



Structural data current as of March 2007.

Events analysis based on monitoring from September 2006 to February 2007

INSIDE THIS REPORT:

Structural Summary 2

Primary Drivers

Economics 3

Governance 3

Security and Crime 4

Secondary Drivers

Human Development 4

Demography 5

Environment 5

Canada & Philippines 5

6-12 month scenarios 6

Possible Entry points 6

Appendices

Maps 7

Methodology 8

Structural Data 10

Stakeholders 12

Event Graphs 14

Resources 16

Analyst:
Lindsey Higgs

Principal Investigator:
David Carment

© CIFP
Assessments expressed in this report are those of CIFP, and do not represent the views of the Canadian Government.

Not to be cited, duplicated or circulated without permission of the authors and CIFP

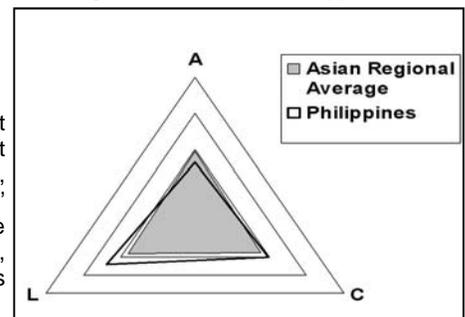
Feedback is welcome, and may be sent to

Fragile States Country Report No. 7 Philippines

Released Oct 2007

FRAGILITY IN BRIEF The Philippines is currently relatively stable, but weaknesses in the state's **Authority, Legitimacy, and Capacity** pose significant threats to long term stability. The country's exhibits weakness in **Authority** through its inability to quell the activities of armed insurgents, including Muslim and communist groups, as well as regional terrorist organizations continue to operate in the Philippines. State **Legitimacy** is strong by regional standards, but is being questioned as extrajudicial killings, primarily conducted by leftist groups, continue despite international and domestic protests. Doubts also remain about President Gloria Macapagal-Arroyo's right to govern following accusations of election rigging in May 2004. Inequality remains a major issue in the country. Although average GDP growth accelerated to almost 5% between 2001 and 2005 as a result of the resilience of the service sector, improved exports and increased agricultural output, regional disparity remains a challenge (unless otherwise stated, all figures from the World Bank). In 2005, the Philippines' GINI coefficient was 0.46, among the worst in Southeast Asia. The Philippines is active in international and regional organizations. In terms of **Capacity**, economic and human development levels, while slowly improving, lag behind some countries in the region. However, the Philippines has integrated the MDG targets into planning at all levels of government, and therefore has a reasonable chance of meeting most of their targets.

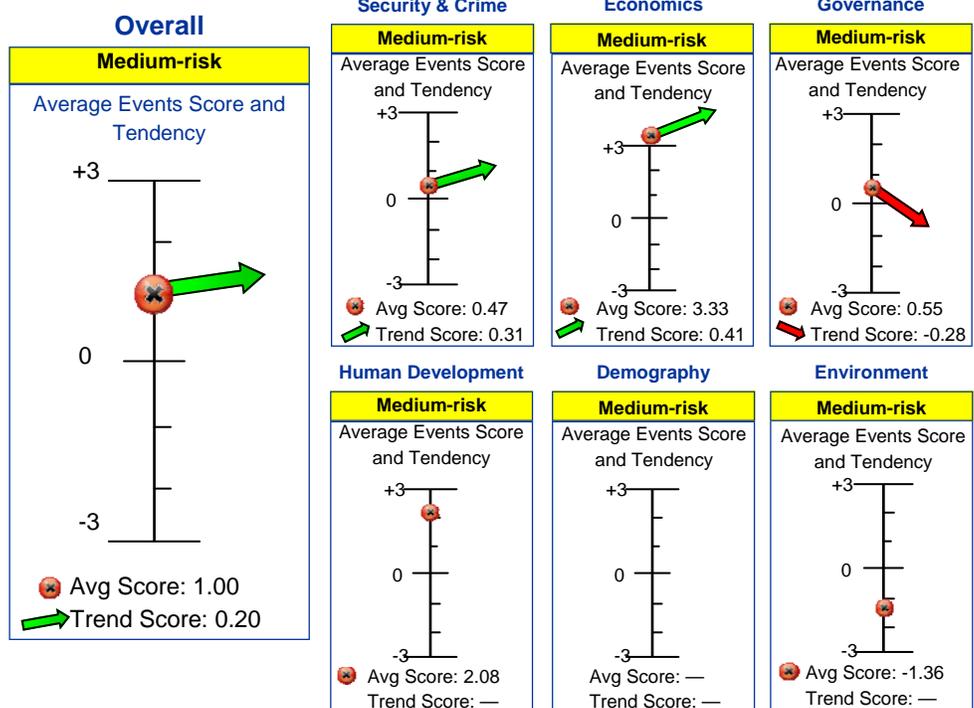
Events were moderately positive overall. Important security advances were made in combating terrorist groups. Economic events were also generally positive, with the Philippines identified as a 'top emerging market' by the ING Group. However, events related to the Philippines' governance were destabilizing overall, largely attributable to the extrajudicial killings and efforts by President Arroyo to change the constitution.



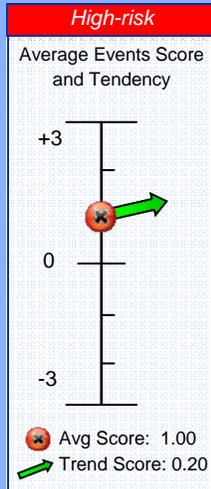
Philippines Authority (A), Legitimacy (L), and Capacity (C) Triangle

MILLENNIUM DEVELOPMENT GOALS (MDGs): LIKELIHOOD OF ATTAINMENT (UNICEF)						
Extreme Poverty and Hunger	Education	Gender Equality	Child Mortality	Maternal Mortality	HIV/AIDS & Malaria	Environmental Sustainability
Medium	Medium	High	High	Medium	High	Medium

STRUCTURAL BASELINE & EVENTS SUMMARY



SUMMARY



STRUCTURAL ANALYSIS The Philippines' structural baseline performance indicates an overall medium level of risk. Governance and Human Development are areas of relative strength, reducing the country's overall fragility score. In terms of governance, the low number of refugees hosted is a positive indicator, but corruption stands out as a high-risk factor. In terms of human development, the state is doing well in its enrolment and completion rates for primary education, as well as HIV/AIDS infection rates, estimated at less than 0.1% of the population in 2005. However, the Philippines still lacks adequate health infrastructure. The ongoing security threats and the manner in which the government responds are key areas of concern for the **Authority** and **Legitimacy** of the Arroyo government. CIFP ranks the Philippines 86 out of 193 countries for overall state fragility; it considered to be a medium risk country. The Philippines' fragility is largely driven by its poor **Authority**, ranked 36th overall, while **Legitimacy** and **Capacity** are areas of comparative strength, ranked 137th and 99th respectively.

EVENTS Events in the Philippines during the monitoring period demonstrated a tendency towards stability. Economic events were particularly positive. Reports highlighted a growing gross international reserve due to increased foreign investment and remittances from the Filipino diaspora, decreasing inflation rates, and increasing export earnings. Still, the government faced criticism over its response to the ongoing extrajudicial killings, high levels of corruption and the enforcement of human rights. The Philippines has been called the weak link the fight against terror (International Crisis Group), though the Armed Forces of the Philippines (AFP) did make some advances in combating terrorism within the country. Notably, several top leaders of the terrorist group Abu Sayyaf were arrested or killed. However, peace talks with the Moro Islamic Liberation Front experienced setbacks and remain unsettled. Peace talks with the National Democratic Front (NDF) - the umbrella organization that includes the Communist Party of the Philippines (CPP) and its armed wing the New People's Army (NPA) - have not progressed in years.

"Events in the Philippines during the monitoring period had an overall stabilizing effect on the state."

