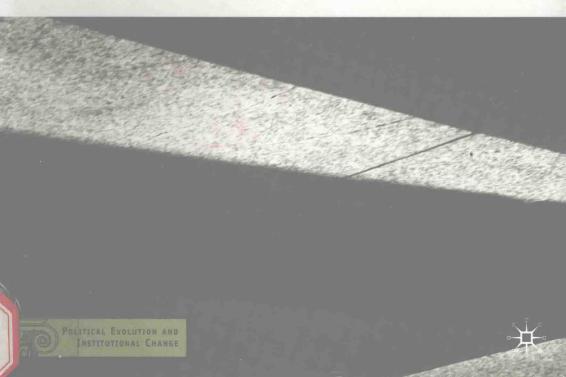


EDITED BY JÁNOS KORNAI, BO ROTHSTEIN, AND SUSAN ROSE-ACKERMAN



Creating Social Trust in Post-Socialist Transition

Edited by
János Kornai,
Bo Rothstein,
and
Susan Rose-Ackerman





© János Kornai, Bo Rothstein, and Susan Rose-Ackerman, 2004

All rights reserved. No part of this book may be used or reproduced in any manner whatsoever without written permission except in the case of brief quotations embodied in critical articles or reviews.

First published 2004 by
PALGRAVE MACMILLAN™
175 Fifth Avenue, New York, N.Y. 10010 and
Houndmills, Basingstoke, Hampshire, England RG21 6XS
Companies and representatives throughout the world

PALGRAVE MACMILLAN is the global academic imprint of the Palgrave Macmillan division of St. Martin's Press, LLC and of Palgrave Macmillan Ltd. Macmillan® is a registered trademark in the United States, United Kingdom and other countries. Palgrave is a registered trademark in the European Union and other countries.

ISBN 1-4039-6449-1

Library of Congress Cataloging-in-Publication Data

Creating social trust in post-socialist transition / edited by János Kornai, Bo Rothstein, and Susan Rose-Ackerman.

p. cm.—(Political evolution and institutional change)

A project of the Collegium Budapest.

Includes bibliographical references and index.

ISBN 1-4039-6449-1

1. Social capital (Sociology) 2. Democracy. 3. Post-communism. 4. Economic development. I. Kornai, János. II. Rothstein, Bo, 1954-III. Rose-Ackerman, Susan. IV. Collegium Budapest. V. Series.

HM708.C73 2004 303.3'72—dc22

2003066426

A catalogue record for this book is available from the British Library.

Design by Newgen Imaging Systems (P) Ltd., Chennai, India.

First edition: June, 2004

10 9 8 7 6 5 4 3 2 1

Printed in the United States of America.

Creating Social Trust in Post-Socialist Transition

Political Evolution and Institutional Change

Bo Rothstein and Sven Steinmo, editors

Exploring the dynamic relationships among political institutions, attitudes, behaviors, and outcomes, this series is problem-driven and pluralistic in methodology. It examines the evolution of governance, public policy, and political economy in different national and historical contexts.

It will explore social dilemmas, such as collective action problems, and enhance understanding of how political outcomes result from the interaction among political ideas—including values, beliefs, or social norms—institutions, and interests. It will promote cutting-edge work in historical institutionalism, rational choice and game theory, and the processes of institutional change and/or evolutionary models of political history.

Also in the series

Restructuring the Welfare State: Political Institutions and Policy Change Edited by Bo Rothstein and Sven Steinmo

The Problem of Forming Social Capital: Why Trust? By Francisco Herreros

The Personal and the Political: How Personal Welfare State Experiences Affect Political Trust and Ideology By Staffan Kumlin

Building a Trustworthy State in Post-Socialist Transition Edited by János Kornai and Susan Rose-Ackerman

Creating Social Trust in Post-Socialist Transition Edited by János Kornai, Bo Rothstein, and Susan Rose-Ackerman

NOTES ON CONTRIBUTORS

Gabriel Badescu is Associate Professor of Political Science at the Babes-Bolyai University, Cluj-Napoca, where he has taught since 1996. His publications include Social Capital and Political Participation in Romania (2001) and Roma Population in the 2000 Romanian Local Elections (2000). Badescu's edited books include Social Capital and the Transition to Democracy.

