

WWS 571a
Fall 2005
Topics in Development: Development Policy in Africa

Widner

Investment levels and natural resource endowments do not account for the patterns of growth and poverty observed in Africa. Increasingly, economists have pointed to institutional design and capacity as important ingredients of development success or failure. Using this recognition as a point of departure, this seminar asks how to make public services work under the conditions that prevail in different parts of continent today. It uses an eclectic array of resources, drawn from several fields, to provide background and stimulate discussion and research.

This course is designed for two groups of people: public managers with no background in Africa, on the one hand, and those who know the region but want to think hard about institutional capacity building and development management in an African context, on the other.

The first two hours of each session tackle a particular challenge in the design and management of public institutions in African contexts. With some exceptions, we will use the remaining hour for a series of lectures/briefings that provide an introduction to Africa more generally. This hour is designed for sophisticated newcomers. Those well-versed in the study of Africa may join in the conversation or use the third hour to participate in a project on African successes.

The course is open to Woodrow Wilson School graduate students and to Ph.D. candidates from other departments.

Course Requirements

Course requirements include: 1) preparation of reading assignments and active participation in weekly discussions (15%), 2) one 3-page single-spaced memo to the class that describes and diagnoses an institutional innovation, reform, or success story, due by the end of the 8th week (20%), 3) one 3-5 page analytic paper keyed to a Harvard Business School case used in the class (15%), and 4) one 15- to 20-page paper that either identifies, describes, and compares at least one successful and one unsuccessful example of service provision in a particular sector, building on assignment 2, or responds to one of the term paper topics sketched at the end of this syllabus (50%).

More details appear at the end of the syllabus.

September 21 Africa at a Juncture

Focus: The Puzzles that Motivate the Course

Howard White and Tony Killick. *African Poverty at the Millennium*. Washington, D.C.: The World Bank, 2001, chapters 1-3.

William Easterly. *The Elusive Quest for Growth*. MIT Press, 2001, Chapters 1-8 and 11.*

Elsa V. Artadi and Xavier Sala-i-Martin “The Economic Growth Tragedy of the XXth Century: Growth in Africa,” NBER Working Paper 9865. July 2003.

Benno J. Ndulu and Stephen A. O’Connell. “Governance and Growth in Sub-Saharan Africa,” *Journal of Economic Perspectives*, 13, 3 (Summer 1999): 41-66.

Practicum: Measuring Development

Harsha Aturupane, Paul Glewwe, and Paul Isenman. “Poverty, Human Development, and Growth: An Emerging Consensus?” *American Economic Review*, 84, 2 (May 1994): 244-249. In-class data exercise.

Briefing: Are African Contexts Distinctive? Orientation to a Continent

September 28 The Context: Does Africa Present Special Challenges?

Focus: Geography, Demography, Culture and Growth

Jeffrey Herbst, *States and Power in Africa: Comparative Lessons in Authority and Control*. Princeton: Princeton University Press, 2000. Chapters 1-2, 4-5, 8-9. *

William Easterly and Levine, “Troubles with Neighbors,” *Journal of African Economies*, 7, 1 (1998): 120-142.

David Bloom, Jeffrey Sachs, Paul Collier, and Christopher Udry, “Geography, Demography, and Economic Growth in Africa,” *Brookings Papers on Economic Activity*, 2 (1998): 207-295.

Cheihk Amadou Kane, *Ambiguous Adventure*. Portsmouth: Heinemann. *

Practicum: Culture v. Incentives

Briefing: Great Expectations, Bold Ideas: Africa at Independence

Part I: Macro Policy Issues

October 8 Markets and Institutional Design

Focus: Making Markets Work

Robert Bates, *Markets & States in Tropical Africa*. Berkeley: University of California Press, 1983. *

“Why Africa Had to Adjust,” *Adjustment in Africa*. Washington: The World Bank, 1994, pp. 17-41.

