ANALYSIS OF REVENUE AND EXPENDITURE

Financial Year 2019

Distributed on Budget Day: 18 February 2019

EXPLANATORY NOTES

This document summarises and provides relevant highlights of the FY2019 Revenue and Expenditure Estimates presented to Parliament on 18 February 2019.

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1 Update on Financial Year 2018

1.1 Expected Budget Outturn for FY2018

The revised basic deficit is estimated at $7.0 billion (or 1.4% of GDP), after taking into account Special Transfers Excluding Top-ups to Endowment and Trust Funds, and before the Net Investment Returns Contribution (NIRC). After factoring in the NIRC of $16.4 billion and Top-ups to Endowment and Trust Funds of $7.3 billion, the overall budget balance for FY2018 is estimated to be a surplus of $2.1 billion (or 0.4% of GDP).

The revised FY2018 fiscal position is shown in Table 1.1.

1.2 Operating Revenue

FY2018 Operating Revenue has been revised upwards by $1.0 billion (or 1.4%) to $73.7 billion, compared to budgeted FY2018 estimates. This increase is mainly due to higher collections from Statutory Boards' Contributions, Corporate Income Tax, Stamp Duty and Other Taxes, partially offset by decreases in Vehicle Quota Premiums and Customs and Excise Taxes.

Statutory Boards' Contributions are estimated to increase by $1.0 billion (or 225.2%) to $1.5 billion, mainly due to higher-than-expected contributions from the Monetary Authority of Singapore (MAS)[1]. Corporate Income Tax collections are estimated to increase by $1.0 billion (or 6.8%) to $16.1 billion, due to stronger-than-expected economic growth. Stamp Duty collections are estimated to increase by $0.9 billion (or 23.0%) to $4.6 billion, mainly due to higher-than-expected transaction volume in the property market. Other Taxes are estimated to increase by $0.4 billion (or 5.7%) to $6.8 billion.

Revenues from Vehicle Quota Premiums are estimated to decrease by $2.3 billion (or 41.4%) to $3.3 billion, mainly due to lower-than-projected Certificate of Entitlement (COE) prices and higher disbursements of COE rebates. Customs and Excise Taxes are estimated to decrease by $0.2 billion (or 7.1%) to $3.1 billion, due to lower-than-expected collections in tobacco, petroleum and liquor duties.

The breakdown of Operating Revenue in FY2018 by its components is shown in Chart 1.1.

[1] Revised FY2018 contribution from MAS (based on MAS' actual net profit for FY2017/18) was higher-than-projected as equity markets rallied globally in the second half of FY2017, beyond earlier expectations.

1.3 Total Expenditure

FY2018 Total Expenditure has been revised downwards by $1.0 billion (or 1.3%) to $79.0 billion. The revised FY2018 expenditure is higher than actual FY2017 expenditure by $5.4 billion (or 7.4%). The breakdown of government spending by sector is shown in Chart 1.2.

Revised Operating Expenditure is estimated to be $58.6 billion, $1.0 billion (or 1.7%) higher than budgeted FY2018 expenditure. This is mainly due to higher-than-expected growth in expenditure for education, national development, homeland security and healthcare. Revised FY2018 Operating Expenditure is $3.0 billion (or 5.5%) higher than actual FY2017 Operating Expenditure.

Revised Development Expenditure is estimated to be $20.4 billion, $2.0 billion (or 8.9%) lower than budgeted FY2018 expenditure. This is mainly due to the suspension of the Kuala Lumpur-Singapore High Speed Rail (HSR) project and the rescheduling of works for some public housing projects, and is partially offset by higher requirements for the Research, Innovation and Enterprise 2015 Plan and the Economic Development Assistance Scheme. Revised FY2018 Development Expenditure is $2.4 billion (or 13.3%) higher than actual FY2017 Development Expenditure.

1.4 Special Transfers

Special Transfers, including Top-ups to Endowment and Trust Funds, are expected to total $9.0 billion in FY2018, $0.1 billion (or 1.2%) lower than budgeted. This is mainly due to lower-than-expected Productivity and Innovation Credit (PIC) pay-outs. Table 1.2 shows a summary of the Revised Special Transfers, including Top-ups to Endowment and Trust Funds, for FY2018.

1.5 Net Investment Returns Contribution (NIRC)

The NIRC for FY2018 is projected to be $16.4 billion, which is higher than budgeted by $0.6 billion (or 3.7%).

1.6 Spending from Government Endowment and Trust Funds

The total spending from Government Endowment and Trust Funds is estimated to be $4.1 billion (or about 0.8% GDP) in FY2018. Table 1.3 shows the spending from Government Endowment and Trust Funds.

Table 1.1: Fiscal Position in FY2017 and FY2018

	Actual FY2017	Estimated FY2018	Revised FY2018	Revised FY2018 Compared to Actual FY2017	Revised FY2018 Compared to Estimated FY2018
	$billion	$billion	$billion	% change	% change
OPERATING REVENUE	**75.82**	**72.68**	**73.67**	**(2.8)**	**1.4**
Corporate Income Tax	14.94	15.11	16.14	8.0	6.8
Personal Income Tax	10.72	11.43	11.71	9.2	2.5
Withholding Tax	1.53	1.35	1.49	(2.7)	10.3
Statutory Boards' Contributions	4.87	0.46	1.49	(69.4)	225.2
Assets Taxes	4.44	4.45	4.59	3.4	3.3
Customs and Excise Taxes	3.13	3.37	3.13	(0.0)	(7.1)
Goods and Services Tax	10.96	11.36	11.29	3.0	(0.6)
Motor Vehicle Taxes	2.15	2.81	2.88	33.8	2.6
Vehicle Quota Premiums	5.80	5.59	3.27	(43.6)	(41.4)
Betting Taxes	2.69	2.75	2.66	(0.9)	(3.2)
Stamp Duty	4.91	3.76	4.63	(5.6)	23.0
Other Taxes[1]	6.02	6.43	6.80	13.0	5.7
Fees and Charges (Excluding Vehicle Quota Premiums)	3.28	3.45	3.22	(1.9)	(6.7)
Others	0.38	0.36	0.37	(2.8)	1.2
Less:					
TOTAL EXPENDITURE	**73.56**	**80.02**	**78.99**	**7.4**	**(1.3)**
Operating Expenditure	55.58	57.67	58.63	5.5	1.7
Development Expenditure	17.98	22.35	20.36	13.3	(8.9)
PRIMARY SURPLUS / DEFICIT[2]	**2.26**	**(7.34)**	**(5.32)**		
Less:					
SPECIAL TRANSFERS[3]	**6.12**	**9.11**	**9.00**	**47.0**	**(1.2)**
Special Transfers Excluding Top-ups to Endowment and Trust Funds	**2.11**	**1.81**	**1.70**		
CPF MediSave Top-ups	0.09	0.09	0.09		
GST Voucher Special Payment[4]	0.27	0.00	0.00		
Productivity and Innovation Credit	0.38	0.25	0.18		
Service & Conservancy Charges Rebate	0.12	0.13	0.13		
SG Bonus	-	0.70	0.68		
Temporary Employment Credit	0.39	-	-		
Wage Credit Scheme	0.85	0.63	0.61		
Other Transfers[5]	0.01	0.01	0.01		
BASIC SURPLUS / DEFICIT[6]	**0.15**	**(9.16)**	**(7.02)**		
Top-ups to Endowment and Trust Funds	**4.01**	**7.30**	**7.30**		
Community Silver Trust	-	0.30	0.30		
Cultural Matching Fund	0.15	-	-		
GST Voucher Fund	1.50	2.00	2.00		
National Productivity Fund	1.00	-	-		
National Research Fund	0.50	-	-		
Rail Infrastructure Fund	-	5.00	5.00		
Special Employment Credit Fund	0.16	-	-		
Top-up to Endowment Funds[7]	0.70	-	-		
Add:					
NET INVESTMENT RETURNS CONTRIBUTION	**14.72**	**15.85**	**16.44**	**11.6**	**3.7**
OVERALL BUDGET SURPLUS / DEFICIT	**10.86**	**(0.60)**	**2.12**		

Note: Due to rounding, figures may not add up. Negative figures are shown in parentheses.

1 Other Taxes include the Foreign Worker Levy, Water Conservation Tax, Development Charge and Annual Tonnage Tax.

2 Surplus / Deficit before Special Transfers (including Top-ups to Endowment and Trust Funds) and Net Investment Returns Contribution.

