### **CENTRAL GOVERNMENT ANNUAL REPORT**

# 2022

- A SUMMARY

# **Summary**

#### Financial outturn for 2022

General government net lending in 2022 amounted to approximately SEK 44 billion or 0.7% of GDP. Compared to 2021, this was an improvement of SEK 42 billion.

Expenditure under the expenditure ceiling amounted to 26.3% of GDP. The surplus in the central government budget amounted to SEK 164 billion, which is an improvement of SEK 86 billion compared to 2021.

The income statement showed a surplus of SEK 27 billion. This was a weakening of approximately SEK 63 billion compared to 2021.

Central government debt decreased by SEK 114 billion to SEK 1 031 billion at the end of 2022. Government debt as a percentage of GDP fell from 21.0% in 2021 to 17.4% in 2022.

The following table presents some key indicators for the 2022 financial outturn in comparison with 2021.

Table 1 Key indicators for the financial outturn SEK billion

	2022	Percentage of GDP <sup>1</sup>	2021	Percentage of GDP <sup>2</sup>
General government net lending	44	0.7	1	0.0
Central government budget balance	164	2.8	78	1.4
Expenditure ceiling	1 634	27.6	1 695	31.0
Expenditure subject to the ceiling	1 559	26.3	1 551	28.4
Central government net wealth	113	1.9	117	2.1
Central government debt	1 031	17.4	1 145	21.0
Surplus for the year in income statement	27	0.5	90	1.6
Lending <sup>3</sup>	323	5.5	375	6.9
Guarantees <sup>4</sup>	2 657	44.8	2 413	44.2

Note: Amounts may not sum to totals due to rounding.

<sup>&</sup>lt;sup>1</sup> Preliminary GDP for 2022 is SEK 5 926 billion (current prices).

<sup>&</sup>lt;sup>2</sup> Revised GDP for 2021 is SEK 5 462 billion (current prices).

<sup>&</sup>lt;sup>3</sup> Including lending to the Riksbank.

<sup>&</sup>lt;sup>4</sup> Excluding unspecified capital adequacy guarantees and investor protection.

#### General government net lending

Table 2 General government net lending

SEK billion

	2022	2021
Income	2 848	2 646
Taxes and charges	2 459	2 331
Other income	389	315
Expenditure	2 804	2 645
Net lending	44	1
of which central government	2	-39
of which old-age pension system	19	6
of which local government sector	22	34
Net lending, retrospective eight-year average, Percentage of GDP	0.2	-0.1

Note: Amounts may not sum to totals due to rounding.

Source: Statistics Sweden.

In 2022, general government net lending amounted to approximately SEK 44 billion or 0.7% of GDP. Compared to 2021, net lending increased by approximately SEK 42 billion or 0.7% of GDP. The increase between 2021 and 2022 is largely attributed to the high inflation rate, which meant that production taxes grew strongly. Capital income also increased strongly between these years.

The Government's assessment is that the eight-year retrospective average of net lending is just below the 2022 target level. However, this deviation is justified on stabilisation grounds in view of the economic effects of the spread of COVID-19.

#### Expenditure ceiling for central government

Table 3 Expenditure ceiling for central government

SEK billion

	2022	2021
Expenditure ceiling, initially adopted level	1 502	1 430
Technical adjustments	2	6
Change justified by fiscal policy	130	259
Expenditure ceiling, finally adopted level	1 634	1 695
Expenditure subject to the ceiling	1 559	1 551
Budgeting margin	75	144
Budgeting margin, percentage of ceiling-limited expenditure	4.8	9.3

Note: Amounts may not sum to totals due to rounding.

The expenditure ceiling finally adopted for 2022 by the Riksdag was SEK 1 634 billion. According to the central government budget outturn, ceiling-limited expenditure amounted to SEK 1 559 billion, i.e. SEK 75 billion lower than the ceiling adopted.

