# CENTRAL GOVERNMENT ANNUAL REPORT

2018

- A SUMMARY

### Summary

#### Financial outcome for 2018

In 2018, the general government sector showed a surplus amounting to SEK 32 billion, or 0.7 per cent of GDP. Compared with 2017, net lending declined by around SEK 30 billion.

Expenditure under the expenditure ceiling was 26.8 per cent of GDP. The surplus in the central government budget amounted to SEK 80 billion, an improvement of SEK 18 billion compared with

The income statement showed a surplus of SEK 106 billion. Compared with 2017, the result deteriorated by SEK 24 billion.

Central government debt fell SEK 68 billion to SEK 1 197 billion at the end of 2018. As a percentage of GDP, central government debt decreased from 27.6 per cent in 2017 to 25.0 per cent in 2018.

The following table presents several key indicators for the financial outcome in 2018 compared with 2017.

Key indicators for the fi	nancial ou	tcome		
	2018	Per cent of GDP <sup>1</sup>	2017	Per cent of GDP <sup>2</sup>
General government net lending	32	0.7	65	1.4
Central government budget balance	80	1.7	62	1.4
Expenditure ceiling	1 337	27.9	1 274	27.8
Expenditure subject to ceiling	1 282	26.8	1 229	26.8
Central government net wealth	-18	-0.4	-114	-2.5
Central government debt	1 197	25.0	1 265	27.6
Surplus for the year on income statement	106	2.2	131	2.9
Lending <sup>3</sup>	466	9.7	438	9.6
Guarantees <sup>4</sup>	2 658	55.5	2 046	44.7

Projected GDP in 2018 was SEK 4 791 billion (current prices).
 Revised GDP in 2017 was SEK 4 579 billion (current prices).

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

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

Note: Figures are rounded.

#### General government net lending

General government net lending		
SEK billion	2018	2017
Income	2 370	2 280
Taxes and charges	2 093	2 025
Other revenue	277	255
Expenditure	2 338	2 215
Net lending	32	65
of which central government	61	75
of which old age pension system	6	0
of which local government sector	-35	-10

In 2018, the general government sector showed a surplus amounting to around SEK 32 billion, or 0.7 per cent of GDP. In relation to 2017, general government net lending in 2018 declined by around SEK 30 billion.

The Government considers that both net lending and structural net lending in 2018 were in line with the surplus target.

#### **Expenditure ceiling for central government**

Expenditure ceiling for central government SEK billion				
	2018	2017		
Expenditure ceiling, initially adopted level	1 332	1 210		
Technical adjustments	5	12		
Change justified by fiscal policy		52		
Expenditure ceiling, finally adopted	1 337	1 274		
Expenditure subject to ceiling	1 282	1 229		
Budgeting margin	55	45		
Budgeting margin, percentage of expenditure subject to ceiling	4.3	3.6		

The final expenditure ceiling adopted by the Riksdag for 2018 was SEK 1 337 billion. According to the outcome of the central government budget, expenditure subject to the ceiling was SEK 1 282 billion, i.e. SEK 55 billion lower than the adopted ceiling.

#### Outcome of the central government budget

Outcome of the central government SEK billion	nent budget		
	Central government budget 2018 <sup>1</sup>	2018	2017
Total income	1 043	1 072	1 001
Central government tax income	1 085	1 120	1 050
Other income	-42	-48	-49
Total expenditure etc.	999	992	940
Expenditure areas excl. interest on central government debt etc.	989	975	930
Interest on central government debt, etc.	11	14	11
Change in appropriation balances	-8		
Net lending by National Debt Office	7	2	-3
Cash adjustment	0	2	2
Budget balance	44	80	62

 $^{
m 1}$  Central government budget refers to the original budget set by the Riksdag in December 2017.

Note: The amounts may not sum to totals because of rounding.

Income in the central government budget was estimated to amount to SEK 1 043 billion. The outcome of SEK 1 072 billion was SEK 29 billion higher than originally estimated. Central government tax income was SEK 35 billion higher than originally estimated. It was primarily income from taxes on capital and accruals that were higher. Other income was SEK 6 billion lower than the budget adopted by the Riksdag. This is mainly due to no major sales of central government property in 2018 and higher VAT compensation to municipalities.

