



# Pre-Budget Submission 2027

JULY 2026

TRANSFORMING HEALTHCARE,  
**TOGETHER**

# About us

**HealthTech Ireland** is an independent trade association representing manufacturers, developers and distributors of medical devices, diagnostics, digital health and connected life-sciences products, solutions and services that support and enhance the Irish health system.

**HealthTech Ireland** provides a forum for the development and advocacy of policies that support innovation in health technology to address patients' healthcare needs.

**HealthTech Ireland** member companies include the full spectrum of health technology supply and service companies from Small/Medium Enterprises to Multi-National Companies, many of whom have Research and Innovation and/or manufacturing facilities in Ireland. Members of HealthTech Ireland provide safe, effective and innovative health technologies that save and enhance lives, benefiting people and society. If a health product is proven to be safe, clinically efficacious and cost-effective patients should have access to it, no question.

**HealthTech Ireland** is a member of MedTech Europe and of Global Medical Technology Alliance connecting the industry and the health system through collaboration, education and advocacy.

**HealthTech Ireland** is proud to partner with the HSE on the National Health Collaboration Council (NHCC). The purpose of the NHCC is to foster strategic collaboration between the public sector and industry to drive impactful healthcare initiatives.

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# Welcome

Dear Honourable Members of the Irish Government

On behalf of HealthTech Ireland, I am proud to present our Pre-Budget Submission 2027, setting out two practical and important recommendations to unlock value for patients, support health service transformation and strengthen Ireland's position as a global leader in life sciences.

For over 40 years, HealthTech Ireland has supported trusted, ethical and constructive engagement between industry, the health system and Government. Our members, spanning medical technologies, diagnostics, digital health, services, SMEs, distributors and global manufacturers, are committed to delivering innovations that improve care, support healthcare professionals and contribute to Ireland's economic and social wellbeing.

Ireland now has a significant opportunity to build on its strengths through the development of a National Life Sciences Strategy. To succeed, this strategy must reflect the full life sciences ecosystem, from medicines to medical technologies, diagnostics and digital health, and be supported by the governance and collaboration needed to turn ambition into impact.

Through our strategic collaboration with the HSE, including the National Health Collaboration Council, HealthTech Ireland has seen the value of bringing public and private sector expertise together in a structured and purposeful way. As Government advances its commitments on digital health, integrated care, innovation and competitiveness, our procurement and governance structures must be fit for purpose. Modern healthcare technologies are increasingly service-enabled, data-driven and outcome-focused, requiring flexible funding models, multi-year planning and strong alignment between policy, procurement, clinical need and patient benefit.

This submission therefore focuses on two targeted priorities. First, we urge Government to support procurement reform by enabling OpEx capability within the HSE, allowing operational, capital or blended funding models depending on need. Second, we recommend the establishment of a dedicated Life Science Council to support delivery of Ireland's National Life Sciences Strategy through cross-government and cross-sector collaboration.

Together, we believe these asks are practical, achievable and bring impact. They are about enabling smarter, more coordinated and more sustainable use of Ireland's capabilities to deliver better outcomes for patients, the health service and the wider economy.

By working together, we can ensure Ireland remains competitive, innovative and citizen-focused, and that healthcare transformation moves from promise to measurable impact.

Sincerely,

**Susan Treacy**  
CEO, HealthTech Ireland





# Executive Summary

HealthTech Ireland's Pre-Budget Submission 2027 focuses on two targeted priorities that can unlock significant value for patients, the health service and the wider economy.

These priorities are aligned with existing Government commitments, including the development of a National Life Sciences Strategy, implementation of the Digital for Care Framework 2024–2030 and the broader transformation of care towards integrated, community-based and digitally enabled services.

## Priority 1:

Procurement Reform-OpEx Capability for the HSE

HealthTech Ireland urges Government to enable a flexible procurement model within the HSE that allows for either Operational Expenditure or Capital Expenditure, depending on the nature of the need. This reform would allow the HSE to adopt modern procurement approaches that support innovation, including outcome-based, multi-year and service-based models. It would support the scaling of digital health, diagnostics, AI-enabled solutions, managed services and other health technologies where value is realised over time rather than through a single upfront purchase.

### Proposed allocation:

€10 million over three years to support the transition to flexible procurement capability.