Nicolas van de Walle, from *African Economies and the Politics of Permanent Crisis, 1979-1999*. Cambridge: Cambridge University Press, 2001.*

Joseph Stiglitz, “Broken Promises,” from *Globalization and Its Discontents*, New York: W. W. Norton, 2002, pp. 23-52.

Paul Collier, “The Failure of Conditionality,” Overseas Development Council Policy Essay No. 22. Washington, D.C.: Overseas Development Council.

Dani Rodrik. *The New Global Economy and Developing Countries: Making Openness Work*. Policy Essay 24 Overseas Development Council 1999 (distributed by Johns Hopkins University Press). (optional)

Practicum: HBS Case “Uganda and the Washington Consensus”

Briefing: Patterns of Performance and The Botswana Exception

October 12 Accountability: Democracy and Government Performance

Focus: Democratization and Vertical Accountability

Amartya Sen, "Democracy as a Universal Value," from Larry Diamond and Marc Plattner, eds., *The Global Divergence of Democracies*. Baltimore: Johns Hopkins University Press, 2001, pp. 3-17.

Celestin Monga, *The Anthropology of Anger: Civil Society and Democracy in Africa*. Boulder: Lynne Rienner, 1996, pp. 24-27 and 79-125 or Chinua Achebe, *Anthills of the Savannah*.*

Richard Westebbe, "Structural Adjustment, Rent Seeking, and Liberalization in Benin," in Jennifer A. Widner, *Economic Change and Political Liberalization in Sub-Saharan Africa*. Baltimore: Johns Hopkins University Press, 1994, pp. 80-100.

Robert Bates, "The Impulse to Reform," in Jennifer A. Widner, *Economic Change and Political Liberalization in Sub-Saharan Africa*. Baltimore: Johns Hopkins University Press, 1994, pp. 13-28.

Jonathan Isham, Daniel Kaufmann, Lant Pritchett. "Civil Liberties, Democracy, and the Performance of Government Projects," *World Bank Economic Review*, 11, 2 (1997): 219-242. (read Isham or Stasavage below)

David Stasavage. "Democracy and Education Spending in Africa," Manuscript July 2004.

Practicum: Organizing Free and Fair Elections

Jorgen Elklit and Palle Svensson, "What Makes Elections Free and Fair? In Larry Diamond and Marc Plattner, eds., *The Global Divergence of Democracies*. Baltimore: Johns Hopkins University Press, pp. 200-213.

Gisela Geisler, "Fair? What has Fairness Got to Do With It? Vagaries of Elections Observations and Democratic Standards," *Journal of Modern African Studies*, 31, 4 (1993): 613-637.

Thomas Carothers, "The Observers Observed," *Journal of Democracy*, pp. 15-31.

Briefing: Political Change in Africa: From the Authoritarian Turn to Democratic Enthusiasm

Part II: Microdynamics

October 19 Management Capacity in the Public Sector

Focus

Mary Hilderbrand and Merilee Grindle. "Building Sustainable Capacity in the Public Sector: What Can Be Done?," *Getting Good Government*, edited by Merilee Grindle. Cambridge: HIID, 1997, pp. 31-62.

David K. Leonard. *African Successes: Four Public Managers of Kenyan Rural Development*. Berkeley: University of California Press, 1991, Chapters as assigned. *

David K. Leonard, "Putting the Farmer in Control: Building Agricultural Institutions," pp. 184-214 in Robert J. Berg and Jennifer Seymour Whitaker, eds., *Strategies for African Development*. Berkeley: University of California Press, 1986. (optional)

Moses Golola. "Decentralization, Local Bureaucracies, and Service Delivery in Uganda," pp. 254-276 in Steve Kayissi-Mugerwa, ed. *Reforming Africa's Institutions*. Tokyo: WIDER, 2003.

