



FROM COMMUNISM TO DEMOCRACY: THE CHALLENGE OF PUBLIC SERVICE REFORM IN UKRAINE

*An Armchair Discussion with Dr. Bohdan Krawchenko
Director of the Institute of Public Administration and Local Government in Kyiv
with Senior Federal Executives at the Canadian Centre for Management Development
in Ottawa*

Dr. Krawchenko is the former Director of the Edmonton-based Canadian Institute for Ukrainian Studies. In March 1992, when the Institute of Public Administration and Local Government (IPALG) was formed in Kyiv, set up and financed by the Government of Ukraine with additional support from donor governments, including Canada, Dr. Krawchenko became its first Director. IPALG has as its mandate the challenge of public administration education and training in Ukraine. The federal government's technical assistance program to Ukraine is funding the IPALG project, with \$4.6 million over 1993-96, to provide resources and expertise to the Institute, and strengthen its leadership and educational curriculum, as well as the training programs to all levels of the Ukrainian government. Dr. Krawchenko was recently in Ottawa accompanying Ukraine's Deputy Ministers to Canada. His address offers an insight to the current situation with Ukraine's bureaucracy.

The focus of my discussion today will be the problem of the state and what it looks like, and on the problem of the state bureaucracy.

The totalitarian experience posed the question of the state in a very up-front way. In everyone's mind you have the state as a monstrous leviathan, a behemoth, crushing the individual and society and controlling everything - an all-powerful, undemocratic state that permeated every single corner of society. And one would also assume that, under these circumstances, one has to obviously down-scale the state very radically.

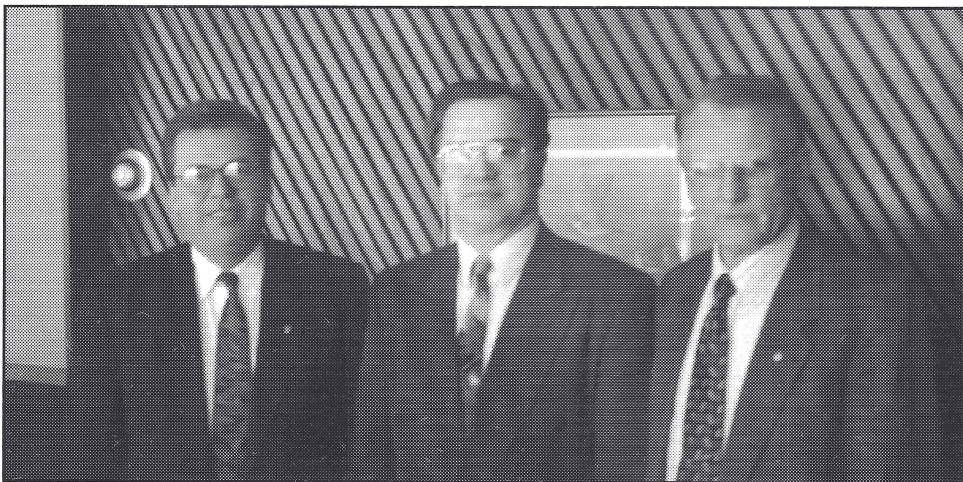
Certainly if you look at the situation today and you look at the role of the state in the economy you find that still 90% of GNP is controlled by enterprises that were formerly owned by the state, and the state is still all-powerful. The paradox is

that you don't need a very large or sophisticated state to hold everyone by the throat. That can be done with a relatively small number of people, as long as you have a good security force of about 350 KGB agents and about 300,000-400,000 people in the militia. In a transitional society, especially in a society such as Ukraine, you do not have to dismantle the state, but you have to take very serious measures to build it up. The state is incredibly weak and has a very low capacity to do things and that's an important challenge.

Let me deal a little bit with the question of numbers. In a society where everyone formerly worked for the state, everyone thought that the USSR was a monstrous bureaucracy. This is absolutely not the case. The actual state defined in what a Canadian would understand as the state, and a public service defined in a Western sense, is absolutely tiny. Ukraine has a population of 53 million, it has the territory of France. The entire public service in Ukraine - central, regional, local, municipal, village - is 428,000 people. That's the administration.

The central government and all of its ministries - meaning the president's administration, the Cabinet of Ministers, all of ministries - the grand total is 12,400 people. So you have a situation where more people probably work for the City of Ottawa than do in public administration in Ukraine.

If you look at figures for administration of Ukraine's oblasts, of which Ukraine has 25 and which are about the 4 or 5



*UCC President Oleh Romaniw, Ambassador Victor Batyuk
and WCU President, Dr. Dmytro Cipywnyk in Ottawa.*