## Priority 2:

Establishing a Life Science Council

HealthTech Ireland urges Government to establish a dedicated Life Science Council to support delivery of Ireland's National Life Sciences Strategy. The Council would provide a structured mechanism for cross-government and cross-sector alignment, bringing together relevant Departments, agencies, industry, research, healthcare professionals and patient perspectives. Its role would be to support policy cohesion, evidence-based recommendations, innovation adoption and Ireland's global competitiveness.

### Proposed allocation:

€200,000 to establish and support the Council, including secretariat and analytical support.

Together, these priorities represent a practical, focused and achievable route to system-wide transformation. They will support innovation adoption, improve patient outcomes, enhance productivity and ensure Ireland remains internationally competitive in life sciences.

# Priority 1

## Procurement Reform: Enabling OpEx Capability for the HSE

HealthTech Ireland urges Government to enable the HSE to adopt a fit-for-purpose procurement model that allows for either Operational Expenditure or Capital Expenditure, depending on the nature of the need.

This is not simply a call for increased spending. It is a call for smarter, more flexible and more strategic use of existing and future health budgets to maximise outcomes, value and sustainability.

Ireland's current capital-heavy procurement model can limit the HSE's ability to respond flexibly to evolving patient needs and advances in health technology. This challenge was identified in HealthTech Ireland's previous submission, which noted that rigid CapEx cycles can favour one-off purchases rather than long-term innovation adoption. An OpEx-enabled model would allow for predictable, multi-year investment and would make it easier to trial, adopt and scale innovations that align with frontline care delivery.

These include digital health platforms, diagnostics, AI-enabled tools, cloud-based systems, managed service agreements, virtual care solutions and other service-based models. This reform is strongly aligned with national health policy. The Digital for Care Framework 2024–2030 sets out a roadmap to digitally transform health services in Ireland and improve access for patients. The HSE's Digital Health Strategic Implementation Roadmap similarly details plans to modernise and improve accessibility across health services.

However, digital transformation cannot be delivered through outdated procurement and funding mechanisms. Modern healthcare technologies often require recurring service, maintenance, analytics, implementation support, training, cybersecurity, upgrades and continuous optimisation. These are operational features of modern care delivery and must be supported by appropriate procurement capability.

The vision is to create a more agile, sustainable and value-based procurement system that supports patient access to innovation while ensuring accountability and financial discipline.

## Why Reform is Needed

Many of the innovations that can improve care are no longer simple one-off product purchases. Increasingly, they are service-enabled solutions that combine technology, data, clinical workflow support, maintenance and continuous improvement.

Examples include:

- Digital diagnostics platforms
- Remote monitoring and virtual care
- AI-supported clinical decision tools
- Cloud-based health systems
- Managed equipment services
- Integrated care platforms
- Connected medical devices
- Laboratory and imaging innovation
- Patient-facing digital tools.

Without an OpEx route, the health system risks delaying or excluding technologies that could improve access, productivity and patient outcomes.

## Challenges in the Current Model

The current model presents several challenges:

- Upfront financial burden: Capital-heavy models can require significant upfront investment, even where a service-based model would be more appropriate.
- Inflexibility: Traditional procurement can struggle to accommodate rapidly evolving technologies.
- Slow adoption: Long approval and budget cycles can delay access to proven innovations.
- Lifecycle costs: Maintenance, upgrades and support may not be adequately planned from the outset.
- Limited scalability: Pilots can struggle to move into national adoption without multi-year operational funding.
- Missed productivity gains: Technologies that improve workflow, diagnostics, scheduling or remote care may be delayed despite offering long-term value.

## Vision for an OpEx-Enabled Procurement Model

The vision is to create a more agile, sustainable and value-based procurement system that supports patient access to innovation while ensuring accountability and financial discipline.

An OpEx-enabled model would allow the HSE to choose the most appropriate funding route based on the nature of the solution and the patient or system need.

This would support:

- Flexible access to innovation
- Multi-year planning
- Outcome-based agreements
- Service-based procurement
- Bundled or managed service models where appropriate
- Better lifecycle management
- Improved budget predictability
- Faster scaling of successful innovation
- Stronger focus on value and outcomes.

This approach would support delivery of Sláintecare objectives by enabling care closer to home, integrated services and more efficient use of resources. It would also support the Digital for Care ambition to create a modern, patient-centred and sustainable health service using digital technology, data and innovation.

# Priority 1

## Key Benefits

### 1. Better Patient Access

Flexible procurement would support faster adoption of proven technologies that improve diagnosis, treatment, monitoring and care delivery.