3 Special Transfers including Top-ups to Endowment and Trust Funds.

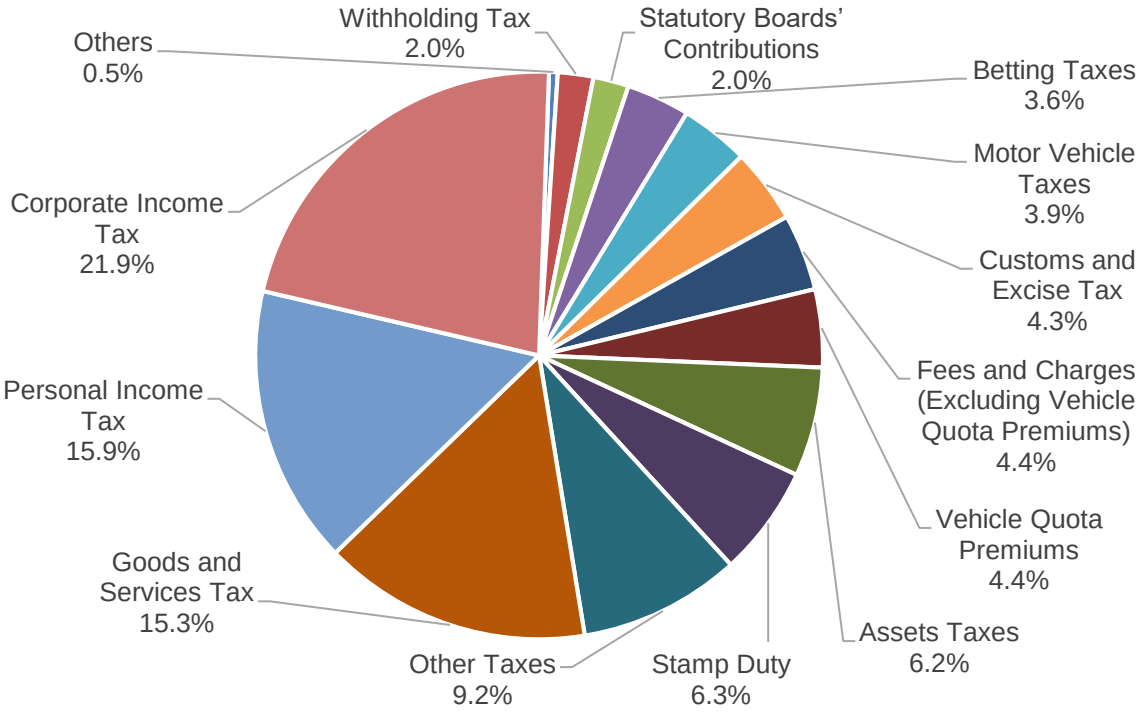
4 The GST Voucher Special Payment committed in Budget 2017 comprises the GST Voucher – Cash Special Payment. The GST Voucher Special Payment committed in Budget 2018 comprises the Additional GST Voucher – U-Save with payments starting in late FY2018.

5 Consists of Productivity and Innovation Credit Bonus, Rebate for School Buses, SME Cash Grant, and funding for Self-Help Groups in FY2017. Consists of Productivity and Innovation Credit Bonus, Rebate for School Buses, SME Cash Grant, Top-ups to Child Development Accounts, and funding for Self-Help Groups in FY2018.

6 Surplus / Deficit before Top-ups to Endowment and Trust Funds, and Net Investment Returns Contribution.

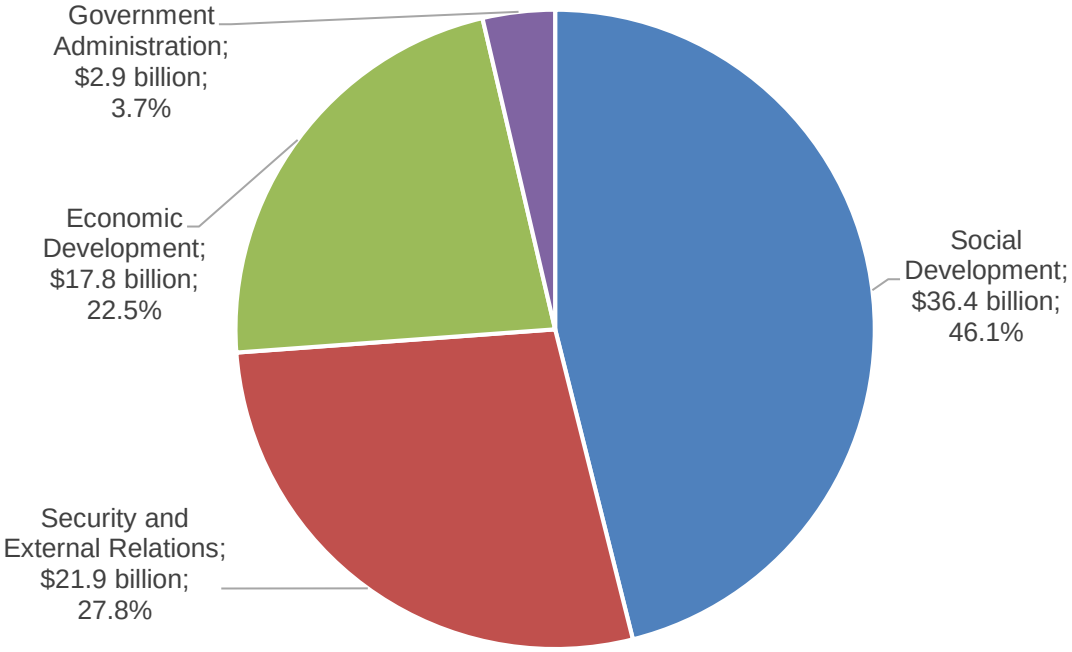
7 Consists of top-ups to the Community Care Endowment Fund and Medical Endowment Fund in FY2017.

Chart 1.1: Breakdown of Government Operating Revenue in FY2018[1]



[1] Government Operating Revenue comprises the Government's tax and non-tax revenues, and does not include Net Investment Returns Contribution (NIRC).

Chart 1.2: Breakdown of Government Spending by Sector in FY2018[2]



[2] Government spending here does not include Special Transfers and spending from Government Endowment and Trust Funds.

Table 1.2: Summary of Revised FY2018 Special Transfers[1]

Measures	Revised FY2018 Cost ($ million)
Special Transfers:	**9,000**
Special Transfers Excluding Top-ups to Endowment and Trust Funds	
SG Bonus	682
Wage Credit Scheme	605
Productivity and Innovation Credit	180
Service & Conservancy Charges Rebate	126
CPF MediSave Top-up Scheme	94
Other Transfers[2]	12
Sub-Total	**1,700**
Top-ups to Endowment and Trust Funds	
Rail Infrastructure Fund	5,000
GST Voucher Fund	2,000
Community Silver Trust	300
Sub-Total	**7,300**

Note: Due to rounding, figures may not add up.

[1] Special Transfers including Top-ups to Endowment and Trust Funds.

[2] Consists of GST Voucher Special Payment, Productivity and Innovation Credit Bonus, Rebate for School Buses, SME Cash Grant, Top-ups to Child Development Accounts and funding for Self-Help Groups.

Table 1.3: Spending from Government Endowment and Trust Funds

	Revised FY2018 ($ million)
Total Spending from Endowment and Trust Funds:	**4,063**
Endowment Funds	
Lifelong Learning Endowment Fund	219
Edusave Endowment Fund	218
Medical Endowment Fund	186
ElderCare Fund	120
Community Care Endowment Fund	77
Sub-Total	**820**
Trust Funds	
National Research Fund	1,026
GST Voucher Fund	825
Pioneer Generation Fund	445
Special Employment Credit Fund	402
National Productivity Fund	324
Community Silver Trust	102
Singapore Universities Trust	57
Cultural Matching Fund	46
Other Trust Funds[1]	17
Sub-Total	**3,243**

Note: Due to rounding, figures may not add up.

[1] Consists of Bus Service Enhancement Fund, National Youth Fund and Public Transport Fund.

2 Outlook for Financial Year 2019

2.1 Budget for FY2019

A basic deficit of $7.1 billion (or 1.4% of GDP) is expected for FY2019. After factoring in Top-ups to Endowment and Trust Funds of $13.6 billion and NIRC of $17.2 billion, the overall budget balance for FY2019 is expected to be a deficit of $3.5 billion (or 0.7% of GDP).

The FY2019 Budget is summarised in Table 2.1.

2.2 Operating Revenue

Operating Revenue for FY2019 is projected at $74.9 billion (or 14.8% of GDP). This is an increase of $1.2 billion (or 1.7%) over the revised FY2018 estimates.

This increase relative to FY2018 is mainly based on higher revenues expected from Corporate Income Tax, Goods and Services Tax, Customs and Excise Taxes, Motor Vehicle Taxes and Fees and Charges (Excluding Vehicle Quota Premiums), and is partially offset by expected decreases in collections for Stamp Duty and Statutory Boards' Contributions.

Corporate Income Tax collections are estimated to increase by $0.6 billion (or 3.6%) to $16.7 billion, based on expected positive economic growth. Goods and Services Tax collections are estimated to increase by $0.4 billion (or 3.5%) to $11.7 billion, based on continued growth in consumption. Customs and Excise Taxes are estimated to increase by $0.4 billion (or 11.8%) to $3.5 billion, partly based on the increase in diesel duty. Motor Vehicle Taxes are estimated to increase by $0.2 billion (or 7.4%) to $3.1 billion as the expected higher number of new Certificate of Entitlement (COE) quotas would lead to more new car purchases. Fees and Charges (Excluding Vehicle Quota Premiums) are estimated to increase by $0.2 billion (or 5.0%) to $3.4 billion, broadly in line with projected nominal GDP growth.

