

The New Nature of Nation-State Failure

Nation-states fail because they can no longer deliver positive political goods to their people. Their governments lose legitimacy and, in the eyes and hearts of a growing plurality of its citizens, the nation-state itself becomes illegitimate.

Only a handful of the world's 191 nation-states can now be categorized as failed, or collapsed, which is the end stage of failure. Several dozen more, however, are weak and serious candidates for failure. Because failed states are hospitable to and harbor nonstate actors—warlords and terrorists—understanding the dynamics of nation-state failure is central to the war against terrorism. Strengthening weak nation-states in the developing world has consequently assumed new urgency.

Defining State Failure

Failed states are tense, deeply conflicted, dangerous, and bitterly contested by warring factions. In most failed states, government troops battle armed revolts led by one or more rivals. Official authorities in a failed state sometimes face two or more insurgencies, varieties of civil unrest, differing degrees of communal discontent, and a plethora of dissent directed at the state and at groups within the state.

The absolute intensity of violence does not define a failed state. Rather, it is the enduring character of that violence (as in Angola, Burundi, and Sudan), the direction of such violence against the existing government or regime, and the vigorous character of the political or geographical de-

Robert I. Rotberg is director of the Kennedy School's Program on Intrastate Conflict and president of the World Peace Foundation. He edited *State Failure and State Weakness in a Time of Terror* (forthcoming).

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mands for shared power or autonomy that rationalize or justify that violence that identifies the failed state. Failure for a nation-state looms when violence cascades into all-out internal war, when standards of living massively deteriorate, when the infrastructure of ordinary life decays, and when the greed of rulers overwhelms their responsibilities to better their people and their surroundings.

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The civil wars that characterize failed states usually stem from or have roots in ethnic, religious, linguistic, or other intercommunal enmity. The fear of “the other” that drives so much ethnic conflict may stimulate and fuel hostilities between ruling entities and subordinate and less-favored groups. Avarice also propels antagonism, especially when discoveries of new, frequently contested sources of resource wealth, such as petroleum deposits or diamond fields, encourage that greed.

There is no failed state without disharmonies between communities. Yet, the simple fact that many weak nation-states include haves and have-nots, and that some of the newer states contain a heterogeneous collection of ethnic, religious, and linguistic interests, is more a contributor to than a root cause of nation-state failure. In other words, state failure cannot be ascribed primarily to the inability to build nations from a congeries of ethnic groups. Nor should it be ascribed baldly to the oppression of minorities by a majority, although such brutalities are often a major ingredient of the impulse toward failure.

In contrast to strong states, failed states cannot control their borders. They lose authority over chunks of territory. Often, the expression of official power is limited to a capital city and one or more ethnically specific zones. Indeed, one measure of the extent of a state’s failure is how much of the state’s geographical expanse a government genuinely controls. How nominal is the central government’s sway over rural towns, roads, and waterways? Who really rules up-country, or in particular distant districts?

In most cases, driven by ethnic or other intercommunal hostility or by regime insecurity, failed states prey on their own citizens. As in Mobutu Sese Seko’s Zaire or the Taliban’s Afghanistan, ruling cadres increasingly oppress, extort, and harass the majority of their own compatriots while favoring a narrowly based elite. As in Zaire, Angola, Siaka Stevens’s Sierra Leone, or Hassan al-Turabi’s pre-2001 Sudan, patrimonial rule depends on a patronage-based system of extraction from ordinary citizens. The typical weak-state plunges toward failure when this kind of ruler-led oppression

provokes a countervailing reaction on the part of resentful groups or newly emerged rebels.

Another indicator of state failure is the growth of criminal violence. As state authority weakens and fails, and as the state becomes criminal in its oppression of its citizens, so general lawlessness becomes more apparent. Gangs and criminal syndicates assume control over the streets of the cities. Arms and drug trafficking become more common. Ordinary police forces become paralyzed. Anarchy becomes more and more the norm. For protection, citizens naturally turn to warlords and other strong figures who express ethnic or clan solidarity, thus projecting strength at a time when all else, including the state itself, is crumbling.