### 2. Improved Productivity

Digital and diagnostic innovations can help reduce administrative burden, improve clinical workflow and support more efficient use of workforce capacity.

### 3. Greater Value for Money

Outcome-based and service-based procurement can link investment more closely to performance, utilisation, outcomes and system value.

### 4. Better Innovation Adoption

An OpEx route would help move successful pilots and local innovations into wider implementation.

### 5. Stronger Workforce Support

Technologies that streamline workflow, support diagnostics and reduce avoidable manual processes can help ease pressure on healthcare professionals and allow staff to focus more time on patient care.

### 6. More Sustainable Procurement

Multi-year operational models can support maintenance, upgrades, training and continuous improvement, reducing the risk of obsolete or underutilised assets.

## Implementation Priorities

To successfully transition towards an OpEx-enabled procurement model, HealthTech Ireland recommends that Government support the following actions:

### 1. Policy and Regulatory Review

Identify and amend barriers that restrict appropriate use of OpEx models in health technology procurement.

### 2. Financial Structuring

Develop guidance for when CapEx, OpEx or blended models should be used.

### 3. Procurement Process Redesign

Enable outcome-based, service-based and multi-year procurement models while maintaining transparency, competition and public value.

### 4. Capability Building

Provide training and support for HSE procurement, finance and operational teams.

### 5. Stakeholder Engagement

Engage with industry, clinicians, patients, procurement experts and finance teams to identify priority use cases.

### 6. Evaluation and Monitoring

Establish metrics to assess value, outcomes, efficiency, adoption and scalability.

## Proposed Budget Allocation

HealthTech Ireland proposes a dedicated allocation of: **€10 million over three years**

This funding would support the transition to an OpEx-capable procurement environment.

Indicative allocation:

- Policy and regulatory adjustments: **€2 million**
- Staffing, training and capability building: **€2.5 million**
- IT and procurement systems development: **€2.5 million**
- Stakeholder engagement and implementation support: **€1 million**
- Monitoring, evaluation and continuous improvement: **€2 million**

## Conclusion

Procurement reform is a necessary enabler of health system transformation.

Ireland has clear ambitions for digital health, integrated care, innovation adoption and improved patient outcomes. However, these ambitions require procurement models that reflect how modern healthcare technologies are delivered.

By enabling OpEx capability within the HSE, Government can support faster access to innovation, better value for money and more sustainable healthcare delivery.

HealthTech Ireland urges Government to allocate **€10 million over three years** to support this transition and ensure that every euro invested works harder for patients, healthcare professionals and the health system.

# Priority 2

## Establishing a Life Science Council

HealthTech Ireland welcomes the Government's commitment to develop a National Life Sciences Strategy.

The Programme for Government committed to the development of a strategy to ensure that Ireland's life sciences sector remains competitive and that Government adopts a coherent and ambitious approach to future opportunities. The Department of Enterprise, Tourism and Employment has also stated that the strategy should be evidence-based, ambitious and developed with extensive stakeholder engagement across the life sciences ecosystem.

This is a major opportunity for Ireland.

The life sciences sector is one of the country's most important economic and societal assets. It supports approximately 100,000 jobs and close to €100 billion in exports, and includes biopharmaceuticals, medical technologies, diagnostics, digital health and wider innovation capabilities. HealthTech Ireland urges Government to ensure that the National Life Sciences Strategy is broad, inclusive and ambitious, with medical devices, diagnostics and digital health fully embedded and aligned in its scope.

To support delivery, HealthTech Ireland recommends the establishment of a dedicated Life Science Council.

### The Case for a Life Science Council

A national strategy of this scale requires more than publication. It requires coordinated implementation, accountability and continuous engagement. Life sciences policy cuts across multiple Government Departments and policy domains, including:

- Enterprise
- Health
- Research and innovation
- Higher education and skills
- Digital transformation
- Regulation
- Public procurement.

Without a structured mechanism for coordination, there is a risk that implementation becomes fragmented or overly siloed. A Life Science Council would provide the forum needed to align Government, agencies, industry, researchers, healthcare leaders and patient perspectives behind a shared national ambition.

Without a structured mechanism for coordination, there is a risk that implementation becomes fragmented or overly siloed.