Stamp Duty collections are expected to decrease by $0.6 billion (or 13.1%) to $4.0 billion, based on the effects of the July 2018 cooling measures.

Historical data for the various operating revenue items are provided in Tables 3.2a and 3.2b in the Statistical Annex.

2.3 Total Expenditure

FY2019 Total Expenditure by Ministries is estimated to be $80.3 billion (or 15.8% of GDP). This is $1.3 billion or 1.6% higher than the revised FY2018 expenditure of $79.0 billion. The main increases over FY2018 are in the areas of Healthcare, Defence, and the Environment and Water Resources, and are offset by a decrease in Transport expenditure following a high in FY2018 (see Chart 2.1).

Healthcare expenditure is expected to increase by $1.1 billion or 10.3%, mainly due to: (i) the growth in patient subsidies as we expand clinical services and capacity; (ii) quality enhancements through improved training and retention of healthcare professionals; and (iii) efforts to improve affordability for Singaporeans through MediShield Life premium subsidies and financial assistance, and the implementation of CareShield Life. Development expenditure is also expected to increase due to higher cashflows required for major infrastructure projects such as the Woodlands Health Campus, National Cancer Centre, Integrated Care Hub, IT Infrastructure of new healthcare facilities and other major IT projects.

Defence expenditure is expected to increase by $0.7 billion or 4.8%, due to higher military expenditure.

Expenditure for the Environment and Water Resources is expected to increase by $0.6 billion or 28.5%, largely due to: (i) higher operating grants to the Public Utilities Board (PUB) and the National Environmental Agency (NEA); and (ii) higher expenditure in FY2019 for the Deep Tunnel Sewerage System Phase 2[1].

Transport expenditure is expected to decrease by $1.1 billion or 9.1%, due to reduced requirements in FY2019 for international rail projects. This arises partly from the suspension of the Kuala Lumpur – Singapore High Speed Rail Project, and the fact that sufficient funds have been set aside for the Johor Bahru – Singapore Rapid Transit System Link Project in FY2018. The lower development expenditure is slightly offset by higher operating expenditure to enhance public transport capacity and resilience.

A detailed breakdown of government ministry expenditure by sector is provided in Tables 3.3 to 3.6b in the Statistical Annex.

2.4 Net Investment Returns Contribution (NIRC)

The NIRC for FY2019 is projected to be $17.2 billion, which is $0.7 billion or 4.5% higher than revised FY2018 NIRC.

[1] Part of the increase is also due to the formation of the Singapore Food Agency under the Ministry of the Environment and Water Resources, with food-related functions transferred from the Agri-Food and Veterinary Authority of Singapore, National Environment Agency, and Health Sciences Authority.

Table 2.1: Fiscal Position in FY2019

	Revised FY2018	Estimated FY2019	Change Over Revised FY2018	
	$billion	$billion	$billion	% change
OPERATING REVENUE	**73.67**	**74.90**	**1.23**	**1.7**
Corporate Income Tax	16.14	16.72	0.59	3.6
Personal Income Tax	11.71	11.80	0.09	0.7
Withholding Tax	1.49	1.54	0.05	3.4
Statutory Boards' Contributions[1]	1.49	1.29	(0.20)	(13.2)
Assets Taxes	4.59	4.69	0.10	2.2
Customs and Excise Taxes	3.13	3.50	0.37	11.8
Goods and Services Tax	11.29	11.69	0.40	3.5
Motor Vehicle Taxes	2.88	3.09	0.21	7.4
Vehicle Quota Premiums	3.27	3.42	0.15	4.5
Betting Taxes	2.66	2.67	0.01	0.4
Stamp Duty	4.63	4.02	(0.60)	(13.1)
Other Taxes[2]	6.80	6.69	(0.11)	(1.6)
Fees and Charges (Excluding Vehicle Quota Premiums)	3.22	3.38	0.16	5.0
Others	0.37	0.38	0.01	3.3
Less:				
TOTAL EXPENDITURE	**78.99**	**80.25**	**1.26**	**1.6**
Operating Expenditure	58.63	60.79	2.16	3.7
Development Expenditure	20.36	19.47	(0.89)	(4.4)
PRIMARY SURPLUS / DEFICIT[3]	**(5.32)**	**(5.36)**		
Less:				
SPECIAL TRANSFERS[4]	**9.00**	**15.30**	**6.30**	**70.0**
Special Transfers Excluding Top-ups to Endowment and Trust Funds	**1.70**	**1.74**		
CPF MediSave Top-ups	0.09	0.06		
CPF Top-Up	-	0.23		
Post-Secondary Education Account Top-Up	-	0.08		
GST Voucher Special Payment[5]	0.00	0.44		
Productivity and Innovation Credit	0.18	0.05		
Service & Conservancy Charges Rebate	0.13	0.13		
SG Bonus	0.68	0.01		
Wage Credit Scheme	0.61	0.65		
Workfare Special Bonus[6]	-	0.08		
Other Transfers[7]	0.01	0.00		
BASIC SURPLUS / DEFICIT[8]	**(7.02)**	**(7.09)**		
Top-ups to Endowment and Trust Funds	**7.30**	**13.56**		
Community Silver Trust	0.30	-		
GST Voucher Fund	2.00	-		
Long-Term Care Support Fund	-	5.08		
Merdeka Generation Fund	-	6.10		
Public Transport Fund	-	0.01		
Rail Infrastructure Fund	5.00	2.00		
Special Employment Credit Fund	-	0.37		
Add:				
NET INVESTMENT RETURNS CONTRIBUTION	**16.44**	**17.17**	**0.73**	**4.5**
OVERALL BUDGET SURPLUS / DEFICIT	**2.12**	**(3.48)**		

Note: Due to rounding, figures may not add up. Negative figures are shown in parentheses.

1 From FY2019 onwards, Statutory Boards' Contributions (SBC) from the Monetary Authority of Singapore (MAS) in a given financial year are calculated as the average of "Contribution to Consolidated Fund" (in lieu of corporate income tax) reported in MAS' financial statements for the preceding three years. This is to reduce the volatility in MAS' annual contributions. MAS' SBC in FY2019 should thus comprise one-third of "Contribution to Consolidated Fund" reported in MAS' financial statements for FY2016/17, FY2017/18 and FY2018/19. As MAS' "Contribution to Consolidated Fund" for FY2016/17 and FY2017/18 have been paid in full in FY2017 and FY2018 respectively, MAS' SBC in FY2019 comprises only one-third of MAS' "Contribution to Consolidated Fund" for FY2018/19. MAS' SBC in FY2020 will in turn comprise one-third of MAS' "Contribution to Consolidated Fund" for FY2018/19 and FY2019/20, and MAS' SBC in FY2021 will comprise one-third of MAS' "Contribution to Consolidated Fund" for FY2018/19, FY2019/20 and FY2020/21.

2 Other Taxes include the Foreign Worker Levy, Water Conservation Tax, Development Charge and Annual Tonnage Tax.

3 Surplus / Deficit before Special Transfers (including Top-ups to Endowment and Trust Funds) and Net Investment Returns Contribution.