Fewer and Fewer Political Goods

Nation-states exist to deliver political goods—security, education, health services, economic opportunity, environmental surveillance, a legal framework of order and a judicial system to administer it, and fundamental infrastructural requirements such as roads and communications facilities—to their citizens. Failed states honor these obligations in the breach. They increasingly forfeit their function as providers of political goods to warlords and other nonstate actors. In other words, a failed state is no longer able or willing to perform the job of a nation-state in the modern world.

Failed states are unable to provide security—the most central and foremost political good—across the whole of their domains. Citizens depend on states and central governments to secure their persons and free them from fear. Because a failing state is unable to establish an atmosphere of security nationwide and is often barely able to assert any kind of state power beyond a capital city, the failure of the state becomes obvious even before rebel groups and other contenders threaten the residents of central cities and overwhelm demoralized government contingents, as in contemporary Liberia and recent Sierra Leone.

Failed states contain weak or flawed institutions—that is, only the executive institution functions. If legislatures exist at all, they are rubber-stamp machines. Democratic debate is noticeably absent. The judiciary is derivative of the executive rather than being independent, and citizens know that they cannot rely on the court system for significant redress or remedy, especially against the state. The bureaucracy has long ago lost its sense of professional responsibility and exists solely to carry out the orders of the executive and, in petty ways, to oppress citizens. The military is possibly the only institution with any remaining integrity, but the armed forces of failed states are often highly politicized, without the esprit that they once exhibited.

Failed states show greater disparities of income between the wealthiest and poorest fifths.

Deteriorating or destroyed infrastructures typify failed states. Metaphorically, the more potholes (or main roads turned to rutted tracks), the more likely a state will exemplify failure. As rulers siphon funds from the state, so fewer capital resources are available for road crews, and maintaining road or rail access to distant provinces becomes less and less of a priority. Even refurbishing basic navigational aids along arterial waterways, as in the Democratic Republic of the Congo (DRC), succumbs to neglect. Where the state

still controls the landline telephone system, that form of political and economic good also betrays a lack of renewal, upkeep, investment, and bureaucratic interest. Less a metaphor than a daily reality is the index of failed connections, repeated required dialing, and interminable waits for repair or service. If state monopolies have permitted private entrepreneurs to erect cell telephone towers and offer mobile telephone service, cell telephones may already have rendered the government's landline monopoly obso-

lete. In a state without a government, such as Somalia, the overlapping system of privately provided cell telephone systems is effective.

In failed states, the effective educational and health systems have either been privatized (with a resulting hodgepodge of shady schools and medical clinics in the cities) or have slowly slumped to increasingly desperate levels of decrepitude. Teachers, physicians, nurses, and orderlies are paid late or not at all, and absenteeism rises. Textbooks and essential medicines become scarce. X-ray machines cannot be repaired. Reports to the relevant ministries go unanswered; and parents, students, and patients—especially rural ones—slowly realize that the state has abandoned them to the forces of nature and to their own devices. Sometimes, where a failed state is effectively split (Sudan), essential services are still provided to the favored half (northern Sudan) but not to the half engulfed by war. Most of the time, however, the weakened nation-state completely fails to perform. Literacy falls, infant mortality rises, the AIDS epidemic overwhelms any health infrastructure that exists, life expectancies plummet, and an already poor and neglected citizenry becomes even poorer and more immiserated.

Failed states provide unparalleled economic opportunity, but only for a privileged few. Those close to the ruler or the ruling oligarchy grow richer while their less-fortunate brethren starve. Immense profits can be made from currency speculation, arbitrage, and knowledge of regulatory advantages. But the privilege of making real money when everything else is deteriorating is confined to clients of the ruling elite or to especially favored

external entrepreneurs. The responsibility of a nation-state to maximize the well-being and personal prosperity of all of its citizens is conspicuously absent, if it ever existed.