Ildikó Barna has an M.A. in Sociology from the Eötvös Loránd University, Budapest, where she now serves as a research assistant. At present she is doing her Ph.D. course at the Institute of Sociology. Her publications include Survival Kit to SPSS (2002), "The Interpretation of Trust in Empirical Research" (2001), and "Trends and Delusions" (2000), each coauthored.

Karen S. Cook, Ph.D., is currently the Ray Lyman Wilbur Professor of Sociology and the Cognizant Dean of the Social Sciences at Stanford University. She is the recent editor of Trust in Society (2001) and Social Capital (2001). She has published on social exchange networks, distributive justice, trust and physician—patient relationships. She is the coeditor of the Annual Review of Sociology and a member of the American Academy of Arts and Sciences.

György Csepeli is Professor of Sociology at the Eötvös Loránd University in Budapest. He holds a Doctor of Sciences degree from the Hungarian Academy of Sciences. He spent several years as visiting professor at various universities in the United States. He is a member of the Hungarian Sociological Association which he chaired in 1993. His research has focused on empirical studies of national identity in Hungary and Central Europe and on the sociological and sociopsychological problems of the Information Society. At present he serves as the Political State Secretary at the Ministry of Informatics and Communications, Hungary.

Alexandra M. Gerbasi received an M.A. from Stanford University in 2001 where now she is a Ph.D. candidate. Her research interests include social exchange theory, the emergence of trust under uncertainty, and the role of obligation in exchange.

János Kornai is Professor Emeritus at Harvard University and Emeritus Fellow at Collegium Budapest. He is the author of many books including Anti-Equilibrium (1972), Economics of Shortage (1980), and the Socialist System: The Political Economy of Communism (1992). He is an honorary doctor of several universities and has been a visiting professor at the Yale, Princeton, Stanford, and Stockholm universities and the London School of Economics. He is an honorary member of the American Academy of Arts and Sciences and the American Economic Association, and foreign member of numerous academies and other scholarly institutions. Currently, he serves as the President of the International Economic Association.

Alena V. Ledeneva is Reader in Russian Politics and Society at the School of Slavonic and East European Studies, University College, London. She studied economics at the Novosibirsk State University and social and political theory at the University of Cambridge (Newnham College, M.Phil. 1992; Ph.D. 1996). She is author of Russia's Economy of Favours (1998) and Unwritten Rules: How Russia Really Works (2001), coeditor of Bribery and Blat in Russia (2000) and Economic Crime in Russia (2000).

Antal Örkény is Professor of Sociology at the Institute of Sociology at the Eötvös Loránd University, Budapest. He holds the chair of the ELTE-UNESCO Minority Studies Department and is the director of the Minority Research Institute. His major research fields are cross-national surveys on social justice, national identity and national stereotypes, interethnic relations in the Carpathian Basin, attitudes, negative stereotypes, and prejudice against Gypsies. He has published eight monographs including the coauthored Ideology and Political Beliefs in Hungary. The Tivilight of State Socialism and Grappling with National Identity. How Nations See Each Other in Central Europe.

Katharina Pistor is Associate Professor of Law at Columbia Law School. She has also taught at the Kennedy School of Government and worked at the Max Planck Institute for Foreign and International Private Law, Hamburg. Her main research interests are comparative law, comparative corporate governance, and the development of legal institutions with special emphasis on the evolution of law in transitional and emerging economies. Recent publications include the coauthored "The Evolution of Corporate Law" (2002) and the also coauthored "Economic Development, Legality, and the Transplant Effect" (2003).

Vadim Radaev received his Ph.D. in Economics at the Moscow State University and another Doctoral Degree in Economics and Sociology from the Institute of Economics, Russian Academy of Sciences. He is professor of the Higher School of Economics, Moscow, where he chairs the economic sociology department and also serves as the First Vice-Rector. He is editor-in-chief of the web journal Economic Sociology. He has published six books, including Economic Sociology (1997, in Russian), Formation of New

Rusian Markets (1998, in Russian), Sociology of Markets (2003, in Russian), and numerous articles in journals and edited volumes.

Martin Raiser is the Country Manager for Uzbekistan at the World Bank. Formerly he was Director for Country Strategy and Analysis at the EBRD. He joined the EBRD in 1996, coming from the Institute of World Economics in Kiel, where he was a research fellow and from where he holds a Ph.D. in Economics. He was an editor and contributor to the EBRD's Transition Report between 1997 and 2003 and was the lead economist for Central Asia. His research at the EBRD focused on corporate governance, the determinants of institutional change, the impact of reforms on transition outcomes, and the role of social capital in transition.

