

Statistics in focus

ECONOMY AND FINANCE

THEME 2 – 4/2004

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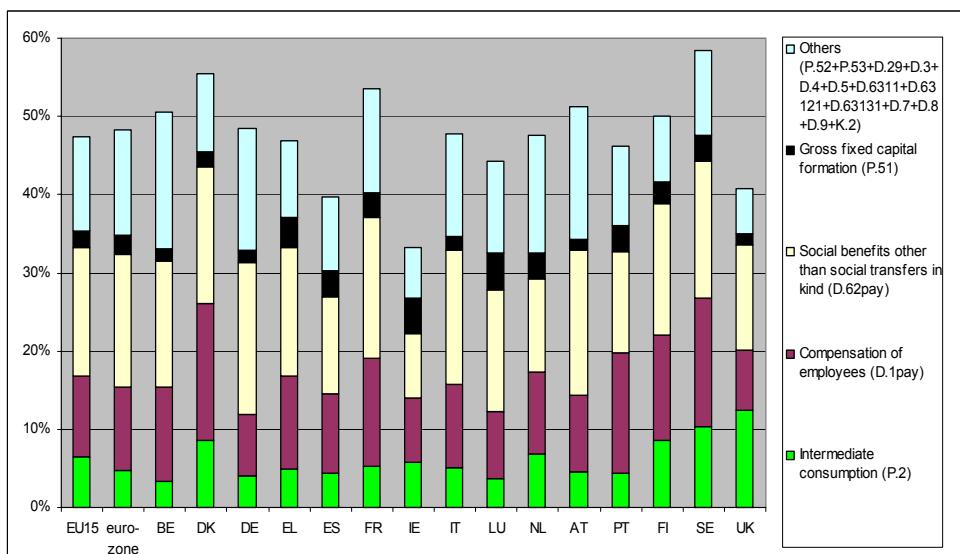
General government expenditure and revenue of EU Member States in 2002

Gilles Revelin

In this issue of Statistics in Focus, Eurostat presents an overview of general government expenditure and revenue with reference to ESA95 categories¹.

According to the figures transmitted by the European Union Member States before the end of September 2003², total government expenditure amounted to 4 342.9 billion euro in the EU in 2002 (47.4% of GDP) and total government revenue amounted to 4 165.4 billion euro (45.4% of GDP). At the level of the euro-zone, total government expenditure represented 48.3% of GDP in 2002 and total government revenue 46.1%.

The difference between total expenditure and total revenue (net lending/net borrowing of general government) shows a deficit of -177.5 billion euro (1.9 % of GDP) at EU level and a deficit of -160.0 billion euro (2.3% of GDP) for the euro-zone, which needs to be met by financial transactions, such as loans.

