

# Teaching – Alina Mungiu-Pippidi

## Hertie School of Governance

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### **DEVELOPMENT OF GOVERNANCE**

The purpose of this course is to convey an overview of the development of governance and public affairs as it has emerged predominantly in Europe and North-America over the course of the last three and a half centuries. The European liberal democracy model, based on a special relation between state and society has meanwhile become a model for the rest of the world. What are the essentials of this model and why has Europe succeeded in imposing it to the rest of the world? The rise and the transformation of the European modern statehood, characterized by a special relationship between state and society will be the core of the course. We shall work to understand what makes the European model special and what of the model can be exported to other countries. The class will both study historical circumstances which generated the development of rule of law, democracy and impartial government, and contemporary challenges to the efforts of emulating these models across the world. Students will prepare arguments on both sides of the developed world's most contentious developments, which led to an evolution of governance: we shall retrace Charles 1st, Dreyfuss and the New Deal, among many others.

### **INTERNATIONAL STRATEGIES OF GOOD GOVERNANCE**

The last two decades witnessed an explosion of anticorruption rhetoric and public policies. Many development economists, especially associated with the World Bank have claimed that corruption is to blame for the failure of many countries to develop. Many political scientists claim that corruption erodes political capital in old democracies, stalls indefinitely the consolidation of new democracies and undermines the foundations of trust in international governance. Despite a serious growth in anticorruption programs and budgets, attempts to curb corruption meet seldom with success.

This class has three aims: to explain the causes of various types of corruption and review the existing diagnosis tools able to make such differentiations; to review the success stories of anticorruption in their specific historical contexts and discuss if such contexts can be reproduced; to discuss and assess anticorruption current instruments and tools of various development agencies. Each agency will be represented by a speaker in class so students will be able to compare the approaches of World Bank, Council of Europe-GRECO, European Union (OLAF), Transparency International.

## **COMPARATIVE EUROPEANIZATION**

This class studied Europeanization defined as a process of change in national institutional and policy practices that can be attributed to European integration. Europeanization is different from harmonization or political integration, which refer to the process by which convergence is/ or is not/achieved. Europeanization is a particular case of transformation, and so it refers to the impact of integrationist processes, as well as the impact of other EU-related policies. Does EU have an impact at the national level, from member states (EMS) to non-member states (NMS)? We seek to assess and measure this impact into the national policymaking process. Domestic change is intermediated by various political, social and cultural factors and so varies greatly across countries, despite the uniformity of EU policies. This variation informs the research agenda on Europeanization. The increased calls on European courts to extend their jurisdiction, as well as the decision to adopt the European acquis in full for countries in the last enlargement wave have set in motion important alterations of the domestic reform or policy-change agendas.

This class addresses the following questions: What is 'Europeanization'? Can we assess empirically the process of Europeanization across regime types and policy sectors? Which are the areas where the transformative impact of Europe proves stronger and why? How do countries cope with the changes and how do different EU strategies, national governments' strategies and mediating domestic factors influence the process? Is there a backlash to Europeanization?

## **INTERNATIONAL ASSISTANCE FOR DEVELOPMENT**

Development is a complex, multifaceted phenomenon that must be studied from a number of disciplinary approaches. The purpose of this workshop is to bring in practitioners of development from every significant capacity – donors agency executives, experts, scholars, businessmen, policymakers and civil society activists, in order to integrate the different perspectives and approaches to development so to convey to students a variety of practical and theoretical approaches. Much of development theory focuses on economic growth, but the last two decades have seen an emergence of different approaches. Societies also develop politically and socially as well, in terms of the quality of their institutions and the opportunities they offer their citizens. Donor agencies struggle increasingly to provide not just aid, but a significant contribution in institutional transfer. Experts in development are no longer only economists, but specialists in administrative capacity, rule of law and conflict resolution. An army of civil society activists precede or follow the assistance funds in the field. The workshop will present a significant and reputed character of each of these professions.

## **THE POLICY PROCESS IN TRANSITIONAL ENVIRONMENT/COUNTRIES UNDER DEVELOPMENT**

The fundamental objective of this class is to introduce students to public policy as an academic discipline and as a systematic method of thinking about the design, development and assessment of public sector policies. The Policy Process uses the policy cycle approach as the foundation for building our knowledge about the policy process and for developing our skills to do public policy. As typically presented, it relates the stages of the policy process from the policy literature to specific steps in the problem solving process. It thus affords researchers and students an opportunity to explore the various dynamics of policy as developed and implemented to address policy problems, and to relate these dynamics to specific skills or competencies.

In his classic comparison between policymaking in industrial and post-industrial nations Gabriel Almond showed the fundamental difference underpinning the problems that need to be solved in these two different environments. In countries under development (or transition) the main goal of policymakers is to create national wealth, welfare systems, rule of law and to build a democratic society. In developed countries they deal more with the fine tuning of policies or the maintenance of systems already created, taking for granted the existence of rule of law or economic stability. This class deals with solving this kind of system building policy problems in transitional environments, with a focus on East Central Europe and the developing world.

## **STATE BUILDING AND DEVELOPMENT**

This class is dedicated to the widely encountered situation in development analysis labelled 'when the solution is the problem'. For decades, developers and those assisting them sought to achieve development targets by considering that the need is the problem, the supply the solution and the state the instrument. Increasingly, however, it turned out that precisely in environments where development was the main need, the state was more of a liability than of an asset. Poor civil service, low performance administration and rampant corruption have all had their share in ensuring that development efforts do not meet any tangible results. After evidence piled up that no development strategy could start but with the state reform itself, development research and doctrine turned to good governance as a panacea. Solutions for good governance range from capacity building of bureaucracies to empowerment of local communities, but critics doubt their applicability as prescribed. This class will do the following:

- Define state capacity and review the explanatory models of state capacity and government performance
- Review the indicators for state capacity and good governance.
- Review state building and good governance strategies, programs and instruments offered currently by international donors.
- Use policy analysis instruments to solve problems of state capacity and poor governance.