Expenditure in the central government budget amounted to SEK 992 billion, which is SEK 7 billion lower than allocated in the original budget. Including the Riksdag's amendments to the central government budget, an additional total of SEK 18 billion was allocated. In relation to the total allocated funds (central government budget and amendments to the central government budget) expenditure was SEK 24 billion lower.

The central government budget balance was thus SEK 80 billion, which is an improvement of SEK 36 billion compared with the budgeted amount and SEK 18 billion higher than in 2017.

#### Income statement

Net financial income and expenses	-14	-5
Profit/loss from shares in wholly owned and part-owned companies	33	33
Total expenses	-1 392	-1 327
Central government activities	-280	-263
Transfers etc.	-1 112	-1 064
Expenses		
Total revenue	1 480	1 431
Other revenue	117	114
Tax revenue	1 363	1 317
Revenue		
	2018	2017
SEK billion		

Note: The amounts may not sum to totals because of rounding.

The surplus for the year, i.e. the difference between revenue and expenses in the income statement, was SEK 106 billion, which is a decline of SEK 24 billion compared with 2017.

Tax revenue rose by SEK 46 billion. Tax revenue was SEK 1 363 billion, which is 91 per cent of the total revenue.

Costs for transfers etc. were SEK 1 112 billion, an increase of more than SEK 48 billion compared with 2017.

Costs for central government activities amounted to SEK 280 billion. This is an increase of SEK 16 billion compared with 2017.

Profit/loss from shares in wholly owned and part-owned companies amounted to SEK 33 billion and is unchanged compared with 2017.

Net financial income and expenses amounted to just less than SEK -14 billion, a decline of SEK 8 billion compared with 2017. The net cost for central government debt was SEK 20 billion, a decline of SEK 9 billion compared with 2017.

#### **Balance sheet**

Balance sheet		
SEK billion		
	2018	2017
Assets		
Intangible fixed assets	10	9
Tangible fixed assets	593	572
Financial fixed assets	405	383
Lending	466	438
Inventories etc.	3	3
Receivables	171	139
Cut-off items	282	283
Current investments	46	90
Cash and bank balances	9	10
Total assets	1 984	1 925
Capital and liabilities		
Net wealth	-18	-114
Funds	192	179
Provisions for pensions etc.	306	286
Central government debt	1 197	1 265
Liabilities etc.	220	223
Cut-off items	87	85
Total capital and liabilities	1 984	1 925
Guarantees	4	4
Other contingent liabilities	53	42

Note: The amounts may not sum to totals because of rounding.

Central government net wealth, i.e. the difference between the book values of assets and liabilities (corresponding to equity in a corporate balance sheet), was negative and amounted to SEK -18 billion at the end of 2018. In relation to 2017, net wealth improved by SEK 96 billion.

The consolidated central government debt decreased by SEK 68 billion to SEK 1 197 billion at the end of 2018. Loans in Swedish kronor decreased by SEK 69 billion, while loans in foreign currency increased by SEK 1 billion.

#### **Government guarantees**

Government guarantee commitment	nts	
SEK billion	2010	0017
	2018	2017
Deposit guarantee	2 280	1 689
Investor protection		
Credit guarantees	224	210
Capital injection guarantees	146	138
Pension guarantees	8	8
Total	2 658	2 046

Government guarantee commitments increased by SEK 612 billion compared with 2017 and amounted to SEK 2 658 billion at the end of 2018. As a percentage of GDP, government guarantee commitments are at 55.5 per cent.

The deposit guarantee was SEK 2 280 billion, an increase of SEK 591 billion compared with 2017. This increase is mainly due to Nordea's 'branchification' of its Nordic subsidiaries.

Credit guarantees, including export credit guarantees, were SEK 224 billion, an increase of SEK 14 billion compared with 2017. Capital injection guarantees amounted to SEK 146 billion, an increase of SEK 8 billion compared with 2017.

The risk of major losses is considered low for the regular portfolio and moderate for the deposit guarantee.