KEY ISSUES AND FACTS

Security and Crime:

- Regional terrorist organizations operate in the Philippines
- Peace talks between the government and the Moro Islamic Liberation Front are unresolved
- Extrajudicial killings threaten the peace process
- In 2006, Arroyo declared an all out war to destroy the New People's Army

Economics:

- Uneven and unequal regional economic development
- Government seeking greater foreign investment and tourism revenue
- Oligopolies dominate economy, particularly agriculture

Governance:

- Accusations of rigging the May 2004 presidential elections undermine government legitimacy
- Arroyo has met resistance to changing from a unitary presidential republic to a parliamentary system

Human Development:

- High literacy rates
- Poverty problems & regional disparity
- Active civil society
- Decline in government health spending

Environment:

- Susceptibility to natural disasters
- Human-caused degradation from high population growth rate, deforestation, air/water pollution, improper waste disposal

Demography:

- Population of over 90 million
- Population growth rate of 1.76%

PRIMARY DRIVERS

ECONOMICS

STRUCTURAL ANALYSIS GDP, FDI, and foreign aid are all low-risk indicators, as are reserve holdings and trade balance. Strong economic program for the first half of 2006 reflect changes in the government's economic reform program and increased foreign investment in the Philippines. The expanded value-added tax (VAT) generated P41.3 billion (over 900 million USD) in additional revenue for the government in the first seven months of 2006, exceeding the P37.95 billion (approximately 830 million USD) targeted for the period (Daily Inquirer). Remittances continue to be an important source of revenue for the Philippines and, according to the Central Bank of the Philippines, surged by 26.4 percent to \$1.3 billion in March from a year earlier. However, a historically low taxation rate and continuing horizontal inequality between regions nonetheless continue to perpetuate uneven development and poverty in certain regions.

EVENTS The economic outlook is largely positive for the Philippines. The country's trade deficit has been falling as a result of improved economic conditions and the government announced that it will exceed its revenue targets for 2006. In September, the inflation rate decreased to its lowest level in 27 months at 5.7%, largely due to a stronger peso and lower oil prices. Global debt watchdog Moody's upgraded the Philippines credit outlook from negative to 'stable.' The government accelerated development and promotion of alternative fuels such as bio-diesel and bio-ethanol to reduce the country's economic vulnerability to oil prices. Arroyo also made on increasing investment from China a priority.

KEY EVENTS

- Inflation rate eased to its lowest level in 27 months at 5.7 percent**
6 October 2006, Philippine Star
 Improved economic conditions can be seen across the board
- Arroyo Upbeat on Rising Peso, Says Country's Economy Set To Accelerate in 2007**
2 November 2006, Business World
 The rising peso has strengthened the economy

GOVERNANCE

STRUCTURAL ANALYSIS Governance in the Philippines presents a positive structural outlook, aside from the high levels of corruption. Transparency International ranked the Philippines 121 out of 163 countries on its 2006 Corruption Perception Index, placing it on a par with countries such as Russia and Nepal. Rule of law is also problematic; accusations of a culture of impunity and ongoing human rights abuses continue to surround the Arroyo government. However, the Philippines fares better when one considers its active participation in international political organizations. The Philippines is a founding and active member of both the UN and the Association of Southeast Asian Nations (ASEAN) and participates in a number of other regional and international organizations.

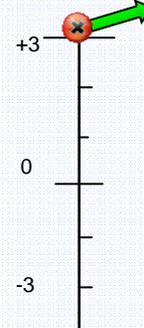
EVENTS Governance in the Philippines moderately deteriorated, largely due to criticism of Arroyos' handling of a number of extrajudicial killings; criticism also focused on the Melo Commission created to investigate these killings, which was widely seen as ineffective. Critics denounced the government's anti-terrorism legislation as broad and vague. Despite high levels of corruption, headway is being made in the Philippines with regard to increased revenue collection, decreased levels of poverty, and fewer companies bribing the government (Daily Inquirer). Arroyo's attempts to amend the 1987 Constitution, changing among other things, the current presidential republic to a unicameral parliamentary system drew fire from the sectors of the public and government officials, who saw this an attempt to maintain a hold on power.

KEY EVENTS

- Critics Say Melo Commission on Extrajudicial Killings 'Toothless'**
1 September 2006, Daily Inquirer
 Widespread dissatisfaction with the governments response to the political killings
- Philippines Making Headway in Fight Against Corruption**
27 September 2006, Daily Inquirer
 Corruption plagues Filipino government and society
- Philippines President Arroyo Approval Rating Rises**
13 October 2006, AFP
 37% of the people surveyed expressed satisfaction with the president, compared with 34% in June 2006

Medium-risk

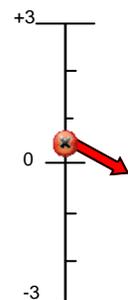
Average Events Score and Tendency



Avg Score: 3.33
Trend Score: 0.41

Medium-risk

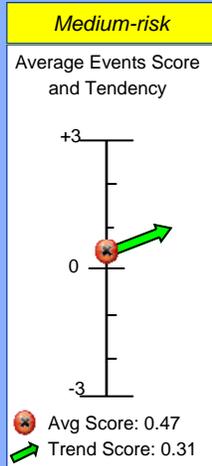
Average Events Score and Tendency



Avg Score: 0.55
Trend Score: -0.28

PRIMARY DRIVERS

SECURITY AND CRIME

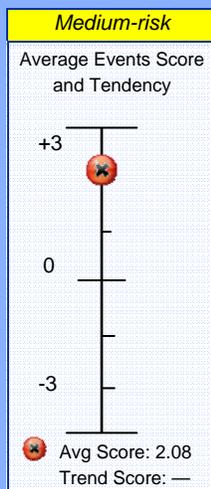


STRUCTURAL ANALYSIS Security and crime are key drivers of state fragility in the Philippines. The ongoing conflict between political and religious groups presents a serious problem; the Philippines' weak scores regarding physical integrity of human rights, the number of terrorism incidents, the and number of terrorism related fatalities are also areas of concern. These problem areas are mitigated by a number of more stabilizing factors, including a low dependence on external military support, a low risk of ethnic rebellion, and a small numbers of refugees produced. The Philippines continues to face security threats from the NPA, Muslim insurgent groups, particularly in the southern region, and Islamic terrorism organizations, such as Abu Sayyaf and Jemaah Islamiya. In August 2006, the AFP launched "Operation Ultimatum", a concerted effort to combat terrorism on Jolo Island in the South.

EVENTS In general, the Philippines' security situation showed moderate improvement. Positive events dealt mainly with the success of the AFP's 'Operation Ultimatum', with the arrest or death of a number of Abu Sayyaf and Jemaah Islamiya members. However, a controversial Philippine general, dubbed "the butcher" by opposition groups for alleged human rights abuses, has been appointed to the National Security Council, prompting protests from the opposition. Peace talks between the government and the Moro Islamic Liberation Front, ongoing since 2001, have remained largely stalled with disagreements over the ancestral land claims on the island of Mindanao. According to human rights organizations, more than 180 activists -- including journalists, human rights workers, left-wing politicians, trade unionists and lawyers -- were assassinated this year for their criticism of those in power (AFP). On a positive note, Arroyo has agreed to accept technical assistance from the US to help solve political murders.

KEY EVENTS

- **Philippines, MILF Fail To Break Deadlock in Peace Talks**
8 September 2006, AFP
Economic control of certain lands remains a contentious issue
- **Philippine Troops Capture Abu Sayyaf Gunmen**
7 September 2006, AFP
The AFP counter terrorism operations have been successful thus far
- **More than 830 political activists have been murdered throughout the country since President Arroyo came to power in 2001**
6 February 2007, AFP
Those murdered include political activists, human rights workers, trade union officials, lawyers and judges.