Corruption flourishes in failed states, often on an unusually destructive scale. Petty or lubricating corruption is widespread. Levels of venal corruption escalate, especially kickbacks on anything that can be put out to bid, including medical supplies, textbooks, bridges; unnecessarily wasteful construction projects solely for the rents they will generate; licenses for existing and nonexistent activities; the appropriating by the ruling class of all kinds of private entrepreneurial endeavors; and generalized extortion. Corrupt ruling elites invest their gains overseas, not at home. A few build numerous palaces or lavish residences with state funds. Military officers always benefit from these corrupt regimes and feed ravenously from the same illicit troughs as their civilian counterparts.

An indicator, but not a cause, of failure is declining real national and per capita levels of gross domestic product (GDP). The statistical foundations of most states in the developing world are shaky, most certainly, but failed states—even, or particularly, failed states with abundant natural resources—show overall worsening GDP figures, slim year-to-year growth rates, and greater disparities of income between the wealthiest and poorest fifths of the population. High official deficits (Zimbabwe's reached 30 percent of GDP in 2001) support lavish security spending and the siphoning of cash by elites. Inflation usually soars because the ruling elite raids the central bank and prints money. From the resulting economic insecurity, often engineered by rulers to maximize their own fortunes and their own political as well as economic power, entrepreneurs favored by the prevailing regime can reap great amounts of money. Smuggling becomes rife. When state failure becomes complete, the local currency falls out of favor, and some or several international currencies take its place. Money changers are everywhere, legal or not, and arbitrage becomes an everyday national pursuit.

Sometimes, especially if climatic disasters intervene, the economic chaos and generalized neglect that is endemic to failed states can lead to regular food scarcities and widespread hunger—even to episodes of starvation and resulting international humanitarian relief efforts. Natural calamities can overwhelm the resources even of nonfailed but weak states in the developing world. But when unscrupulous rulers and ruling elites have consciously sucked state competencies dry, unforeseen natural disasters or man-made wars can drive ignored populations over the edge of endurance into starvation. Once such populations have lost their subsistence plots or sources of income, they lose their homes, forfeit already weak support networks, and are forced into an endless cycle of migration and displacement. Failed states

offer no safety nets, and the homeless and destitute become fodder for anyone who can provide food and a cause.

A nation-state also fails when it loses a basic legitimacy—when its nominal borders become irrelevant and when one or more groups seek autonomous control within one or more parts of the national territory or, sometimes, even across its borders. Once the state's capacity deteriorates and what little capacity still remains is devoted largely to the fortunes of a few or to a favored ethnicity or community, then there is every reason to expect less and less loyalty to the state on the part of the excluded and the disenfranchised. When the rulers are seen to be working for themselves and their kin, and not for the state, their legitimacy, and the state's legitimacy, plummets. The state increasingly is perceived as owned by an exclusive class or group, with all others pushed aside.

Citizens naturally become more and more conscious of the kinds of sectional or community loyalties that are their main recourse and their only source of security and economic opportunity. They transfer their allegiances to clan and group leaders, some of whom become warlords. These warlords or other local strongmen derive support from external and local supporters. In the wilder, more marginalized corners of failed states, terror can breed along with the prevailing anarchy that emerges from state breakdown and failure.

A collapsed state is an extreme version of a failed state. It has a total vacuum of authority. A collapsed state is a mere geographical expression, a black hole into which a failed polity has fallen. Dark energy exists, but the forces of entropy have overwhelmed the radiance that hitherto provided some semblance of order and other vital political goods to the inhabitants embraced by language affinities or borders. When a state such as Somalia collapses (or Lebanon and Afghanistan a decade ago and Sierra Leone in the late 1990s), substate actors take over. They control regions and subregions, build their own local security apparatuses, sanction markets or other trading arrangements, and even establish an attenuated form of international relations. By definition, they are illegitimate and unrecognized, but some may assume the trappings of a quasi-state, such as Somaliland in northern Somalia. Yet, within the collapsed state prevail disorder, anomic behavior, and the kinds of anarchic mentality and entrepreneurial pursuits—especially gun and drug running—that are compatible with networks of terror.

Contemporary State Failure

This decade's failed states are Afghanistan, Angola, Burundi, the DRC, Liberia, Sierra Leone, and Sudan. These seven states exemplify the criteria of state failure. Beyond those states is one collapsed state: Somalia. Each of

these countries has typified state failure continuously since at least 1990, if not before. Lebanon was once a failed state. So were Bosnia, Tajikistan, and Nigeria. Many other modern states approach the brink of failure, some much more ominously than others. Others drift disastrously downward from weak to failing to failed.

