



THE QOG AGENCY DATABASE 2018

CODEBOOK

Scholars who wish to use this dataset in their research are kindly requested to use the following citation:

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1 Introduction

1.1 The Quality of Government Institute

The QoG Institute was founded in 2004 by Professor Bo Rothstein and Professor Sören Holmberg. It is an independent research institute within the Department of Political Science at the University of Gothenburg. The institute conducts research on the causes, consequences and nature of Good Governance and the Quality of Government (QoG) - that is, trustworthy, reliable, impartial, uncorrupted, and competent government institutions.

The main objective of the research is to address the theoretical and empirical problems of how political institutions of high quality can be created and maintained. A second objective is to study the effects of Quality of Government on a number of policy areas, such as health, environment, social policy, and poverty. While Quality of Government is the common intellectual focal point of the research institute, a variety of theoretical and methodological perspectives are applied.

1.2 The QoG Agency Database

This database consists of a comprehensive sample of administrative agencies in the Swedish executive bureaucracy between 1960 and 2014. The data was originally assembled for the project "The Politics of Administrative Design" (financed by the Swedish Research Council through grant 2014-947), which focused on how partisan shifts in government can affect the staff, structure, and process of public bureaucracies. The purpose of the dataset is to provide a quantitative catalogue of Swedish agencies for public use.

The database is constituted by three distinct datasets: one that focuses on an agency's formal instruction (section 2); one that focuses on an agency's head (section 3); and one that focuses on an agency's budget (section 4). Note that each dataset has its own unit of analysis. For the instruction data, one observation corresponds to one agency instruction, while the variables cover factors such as the agency's management structure and formal functions. For the agency head data, one observation corresponds to one agency head, while the variables cover factors such as the head's education and background experience. For the agency budget data, one observation corresponds to one fiscal year, while the variables cover factors such as the amount of funds that were allocated and withdrawn from the agency during that year. Finally, all three datasets contain relevant time-period indicators to enable users to determine the temporal coverage of an observation (e.g. enactment and revocation dates for the instructions). In total, the database covers 1925 agency instructions, 2315 agency heads, and 7102 fiscal years.

Importantly, while each dataset has its own unit of analysis, we have also included a unifying agency identification number that can be used to link variables across all three datasets. For example, suppose that we are interested in the School Inspectorate ("Skolinspektionen"). We can then start our investigation in either of the three datasets, and use the agency's ID number to match the agency's various instructions, heads, and budgets over time. Note, however, that because the units do not perfectly overlap (e.g. one fiscal year may cover more than one agency head), merging the datasets will require substantive decisions about how to structure the information in each dataset. For this reason, we have left it to the user's discretion to decide whether and how to merge the datasets, rather than impose any particular structure on all three datasets. In total, the database contains information on 664 unique agencies.

Regarding sources, the database draws from a variety of public documents. To obtain information on agency instructions, we have mainly relied on the Swedish Code of Statutes (*Svensk författningssamling*, various years), which is the official publication for all new Swedish laws and major ordinances. To obtain information on agency heads, we have consulted two additional sources: *Sveriges statskalender*, which is a compendium of operative public organizations and employees published annually by the Swedish government since 1812; and *Vem är det?*, which is a Swedish biographical dictionary (similar to the British "Who's Who?"). Finally, to obtain information on agency budgets, we have relied on public records of government expenditures (*Specifikation av utgifter på statens budget*, 2000-2014; *Statsbudgetens utfall*, 1980/81-1999; *Budgetredovisning för budgetret*, 1970/71-1979/80). In order to assure the reliability of the data, we have also further cross-checked and supplemented these sources using a number of additional government publications (*Statsliggaren*, various years; *Statliga myndigheter*, various years; *Fakta om folkvalda*, various years; *Enkammarriksdagen*, various years) and with CVs acquired through personal communications with agency staff.

While comprehensive, the database also comes with two important caveats. First and foremost, our sources are not always fully consistent concerning what, exactly, should count as an agency. Part of this inconsistency can likely be attributed to the fact that Swedish law lacks a clean definition of agency boundaries, which occasionally makes it difficult to determine where one agency ends and another agency begins. For example, the government can sometimes treat two organizations as a single agency for budgeting purposes, but as two distinct agencies for appointment purposes. In general, though, if an organization has its own formal instruction in the Code of Statutes, then it will also have its own head and budget (and the database covers all operative instructions during the observed period). Second, not all variables have equal coverage and precision. The variables associated with the instructions are the closest to complete, while the head and budget variables tend to be more limited. This is because we have coded the instruction variables directly from the formal documents that authorize an agency, while we have mainly relied on yearbooks and other compilations to code the head and budget variables. The temporal scope of the instructions are all measured in days, for example, while the head and budget variables are all measured in years. Mixing and matching the three datasets accordingly requires some caution.

