



CAST

Conflict Assessment
Framework Manual





The Fund for Peace is an independent, nonpartisan, 501 (c)(3) non-profit research and educational organization that works to prevent violent conflict and promote sustainable security. We promote sustainable security through research, training and education, engagement of civil society, building bridges across diverse sectors, and developing innovative technologies and tools for policy makers. A leader in the conflict assessment and early warning field, The Fund for Peace focuses on the problems of weak and failing states. Our objective is to create practical tools and approaches for conflict mitigation that are useful to decision-makers.

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The Fund for Peace
1720 I Street NW, 7
T: +1 202 223 7940
F: +1 202 223 7947
Washington, D.C. 20006
www.fundforpeace.org

CAST Conflict Assessment Manual

Introduction

Founded in 1957, The Fund for Peace (FFP) is an educational and research organization whose mission is to prevent war and alleviate the conditions that cause violent conflict. As part of this mission, FFP focuses on developing practical strategies and constructive tools for meeting security challenges stemming from weak and failing states.

One of those tools is CAST (Conflict Assessment System Tool), a methodology developed by FFP for assessing the vulnerability of states to collapse. It measures this vulnerability in pre-conflict, active conflict and post-conflict situations. The methodology uses both qualitative and quantitative indicators, relies on public source data, and produces quantifiable results. It has diverse applications for governments, international organizations, private corporations, humanitarian organizations, the military, academic scholars and the media.

Our products include trend line analyses of individual countries, political risk assessments and forecasts, evaluations of mitigating policy options, and measures of effectiveness for intervention strategies. CAST is also the basis for the annual Failed States Index, published in collaboration with Foreign Policy magazine. This index

provides a comparative profile of the risk or vulnerability to violent internal conflict globally. In this manual, we explain the rationale, premises, components and analytical perspectives of the basic methodology, which can be applied by individuals manually.

While this manual describes CAST methodology applied manually, FFP has also designed an automated version that substantially expands the volume of data that can be collected, and greatly reduces the time and labor involved in the processing of data, which is collected from 11,000 sources worldwide. CAST software also enhances the accuracy and utility of the methodology, containing functions that permit in-depth statistical comparisons of the drivers of conflicts, more precise forecasting, deeper analysis of particular indicators and measures in different environments, and other operations. The software also permits faster turn-around time and permits the use of real-time data.

FFP routinely performs customized assessments at the global, regional, national and provincial levels. FFP also provides comprehensive training on conflict assessment using the CAST framework. Please visit www.fundforpeace.org for further details.

Important Note: Though the version of CAST used by The Fragile States Index (formerly the Failed States Index) follows the same basic framework as that described in this manual, it is important to understand that the methodology described herein is intended for manual assessments, and may thus differ slightly from automated (content analysis-based) assessments. Scoring guidelines in this manual will not necessarily match the scoring and ranking system reflected in The Fragile States Index.

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Guide to the Pressures Indicators

Social, Economic, and Political Indicators

Twelve conflict risk indicators are used to measure the condition of a state at any given moment. The indicators provide a snapshot in time that can be measured against other snapshots in a time series to determine whether conditions are improving or worsening.

Below is the list of indicators with suggested measures (the data that you will be looking for) that you will use to rate each indicator. They are divided into social, economic, and political/military categories. The measures listed here are not exhaustive. You may cite others. Certain indicators draw on quantitative data (for example, Indicator #6) and others utilize qualitative data (such as Indicator #3).

Rating the Indicators

Each Indicator is rated on a 1 to 10 scale with 1 (low) being the most stable and 10 (high) being the most at-risk of collapse and violence. Think of it as trying to bring down a fever, with high being dangerous and low being acceptable.

To do the ratings, you should draw upon obvious historical examples to guide your understanding of the 1 to 10 scale. The complete inability of the Somali government to provide public services for its citizens would warrant a score of 10 for Indicator #8. Conversely, the extensive provision of health, education and other public services by the government of Sweden would produce a 1 or 2 for that same indicator. In

another example, the significant external presence of the U.S.-led coalition in Iraq or a UN peacekeeping mission would garner a score of 10 for Indicator #12.

In contrast, while Myanmar faces significant destabilizing factors captured in the other indicators, its relative isolation from the international community and external influences would produce a much lower score of 2 or 3 in Indicator #12.