Of particular interest is why and how states slip from endemic weakness (Haiti) toward failure, or not. The list of weak states is long, but only a few of those weak and badly governed states necessarily edge into failure. Why? Even the categorization of a state as failing—Colombia and Indonesia, among others—need not doom it unquestionably to full failure. Another critical question is, what does it take to drive a failing state into collapse? Why did Somalia not stop at failure rather than collapsing?

Not each of the classical failed and collapsed states fully fills all of the cells on the matrix of failure. To be termed a failure, however, a state certainly needs to demonstrate that it has met most of the explicit criteria. “Failure” is meant to describe a specific set of conditions and to exclude states that only meet a few of the criteria. In other words, how truly minimal are the roads, the schools, the hospitals, and the clinics? How far has GDP fallen and infant mortality risen? How far does the ambit of the central government reach? How little legitimacy remains? Most importantly, because civil conflict is decisive for state failure, can the state still provide security to its citizens and to what extent? Continuously? Only on good days and nights? Has the state lost control of large swaths of territory or only some provinces and regions?

Several test cases are interesting. Sri Lanka has been embroiled in a bitter and destructive civil war for 19 years. The rebel Liberation Tigers of Tamil Eelam (LTTE), a Tamil separatist insurgency, has at times in the last decade controlled as much as 15 percent of Sri Lanka’s total land mass. Additionally, with relative impunity, the LTTE has been able to assassinate prime ministers, bomb presidents, kill off rival Tamils, and last year even wreak destruction at the nation’s civil aviation terminal and main air force base. But, as unable as the Sinhala-dominated governments of Sri Lanka have been to put down the LTTE rebellion, so the nation-state has remained merely weak, never close to failure. For 80 percent of Sri Lankans, the government performs reasonably well. Since the early 1990s, too, Sri Lanka has exhibited robust levels of economic performance. The authority of successive governments, even before the recent ceasefire, extended securely to the Sinhala-speaking 80 percent of the

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country, and the regime recaptured some of the contested Tamil areas. Before the truce, road maintenance, educational and medical services, and the other necessary political goods continued to be delivered despite the civil war, to some limited degree even into the war-torn parts of the country. For all of these reasons, despite a consuming internal conflict founded on majority-minority discrimination and deprivation and on ethnic and religious differences, Sri Lanka has successfully escaped failure.

What does it take to drive a failing state into collapse?

Indonesia is another example of weakness avoiding failure despite widespread insecurity. As the world's largest Muslim nation, its far-flung archipelago harbors the separatist wars of Aceh in the west and Papua (Irian Jaya) in the east, plus Muslim-Christian conflict in Ambon and the Mulukus, Muslim-Christian hostility in Sulawesi, and ethnic xenophobic outbursts in West Kalimantan. Given all of these conflictual

situations, none of which have become less bitter since the end of Suharto's dictatorship, suggesting that Indonesia is approaching failure is easy. Yet, as one argument goes, only the insurgents in Aceh and Papua want to secede from the state; and, even in Aceh, official troops have the upper hand. Elsewhere, hostilities are intercommunal and not directed against the government or the state. Unlike the low-level war in Aceh, they do not threaten the integrity and resources of the state. Overall, most of Indonesia is still secure and is "glued" together well by an abiding sense of nationalism. The government still projects power and authority. Despite dangerous economic and other vicissitudes in the post-Suharto era, the state provides most of the other necessary political goods and remains legitimate. Indonesia need not be classified as anything other than a weak state, but the government's performance and provision of security should be monitored closely.