#### Central government budget outturn

Table 4 Central government budget outturn

SEK billion

	Central government budget <sup>1</sup> 2022	2022	2021
Total income	1 190	1 286	1 191
Central government tax income	1 220	1 308	1 235
Other income	-31	-22	-44
Total expenditure etc.	1 137	1 123	1 113
Expenditure areas excl. interest on central government debt, etc.	1 191	1 211	1 216
Interest on the central government debt etc.	12	27	-1
Change in appropriation balances	-7		
Net lending by the Swedish National Debt Office	-60	-111	-97
Cash adjustment	0	-5	-4
Budget balance	53	164	78

Note: Amounts may not sum to totals due to rounding.

Income in the central government budget was estimated at SEK 1 190 billion. The outturn was SEK 1 286 billion, which was SEK 97 billion higher than estimated. Central government tax income was just under SEK 88 billion higher than estimated, and other income was SEK 9 billion higher than estimated. Higher tax income is mainly due to higher income from VAT due to the price hikes on household consumption. It is also due to higher revenue from employer contributions, as payroll expenses increased more than was assumed in the 2022 central government budget estimates.

Expenditure in the central government budget amounted to SEK 1 123 billion. This was SEK 14 billion (1.3%) less than had been allocated in the original budget. Following the Riksdag's decision on changes to the central government budget, a further SEK 87 billion was allocated. Expenditure was SEK 101 billion (8.3%) lower than total allocated funds (central government budget and changes to the central government budget).

The budget balance for 2022 showed a surplus of SEK 164 billion, which was an improvement of SEK 86 billion compared to 2021.

<sup>&</sup>lt;sup>1</sup> Central government budget refers to the initial budget prepared by the Riksdag in December 2021.

#### Income statement

Table 5 Income statement

SEK billion

2022	2021
1 599	1 505
150	136
1 749	1 641
-1 345	-1 341
-356	-315
-1 701	-1 656
20	98
-41	7
27	90
	1 599 150 1 749 -1 345 -356 -1 701

Note: Amounts may not sum to totals due to rounding.

The income statement for 2022 showed a surplus of SEK 27 billion, which was SEK 63 billion lower than in 2021, when the surplus amounted to SEK 90 billion.

Tax revenue increased by SEK 94 billion, while other revenue increased by SEK 14 billion.

The cost of transfers etc. amounted to SEK 1 345 billion, an increase of SEK 4 billion compared to 2021.

The cost of central government activities amounted to SEK 356 billion, which was an increase of SEK 41 billion compared to 2021.

Profit from participations in wholly and partly owned enterprises amounted to SEK 20 billion, a decrease of close to SEK 78 billion compared to 2021.

Net financial income and expenses amounted to SEK -41 billion, a decrease of SEK 47 billion compared to 2021. The net cost of central government debt and Other financial expenses increased strongly while Other financial income decreased slightly compared with 2021.

#### Balance sheet

Table 6 Balance sheet

SEK billion

	31 December 2022	31 December 2021
Assets		
Intangible assets	13	12
Tangible assets	766	710
Financial assets	564	627
Lending	323	375
Inventories etc.	3	3
Receivables	180	152
Accruals and deferrals	306	322
Investments in securities etc.	37	16
Cash and bank balances	9	7
Total assets	2 200	2 225
Capital and liabilities		
Net wealth	113	117
Funds	216	224
Provisions	376	371
Central government debt	1 031	1 145
Liabilities etc.	347	263
Accruals and deferrals	117	106
Total capital and liabilities	2 200	2 225
Guarantees	7	7
Other contingent liabilities	87	107

Note: Amounts may not sum to totals due to rounding.

At the end of 2022, central government net wealth, i.e. the difference between the book value of assets and liabilities (corresponding to equity in a corporate balance sheet), was SEK 113 billion. In relation to 2021, net wealth decreased by SEK 4 billion.

Consolidated government debt decreased by SEK 114 billion to SEK 1 031 billion at the end of 2022. Loans in Swedish kronor decreased by SEK 85 billion and loans in foreign currency decreased by SEK 29 billion.