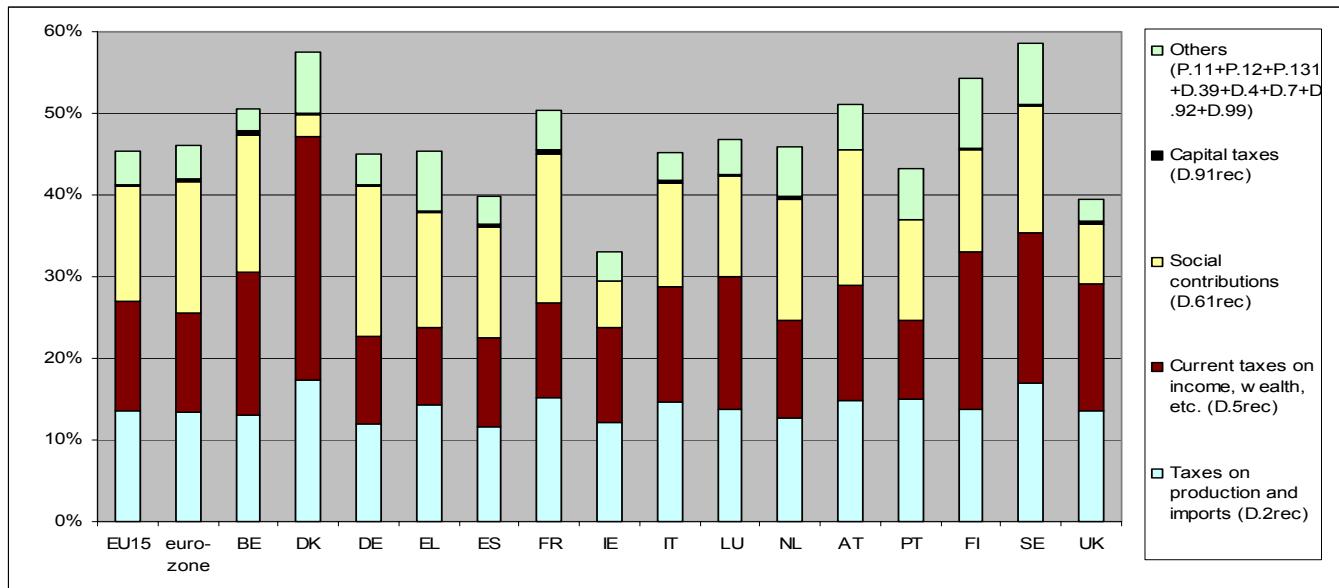


Graph 1: Total government expenditure in 2002 by type of expenditure (% of GDP)

The main components of government expenditure (*intermediate consumption, compensation of employees, social benefits other than social transfers in kind, gross fixed capital formation and a part of social transfers*) and government revenue (*taxes and social contributions*) are presented in this publication.

¹ In the framework of Commission Regulation (EC) No 1500/2000 of 10 July 2000 implementing Council Regulation (EC) No 2223/96 with respect to general government expenditure and revenue, Member States are requested to transmit their revenue and expenditure figures to the Commission twice a year (on t+3 and t+8 months) 'Main aggregates of general government' (table 2 of the ESA95 transmission programme).

² The figures on expenditure and revenue are available in the Eurostat database NewCronos under domain "GOV" (Government sector) collection "MAIN_AGR" (Main aggregates of general government, including total revenue and expenditure). GDP figures are those available on NewCronos on 27 November 2003.



Graph 2: Total government revenue in 2002 by main categories (% of GDP)

Framework for reporting of revenue and expenditure of the general government

According to Commission Regulation (EC) No 1500/2000 of 10 July 2000 implementing Council Regulation (EC) No 2223/96 with respect to general government expenditure and revenue, government expenditure and revenue are defined by reference to a list of ESA95 categories.

Government expenditure means the sum of the following categories: P.2 (Intermediate consumption), P.5 (Gross capital formation), D.1 (Compensation of employees), D.29 (Other taxes on production, payable), D.3 (Subsidies, payable), D.4 (Property income, payable), D.5 Current taxes on income, wealth, etc., payable), D.62 (Social benefits other than social transfers in kind), D.6311, D.63121, D.63131 (Social transfers in kind related to expenditure on products supplied to households via market producers), D.7 (Other current transfers, payable) D.8 (Adjustment for the

change in net equity of households in pension funds reserves), D.9 (Capital transfers, payable) K.2 (Acquisitions less disposals of non-financial non-produced assets).

Government revenue comprises the following categories: P.11 (Market output), P.12 (Output for own final use), P.131 (Payment for the other non-market output), D.2 (Taxes on production and imports) D.39 (Other subsidies on production, receivable), D.4 (Property income, receivable), D.5 (Current taxes on income, wealth, etc), D.61 (Social contributions), D.7 (Other current transfers, receivable) and D.9 (Capital transfers)³.

Consolidation applies only to the categories D.41, D.7, D.92 and D.99⁴. Consolidation means the elimination from both expenditure and revenue, of transactions that occur between units which belong to the same sector.

The difference between government revenue and government expenditure is, by definition, the net

lending/net borrowing (category B.9 in ESA95) of the general government sector.

