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PECULIARITIES OF FUNCTIONING OF ADMINISTRATIVE AGENCIES IN THE PUBLIC SERVICE OF SWEDEN

Abstract. The article gives a General analysis of the public administration system of Sweden, which later received the name “the Swedish model”. A characteristic feature of this model is the combination of the corresponding control system, steady economic growth, political stability, high level of social protection and a decent level of welfare of the society. An important role in building such a model and played the public service, which refers to open, so is a mobile, simplified, and accordingly has the democratic nature of functioning. The Constitution establishes the General criteria of access to public service, which are somewhat minimized, but the list of criteria was expanded by the Act public service preferred skills and experience when recruiting staff.

The article notes that the specific feature of the Swedish system is its dualism, which is associated with the so-called “Ministerial rule, which prevents members of the Government to intervene in current cases of administrative agencies”. Such administrative agencies are sufficiently independent entities,

vested with broad rights and freedoms and give government agencies the proposals within the appropriate course. Each Central Agency is accountable to a particular Ministry. This situation is a consequence of the norms of collegiality in making decisions.

It's noted that in the framework of the Central public administration system, the Government delegates most of the responsibilities for managing public sector employment directly to agencies, each of which manages its employees, except heads of agencies who are appointed by the Government (diplomats, police, armed forces).

A characteristic feature of the public service of Sweden is the lack of official organization for civil servants holding the highest positions within which it is possible to allocate two groups of "senior" government officials: first, a group of Executive staff at agencies (Directors, governors, and County heads of government departments) and the second group of state secretaries and General Directors.

Keywords: public service, government services, administrative Agency, The Council of the Agency, the heads of departments, officials.

ОСОБЛИВОСТІ ФУНКЦІОНУВАННЯ АДМІНІСТРАТИВНИХ АГЕНТСТВ В СИСТЕМІ ДЕРЖАВНОЇ СЛУЖБИ ШВЕЦІЇ

Анотація. У статті здійснено загальний аналіз системи державного управління Швеції, яка в подальшому отримала назву "шведська модель". Характерною рисою цієї моделі є поєднання відповідної системи врядування, стійкого економічного зростання, політичної стабільності, високого рівня соціального захисту та гідного рівня добробуту суспільства.

Важливу роль у побудові такої моделі й відіграла система державної служби, яка відноситься до відкритої, тому є мобільною, спрощеною й відповідно має демократичний характер функціонування. Саме Конституція встановлює загальні критерії доступу до державної служби, які є дещо мінімізованими, але перелік критеріїв розширений Актом публічної служби, який надає перевагу навичкам та досвіду при доборі кадрів.

У статті зазначається, що особливою характерною рисою шведської системи є її дуалізм, який пов'язаний з так званим "міністерським правилом, яке не дозволяє членам Уряду втручатися у вирішення поточних справ адміністративних агенств". Такі адміністративні агенства є досить самостійними утвореннями, наділені широкими правами і свободами та надають урядовим структурам пропозиції в межах відповідного курсу. Кожне центральне агенство підпорядковується конкретному Міністерству. Такий стан речей є наслідком норм колегіальності при прийнятті рішень.

Зазначається, що в межах центральної системи державного управління, Уряд делегує більшість обов'язків з управління зайнятістю у державному секторі безпосередньо агенствам, кожне з яких управляє своїми співробітниками, за винятком керівників установ, які призначаються Урядом (дипломатів, працівників поліції, збройних сил).

Характерною рисою державної служби Швеції є відсутність офіційної організації для державних службовців, які обіймають вищі посади, в межах якої можна виділити дві групи “старших” державних службовців: перша — це група виконавчого апарату в агенствах (директора, губернатори графств, керівники урядових установ), а друга — група державних секретарів і генеральних директорів.

Ключові слова: державна служба, урядові служби, адміністративні агенства, Рада агенства, керівники відомств, посадові особи.

