

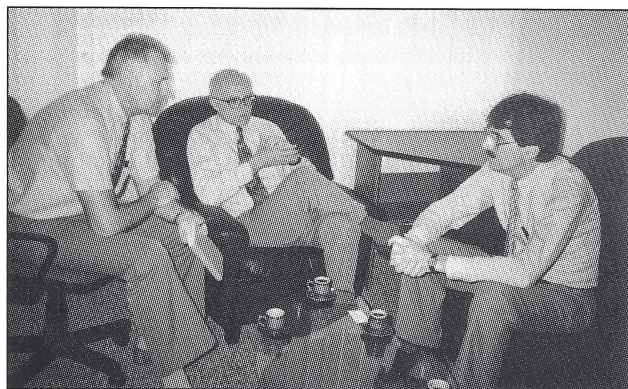
# CHALLENGES TO PUBLIC SERVICE

Reflections by Dr. Bohdan Krawchenko (continued from page 13)

Dr. Bohdan Krawchenko, former Director of the Canadian Institute of Ukrainian Studies and professor in the Department of Slavic Languages and Literatures at the University of Alberta, went to Ukraine on the eve of the country's independence in February 1991. Among his accomplishments: He was founder and for three-years Director-General of IPALG, and now Vice-Rector of the Academy of Public Administration; one of the authors of Ukraine's civil service law and a member of numerous task forces and government committees dealing with economic reform; Chairman of the Executive Committee of the International Renaissance (Soros) Foundation, Executive Chairman of the International Centre for Policy Studies, and founder of Osnovy Publishers, Ukraine's largest academic publishing house. Recently, Dr. Krawchenko was appointed Chair of the Graduate Studies Committee at Ukraine's oldest institution of higher learning - the University of Kyiv Mohyla Academy. In December 1995 he was awarded an honorary degree from the University of North London.

The organizational culture of the communist regime which emphasized subservience and specialized in spinning webs of red tape designed to hinder individual initiative was incompatible with the needs of a society entering a period of rapid change. Appallingly low salaries and insecure conditions of employment contributed to the growth of corruption amongst public servants whose approval was needed for even the most trivial matters.

The first President and the first governments of Ukraine are commonly criticized for



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Volodymyr Luhovyi, Rector of the Ukrainian Academy of Public Administration (l), Dr. Bohdan Krawchenko, Vice-Rector (c), and Réal Lalande, Deputy Director, CIDA (r), meet during recent CIDA mission to Ukraine.

the snails pace of economic reform in the first three years of independence. Yet this should not obscure the enormous accomplishments as well. The diverse regions were integrated into a national administration, Ukraine secured the loyalty of the Soviet military

machine, international recognition was obtained, social strife was minimal, the institutions of a state were established, and the economy was liberalized. All of this meant that the new President, Leonid Kuchma, had the institutional means in hand to tackle economic stabilization. The current challenges - reform of public sector spending, private sector growth and integration into European structures - will require substantial qualitative improvement in public administration.

Public administration matters in all countries, however its importance is magnified in Ukraine, since the responsibility of the state is much greater than that of government institutions in mature market democracies. In transitional societies the state must help create a private sector and civil society - not merely respond to their needs. The legislative agenda is surcharged with over one hundred significant laws and hundreds of regulatory documents prepared annually (with over 90 per cent of the work being done by the Cabinet of Ministers). The Ukrainian state also administers programs and performs functions that all other states do.

The weak policy-making and policy implementation capacity of the Ukrainian state is widely recognized by international institutions and donors as a serious problem in the transition. The paucity of well-trained civil servants is amply illustrated by the latest data on the civil service.

In Ukraine, in 1995 there were 213,000 civil servants employed by central agencies, local and regional governments. (This figure does not include support staff.) Only 5.7 per cent of civil servants had participated in a training program in the course of their careers and a mere 459 (or 0.2 per cent of the total) had received some form of training in the West. The first four grades of the civil service, some 10,000 people, perform the critical functions of policy making (grades 1-3) and policy implementation (grades 3-4). Data for 1995 show that within the first four grades, 15 per cent received some additional training and 7.0 per cent had benefited from instruction in the West. Had it not been for the Institute of Public Administration and Local Government virtually no significant training of public servants would have taken place over the last three years.



The First Session at the Centre for Continuing Education, IPALG, summer 1992. Left to right: Vasyl Rudenko (Head of the Territorial Service of the President), Bohdan Krawchenko (IPALG), Mykola Zhulynsky (Counsellor, State Council), Leonid Kravchuk, Oleksandr Yemets (Counsellor, State Council), Volodymyr Svintsitsky (IPALG).

## Institute of Public Administration and Local Government, Cabinet of Ministers

Shortly after independence, President Leonid Kravchuk issued a decree establishing IPALG. Like everything that happened in Ukraine at that time, IPALG was established at lightning speed. The end of April 1992 Dr. Bohdan Krawchenko was appointed co-director by the Cabinet of Ministers and was told the institution had to open its doors in September. (In the institute's internal division of labour he served as Director General.) There were four months to move into premises, write a program of study, find teaching staff, organize entrance examinations, develop administrative procedures, and worry about books and other learning resources. As a result of feverish work by staff, and with strong support from the Cabinet of Ministers and the international donor community, especially Canada, the institution was developed.

Since September 1992 some 350 people have graduated with a Master's degree in Public Administration, with 135 more due to graduate this June. More than 80 per cent of graduates work in the public service and are well represented at senior levels in the Cabinet of Ministers, local government, the President's Administration and the staff of Parliament.

IPALG was the only institution in Ukraine training public servants and was unique in Eastern Europe. The program of study offers a core curriculum which consists of modules in public administration and public management, law and the legislative process, economics and finance, social policy,