#### **Government lending**

Total	466	438
Other loans	8	8
CSN student loans	199	192
Loans to the Riksbank	259	238
Loan/purpose	2018	2017
SEK billion		
Government lending		

Government lending amounted to SEK 466 billion. Loans to the Riksbank and the Swedish Board of Student Finance's (CSN) student loans make up the greater part of central government lending.

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

The national declaration is based on the management declarations and certificates of the responsible authorities and their assessments concerning the management of EU funds, and the audit opinions from the audits. The Government issues the following declaration:

#### True and fair accounts

The summary of the EU accounts, consisting of an income statement, balance sheet and cash flow statement, has been drawn up in accordance with generally accepted accounting principles. The Government's assessment is that, in all essential respects, the accounts are true and fair.

#### Satisfactory internal control

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

Contributions to and reflows from the EU (cash flow)					
SEK billion					
	2018	2017			
Payments to the EU	35	24			
Payments from the EU	12	10			
Net flow from the central government budget to the EU	23	14			

Sweden's contributions to the EU amounted to SEK 35 billion. Reflows from the EU amounted to SEK 12 billion. The net cash flow from the central government budget to the EU amounted to SEK 23 billion, an increase of SEK 9 billion compared with 2017.

Contributions to the EU increased by SEK 11 billion compared with 2017. This is due to the reduction retroactively of VAT-based and GNI-based contributions in 2014–2016.

### Introduction

Every year the Government must present a central government annual report to the Riksdag no later than 15 April of the year following the budget year.

The central government annual report for 2018 has been drawn up in accordance with the provisions in the Budget Act (2011:203) and in accordance with generally accepted accounting principles. The Government's assessment is that, in all essential respects, the annual report gives a true and fair view of the financial position and performance, and the management of central government assets.

The consolidated accounts in the annual report cover government agencies, including public enterprises, under the Riksdag and the Government. The share capital of the Riksbank is also included as a central government asset.

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

The report includes all activities of the constituent organisations irrespective of financing and based on information provided by the central government agencies and public enterprises and information presented in the agencies' annual reports. In situations where this information has been insufficient, supplementary information has been obtained. The data has been supplemented by financial transactions that have not been reported by the government agencies, in particular estimates of tax revenue not yet debited.

The report is based on accepted accounting and valuation principles that, as far as possible, remain

unchanged over time. However, continuous development of central government accounts does take place. Current principles and circumstances are outlined in Section 3.4 Accounting principles and additional information requirements.

The income statement provides a basis for assessing central government's overall inflow and outflow of resources. The value of central government assets and liabilities as of 31 December 2018 is presented in the balance sheet. The cash flow statement shows central government payment flows. This Communication compares the outcome for 2018 in the income statement, balance sheet, cash flow statement and notes with the outcome for 2017.

The central government budget includes all income and expenditure, as well as other payments that affect the central government borrowing requirement. This Communication compares and comments on the budget outcome for 2018 both with the income and expenditure of the original budget approved by the Riksdag for 2018 and the outcome for 2017.

The Swedish National Financial Management Authority and the Swedish National Debt Office have submitted supporting information to this Communication (Fi2019/00590/BATOT).

#### Various definitions of central government

Central government's financial outcome is presented from different starting points because the information has different purposes. The definition of central government may vary accordingly. The accounts may also differ because different principles are applied to the accounting records and the preparation of the central government budget. Depending on the starting point, a single financial transaction may have somewhat different consequences, and the outcome may therefore differ between accounts.

Information on the financial outcome for central government also forms the basis of the national accounts, which are a statistical compilation in account form of the overall Swedish economy. Central government's definition of national accounts is based on definitions etc. that follow recommendations from the United Nations and Regulation (EU) No 549/2013 of the European Parliament and of the Council on the European system of national and regional accounts in the European Union. The definition of national accounts differs from the annual report in part because public enterprises are not included in its definition of central government.