Practicum: Web-based in-class exercise on measuring public sector performance (Uganda's district governments)

Briefing: Capacity and Corruption in Public Management

October 23 Pro-Poor Programming

Focus

John Iliffe. *The African Poor*. Cambridge: Cambridge university Press, 1987, pp. 1-8, 230-259.

World Bank. *Attacking Poverty*, World Development Report, 2000/01. Washington, D.C.: World Bank, 2001, pp. 61-96.

World Bank. *Making Services Work for Poor People*, World Development Report, 2004, Washington, D.C.: World Bank, 2004, chapters 3-6. *

Bessie Head. *When the Rainclouds Gather*. Portsmouth: Heinemann.*

Practicum: HBS Case "WARDA: Leading the Rice Revolution in West Africa"

Briefing: Hunger, Famine, and an African Green Revolution

November 9 Accountability & Control Systems: Managing Mineral Resources

Focus

Paul Stevens. "Resource Impact: Curse or Blessing? A Literature Survey,"
Journal of Energy Literature, 9, 1 (June 2003): 3-42.

Greg Campbell. *Blood Diamonds*. Boulder: Westview, 2002. *

Report of the Panel of Experts on Violations of Security Council Sanctions Against UNITA (Fowler Report)

"Sierra Leone: 'Conflict' Diamonds: Progress on Diamond Policy and Development Program," USAID/Office of Transition Initiatives, Washington, D.C., March 31, 2001.

Practicum: Comparing Management Systems: Sao Tome and Chad

Briefing: The Resource Curse in Africa

November 16 Horizontal Accountability: Building the Rule of Law

Focus:

Philip Keefer and Stephen Knack, "Why Don't Poor Countries Catch Up? A Cross-National Test of an Institutional Explanation," *Economic Inquiry*, 35, 3 (July 1997): 590-601.

Guillermo O'Donnell, "Horizontal Accountability in New Democracies," and Commentary, pp. 29-51 in Andreas Schedler, Larry Diamond, and Marc F. Plattner, *The Self-Restraining State: Power and Accountability in New Democracies*, Lynne Rienner, 1999.

Jennifer Widner. *Building the Rule of Law*. New York: W. W. Norton, 2001. *

Practicum: The *gacaca* court challenge

Briefing: Law and Development in Africa

November 23 Special Topic: Issues in Health Care Delivery

Focus:

World Bank. *Better Health in Africa: Experience and Lessons Learned*. Washington, D.C. , 1994, chapters 4, 5, and 10. (view from 1994).

James Putzel. “Institutionalising an Emergency Response: HIV/AIDS and Governance in Uganda and Senegal,” Report Submitted to the Department for International Development, May 2003.

Evan Lieberman, manuscript update from project on HIV/AIDs

Practicum: HBS Case “Heineken NV: Workplace HIV/AIDS Programs in Africa A and B.

Briefing: Guest lecture on provision of health care

Part III: Security & Development

November 30 Dampening Conflict

Focus

Paul Collier, “Doing Well Out of War: An Economic Perspective,” in Mats Bernal and David M. Malone, eds., *Greed and Grievance: Economic Agendas in Civil Wars*. Boulder: Lynne Rienner, pp.

Paul Collier et. al.. *Breaking the Conflict Trap: Civil War and Development Policy*. Washington: The World Bank, 2003.*

Donald Rothchild. “Settlement Terms and Postagreement Stability,” in Stephen Stedman, Donald Rothchild, and Elizabeth Cousens, eds., *Ending Civil Wars: The Implementation of Peace Agreements*, Boulder: Lynne Rienner, 2002, pp. 117-139.