SECONDARY DRIVERS

HUMAN DEVELOPMENT

SUMMARY The Philippines has been making progress towards its MDG targets. On the reduction of poverty, the target is to reduce the proportion of people whose income is less than \$1 a day from 45.3% in 1991 to 22.7% in 2015. According to the latest official data from the NSCB, the proportion of the poor population had decreased to 30.4% by 2003. The country also met its targets in increasing the proportion of households with access to safe water supply from 73% in 1990 to 80% in 2002, as well as in increasing the proportion of households with sanitary toilet facilities from 68% in 1990 to 86% in 2002 (NSCB). Primary enrolment and completion rates are high, with 95% of boys and 93% of girls enrolled in primary school, with an overall completion rate of 97% (UNESCO). However, inadequate health infrastructure remains a challenge and is exacerbated by frequent natural disasters.

SECONDARY DRIVERS

DEMOGRAPHY

SUMMARY The Philippines has a population of over 91 million, and grew at a rate of 1.75% in 2005. This high growth rate puts a strain on physical and social infrastructure and contributes to high rates of poverty. Population density is also a major problem. Approximately 35% of the population is 14 years of age and under; though this percentage has gradually decreased over the last two decades, it nonetheless continues to represent a significant youth bulge. A tenth of the population leaves the country to seek work abroad; the high rate of emigration underlines the limited number of economic opportunities available to Filipinos; notwithstanding the substantial flow of remittances that it creates, it is still an area of concern. Christian Malays constitute a strong majority (91.5 %) of the total population; Muslim Malays (4 %), Chinese (1.5 %) and others (3%) constitute the remainder. Over 80% of the population is Roman Catholic, with Muslims (5%) constituting the next largest religious group. (U.S. Library of Congress). Population diversity is considered a low-risk indicator. The Philippines is rapidly becoming urbanized; it is estimated that the urban population will make up 61% of the population by 2010. Rapid urbanization, fuelled by the high poverty rates, contributes to increased housing, employment, health, and crime challenges, as well as widespread environmental degradation.

ENVIRONMENT

SUMMARY The Philippines is prone to natural disasters, including landslides, typhoons, floods, earthquakes, and tsunamis. The country is located in a particularly active volcanic region known as the 'Pacific Ring of Fire.' Internal displacement as a result of natural disasters is quite common, and mudslides in December 2006 resulted in more than 1000 people dead or missing, with one million otherwise affected. The Philippines is rich in natural resources, but natural disasters and human-caused degradation are taking their toll. While the Philippines increased the share of forest land from 20.5% in 1990 to 23.9% in 2003, other countries it still lags behind other countries in the region: 58% for Indonesia, 52.9% for Cambodia, and 58.7% for Malaysia (NSCB). Still, the government has attempted to decrease oil dependence and signed an alternative energy agreement as part of that effort.

CANADA AND THE PHILIPPINES

CANADIAN CONTRIBUTIONS

- **Promoting Rural Industries, Market Enhancement**
Project Duration: 2005-2009; \$4.9 million.
Support the establishment of 50 micro-enterprises and strengthen three commodity-specific industries
- **Business Advisory Project - Phase II**
Project Duration: 2003-2009; \$5 million
Increase the operating effectiveness of small and medium enterprises (SMEs) through the use of short-term business advisory services.
- **Justice Reform Initiatives Support**
Project Duration: 2003-2008; \$7 million
Support the implementation of the Supreme Court's Action Program for Judicial Reform (APJR) and its Supplement.
- **Local Governance Support Program in Mindanao**
Project Duration: 2002-2009; \$17.8 million
Enhance local governance capacity with respect to leadership, management, service delivery, resource generation, and peace building.

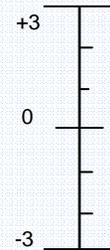
(Data from CIDA, 2007)

LINKS

- **Canadian exports to the Philippines (2006):**
CAD 402 million, mainly wood, wood articles, cereals, ores, slag, ash (Industry Canada)
- **Canadian imports from the Philippines (2006):**
CAD 990 million, mainly electrical machinery and parts (Industry Canada)
- **Bilateral trade as percentage of total Canadian trade (2006):** 0.09% in 2006 (Statistics Canada)
- **Total Remittances from Canada (2006):** Filipino workers in Canada sent home a record C\$335 million in the first nine months of 2006. The amount was up by 225 percent compared to the C\$102.8 million they remitted in the same period in 2005 (Asia Pacific Post)
- **Filipino Diaspora in Canada (2001):** 327, 550 of ethnic origin out of a total of 29,639,035 (Statistics Canada). 3rd largest source of and permanent residents in Canada in 2006 (Citizenship and Immigration Canada)

Medium-risk

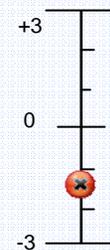
Average Events Score and Tendency



Avg Score: —
Trend Score: —

Medium-risk

Average Events Score and Tendency



Avg Score: -1.36
Trend Score: —

6—12 MONTH SCENARIOS

BASELINE LIKELY CASE *BASED ON BEST ASSUMPTIONS FOR EACH CLUSTER*

The security situation will continue to be the major source of fragility in the Philippines. Gains will be made by the AFP, with assistance from other states, in combating terrorism in the south. However, the peace talks with the Communist Party and the MILF will remain problematic, with setbacks and distrust of the government on both fronts. Economic growth will continue and this will bolster support for Arroyo's government, despite ongoing accusations of human rights abuses. Technical assistance from the US to investigate the political killings will lead to gradual progress in ending these extrajudicial killings; however, without significant will on the part of the government to translate this isolated effort into broader judicial reform, broader problems of impunity are likely to continue.

ALTERNATIVE LIKELY CASE *BASED ON VARIATION IN WEAKEST ASSUMPTION — THE OUTCOME OF PEACE TALKS*

In the case of the Philippines, the most uncertain assumption is the behaviour of the government, MILF and the NPA at ongoing peace talks, given that negotiations have largely stalled. The government and the armed forces have been quick to brand the political killings as the work of the Communist Party that is purging its members and this attitude does not bode well for the peace process. However, goodwill was expressed by the Communist Party when it ordered its armed wing to assist with disaster response after the mudslides; as a result the government and the Communist Party may re-open a peace dialogue. It is likely that talks with the MILF will deteriorate further as the MILF is already convinced that the military has been attacking its rebel positions. Such an outcome will make complicate broader efforts of government reform and poverty reduction.

BEST CASE *BASED ON ASSUMPTION THAT INTERNATIONAL ENGAGEMENT WILL HAVE A POSITIVE EFFECT ON PEACE TALKS, ANTI-TERRORISM INITIATIVES, AND HUMAN RIGHTS ENFORCEMENT*

The security climate will continue to improve, with ongoing progress against regional terrorist groups and a peace settlement with the MILF. Technical assistance from the US will lead to a comprehensive investigation of the political killings; those responsible will be brought to justice, deterring further attacks. Arroyo will not be implicated in these killings and neither will NPA leaders, paving the way for both groups to return to the table for peace talks. Economic growth and progress towards MDG targets will continue and with an improved security climate and generally positive economic and human development, more attention can be paid to regional initiatives in the poorest areas, as well as environmental protection and disaster preparedness.

WORST CASE *BASED ON ASSUMPTION THAT PEACE TALKS BREAK DOWN COMPLETELY, RESULTING IN A RETURN TO VIOLENCE*

In the worst case scenario, the deadlock over ancestral lands with the MILF and the accusations levied against the NPA for carrying out the political killings against their own members lead members of both groups to abandon negotiations and resort to increased violent attacks. The need for the AFP to deal with a surge in attacks from these two groups would limit its ability to continue counter-terrorism operations, potentially allowing Abu Sayyaf and other regional groups to regroup and strengthen their operations. Increased violence would disrupt economic activity and lead to internal displacement, possibly resulting in a harsh crackdown from the government. Innocent civilians would likely be caught up in such a campaign, worsening the Philippines' human rights record; the focus on armed conflict would significantly impede progress towards the country's MDG goals as well.