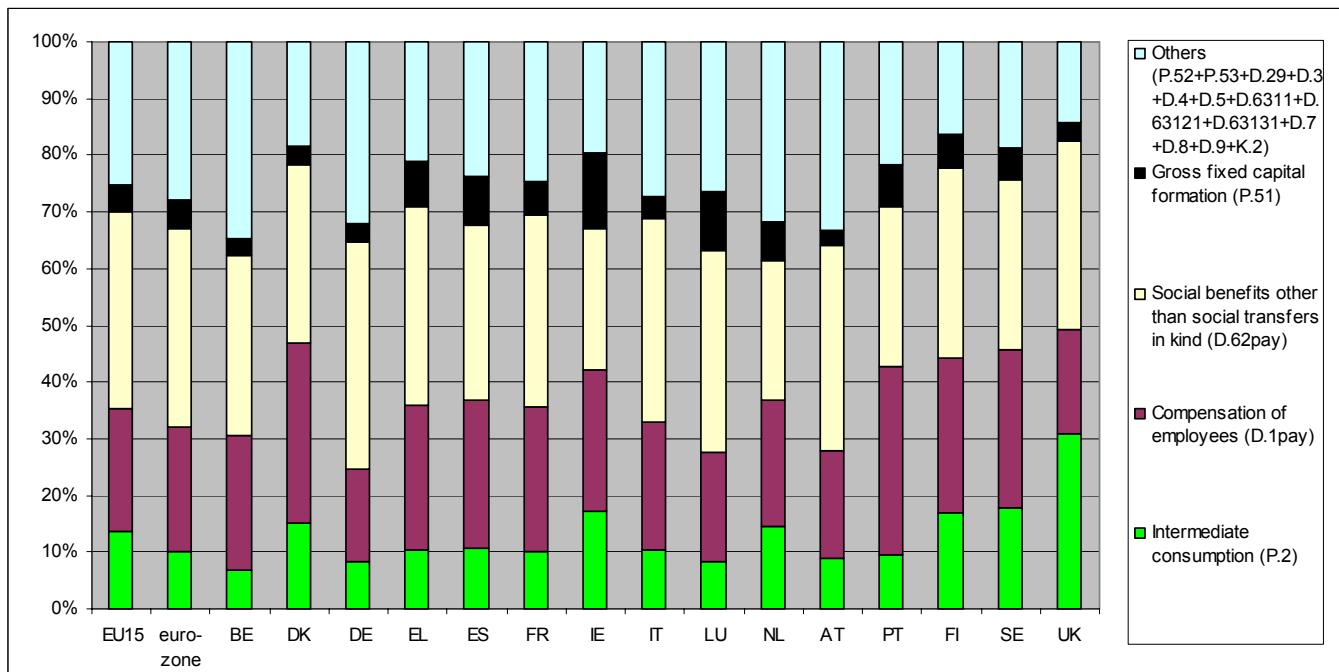
As a reminder net lending/net borrowing of the general government sector should be consistent conceptually with the corresponding net lending/net borrowing for the Excessive Deficit Procedure (EDP), except - when relevant - for the interest flows on swaps and forward rate agreements⁵. These are treated as financial flows in ESA95, thus not part of the government expenditure, but as interest for the purpose of the EDP, therefore influencing government expenditure.

However, some differences in the figures reported may occur, due to the date of reporting, especially on the first annual transmission for ESA95 table 2 (due on t+3 months¹) and for the EDP (due on t+2 months). On the second annual transmission, both ESA95 table 2 and EDP data are due on t+8 months.

³ According to European Parliament and Council Regulation (EC) No 2516/2000 of 7 November 2000 modifying the common principles of the ESA95 as concerns taxes and social contributions and according to Commission Regulation (EC) No 995/2001 of 22 May 2001, adjustment D.995 (for taxes and social contributions assessed but unlikely to be collected) - whenever used - should be recorded as negative revenue.

⁴ Denmark and Sweden reported D.41 figures on a non-consolidated basis, resulting in over-estimation of the total expenditure and total revenue.

⁵ According to the Council Regulation (EC) No 3605/93 of 22 November 1993 as amended by European Parliament and Council Regulation (EC) No 475/2000 of 28 February 2000 on the implementation of the Protocol on the excessive deficit procedure, and according to European Parliament and Council Regulation (EC) No 2558/2001 of 3 December 2001.



Graph 3: Main components of government expenditure in 2002 (% of total)

Considerable differences in the structure of expenditure among Member States

Social benefits other than social transfers in kind (category D.62 in ESA95) represent the highest component of government expenditure in all but two Member States (Denmark and Portugal, where social benefits is the second highest component). This category consists of amounts payable by the government as social security benefits in cash, unfunded employee social benefits and social assistance benefits in cash (for more details and explanation see ESA95 §4.103).