What about Colombia? An otherwise well-endowed, prosperous, and stable state has the second-highest murder rate per capita in the world, its politicians and businessmen wear flak jackets and travel with armed guards, and three private armies control relatively large chunks of its territory with impunity. The official defense and political establishment has effectively ceded authority in those zones to the insurgencies and to drug traffickers. Again, why should Colombia not be ranked as a failed state? Although it could deteriorate into further failure, at present the Colombian government still performs for the 70 percent of the nation that remains under official authority. It provides political goods, even some improving security, for the large part of the state under official authority. When and if the government of Colombia can reassert itself into the disputed zones and further reduce drug trafficking, the

power of the state will grow and a weak, endangered state such as Colombia can move away from possible failure toward the stronger side of the equation.

Zimbabwe is an example of a once unquestionably strong African state—indeed, one of the strongest—that has fallen rapidly through weakness to the very edge of failure. All that Zimbabwe lacks in order to join the ranks of failed states is a widespread internal insurgent movement directed at the government, which could still emerge. Meanwhile, per capita GDP has receded by 10 percent annually for two years. During the same period, inflation has galloped from 30 percent to 116 percent. The local currency has fallen against the U.S. dollar from 38:1 to 400:1. Foreign and domestic investment have largely ceased. Health and educational services are almost nonexistent and shrinking further. Road maintenance and telephone service are obviously suffering. Judicial independence survives, but barely, and not in critical political cases. The state has also been preying on its own citizens for at least two years. Corruption is blatant and very much dominated by the avaricious ruling elite. Zimbabwe is an example of a state that, like Sierra Leone and the DRC at earlier moments in history, has been driven into failure by human agency.

Indonesia, Colombia, Sri Lanka, and Zimbabwe are but four among a large number of nation-states (two dozen by a recent count) that contain serious elements of failure but will probably avoid failure, especially if they receive sufficient outside assistance. They belong to a category of state that is designated weak but that encompasses and spreads into the category of failing—the precursor to true failure. Haiti, Chad, and Kyrgyzstan, from three continents, are representative examples of perpetual weakness. Argentina has recently joined an analogous rank; Russia was once a candidate. Fiji, the Solomon Islands, Tajikistan, Lebanon, Nigeria, Niger, and Burkina Faso remain vulnerable to further deterioration. Even Kenya is a weak state with some potential for definitive failure if ethnic disparities and ambitions provoke civil strife.

The list of states in weakness is longer and hardly static. Some of the potentially stronger states move in and out of weakness and nearer or farther from failure. Others are foreordained weak. Particular decisions by ruling groups would be needed to destabilize members of this second group further and drive them into failure.

The Hand of Man

State failure is man-made, not merely accidental nor—fundamentally—caused geographically, environmentally, or externally. Leadership decisions and leadership failures have destroyed states and continue to weaken the fragile polities that operate on the cusp of failure. Mobutu's kleptocratic rule

extracted the marrow of Zaire/DRC and left nothing for his national dependents. Much of the resource wealth of that vast country ended up in Mobutu's or his cronies' pockets. During four decades, hardly any money was devoted to uplifting the Congolese people, improving their welfare, building infrastructures, or even providing more than rudimentary security. Mobutu's government performed only for Mobutu, not for Zaire/DRC.

Likewise, oil-rich Angola continues to fail because of three decades of war, but also because President Eduardo dos Santos and his associates have refused to let the Angolan government deliver more than basic services within the large zone that they control. Stevens (1967–1985) decapitated the Sierra Leonean state in order to strengthen his own power amid growing chaos. Sierra Leone has not yet recovered from Stevens's depredations. Nor has Liberia been resuscitated in the aftermath of the slashing neglect and unabashed greed of Samuel Doe, Prince Johnson, and Charles Taylor. In Somalia, Mohammed Siad Barre arrogated more and more power and privilege to himself and his clan. Finally, nothing was left for the other pretenders to power. The Somali state was gutted, the abilities of the Somali government to provide political goods endlessly compromised, and the descent into failure and then full collapse followed.

President Robert Gabriel Mugabe has personally led Zimbabwe from strength to the precipice of failure. His high-handed and seriously corrupt rule bled the resources of the state into his own pocket, squandered foreign exchange, discouraged domestic and international investment, subverted the courts, and this year drove his country to the very brink of starvation. In Sri Lanka, Solomon and Sirimavo Bandaranaike, one after the other, drove the LTTE into reactive combat by abrogating minority rights and vitiating the social contract on which the country called Ceylon had been created. In Afghanistan, Gulbuddin Hakmatyar and Burrhan ul-Din Rabani tried to prevent Afghans other than their fellow Pushtun and Tajik nationals from sharing the perquisites of governance; their narrowly focused, self-enriching decisions enabled the Taliban to triumph and Afghanistan to become a safe harbor for terrorists.