POSSIBLE POLICY ENTRY POINTS

Security & Crime:

- Support human rights training for police and the armed forces
- Support regional counter-terrorism exercises
- Support the peace process with the MILF
- Encourage a new round of peace talks with the NDF

Economics:

- Support economic development in the poorest regions

Governance:

- Advocate for a comprehensive, timely investigation into the political killings
- Support measures aimed at reducing corruption and improving accountability and transparency

Human Development:

- Support development projects in poorest regions, such as the Autonomous Region of Mindanao
- Strengthen health infrastructure and ensure adequate levels of healthcare in all provinces

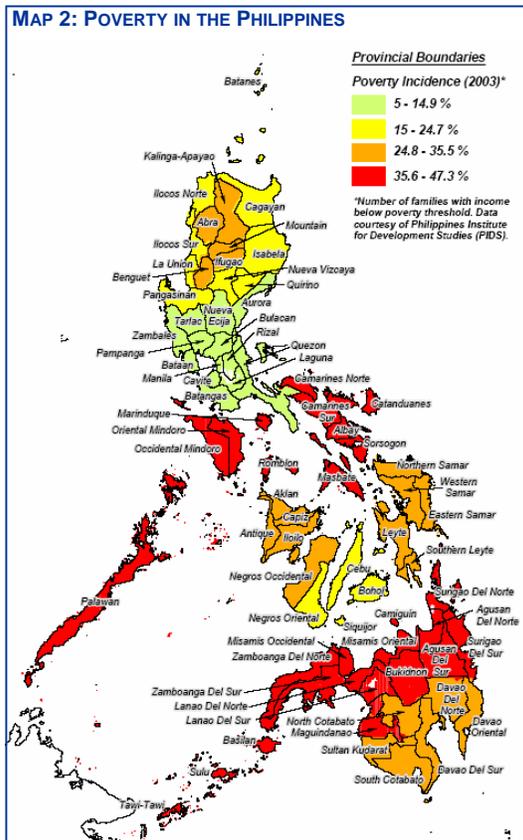
Environment:

- Provide support for disaster monitoring, preparedness, and response
- Support environmental protection education
- Support regional efforts to reduce air, water pollution and manage coastal resources
- Encourage the use of alternative, environmentally friendly energy sources

Demography:

- Seek inter-religious cooperation on projects to address environmental, economic, or human development issues
- Support urban planning to better deal with the rapidly growing urban population

MAPS



INDEX METHODOLOGY

Like its predecessor the CIFP conflict risk index, the fragility index employs a methodology of relative structural assessment. The analysis begins with a structural profile of the country, a composite index that measures overall country fragility along six dimensions or clusters: governance, economics, security, human development, demography and environment. Each of these clusters is based on a number of indicators; for example, indicators under the 'economics cluster' include economic growth, gross domestic product, inflation and unemployment, etc. The data is further analyzed to provide insight into relative state strength and weakness along three dimensions of 'stateness', namely authority, legitimacy, and capacity. This multidimensional assessment methodology is a direct response to the multi-causal nature of fragility and failure; states can weaken in any number of ways, such that any attempt to attribute fragility to a single deterministic set of causal variables inevitably remains underdetermined, capturing only a limited subset of all fragile states. Instead, CIFP adopts a more inductive approach, identifying areas of relative strength and weakness across all measures of state performance.

In ranking state performance on a given indicator, global scores are distributed across a nine-point index. The best performing state receives a score of one, the worst a score of nine, and the rest continuously distributed between these two extremes based on relative performance. As country performance for some types of data can vary significantly from year to year – as in the case of economic shocks, natural disasters, and other externalities – averages are taken for global rank scores over a five-year time frame. Once all indicators have been indexed using this method, the results for a given country are then averaged in each fragility cluster to produce the final scores for the country.

In general, a high score – 6.5 or higher – indicates that a country is performing poorly relative to other states. Such a score may be indicative of an arbitrary and autocratic government, a history of non-transparent government, the presence of significant barriers to political participation, the absence of a consistently enforced legal framework, or a poor human rights record.

Score	Description
1-3.5	Country performing well relative to others
3.5-6.5	Country performing at or around the median
6.5+	Country performing poorly relative to others

A low score – in the range of 1 to 3.5 – indicates that a country is performing well relative to others, or that a country's structural conditions present little cause for concern. Values in the moderate 3.5 to 6.5 range indicate performance approaching the global mean.

EVENTS MONITORING METHODOLOGY

SUMMARY

The purpose of CIFP event monitoring is to observe and report on events within a country to better understand the dynamic trends affecting democratic processes and governance in the country. This data, when combined with structural data, provides a more comprehensive analysis of both the underlying conditions and recent developments, thereby informing a more nuanced and ultimately policy-relevant analysis.

In CIFP event monitoring methodology, events are all coded using a number of criteria. First, each event is assigned to the specific cluster area to which it is *most directly* related, either governance, economics, security and crime, human development, demography, or environment. Second, the event is coded as being either stabilizing or destabilizing to the state. The event score is then determined by answering the following three questions:

1. How direct is the impact of the event on state stability?
2. How broad is the impact of the event?
3. How intense is the event, in comparison with past events in the country?

Each question is answered quantitatively using a three-point scale.

EVENTS MONITORING METHODOLOGY

COMPONENTS OF THE COMPOSITE EVENT SCORE

CAUSAL RELEVANCE

1. Event is relevant, but with no clearly delineable direct causal linkage to state stability or fragility (e.g. an announcement of funding, or an international soccer friendly).
2. Event is relevant, with a delineable, though indirect causal linkage to state stability or fragility (e.g. New legislation enhancing minority rights is passed, or a bomb detonates within an ethnically divided region).
3. Event is relevant with a delineable and direct causal linkage to state fragility (e.g. Declaration of a ceasefire or the assassination of a government minister.)

CENTRALITY

1. Event affects less than 25% of political stakeholders.
2. Event affects 25% - 75% of political stakeholders.
3. Event affects more than 75% of political stakeholders.

INTENSITY/ESCALATION

1. Event is comparable to others experienced in the state in the previous six months.
2. Event is more intense than others experienced in the state in the previous six months.
3. Event is more intense than others experienced in the state in the previous five years.

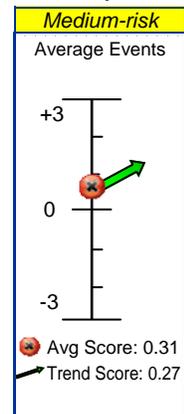
STAKEHOLDERS

As part of the initial country profile, the analyst compiles a list of stakeholders. Stakeholders are those individuals or groups that possess an identifiable, broadly similar political agenda and either have an effect on or are affected by state stability or fragility. They often have an organizational structure in addition to sufficient resources to pursue explicitly or implicitly articulated goals.

EVENT ANALYSIS

The analysis occurs in both aggregate (all events) and disaggregate (events analysed by cluster) by using quantitative data in two ways. First, **summary statistics** provide the analyst with an overview of the average event scores. Positive average event scores are indicative of an environment that experiences more or more significant positive events than negative events. Negative average scores indicate the opposite.

Example Summary Graph



Tendency Key	Negative Slope	Status quo Slope	Positive Slope
OLS Slope value	Below -0.1	Between -.1 and .1	Above +0.1
Symbol			

The second avenue of analysis is via **regression lines** to observe whether the events demonstrate any positive or negative tendency over time (left).

These two types of information — average event score and event tendency — are combined into a single graph (see right). The graph may be thought of as analogous to a thermometer and

barometer. The risk score given at the top of the graph — color-coded as green, yellow, or red — is based upon the structural analysis for a given cluster. The colour indicates the relative level of risk in the cluster, and may be thought of as the “thermometer,” providing an indication of the overall risk in the country. The arrow and bar below may be thought of as the “barometer”, providing both the average event score and the event tendency, which are akin to the level and direction of barometric pressure, respectively.