ОСОБЕННОСТИ ФУНКЦИОНИРОВАНИЯ АДМИНИСТРАТИВНЫХ АГЕНТСТВ В СИСТЕМЕ ГОСУДАРСТВЕННОЙ СЛУЖБЫ ШВЕЦИИ

Аннотация. В статье осуществлен общий анализ системы государственного управления Швеции, которая в дальнейшем получила название “шведская модель”. Характерной чертой этой модели есть сочетание соответствующей системы управления, устойчивого экономического роста, политической стабильности, высокого уровня социальной защиты и достойного уровня благосостояния общества.

Важную роль в построении такой модели сыграла система государственной службы, которая относится к открытой, поэтому есть мобильной, упрощенной и, соответственно, имеет демократический характер функционирования. Именно Конституция устанавливает общие критерии доступа к государственной службе, которые есть несколько минимизированными, но перечень критериев расширенный Актом публичной службы, который дает предпочтение навыкам и опыту при подборе кадров.

В статье отмечается, что особой характерной чертой шведской системы есть ее дуализм, который связан с так называемым “министерским правилом, которое не позволяет членам Правительства вмешиваться в решение текущих дел административных агентств”. Такие административные агентства достаточно самостоятельные образования, наделены широкими правами и свободами и предоставляют правительственным структурам предложения в пределах соответствующего курса. Каждое центральное агентство подчиняется конкретному Министерству. Такое положение вещей является следствием норм коллегиальности при принятии решений. Отмечается, что в пределах центральной системы государственного управления, Правительство делегирует большинство обязанностей по управлению занятостью в государственном секторе непосредственно агентствам, каждое из которых управляет своими сотрудниками, за исключением руководителей учреждений, которые назначаются Правительством (дипломатов, сотрудников полиции, вооруженных сил).

Характерной чертой государственной службы Швеции является отсутствие официальной организации для государственных служащих, занимающих высшие должности, в рамках которой можно выделить две группы “старших” государственных служащих: первая — это группа исполнитель-

ного аппарата в агентствах (директора, губернаторы графств, руководители правительственных учреждений), а вторая — группа государственных секретарей и генеральных директоров.

Ключевые слова: государственная служба, правительственные службы, административные агентства, Совет агентства, руководители ведомств, должностные лица.

Target setting. Sweden is a developed country in the European Community. In the second half of the twentieth century appeared the term “Swedish model”, which describes the successes of Sweden as one of the most developed country in the socio-economic aspect, a feature of which is a combination of governance, political stability, sustained economic growth, a high level of social protection and decent welfare society.

With responsible and effective use of economic, political and social mechanisms and tools the Swedish society could build its “Swedish House” on the principles of democracy, prosperity, openness and security. Therefore, the example and experience of Sweden (including experience of economic policy) is of practical interest for the world, first for the so-called “transit” countries, which include Ukraine [8].

Analysis of recent research and publications. To the analysis of the functioning of the Swedish public service was devoted the work of a number of Swedish scientists involved in research on the public administration, including V. Williams, T. Larson, G. Beck. It should be noted the absence of works of local scientists to study the experience of the Swedish model of public administration and civil service features of Sweden.

The purpose of the article is to make a general analysis of the current state of public service operation in Sweden.

The statement of basic materials. In the scientific literature is accepted the dividing of the public service system in closed and open [7, p. 218]. For a closed system it is inherent the limited access to public service and low mobility of the employees within the interagency movements and their political neutrality. Countries with a closed system of public service are France, Japan, UK, Italy, Germany, Finland and others.

Typical representatives of open civil service are the United States and Sweden. This model implies the absence of elite specialized institutions for the training of the civil servants, that is more mobile and simplified in joining the civil service, therefore has a democratic character. Also, this system is more loyal to the political activities of public servants.

A significant role in the functioning of public service plays the structure of the state government. The system of Sweden is built on three levels: national, regional and local.