#### Central government guarantees

Table 7 Central government guarantees

SEK billion

	31 December 2022	31 December 2021	
Deposit guarantee	2 131	1 917	
Investor protection			
Credit guarantees	305	291	
Guarantees for capital injections	216	198	
Pension guarantees	6	7	
Total	2 657	2 413	

Note: Amounts may not sum to totals due to rounding.

Government guarantees increased by SEK 244 billion compared to 2021 and amounted to SEK 2 657 billion at the end of 2022. Government guarantees amounted to 44.8% of GDP.

The deposit guarantee amounted to SEK 2 131 billion, which was an increase of SEK 213 billion compared to 2021.

Credit guarantees including export credit guarantees amounted to SEK 305 billion, which was an increase of SEK 14 billion in relation to 2021. Capital injection guarantees amounted to SEK 216 billion, an increase of SEK 18 billion compared to 2021.

The risk of major losses in the regular portfolio and of major losses in the form of direct activations of the deposit guarantee is assessed as moderate.

#### Central government lending

Table 8 Central government lending

SEK billion

Loans	31 December 2022	31 December 2021
Lending by the Swedish Board of		
Student Finance	238	228
Loans to the Riksbank	76	127
Other loans	9	20
Total	323	375

Note: Amounts may not sum to totals due to rounding.

Central government lending amounted to SEK 323 billion. The Swedish Board for Study Support's lending for student loans and lending to the Riksbank constitute the greater part of central government lending.

#### National declaration and contributions to and reflows from the EU

The national declaration is based on the responsible authorities' certifications and their assessments of the management of EU funds, the Swedish National Audit Office's statement from the audit of the authorities' accounts and their internal management and control, and the Swedish National Financial Management Authority's audit opinions. The Government issues the declaration that follows accordingly.

#### True and fair accounts

The summary of the EU accounts, consisting of an income statement, balance sheet and cash flow statement, has been prepared in accordance with generally accepted accounting principles. In the Government's opinion, the accounts are true and fair in all material respects.

#### Satisfactory internal governance and control

A framework is in place for central government to ensure satisfactory internal management and control of EU funds.

#### Contributions to and reflows from the EU (cash flow)

Table 9 Contributions to and reflows from the EU (cash flow)

SEK billion

	2022	2021
Payments to the EU	48	52
Payments from the EU	16	15
Net flow from the central government budget to the EU	33	38

Note: Amounts may not sum to totals due to rounding.

Sweden's contribution to the EU was SEK 48 billion, which was a decrease of SEK 4 billion compared to 2021. Most of the decrease was due to a lower GNI-based contribution. Reflows from the EU amounted to approximately SEK 16 billion. The net cash flow from the central government budget to the EU was SEK 33 billion, a decrease of SEK 5 billion compared to 2021.

# Introduction

The Government is required to submit a central government annual report to the Riksdag every year no later than 15 April in the year following the financial year.

The Central Government annual report for 2022 has been prepared in accordance with the provisions of the Budget Act (2011:203) and in accordance with generally accepted accounting principles. In the Government's opinion, the report is, in all material respects, a fair presentation of the financial performance and position of central government and the management of its assets.

The consolidated accounts in the annual report cover the agencies, including public enterprises, that are answerable to the Riksdag and the Government. The Riksbank's share capital is also included as a central government asset.

However, income, costs, assets, liabilities, and payments reported by the Riksbank and the AP national pension insurance funds are not included in the consolidated accounts, nor are the assets and liabilities of the premium pension system and its returns.

The report covers all the activity of the constituent organisations, irrespective of the way they are financed, and is based on information provided by central government agencies and public enterprises to central government accounts and information provided in the agencies' annual reports. Where insufficient information has been provided, supplementary information has been obtained. The data is supplemented by financial transactions not reported by the agencies, in particular estimates of tax revenue not yet levied.

The accounts are based on generally accepted accounting and valuation principles that, as far as possible, remain unchanged over time. However, government accounting is under continuous development. The applicable principles and assumptions are described in Section 4.1 Accounting principles and supplementary information.