SCENARIO GENERATION

The report includes scenarios for the country’s fragility over the short term, normally 6-18 months. Normally, the analysis includes four scenarios: a baseline case, an alternative case, a best-case, and a worst-case. Each is based on an analysis of overall and cluster summary statistics and trends, as well as stakeholder interests. The best-case identifies the most positive outcome possible (most conducive to stable democratic governance and poverty reduction) in the near future. Conversely, the worst-case scenario identifies the opposite. These two scenarios are intended to highlight different facets of the situation for the reader, by considering the strongest trends among stabilizing and destabilizing events, drawing attention both to dominant threats and potential points of entry. Finally, the baseline and alternative scenarios extrapolate future tendencies based on analysts best assumptions for the state, again combined with likely stakeholder interaction. Dominant trends—those most likely to continue in each of the 6 dimensions of fragility over the next six to eighteen months—become underlying assumptions. These are then combined to form an overall portrait of the country for the near term, providing a baseline “likely” scenario. The alternative case simply considers what would happen if the weakest of these assumptions did not hold, thereby giving some indication of the scenarios’ robustness. Taken together, the scenarios define both the probable and potential developments in the country over the near term. Such insights may inform contingency policy planning processes, and provide some basis for benchmarks with which to evaluate the success of initiatives intended to improve state fragility.

STRUCTURAL DATA (SOURCE AND SCALE OF RAW DATA IN PARENTHESES)	Cluster avg.	Fragility index score	Fragility index rank	Raw Data -- Five year avg	Last Year of Data	Trend Score
1. Governance	4.25					
Freedom of the Press (FH, index, 0-100)		4.0	116	33.8	2006	neg
Gov't Effectiveness (WB Governance Matters, index, Deviation from mean)		4.6	110	-0.1	2005	*
Level of Corruption (TI, index, 0-10)		7.1	52	2.5	2006	s.q.
Level of Democracy (Polity IV, index, (-10 - 10))		4.1	98	8.0	2004	s.q.
Level of participation in international political organizations (CIFP)		2.5	140	4.7	2005	*
Percentage of Female Parliamentarians, index, (WB WDI)		3.8	125	16.1	2005	s.q.
Permanence of Regime Type (Polity IV, years since regime change)		4.2	96	15.0	2004	s.q.
Refugees hosted (UNHCR, total)		2.0	132	112.2	2005	s.q.
Restrictions on Civil Liberties (FH, index, 1-7)		4.1	95	3.0	2005	s.q.
Restrictions on Political Rights (FH, index, 1-7)		3.6	110	2.2	2005	neg
Rule of Law (WB GM, Deviation from mean)		6.1	70	-0.6	2005	*
Voice and Accountability in Decision-making (WB GM, Dev. from mean)		4.8	104	0.1	2005	*
2. Economics	5.19					
Economic growth — Percentage of GDP (WB WDI)		4.4	115	4.4	2005	s.q.
Economic Size — Relative (WB WDI, GDP per capita, constant)		5.9	68	1053.6	2005	s.q.
Economic Size — Total (WB WD, GDP, constant 2000 US\$)		2.9	138	8.45E+10	2005	pos
External Debt — percentage of GNI (WB WDI)		6.9	36	73.1	2004	*
FDI — percentage of GDP (WB WDI)		3.2	128	1.3	2004	s.q.
Foreign Aid — percent of Central Government Expenditures (WB WDI)		..	..	..	..	..
Foreign Aid — Total per capita (WB WDI)		2.8	135	7.4	2004	s.q.
Inequality — GINI Coefficient (WB WDI)		7.1	29	46.1	2003	*
Inflation (WB WDI)		6.0	52	5.4	2005	s.q.
Informal Economy — Black Market (Heritage Fund, Index, 1-5)		5.2	44	4.0	2006	s.q.
Informal Economy — Ratio of PPP to GDP (WB WDI)		6.9	43	3.9	2005	pos
Infrastructure — Reliability of Electricity Supply (WB, % output lost)		5.0	65	13.2	2003	pos
Infrastructure — Telephone mainlines per 1000 inhabitants (WB)		6.5	61	41.8	2004	s.q.
Infrastructure — Internet Usage per 1000 inhabitants (WB)		5.2	89	38.9	2004	s.q.
Investment Climate — Contract Regulation (Heritage Foundation,		4.9	20	4.0	2006	s.q.
Level of participation in international economic organizations		8.0	24	2.0	2005	*
Paying Taxes (WB Doing Business, global rank)		5.5	77	101.0	2006	*
Regulatory Quality (WB GM, deviation from mean)		4.7	104	0.0	2005	*
Remittances Received — percentage of GDP (WB)		7.9	20	0.1	2004	neg
Reserve Holdings — Total (WB)		2.6	140	1.68E+10	2005	s.q.
Trade Balance — percentage of GDP (WB)		2.8	123	4.0	2004	s.q.
Trade Openness — percentage of GDP (WB)		3.5	117	99.5	2005	s.q.
Unemployment — Total (WB)		..	..	..	..	..
Percentage of Women in the Labour Force (WB)		6.3	61	39.1	2005	s.q.
3. Security & Crime	6.28					
Conflict intensity (Uppasala PRIO, number of conflict-related deaths)		8.6	7	600.8	2005	*
Dependence on External Military Support (FFP, Index, 1-10)		4.3	79	5.5	2006	*
Human Rights — Empowerment (CIRI, Index, 0-10)		4.0	137	8.4	2004	s.q.
Human Rights — Physical Integrity (CIRI, Index, 0-8)		8.6	12	1.4	2004	s.q.
Military Expenditure — percentage of GDP (WDI)		1.5	98	1.0	2005	s.q.
Political Stability (WB GM, deviation from mean)		7.5	35	-1.1	2005	*
Refugees Produced (WB, total)		5.8	59	27480.6	2004	pos
Risk of ethnic Rebellion (CIFP, based on MaR dataset)		5.3	53	3.8	2005	*
Terrorism -- Number of fatalities (US NCTC, number of fatalities)		8.7	8	194.5	2005	*
Terrorism -- Number of Incidents (US NCTC, number of incidents)		8.5	10	98.0	2005	*

STRUCTURAL DATA (CONT'D)

4. Human Development		4.32				
Access to Improved Water (WB, percent of the population)	5.6	75	85.0	2004	*	
Access to Sanitation (WB, percent of the population)	5.0	83	72.0	2004	*	
Education — Primary Completion — female (WB, percent)	2.2	130	103.0	2004	*	
Education — Primary Completion — total (WB, percent)	3.3	104	99.1	2004	*	
Education — Primary Enrolment — total (WB, percent)	3.3	104	99.1	2004	*	
Education — Primary Enrolment — Ratio Female to Male (WB)	4.0	103	99.0	2004	*	
Food Security — Aid as percentage of total consumption (FAO STAT)	5.0	64	0.8	2001	*	
Gender Empowerment Measure (UNDP, index, 0-1)	5.8	31	0.5	2004	*	
Gender-related Development Index (UNDP, index, 0-1)	4.6	87	0.8	2004	s.q.	
Health Infrastructure — Expenditures as a percentage of GDP (WB)	8.3	16	3.3	2003	neg	
HIV/AIDS — New AIDS Cases Reported (UN, total)	4.7	51	41.6	2001	*	
HIV/AIDS — Percent of Adult Females Infected (WB)	2.8	86	24.3	2005	*	
HIV/AIDS — Percent of Adult population infected (WB)	1.6	118	0.1	2005	*	
Human Development Index (UNDP, index 0-1)	4.7	95	0.8	2004	s.q.	
Infant Mortality (WB, per 1000 live births)	5.1	90	28.0	2004	*	
Literacy (WB, percent of population age 15 and above)	3.7	77	92.6	2004	*	
Literacy — female (WB, percent of female population age 15 and above)	3.5	79	92.7	2004	*	
5. Demography		5.74				
Life Expectancy — Female (WB)	5.3	85	72.4	2004	*	
Life Expectancy — Total (WB)	5.0	95	70.2	2004	*	
Migration — Estimated Net Rate (UN)	7.3	40	-2.3	2005	*	
Population Density (WB, population per square km)	8.0	25	268.8	2005	neg	
Population Diversity — Ethnic (CIFP)	3.0	112	0.2	2005	*	
Population Diversity — Religious (CIFP)	4.3	94	0.3	2005	*	
Population Growth (WB, annual percent)	6.1	69	1.8	2005	s.q.	
Slum Population — proportion of population (WDI, UN)	5.9	39	0.3	2001	*	
Urban Growth Rate — Annual percent (WB)	6.8	53	3.2	2005	s.q.	
Youth Bulge — Percent aged 0-14 of total population (WB)	5.8	73	36.1	2005	s.q.	
6. Environment		5.43				
Arable/fertile land availability (WB, hectares per person)	7.2	44	0.1	2002	s.q.	
Consumption — Commercial energy consumption per capita (UN, kg of oil equivalent)	3.8	119	383.3	2003	pos	
Consumption — Use of solid fuels (UN, percent of population using)	5.7	73	47.0	2003	*	
Disaster Risk Index, (UNDP, average number of deaths per million)	8.1	20	17.5	2001	*	
Ecological Footprint — Global hectares per capita (WWF, Global Footprint Network)	3.4	104	1.0	2003	*	
Water — Annual withdrawal (FAO STAT, percent of total renewable)	5.2	75	6.0	2002	*	
Water — Available renewable per capita (FAO STAT, m ³ /inhabitants/year)	4.7	94	5940.0	2006	*	
Forest — Annual percent change in area (FAO)	8.5	10	-2.1	2005	*	
Pollution — CO ₂ emissions per capita (WB, metric tons per capita)	3.8	117	1.0	2002	s.q.	
Pollution — CO ₂ emissions per dollar PPP (WB, kg per 2000 US\$ PPP)	3.8	106	0.3	2002	s.q.	
TOTAL	5.10					