Finally, we also advise those interested in using the database to perform more sophisticated analyses to first familiarize themselves with the Swedish case. As in many other Western democracies, the Swedish bureaucracy has been under fairly consistent scrutiny and debate since the 1960s, with a number of structural reforms following as a result. The appropriations process in particular received a major overhaul in late 1996, but the government's discretion with respect to agency oversight and personnel management has also been reworked during the observed period. We include some guiding notes in our presentation of the variables below, but refer the interested reader to our own applications of the data (Dahlström and Holmgren 2017a, 2017b; Dahlström and Niklasson 2013; Holmgren 2017, 2018) and other reviews (e.g. Ahlbäck Öberg and Wockelberg 2016; Bergman 2003; Pierre 1995) for more detailed information.

1.3 References

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2 Agency Instruction (1960-2014)

2.1 Identification

2.1.1 `agency_id`: Agency ID

Denotes an agency's identification number. By "agency" we mean any public organization formally authorized to exercise public authority on behalf of either the government or the parliament (see further section 2.2.2).

2.1.2 `agency_name`: Agency Name

Lists the name of an agency. Note that an agency can have more than one name throughout its lifespan.

2.1.3 `agency_startyear`: Enactment (Year)

Denotes an agency's enactment year. The determination of when exactly a new agency comes into existence is no trivial matter and should ideally be guided by an explicit theory of organizational boundaries. For this variable, we consider an agency to be a new agency if it receives a name, head, and instruction that differ from any previously existing agencies. So, for example, the National Board of Education ("Skolöverstyrelsen"), terminated in 1991, is considered a different agency from the National Agency of Education ("Skolverket"), enacted in 1991, because the two agencies have different names, heads, and instructions. For the agencies that were enacted before our observation began, we have relied on the aforementioned yearbooks to determine enactment years and, failing that, encyclopaedias (a few agencies in the sample have existed in some capacity for centuries, e.g. the Riksbank).

9999 = Missing

2.1.4 `agency_endyear`: Termination (Year)

Denotes an agency's termination year. The determination of when exactly an agency ceases to exist is no trivial matter and should ideally be guided by an explicit theory of organizational boundaries. For this variable, we consider an agency to be terminated if its name, head, and instruction are revoked in the same year. So, for example, the National Board of Education ("Skolöverstyrelsen"), terminated in 1991, is considered a different agency from The National Agency of Education ("Skolverket"), enacted in 1991, because the two agencies have different names, heads, and instructions. For cases where we have been unable to acquire information on all three attributes, we have relied on the aforementioned yearbooks and other independent statements issued by the government to determine termination years.

9998 = Censored (i.e. still in operation by the end of the observation period)

9999 = Missing

2.2 Formal Authorization

2.2.1 `agency_principal`: Political Principal

Denotes whether an agency is accountable to the parliament or the government. Note that, since the constitutional reform of 1974, all administrative agencies are accountable to the government, unless a law states otherwise.

0 = Government

1 = Parliament

9999 = Missing

2.2.2 `agency_instruction`: Instruction Number

Lists the document that formally authorizes an agency's operations. In the Swedish case, agencies can be authorized either by law or executive order (see section 2.2.7), with a given authorization formally referred to as an agency instruction ("myndighetsinstruktion"). Catalogue-wise, the instructions are denoted by (year:number) and published by the government in the Swedish Code of Statutes ("Svensk författningssamling"). Content-wise, they typically focus on an agency's overarching rights and responsibilities, but rarely contain any specific policy orders.¹ Note that, while the dataset includes all organizations authorized by an instruction during the observed period, it also excludes any organization not authorized by an instruction during the observed period.²

9999 = Missing

2.2.3 `agency_issued`: Instruction Issued (Date)

Lists the date when an agency instruction was issued. Note that there is often a time-lag between the date of issue and the date of effect.

9999 = Missing

2.2.4 `agency_effective`: Instruction Effective (Date)

Lists the date by which an agency instruction takes effect. Note that there is often a time-lag between the date of issue and the date of effect.

9999 = Missing

2.2.5 `agency_revoked`: Instruction Revoked (Date)

Lists the date when an agency instruction was revoked. Permanent revocations are usually issued as a generic executive order or law (depending on how the agency was authorized). Note, however, that when an agency receives a new mission or is otherwise subjected to some form of major reorganization, the agency can also receive a new instruction that revokes the old instruction. Consequently, the variable does not necessarily indicate that an agency ceases its operations (i.e. while an agency can only have one instruction at a time, it might well receive several different instructions throughout its lifespan).

9998 = Censored (i.e. still in effect by the end of the observation period)

9999 = Missing

¹For example, consider the instruction for the Health and Social Care Inspectorate (SFS2013:176). The instruction contains eleven paragraphs. 1§ states that the agency is responsible for supervising the provision of health and social care, processing public complaints against providers and their employees, and issuing permits in its policy domain. 2§ states that "The purpose of the supervision is to assure that the public receives health and social care that is safe, of good quality, and compliant with the law." 3§ and 3a§ states that the agency must deliver an annual report to the government and produce statistics of relevance for its mission. 4§ states that the agency must collaborate with other agencies operating in its policy domain. 5§ states that the agency is led by an agency head. 6§ states that the agency has an advisory council. 7§ states that the agency head is a Director-General. 8§ states that the agency has a disciplinary board ("personalansvarsnämnd"). 9§ and 10§ references two laws concerning internal auditing and employee rights that the agency must apply. 11§ states that the agency is allowed to offer certain goods and services in exchange for a fee. In practice, however, an agency will of course also be subject to a variety of additional laws and ordinances not covered by this dataset (e.g. the Administrative Procedures Act, the Instrument of Government, and the various appropriation directives).