At the level of the EU, social benefits represent 34.5% of government expenditure (16.4% of GDP) and for the euro-zone 35.1%

of government expenditure (17.0% of GDP).

Among Member States, Germany (40.0% of total government expenditure), Austria (36.3%) and Italy (35.9%) spend the most on social benefits. The lowest levels can be noted in Portugal (28.1%), Ireland (25.1%) and the Netherlands (24.8%)⁶.

The second most important component of government expenditure in most Member States (except Denmark and Portugal where it is the first component and the United Kingdom where it is the third component⁷) is **compensation of employees** (category D.1 in ESA95). This category includes wages and salaries and employers' social contributions (actual and

imputed employers' social contributions). For more information on the definition and time of recording see ESA95 §4.02 to §4.13.

Compensation of employees represents 21.9% of government expenditure (10.4% of GDP) at the level of the EU and 22.0% of government expenditure (10.6% of GDP) for the euro-zone.

Compensation of employees as a proportion of government expenditure in Portugal (33.5%) and Denmark (31.6%) are well above the EU average. The lowest levels can be observed for Austria (18.9%), the United Kingdom (18.6%) and Germany (16.4%).

⁶ This wide range in the percentage can be explained by the diverse social protection systems in the EU.

⁷ In the UK the data do not yet reflect the reclassification of hospital trusts in the government sector. As a result the figure for compensation of employees is understated. On the other hand, part of the social transfers in kind is recorded as intermediate consumption, which is over-stated.

Intermediate consumption (category P.2 in ESA95) is the third most important component of government expenditure in the EU and the euro-zone. This category contains all goods and services, excluding fixed assets, consumed as inputs by the process of production (see ESA95 §3.69 to §3.73).

Expenditure on intermediate consumption varies considerably among Member States of the EU from the highest level in the United Kingdom (30.8% of government expenditure) to the lowest level in Belgium (6.7%) and to a lesser extent in Germany and Luxembourg (8.2% each). The spending of some Member States on intermediate consumption is situated above the EU average of 13.6% of government expenditure (6.4% of GDP). This is the case (from highest to lowest) of the United Kingdom (30.8% of government expenditure), Sweden (17.7%), Ireland and Finland (17.1% each), Denmark (15.2%) and the Netherlands (14.6%). The average for the euro-zone is 10.0% of government expenditure (4.8% of GDP).

In Member States such as Greece and the United Kingdom, intermediate consumption also includes the amounts spent by

government for social transfers in kind related to expenditure on products supplied to households via market producers.

A fourth component of government expenditure - **gross fixed capital formation** (category P.51 in ESA95) - represents 4.7% of EU government expenditure (2.2% of GDP) and 5.0% of euro-zone government expenditure (2.4% of GDP).

Ireland (13.3% of government expenditure) and Luxembourg (10.5%), followed by Spain (8.5%) and Greece (8.1%) show relatively high levels of government investment expenditure, whereas lower levels are measured in Germany (3.4%), Denmark and the United Kingdom (3.2% each), Belgium (3.1%) and Austria (2.4%). For a detailed list of elements included in gross fixed capital formation and time of recording, see ESA95 §3.102 to §3.116.