The income statement provides a basis for assessing central government's overall inflow and use of resources. The value of central government assets and liabilities as of 31 December 2022 is shown in the balance sheet. The cash flow statement shows central government payment flows. This Communication compares the 2022 outturn in the income statement, balance sheet, cash flow statement and notes with the outturn for 2021.

The central government budget includes all income and expenditure and other payments that affect central government's borrowing requirements. This Communication comments on the budget outturn for 2022 and compares it with both the income and expenditure figures in the original 2022 budget adopted by the Rikdsag and the outturn for 2021.

Supporting information for this Communication (Fi2023/01072) has been provided by the Swedish National Financial Management Authority and the Swedish National Debt Office.

## Various definitions of central government

The financial outturn for central government is presented from different starting points because the data used has various purposes. The definition of central

government may therefore vary. Presentations may also differ due to different principles being applied in the accounts and in the preparation of the central government budget. A particular financial transaction may have somewhat different consequences depending on the starting point, and the outturn in presentations may therefore differ.

The data for the financial outturn for central government is also used in the national accounts, which are a statistical compilation of the Swedish economy as a whole in an account format.

The definition of central government in the national accounts is based on definitions etc. that adhere to the recommendations of the United Nations and of Regulation (EU) No 549/2013 of the European Parliament and Council of the European Union on the European system of national and regional accounts in the European Union. The definition in the national accounts differs from that in the annual report in that, among other things, public enterprises are not included in the definition of central government.

# **Appendix**

Table 1 Outturn of the central government budget 2022

SEK million

	Central government budget	Amending budget	Outturn 2022	Outturn – central government budget
Total income	1 189 513		1 286 133	96 619
Central government tax income	1 220 316		1 308 121	87 806
Other income	-30 803		-21 989	8 814
Total expenditure etc.	1 136 720	87 214	1 122 503	-14 217
Expenditure areas excl. interest on central government debt, etc.	1 190 965	76 714	1 210 805	19 840
Interest on the central government debt etc.	12 155	10 500	27 155	15 000
Change in appropriation balances	-6 681			6 681
Net lending by the Swedish National Debt Office	-60 090		-110 926	-50 835
Cash adjustment	371		-4 532	-4 903
Budget balance	52 793	<u>-</u>	163 630	110 836

Table 2 Central government tax revenue and tax income

SEK billion

				Variation from	Variation from
				central	central
				governm	governm
		Forecast/	Forecast/	ent	ent
		outturn 2022	outturn 2021	budget 2022	budget 2021
1100	Direct taxes on labour	716.0	694.3	18.9	25.2
1200	Indirect taxes on labour	673.2	634.7	17.0	22.8
1300	Tax on capital	349.0	355.9	32.2	108.9
1400	Taxes on consumption and input goods	692.9	651.0	23.6	39.9
1500	Import duties	9.3	7.3	2.3	0.7
1600	Taxes due and other taxes	10.9	-5.0	-3.4	-20.6
1700	Deductible items, taxes to the EU	-9.3	-7.3	-2.3	-0.7
1800	Deductible items, taxes to other sectors	-1 168.4	-1 110.5	-30,0	-32,9
	Central government tax revenue	1 273.5	1 220.4	58.3	143.4
1900	Accruals and deferrals	34.6	14.6	29.5	-40.7
1000	Central government tax income	1 308.1	1 235.1	87.8	102.7