²Further note that, since we only count an organization as an agency if it is authorized by an agency instruction, we automatically exclude many "ad hoc" delegations from the dataset. For example, in response to new political developments, the government can sometimes send out written departmental orders demanding the enactment of a new advisory council or commission of inquiry, but without any real expectations of permanence. Such delegations can sometimes also have their own budget lines and carry their own political appointees. However, they are only rarely authorized through unique agency instructions—which in the Swedish context would bestow them with a certain level of legal autonomy from the government thanks to higher-order constitutional rules. Instead, they are typically authorized through less formalized ordinances that never enter the Code of Statutes. And as long as they are excluded from the Code of Statutes, they will also be excluded from this dataset (for reference, the Swedish Agency for Public Management, which is the government's central agency for evaluating state-funded activities, also only counts an organization as an agency if the organization is authorized by an instruction).

2.2.6 agency_law: Instruction Legal Type

Denotes whether an agency instruction is a law ("lag"). Note that the vast majority of agencies are authorized by the government through executive order ("föörordning") without any direct involvement from the parliament. Of the handful of parliamentary agencies included in the sample, the most prominent are The Parliamentary Ombudsmen ("Riksdagens Ombudsmän"), The Riksbank ("Riksbanken"), and The Swedish National Audit Office ("Riksrevisionen")—all three of which have their basic organizations defined in the constitution.

0 = Executive order
1 = Law
9999 = Missing

2.2.7 agency_minname: Minister Name

Lists the name of the minister that signed an agency's instruction.

9999 = Missing

2.2.8 agency_ministry: Minister Department

Lists the department of the minister that signed an agency's instruction. Note that the government can sometimes move an agency from one ministerial portfolio to another without issuing a new authorization. Consequently, the variable does not necessarily indicate an agency's current department.

9999 = Missing

2.2.9 agency_minparty: Minister Party

Lists the political party of the minister that signed an agency's instruction.

9999 = Missing

2.3 Management Structure

2.3.1 agency_unitary: Unitary Agency

Denotes whether an agency is led by a single agency head. We distinguish unitary agencies from board agencies (see section 2.3.2) and committee agencies (see section 2.3.7). Additionally, we also distinguish agencies that include an advisory council (see section 2.3.12).

0 = No
1 = Yes
9999 = Missing

2.3.2 agency_board: Board Agency

Denotes whether an agency is led by a board ("styrelse"). A board agency ("styrelsemyndighet") is an agency where the agency head is hierarchically subordinate to a collective decision-making body, similarly to the relationship between a board of directors and a chief executive officer in a firm. Note that the agency instruction rarely places any limitations on the type of individuals that can be appointed to the board (but see section 2.3.3, 2.3.4, 2.3.5, 2.3.6). Instead, the standard rule is usually some variant of "the board is appointed by the government on a fixed-term". Obtaining information about individual board members thus usually requires delving into the agency's actual personnel records.

0 = No
1 = Yes
9999 = Missing

2.3.3 agency_brepbu: Board Business Representation

Denotes whether the board must include a business representative.

0 = No
1 = Yes
9999 = Missing

2.3.4 agency_brepun: Board Union Representation

Denotes whether the board must include a union representative.

0 = No
1 = Yes
9999 = Missing

2.3.5 agency_breproth: Board Other Representation

Denotes whether the board must include a representative from a group other than a business or union (e.g. the chair might be required to have experience as a judge).

0 = No
1 = Yes
9999 = Missing

2.3.6 agency_bchair: Board Chair

Denotes whether the agency head is also the chairman of the board ("styrelsens ordförande").

0 = No
1 = Yes
9999 = Missing

2.3.7 agency_committee: Committee Agency

Denotes whether an agency is a committee ("nämnd"). A committee agency ("nämndmyndighet") is an agency that is nothing more than a collective decision-making body. In the Swedish case, committees can sometimes be authorized to create their own administrative offices, but if they do, they usually remain small, and with the committee chair taking on the role as agency head (alternatively, they can sometimes also be authorized to utilize the administrative offices of larger agencies). Note that the agency instruction rarely places any limitations on the type of individuals that can be appointed to the committee (but see section 2.3.8, 2.3.9, 2.3.10, 2.3.11). Instead, the standard rule is usually some variant of "the committee is appointed by the government on a fixed-term". Obtaining information about individual committee members thus usually requires delving into the agency's actual personnel records.

0 = No
1 = Yes
9999 = Missing

2.3.8 agency_crepbu: Committee Business Representation

Denotes whether the committee must include a business representative.

0 = No
1 = Yes
9999 = Missing

2.3.9 agency_crepun: Committee Union Representation

Denotes whether the committee must have a union representative.

0 = No
1 = Yes
9999 = Missing

2.3.10 agency_crepoth: Committee Other Representation

Denotes whether the committee must include a representative from a group other than a business or union (e.g. the chair might be required to have experience as a judge).