Eric R.W. Rice is sociologist at the University of California, Los Angeles, where he is a postdoctoral fellow. He took Ph.D. in Sociology from Stanford University in 2002. He is interested in how social uncertainty affects commitment formation and the use of power in social networks. He is also interested in utilizing theoretical work on social network processes to explain the development of risk-behaviors among populations vulnerable to HIV/AIDS.

Susan Rose-Ackerman is the Henry R. Luce Professor of Jurisprudence (Law and Political Science) at Yale University. She holds a Ph.D. in Economics from Yale and has held Guggenheim and Fulbright Fellowships. She has been a fellow at the Center for Advanced Study in the Behavioral Sciences and Collegium Budapest and was a visiting research fellow at the World Bank. Her most recent book is Corruption and Government: Causes, Consequences and Reform (Cambridge 1999). She has written widely on corruption, law and development, administrative law and regulatory policy, the nonprofit sector, and federalism and urban economics.

Bo Rothstein is August Röhss Professor in Political Science at Göteborg University in Sweden. He received his Ph.D. from the University of Lund in 1986. He was a visiting scholar at the Russell Sage Foundation, Cornell University, Harvard University, and the University of Washington in Seattle. Among his publications in English are The Social Democratic State: The Swedish Model and the Bureaucratic Problems of Social Reforms; Just Institutions Matters: The Moral and Political Logic of the Universal Welfare State. Recent publications in English are "Trust, Social Dilemmas and Collective Memory" (2000), "Social Capital in the Social Democratic State" (2001), and "The Universal Welfare State as a Social Dilemma" (2001).

Alan Rousso is currently Senior Political Counsellor at the European Bank for Reconstruction and Development, where he covers governance and anticorruption issues as well as political developments in Russia and the Western CIS states. Prior to joining the bank in 2001, he was Director of the Carnegie Endowment's Moscow center, was project manager at the East West Institute in New York, and taught on the political science faculties at

Dartmouth College, Cornell University, and Columbia University. He holds an M.A., M.Phil., and Ph.D. in Political Science from Columbia University.

Franklin Steves is a political analyst at the European Bank for Reconstruction and Development and a doctoral candidate in the Department of Government at the University of Essex. He holds an M.A. in international relations from the London School of Economics. His current research focuses on the international dimension and political economy of post-socialist regime change, particularly the role of international agencies in promoting democratic consolidation and the impact of regime change on transitional states' foreign relations. He has published articles and book chapters on the international dimension of regime change in Eastern Europe, the former Soviet Union, South America, and the Horn of Africa.

Mária Székelyi is Professor of Sociology at the Institute of Sociology of Eötvös Loránd University, Budapest and vice-director of the ELTE Institute of Sociology. Her major research fields are cross-national surveys on social justice, national identity and national stereotypes, interethnic relations in the Carpathian Basin, attitudes, negative stereotypes, prejudice against Gypsies, anti-Gypsy attitudes and discriminatory behavior among Hungarian police toward Gypsies and research methodology. She has published several articles and four monographs including: Survival Kit to SPSS (coauthored), and Grappling with National Identity. How Nations See Each Other in Central Europe (also coauthored).

Eric M. Uslaner is Professor of Government and Politics at the University of Maryland, College Park. He is the author of *The Moral Foundations of Trust* and coeditor of *Social Capital and Participation in Everyday Life* and *Social Capital and the Democratic Transition*, as well as eight other books and numerous articles in journals and edited volumes. His work focuses on social capital, legislative politics, democratization, and the Internet with an emphasis on the United States, Canada, Romania, Israel, and cross-national analyses.

Federico Varese is University Lecturer in Criminology at the University of Oxford and Fellow of Linacre College, Oxford. He obtained a D.Phil. in Sociology from the University of Oxford and has published papers in Archives Européenes de Sociologie, Low Intensity Conflict and Law Enforcement, Political Studies, Cahiers du Monde Russe, and Rationality and Society. His 2001 book, The Russian Mafia, was the recipient of the 2002 Ed Hewitt Book Prize in political economy.