Table 3 Expenditure in the central government budget 2022

	Expenditure area	Central government budget	Amending budget	Total allocated	Outturn	Outturn – central government budget	Outturn – total allocated
1	Governance	17 238	367	17 605	17 575	337	-30
2	Economy and financial administration	17 971	14	17 985	17 340	-631	-645
3	Tax, customs and enforcement	12 830	102	12 932	12 841	11	-91
4	Justice	62 919	130	63 049	61 496	-1 423	-1 553
5	International cooperation	2 235	1 206	3 441	3 381	1 146	-60
6	Defence and contingency measures	76 571	4 481	81 052	83 541	6 970	2 489
7	International development cooperation	51 940	-4 852	47 088	46 196	-5 744	-892
8	Migration	8 541	10 300	18 841	11 730	3 188	-7 112
9	Health care, medical care and social services	113 309	8 106	121 415	118 165	4 856	-3 250
10	Financial security for those with illnesses and disabilities	97 428	19 107	116 535	114 340	16 912	-2 195
11	Financial security for the elderly	42 161	4 190	46 351	46 341	4 179	-11
12	Financial security for families and children	99 847	2 423	102 269	101 067	1 220	-1 202
13	Gender equality and introduction of newly arrived immigrants	6 152	30	6 182	5 447	-704	-734
14	Labour market and working life	93 221	51	93 272	78 376	-14 845	-14 896
15	Financial support for students	27 801	100	27 901	25 479	-2 323	-2 423
16	Education and academic research	95 384	89	95 473	92 965	-2 419	-2 508
17	Culture, the media, religious communities and leisure activities	18 500	1 709	20 208	19 733	1 234	-475
18	Planning, housing provision, construction and consumer policy	5 769	4 295	10 064	7 713	1 944	-2 351
19	Regional development	4 742	0	4 742	3 357	-1 385	-1 385
20	General environmental protection and nature conservation	20 952	3 847	24 799	21 511	560	-3 287
21	Energy	3 255	9 063	12 318	11 862	8 608	-455
22	Communications	76 965	1 479	78 444	72 878	-4 087	-5 566
23	Land and water-based industries, rural areas and food	21 645	2 794	24 439	21 935	290	-2 504
24	Industry and trade	9 255	7 085	16 340	10 274	1 019	-6 066
25	General grants to local government	156 498	600	157 098	157 022	524	-76
26	Interest on the central government debt etc.	12 155	10 500	22 655	27 155	15 000	4 500
27	Contribution to the European Union	47 837		47 837	48 240	403	403
	Change in appropriation balances	-6 681		-6 681		6 681	6 681
	Total	1 196 439	87 214	1 283 653	1 237 960	41 521	-45 693
	Net lending by the Swedish National Debt Office	-60 090		-60 090	-110 926	-50 835	-50 835
	Cash adjustment	371		371	-4 532	-4 903	-4 903
	Total expenditure etc. in central government budget	1 136 720	87 214	1 223 934	1 122 503	-14 217	-101 431

Table 4 Income statement

	Not e	2022	2021
Revenue			
Tax revenue	1	1 598 550	1 504 824
Revenue from charges and other payments	2	89 009	68 588
Revenue from grants	3	61 478	67 754
Total revenue		1 749 037	1 641 166
Expenses			
Transfers etc.			
Transfers to households	4	-773 230	-729 201
Transfers to companies	4	-93 100	-103 659
Transfers to local government	4	-394 392	-403 460
International transfers	4	-92 244	-94 426
Provisions to/utilisation of funds	5	7 646	-10 231
Total transfers etc.		-1 345 320	-1 340 977
Central government activities			
Personnel costs	6	-155 769	-146 658
Premises costs	7	-24 771	-22 911
Certain guarantee and credit costs	8	-5 591	-122
Other operating expenses	9	-138 006	-114 233
Depreciation/amortisation and impairment	10	-31 722	-30 979
Total central government activities		-355 859	-314 903
Total expenses		-1 701 179	-1 655 880
Balance before profit/loss from participations and financial items		47 858	-14 714
Profit/loss from participations in wholly and partly owned enterprises	11	19 642	97 607
Financial income and expenses			
Net cost of central government debt	12	-31 805	-7 647
Other financial income	13	16 649	18 945
Other financial expenses	14	-25 461	-4 534
Total financial items		-40 617	6 764
Surplus for the year		26 883	89 657