4 Special Transfers including Top-ups to Endowment and Trust Funds.

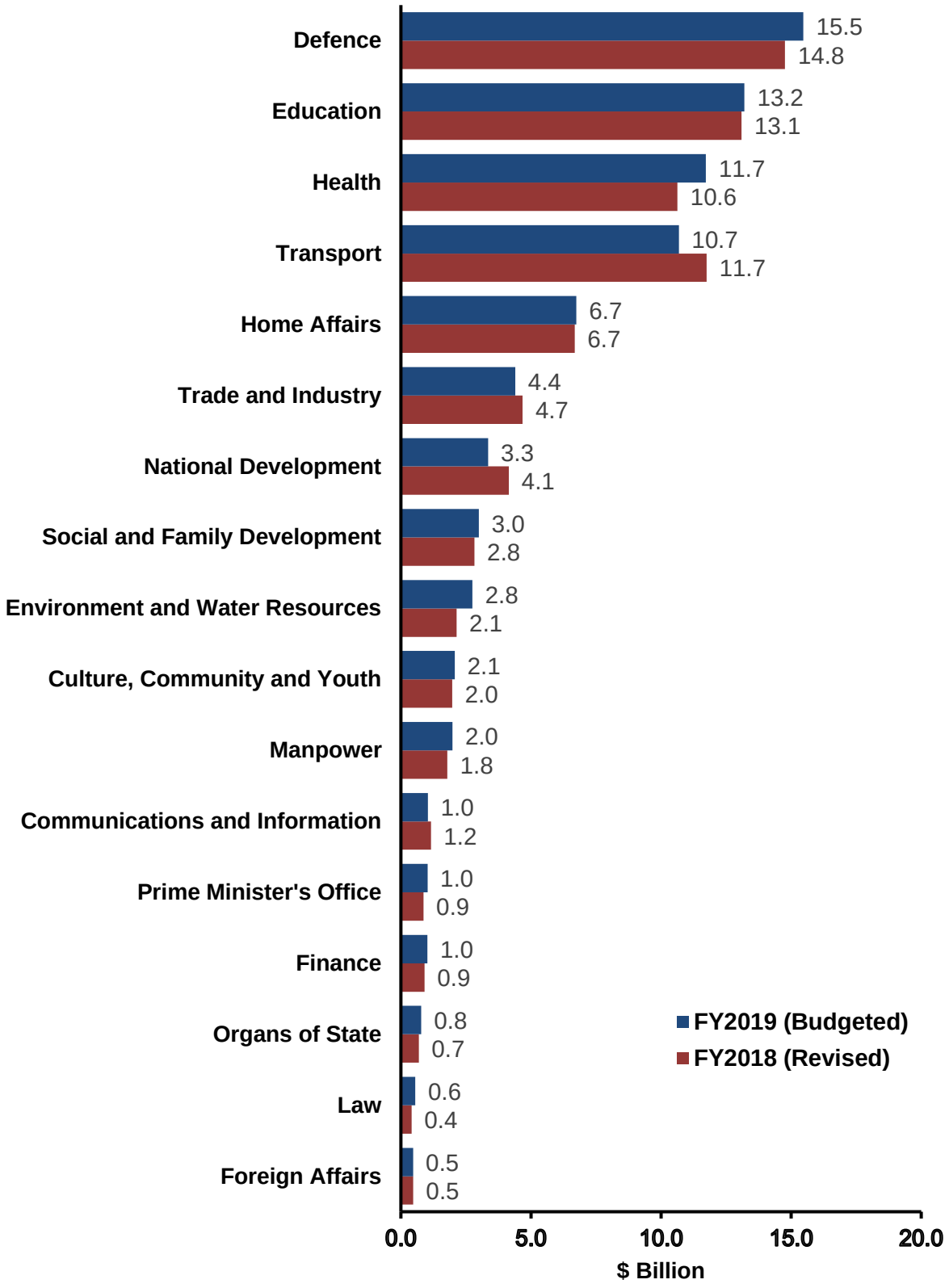
5 The GST Voucher Special Payment committed in Budget 2018 comprises the Additional GST Voucher – U-Save with payments starting in late FY2018. The GST Voucher Special Payment committed in Budget 2019 comprises the GST Voucher – Cash (Bicentennial Payment).

6 The Workfare Special Bonus committed in Budget 2019 comprises the Workfare Bicentennial Bonus.

7 Consists of Productivity and Innovation Credit Bonus, Rebate for School Buses, SME Cash Grant, Top-ups to Child Development Accounts, and funding for Self-Help Groups in FY2018. Consists of Productivity and Innovation Credit Bonus, Rebate for School Buses, SME Cash Grant, and Top-ups to Child Development Accounts in FY2019.

8 Surplus / Deficit before Top-ups to Endowment and Trust Funds, and Net Investment Returns Contribution.

Chart 2.1: Breakdown of Total Expenditure by Sector (FY2019 and FY2018)[1]



[1] The expenditure estimates do not include Special Transfers and spending from Government Endowment and Trust Funds.

2.5 Special Transfers[1]

Special Transfers to Households ($1.0 billion)

In addition to transfers from the Government's operating expenditure and spending from Government Endowment and Trust Funds, households will receive special transfers amounting to $1.0 billion in Budget 2019. This comprises an estimated $811 million for Special Transfers under the Bicentennial Bonus[2], $132 million for Service and Conservancy Charges Rebate, $63 million for CPF MediSave Top-Ups, $19 million for Additional GST Voucher – U-Save, and $8 million under Others (see Table 2.2).

Special Transfers to Businesses ($0.7 billion)

In total, special transfers to businesses in Budget 2019 will amount to $0.7 billion, comprising an estimated $654 million under the extended Wage Credit Scheme (WCS), $45 million under the Productivity and Innovation Credit (PIC) scheme, $3 million for Rebate for School Buses, and $2 million under Others (see Table 2.3).

Top-ups to Funds to Support Longer-term Commitments ($13.6 billion)

In Budget 2019, the Government will inject $6,100 million into a new Merdeka Generation Fund to provide greater healthcare assurance to our Merdeka Generation, and $5,084 million into a new Long-Term Care Support Fund to strengthen financial protection for long-term care. We will top up the Rail Infrastructure Fund by $2,000 million to manage our infrastructure needs in the coming decade. We will also top up the Special Employment Credit Fund by $366 million and Public Transport Fund by $10 million.

In total, $13.6 billion will be committed to fund top-ups (see Table 2.4).

[1] Special Transfers including Top-ups to Endowment and Trust Funds.

[2] Special Transfers under the Bicentennial Bonus include a top-up to Post-Secondary Education Accounts (PSEA), a GST Voucher – Cash (Bicentennial Payment), a Workfare Bicentennial Bonus and a top-up to CPF Special or Retirement Accounts. The Bicentennial Bonus also includes a top-up to Edusave Accounts and Personal Income Tax (PIT) rebates which are not part of FY2019 Special Transfers. Including the top-up to Edusave Accounts and PIT rebates, the Bicentennial Bonus will amount to a total of $1.1 billion.

Table 2.2: Special Transfers to Households in FY2019

Measures	Total Cost ($ million)
Bicentennial Bonus[1] • GST Voucher – Cash (Bicentennial Payment) ($420m) • CPF Top-ups ($230m) • Top-ups to Post-Secondary Education Accounts (PSEA) ($83m) • Workfare Bicentennial Bonus ($78m)	811
Service and Conservancy Charges Rebate	132
5-Year MediSave Top-ups	63
Additional GST Voucher – U-Save	19
Others[2]	8
Total	**1,033**

[1] The Bicentennial Bonus also includes a top-up to Edusave Accounts and Personal Income Tax (PIT) rebates which are not part of FY2019 Special Transfers. Including the top-up to Edusave Accounts and PIT rebates, the Bicentennial Bonus will amount to a total of $1.1 billion.

[2] Consists of SG Bonus and Top-ups to Child Development Accounts.

Table 2.3: Special Transfers to Businesses in FY2019

Measures	Total Cost ($ million)
Wage Credit Scheme	654
Productivity and Innovation Credit	45
Rebate for School Buses	3
Others[1]	2
Total	**704**

[1] Consists of Productivity and Innovation Credit Bonus and SME Cash Grant.

Table 2.4: Top-ups to Funds in FY2019 to Support Key Commitments

Measures	Top-up Amount ($ million)
Merdeka Generation Fund	6,100
Long-Term Care Support Fund	5,084
Rail Infrastructure Fund	2,000
Special Employment Credit Fund	366
Public Transport Fund	10
Total	**13,560**

2.6 Fiscal Impulse

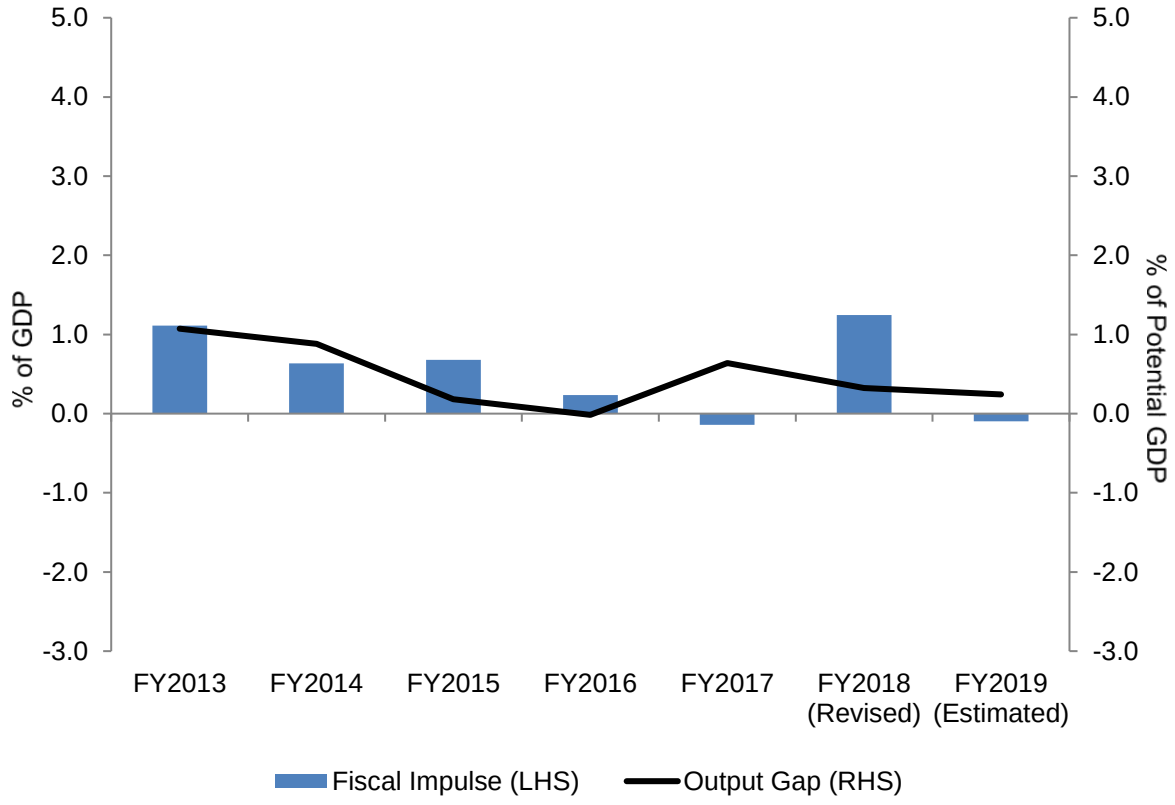
Global economic growth is expected to be lower in 2019, compared to that in 2018. Both advanced and developing economies are expected to see a slowdown in growth. In the US, growth is projected to moderate as the effect of the fiscal stimulus implemented in 2018 starts to fade. Meanwhile, growth in the Eurozone is expected to ease in 2019, but will be supported by domestic demand due to healthy labour market conditions and low borrowing costs. In China, growth is expected to moderate due to a slowdown in investment and export growth. Nevertheless, domestic consumption is expected to remain stable, supported in part by government measures to boost household spending.