Under current law, the right to establish a system of government, civil service status, conditions of its passage is provided by Riksdag (**Riksdag** Swedish *Sveriges riksdag*) — the name of the Swedish Parliament (legislature of Sweden). It was founded in 1435. It consists of 349 deputies elected for four years (after 1994, to this for three years). After the failure in 1968 of the

bicameral parliament, the Riksdag currently is a unicameral parliament. It exercises the legislative power and control of the government. It is located in the heart of Stockholm, on the island Helgeandsholmen [1, p. 15].

Let us consider the system of public service in Sweden. In the system of government of Sweden the priority is the person's interests and needs that are closely related to the interests of the public, and the environment.

Sweden Constitution establishes general criteria of the access to the public service. However, it should be noted that the Constitution gives only the minimum educational requirements. However, the list of criteria is extended by the Act for public service that favors skills and experience in taking candidates. The government appoints the Director General, who heads the agency, and in some cases, other senior officials. On the other positions the civil servants are employed individually by agencies. In Sweden there is no general procedure of hiring civil servants.

Note that in some cases the government has the right to shift positions from individuals who are designed by it, others not. The first group includes "political officials" – ministers and their deputies, heads of government departments, prosecutors, governors and chiefs of police, high and middle officers, diplomatic and consular representatives of Sweden abroad, officials and employees of the Foreign Ministry of Sweden. They can be released by the Government. The basic structure of the same high and middle administrative staff can not be removed and is independent of the political orientation of the Government. Such people can improve the position, but the shift

from office or transfer to another post is not allowed [5, p. 43].

Sweden is a unitary state, divided into twenty-one counties (Län), two of which are large regions – combined into several smaller districts. Each district or region has a Regional Administrative Council (länsstyrelse), which represents the central government administration on some issues, and other public bodies in the field (Council for Social Security, police, public authority, employment, etc.). As a political body, each district has a council or landsting that is directly elected by the people.

There is also a third level, municipalities or kommuner, whose number reaches 290. The municipal administration is carried out by municipal legislative assembly called kommunfullmäktige. Their members (always an odd number) are elected by universal suffrage every four years. In turn, the municipalities are divided into 2,512 parishes or församlingar. Currently actively are carried out administrative reforms to merge smaller districts into larger regions [6].

Although the civil service is a special kind of activity, but in Sweden the legislation has undefined legal status of workers. Some provisions of the regulation on the one hand are enshrined in the Law on Civil Service of 1994, which regulates the basic provisions for civil servants (including their rights and obligations), on the other – the Law on Public Employment of 1994, which set out basic disciplinary measures [6].

Overall, the labor relations in Sweden are regulated equally for both the public and private sectors. Thus, the main provisions are enshrined in the Employment Act (1976, 1974 and 1978). Swedish law does not regulate

many areas of employment, except for obligations of public servants. As in other sectors of the labor market, Swedish conditions of employment are based on sectoral agreements that complement legislation in other ways than by law.

The government is the Prime Minister (statsminister) and the members of the Council of Ministers (Statsråd). Works so-called “government agency” (Regeringskansli), which is responsible for the preparation of the Council of Ministers. The ministers are appointed by the Prime Minister. The system of government is being distributed among 13 ministries headed by the Minister, although there are ministers who did not manage ministries. To the functions of the Government is included the guidance of the administrative unit in the center and locally [2, p. 17].

The system of state authority of Sweden has:

- 1) Government services (ministries);
- 2) Agencies of the Central Government.

We believe there are very successful division of activities between ministries and agencies to which they are subject.

The government services include the Prime Minister’s Office, 13 ministries, the Office of Administrative Law [2, p. 17].

Swedish ministries are not numerous compared with other countries. Only 4,800 people – officials and political entities – working in government service. The task of these officers is to assist the Government in implementing its mandate, including initiating research, formulation and execution of jobs to central authorities [6].

Sweden has a numerous and extensive system of administrative agencies, which number about 250 and employs 230,000 workers [1, p. 5].

Each central agency is subject to specific ministers. This agency reports to the Government as a whole. This situation is a consequence of the rules of collective decision-making by the Government, according to which all government decisions are made jointly by all Ministers [5, p. 41]. The organizational structure of a typical agency of the central government is an internal issue that is left to the discretion of its Director.