## **Appendix**

Table 1 Outcom	e of the cei	ntral govern	ment budge	t 2018
	Central government budget	Amending budget	Outcome 2018	Difference from central government budget
Total income	1 042 901		1 072 106	29 204
Central government tax income	1 085 230		1 119 945	34 716
Other income	-42 328		-47 840	-5 511
Total expenditure etc.	998 584	17 916	992 056	-6 528
Expenditure areas excl. interest on central government debt etc.	989 160	15 611	974 924	-14 235
	363 100	13 011	374 324	-14 233
Interest on central government debt etc.	11 355	2 305	13 603	2 247
Change in appropriation balances	-8 479			8 479
Net lending by National Debt Office	6 548		1 978	-4 571
Cash adjustment	0		1 552	1 552
Budget balance	44 317		80 049	35 732

Table 2 Total tax revenue and income in           SEK billion	the central government bu	idget, compared	with budget for 2018	and 2017
	Estimated outcome	Outcome	Difference from central	Difference from central
Revenue year	2018	2017	government budget 2018	government budget 2017
Taxes on labour	1 243.2	1 194.1	4.1	-9.8
Direct taxes	657.9	635.3	0.8	-9.3
Local government income tax	727.9	700.1	1.8	-6.1
State income tax	60.0	58.5	-0.8	-2.6
Earned income tax credit	-113.3	-109.1	-0.7	-0.5
Home improvement tax deductions	-14.5	-13.8	0.6	-0.2
Other	-2.1	-0.3	0.0	0.0
Indirect taxes	585.3	558.8	3.3	-0.5
Employers' social security contributions	566.4	540.5	1.6	-1.3
Self-employed social security contributions	12.3	11.9	-0.5	-1.4
Special payroll tax	48.2	46.0	-0.5	1.4
Reductions	-3.4	-3.2	2.7	0.7
Tax on occupational group life insurance	0.6	0.5	0.1	0.0
Contributions to premium pension system	-38.8	-36.9	-0.1	0.3
Taxes on capital	268.5	263.1	12.9	34.5
Taxes on capital, households	71.9	80.4	2.5	19.4
Taxes on business profits	137.6	127.1	8.0	13.4
Tax on investment income	5.1	4.2	0.7	0.5
Property tax	33.4	32.9	0.7	0.5
Stamp duty	12.1	12.1	-0.2	-0.6
Coupon tax etc.	8.5	6.4	1.3	1.3
Taxes on consumption and production inputs	583.1	560.7	-4.6	11.6
Value added tax	446.1	427.2	-4.4	13.4
Taxes on tobacco and alcohol	27.3	26.3	0.8	0.1
Energy tax	50.0	46.6	2.4	-0.3
Carbon tax	23.0	23.5	-0.3	-0.1
Other energy and environmental taxes	3.7	4.1	-0.6	-0.4
Road traffic tax	19.8	19.9	-1.5	-0.7
Import duties	6.5	6.3	-0.3	-0.3
Other taxes	6.6	6.9	-0.5	-0.2
Taxes due and other taxes	16.2	12.2	0.9	0.9
Taxes due	-4.7	-5.8	0.0	-1.5
Other taxes	20.9	18.1	0.9	2.4
Total tax revenue	2 111.0	2 030.4	13.3	37.4
Deducted, EU tax	-6.5	-6.3	0.3	0.3
General government tax revenue	2 104.5	2 024.2	13.7	37.7
Deducted, local government income taxes	-746.2	-717.0	-2.1	5.9
Deducted, old age pension contributions	-257.0	-245.0	-2.5	0.1
Central government tax revenue	1 101.3	1 062.1	9.1	43.7
Accruals	18.7	-12.0	25.7	-17.3
Central government tax income	1 119.9	1 050.1	34.7	26.4
Other income	-47.8	-48.7	-5.5	-4.8
Income in the central government budget	1 072.1	1 001.4	29.2	21.7