Practicum:

Briefing: Varieties of Violence

December 7 Humanitarian Intervention in Ethnic Clashes

Focus

Paul Collier. "The Political Economy of Ethnicity," *Annual World Bank Conference on Development Economics* 1998. Washington, D.C.: The World Bank, 1999: 387-399. (optional for MPA students)

Gerard Prunier. *The Rwanda Crisis*. New York: Columbia University Press, 1995. *

Lisa Malkki. *Purity & Exile*. Chicago: University of Chicago Press, 1996, pages as assigned*

Practicum: Film: Frontline, "Ghosts of Rwanda"

Briefing: Effectiveness and Ethics of Humanitarian Intervention

December 14 Post-Conflict Reconstruction

Allister Sparks. *Tomorrow is Another Country*. New York: Hill and Wang, 1995. *

Susan Collins Marks. *Watching the Wind: Conflict Resolution during South Africa's Transition to Democracy*. Washington, U.S. Institute of Peace, 2000 (second printing 2001)* (for practitioners and those who want immersion in the story)

And/Or

Richard A. Wilson. *The Politics of Truth and Reconciliation in South Africa*. Cambridge: Cambridge University Press, 2004.*

Practicum: Film: *Mandela & de Klerk* (shown outside class period)

Briefing: DDR/Leadership and Development in Africa

More about the Course

It is easy to feel overwhelmed by the subject matter of any continent as diverse as Africa. To study African politics one needs facts about places (at least 48 of them) and societies (hundreds). Familiarity with other disciplines is important in order to understand agricultural policy, famines, identity change, structural adjustment. Because much of the writing on Africa by African scholars has taken the form of satire or novel, a chance to read literature is clearly vital.

*An * indicates source available for purchase at PU Store. Other resources are available on e-reserves or at Stokes.*

And at the center of it all are big debates about theory and policy that stretch us to think not only as social scientists and policy analysts but also as philosophers or ethicists and as strategists.

Given the inevitable limitations, what objectives should a course of this type aim to fulfill? One aim is to develop familiarity with the core theories and approaches in the field—to extend the background you have acquired in your introductory courses. To this end, each unit introduces and debates a theoretical insight that has practical importance for policy. On occasion, we borrow material about other regions of the world to set forth the issues. Unlike the “boot camp” courses in the curriculum, another aim of this class is to *begin* to build a repertoire of fact as a point of departure for your future work. That is, you actually need to remember some of the “data” in this kind of course—not everything, but at least enough to explain an event or trend to others. You should also aim to build your knowledge of the resources available to Africa specialists.

A third ambition of this course is to engage you in a dialogue among policy makers and social scientists about “good practice guidelines.” In the best of all possible worlds, the guidelines aid agencies issue to policy makers would flow from well-tested and convincing social science theories. In reality, the academic world often ignores important issues and the judgment of experienced, insightful policy makers proves more reliable. The mix of materials used in the course should enable us to entertain a conversation about the adequacy and limits of current guidelines.

If you plan to develop an expertise in the study of African politics or if you plan to work in Africa, you will want to take several courses about the region. This course varies in subject matter from one offering to the next to try to accommodate that need. The history, politics, and anthropology departments offer other classes.

What can you do to make yourself feel more at home?

Whenever you come to the name of a country, culture, or person you don’t know, look up basic background information on the web. The web resources on Africa are impressive and some useful links appear on our Blackboard site. Better still, try old-fashioned print yearbooks. *Africa South of the Sahara* is an annual yearbook that contains histories of each country, along with some basic data. *Africa Contemporary Record* offers summaries of events by country every two years (roughly). The *Africa Research Bulletin Political Series* provides month by month summaries of political information (there is an economics edition too).

Follow the news through the BBC Focus on Africa Program or other web resources. You will find several quick links in a folder on the Blackboard site.

Where to find materials

Asterisked selections are available for purchase. All other materials, including optional selections, are available through e-reserves. Books on Africa are expensive because of small press runs. Remember that all materials listed for purchase are available on reserve at the library too.

Reading

Each week you will receive a handout that provides some background about the intellectual history of the next week’s subject matter, key debates, and new directions. You

should skim the handout before you begin the reading. (A handout for the first week's readings will be available on the Blackboard site before the term begins.)