Risks to global economic growth are higher. There remains the risk of a further escalation of trade conflicts, and a sharper-than-expected slowdown of China's economy. There is also the risk of a "no-deal" Brexit. The materialisation of any of these risks could further increase financial volatility and weigh on investor sentiments. In turn, this would have a negative effect on global growth.

The Singapore economy grew by 3.2% in 2018 and is projected to grow by 1.5% to 3.5% in 2019. The output gap is expected to remain slightly positive in 2019, decreasing marginally from last year's.

With Budget 2019, the fiscal impulse is expected to be neutral in FY2019 (see Chart 2.2). This comes after a series of positive impulses in previous years. Nonetheless, the Government's budget position remains expansionary. The Government continues to make longer-term supply-side investments, which support ongoing economic restructuring.

Chart 2.2: Fiscal Impulse and Output Gap



STATISTICAL ANNEX

Table 3.1a: Overall Fiscal Position for FY2013 to FY2019 ($ million)

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Operating Revenue	**57,020**	**60,838**	**64,823**	**68,964**	**75,816**	**73,669**	**74,895**
Tax Revenue	51,146	54,110	55,647	58,699	66,363	66,815	67,721
Fees and Charges	5,625	6,405	8,674	9,760	9,075	6,488	6,795
Others	250	324	502	506	378	367	379
Total Expenditure	**51,728**	**56,648**	**67,447**	**71,045**	**73,556**	**78,990**	**80,252**
Operating Expenditure	39,725	42,685	48,090	52,129	55,581	58,629	60,786
Development Expenditure[1]	12,003	13,963	19,357	18,916	17,975	20,361	19,466
Primary Surplus / Deficit	**5,292**	**4,190**	**(2,624)**	**(2,080)**	**2,259**	**(5,321)**	**(5,357)**
Special Transfers[2]	**8,584**	**12,356**	**10,369**	**6,372**	**6,122**	**9,000**	**15,297**
Special Transfers Excluding Top-ups to Endowment and Trust Funds	2,990	3,856	4,369	2,772	2,112	1,700	1,737
Basic Surplus / Deficit[3]	**2,303**	**334**	**(6,993)**	**(4,853)**	**147**	**(7,021)**	**(7,094)**
Top-ups to Endowment and Trust Funds	5,594	8,500	6,000	3,600	4,010	7,300	13,560
Net Investment Returns Contribution[4]	**8,289**	**8,738**	**8,943**	**14,577**	**14,724**	**16,437**	**17,169**
Overall Budget Surplus / Deficit	**4,998**	**571**	**(4,050)**	**6,125**	**10,861**	**2,116**	**(3,485)**

Table 3.1b: Overall Fiscal Position for FY2013 to FY2019 (% of GDP)[5]

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Operating Revenue	**14.8%**	**15.1%**	**15.3%**	**15.4%**	**16.2%**	**15.0%**	**14.8%**
Tax Revenue	13.3%	13.4%	13.1%	13.1%	14.1%	13.6%	13.4%
Fees and Charges	1.5%	1.6%	2.0%	2.2%	1.9%	1.3%	1.3%
Others	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%
Total Expenditure	**13.4%**	**14.1%**	**15.9%**	**15.9%**	**15.7%**	**16.1%**	**15.8%**
Operating Expenditure	10.3%	10.6%	11.3%	11.7%	11.8%	12.0%	12.0%
Development Expenditure[1]	3.1%	3.5%	4.6%	4.2%	3.8%	4.2%	3.8%
Primary Surplus / Deficit	**1.4%**	**1.0%**	**(0.6%)**	**(0.5%)**	**0.5%**	**(1.1%)**	**(1.1%)**
Special Transfers[2]	**2.2%**	**3.1%**	**2.4%**	**1.4%**	**1.3%**	**1.8%**	**3.0%**
Special Transfers Excluding Top-ups to Endowment and Trust Funds	0.8%	1.0%	1.0%	0.6%	0.4%	0.3%	0.3%
Basic Surplus / Deficit[3]	**0.6%**	**0.1%**	**(1.7%)**	**(1.1%)**	**0.0%**	**(1.4%)**	**(1.4%)**
Top-ups to Endowment and Trust Funds	1.5%	2.1%	1.4%	0.8%	0.9%	1.5%	2.7%
Net Investment Returns Contribution[4]	**2.1%**	**2.2%**	**2.1%**	**3.3%**	**3.1%**	**3.4%**	**3.4%**
Overall Budget Surplus / Deficit	**1.3%**	**0.1%**	**(1.0%)**	**1.4%**	**2.3%**	**0.4%**	**(0.7%)**

Note: Negative figures are shown in parentheses.

1 Development Expenditure excludes land-related expenditure.
2 Special Transfers include Top-ups to Endowment and Trust Funds.
3 Surplus / Deficit before Top-ups to Endowment and Trust Funds and Net Investment Returns Contribution.
4 Net Investment Returns Contribution is the sum of: (1) up to 50% of the expected long-term real return on the relevant assets specified in the Constitution; and (2) up to 50% of the net investment income on the remaining assets.
5 Data may differ from previous years due to revisions to GDP estimates.

Table 3.2a: Revenue Collections for FY2013 to FY2019 ($ million)

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Operating Revenue	**57,020**	**60,838**	**64,823**	**68,964**	**75,816**	**73,669**	**74,895**
Corporate Income Tax	12,680	13,371	13,815	13,602	14,944	16,137	16,722
Personal Income Tax	7,688	8,927	9,235	10,526	10,724	11,712	11,797
Withholding Tax	1,152	1,126	1,402	1,474	1,532	1,490	1,541
Statutory Boards' Contributions[1]	530	516	438	775	4,866	1,490	1,294
Assets Taxes	4,182	4,341	4,455	4,360	4,440	4,590	4,690
Customs and Excise Taxes	2,189	2,540	2,833	2,730	3,133	3,132	3,502
Goods and Services Tax	9,513	10,215	10,345	11,078	10,960	11,292	11,691
Motor Vehicle Taxes	1,655	1,603	1,760	2,148	2,153	2,881	3,094
Vehicle Quota Premium	2,722	3,394	5,425	6,551	5,796	3,272	3,420
Betting Taxes	2,379	2,591	2,719	2,682	2,688	2,663	2,673
Stamp Duty	3,930	2,784	2,769	3,278	4,905	4,628	4,024
Other Taxes[2]	5,248	6,097	5,876	6,045	6,019	6,799	6,693
Fees and Charges (Excluding Vehicle Quota Premiums)[3]	2,903	3,010	3,249	3,209	3,279	3,216	3,376
Others	250	324	502	506	378	367	379

Table 3.2b: Revenue Collections for FY2013 to FY2019 (% of GDP)[4]

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Operating Revenue	**14.8%**	**15.1%**	**15.3%**	**15.4%**	**16.2%**	**15.0%**	**14.8%**
Corporate Income Tax	3.3%	3.3%	3.3%	3.0%	3.2%	3.3%	3.3%
Personal Income Tax	2.0%	2.2%	2.2%	2.4%	2.3%	2.4%	2.3%
Withholding Tax	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%
Statutory Boards' Contributions[1]	0.1%	0.1%	0.1%	0.2%	1.0%	0.3%	0.3%
Assets Taxes	1.1%	1.1%	1.1%	1.0%	0.9%	0.9%	0.9%
Customs and Excise Taxes	0.6%	0.6%	0.7%	0.6%	0.7%	0.6%	0.7%
Goods and Services Tax	2.5%	2.5%	2.4%	2.5%	2.3%	2.3%	2.3%
Motor Vehicle Taxes	0.4%	0.4%	0.4%	0.5%	0.5%	0.6%	0.6%
Vehicle Quota Premium	0.7%	0.8%	1.3%	1.5%	1.2%	0.7%	0.7%
Betting Taxes	0.6%	0.6%	0.6%	0.6%	0.6%	0.5%	0.5%
Stamp Duty	1.0%	0.7%	0.7%	0.7%	1.0%	0.9%	0.8%
Other Taxes[2]	1.4%	1.5%	1.4%	1.4%	1.3%	1.4%	1.3%
Fees and Charges (Excluding Vehicle Quota Premiums)[3]	0.8%	0.7%	0.8%	0.7%	0.7%	0.7%	0.7%
Others	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%

Note: Figures may not add up due to rounding.