## **TRANSITIONS TO GOOD GOVERNANCE**

This is a research class which seeks to study institutional developments in recent democracies. While democratic transitions have made the object of many studies, recent critics have pointed out that the attention of scholars ceases after the phase of democratic consolidation. Most young democracies consolidate at a quality which is far from accepted norms in the developed world: in the World Bank Governance Indicators maps they are in the range of reds and orange. Electoral revolutions are seldom followed by 'good governance' revolutions, and most young democracies display high levels of corruption in TI's CPI scores, despite impressive development of international instruments of fighting corruption.

The class will be divided in regional (roughly continental) teams which will work to select, document and analyze transitions to good governance, in other words, those cases where improvement can be traced and explain them in the national and regional context to understand success or failure of good governance reforms. The teams will use both qualitative and quantitative methods, and will be guided step by step in the understanding of how to mix such methods.

## **MANAGING ETHNIC CONFLICT**

This is a class divided between theories of ethnic conflict (first part) and hands on approaches to policies to manage it (second part). A contentious crowd of theories purport to explain ethnic conflict, and this competition is important because it determines the choice of appropriate countermeasures. Unfortunately, they are only descriptive, not predictive; they explain what happens but not when. It is impossible to prevent the general conditions which give rise to identity conflicts. Yet prevention is unquestionably more efficient and more effective than efforts to resolve conflicts once begun — more efficient because of the enormous savings in lives and resources; more effective because the intervening stages of conflict make efforts to repair even more difficult than efforts to prevent.

The conditions leading to identity conflict can be brought under scrutiny, and eventually control, through the establishment of agreed standards at the beginning of regime building and carefully monitored early warning systems. As a principal UNDP consultant on such systems, I will introduce students in the methodology of developing indicators and benchmarks able to prevent crises. Regularly reported indicators on ethnic politicization and ethnic allocation in government positions and programs would provide a monitor of the potential for conflict. Equal opportunity and even affirmative action practices are policies used to remove ascriptive discrimination. If the government itself will not respond to prodding, it may need more specific incentives from outside. An ethnic conditionality attached to aid programs could foster political as well as economic development. This is a research class, where students pick a conflict in international interest, produce a diagnosis and forecast (mid-term, drawing on building a system of indicators) followed by a policy options analysis paper at the end.

## **REGIME CHANGE AND DEMOCRATIC TRANSFORMATIONS**

The aim of this class is to expose students to the contemporary debate surrounding the issue of democratic transformation, with the post-communist area as the main focus, though in comparison with other regions of the world (Latin America, Middle East, and Asia). Topics discussed range from the methodology of assessing a democracy to an in-depth discussion of factors of democratic initiation and consolidation, with a focus on those that can be influenced by short and medium term policies.

'Colored' electoral evolutions in Ukraine, Georgia and Kyrgyzstan renewed the hopes of an ongoing democratic dynamic, while recent efforts to build democracies in the Middle East restored the old fears on the necessary preconditions of democracy. Historical and comparative reflections on the model of regime transitions were articulated during the 1980s by Guillermo O'Donnell, Philippe Schmitter, Terry Karl and others. The fall of the Berlin wall and the swift democratization of some Central European countries (compared to the lengthy and often inconclusive transitions of Latin America) created a unique opportunity for testing this theoretical framework. Can we talk about universal patterns of democratic transitions, identifiable through the waves of previous transitions from authoritarian rule? What makes contemporary transitions differ from previous, interwar attempts to democratization in Europe? How have transitions from communism compared with other regime transitions in terms of such dimensions as speed, simultaneity of changes, historical legacies, the nature of the typical transition (cooperative vs. noncooperative), and the international context? And what factors explain the variety of political transition outcomes, as democracy remains only one of them?

## **EUROPEAN UNION GOVERNANCE**

"European Governance" refers to the rules, processes, and behaviour that affect the way in which powers are exercised at the European level, particularly as regards to openness, participation, accountability, effectiveness, and coherence. These five "principles of good governance" reinforce those of subsidiarity and proportionality and are described in the White Paper on European Governance, produced by the European Commission. The course will introduce the participants to the crucial structures, players, and processes in EU governance and the on-going debate about the accountability and effectiveness of EU institutions.

## **CONTROL OF CORRUPTION INDICATORS AT EU LEVEL**

The European Commission DG Home and Justice has published in the summer of 2011 a communication on its new initiative to monitor capacity of EU member states in controlling corruption. The motivation for this decision is to be found in the majority of EU public opinion which perceives corruption presently among major threats at EU, national and sub-national government in the Eurobarometer survey. The challenge, however, is on which indicators to anchor such a mechanism. The most widely used indicators are subjective ones- like the famous Transparency International Corruption Perception Index.

This research class deals with this challenge and will work with DG Home to create a meaningful and reliable mechanism allowing an assessment of control of corruption at the national level. The class will work to: (1) identify as many indicators as possible within each category. The indicators should have broad cross-country (European at least) coverage, be measured on a regular basis and sensitive to change. (2) select the indicators which are closer to theory and explain more of the variance in a model of EU-27 and build them into the scale. (3) check and test the scale (if the scale is valid, some measure of association will exist between it and other measures of corruption created by other means).

The class will have eight sessions of three hours each. A considerable part of the work will be done in class. The first and second class will be separated for a longer interval of time to allow in-depth documentation of teams. Students will thus work hands on the development of this instrument, exploring and testing their results, gaining valuable knowledge of governance indicators and index construction.