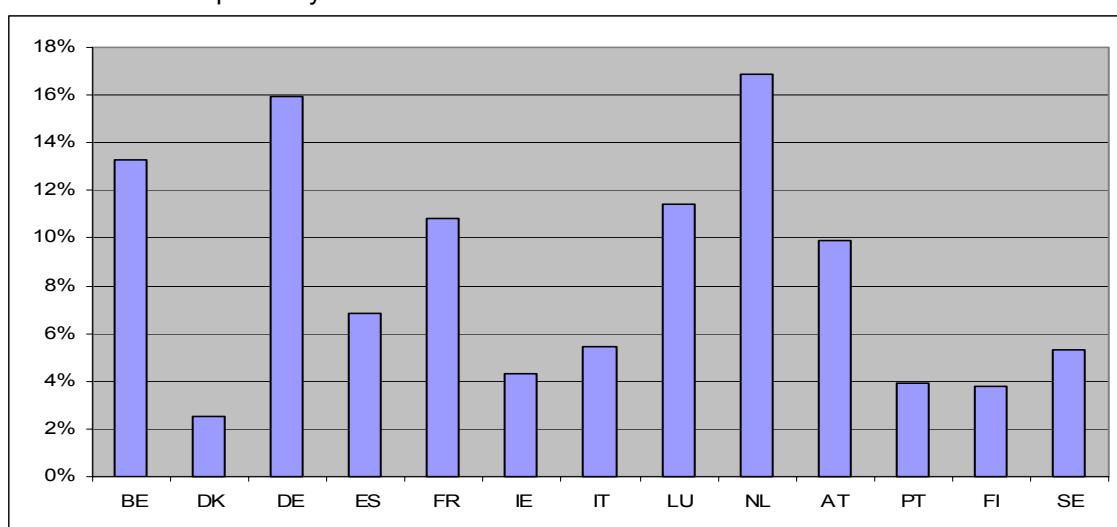
Other components of government expenditure are: social transfers in kind related to expenditure on products supplied to households via market producers, property income such as dividends, interest, subsidies and other taxes on production payable, current taxes on income, wealth, etc, and

acquisitions less disposals of non-financial non-produced assets⁸. These categories represent 25.4% of government expenditure (12.0% of GDP) at the level of the EU and 28.0% of government expenditure (13.5% of GDP) for the euro-zone.

Among other components of government expenditure, one of the most important (at least for some Member States) is **social transfers in kind related to expenditure on products supplied to households via market producers** (category D.6311+D.63121+D.63131 in ESA95).

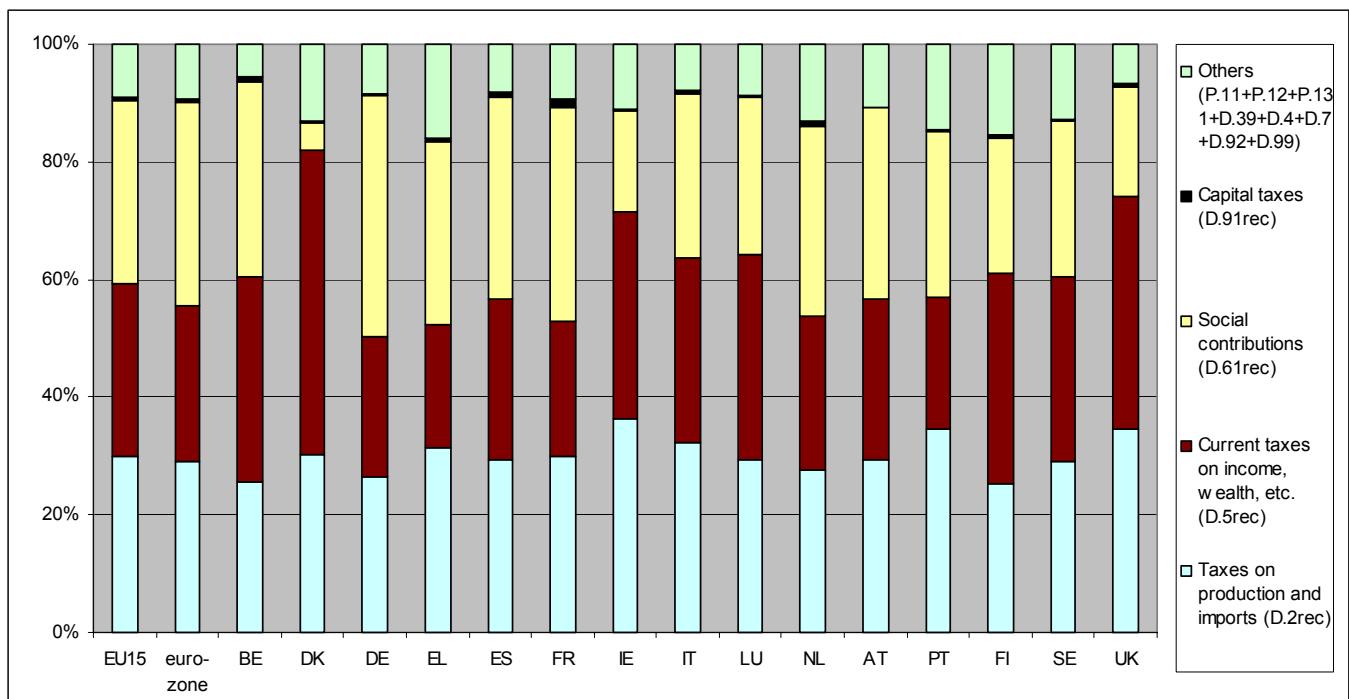
As previously mentioned, Greece and the United Kingdom record this type of expenditure under intermediate consumption and for the moment it is not possible to isolate this component.