0 = No
1 = Yes
9999 = Missing

2.3.11 agency_cchair: Committee Chair

Denotes whether the agency head is also the chairman of the committee ("nämndens ordförande").

0 = No
1 = Yes
9999 = Missing

2.3.12 agency_council: Advisory Council

Denotes whether an agency includes an advisory council ("insynsråd, rådgivande nämnd, expertråd, etc"). An advisory council is a collective decision-making body that lacks formal agenda-setting powers but can offer recommendations to the agency's leadership. Advisory councils are the most common among agencies led by a single agency head, but can also feature in agencies led by a board. Note that the agency instruction rarely places any limitations on the type of individuals that can be appointed to the council (but see section 2.3.13, 2.3.14, 2.3.15, 2.3.16). Instead, the standard rule is usually some variant of "the council is appointed by the government on a fixed-term". Obtaining information about individual council members thus usually requires delving into the agency's actual personnel records.

0 = No
1 = Yes
9999 = Missing

2.3.13 agency_acrepbu: Advisory Council Business Representation

Denotes whether the advisory council must include a business representative.

0 = No
1 = Yes
9999 = Missing

2.3.14 agency_acrepun: Advisory Council Union Representation

Denotes whether the council must have a union representative.

0 = No
1 = Yes
9999 = Missing

2.3.15 agency_acrepoth: Advisory Council Other Representation

Denotes whether the advisory council must include a representative from a group other than a business or union (e.g. the chair might be required to have experience as a judge).

0 = No
1 = Yes
9999 = Missing

2.3.16 agency_acchair: Advisory Council Chair

Denotes whether the agency head is also the chairman of the advisory council ("rådets ordförande").

0 = No
1 = Yes
9999 = Missing

2.4 Functions

2.4.1 agency_adjud: Adjudication

Denotes whether an agency is authorized to resolve legal disputes ("rättstvister"). Swedish law distinguishes between court agencies and administrative agencies, yet some administrative agencies have nonetheless been granted rights that make them function quite similarly to courts. The National Board of Consumer Disputes ("Allmänna reklamationsnämnden"), for example, processes disputes between consumers and business operators and can submit recommendations on how a dispute should be resolved. If an agency is also tasked with supervision (see section 2.4.14), the resolution may also involve sanctions. The Health and Social Care Inspectorate ("Inspektionen för vård och omsorg"), for example, processes public charges against healthcare providers and can impose sanctions for non-compliance with the Patient Safety Act. Similarly, the Equality Ombudsman ("Diskrimineringsombudsmannen") processes public charges of workplace discrimination and can impose sanctions for non-compliance with The Discrimination Act.

0 = No
1 = Yes
9999 = Missing

2.4.2 agency_collab: Collaboration

Denotes whether an agency is obligated to collaborate ("samverka") with other agencies. While some agencies are allowed to operate without concern for other agencies, many agencies also face formal demands that they must somehow "work together" with other agencies. The Swedish Environmental Protection Agency ("Naturvårdsverket"), for example, is obligated to collaborate with the Swedish Agency for Marine and Water Management ("Havs- och vattenmyndigheten") on issues of significance for the marine and water environment. Such requirements are rarely specified in any detail, however, typically leaving it up to the agencies themselves to determine the form of the collaboration (and to later demonstrate to their political principal that they have, in fact, collaborated adequately).

0 = No
1 = Yes
9999 = Missing

2.4.3 agency_county: County Administration

Denotes whether an agency is a county administration ("länsstyrelse"). The county administrations act as the national government's representatives on the local level and are usually headed by former politicians. Note that the county administrations have a shared instruction.

0 = No

1 = Yes
9999 = Missing

2.4.4 agency_edu: Education

Denotes whether an agency is a university or college ("universitet eller högskola"). Note that the universities and colleges have a shared instruction.

0 = No
1 = Yes
9999 = Missing

2.4.5 agency_eval: Evaluation

Denotes whether an agency is authorized to evaluate the performance of their policy domain ("utvärdering"). Many agencies have it as part of their mission to systematically appraise the effects of political interventions in public life, either to assure a satisfactory degree of achievement, or to lay a foundation for new reforms. Prominent examples include the Swedish Agency for Public Management ("Statskontoret"), the Swedish Consumer Agency ("Konsumentverket"), and the National Institute for Economic Research ("Konjunkturinstitutet").

0 = No
1 = Yes
9999 = Missing

2.4.6 agency_info: Information-sharing

Denotes whether an agency is obligated to disseminate information. Many agencies have it as part of their mission to ensure that affected stakeholders are well-informed about new policy developments. The National Agency for Education ("Skolverket"), for example, organises regular workshops aimed at keeping local practitioners up to date with the law. Such requirements are rarely specified in any detail, however, typically leaving it up to the agencies themselves to determine the form of the dissemination (and to later demonstrate to their political principal that they have, in fact, shared their information adequately).