Preventing State Failure

Strengthening weak states against failure is far easier than reviving them after they have definitively failed or collapsed. As the problem of contemporary Afghanistan shows, reconstruction is very long, very expensive, and hardly a smooth process. Creating security and a security force from scratch, amid bitter memories, is the immediate need. Then comes the re-creation of an administrative structure—primarily re-creating a bureaucracy and finding the

funds with which to pay the erstwhile bureaucrats and policemen. A judicial method is required, which means the establishment or reestablishment of a legitimate legal code and system; the training of judges, prosecutors, and defenders (as attempted recently in East Timor); and the opening of courtrooms and offices. Restarting the schools, employing teachers, refurbishing and re-equipping hospitals, building roads, and even gathering statistics—all of these fundamental chores take time, large sums of money (especially in war-shattered Afghanistan), and meticulous oversight in postconflict nations with overstretched human resources. Elections need not be an early priority, but constitutions must be written eventually and elections held in order to encourage participatory democracy.

Strengthening states prone to failure before they fail is prudent policy and contributes significantly to world order and to minimizing combat, casualties, refugees, and displaced persons. Doing so is far less expensive than reconstructing states after failure. Strengthening weak states also has the potential to eliminate the authority and power vacuums within which terror thrives.

From a policy perspective, however, these are obvious nostrums. The mechanisms for amelioration are also more obvious than obscure. In order to encourage responsible leadership and good governance, financial assistance from international lending agencies and bilateral donors must be designed to reinforce positive leadership only. Outside support should be conditional on monetary and fiscal streamlining, renewed attention to good governance, reforms of land tenure systems, and strict adherence to the rule of law. External assistance to create in-country jobs by reducing external tariff barriers (e.g., on textiles) and by supporting vital foreign direct investment is critical. So is support for innovations that can reduce importation and exportation transport expenditures for the weak nations, improve telephone and power systems through privatization, open predominantly closed economies in general, create new incentives for agricultural productivity, and bolster existing security forces through training and equipment.

All these ingredients of a successful strengthening process are necessary. The developed world can apply tough love and assist the developing and more vulnerable world to help itself in many more similarly targeted ways. In addition to the significant amounts of cash (grants are preferred over loans) that must be transferred to help the poorer nations help themselves, however, the critical ingredient is sustained interest and sustained assistance over the very long run. Nothing enduring can be accomplished instantaneously.

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neously. If the world order wants to dry up the reservoirs of terror, as well as do good more broadly, it must commit itself and its powers to a campaign of decades, not months. The refurbishment and revitalization of Afghanistan will take much more than the \$4.7 billion pledged and the many years that Secretary of State Colin L. Powell has warned the U.S. people will be necessary to make Afghanistan a self-sufficient state. Strengthening Indonesia, for example, would take a concerted effort for decades. So would strengthening any of the dangerous and needy candidates in Africa or in Central Asia.

Preventing state failure is imperative, difficult, and costly. Yet, doing so is profoundly in the interest not only of the inhabitants of the most deprived and ill-governed states of the world, but also of world peace.

Satisfying such lofty goals, however—making the world much safer by strengthening weak states against failure—is dependent on the political will of the wealthy big-power arbiters of world security. Perhaps the newly aroused awareness of the dangers of terror will embolden political will in the United States, Europe, and Japan. Otherwise, the common ingredients of zero-sum leadership; ethnic, linguistic, and religious antagonisms and fears; chauvinistic ambition; economic insufficiency; and inherited fragility will continue to propel nation-states from weakness toward failure. In turn, that failure will be costly in terms of humanitarian relief and postconflict reconstruction. Ethnic cleansing episodes will recur, as will famines, and in the thin and hospitable soils of newly failed and collapsed states, terrorist groups will take root.