



constitutional debate and the handling of a number of urgent programs and bills confirm the importance of this approach.

The development of strategic and tactical approaches to internal and foreign policies is possibly the most acute problem we currently face. This is particularly true in the development of a new political system in Ukraine, and in the implementation of economic reform and effective social, foreign, customs, environmental and military policies. Significantly, there is still no separate line of research or study of the theory and practice of public administration in Ukraine. This, too, is within the realm of the Academy's mandate.

We expect the Academy to become a centre of theoretical research, combining the experience of state and municipal government institutions both at home and abroad. In order to achieve this goal, the faculties of graduate and post-graduate studies must start functioning properly.

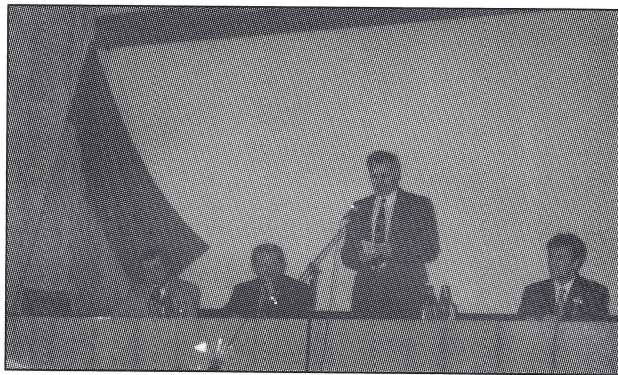
**The Academy must prepare specialists for practical work in the public service, academic and educational professionals for the field of public administration, as well as provide government institutions with consultants, experts, advisors and analysts.**

At this point, I must mention another problem: attracting qualified specialists to work in the public service. Today the total number of civil servants in Ukraine is 240,000. Last year 40,000 people entered the public service. But at the same time every ninth employee left it. Only one fifth left because of retirement or due to the downsizing or closing of institutions. The rest left because of the diminishing prestige of the public service and insufficient salaries.

*A significant number of people are lost because they are not prepared for the work in the public service and cannot find their proper niche.*

It is crucial to stop this loss of manpower, to combine the talents of the more experienced with promising young workers, and to harness their abilities in all spheres - economic, political and cultural. It is necessary to ensure the financial and social conditions of public servants with appropriate legislation. In short, we must raise both the status and the responsibility of the civil servant. We are counting on your input on these matters.

Ukraine needs public servants who have a high level of professionalism, competence, and organization, possessing decision-making



*UAPA Anniversary Ceremonies. Speakers included Rector Volodymyr Luhovyi (at microphone), President Kuchma (2nd from left) and Canada's Ambassador Christopher Westdal (right). Amb. Westdal captivated this audience with an eloquent address in Ukrainian.*

and implementation abilities, with a deep sense of responsibility, patriotism and morality. I believe that your Academy will become the source of a civil service of this calibre for Ukraine.

The number of people who leave because they are not ready to work in the public service and cannot find their place in it

remain significant.

It is vitally important to stop the negative processes of fluctuation of manpower, to combine the efforts of experienced and young promising workers and to stir up their work in all the spheres - economics, politics and culture.

There is a need to review the legislation and instructions concerning public service in order to ensure a better financial and moral support of employees and improve the level of their social protection. On the whole it is necessary to take measures to raise the civil servant's status as well as the responsibility. We count on your suggestions regarding this matter.

Ukraine needs public servants with high level of professionalism, who are competent, who can make decisions and ensure their implementation, those with high degree of responsibility, patriotism and ethics.

I believe that the Academy will become a centre producing this type of government employees.

## CHALLENGES TO UKRAINE'S PUBLIC SERVICE AFTER FIVE YEARS

*by Dr. Bohdan Krawchenko, Director of the Canadian Institute of Ukrainian Studies, former Director-General of IPALG, and current Vice-Rector of UAPA.*

In his May 30, 1996 address to the Ukrainian Academy of Public Administration (UAPA), President Leonid Kuchma stressed that a poorly trained public service was a key impediment to reform, and called on new efforts to improve the quality of public management. Speaking at the same event, Canadian Ambassador Christopher Westdal noted Canada's commitment to assist Ukraine in implementing public service reform.

President Kuchma and Ambassador Westdal participated in a conference marking the first anniversary of the Academy of Public Administration. Established by a May 30, 1995 Presidential decree, the Academy is the successor to the Institute of Public Administration and Local Government, Cabinet of Ministers founded in the spring of 1992. The fact that President Kuchma and Ambassador Westdal spoke from the same podium is emblematic of Canada's leading role in the establishment and development of Ukraine's leading institution for the education and training of civil servants.

Five years after Ukraine's independence is a good occasion to take stock of what was accomplished and examine the challenges ahead.

### Building a New State

Having achieved independence in 1991, Ukraine lacked the institutions needed to function as a separate state. The country had no central bank, no ministry of defence, no office of the President, no diplomatic representation, and existing ministries such as finance were weak.

The government had never prepared a budget, and did not even have the statistical base from which to make elementary economic forecasts. The bureaucracy was tiny. Central ministries such as justice employed 130 people, health 230. The vast majority of civil servants had only faint notions of market economics, modern legislative drafting and management practices. That, in 1992, a senior member of government would call to ask "What is a balance of payments?" on the eve of negotiations with an international financial institution, was indicative of the knowledge gap.

*Continued on page 61.  
Please see Challenges.*