It is important not to place an extreme amount of importance on small scoring differences. The larger trends and extensive data used that provide your rationale for changes will make the most valuable contribution to your expert assessment.

Social Indicators

 Demographic Pressures
DP

 Refugees and IDPs
REF

 Group Grievance
GG

 Human Flight and Brain Drain
HF

Economic Indicators

 Uneven Economic Development
UED

 Economic Decline
ECO

Political and Military Indicators

 State Legitimacy
SL

 Public Services
PS

 Human Rights and Rule of Law
HR

 Security Apparatus
SEC

 Factionalized Elites
FE

 External Intervention
EXT

1 Demographic Pressures



Demographic Pressures can include:

- Pressures deriving from high population density relative to food supply, access to safe water, and other life-sustaining resources.
- Pressures deriving from group settlement patterns that affect the freedom to participate in common forms of human and physical activity, including economic productivity, travel, social interaction, religious worship, etc.
- Pressures deriving from group settlement patterns and physical settings, including border disputes, ownership or occupancy of land, access to transportation outlets, control of religious or historical sites.
- Pressures from high population growth rates or skewed population distributions, such as a "youth or age bulge," or sharply divergent rates of population growth among competing communal groups.
- Pressures stemming from natural disasters (hurricanes, earthquakes, floods, drought, etc.) creating human suffering and deprivation.
- Pressures stemming from epidemics, such as HIV/AIDS, bird flu, SARS, and other contagious diseases.
- Pressures stemming from environmental hazards, infrastructure development that uproots communities, and industrial projects that threaten indigenous populations.

Score	Description — Key Characteristics of the Subject Environment
10	Catastrophic loss of life & injuries or massive threats to livelihood threatening large categories of the population, key population centers, or hundreds of thousands of people
9	Evidence of devastating demographic pressures seriously affecting tens of thousands of people
8	Evidence of large-scale demographic pressures seriously affecting thousands of people
7	Evidence of chronic or serious demographic pressures affecting hundreds of people
6	Evidence of chronic or serious demographic pressures greatly affecting select regions or communities
5	Evidence of chronic or serious demographic pressures moderately affecting select regions or communities
4	Evidence of episodic demographic pressures slightly affecting select regions or communities
3	Evidence of possible demographic pressures in the medium- or long-term future
2	Insignificant evidence of demographic pressures in the near, medium- or long-term future
1	Meager evidence of demographic pressures in near, medium- or long-term future
0	There are no negative demographic pressures in any region

- **Disease Control:** Is there a system for controlling spreading of diseases or pandemics?
- **Disease Epidemics:** Is there a high likelihood or existence of diseases of epidemics?
- **Environment:** Do sound environmental policies exist and are the current practices sustainable?
- **Starvation:** Is there a short-term food shortage that needs to be alleviated?
- **Malnutrition:** Are there long-term food shortages affecting health?
- **Food supply:** Is the food supply adequate to deal with potential interruption?
- **Drought:** Is there are high likelihood of droughts or is there currently a drought?
- **HIV Aids:** What is the rate of spread of HIV Aids cases—most recent and projected?
- **Land competition:** Does land competition it and are there laws to arbitrate land disputes?
- **Resources:** Does resource competition exist and are there laws to arbitrate disputes?
- **Likelihood of Natural Disasters:** Is a natural disaster likely, recurring?
- **Impact of Natural Disasters:** If a natural disaster occurs, is there an adequate response plan?
- **Deforestation:** Has deforestation taken place or are there laws to protect forests?
- **Water Supply:** Is there access to an adequate potable water supply?
- **Orphan Population:** Is there a high orphan population?
- **Population Density:** Is population density putting pressure on areas of the state?
- **Population Distribution:** Is the current and projected distribution reasonable?
- **Population Growth:** Is the population growth rate sustainable?
- **Infant Mortality:** What is the infant mortality rate - actual and projected?

2 Refugees and Internally-Displaced Persons



The Refugees and IDPs measure focuses upon the forced uprooting of large communities as a result of random or targeted violence and/or repression, causing food shortages, disease, lack of clean water, land competition, and turmoil that can spiral into larger humanitarian and security problems, both within and between countries. This indicator refers to refugees leaving or entering a country.

