special or additional duties allowances	41	8	25,364	32,051
Other allowances	—	—	—	—
Overtime	11	—	6,409	6,138
Extra remuneration in more than one category	3	—	2,245	9,034

	Number of recipients	Recipients of €10,000 or more	Highest individual payment	
			2025 €	2024 €
Agency staff				
Higher, special or additional duties allowances	76	3	13,502	14,159
Other allowances	294	8	33,938	12,451
Overtime	25	—	7,820	4,559
Extra remuneration in more than one category	49	5	15,964	13,427

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	293	392
60,000	69,999	85	86
70,000	79,999	54	67
80,000	89,999	84	80
90,000	99,999	49	53
100,000	109,999	32	31
110,000	119,999	15	20
120,000	129,999	18	8
130,000	139,999	5	7
140,000	149,999	1	1
150,000	159,999	—	—
160,000	169,999	—	3
170,000	179,999	—	2
180,000	189,999	6	3
190,000	199,999	—	—
200,000	209,999	—	1
210,000	249,999	—	—
250,000	259,999	1	1

5.5 Remuneration and benefits of Accounting Officer

	2025	2024
	€000	€000
Oonagh Buckley basic pay	258	250

The value of retirement benefits earned in the year are not included above. The Accounting Officer is a member of post-1995 superannuation scheme for established civil servants and her entitlements to retirement benefits do not extend beyond the standard terms of that pension scheme.

5.6 Other remuneration arrangements

This account includes two retired civil servants who received payment through the Department payroll.

This account includes expenditure of €1.251 million in respect of 15 officers who were serving outside the Department for all or part of 2025 and whose salaries were paid by the Department.

This account does not include expenditure of 15 officers who were serving outside the Department for all or part of 2025 in other Government departments/offices.

5.7 Severance

During 2025, a Special Advisor for the Minister of this Department exited and received a severance payment of €18,602 and redundancy payment of €4,068. This payment was consistent with the terms of the severance arrangements set out for the 33rd Dail.

5.8 Payroll overpayments

at 31 December	Number of recipients	2025 €	2024 €
Overpayments ^a	85	241,612	195,942
Recovery plans in place	3	5,618	49,012

Note ^a The overpayment and recoupment figures are provided by the National Shared Service Office (NSSO) through the Key Overpayment Report. The NSSO, acting for the Department, arranges for and manages the majority of overpayments through pay involving current employees, either through automatic deductions or agreed recoupment plans. The remainder of overpayments where the officer is no longer on pay are the responsibility of DCEE HR and are recouped through recovery plans.

Note 6 Miscellaneous

6.1 EU funding

The outturn shown in subheads A.8, B.4, B.5, C.4 and C.13 includes payments in respect of activities which are co-financed by the EU through various projects set out below.

Subhead	EU Fund	Outturn		Funding received	
		2025 €000	2024 €000	2025 €000	2024 €000
A.7 Just Transition Fund (IE&EU)	EU Just Transition Fund ^a	18,938	7,494	—	—
B.4 Residential/community retrofit	ERDF ^a	100,044	66,638	—	—
B.5 Other energy efficiency programmes	RePowerEU ^a	17,420	3,980	—	—
C.4 Geological survey	LIFE Lough Carra	50	63 ^f	—	—
C.4 Geological survey	Horizon 2020 ERANET	122	141 ^f	14	—
C.4 Geological survey	Horizon 2020 EMODNET ^d	—	— ^f	119	21
C.4 Geological survey	Horizon 2020 GSEU ^c	31	32 ^f	36	37
C.4 Geological survey	Interreg (GEMINI & Cherish) ^c	36	25 ^f	—	124
C.13 Marine Environment	Peace Plus ^e	488	—	—	—

In addition to the above, the following amounts were received into and paid from suspense accounts