These types of transfers are most significant in the Netherlands (16.8% of government expenditure), Germany (15.9%) and Belgium (13.3%). The lowest levels can be noted in Denmark (2.5%), in Finland (3.8%), Portugal (3.9%) and Ireland (4.3%). These important differences can be explained by very different systems of social protection in Member States.



Graph 4: Share of social transfers in kind (D.6311+D.63121+D.63131) in total government expenditure in 2002

⁸ According to Eurostat decision No 81/2000 of 14 July 2000, the sales of UMTS licences should be recorded as acquisitions less disposals of non-financial non-produced assets.



Graph 5: Main components of government revenue in 2002 (% of total)

Main components of government revenue

Taxes are the most important source for government revenue⁹, amounting to 59.8% of total revenue (27.2% of GDP) at the level of the EU and 56.1% of total revenue (26.0% of GDP) for the euro-zone.

Among Member States, Denmark (82.4% of government revenue), the United Kingdom (74.6%) and Ireland (71.8%) present the highest proportion of taxes to total government revenue, as compared to Germany (50.6%), Greece (53.1%), France (54.2%) and the Netherlands (54.4%).

Taxes include two main components: taxes on production and imports (category D.2 in ESA95) and current taxes on income, wealth, etc. (category D.5 in ESA95). A relatively less important third component are capital taxes (category D.91 in ESA95).

Taxes on production and imports are those referring mainly to value-added tax, import and excise duties, taxes on financial and capital transactions, taxes on land and buildings, taxes on wage bill and payroll taxes, other taxes on products and on production. For more detail on the content of these taxes see ESA95 §4.14 to §4.29.

Taxes on production and imports represent 29.9% of government revenue (13.6% of GDP) at the level of the EU, and 29.0% of government revenue (13.4% of GDP) for the euro-zone. The highest level of this type of taxes can be noted in Ireland (36.4% of government revenue), Portugal and the United Kingdom (34.6% each) and Italy (32.3%), the lowest levels being observed in Germany (26.4%), Belgium (25.7%) and Finland (25.3%).

Current taxes on income, wealth, etc. represent 29.3% of government revenue (13.3% of GDP) at the level of the EU and 26.4% of government revenue (12.2% of GDP) for the euro-zone. Taxes on income and on holding gains of households and corporations, current taxes on capital, taxes on international transactions as well as payments for licences are the most important among this type of taxes. For additional information on these taxes, see ESA95 §4.77 to §4.82.

In Denmark, current taxes on income and wealth represent 51.7%¹⁰ of total revenue, in the United Kingdom 39.4% and in Finland 35.8%. The lowest rates can be noted for Germany (23.9%), France (23.0%), Portugal (22.4%) and Greece (20.9%).

⁹ For more information on taxes, please refer to the Commission Publication "Structure of the taxation systems in the EU" (2003 edition), ISBN No 92-894-5149-1.

Social contributions (category D.61 in ESA95) contain actual social contributions receivable by the general government from employers and employees of the whole economy and the rest of the world, as well as imputed social contributions. See ESA95 §4.92 to 4.102 for further details.

Social contributions represent 31.1% of government revenue (14.2% of *GDP*) at the level of the EU and 34.7% of total revenue (16.0% of *GDP*) for the euro-zone. The highest shares of social contributions can be noted in Germany (41.0% of government revenue), France (36.4%) and Spain (34.1%) and the lowest in the United Kingdom (18.8%), Ireland (17.2%) and Denmark (4.7%)¹⁰.