1 From FY2019 onwards, Statutory Boards' Contributions (SBC) from the Monetary Authority of Singapore (MAS) in a given financial year are calculated as the average of "Contribution to Consolidated Fund" (in lieu of corporate income tax) reported in MAS' financial statements for the preceding three years. This is to reduce the volatility in MAS' annual contributions. MAS' SBC in FY2019 should thus comprise one-third of "Contribution to Consolidated Fund" reported in MAS' financial statements for FY2016/17, FY2017/18 and FY2018/19. As MAS' "Contribution to Consolidated Fund" for FY2016/17 and FY2017/18 have been paid in full in FY2017 and FY2018 respectively, MAS' SBC in FY2019 comprises only one-third of MAS' "Contribution to Consolidated Fund" for FY2018/19. MAS' SBC in FY2020 will in turn comprise one-third of MAS' "Contribution to Consolidated Fund" for FY2018/19 and FY2019/20, and MAS' SBC in FY2021 will comprise one-third of MAS' "Contribution to Consolidated Fund" for FY2018/19, FY2019/20 and FY2020/21.

2 Includes Foreign Worker Levy, Development Charge, Annual Tonnage Tax and Water Conservation Tax.

3 Includes revenue from Licenses, Permits, Service Fees, Sales of Goods, Rental of Premises, Fines and Forfeitures and Reimbursements.

4 Data may differ from previous years due to revisions to GDP estimates.

Table 3.3: Breakdown of Total Expenditure by Sector for FY2018 and FY2019 ($ million)

	FY2018 (Revised)			FY2019 (Budgeted)		
	Total Expenditure[1]	Operating Expenditure	Development Expenditure[2]	Total Expenditure[1]	Operating Expenditure	Development Expenditure[2]
Total[1]	**78,990**	**58,629**	**20,361**	**80,252**	**60,786**	**19,466**
Social Development	**36,405**	**31,940**	**4,465**	**37,685**	**32,715**	**4,971**
Education	13,090	12,640	450	13,200	12,490	710
National Development[3]	4,149	2,960	1,190	3,349	2,495	854
Health[3]	10,632	9,102	1,530	11,723	10,024	1,699
The Environment and Water Resources[3]	2,143	1,299	843	2,752	1,590	1,162
Culture, Community and Youth	1,976	1,675	300	2,067	1,670	396
Social and Family Development	2,826	2,710	116	2,999	2,883	116
Communications and Information	534	499	35	509	477	32
Manpower (Financial Security)	1,056	1,055	1	1,087	1,085	1
Security and External Relations	**21,921**	**20,239**	**1,683**	**22,677**	**21,178**	**1,499**
Defence	14,762	14,238	524	15,469	14,964	504
Home Affairs	6,683	5,549	1,134	6,742	5,763	979
Foreign Affairs	476	452	25	467	451	16
Economic Development	**17,778**	**4,219**	**13,559**	**16,505**	**4,401**	**12,104**
Transport	11,748	1,902	9,847	10,684	2,033	8,650
Trade and Industry	4,679	1,009	3,669	4,397	1,032	3,365
Manpower (excluding Financial Security)	729	695	34	892	825	67
Info-Communications and Media Development	621	612	9	532	510	22
Government Administration	**2,886**	**2,232**	**654**	**3,385**	**2,492**	**893**
Finance	910	833	77	1,022	869	153
Law	410	192	218	556	232	323
Organs of State	694	508	185	783	563	221
Prime Minister's Office	872	698	174	1,024	828	197

Note: Figures may not add up due to rounding.

1 The expenditure estimates do not include Special Transfers and spending from Government Endowment and Trust Funds.

2 Development Expenditure excludes land-related expenditure.

3 With effect from 1 April 2019, the Singapore Food Agency (SFA) will be formed under the Ministry of the Environment and Water Resources (MEWR) to oversee food safety and security. It will bring together food-related functions carried out by the Agri-Food and Veterinary Authority (AVA) under the Ministry of National Development (MND), the National Environment Agency (NEA) under MEWR, and the Health Sciences Authority (HSA) under the Ministry of Health (MOH).

Table 3.4: Operating Expenditure by Sector for FY2013 to FY2019 ($ million)

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Total[1]	**39,725**	**42,685**	**48,090**	**52,129**	**55,581**	**58,629**	**60,786**
Social Development	**20,943**	**22,612**	**26,258**	**28,939**	**30,849**	**31,940**	**32,715**
Education	10,665	10,712	11,236	11,812	12,080	12,640	12,490
National Development[2]	673	858	1,332	2,284	3,218	2,960	2,495
Health[2]	5,044	5,872	7,520	8,199	8,734	9,102	10,024
The Environment and Water Resources[2]	958	1,049	1,125	1,201	1,248	1,299	1,590
Culture, Community and Youth	1,003	1,335	1,795	1,444	1,586	1,675	1,670
Social and Family Development	1,598	1,722	2,121	2,389	2,459	2,710	2,883
Communications and Information	336	354	424	456	496	499	477
Manpower (Financial Security)	666	709	706	1,154	1,028	1,055	1,085
Security and External Relations	**15,233**	**16,290**	**17,495**	**18,372**	**19,013**	**20,239**	**21,178**
Defence	11,329	11,867	12,672	13,281	13,582	14,238	14,964
Home Affairs	3,522	4,029	4,377	4,652	4,996	5,549	5,763
Foreign Affairs	382	394	447	439	435	452	451
Economic Development	**2,027**	**2,224**	**2,632**	**2,998**	**3,574**	**4,219**	**4,401**
Transport	555	598	783	953	1,607	1,902	2,033
Trade and Industry	710	729	783	921	943	1,009	1,032
Manpower (excluding Financial Security)	496	520	611	634	645	695	825
Info-Communications and Media Development[3,4]	267	378	454	490	378	612	510
Government Administration	**1,521**	**1,560**	**1,705**	**1,819**	**2,144**	**2,232**	**2,492**
Finance[4]	711	682	740	824	833	833	869
Law	167	177	174	181	185	192	232
Organs of State	352	384	410	440	473	508	563
Prime Minister's Office[4]	290	318	381	374	653	698	828

Note: Figures may not add up due to rounding.

1 The expenditure estimates do not include Special Transfers and spending from Government Endowment and Trust Funds.

2 With effect from 1 April 2019, the Singapore Food Agency (SFA) will be formed under the Ministry of the Environment and Water Resources (MEWR) to oversee food safety and security. It will bring together food-related functions carried out by the Agri-Food and Veterinary Authority (AVA) under the Ministry of National Development (MND), the National Environment Agency (NEA) under MEWR, and the Health Sciences Authority (HSA) under the Ministry of Health (MOH).

3 Info-Communications and Media Development expenditure under the Economic Development sector refers to expenditure under the Infocomm Development Authority of Singapore and Media Development Authority prior to 1 October 2016. Thereafter, it refers to that of the Info-communications Media Development Authority, the Government Technology Agency of Singapore (for FY2016 only), and the Cyber Security Agency of Singapore (from FY2018 onwards).

4 With effect from 1 May 2017, the Smart Nation and Digital Government Group (SNDGG) was formed under the Prime Minister's Office (PMO), comprising the Digital Government Directorate of the Ministry of Finance (MOF), the Government Technology Policy department and Government Technology Agency (GovTech) of the Ministry of Communications and Information (MCI), and the Smart Nation Programme Office (SNPO) of the PMO.

Table 3.5: Development Expenditure by Sector for FY2013 to FY2019 ($ million)

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Total[1]	**12,003**	**13,963**	**19,357**	**18,916**	**17,975**	**20,361**	**19,466**
Social Development	**3,236**	**4,595**	**5,034**	**4,900**	**5,619**	**4,465**	**4,971**
Education	973	886	699	657	611	450	710
National Development[2]	901	1,308	1,321	1,248	1,257	1,190	854
Health[2]	723	1,147	1,413	1,619	1,465	1,530	1,699
The Environment and Water Resources[2]	325	427	567	684	1,549	843	1,162
Culture, Community and Youth	212	617	779	507	489	300	396
Social and Family Development	41	62	111	98	87	116	116
Communications and Information	61	148	144	88	160	35	32
Manpower (Financial Security)	0	0	0	0	0	1	1
Security and External Relations	**860**	**906**	**956**	**1,169**	**1,449**	**1,683**	**1,499**
Defence	422	429	431	543	594	524	504
Home Affairs	379	438	506	573	831	1,134	979
Foreign Affairs	59	40	19	53	24	25	16
Economic Development	**7,547**	**7,923**	**12,909**	**12,303**	**10,297**	**13,559**	**12,104**
Transport	5,504	5,489	10,332	9,319	7,572	9,847	8,650
Trade and Industry	1,947	2,102	2,398	2,858	2,688	3,669	3,365
Manpower (excluding Financial Security)	28	37	25	21	34	34	67
Info-Communications and Media Development[3,4]	68	296	153	105	4	9	22
Government Administration	**360**	**539**	**457**	**545**	**610**	**654**	**893**
Finance[4]	25	44	53	72	62	77	153
Law	273	434	319	377	320	218	323
Organs of State	22	23	47	55	105	185	221
Prime Minister's Office[4]	40	38	38	40	123	174	197

Note: Figures may not add up due to rounding.