For trend scores, (s.q.) indicates continuation of status quo, (pos) indicates a positive trend toward stability, and (neg) indicates a negative trend toward fragility. (*) indicates insufficient data for calculation of trend and volatility scores.

5.6
5.0
2.2
3.3
3.3
4.0
5.0
5.8
4.6
8.3
4.7
2.8
1.6
4.7
5.1
3.7
3.5
5.3
5.0
7.3
8.0
3.0
4.3
6.1
5.9
6.8
5.8
7.2
3.8
5.7
8.1
3.4
5.2
4.7
8.5
3.8
3.8
5.10

STAKEHOLDER ANALYSIS

ARROYO GOVERNMENT

- President Gloria Macapagal-Arroyo first became president in 2001 following ousting of President Joseph Estrada, elected in 2004 with approximately 40% of the vote. She has since survived the mass defection of former allies and cabinet members, two impeachment complaints in congress and a coup plot by military renegades in February 2006. She represents the Lakas Christian Muslim Democrats.

Interests

- Maintain hold on power
- Increase economic growth
- Improve security climate by combating terrorism and insurgencies
- Reach a peace settlement with the MILF

Recent attitude and actions

- Passed anti-terrorism legislation deemed too broad and vague by critics
- Arroyo declared intention to crush Communist insurgency and leave legacy of stability
- Arroyo wanted to change the 1987 Constitution to create a unicameral parliamentary system, among other changes, but her attempts to do this through a Constituent Assembly were deemed undemocratic, although changes to the Constitution are widely supported.

OPPOSITION COALITION

- The United Opposition, or KNP is the coalition of the dominant opposition
- Fernando Poe, the KNP presidential candidate in the 2004 elections, won 36.5% of the vote.
- The leading party in the coalition is the LDP. Coalition also includes the PDP-Laban, PMP

Interests

- Consolidating electoral support
- Exposing alleged crimes of Arroyo

Recent action and attitudes

- The opposition continues to accuse Arroyo and her family of abetting corruption and election fraud
- The opposition labelled Arroyo's attempts to change the Constitution via Constituent Assembly as an effort to maintain her hold on power, and used all legal means to stop it

TERRORIST GROUPS

- Abu Sayyaf Group (ASG)
- Jemaah Islamiyah (JI)

Interests

- Create an independent Islamic state encompassing several countries in the region

Recent actions and attitudes

- A number of ASG and JI militants have been arrested or killed by the AFP as part of 'Operation Ultimatum', launched in August 2006

FILIPINO DIASPORA

- Over 8 million Filipinos live overseas and send back over \$10 billion a year, accounting for over 10% of the GDP (US Library of Congress)

Interests

- Support their families in the Philippines
- Economic and political stability in the Philippines
- Advocacy for rights of diaspora workers

Recent action and attitudes

- Thousands of Filipina maids protested in Hong Kong over a labour law proposed by the Philippines government
- The major sources of remittances in the first quarter were the United States, Canada, United Kingdom, Italy, Saudi Arabia, United Arab Emirates, Japan and Hong Kong.
- South Korea and the Philippines renewed an agreement on the employment of Filipino workers in Korea.

FILIPINO POPULATION

- Over 91 million people with over 80% of the population identifying as Roman Catholic, with 5% Muslim population

Interests

- Political stability
- Democratic government that is accountable and transparent
- Economic prosperity with reduced inequality
- Improved human development levels

Recent actions and attitudes

- Widespread protests over proposed amendments to Constitution
- Natural disasters affect millions
- Active civil society working to promote human rights, human development, re-integration of former rebels

CATHOLIC CHURCH AND ORGANIZATIONS

- Catholic Bishops Conference of the Philippines (CBCP) is very influential

Interests

- Promoting human development
- Promoting good governance
- Upholding and teaching the Catholic faith and values

Recent actions and attitudes

- Catholic Bishops mobilize resources to ensure credible elections in May 2007
- Roman Catholic bishops led several thousand anti-government activists and politicians in a peaceful protest against President Gloria Arroyo's move to amend the 1987 constitution

STAKEHOLDER ANALYSIS

INTERNATIONAL DONORS/PARTNERS

Bilateral

- US
- Japan
- Germany
- China
- UK
- Australia

Multilateral

- World Bank
- IMF
- EU
- Asian Development Bank
- UN

Interests

- Economic growth and prosperity to benefit regional economy
- Adequate security capabilities to counter insurgencies and terrorism
- Disaster preparedness and response
- Support the Philippines to meet its MDG targets

Recent action and attitudes

- Japan remains the Philippines' biggest foreign funding donor. Japanese Foreign Minister Taro Aso told the Philippines that it must improve human rights as a condition to receive more economic aid.
- Central Bank of the Philippines (BSP) is set to fully pay the country's remaining obligations to the IMF.
- International Monetary Fund (IMF) has further lowered its Philippine economic growth forecast for 2007.
- US-Philippines to begin exploratory free trade talks
- The US ambassador called on the Philippines to end extra-judicial killings following two reports implicating top military commanders

MORO ISLAMIC LIBERATION FRONT

- More militant splinter group of the Moro National Liberation Front
- The area where the group is active is called *Bangsamoro* by the MILF and it covers the southern portion of Mindanao, the Sulu Archipelago, Palawan, Basilan and the neighbouring islands
- Peace talks began in 1997

Interests

- Create an Islamic state in Muslim Mindanao

Recent actions and attitudes

- MILF Spokesman Says Moro Rebels Reject Terrorist's Call for Jihad
- MILF Muslim Group seeking support for creation of Bangsamoro judicial entity in Mindanao
- MILF has accused the armed forces of attacking their rebel positions, in violation of the ceasefire agreement
- Disagreement over substantive issues hinder progress, including the number of villages to be included in the Bangsamoro

REGIONAL STATES

- Indonesia
- Malaysia
- Taiwan
- China
- Thailand
- Australia
- Vietnam
- Cambodia

Interests

- Regional economic prosperity
- Sustainable management of shared natural resources and coordination on shared environmental problems
- Cooperation to fight regional terrorist organizations
- Political stability in the Philippines

Recent actions and attitudes

- Thailand and the Philippines sign agreement for alternative energy development
- Military pact signed with Australia
- China, Vietnam, Philippines Seek Better Emergency Management Information Systems
- Increased two-way trade between Taiwan and the Philippines
- China-Philippines hold defence consultations

NATIONAL DEMOCRATIC FRONT

- Coalition of far left leaning organizations, including the Communist Party of the Philippines (CPP) and its armed wing the New People's Army (NPA)
- Peace talks began in 1992 but were suspended by Arroyo
- The NPA has been engaged in conflict with the government since 1969, primarily in Mindanao, but in more urban areas as well