0 = No
1 = Yes
9999 = Missing

2.4.7 agency_permit: Permissions

Denotes whether an agency is authorized to process and issue permits ("tillståndsprövning"). Many agencies are designed to function as gatekeepers, armed with the authority to either grant or deny people access to certain privileges. In Sweden, the currently perhaps most politically salient example is the Migration Agency ("Migrationsverket"), which determines which immigrants are allowed to take up long-term residence within the nation's borders. But many other agencies have analogous veto-powers within their respective policy domains: before launching a charter school, one must first apply for permission from the School Inspectorate ("Skolinspektionen"); before selling medical drugs, one must first apply for permission from the Medical Products Agency ("Läkemedelsverket"); before driving a car, one must first apply for permission from the Swedish Transport Agency ("Transportstyrelsen"); and so forth.

0 = No
1 = Yes
9999 = Missing

2.4.8 agency_police: Police Authority

Denotes whether an agency is a regional police authority ("regional polismyndighet"). For most of the observed period, Sweden had one police authority for each county. Note that the police authorities

have a shared instruction.

0 = No

1 = Yes

9999 = Missing

2.4.9 agency_policy: Policy Proposals

Denotes whether an agency is obligated to provide its political principal with policy proposals. While it is well-known that Swedish ministers often have extensive informal contacts with many agencies regarding the government's choice of policies, some agencies also have it as part of their formal mission to supply their political principal with policy relevant advice, guidance, or support. Prominent examples include the Swedish Public Employment Agency ("Arbetsförmedlingen"), the Swedish Environmental Protection Agency ("Naturvårdsverket"), and the Swedish Energy Agency ("Statens Energimyndighet").

0 = No

1 = Yes

9999 = Missing

2.4.10 agency_redist: Redistribution

Denotes whether an agency is authorized to redistribute government funds ("statliga bidrag"). Many agencies receive funds from their political principal under the obligation that those funds should then be redistributed to other individuals, groups, or organizations. A large part of the public universities' research projects, for example, are financed externally by the Swedish Research Council ("Vetenskapsrådet"). Other prominent examples include the National Board of Student Aid ("Centrala Studiestödsnämnden"), the National Board of Housing, Building and Planning ("Boverket"), and the Swedish Social Insurance Agency ("Försäkringskassan").

0 = No

1 = Yes

9999 = Missing

2.4.11 agency_report: Reporting Requirement

Denotes whether an agency is obligated to deliver an annual report to its political principal. Note that an agency can also receive additional reporting requirements (e.g. regarding the implementation of a specific program) as part of the annual appropriations process. Consequently, this variable does not necessarily indicate whether an agency is subject to *any* reporting requirement; it only denotes whether an agency is obligated to provide an annual report of its activities.

0 = No

1 = Yes

9999 = Missing

2.4.12 agency_research: Research

Denotes whether an agency is obligated to perform research ("forskning"). The most prominent research institutions are of course the universities. But many other agencies also perform research functions within their policy domains. Examples include the National Food Agency ("Livesmedelsverket"), the National Agency for Special Needs and Schools ("Specialpedagogiska skolmyndigheten"), and the Swedish Maritime Administration ("Sjöfartsverket").

0 = No

1 = Yes

9999 = Missing

2.4.13 agency_rule: Rulemaking

Denotes whether an agency is authorized to issue legally binding regulations ("föreskrifter"). While some agencies only have the right to implement the law of the land, other agencies can have the right to write their own rules and publish their own Code of Statutes. Prominent examples include the National Agency for Higher Education ("Högskoleverket"), the National Board of Health and Welfare ("Socialstyrelsen"), and the Swedish Transport Administration ("Trafikverket").

0 = No

1 = Yes

9999 = Missing

2.4.14 agency_super: Supervision

Denotes whether an agency is authorized to enforce the law. Supervision ("tillsyn") does not have a precise legal definition, but when an agency is formally designated as a supervisory agency ("tillsynsmyndighet"), it typically implies that the agency has the right to initiate its own investigations, demand information from regulatory subjects, and sanction non-compliance. Prominent examples include the Financial Supervisory Authority ("Finansinspektionen"), the School Inspectorate ("Skolinspektionen"), and the Swedish Competition Agency ("Konkurrensverket").

0 = No

1 = Yes

9999 = Missing

3 Agency Head (1960-2014)

3.1 Identification

3.1.1 `agency_id`: Agency ID

Denotes an agency's identification number. By "agency" we mean any public organization formally authorized to exercise public authority on behalf of either the government or the parliament (see further section 2.2.2).

3.1.2 `agency_name`: Agency Name

Lists the name of an agency. Note that an agency can have more than one name throughout its lifespan.

3.1.3 `head_id`: Agency Head ID

Denotes an agency head's identification number. By "agency head" we mean the individual serving as the highest ranking administrative official in an agency (see further section 2.3.1, 2.3.2, 2.3.7). The vast majority of heads are only observed once, corresponding to the fact that they have only ever led a single agency. Some heads, however, have led more than one agency, and will accordingly be observed once for each appointment. A unique appointment identifier can easily be constructed by combining the agency ID with the head ID.

3.1.4 `head_title`: Agency Head Title

Lists an agency head's formal title.