Suspense	NCC IE ^b	—	116	—	—
Suspense	Cyber CORE Network ^b	—	27	—	—
Suspense	TrustBoost ^b	—	—	—	158
Suspense	LIFE 2020 Lough Carra	61	147	—	72
Suspense	Horizon 2020 ERANET	—	40	—	143
Suspense	Interreg GEMINI	20	—	—	—
Suspense	LIFE (MPA LIFE) ^e	457	—	—	—
Suspense	HORIZON2020 - Concerted Action Group	4	2	20	—
Suspense	LIFE (Ireland4LIFE)	—	—	128	—

- Note ^a The expenditure disclosed under the EU Just Transition Fund, ERDF and REPower EU (which is part of the NRRP) are all part of the wider payments applications that will be submitted to the EU by Ireland as a whole. Any funds received from these EU funding streams will be returned directly to the Exchequer.
- ^b The cyber security functions of the Department were transferred to the Department of Justice on 1 June 2025.
- ^c Outturn includes staff costs (payroll and travel and subsistence) paid from Subheads C.1. and C.2. (Administration)
- ^d Funding is linked to deliverables and is not claims based. Delivery relates to staff costs (payroll and travel and subsistence) and is borne within Subheads C.1. and C.2. (Administration)
- ^e On the 1 August 2025, the Marine Environment functions transferred from the Department of Housing, Local Government and Heritage to the Department of Climate, Energy and the Environment.
- ^f Prior year amounts restated for EU Horizon, LIFE and Interreg EU funds

6.2 Compensation and legal costs

Payments/costs paid by the Department in the year

	Claims by		Total	Total
	Employees	Members of the public	2025	2024
Number of cases	—	—	—	4
	€000	€000	€000	€000
Payments by/on behalf of Department				
Compensation	—	—	—	—
Legal costs	—	—	—	439
2025 Total	—	—	—	439
2024 Total	—	439		439

- Note ^a At 31 December 2025, 14 general litigation cases were outstanding.

6.3 Late interest payments

	2025	2024
	€	€
Interest payments	<u>28,114</u>	<u>30,588</u>

6.4 Committees, commissions and special inquiries

	Year of Appointment	Cumulative expenditure to the end of 2024 €000	2025 €000	2024 €000
Just Transition Commission ^a	2024	—	<u>178</u>	<u>—</u>

Note ^a There will be further payments associated with the Commission.

6.5 Deferred surrender

Deferred surrender comprises savings in 2025 of €77.011 million in capital expenditures in the following subheads that were carried over to 2026.

	€000
B.4 Residential/community retrofit	65,011
B.5 Other energy efficiency programmes	<u>12,000</u>
	<u>77,011</u>

Note 7 Miscellaneous accounts

7.1 Petroleum Infrastructure Programme Fund

Statement of the receipts and payments of the Petroleum Infrastructure Programme Fund for the year ended 31 December 2025.

	2025	2024
	€000	€000
Balance at 1 January	3,491	6,037
Receipts	—	—
Payments	(7)	(2,546)
Balance at 31 December	<u>3,484</u>	<u>3,491</u>

The Petroleum Infrastructure Programme (PIP) was set up by the Department in 1997 to promote hydrocarbon exploration and development activities. It was funded by contributions from companies holding petroleum authorisations for offshore Ireland.

Following on from Government statement of September 2019, the decision was made to wind-down the PIP programme, therefore as of 1 July 2021 no new annual contribution requests are issued for this programme.

Outstanding receipts in relation to the PIP fund from payments invoiced before this date are recorded as appropriations-in-aid and paid into the fund via subhead C.3.

The fund is currently administered by the Geoscience Regulation Office in the Department.

PIP fund payments decreased significantly during the year due to a reduction in the number of offshore renewable energy research projects that were undertaken in 2025.

7.2 Energy Efficiency National Fund

Statement of receipts and payments of the Energy Efficiency National Fund for the year ended 31 December 2025.

	2025 Profile estimate €000	2025 Total €000	2024 €000
Balance at 1 January		31,021	55,935
Receipts from IEEI	—	308	—
Receipts from buy out of energy credits	22,391	49,848	26,728
Reduce Your Use campaign	(750)	—	(805)
Business energy efficiency programmes	—	(5,000)	(3,837)
Non-domestic microgen	—	(3,000)	—
Residential energy efficiency	(20,000)	—	—
Home Energy Upgrade Loan Scheme	—	—	(47,000)
Balance at 31 December		73,177	31,021

Significant variations

The following outlines the reasons for significant variations in expenditures on the EENF (+/- 5% and €100,000).