Vadim Volkov is Chair of the Sociology Department of the High School of Economics, St. Petersburg Branch and Associate Professor of Sociology at the Department of Political Science and Sociology at the European University in St. Petersburg. In 1998, he was visiting professor at the University of Chicago. He received his Ph.D. in Sociology from the University of Cambridge in 1995. He is author of Violent Entrepreneurs: The Use of Force in the Making of Russian Capitalism (2002). His research interests include

economic sociology, problems of state and violence, public and private security, comparative mafia, sociology of everyday life, and politics in the context of culture.

Christopher Woodruff is Associate Professor of Economics at the Graduate School of International Relations and Pacific Studies at UCSD. His primary research focus is on the development of markets in transition economies. Woodruff studies how firms do business with one another in environments in which inadequate legal systems make formal contracting difficult. Geographically, his research spans a broad area of the developing world: Mexico, Vietnam, and Eastern Europe. His research has been published in the American Economic Review, the Quarterly Journal of Economics, the Journal of Law, Economics, and Organization, the Journal of Public Economics, and other scholarly journals.

Chenggang Xu received his Ph.D. in Economics from Harvard University in 1991. He has taught in the Department of Economics, London School of Economics since then and is currently a lecturer (tenured in 1998). His publications, mainly concerned with institutions and transition, include "Incentives, Information, and Organizational Form" (2000), "Institutions, Innovations, and Growth" (1999), "Financial Institutions and the Financial Crisis in East Asia" (1999), "Why is China Different from Eastern Europe? Perspectives from Organization Theory" (1999), each coauthored.

PREFACE

The problems of dishonesty and distrust are ubiquitous in Eastern Europe and the Soviet successor states. These issues are aired daily in the press and on television and are discussed at home, at work, and among friends. Corruption, deception, lying, and abuse of trust are mentioned more often these days than they were before the change of system. Although distrust and dishonesty permeated social relations before the transition, these problems were concealed, or it was forbidden to talk about them.

Research on honesty and trust is wide ranging and covers many fields of inquiry. The Collegium Budapest project, Honesty and Trust: Theory and Experience in the Light of Post-Socialist Transformation, aimed to integrate that disparate activity and to draw some lessons for the transition countries. The project sought to foster integration in at least three senses: in research approaches, in international coverage, and in disciplinary reach.

The huge international literature on the subject centers around two major topics. One of these is *trust* and its relation to *social capital*. What is meant by these concepts? What helps or hinders their formation? What are the beneficial or detrimental effects of trust in its various guises, and how is it related to social capital and democratic consolidation? The second is concerned with the *institutional* roots of *dishonest behavior* and with the difficulty of promoting *honesty*. Many authors study various forms of dishonesty: corruption, conflicts of interest, deception of business partners or the state, or the theft of others' property.

In the world of science and scholarship, these two research themes have hardly been cognizant of each other. Exponents of one scarcely ever cite work of the other, let alone attend each other's conferences. The project set out to bring together some prominent representatives of each group and prompt them to exchange and integrate their ideas.

The group was *international*, with over 50 scholars recruited from 17 countries of the "East" and "West." Researchers came from Bulgaria, Canada, China, France, Germany, Hungary, Italy, Mexico, Norway, Poland, Romania, Russia, Sweden, Switzerland, Turkey, the United Kingdom, and the United States. (See the list of participants following the preface.) Some were experts on the post-socialist transition. Others were invited because

Preface

they showed a willingness to learn and to cooperate with those who specialize in analyzing the post-socialist transition. Most importantly, the members of the group agreed to think seriously about what lessons could be drawn for the post-socialist region from research—both theoretical and empirical—dealing with other parts of the world.

The research was *interdisciplinary*. The disciplines represented were political science, economics, sociology, law, anthropology, and political philosophy. We hope that those who take the baton onward will be able to extend the cooperation further by including history and ethical philosophy.

If those doing research in neighboring topics hardly know each other's work, that was all the more so between different disciplines. The papers that participants submitted when they joined the project tended to cite works within their own discipline, mainly because that was almost exclusively what they had studied. This limitation relaxed somewhat in the course of the project. The personal conversations, seminars, and workshops helped to familiarize members of the group with each other's work and with the approaches, methodologies, methods of argument, and styles prevalent in "neighboring" disciplines.

Interdisciplinary work, apart from being thought-provoking and helping to enrich everyone's set of research tools, also exerts a disciplinary force in another sense. Every field becomes inured to its own, narrowly employed and narrowly understood jargon. Interdisciplinary discourse obliges people to talk and write in a way comprehensible to a wider intellectual circle. This also forces people to clarify their ideas.