9999 = Missing

3.1.5 `head_enter`: Appointment (Year)

Denotes the year during which an agency head was appointed to their position. Note that executive agencies are appointed collectively by the government, while parliamentary agencies are appointed collectively by the parliament. Tenure-times can vary in practice, but the contracts usually cover six years of employment with a possibility for three-year extensions.

9999 = Missing

3.1.6 `head_exit`: Exit (Year)

Denotes the year during which an agency head left their position. Note that executive agencies are appointed collectively by the government, while parliamentary agencies are appointed collectively by the parliament. Tenure-times can vary in practice, but the contracts usually cover six years of employment with a possibility for three-year extensions.

9998 = Censored (i.e. still employed by the end of the observation period)

9999 = Missing

3.1.7 `head_sex`: Sex

Denotes an agency head's sex.

0 = Male

1 = Female

9999 = Missing

3.1.8 head_yob: Year of Birth

Denotes an agency head's year of birth.

9999 = Missing

3.1.9 head_polparty: Party Affiliation

Denotes an agency head's party affiliation. Note that this variable is based on an agency head's biographical background, not on actual party membership.³ We consider an agency head to have a party affiliation if they have been:

elected to a local democratic assembly (section 3.4.1, 3.4.2);
elected to parliament (section 3.4.3);
appointed as minister (section 3.4.4);
appointed as secretary of state (section 3.4.5, 3.4.6);
appointed as chief of planning (section 3.4.7);
appointed as political adviser (section 3.4.8);
employed by a political party (subsection 3.3.1, 3.3.2);
employed by a political party's youth section (section 3.3.7, 3.3.8); or
employed by an organization otherwise clearly associated with a political party, such as the blue-collar union confederation *Landsorganisationen* (section 3.3.5, 3.3.6).

The variable can be made more restrictive by selectively excluding observations from any of the above categories. The variable's party codes are as follows:

0 = No Party Affiliation
1 = Left Party ("Vänsterpartiet")
2 = Social Democratic Party ("Socialdemokraterna")
3 = Centre Party ("Centerpartiet")
4 = Liberal People's Party ("Folkpartiet")
5 = Moderate Party ("Moderaterna")
6 = Christian Democrats ("Kristdemokraterna")
7 = Green Party ("Miljöpartiet")
8 = Sweden Democrats ("Sverigedemokraterna")
9 = Other political party
99 = Politically active, but insufficient information to determine party affiliation (e.g. a source might state that an individual has been elected to a local democratic assembly, but without specifying for which party)
9999 = Missing

3.2 Education and Experience

3.2.1 head_edu: Education

Denotes an agency head's level of education.

1 = Incomplete primary school or equivalent mandatory education
2 = Primary school or equivalent mandatory education
3 = Incomplete secondary school
4 = Complete secondary school
5 = Post-secondary school (not university)
6 = Incomplete university education
7 = Complete university education
8 = Complete Ph.D.
9999 = Missing

³Further note that it is illegal to keep records of an individual's political preferences in Sweden ("åsiktsregistrering") unless you have the individual's explicit consent. The variable has been approved for use by the Regional Ethics Committee in Gothenburg ("Regionala etikprövningsnämnden i Göteborg", dnr 1030-13).

3.2.2 head_priman: Manager (Private Sector)

Denotes the number of years previously employed as a manager ("chef") in the private sector.

99 = Unknown number of years

9999 = Missing

3.2.3 head_priceo: CEO (Private Sector)

Denotes the number of years previously employed as a chief executive officer ("verkställande direktör") in the private sector.

99 = Unknown number of years

9999 = Missing

3.2.4 head_pubman: Manager (Public Sector)

Denotes the number of years previously employed as a manager ("chef") in the public sector.

99 = Unknown number of years

9999 = Missing

3.2.5 head_pubceo: CEO (Public Sector)

Denotes the number of years previously employed as chief executive officer ("generaldirektör") in the public sector.

99 = Unknown number of years

9999 = Missing

3.3 Political Organization

3.3.1 head_party: Party

Denotes whether an agency head has an employment background in a political party.

0 = No

1 = Yes

9999 = Missing

3.3.2 head_partylead: Party Leader

Denotes whether an agency head has an employment background as a party leader.

0 = No

1 = Yes

9999 = Missing

3.3.3 head_ttleft: Think Tank (Left)

Denotes whether an agency head has an employment background in a left-leaning Think Tank.

0 = No

1 = Yes

9999 = Missing

3.3.4 head_ttright: Think Tank (Right)

Denotes whether an agency head has an employment background in a right-leaning Think Tank.

0 = No
1 = Yes
9999 = Missing

3.3.5 head_union: Union

Denotes whether an agency head has an employment background in a union.

0 = No
1 = Yes
9999 = Missing

3.3.6 head_unionm: Union Manager

Denotes whether an agency head has an employment background as a union manager ("chef").

0 = No
1 = Yes
9999 = Missing

3.3.7 head_youth: Youth Organization

Denotes whether an agency head has an employment background in a political youth organization. Note that, while the youth organizations are usually tied to an established political party, they can sometimes act relatively independently. The Sweden Democrats, for example, terminated their youth organization in 2015 for being too radical (but later founded a new youth organization with a different name).