## Role of the Council

The Council should be designed as a strategic, cross-government and cross-sector body to support implementation of the National Life Sciences Strategy. Its functions could include:

- Supporting delivery of the National Life Sciences Strategy
- Advising on policy coherence across Departments;
- Identifying barriers to innovation adoption
- Strengthening links between industry, research and healthcare
- Supporting Ireland's competitiveness in life sciences;
- Ensuring medtech, diagnostics and digital health are fully represented
- Providing evidence-based recommendations to Government
- Supporting alignment with EU life sciences policy developments
- Monitoring progress against agreed milestones and KPIs.

The European Commission's 2025 life sciences strategy aims to position Europe as the world's most attractive place for life sciences by 2030 and includes measures to align policy and funding across sectors. Ireland should match this ambition with a national governance structure capable of delivering joined-up action.

## Why this Matters Now

Ireland's life sciences ecosystem is strong, but global competition is intensifying. Other countries are investing heavily in innovation, advanced manufacturing, regulatory agility, clinical research, digital health and health system adoption. Ireland cannot rely on past success. It must continue to evolve as a location where innovation is developed, manufactured, adopted and scaled.

A Life Science Council would help Ireland move from strategy development to strategy delivery. It would also help ensure that health innovation is not viewed only as an economic opportunity, but as a direct contributor to patient outcomes, health service productivity and societal wellbeing.

# Priority 2

## Key Benefits

### 1. Policy Cohesion

A Council would support alignment across Departments and agencies, reducing fragmentation and duplication.

### 2. Better Strategy Implementation

It would provide a structured mechanism to track progress, identify barriers and support delivery.

### 3. Stronger Innovation Adoption

The Council could help bridge the gap between innovation development and adoption within the Irish health system.

### 4. Global Competitiveness

A coordinated national approach would strengthen Ireland's position as a global hub for life sciences investment and innovation.

### 5. Inclusion of the Full Sector

The Council would help ensure that medical devices, diagnostics, digital health, data-enabled healthcare and service-based innovation are fully represented alongside pharmaceuticals and biopharmaceuticals.

### 6. Improved Patient Outcomes

By connecting economic strategy with healthcare delivery, the Council can help ensure innovation translates into real-world patient benefit.

## Proposed Structure

HealthTech Ireland recommends that the Council should include representation from:

- Relevant Government Departments
- Enterprise and investment agencies
- HSE and healthcare leadership
- Health technology, medtech, diagnostics and digital health sectors
- Pharmaceutical and biopharmaceutical sectors
- Research and academic institutions
- Healthcare professionals
- Patient representatives
- Regulatory and procurement expertise.

The Council should be supported by a clear governance structure, terms of reference, agreed work programme and measurable outcomes.

## Initial Priorities

The Council's first-year priorities should include:

1. **Supporting** implementation of the National Life Sciences Strategy.
2. **Establishing** governance and reporting structures.
3. **Defining** KPIs, timelines and delivery milestones.
4. **Mapping** stakeholders and ensuring inclusive representation.
5. **Identifying** priority barriers to innovation adoption.
6. **Supporting** policy alignment across enterprise, health, research and education.
7. **Ensuring** medical devices, diagnostics and digital health are fully reflected in national strategy delivery.
8. **Developing** evidence-based recommendations for Government.

## Proposed Budget Allocation

HealthTech Ireland proposes an initial allocation of: **€200,000**

This would support:

- Secretariat costs
- Analytical support
- Stakeholder engagement
- Policy research
- Meeting coordination
- Reporting and recommendations.

This is a modest investment with the potential to significantly strengthen the effectiveness, credibility and delivery of Ireland's National Life Sciences Strategy.

## Conclusion

The National Life Sciences Strategy is a once-in-a-generation opportunity to shape Ireland's future as a global leader in life sciences.

However, successful delivery will require coordination, accountability and sustained engagement. A Life Science Council would provide the structure needed to align stakeholders, support evidence-based policy and ensure Ireland's ambitions translate into tangible outcomes.

HealthTech Ireland urges Government to allocate **€200,000** to establish and support a dedicated Life Science Council.