Reduce Your Use campaign

Profile estimate: €750,000; outturn €nil

In response to evolving policy priorities, the Reduce Your Use campaign shifted focus in 2025 to energy affordability, communicating important public information on energy supports, primarily through organic, cost-neutral communications channels.

Receipts from buy out of energy credits

Profile estimate: €22.391 million; realised €49.848 million

It is difficult to estimate the level of buyout of energy credits in advance. The determination of the buyout amounts involves a complex process managed by SEAI that includes reporting, verification and approval stages as well as the exchange of energy credits between EEOS obligated parties, with final figures being confirmed in Q2 2025.

Business energy efficiency programmes

Profile estimate: €nil; outturn €5 million

Sanction was granted by the Minister under section 10(2) of SI 131/2014 European Union (Energy Efficiency Obligation Scheme) Regulation 2014 to use €5 million from the EENF to fund SEAI capital business schemes. The breakdown of funding was as follows; EXEED €2 million, Support Scheme for Renewable Heat (SSRH) €1.5 million and Business Energy Efficiency scheme €1.5 million.

Non-domestic microgen (NDMG)

Profile estimate: €nil million; outturn €3 million

Sanction was granted by the Minister under section 10(2) of SI 131/2014 European Union (Energy Efficiency Obligation Scheme) Regulation 2014 to use €3 million from the EENF to fund the non-domestic microgen scheme.

Residential energy efficiency

Profile estimate: €20 million; outturn €nil

This allocation was intended as additional funding to support the Warmer Homes Scheme however due to less than anticipated spend on the scheme the Vote allocation was sufficient to meet its funding requirement.

Schemes co-funded between the EENF and Vote 29

			2025
	B.5 Vote	EENF	Total
	€000	€000	€000
Business energy efficiency	3,751	1,500	5,251
Business Renewable Energy (support scheme for renewable heat)	2,454	1,500	3,954
Industrial Engagement (EXEED)	2,868	2,000	4,868
Non-domestic microgen	252	3,000	3,252
	9,325	8,000	17,325

Background and activities of the Energy Efficiency National Fund (EENF)

The European Union (Energy Efficiency Obligation Scheme) Regulations 2014 (SI 131 of 2014) permitted the Minister, with the consent of the Minister for Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, to establish a fund known as the Energy Efficiency National Fund (EENF).

The objectives of the Fund are:

- to support the delivery of energy efficiency improvement programmes and other energy efficiency improvement measures, and
- to promote the development of a market for energy efficiency improvement measures.
- to alleviate energy poverty.

The Ireland Energy Efficiency Fund was launched in March 2014 to provide funding to public and private sector energy efficiency projects with the investment criteria to be set out in the Fund documents. The Minister was a minority shareholder in the Fund. A total of €14.03 million from the EENF was invested in Ireland Energy Efficiency Investments plc (IEEI). Private sector funding comprised the slightly greater amount of the investment at the initial drawdown and this has increased since 2018 with the Minister holding 26.1%. The Minister, along with the other investors, has been represented on an investment advisory committee and all shareholders receive annual reports and interim financial statements on IEEI's performance.

The Minister, as shareholder, received distributions from IEEI in 2021, 2022 and 2023 and 2025 totalling €17.6 million. IEEI plc went into voluntary liquidation in 2025, and the liquidation is ongoing.

The Fund is also used to accommodate contributions from obligated energy companies (large energy suppliers and distributors that sell more than 400GWh of energy per year to final customers) in lieu of their energy saving targets under the Energy Efficiency Obligation Scheme (EEOS). Under SI 522 of 2022, the EEOS will continue to 2030. Any contributions made to the EENF by obligated companies under the EEOS, where they buy out a portion of the target, must be used by the Minister to deliver the equivalent amount of energy savings via alternative measures.