1 Development Expenditure excludes land-related expenditure. These expenditure estimates also do not include Special Transfers and spending from Government Endowment and Trust Funds.

2 With effect from 1 April 2019, the Singapore Food Agency (SFA) will be formed under the Ministry of the Environment and Water Resources (MEWR) to oversee food safety and security. It will bring together food-related functions carried out by the Agri-Food and Veterinary Authority (AVA) under the Ministry of National Development (MND), the National Environment Agency (NEA) under MEWR, and the Health Sciences Authority (HSA) under the Ministry of Health (MOH).

3 Info-Communications and Media Development expenditure under the Economic Development sector refers to expenditure under the Infocomm Development Authority of Singapore and Media Development Authority prior to 1 October 2016. Thereafter, it refers to that of the Info-communications Media Development Authority, the Government Technology Agency of Singapore (for FY2016 only), and the Cyber Security Agency of Singapore (from FY2018 onwards).

4 With effect from 1 May 2017, the Smart Nation and Digital Government Group (SNDGG) was formed under the Prime Minister's Office (PMO), comprising the Digital Government Directorate of the Ministry of Finance (MOF), the Government Technology Policy department and Government Technology Agency (GovTech) of the Ministry of Communications and Information (MCI), and the Smart Nation Programme Office (SNPO) of the PMO.

Table 3.6a: Total Expenditure by Sector for FY2013 to FY2019 ($ million)

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Total[1]	**51,728**	**56,648**	**67,447**	**71,045**	**73,556**	**78,990**	**80,252**
Social Development	**24,179**	**27,207**	**31,293**	**33,839**	**36,468**	**36,405**	**37,685**
Education	11,638	11,598	11,935	12,469	12,691	13,090	13,200
National Development[2]	1,574	2,166	2,653	3,532	4,475	4,149	3,349
Health[2]	5,767	7,019	8,933	9,819	10,200	10,632	11,723
The Environment and Water Resources[2]	1,283	1,476	1,692	1,884	2,797	2,143	2,752
Culture, Community and Youth	1,215	1,952	2,573	1,951	2,076	1,976	2,067
Social and Family Development	1,639	1,784	2,232	2,486	2,545	2,826	2,999
Communications and Information	397	503	569	544	656	534	509
Manpower (Financial Security)	666	709	706	1,154	1,028	1,056	1,087
Security and External Relations	**16,094**	**17,196**	**18,452**	**19,541**	**20,462**	**21,921**	**22,677**
Defence	11,751	12,295	13,103	13,824	14,176	14,762	15,469
Home Affairs	3,901	4,467	4,883	5,225	5,827	6,683	6,742
Foreign Affairs	441	434	466	492	460	476	467
Economic Development	**9,574**	**10,147**	**15,541**	**15,301**	**13,872**	**17,778**	**16,505**
Transport	6,059	6,086	11,115	10,272	9,179	11,748	10,684
Trade and Industry	2,656	2,830	3,181	3,778	3,632	4,679	4,397
Manpower (excluding Financial Security)	524	557	637	655	679	729	892
Info-Communications and Media Development[3,4]	335	674	608	595	382	621	532
Government Administration	**1,881**	**2,099**	**2,162**	**2,364**	**2,754**	**2,886**	**3,385**
Finance[4]	737	726	793	896	896	910	1,022
Law	440	611	493	558	505	410	556
Organs of State	374	406	458	496	578	694	783
Prime Minister's Office[4]	330	355	419	414	775	872	1,024

Note: Figures may not add up due to rounding.

1 The expenditure estimates do not include Special Transfers and spending from Government Endowment and Trust Funds.

2 With effect from 1 April 2019, the Singapore Food Agency (SFA) will be formed under the Ministry of the Environment and Water Resources (MEWR) to oversee food safety and security. It will bring together food-related functions carried out by the Agri-Food and Veterinary Authority (AVA) under the Ministry of National Development (MND), the National Environment Agency (NEA) under MEWR, and the Health Sciences Authority (HSA) under the Ministry of Health (MOH).

3 Info-Communications and Media Development expenditure under the Economic Development sector refers to expenditure under the Infocomm Development Authority of Singapore and Media Development Authority prior to 1 October 2016. Thereafter, it refers to that of the Info-communications Media Development Authority, the Government Technology Agency of Singapore (for FY2016 only), and the Cyber Security Agency of Singapore (from FY2018 onwards).

4 With effect from 1 May 2017, the Smart Nation and Digital Government Group (SNDGG) was formed under the Prime Minister's Office (PMO), comprising the Digital Government Directorate of the Ministry of Finance (MOF), the Government Technology Policy department and Government Technology Agency (GovTech) of the Ministry of Communications and Information (MCI), and the Smart Nation Programme Office (SNPO) of the PMO.

Table 3.6b: Total Expenditure by Sector for FY2013 to FY2019 (% of GDP)[1]

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Total[2]	**13.4%**	**14.1%**	**15.9%**	**15.9%**	**15.7%**	**16.1%**	**15.8%**
Social Development	**6.3%**	**6.8%**	**7.4%**	**7.6%**	**7.8%**	**7.4%**	**7.4%**
Education	3.0%	2.9%	2.8%	2.8%	2.7%	2.7%	2.6%
National Development[3]	0.4%	0.5%	0.6%	0.8%	1.0%	0.8%	0.7%
Health[3]	1.5%	1.7%	2.1%	2.2%	2.2%	2.2%	2.3%
The Environment and Water Resources[3]	0.3%	0.4%	0.4%	0.4%	0.6%	0.4%	0.5%
Culture, Community and Youth	0.3%	0.5%	0.6%	0.4%	0.4%	0.4%	0.4%
Social and Family Development	0.4%	0.4%	0.5%	0.6%	0.5%	0.6%	0.6%
Communications and Information	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%
Manpower (Financial Security)	0.2%	0.2%	0.2%	0.3%	0.2%	0.2%	0.2%
Security and External Relations	**4.2%**	**4.3%**	**4.4%**	**4.4%**	**4.4%**	**4.5%**	**4.5%**
Defence	3.0%	3.1%	3.1%	3.1%	3.0%	3.0%	3.1%
Home Affairs	1.0%	1.1%	1.2%	1.2%	1.2%	1.4%	1.3%
Foreign Affairs	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%
Economic Development	**2.5%**	**2.5%**	**3.7%**	**3.4%**	**3.0%**	**3.6%**	**3.3%**
Transport	1.6%	1.5%	2.6%	2.3%	2.0%	2.4%	2.1%
Trade and Industry	0.7%	0.7%	0.8%	0.8%	0.8%	1.0%	0.9%
Manpower (excluding Financial Security)	0.1%	0.1%	0.2%	0.1%	0.1%	0.1%	0.2%
Info-Communications and Media Development[4,5]	0.1%	0.2%	0.1%	0.1%	0.1%	0.1%	0.1%
Government Administration	**0.5%**	**0.5%**	**0.5%**	**0.5%**	**0.6%**	**0.6%**	**0.7%**
Finance[5]	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%
Law	0.1%	0.2%	0.1%	0.1%	0.1%	0.1%	0.1%
Organs of State	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.2%
Prime Minister's Office[5]	0.1%	0.1%	0.1%	0.1%	0.2%	0.2%	0.2%

Note: Figures may not add up due to rounding.

1 Data may differ from previous years due to revisions to GDP estimates.

2 The expenditure estimates do not include Special Transfers and spending from Government Endowment and Trust Funds.

3 With effect from 1 April 2019, the Singapore Food Agency (SFA) will be formed under the Ministry of the Environment and Water Resources (MEWR) to oversee food safety and security. It will bring together food-related functions carried out by the Agri-Food and Veterinary Authority (AVA) under the Ministry of National Development (MND), the National Environment Agency (NEA) under MEWR, and the Health Sciences Authority (HSA) under the Ministry of Health (MOH).

4 Info-Communications and Media Development expenditure under the Economic Development sector refers to expenditure under the Infocomm Development Authority of Singapore and Media Development Authority prior to 1 October 2016. Thereafter, it refers to that of the Info-communications Media Development Authority, the Government Technology Agency of Singapore (for FY2016 only), and the Cyber Security Agency of Singapore (from FY2018 onwards).

5 With effect from 1 May 2017, the Smart Nation and Digital Government Group (SNDGG) was formed under the Prime Minister's Office (PMO) comprising the Digital Government Directorate of the Ministry of Finance (MOF), the Government Technology Policy department and Government Technology Agency (GovTech) of the Ministry of Communications and Information (MCI), and the Smart Nation Programme Office (SNPO) of the PMO.