SEK m	3 Expenditure in the central governme					Outcome —	Outcome —
<u>Expendit</u>	ure area	Central government budget	Amending budget	Total amount allocated	Outcome	central government budget	total amount allocated
1	Governance	14 531	51	14 582	14 288	-243	-294
2	Economy and financial administration	16 286	71	16 356	15 992	-294	-364
3	Taxes, customs and enforcement	11 399	79	11 478	11 446	47	-33
4	Justice	45 777	477	46 254	45 937	160	-317
5	International cooperation	2 009	30	2 039	1 893	-116	-146
6	Defence and contingency measures	53 836	533	54 368	53 487	-348	-881
7	International development cooperation	42 985	-237	42 748	42 813	-172	65
8	Migration	15 748	6 540	22 288	19 624	3 875	-2 665
9	Health care, medical care and social services	77 696	2 145	79 841	78 418	722	-1 422
10	Financial security for the sick and disabled	102 615	62	102 677	99 681	-2 934	-2 996
11	Financial security for the elderly	34 636	-1	34 635	34 771	136	136
12	Financial security for families and children	94 586	1 284	95 870	95 208	622	-662
13	Gender equality and introduction of newly arrived immigrants	25 600	604	26 204	22 217	-3 383	-3 987
14	Labour market and working life	74 084	2 255	76 338	73 861	-223	-2 477
15	Financial support for students	24 353	128	24 481	21 118	-3 234	-3 362
16	Education and academic research	77 966	145	78 110	76 002	-1 964	-2 108
17	Culture, media, religious communities and leisure activities	15 880	186	16 065	16 008	128	-57
18	Planning, housing provision, construction and consumer policy	6 952	110	7 062	4 616	-2 336	-2 446
19	Regional growth	3 922	20	3 942	3 576	-345	-365
20	General environmental protection and nature conservation	10 773	55	10 828	10 438	-335	-390
21	Energy	3 588	173	3 761	3 504	-85	-257
22	Transport and communications	56 419	27	56 445	56 594	175	149
23	Land- and water-based industries, rural areas and food	19 254	853	20 107	19 597	343	-510
24	Industry and trade	7 371		7 371	7 464	94	94
25	General grants to local government	111 385	24	111 409	111 409	24	0
26	Interest on central government debt etc.	11 355	2 305	13 660	13 603	2 247	-58
27	Contribution to the European Union	39 511		39 511	34 960	-4 551	-4 551
	Change in appropriation balances	-8 479		-8 479		8 479	8 479
Total		992 036	17 916	1 009 951	988 527	-3 509	-21 424
Net lending by National Debt Office		6 548		6 548	1 978	-4 571	-4 571
Cash a	ljustment	0		0	1 552	1 552	1 552
Total ex	penditure etc. in central government budget	998 584	17 916	1 016 500	992 056	-6 528	-24 443

Table 4 Income statement  SEK million			
	Note	2018	2017
Revenue			
Tax revenue	1	1 362 744	1 316 861
Fee revenue and other payments	2	57 283	52 084
Revenue from grants	3	59 271	61 750
Total revenue		1 479 298	1 430 695
Expenses			
Transfers etc.			
Transfers to households	4	-657 731	-641 282
Transfers to companies	4	-62 059	-55 430
Transfers to local government	4	-301 274	-291 161
International transfers	4	-78 470	-65 209
Provisions to/utilisation of reserves	5	-12 786	-10 740
Total transfers etc.		-1 112 320	-1 063 822
Central government activities			
Personnel costs	6	-133 946	-127 348
Cost of premises	7	-21 847	-21 417
Certain guarantee and credit costs	8	-668	-342
Other operating expenses	9	-94,007	-85 880
Depreciation and write-downs	10	-29 318	-28 403
Total central government activities		-279 786	-263 390
Total expenses		-1 392 106	-1 327 212
Balance before profit/loss from participations and financial items		87 192	103 483
Profit/loss from shares in wholly owned and part-owned companies	11	32 967	32 744
Financial income and expenses			
Net cost for central government debt	12	-19 860	-10 815
Other financial income	13	10 728	10 394
Other financial expenses	14	-4 632	-4 919
Total financial items		-13 764	-5 340
SURPLUS FOR THE YEAR		106 395	130 887