Another special feature of the Swedish system of government is its duality. There are so-called “minister rule” that prohibits members of the government to interfere with the resolution of current affairs by administrative agencies.

Thus, the administrative agencies are vested with broad rights and freedom in matters within their competence. The administrative agencies work independently and offer the Government proposals within the respective rate [5, p. 41]. The functional responsibilities of the agencies are changes to the regulations within the scope of their competence. The recommendations of the agencies often submitted for public discussion [6]. However, the ministers still retain the right of general supervision of agencies under their jurisdiction.

Within the central public administration system, the Government has delegated most responsibilities to manage public employment to agencies directly. Each agency hires, manages and dismiss their own employees, excluding executives institutions ap-

pointed by the Government. It remains only a few formal systems of administrative careers (diplomats, police and armed forces).

Each agency is headed by the Executive Director, who is appointed by the Government, usually for a period of six years. Sometimes the Director General is elected from the political sphere.

In the agency operates the Council, consisting of the head office and a number of senior officials and representatives of organizations or groups. All board members are appointed by the Government. Most other officials are employed by agencies [1, p.15; 2, p. 33].

The Swedish Government gave the Swedish Agency Administrator (SAGE) the authority for Policy Coordination and central administration employers to negotiate with unions at the national level [1, p. 12]. Accordingly, members of the organization are all the institutions of the central government.

Determining the amount of salaries and most other issues are determined primarily by the agreements between unions and employers in the statutory limits, as well as through individual negotiations between employees and employers [3]. There are some agreements for the regional and municipal sector and other agreements for the sector of the central government [6].

Especially pronounced is the decrease of the difference between the private and public sectors in terms of employment in recent years. A civil servant is increasingly seen as the other employees. The traditional benefits and payments, such as the guarantee of lifelong detention – were canceled [4, p. 22].

Also, note that in Sweden was abolished the oath of public servants when entering the office.

In Sweden there is no official organization for public officials who occupy senior positions. However, within the group of civil servants can be distinguished two groups of “senior” civil servants appointed by the government:

The first group consists of executive staff in agencies, i. e. the Director General, executives of the counties, heads of government agencies, deputy rectors of universities and university colleges, deputy directors, deputy governors and directors of the county district (about 280 people).

The second group includes state secretaries and directors general in the ministries that provide administrative, legal support to members of the Government (about 80 people) [6].

In general, the development of career for officials of central administration is carried out mainly by expanding the range of their responsibilities in the same position. The civil servants in central administration apply for tenders from the list of available positions and do not compete on an equal basis with applicants from other departments.

There is a group of managers who report directly to the Director General, as well as heads of departments and divisions in agencies. These managers employ their Directors General based on permanent contracts, like most employees in the central office.

In Sweden, there is an even distribution of civil servants by gender. At positions there is no noticeable dominance of men or women [3].

In addition, in 1979 was founded the Swedish Institute for Public Ad-

ministration. It exists as a government agency that provides education, training and providing advisory services to the Public Service in Sweden. In 1992 the Institute was privatized and now its management is performed by the respective owners [3].

Conclusions. So, the analysis of the civil service of Sweden found a number of features. Quite efficient on the one hand, is the presence of small staff in ministries and other government organizations, on the other professionals moving to more specialized agencies entrusted with solving current affairs. Also, in terms of practice, the excessive intervention and direct management of public services and agencies by relevant ministers only prevents these structures perform their direct responsibilities. So effective is the kind of duality of public administration of Sweden where there is a “minister rule”.

Also, we should note the polarity of the legal status of Civil Service of Ukraine and Sweden. While in Ukraine has recently received considerable attention and reform of special public service regulation, in Sweden this trend has reverse direction and is characterized by uniform principles of legal regulation of services in both the private and public sectors. Therefore, we believe that the “Swedish model” requires further study and analysis for the purpose of isolating the positive experience that can be useful in Ukraine at present civil service reform.

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