Table 3.7: Total Expenditure by Expenditure Type for FY2013 to FY2019 ($ million)

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)	FY2019 (Budgeted)
Total Expenditure[1]	**51,728**	**56,648**	**67,447**	**71,045**	**73,556**	**78,990**	**80,252**
Operating Expenditure	**39,725**	**42,685**	**48,090**	**52,129**	**55,581**	**58,629**	**60,786**
Running Costs	**29,126**	**31,423**	**34,934**	**37,291**	**40,322**	**42,729**	**44,210**
Expenditure on Manpower	6,844	7,409	8,010	8,345	8,865	9,348	9,578
Other Operating Expenditure	15,216	16,097	17,505	18,389	18,897	20,224	21,380
Grants, Subventions & Capital Injections to Organisations	7,066	7,916	9,419	10,558	12,560	13,157	13,253
Transfers	**10,599**	**11,262**	**13,156**	**14,837**	**15,259**	**15,900**	**16,576**
Social Transfers to Individuals	2,382	2,543	3,093	4,124	4,046	4,056	4,265
Transfers to Institutions & Organisations	8,046	8,596	9,889	10,509	10,988	11,667	12,151
International Organisations & Overseas Development Assistance	171	123	175	205	226	178	159
Development Expenditure[2]	**12,003**	**13,963**	**19,357**	**18,916**	**17,975**	**20,361**	**19,466**
Government Development	4,045	4,654	5,133	6,268	6,105	5,972	6,968
Grants & Capital Injections to Organisations	7,958	9,309	14,223	12,648	11,870	14,389	12,498

Note: Figures may not add up due to rounding.

1 The expenditure estimates do not include Special Transfers and spending from Government Endowment and Trust Funds.

2 Development Expenditure excludes land-related expenditure.

Table 3.8: Headcount by Ministry for FY2013 to FY2019

	FY2013[1]	FY2014	FY2015	FY2016	FY2017	FY2018 (Revised)[2]	FY2019 (Budgeted)[3]
Civil List	52	52	54	51	53	67	67
Attorney-General's Chambers	534	550	558	565	580	597	652
Auditor-General's Office	169	171	181	188	185	206	206
Cabinet Office	10	11	10	11	11	11	12
Judicature	803	834	894	907	975	1,021	1,019
Parliament	48	47	47	47	47	65	65
Presidential Councils	4	3	3	3	3	6	6
Public Service Commission	13	13	13	13	13	14	15
Social and Family Development	1,571	1,581	1,700	1,756	1,730	1,930	1,930
Defence	282	282	282	282	282	282	282
Education	56,841	56,707	56,883	57,117	56,646	62,964	54,162
The Environment and Water Resources[4]	4,522	4,400	4,478	4,495	4,537	4,493	5,525
Finance[5]	3,594	3,645	3,688	3,798	3,777	3,858	3,888
Foreign Affairs	1,383	1,430	1,398	1,425	1,427	1,616	1,626
Health[4]	1,444	1,476	1,475	1,483	1,512	1,573	1,639
Home Affairs	25,231	25,904	26,670	27,402	27,633	28,144	29,090
Communications and Information[5]	3,488	3,605	3,525	4,459	2,473	2,651	2,729
Law	945	1,044	1,061	1,086	1,022	1,022	1,025
Manpower	2,531	2,584	2,629	2,690	2,204	2,239	2,271
National Development[4]	8,187	8,804	8,955	9,087	9,046	9,063	8,473
Prime Minister's Office[5]	913	1,056	1,091	1,098	2,930	3,711	3,539
Trade and Industry	3,067	2,829	3,000	3,019	3,069	3,134	3,153
Transport	5,203	5,440	5,951	6,243	6,556	7,000	7,259
Culture, Community and Youth	4,586	4,545	4,743	4,712	4,879	5,242	5,086
Total	**125,421**	**127,013**	**129,289**	**131,937**	**131,590**	**140,909**	**133,719**

Note: For FY2018 and FY2019, these are establishment figures. Establishments reflect the number of officers that Ministries can hire, but are not reflective of actual headcount, as establishments may not be filled by Ministries even though they may be kept in anticipation of a future need.

1 Figures for FY2013 to FY2017 refer to actual headcount.

2 Figures for FY2018 are revised establishment estimates.

3 Figures for FY2019 are budgeted establishment estimates.

4 With effect from 1 April 2019, the Singapore Food Agency (SFA) will be formed under the Ministry of the Environment and Water Resources (MEWR) to oversee food safety and security. It will bring together food-related functions carried out by the Agri-Food and Veterinary Authority (AVA) under the Ministry of National Development (MND), the National Environment Agency (NEA) under MEWR, and the Health Sciences Authority (HSA) under the Ministry of Health (MOH).

5 With effect from 1 May 2017, the Smart Nation and Digital Government Group (SNDGG) was formed under the Prime Minister's Office (PMO), comprising the Digital Government Directorate of the Ministry of Finance (MOF), the Government Technology Policy department and Government Technology Agency (GovTech) of the Ministry of Communications and Information (MCI), and the Smart Nation Programme Office (SNPO) of the PMO.

GLOSSARY

Glossary of Terms

Assets Taxes
Assets Taxes refer to Property Tax and Estate Duty. Property Tax is a tax on the ownership of property and is payable by all property owners on the properties owned by them. Estate Duty is a tax on the total market value of a person's assets (cash and non-cash) at the date of his or her death. Estate Duty does not apply to a person who dies after 15 February 2008.

Customs Duties
Taxes on goods imported into Singapore. In Singapore, Customs Duties are principally imposed on alcoholic beverages.

Development Expenditure
Expenses that represent a longer-term investment or result in the formation of a capitalisable asset of the Government. Examples of such spending areas include the acquisition of heavy equipment, as well as capitalisable assets, e.g. buildings and roads.

Excise Duties
Taxes on goods, whether manufactured in Singapore or elsewhere. In Singapore, Excise Duties are imposed principally on tobacco, petroleum products, motor vehicles and liquor.

Fiscal Impulse
The fiscal impulse provides a measure of the macroeconomic impact of the Budget; a positive impulse indicates a more expansionary fiscal stance than the previous year while a negative impulse indicates a less expansionary (or more contractionary) stance.

Financial Year (FY)
The Singapore Government's Financial Year 2019 is from 1 April 2019 to 31 March 2020.

Government Endowment Fund
A fund established with an injection of government monies as principal on which the income generated will be used to finance specific programmes on an ongoing basis. Examples of government endowment funds include the Community Care Endowment Fund, Edusave Endowment Fund, ElderCare Fund, Lifelong Learning Endowment Fund and Medical Endowment Fund.

Trust Fund
A fund established with an injection of government monies as principal, which is drawn down to finance specific programmes on an ongoing basis. Examples of government trust funds include the National Research Fund and the GST Voucher Fund.

Motor Vehicle Taxes
Motor Vehicle Taxes comprise additional registration fees, road tax, special tax on heavy-oil engines, passenger vehicle seating fees and non-motor vehicle licences, but exclude excise duties on motor vehicles which are classified under Customs and Excise Taxes.

Net Investment Returns Contribution
Contributions from the investment returns on our reserves, where Net Investment Returns Contribution (NIRC) is the sum of: (1) up to 50% of the expected long-term real return on the relevant assets specified in the Constitution; and (2) up to 50% of the net investment income on the remaining assets.

Operating Revenue
Government receipts credited to the Consolidated Revenue Account and Development Fund Account, excluding investment and interest income, and capital receipts (lumpy and less regular in timing). The main components are Corporate Income Tax, Personal Income Tax, and Goods and Services Tax.

Operating Expenditure
Expenses incurred to maintain the operations and other regular activities of the Government. Components include expenditure on manpower, other operating expenditure and operating grants to Statutory Boards and other institutions.

Other Taxes
Other taxes comprise the Foreign Worker Levy, Development Charge, Annual Tonnage Tax and Water Conservation Tax.

Output Gap
The difference between the actual level of activity in an economy (as measured by GDP) versus the sustainable amount of activity given the capacity of the economy (i.e. the level of GDP that the economy could potentially achieve without creating inflationary pressures). It measures the degree of resource utilisation of the economy. The output gap is typically reported as a percentage of GDP to give a sense of the proportion to which the economy is over or under capacity. Where the output gap is negative, the economy is not operating at full capacity, with higher levels of unemployment. Where the output gap is positive, it indicates that the economy is operating at over-capacity, resources are stretched and inflation pressures are stronger.

Past Reserves
The reserves not accumulated by the Government during its current term of office, with reserves being the excess of assets over liabilities.

Primary Budget Position
The Primary Budget Position is defined as Operating Revenue less Total Expenditure.

Stamp Duty
A tax imposed on commercial and legal documents relating to unlisted stocks and shares and immovable property.

Statutory Boards' Contributions
Statutory Boards are required under the Statutory Corporations (Contributions to Consolidated Fund) Act to provide revenues not allocated to specific purposes by any written law into the Government Consolidated Fund.

Total Expenditure
Sum of Ministries' Operating and Development Expenditure. It excludes Special Transfers unless otherwise mentioned.

Withholding Tax
A non-resident is liable to pay income tax on Singapore-sourced income. Under the law, when a person makes payment of a specified nature to a non-resident, he has to withhold a percentage of that payment and pay the amount withheld to IRAS. The amount withheld is called the Withholding Tax.

Year of Assessment (YA)
Year in which tax on the income earned in the preceding year is assessed.