Contents

List of Tables viii
Acknowledgments ix
List of Abbreviations xiii

1 Introduction 1

2 What’s in a Name? 11
   Failed States: The Academic Puzzle 12
      Theoretical Problems 12
      Empirical Problems 15
      Political Epithet 20
      Conclusion 24

3 History of a Concept 26
   The Context: Security after the Cold War 30
   The World of Development Assistance 36
   Intervention 43
   Fragile States 48
   Conclusion 50

4 State-building as the Solution 52
   Evolution of State-building Practice 53
   Criticism 61
   Conclusion 67
Contents

5 Building an International Apparatus for State-building 70
  A Bosnian Example 72
  Confronting International State-building Failure by Creating
    International Capacity 75
  Actionable Legitimation 78
  Policy Frameworks 82
  New Offices 85
  International Capacity for Coordination and Policy Coherence 96
  New Staff: Standing National and International Civilian Corps 104
  Budgets 108
  Conclusion 123

6 The Real Problem of Failed States 126
  Three Real Problems Posed by “Failed States” 130
    Sovereign Consent 130
    Political Will 131
    Capacity 134
    The Operational Solutions 139
    Sovereign Consent 139
    Political Will 140
    Capacity 146
    The Expectations Trap and Militarization 155
    Conclusion 163

7 Consequences 165
  Assessing Operational Consequences: A Caveat 166
    A Tale from Mali 169
    A History of Engagement 172
  Accountable and Legitimate States 174
    Crisis and Speed 176
    The Executive Branch Focus 180
    The Problem of Information 184
  Capacity and Effectiveness 186
    Constraints on Leadership and Planning 186
    Overload 194
  An Incoherent State 198
    Sectoral Fragmentation 199
    Geographical Fragmentation 206
  Conflict 210
  Conclusion 218
Contents

8 Neither Security Nor Development 221
   The Cold War Antecedents 225
   A New International Context? 231
   The Security–Development Link: Consequences 235
      The Case of Liberia and the Ebola Virus 242
      The Tragically Iconic Case of Yemen 244
   Conclusion: What Is to Be Done? 249

Bibliography 255

Index 301