Other components represent 9.0% of government revenue (4.1% of *GDP*) at the level of the EU, and 9.2% of government revenue (4.2% of *GDP*) for the euro-zone. They relate mainly to part of general government sales of market output, property income receivable, as well as current transfers and capital transfers (other than capital taxes)³, receivable.

Among other components of government revenue, one of the most important, at least for some Member States, is **market output together with output for own final use and payments for other non-market output** (category P.11+P.12+P.131 in ESA95).

This part of output represents 4.6% of government revenue (2.1% of *GDP*) at the level of the EU and 4.8% of government revenue (2.2% of *GDP*) for the euro-zone.

Among Member States, the highest levels can be noted in Sweden (10.1% of government revenue), Finland (8.6%), the Netherlands (7.3%) and France (7.0%), the lowest in Greece (3.0%), Belgium and Spain (2.7% each) and the United Kingdom (2.4%).

countries in a further publication. However, when comparing the figures among countries as well as with those provided by the Member States one should be cautious and consider the quality of data and the consistency.

Table 2 of the ESA95 transmission programme¹ offers a wide variety of information not covered here, and which could be analysed in future publications: for example, main balancing items of the general government non-financial accounts, main aggregates of government expenditure and revenue by sub-sectors of general government, consolidation aspects for selected transactions.

Another interesting form of analysis would be to consider time series, for example to observe the changes in importance of components of government revenue and expenditure over time. The ESA95 transmission programme requires Member States to provide backward data on table 2 ('Main aggregates of general government' including expenditure and revenue¹) back to the year 1970. Backward series are still incomplete for some Member States, but this information could be the basis for very valuable long-period analysis.

Possibilities for further analysis

Expenditure and revenue are reported by Member States of the European Union, as well as, on voluntary basis for the moment, by some Acceding, Candidate and EFTA countries¹¹. A further analysis of the main components of general government expenditure and revenue could be made for these

¹⁰ It should be noted that in Denmark the most important part of social contributions is levied in the form of a tax on income.

¹¹ Acceding countries are: the Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Slovenia and the Slovak Republic. Candidate countries also encompass Bulgaria, Romania and Turkey. EFTA countries are Iceland, Lichtenstein, Norway and Switzerland

| | Total general government expenditure in % of GDP | Total general government revenue in % of GDP | Total general government expenditure in billions of Euro | Total general government revenue in billions of Euro | GDP in billions of Euro at current prices |
|-----------|--|--|--|--|---|
| EU15 | 47.4 | 45.4 | 4342.9 | 4165.4 | 9170.4 |
| euro-zone | 48.3 | 46.1 | 3416.3 | 3256.3 | 7070.8 |
| BE | 50.3 | 50.5 | 131.3 | 131.4 | 260.0 |
| DK | 55.5 | 57.5 | 102.0 | 105.6 | 183.7 |
| DE | 48.5 | 45.0 | 1023.9 | 949.5 | 2110.4 |
| EL | 46.9 | 45.4 | 66.3 | 64.1 | 141.4 |
| ES | 39.8 | 39.8 | 276.5 | 276.7 | 696.2 |
| FR | 53.5 | 50.3 | 812.9 | 765.4 | 1520.8 |
| IE | 33.3 | 33.1 | 43.1 | 42.8 | 129.3 |
| IT | 47.7 | 45.2 | 599.8 | 568.8 | 1258.3 |
| LU | 44.2 | 46.7 | 9.9 | 10.5 | 22.4 |
| NL | 47.5 | 45.9 | 211.2 | 204.0 | 444.6 |
| AT | 51.3 | 51.0 | 112.1 | 111.3 | 218.3 |
| PT | 46.1 | 43.3 | 59.6 | 56.0 | 129.3 |
| FI | 50.0 | 54.2 | 69.8 | 75.7 | 139.7 |
| SE | 58.4 | 58.6 | 149.4 | 149.8 | 255.7 |
| UK | 40.7 | 39.4 | 675.2 | 653.8 | 1660.1 |