Within each discipline, there is general acceptance of certain simplifying assumptions, abstract schemata, and accepted criteria for convincing argument or a valid defense of a statement. As one climbs out of one's disciplinary bunker, it immediately becomes clear that such "generally accepted" abstractions, simplified assumptions, or techniques of argument are by no means self-evident or convincing to exponents of another field. Interdisciplinary confrontation did indeed prompt the members of the group to explain themselves, revise lines of argument, and reappraise assumptions.

The purpose of the project was not to arrive at a uniform point of view. This was not a "task force" exercise designed to produce a joint report. On the contrary, it was designed to stimulate debate, and there were several important problems on which no agreement was reached. Respecting each other's points of view, the participants cooperated and differed in a friendly manner. That is natural enough in democracies with a long history behind them, but far from common in the post-socialist region of the world, where the academic world all too often reflects the impatience and antagonism of political divisions.

When a research group assembles to examine a big subject, there are a number of organizational principles to choose from. One possibility is to draw up in advance, plainly and accurately, a limited number of questions and designate clearly which members are expected to respond to which xvi Preface

questions. If answers to one question are expected from several researchers, prior agreement is reached on methodological principles as well, so that the responses become comparable. The upshot of collective work organized in such a decisive, even strict, fashion will be a publication whose parts constitute a coherent, rigorously structured whole. Equally likely is a collection that is artificial and uninteresting.

The project directors were aware of this organizational strategy and its inherent advantages. Nonetheless, it was deliberately set aside in favor of a different course. Pursuing the integrating purpose outlined earlier meant drawing the members of the group from a very wide area. Recruiting leading researchers from different disciplines and countries meant allowing each to write on a subject of his or her own choice. The members could not be confined to a Procrustean bed of compulsory, previously formulated questions. The most important thing was to build on their individual initiatives and ideas to produce papers that spoke to the broad themes of our project.

Given the integrating objectives already described, it is hard to imagine a more favorable organizational setting than Collegium Budapest. This institution, founded in 1991 during the post-socialist transition's first great burst of organization and creation, belongs to a genus of scientific institutions usually referred to (after the original institute at Princeton) as "institutes for advanced study." Others include the Palo Alto Center for Advanced Study in the Behavioral Sciences, the Wissenschaftskolleg in Berlin (which initiated the foundation of Collegium Budapest), and similar bodies in the Netherlands, Norway, Romania, Sweden, and elsewhere. There is no teaching in such institutions, only research. Each operates with a small permanent staff, and most of the researchers are guest fellows invited for a year or less. Each institute is international and interdisciplinary in its makeup.

The fellows invited to Collegium Budapest pursue their research individually. But it has become a tradition to have one or two "focus groups" each year in which a number of scholars approach a specific theme. The project on Honesty and Trust was such a focus group, and it was the largest focus group in the Collegium's history.

Many of the authors of the studies in this book and its companion voulme, Building a Trustworthy State in Post-Socialist Transition, spent shorter or longer periods as fellows or visiting scholars at the Collegium. The interaction among them was not confined to a brief conference but lasted for weeks or months. The fellows had lunch together every day, and each author led an intensive seminar on his or her own research. Furthermore, there were many informal discussions that provided opportunities for exchanging views or debating about each others' ideas and writings. In addition, three workshops, each of two days, were organized at Collegium Budapest for fellows in residence along with invited experts. These larger gatherings were also attended by group members unable to spend an extended period at the Collegium. Results and findings were posted on the

Preface xvii

Internet (http://www.colbud.hu/honesty-trust) as working documents while the research continued.

The most tangible products of this project were two volumes—Building a Trustworthy State in Post-Socialist Transition (edited by János Kornai and Susan Rose-Ackerman) and Creating Social Trust in Post-Socialist Transition (edited by János Kornai, Bo Rothstein, and Susan Rose-Ackerman). In addition, many members of the group will subsequently publish articles and books begun in Budapest. However, the success of the project should not be measured simply in terms of published pages. Another important product of the project was the discourse and the intellectual influence that members exerted on each other while at the Collegium Budapest, housed in a lovely Baroque building in the historic Castle District of the city. The spirit of that discourse, we hope, was valued by all participants who will disseminate it in their own environments.