0 = No
1 = Yes
9999 = Missing

3.3.8 head_youthlead: Youth Organization Leader

Denotes whether an agency head has held a representative position ("förtroendeuppdrag") in a political youth organization. Note that, while the youth organizations are usually tied to an established political party, they can sometimes act relatively independently. The Sweden Democrats, for example, terminated their youth organization in 2015 for being too radical (but later founded a new youth organization with a different name).

0 = No
1 = Yes
9999 = Missing

3.4 Political Position

3.4.1 head_localpt: Local Politician (Part-time)

Denotes whether an agency head has been elected to a local democratic assembly as a part-time politician. Note that only about two percent of all local politicians have politics as their full-time job.

0 = No
1 = Yes
9999 = Missing

3.4.2 head_localft: Local Politician (Full-time)

Denotes whether an agency head has been elected to a local democratic assembly as a full-time politician. Note that only about two percent of all local politicians have politics as their full-time job.

0 = No
1 = Yes
9999 = Missing

3.4.3 head_mp: Member of Parliament

Denotes whether an agency head has been elected to the national parliament ("riksdagsledamot").

0 = No
1 = Yes
9999 = Missing

3.4.4 head_minister: Minister

Denotes whether an agency head has served as a minister ("statsråd"). The ministers are the leaders of the various departments at the Government Offices. Note, however, that the Swedish constitution grants all administrative agencies formal independence from the government. Consequently, although the ministers are the formal leaders of the departments that the agencies sort under, they are not the formal leaders of the agencies.

0 = No
1 = Yes
9999 = Missing

3.4.5 head_secstatea: Secretary of State (after 1976)

Denotes whether an agency head has served as a secretary of state ("statssekreterare") and was appointed to the position after 1976. The state secretaries are the second-in-command at the Government Offices, following the ministers. These positions were originally considered as part of the permanent civil service, but have been gradually politicized over time and are now considered as strictly political. The 1976 general election is usually viewed as the breaking point that cemented the state secretaries as political appointees rather than civil servants.

0 = No
1 = Yes
9999 = Missing

3.4.6 head_secstateb: Secretary of State (before 1976)

Denotes whether an agency head has served as a secretary of state ("statssekreterare") and was appointed to the position before 1976. The state secretaries are the second-in-command at the Government Offices, following the ministers. These positions were originally considered as part of the permanent civil service, but have been gradually politicized over time and are now considered as strictly political. The 1976 general election is usually viewed as the breaking point that cemented the state secretaries as political appointees rather than civil servants.

0 = No
1 = Yes
9999 = Missing

3.4.7 head_cop: Chief of Planning

Denotes whether an agency head has served as a chief of planning ("planeringschef"). The chief of planning is a politically appointed position at the Government Offices, usually focused on coordinating the government's political advisers and carrying out various policy relevant investigations. Note,

however, that some ministers are also known to have used the position largely as a way to reward and retain competent personnel within their departments, as opposed to filling any specific functional role.

0 = No
1 = Yes
9999 = Missing

3.4.8 head_adviser: Political Adviser

Denotes whether an agency head has served as a political adviser ("politiskt sakkunning") in the parliament or government. The political adviser is a politically appointed position at the Government Offices, but also sometimes used to refer to positions in the parties' respective parliamentary offices. The position covers a variety of advisory functions, but can also include communicative assignments with media, lobbyists, party constituencies, and other external actors.

0 = No
1 = Yes
9999 = Missing

3.4.9 head_polother: Other

Denotes whether an agency head has held a representative position ("förtroendeuppdrag") at the national level other than the ones listed above.

0 = No
1 = Yes
9999 = Missing

4 Agency Budget (1971-2014)

4.1 Identification

4.1.1 `agency_id`: Agency ID

Denotes an agency's identification number. By "agency" we mean any public organization formally authorized to exercise public authority on behalf of either the government or the parliament (see further section 2.2.2).

4.1.2 `agency_name`: Agency Name

Lists the name of an agency. Note that an agency can have more than one name throughout its lifespan.

4.1.3 `agency_fy`: Fiscal Year

Denotes the fiscal year. Note that the budget data covers all agencies with their own lines in the national budget. If an agency is missing budget information for an entire fiscal year, then the agency did not have an independent budget line during that year. If an agency is missing budget information for a particular variable, then the budget line did not report any information for that variable (we have only coded a variable as 0 when the budget actually reports a 0). Further note that the parliament confirmed a new comprehensive budget law in late 1996 (SFS 1996:1059, effective from 1997), which substantially reformed the appropriations process. Among many other changes, the law realigned the fiscal year to follow the calendar year, which meant that all agencies received a one-time budget increase in 1997 to cover an additional six month's worth of funding.

4.2 Budgets

4.2.1 `budget_ibudget`: Initial Budget

Denotes the amount of funds granted to an agency at the start of a fiscal year ("budgetanslag, anvisad budget"). Note that the initial budget is part of the government's annual appropriation bill ("budgetproposition")—which requires parliamentary confirmation to pass—and that the funds can be comprised of multiple grants, awarded from multiple departments, and manipulated in multiple ways throughout the fiscal year.