Interests

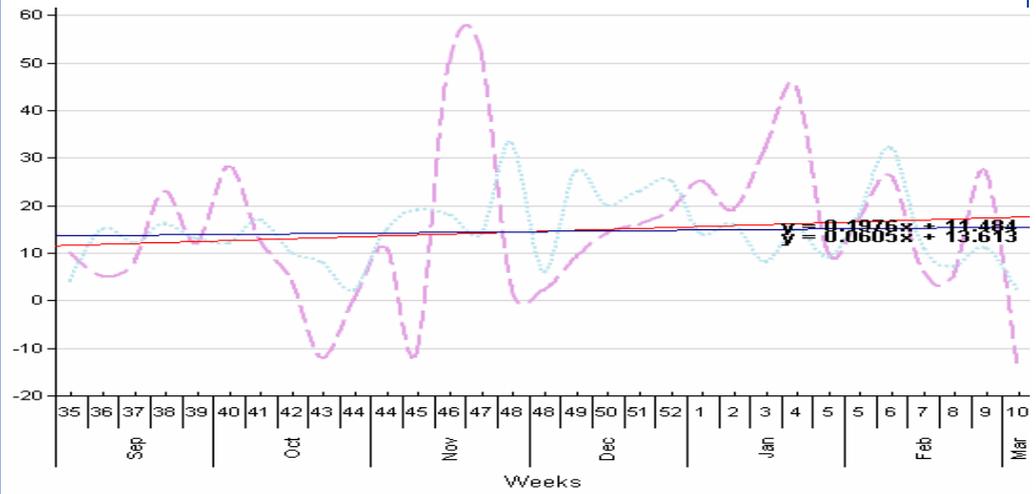
- Garner support for the revolutionary struggle
- Overthrow the current system to bring about a people's democratic republic and a democratic coalition government

Recent action and attitudes

- Ongoing clashes between NPA militants and the armed forces
- The CPP ordered its members to assist with disaster response following typhoons and mudslides

EVENT GRAPHS

TABLE 1: EVENTS CHART

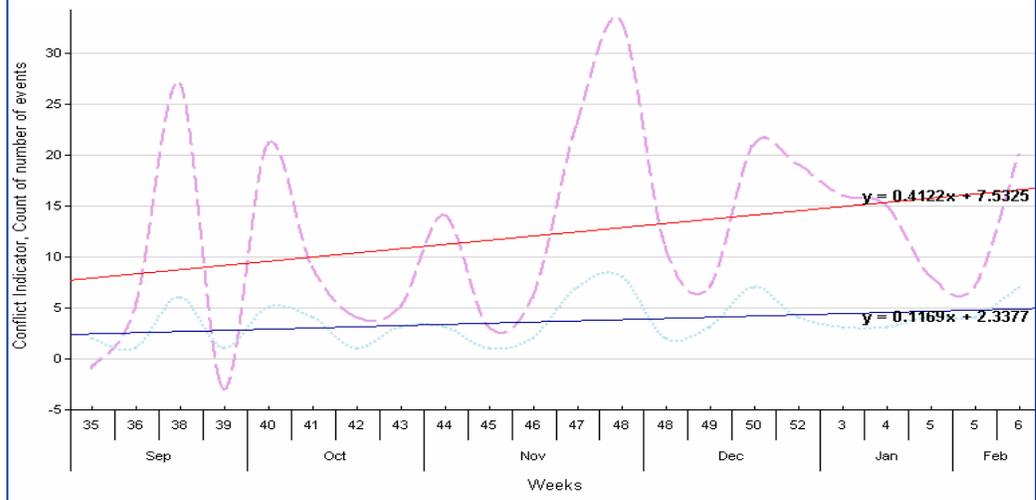


READING THE EVENTS CHART

- Red line (solid):** Trend line for events; downward slope left to right is negative
- Blue line (solid):** Trend line for number of events
- Purple line (dotted):** This indicates the sum total scores of events (positive or negative), as coded in the event monitoring process; the red trend line is derived from these values.
- Blue line (dotted):** The total number of events; the blue trend line is derived from these values

A more detailed description of the methodology is provided as an annex to this report

TABLE 2: ECONOMICS EVENTS CHART



EVENT GRAPHS

TABLE 3: GOVERNANCE EVENTS CHART

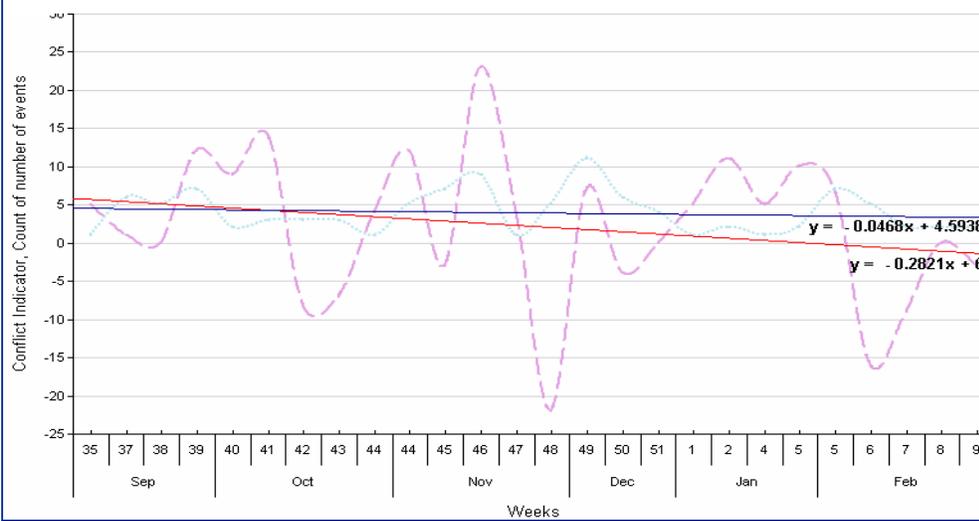
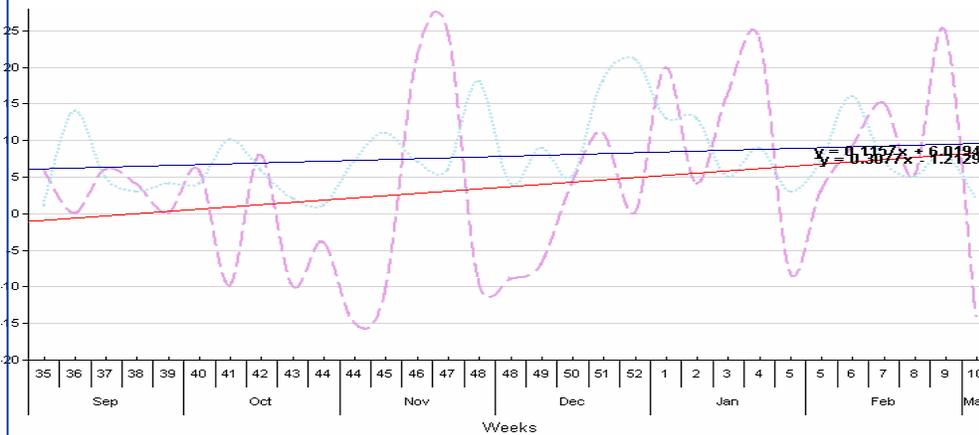