Table 1: Total government expenditure - Total government revenue

| | Intermediate consumption (P.2) | Compensation of employees (D.1pay) | Social benefits other than social transfers in kind (D.62pay) | Gross fixed capital formation (P.51) | Others (P.52+P.53+D.29+D.3+D.4+D.5+D.6311+D.63121+D.63131+D.7+D.8+D.9+K.2) | of which D.6311+D.63121+D.63131 |
|-----------|--------------------------------|------------------------------------|---|--------------------------------------|--|---------------------------------|
| EU15 | 13.6 | 21.9 | 34.5 | 4.7 | 25.4 | : |
| euro-zone | 10.0 | 22.0 | 35.1 | 5.0 | 28.0 | : |
| BE | 6.7 | 23.8 | 31.8 | 3.1 | 34.6 | 13.3 |
| DK | 15.2 | 31.6 | 31.5 | 3.2 | 18.4 | 2.5 |
| DE | 8.2 | 16.4 | 40.0 | 3.4 | 32.0 | 15.9 |
| EL | 10.5 | 25.3 | 35.0 | 8.1 | 21.1 | : |
| ES | 10.8 | 25.9 | 31.0 | 8.5 | 23.8 | 6.8 |
| FR | 10.0 | 25.7 | 33.9 | 5.7 | 24.8 | 10.8 |
| IE | 17.1 | 24.9 | 25.1 | 13.3 | 19.6 | 4.3 |
| IT | 10.5 | 22.4 | 35.9 | 3.9 | 27.3 | 5.5 |
| LU | 8.2 | 19.5 | 35.5 | 10.5 | 26.3 | 11.5 |
| NL | 14.6 | 22.1 | 24.8 | 6.9 | 31.6 | 16.8 |
| AT | 9.0 | 18.9 | 36.3 | 2.4 | 33.3 | 9.9 |
| PT | 9.4 | 33.5 | 28.1 | 7.4 | 21.6 | 3.9 |
| FI | 17.1 | 27.0 | 33.6 | 5.8 | 16.5 | 3.8 |
| SE | 17.7 | 27.9 | 30.1 | 5.6 | 18.7 | 5.3 |
| UK | 30.8 | 18.6 | 33.2 | 3.2 | 14.3 | : |

Table 2: Main components of government expenditure (in % of total government expenditure)

| | Taxes on production and imports (D.2rec) | Current taxes on income, wealth, etc. (D.5rec) | Social contributions (D.61rec) | Capital taxes (D.91rec) | Others (P.11+P.12+P.131+D.39+D.4+D.7+D.92+D.99) | of which P.11+P.12+P.131 Market output, output for own final use and payments for other non-market output |
|-----------|--|--|--------------------------------|-------------------------|---|---|
| EU15 | 29.9 | 29.3 | 31.1 | 0.6 | 9.0 | 4.6 |
| euro-zone | 29.0 | 26.4 | 34.7 | 0.7 | 9.2 | 4.8 |
| BE | 25.7 | 34.9 | 33.1 | 1.0 | 5.4 | 2.7 |
| DK | 30.3 | 51.7 | 4.7 | 0.3 | 13.0 | 5.4 |
| DE | 26.4 | 23.9 | 41.0 | 0.3 | 8.4 | 4.3 |
| EL | 31.5 | 20.9 | 30.9 | 0.6 | 16.1 | 3.0 |
| ES | 29.3 | 27.5 | 34.1 | 0.9 | 8.1 | 2.7 |
| FR | 30.0 | 23.0 | 36.4 | 1.2 | 9.4 | 7.0 |
| IE | 36.4 | 35.0 | 17.2 | 0.3 | 11.0 | 3.5 |
| IT | 32.3 | 31.4 | 28.0 | 0.5 | 7.8 | 3.2 |
| LU | 29.3 | 35.0 | 26.6 | 0.3 | 8.8 | 4.6 |
| NL | 27.5 | 26.1 | 32.5 | 0.8 | 13.0 | 7.3 |
| AT | 29.3 | 27.4 | 32.5 | 0.1 | 10.7 | 4.0 |
| PT | 34.6 | 22.4 | 28.2 | 0.2 | 14.6 | 5.6 |
| FI | 25.3 | 35.8 | 22.8 | 0.6 | 15.5 | 8.6 |
| SE | 28.9 | 31.6 | 26.4 | 0.2 | 12.8 | 10.1 |
| UK | 34.6 | 39.4 | 18.8 | 0.6 | 6.7 | 2.4 |

Table 3: Main components of government revenue (in % of total government revenue)

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➤ Databases

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