The reading assignments span a range of genres. Be prepared for variety. Remember that some of the readings provide theories. Others measure and test. Still others distill guidelines or prompt you to generate guidelines from other readings and use these to resolve a problem or react to a case study. Before you jump in, figure out what you want to extract from any particular selection and then go after that particular point. ...And, yes, all of the reading is required unless otherwise indicated, though it is sometimes possible to skim.

- ❑ Explanation or diagnosis is one part of our enterprise in this course. When you read the explanatory theories, first identify exactly what the author wants to explain (in social science parlance, the dependent variable). Then pick out the elements of the explanation (key factors or independent variables). Finally, note the story line that connects the independent variables (causes) to the dependent variable (effect).
- ❑ How adequate are our ways of measuring the subject of the week's discussion? What do the standard measures include or leave out? Do any authors suggest innovative ways to assess the state of the subject matter? Remember that both practitioners and social scientists have to think about how they will assess results or progress!
- ❑ Do the best practice guidelines follow from the explanations discussed? From other plausible explanations? Or are they poorly grounded in logic and evidence?
- ❑ If the case presents a dilemma, how might you resolve the problem posed, drawing on the explanations and best practice guidelines available? Does your gut tell you that following these guidelines makes sense? If not, what is the source of your unease? Does the case lead you to suggest revisions in the guidelines or expansion or them?
- ❑ Some readings draw on knowledge of statistics, but the instructor will provide some guidelines to help those unfamiliar with these methods of analysis. Do not give up.

Please remember that unfamiliar names tend to slow the pace of reading. Luckily, almost all African names and terms are phonetic. They are evenly accented, or accented lightly on the second syllable. Try sounding out the names and saying them aloud before you read, and your speed will improve.

Participation

This course is a seminar. You should plan to participate actively. Membership in a community of scholars means being willing to put forward one's ideas, joining in discussions of evidence and offering constructive criticism.

Written Assignments

There are three types of written assignments.

- ❑ First, everyone must prepare a three-page single-spaced memo on an African institutional success, reform, or initiative not well covered in academic writing. Use the web-based

resources on the Blackboard site, Lexis-Nexis, or personal experience to secure information. Send your memo to the instructor for posting in a class case collection. Due on or before the eighth week of the course. The instructor will make examples from last year's version of this course available to you.

- The second assignment is a five-page case analysis, responding to the challenge in one of the HBS cases used in this course. You may choose which case to analyze. Each case asks you to role-play and to decide what you would do in the shoes of the decision maker. Use the ideas developed in the course readings to help you draft your response.
- The third assignment may assume one of two forms. Option one is a 15- to 20 pp. paper that describes, then compares and contrasts a successful and an unsuccessful effort to enhance institutional capacity in a single policy area. You may extend the analysis beyond two cases and are encouraged to do so to enhance ability to draw clear conclusions...if the data exist. (A success and a failure in relatively similar settings will suffice, however.) You are encouraged to build on the first memo in preparing this assignment. You may draw your cases from your own experience, from data available on the web or in working papers and consultants' reports, from interviews with visitors during the term, or from conventional library sources. Pay attention to measures of success and failure. How do you know which is which? If possible, choose settings that are relatively similar so that it is easier to pinpoint the causes of variation in performance. (Social science translation: If the number of sources of variation exceeds the number of case studies, you won't be able to draw clear causal inferences.) Try to tell the story of success or failure. At the least, draw out the main contributing factors and explain how they are logically linked to the outcome. It is acceptable to document and explain variations in success of the same project over time, if such variation exists. Note that this assignment is not easy because of the shortage of research materials on Africa.

Option two is to prepare a 15 to 20 pp. paper on one of three topics the instructor offers. These are more conventional "term papers" with a distinct policy twist to them.

Communicating

Office hours are currently scheduled for Thursday afternoons, 2:00-4:00 or by appointment. Questions via email are welcome, although it may take a few hours to receive a response. The email address is jwidner@princeton.edu. The office is 441 Robertson Hall.