



Between Development and Security: The European Union, Governance and Fragile States

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Overview

- Introduction
- What is a fragile state?
- Which lessons have been learnt on fragile states?
- How does the EU approach fragile states?
- What is the EU's position on governance in the developing world?
- What types of intervention strategies has the EU adopted vis-à-vis fragile states?
- Conclusion

Introduction

- EU (=Commission + member-states) currently biggest donor of aid
- Governance: the way a country is being governed under the influence of a variety of actors public, private, civil society)
- Fragile state: ‘underperforming’ developing country experiencing a crisis or conflict situation
- EU interest in fragile states driven by security agenda (European Security Strategy of 2003)

Introduction

- ‘Lessons learnt’ on fragile states (World Bank, IEG, OECD): desirability of political economy and conflict analysis
- EU approach to fragile states reflects a technocratic view of governance
 - Focus on public sector reform & public finance
 - Focus on procedural efficiency of the state

What is a fragile state?

- Three types of definitions (Cammack et al. 2006)
 - Focusing on state functions: fragile states lack capacity or will to perform functions
 - Focusing on state outputs: fragile states lead to various problems
 - Focusing on donor relationships: fragile states cause difficulties in bilateral relations
- OECD: stress on functions
- World Bank: stress on (1) weak institutions that reduce state capacity; (2) risk of conflict and instability

Which lessons have been learnt on fragile states?

- OECD: state fragility is a ‘spectrum’
- OECD/WB: need for context-specific action, requiring understanding of local dynamics → no ‘one-size-fits-all’ approach
- IEG: need for internalisation of political analysis

How does the EU approach fragile states?

- State failure seen as key threat (European Security Strategy 2003)
- State fragility understood in reference to:
'weak or failing structures and to situations where the social contract is broken due to the State's incapacity or unwillingness to deal with its basic functions, meet its obligations and responsibilities regarding the rule of law, protection of human rights and fundamental freedoms, security and safety of its population, poverty reduction, service delivery, the transparent and equitable management of resources and access to power'
- EU approach of preventing and responding to fragility:
 1. Democratic governance
 2. Support of state capabilities

How does the EU approach fragile states?

3. Gender equality
 4. Improvement of governance assessment
 5. Early warning mechanisms
 6. Strengthening of CSP as preferred framework
 7. Strengthening of allocation criteria
 8. Integration of governance into LRRD framework
 9. Use of Code of Conduct on Complementarity and Division of Labour to channel more funds to potential aid orphans
- Conclusion: EU focuses on reaching consensus among member-states

What is the EU's position on governance in the developing world?

- CSP to include analysis of political situation in the 'fragile state' → factors as:
 - Obstacles for human rights protection
 - Observance of democratic principles
 - Organisation of government
 - Evidence of state fragility
- EU's Governance Profile:
 - programming tool for identifying weaknesses
 - 9 indicators, but not legitimacy of institutions and delivery of key public services
 - Bias toward procedural efficiency of the state instead of democratic plurality (Youngs 2008)

What types of intervention strategies has the EU adopted vis-à-vis fragile states?

- Paper looks at CSPs for Afghanistan, Burundi, Guinea-Bissau, Sierra Leone and Timor-Leste
- Gap between political analysis in CSPs and measures adopted → dominance of
 - Public sector reform
 - Decentralisation
 - Public finance management
 - Support of electoral processes
 - Security sector reform
 - Support of justice sector
 - Support of central state organs
- EU aims to reconstruct state capacities mainly through technical and managerial measures

Conclusion

- Choice of countries reflects security considerations
- Governance dimension is prime in EU's approach to fragile states
- Insufficient attention for political-economic issues (exclusion, inequalities, state capture)
- EU's policies are preoccupied with building 'modern states' and overlook interests involved in state failure