Home Energy Upgrade Loan Scheme

The Programme for Government, Climate Action Plan and the National Retrofit Plan committed to the introduction of a new residential retrofit low-cost loan scheme i.e., the Home Energy Upgrade Loan Scheme (HEULS). The Scheme is led by the Department and delivered by the Strategic Banking Corporation of Ireland (SBCI) and supported by the European Investment Bank (EIB), the European Investment Fund (EIF) and the Sustainable Energy Authority of Ireland (SEAI) and commenced in April 2024.

The Department made payments totalling €99.6 million from the Energy Efficiency National Fund (EENF) to both the EIF and SBCI to cover

- expected first loss loan payments (being first loss upfront funding, provided by the Department to both SBCI and EIF to cover potential loan defaults on a first loss basis under the HEULS)
- interest rate subsidy (being that portion of the funds provided by the Department to SBCI which shall be used by SBCI solely to fund its obligation to pay the interest rate subsidy to the finance providers under the HEULS)
- EIF administration costs.

An analysis of amounts paid by the Department from the EENF on HEULS is set out below.

	€000
First loss	
Pre 2025	
Payments made to SBCI	12,000
Payments made to EIF	48,000
Loan losses incurred	—
Net amount held by EIF and SBCI 31 December 2024	60,000
2025	
Payments made to SBCI	—
Payments made to EIF	—
Loan losses incurred	—
Net amount held by EIF and SBCI 31 December 2025	60,000

Interest rate subsidy

Pre 2025	€000
Payments made to SBCI	35,000
Funds utilised	(15)
Net amount held by SBCI 31 December 2024	34,985

2025

Payments made to SBCI	—
Funds utilised	(351)
Net amount held by SBCI 31 December 2025	34,634

Administration costs ^a

Pre 2025	€000
Payments made to EIF	4,600
Funds utilised	(496)
Net amount held by EIF 31 December 2024	4,104

2025

Payments made to EIF	—
Funds utilised	(456)
Net amount held by EIF 31 December 2025	3,648

Deposit interest earned

Pre 2025	€000
On funds held by SBCI	489
On funds held by EIF	1,757
Amount held by EIF and SBCI 31 December 2024	2,246

2025

On funds held by SBCI	556
On funds held by EIF	927
Amount held by EIF and SBCI 31 December 2025	3,729

Total funds held by EIF and SBCI as at 31 December 2025	102,011
--	----------------

Note ^a SBCI's administration costs are paid in arrears through subhead B.14 Residential Retrofit Loan Guarantee Scheme in the Vote and amounted to €1.93 million in 2025.

If defaults exceed the €60 million first loss amount already paid, there is no further liability to the Department nor the EENF, and any additional losses will be absorbed by SBCI and EIF. If defaults are lower than projected, any unused funds will be returned to the Department.

Any unused interest rate subsidy funding will be returned to the Department at the end of the scheme. At 31 December 2025 the loans issued value was €47.359 million, €13.1 million drawn down pre 2025 and €34.259 million drawn down during 2025.

While funding paid to SBCI and EIF for the Home Energy Upgrade Scheme may be due back to the Department at the end of the scheme, given the lack of claims within the existing portfolio, and the lack of a comparable portfolio, it is not possible to reliably estimate the funds that may be returned.

Appendix A Schedule of lands and buildings

The Minister owns the Galway Fishery in Galway City and the Owenea/Owentocker Fishery in Co. Donegal, both of which are managed by Inland Fisheries Ireland.

The Minister owns land to facilitate the remediation of the Avoca and Silvermines legacy mine sites.

Following a Government decision in December 2023, responsibility for Ireland's marine planning system formally transferred to the Minister for Climate, Energy and the Environment from the Minister for Housing, Local Government and Heritage on 14 May 2024. It is the Department's understanding that the above transfer includes the transfer of certain lands situated at Mornington, Co. Meath to the Minister for Climate, Energy and the Environment.

Enquiries will need to be made to ascertain the nature and extent the properties mentioned above actually belong to the Minister and the State, and those assets that do will be valued.