TABLE 4: SECURITY AND CRIME EVENTS CHART



RESOURCES

- Amnesty International. 2006. *Philippines: Political Killings, Human Rights, and the Peace Process*. ASA 35/006/2006.
- Asia Pacific Foundation of Canada, Canada's Merchandise Trade with Philippines. http://www.asiapacific.ca/data/trade/general_dataset1.cfm?Country=Philippines (Accessed April 25, 2007).
- Asian Pacific Post. 2007. Filipino workers in Canada sent home record amount. Asian Pacific Post, January 29. http://www.asianpacificpost.com/portal2/ff808081106561580110702962c40011_Filipino_workers_in_Canada_sent_home.do.html (Accessed 4 February 2007).
- Bello, Walden. 2005. The end of people power? *The Nation*, October 12. <http://www.thenation.com/doc/20051031/bello> (Accessed 12 May 2007).
- CIA World Factbook, Philippines. <https://www.cia.gov/library/publications/the-world-factbook/geos/rp.html> (Accessed 20 October 2006).
- CIDA. 2006. Philippines. <<http://www.acdi-cida.gc.ca/philippines-e>> (Accessed 17 November 2006).
- DFAIT. 2006. Fact Sheet –Philippines. http://geo.international.gc.ca/asia/main/country/philippines_factsheet-en.asp (Accessed 10 October 2006).
- Government of Canada. 2007. Canada and the Philippines. http://geo.international.gc.ca/asia/manila/canada_philippines/cp01-en.asp (Accessed 23 April 2007).
- Government of the Philippines. 2005. 2nd Philippine Progress Report on the Millennium Development Goals. http://www.neda.gov.ph/econreports_dbs/MDGs/default.asp (Accessed 4 March 2007).
- Inquirer.net. 2007. OFW Remittances up 26% in March. Daily Inquirer, May 16. http://business.inquirer.net/money/topstories/view_article.php?article_id=66162 (Accessed 5 May 2007).
- Marshall, Andrew. 2007. The Philippines' unending guerrilla war. TIME, January 25. <http://www.time.com/time/magazine/article/0,9171,1582112,00.html> (Accessed 14 May 2007).
- MIPT Terrorism Knowledge Base. Philippines. <http://www.tkb.org/MorePatterns.jsp?countryCd=RP&year=2006> (Accessed 23 November 2006).
- National Statistical Coordination Board. July 2006. Which provinces did best in reducing poverty? < http://www.nscb.gov.ph/headlines/StatsSpeak/100706_rav_poverty.asp> (Accessed 18 November 2006).
- ReliefWeb. 2007. Internal Displacement in the Philippines. <http://www.reliefweb.int/rw/RWB.NSF/db900SID/SKAR-6Z9GXB?OpenDocument&rc=3&cc=phl> (Accessed 15 May 2007).
- Social Watch. 2004. The MDG Campaign in Asia and the Pacific: The Philippine Experience. <http://www.un.org/dpi/ngosection/annualconfs/57/briones.pdf> (Accessed 7 April 2007).
- Transparency International, 2005 Corruption Perceptions Index. http://www.transparency.org/policy_research/surveys_indices/global/cpi (Accessed 11 January 2007).
- UN Millennium Campaign. January 2006. The Philippines on track to meet MDGs says National Statistical Coordination Board. <http://www.millenniumcampaign.org/site/apps/nl/content3.asp?c=grKVL2NLE&b=190470&ct=1935037> (Accessed 15 February 2007).
- UNESCO Institute for Statistics. 2004. Education in Philippines. http://www.uis.unesco.org/profiles/EN/EDU/countryProfile_en.aspx?code=6080 (Accessed 23 May 2007).
- US Library of Congress. March 2006. Country Profile: Philippines. <<http://lcweb2.loc.gov/frd/cs/profiles/Philippines.pdf>> (Accessed 15 October 2006).

RESOURCES

World Bank. 1999. Philippines Urban Development and Water Sector Development. <http://wbln0018.worldbank.org/External/Urban/UrbanDev.nsf/East+Asia+&+Pacific/FAD6E684A55F445E85256934000EF1BB?OpenDocument> (Accessed 8 May 2007).

STATISTICS—STRUCTURAL DATA SOURCES

CIRI. Available at: <http://ciri.binghamton.edu/>

Fund for Peace. Failed States Index. Available at: <http://www.fundforpeace.org/>

Freedom House. Available at: <http://www.freedomhouse.org/>

Heritage Foundation. Available at: <http://www.heritage.org/index/>

Polity IV. Available at: <http://www.cidcm.umd.edu/polity/>

Transparency International. Corruptions Perception Index. Available at: <http://www.transparency.org/>

United Nations Development Program (UNDP). Human Development Report. Available at: <http://hdr.undp.org/statistics/>

United Nations Common Database. Available: http://unstats.un.org/unsd/cdb/cdb_help/cdb_quick_start.asp

Uppsala/PRIO. Armed Conflicts Database. Available at: <http://www.prio.no/cscw>

US National Counterterrorism Center (NCTC). Available at: <http://www.nctc.gov/>

World Bank. World Development Indicators. Available at <http://www.worldbank.org/data/wdi>

EVENT MONITORING SOURCES

Agence France Presse	MENA (Egypt)
Antara (Indonesia)	Mindanao Examiner (Philippines)
Bernama (Malaysia)	Philippine Daily Inquirer
Business World (Philippines)	Philippine Star
Central News Agency (Taiwan)	Remate (Philippines)
Daily Tribune (Philippines)	The Sun Star (Philippines)
ITAR-TASS (Russia)	The Nation (Thailand)
Korea Herald	Xinhua (China)
Manila Bulletin	Yonhap (South Korea)
Manila Times	

ABOUT THE STATE FRAGILITY PROJECT

This project is intended to contribute to a better understanding of fragility in Zimbabwe, thereby providing support to decision-making for Canadian foreign policy and development actors in the country. The project aims to support informed, evidence-based decision making for Canadian foreign policy and development assistance related to fragile states. The report is intended to communicate the preliminary findings of the project; its findings should not be considered definitive or final.

The report is based on three elements. First, structural indicators are grouped into six clusters capturing different facets of state fragility: Security and Crime, Governance, Economics, Human Development, Environment and Demography. The structural data includes more than 80 separate structural indicators providing a detailed quantitative baseline portrait of the country.

Second, the analysis draws on event monitoring data compiled by CIFP researchers over a six month period extending from September 2006 to February 2007. Collected from a variety of web-based news aggregators, which include both international and domestic news sources, the events are evaluated and assigned quantitative scores to identify fragility trends. Third, the report includes a series of analytical exercises, including stakeholder analysis and scenario generation. This multi-source data structure enables more robust analysis than any single method of data collection and assessment.

ABOUT COUNTRY INDICATORS FOR FOREIGN POLICY

CIFP is a project located at Carleton University. Its core mandate is to develop analytical methodologies that will generate information on the key features of the political, economic, social and cultural environments of countries around the world, providing at-a-glance global overviews, issue-based perspectives and country performance measures. While the initial dataset focuses on measures of domestic armed conflict, as part of this project that database has been substantially revised to capture state fragility.

The CIFP database includes statistical data in the form of over one hundred performance indicators for 197 countries. With its focus on policy relevance, the CIFP provides a rich information resource to policy officers across all government departments. By offering a detailed assessment methodology for evaluating individual country performance, the CIFP provides guidance to program officers working in complex and fragile environments, enabling them to focus their efforts and resources on the root structural causes rather than the outward symptoms of a problem.

ABOUT FRAGILITY

CIFP employs fragility as the most effective lens through which to view state risk, broadly understood. Though the use of the concept of the concept remains controversial, when properly understood as a technical term of country analysis, it enables analysts to conduct a more thorough assessment of country risk than more specific concepts such as conflict or human development, both of which are effectively components of overall state fragility. Further, the concept allows the incorporation of environmental, demographic, political, and economic considerations, providing a more complete portrait of a state's overall risk than narrow examination of any one of those factors. In effect, the concept incorporates all such areas of study into a complete analysis of the risks present in a given state or region.

When understood in this sense, all states exhibit some elements of fragility, whether in the form of demographic stress, politicized ethnic divisions, high levels of pollution, the presence of internal conflict, or low levels of human development. Through the use of transparent and quantifiable data, CIFP strives to bring together all such phenomena into a coherent country narrative, thereby rendering the concept of fragility an objective aid to country analysis, rather than a divisive element of subjective political discourse.

Norman Paterson School
of International Affairs
Carleton University
1125 Colonel By Drive
Ottawa ON, K1S 5B6

Phone: 520-2600 ext. 6662
Fax: 613-520-2889
cifp@carleton.ca

www.carleton.ca/cifp