Table 5 Balance sheet

Note 31 December 2022 31 December 2021 **ASSETS** Non-current assets Intangible assets Capitalised development expenditure 10 085 9 429 15 Rights and other intangible assets 16 2 530 2 757 Total intangible assets 12 615 12 186 Tangible assets State road infrastructure 18 146 421 146 527 State rail infrastructure 19 180 421 172 357 Buildings, land and other real property 20 55 727 50 156 Expenditure on improvements to property owned by others 7 551 7 441 21 Machinery, equipment, installations, etc. 22 49 501 46 086 Construction in progress 23 167 792 148 345 Emergency preparedness assets 24 153 554 134 324 Advances in respect of tangible assets 25 4 997 4 850 Total tangible assets 765 817 710 233 Financial assets Participations in wholly and partly owned enterprises 26 487 935 551 852 Other securities held as non-current assets 27 62 686 62 754 Non-current receivables 28 13 223 12 772 **Total financial assets** 563 844 627 378 **Total non-current assets** 1 342 276 1 349 797 Lending 29 323 068 375 481 Inventories etc. Inventories and stocks 30 2 554 2 659 Work in progress 31 437 451 Real property 32 181 154 Advances to suppliers 33 93 61 Total inventories etc. 3 265 3 325 Receivables Trade receivables 34 6 944 5 518 Other current receivables 35 173 457 146 349 Total receivables 180 401 151 867 Accruals and deferrals Prepaid expenses 36 12 967 9 274 Accrued grant income 37 4 175 4 034 Other accrued income 38 288 426 308 739 Total accruals and deferrals 305 568 322 047 Investments in securities etc. Securities and participations 39 36 774 15 953 Total investments in securities etc. 36 774 15 953 Cash and bank balances 40 8 643 6 879 **TOTAL ASSETS** 2 199 995 2 225 349

41	112 522	116 698
42	216 119	223 765
43	352 809	350 710
44	15 738	12 238
45	3 591	3 902
46	4 274	3 900
	376 412	370 750
	831 530	916 424
	199 391	228 086
47	1 030 921	1 144 510
48	81 537	38 926
49	32 875	30 131
50	228 392	190 578
51	4 061	3 665
52	210	184
	347 075	263 484
53	47 246	28 321
54	16 155	14 310
55	53 545	63 511
	116 946	106 142
	2 199 995	2 225 349
56	7 171	6 667
57	87 334	106 877
	43 44 45 46 47 48 49 50 51 52 53 54 55	42 216 119  43 352 809  44 15 738  45 3 591  46 4 274  376 412  831 530  199 391  47 1 030 921  48 81 537  49 32 875  50 228 392  51 4 061  52 210  347 075  53 47 246  54 16 155  55 53 545  116 946  2 199 995  56 7 171

Table 6 Cash flow statement

	Note	2022	2021
Central government activities			
Taxes	58	1 603 444	1 476 466
Charges and other payments	59	132 451	87 528
Revenue from grants		61 479	67 754
Total adjusted revenue		1 797 374	1 631 748
Transfers	60	-1 354 337	-1 331 015
Central government activities	61	-312 670	-281 966
Total adjusted expenses		-1 667 007	-1 612 976
Adjustments to payments	62	84 319	73 698
Balance central government activities		214 686	92 467
Investments	63		
Financial investments		-1 524	-959
Tangible investments		-88 890	-75 493
Intangible investments		-3 532	-3 614
Total investment expenditure		-93 946	-80 066
Sale of non-current assets		1 405	4 232
Total investment activity		-92 541	-75 834
Lending	64		
New lending		-26 409	-26 154
Amortisation		86 171	72 304
Total lending		59 762	46 151
Financial activities			
Net central government borrowing	65	-33 471	-5 212
Other net financial items	66	3 736	11 052
Adjustments to payments	67	-29 997	16 820
Total financial activities		-59 732	22 660
Total		122 175	85 443
Central government net borrowing			
Change in central government debt		-113 589	-73 230
Unrealised exchange rate changes		-8 586	-12 213
Total		-122 175	-85 443