268 049

38

269 603

Table 5 Balance sheet				Other accrued income	38	269 603	268 049
SEK million				Total cut-off items		281 638	282 911
ASSETS							
	Note	2018-12-31	2017-12-31	Current investments			
Fixed assets	Hoto	2010 12 01	2017 12 01	Securities and participations	39	46 029	90 342
Intangible fixed assets				Total current investments		46 029	90 342
Capitalised development				Cash and bank balances	40	8 898	9 540
expenditure	15	8 396	7 880	TOTAL ASSETS		1 983 794	1 925 342
Rights and other intangible fixed assets	16	1 600	1 417				
Advances concerning intangible	10	1 000	1 417	CAPITAL AND LIABII	LITIES		
fixed assets	17	1	1		Note	2018-12-31	2017-12-31
Total intangible fixed assets		9 997	9 298	Net wealth	41	-17 662	-113 861
Tangible fixed assets				Funds	42	191 983	179 197
State road infrastructure	18	140 582	141 728	Provisions	42	131 303	1/3 13/
State rail infrastructure	19	168 357	166 373		42	200 005	270 000
Buildings, land and other real				Provisions for pensions and similar obligations	43	290 065	270 808
property	20	43 786	40 215	Other provisions	44	15 717	15 624
Expenditure on improvements to	21	5 978	5 676	Total provisions		305 782	286 432
property owned by others	21	3 9/6	3 0/0	Central government debt			
Machinery, equipment, installations, etc.	22	37 887	36 637	Loans in Swedish kronor		826 452	895 489
Fixed assets under construction	23	89 943	75 701	Loans in foreign currency		370 582	369 721
Contingency assets	24	101 393	100 619	Total central government	45	1 197 034	1 265 210
Advances concerning tangible				debt	10	1 107 001	1 200 2 10
fixed assets	25	5 220	5 013				
Total tangible				Liabilities etc.			
fixed assets		593 146	<i>571 962</i>	Long-term liabilities	46	3 317	3 133
Financial fixed assets				Trade payables	47	22 586	21 240
Shares in wholly owned and				Other current liabilities	48	191 295	197 370
part-owned companies	26	348 213	326 898	Deposits	49	2 374	1 101
Other long-term securities				Advance payments from			
holdings	27	47 236	47 081	responsible entities and	F.O.	150	1.40
Long-term receivables	28	9 103	8 701	customers	50	152	143
Total financial fixed assets		404 552	<i>382 680</i>	Total liabilities etc.		219 724	222 988
Total fixed assets		1 007 695	963 940	Cut-off items	F.1	20.010	20.405
				Accrued expenses	51	30 819	32 495
Lending	29	465 801	437 512	Unutilised grants	52	11 515	11 066
				Other deferred income	53	44 599	41 816
Inventories etc.				Total cut-off items		00.022	05 277
Inventories and stocks	30	2 070	1 790			86 933	85 377
Work in progress	31	279	554	TOTAL CAPITAL AND LIABILITIE	S	1 983 794	1 925 342
Properties	32	171	168	Guarantees	54	4 360	4 297
Advance payments to suppliers	33	14	10	Other contingent liabilities	55	52 732	41 744
Total inventories etc.		2 534	2 522				
Receivables							
Accounts receivable	34	5 624	4 364				
Other current receivables	35	165 575	134 211				
Total receivables		171 199	138 575				
Cut-off items							
Prepaid expenses	36	8 290	11 650				

Other accrued income

Table 5 Balance sheet

SEK million			
	Note	2018	2017
Central government activities			
Taxes	56	1 371 544	1 290 680
Fees and other payments	57	70 557	59 99
Revenue from grants		59 271	61 750
Total adjusted revenue		1 501 372	1 412 42
Transfers	58	-1 100 010	-1 052 85
Central government activities	59	-245 615	-232 83
Total adjusted expenses		-1 345 625	-1 285 68
Adjustments to payments	60	10 790	-67 71
Balance central government			
activities		166 537	59 02
Investments	61		
Financial investments		-6 913	-77
Tangible investments		-48 039	-43 87
Intangible investments		-3 374	-2 92
Total investment expenditures		-58 326	-47 57
Sale of fixed assets		7 822	2 89
Total investment activities		-50 504	-44 68
Lending	62		
New lending		-31 956	-28 22
Amortisation		13 165	18 42
Total net lending		-18 791	-9 80
Financial activities			
Net central government			
borrowing	63	-12 947	-11 04
Net expenses	64	7 837	7 98
Adjustments to payments	65	-7 752	-3 49
Total financial activities		-12 862	-6 56
Total		84 380	-2 02
Central government net borrowing			
Change in central government debt		-68 176	-26 75
Unrealised exchange rate changes		-16 204	28 77
Total		-84 380	2 02