4.2.2 `budget_fbudget`: Final Budget

Denotes the sum of funds granted to an agency in a given fiscal year ("totalt tilldelade medel"). This variable is the sum of five other variables and corresponds to how the Swedish government calculates the grand total of an agency's annual grants. The five composite variables are:

4.2.1 Initial Budget

4.3.1 Amendment

4.3.2 Withdrawal

4.3.3 Reservation

4.3.4 Overrun

The composite variables capture an agency's budget at the start of the fiscal year, as well as any subsequent changes made to that budget throughout the remainder of the year. See the individual variable subsections for further notes.

4.2.3 `budget_obudget`: Outcome Budget

Denotes an agency's actual budget outcome ("budgetutfall"). Note that, while the budget outcome correlates almost perfectly with the final budget, they are rarely equal.

4.2.4 budget_inflation: Inflation

Denotes a CPI-based multiplier for transforming the budget data into 2014 SEK (from Statistics Sweden).

4.3 Budget Interventions

4.3.1 budget_amend: Amendment

Denotes the amount of funds amended to an agency's budget ("ändringsbudget, tidigare tilläggsbudget"). The government can increase, decrease, or transfer an agency's funds by proposing an amendment to the appropriation bill. Amendments are subject to parliamentary confirmation and usually submitted twice per year: once during the spring; and once during the autumn.

4.3.2 budget_withdr: Withdrawal

Denotes the amount of funds withdrawn from an agency's budget ("budgetindragning"). From 1997 and onwards, the government can unilaterally withdraw an agency's funds and either re-appropriate them for other objectives, or return them to the parliament. Note that both expired reservations (see section 4.2.3) and claimed savings (see section 4.2.5) are filed as withdrawals during this period.

4.3.3 budget_reserv: Reservation

Denotes the amount of funds reserved from last year's budget ("ingående reservationsanslag och ramöverföringsbelopp"). Grants that cover multiple years have become increasingly common since the 1970s and now represent the most common type of grant. For these grants, the government first authorizes an agency in one year to use a given set of funds across multiple years, but with the caveat that the funds must be used for the same objective over the entire period. When the next fiscal year then eventually arrives, any potentially unresolved funds from the preceding year's grant are filed as an inbound budget reservation. Note that the reservation can be either a saving, in which case it corresponds to a positive amount, or a debt, in which case it corresponds to a negative amount. Further note that reservations can expire, after which they are filed as withdrawals (see section 4.2.2).

4.3.4 budget_overnun: Overrun

Denotes the amount of budget overrun covered by the government ("medgivna budgetöverskridanden, merutgift"). Note that, before 1997, the government could authorize budget overruns unilaterally without concern for any formal expenditure ceilings, so long as the government deemed the additional funds necessary to assure the realization of the original funding objective.⁴ From 1997 and onwards, the government can still authorize budget overruns, but only within the current expenditure ceiling or with parliamentary confirmation.⁵

4.3.5 budget_overnunef: Overrun (Equalization Fund)

Denotes the amount of overrun financed via the Budget Equalization Fund ("budgetutjämningsfonden"). Only relevant for the fiscal years prior to 1981.

4.3.6 budget_overnunsb: Overrun (Special Budget)

Denotes the amount of overrun financed via special budgets ("specialbudget"). Only relevant for the fiscal years prior 1981.

⁴The perhaps most notorious example of how these overruns could be used in practice are the so-called thousand crown grants ("1000-kronorsanslag"), which meant that an agency received about a hundred dollars for its initial budget, but with an implicit credit line to cover any additional expenditures.

⁵Further note that, for the years prior to 1981, this variable includes overruns financed via the Budget Equalization Fund ("budgetutjämningsfonden") and regulated by special budgets ("specialbudget").

4.3.7 budget_saving: Saving

Denotes an agency's budget savings ("anslagssparande, besparing"). Note that, before 1997, all unspent funds went back to the government by default, after which the government could re-appropriate the funds for other objectives. From 1997 and onwards, an agency can save funds for future fiscal years, unless the government decides otherwise. During this latter period, if an agency decides to save part of their funds, the funds are filed as an outbound reservation (see section 4.2.3); if the government decides to re-appropriate an agency's savings, the funds are filed as a withdrawal (see section 4.2.2).⁶

4.3.8 budget_saving: Saving (Equalization Fund)

Denotes an agency's budget savings via the Budget Equalization Fund ("budgetutjämningsfonden"). Only relevant for the fiscal years prior to 1981.

4.3.9 budget_saving: Saving (Special Budget)

Denotes an agency's savings via special budgets ("specialbudget"). Only relevant for the fiscal years prior 1981.

4.3.10 budget_credit: Credit

Denotes the amount of credit granted to an agency ("anslagskredit"). From 2011 and onwards, an agency has the right to take out a loan, with a corresponding reduction in the agency's budget allocation in the following year. The credit was initially to be set individually by the government, but now all agencies have a generalized base credit corresponding to three percent of their budget allocation.

⁶Further note that, for the years prior to 1981, this variable includes savings transferred to the Budget Equalization Fund ("budgetutjämningsfonden") and regulated by special budgets ("specialbudget").