We would like to express thanks on behalf of all group members for the intellectual inspiration contributed by the rector of Collegium Budapest, Professor Imre Kondor, the institution's permanent fellows, and the research fellows whose visits to the Collegium coincided with the project. We are especially grateful to Katalin Szabó, János Varga, and the Collegium staff for their manifold kind and attentive help and to Julianna Parti for her excellent editorial assistance in preparing the manuscript and the indices. Bo Rothstein, a member of the focus group, assisted us with the editorship of *Creating Social Trust in Post-Socialist Transition*, and we are very grateful for his contributions. David Pervin, the books' editor at Palgrave, has been a great help in sheparding the book through the production process.

We would also like to extend our sincere thanks to the Bank of Sweden Tercentenary Foundation and the William and Flora Hewlett Foundation for their generous financial support for the project. Without their support the project would not have been able to go forward.

September 2003

János Kornai Susan Rose–Ackerman Project Directors

PARTICIPANTS IN THE PROJECT

Bruce Ackerman, Yale University, New Haven CT Jens C. Andvig, Norsk Utenrikspolitisk Institutt, Oslo Gabriel Badescu, Babes-Bolyai University, Cluj-Napoca Ildikó Barna, Eötvös Loránd University, Budapest Bernard Chavance, University of Paris 7, CEMI, EHESS Karen S. Cook, Stanford University, Palo Alto CA Bruno Frey, University of Zurich Scott Gehlbach, University of Wisconsin, Madison Russell Hardin, New York University Joel. S. Hellman, World Bank Institute, Washington DC Cynthia M. Horne, Seton Hall University, Newark NI Rasma Karklins, University of Illinois, Chicago Daniel Kaufmann, World Bank Institute, Washington DC János Kornai, Harvard University and Collegium Budapest Ivan Krastev, Centre for Liberal Strategies, Sofia Jana Kunicova, California Institute of Technology, Pasadena Alena A. Ledeneva, SSEES, London Natalia Letki, Nuffield College, Oxford Margaret Levi, University of Washington, Seattle Larissa Adler Lomnitz, Universidad Nacional Autonoma de Mexico Marie Mendras, CERI, Paris Julius Moravcsik, Stanford University, Palo Alto CA John Mueller, Ohio State University Helen Nissembaum, New York University Claus Offe, Humboldt-Universitaet, Berlin Annamária Orbán, Central European University, Budapest Antal Orkény, Eötvös Loránd University, Budapest Margit Osterloh, University of Zurich Katharina Pistor, Columbia Law School, New York City Vadim Radaev, State University, Moscow

Martin Raiser, World Bank, Washington DC

Susan Rose-Ackerman, Yale University, New Haven CT

Bo Rothstein, Göteborg University

András Sajó, Central European University, Budapest

David Shugarman, York University, North York, Canada

Mária Székelyi, Eötvös Loránd University, Budapest

Piotr Sztompka, Jagiellonian University, Krakow

Davide Torsello, Max Planck Institute for Social Anthropology, Halle/Saale

Eric M. Uslaner, University of Maryland

Alexandra Vacroux, Harvard University and Center for Economic and Financial Research, Moscow

Federico Varese, University of Oxford

Vadim Volkov, The European University at St. Petersburg

Christopher Woodruff, University of California, San Diego

Chenggang Xu, London School of Economics

Ekaterina Zhuravskaya, Center for Economic and Financial Research, Moscow

László Zsolnai, Budapest University of Economic Sciences

CONTENTS

List of To	ables and Figures	vii
Notes on Contributors		ix
Preface János Ko	ornai and Susan Rose-Ackerman	xiv
Participa	nts in the Project	xviii
Introdu Bo Roth		1
Part I	Social Capital and Democratic Transition	11
One	Social Trust and Honesty in Government: A Causal Mechanisms Approach Bo Rothstein	13
Two	Honesty, Trust, and Legal Norms in the Transition to Democracy: Why Bo Rothstein is Better Able to Explain Sweden than Romania Eric M. Uslaner and Gabriel Badescu	31
Part II	Trust and the Business Environment	53
Three	Measuring Trust in Transition: Preliminary Findings from 26 Transition Economies Martin Raiser, Alan Rousso, and Franklin Steves	55
Four	Underground Financing in Russia Alena V. Ledeneva	71
Five	How Trust is Established in Economic Relationships when Institutions and Individuals Are Not Trustworthy: The Case of Russia Vadim Radaev	91