# Summary of Budget Asks

## HealthTech Ireland Pre-Budget Submission 2027

HealthTech Ireland recommends two targeted investments to support health system transformation, innovation adoption and Ireland's life sciences competitiveness.

| Priority                                                   | Ask                                                                                                                                                                                                       | Proposed Allocation                 |
|------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|
| <b>1. Procurement Reform – OpEx Capability for the HSE</b> | Enable flexible procurement models that allow the HSE to use OpEx, CapEx or blended approaches depending on need, supporting outcome-based, service-based and multi-year innovation adoption.             | <b>€10 million</b> over three years |
| <b>2. Establish Life Science Council</b>                   | Create a dedicated cross-government and cross-sector body to support delivery of the National Life Sciences Strategy and ensure alignment across Government, industry, research, healthcare and patients. | <b>€200,000</b>                     |
| <b>Total proposed allocation</b>                           |                                                                                                                                                                                                           | <b>€10.2 million</b>                |

## Final Call to Government

### HealthTech Ireland calls on Government to be ambitious.

Ireland has the policy foundations, industry capability, research base and health system need to become a global leader in health technology-enabled transformation.

To realise this ambition, Government must support practical mechanisms that enable innovation to move from promise to impact.

By investing in flexible procurement capability and establishing a Life Science Council, Ireland can:

- Accelerate innovation adoption
- Improve patient outcomes
- Support health service productivity
- Strengthen cross-government coordination
- Enhance global competitiveness
- Ensure medical devices, diagnostics and digital health are central to Ireland's life sciences future.

These are focused, achievable and high-impact steps.

**HealthTech Ireland stands ready to work with Government, the HSE, agencies, healthcare professionals, patients and industry partners to deliver this impact.**

# Members List

**A** Abbott Diagnostics (D4)  
ABI  
Accu Science Ltd  
Aerogen  
AGFA  
Air Liquide Healthcare Ireland  
Alliance Medical  
Amazon Web Services  
Arjo (Ireland) Ltd

**B** Baxter Healthcare Ltd  
Beckman Coulter  
Becton Dickinson  
BioMerieux UK Ltd  
Boston Scientific Ltd  
Braun Medical  
Brennan & Company  
BTL industries

**C** Cardiogenics Ltd  
Caretua  
Clonallon Laboratories Ltd  
Cirdan  
Coloplast (UK) Ltd  
Cruinn Diagnostics Ltd

**D** DAVY  
Dexcom  
Digicare  
DMF  
Doccla  
DTP Solutions

**E** Edwards Life Sciences  
EIT Health  
Enfer Medical  
Eurofins Biomnis  
EY

**F** Fannin Healthcare Ltd  
Full Health Medical

**G** GEMS Ireland Ltd  
Genseq  
Getinge Ireland  
GS Medical Ltd

**H** Halocare Group Ltd  
Head Diagnostics  
Health Care Informed  
Healthcare 21 (Cork)  
Hollister Ireland Ltd  
Home Healthcare  
Hospital Services Ltd  
Howden  
HTS Labs

**I** Infocare Healthcare Systems Ireland  
Intersurgical  
Intersystems Corp  
Iqvia Solutions  
Irish Hospital Supplies

**J** John Bannon Ltd  
Johnson & Johnson (Ireland) Ltd

**K** Keaney Medical Ltd  
Kids Speech Labs

**L** Lifescan Healthcare  
Lyncare Ltd  
Lynch Medical

**M** Manepa Ltd  
Manitex  
MedEarly Healthcare  
Medical Supply Company  
Medicare Health & Living Ltd  
Medica  
Medilex  
MedModus  
Medtronic Ireland Ltd (NL)  
Miele Ireland  
Murray Surgical Ltd  
Mypatientspace

**N** New Vision  
Norso Medical  
Novartis Ireland Ltd  
Novocure  
Novus Diagnostics

**O** OLM Healthcare  
Original Health Care  
Olympus Ireland  
OM Haylard Ireland Ltd.  
O'Neill Healthcare  
Open Medical  
Optum  
Oxygen Care Ltd

**P** Pagero  
patientMpower  
PEI Surgical Ltd  
Philip Lee LLP  
Philips Healthcare  
Predicate  
Prosource Medical  
PWC

**R** Recruitment Plus Ltd  
Respicare Ltd  
Roche Diagnostics  
Rockford Healthcare

**S** Salaso Health Solutions Ltd  
Salts Healthcare  
Santegic  
Siemens Healthcare  
SilverCloud Heath  
Skeynlogics  
Smith & Nephew (RI)  
Solventum  
Stryker  
Syncrophi Systems Ltd  
Swiftqueue

**T** TCP Homecare  
Technopath Distribution Ltd

**U** Uniphar / SISK Healthcare

**W** Wassenburg Ireland Ltd  
Whelehan Surgical Ltd

**X** xWave Technology

**Y** Yellow Schedule

**Z** Zatori  
Zimmer Biomet



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