Score	Description — Key Characteristics of the Subject Environment
10	Millions of refugees or IDPs fleeing or entering the country, or uprooted within the country, due to violence, repression or catastrophic natural disasters
9	Hundreds of thousands of displaced persons are fleeing violence, repression, or natural disasters
8	Tens of thousands of displaced persons are fleeing
7	Hundreds of displaced persons are fleeing
6	Select communities are fleeing
5	Displaced populations stabilized under the care of UNHCR, NGOs or host governments
4	Thousands of displaced persons returning to their homes, absorbed into the host societies or repatriated
3	Hundreds of displaced persons returning to their homes, absorbed into the host societies, or repatriated
2	Insignificant number of displaced persons exist, absorbed into the host societies, or repatriated
1	Small numbers of displaced persons exist, and they are fully absorbed into the host societies
0	There are no refugees or IDPs

- **Number of IDPs:** How many IDPs are there in relation to population?
- **Increase in IDPs:** Are IDPs likely to increase in the near future?
- **Impact of IDPs:** Are there resources to provide for projected and actual IDPs?
- **Influx of Refugees:** Are refugees likely to come from neighboring countries?
- **Impact of Refugees:** Are there resources to provide for projected and actual refugees?
- **Increase in Refugee Camps:** Are there sufficient refugee camps or are refugees integrated into communities?
- **Violence against Refugees:** Are there reports of violence against refugees?
- **Safety of Refugee Camps:** Are conditions safe in refugee camps?
- **Relief Efforts:** Is there access to additional resources from international community for refugees and/or IDPs?
- **Relocation & Settlement:** Are there plans for relocation and settlement of current IDPs and/or refugees?

3 Group Grievance



Group Grievance can include:

- History of aggrieved communal groups citing injustices of the past, sometimes going back centuries.
- Pattern of atrocities committed with impunity against communal groups.
- Specific groups singled out by state authorities, or by dominant groups, for persecution or repression.
- Institutionalized political exclusion.
- Public scapegoating of groups believed to have acquired wealth, status or power as evidenced in the emergence of “hate” radio, pamphleteering, and stereotypical or nationalistic political rhetoric.
- Groups aggrieved because they are denied autonomy, self-determination or political independence

Score	Description — Key Characteristics of the Subject Environment
10	Group grievance is extremely deep, generates organized acts of violent retribution by vigilantes and militias due to perceived injustices, institutionalized discrimination or political exclusion, or a consistent pattern of mass atrocities committed with impunity. Results in ethnic cleansing, militant extremism or genocidal bloodletting
9	Group grievance is extremely deep and generates systematic acts of violent retribution combined with frequent spontaneous outbursts of group-based violence
8	Group grievance is deep and generates a pattern of spontaneous group-based violence with emergence of “self-defense” ethnic nationalist groups or protection gangs policing neighborhoods
7	Group grievance is not being addressed and is growing with sporadic outbursts of group-based violence often triggered by provocation events or activities, including the media that inspires scapegoating, mob violence and group-based hostilities
6	Mechanisms for settling group grievances are emerging; reconciliation is growing, and measures are being taken to rectify injustices
5	Group grievances are present but are receding or being addressed on a tentative basis
4	Group grievances are diminishing as mechanisms for addressing them are being institutionalized
3	Group grievances are being replaced by cross-communal activities with growing societal integration
2	Aggrieved groups are more diverse, settle differences through legal channels, civil society advocacy, public expression and a free press with little or no violence
1	Society is no longer divided into ethnic or communal divisions with sharp differences and individual rights and grievances are addressed through the legal and political system, civil society and free expression and advocacy
0	There is and has never been group grievance

- **Compensation for Victims:** Are victims of past atrocities compensated or is there a plan to compensate them?
- **Truth & Reconciliation:** Does a Truth & Reconciliation process exist or is one planned, needed?
- **Distribution of Resources:** Is there an equitable and efficient distribution of resources?
- **Group Hatred or Tolerance:** Are there feelings of or reports of ethnic and/or religious intolerance and/or violence?
- **Group Oppression:** Are groups oppressed or do they feel oppressed?
- **Reintegration:** Have groups been reintegrated, if applicable?
- **History:** Is there a history of violence against a group or group grievance?
- **Intergroup Relations:** How are intertribal and/or interethnic relations?
- **Vigilante Justice:** Are there reports of vigilante justice?
- **War Criminals:** Are war criminals apprehended and prosecuted? Do the public feel they are properly punished?
- **Mass Violence:** Are there reports of mass violence and/or killings? Are there reports of violence that is racially motivated?
- **Reconstruction:** Is there a plan for reconstruction and development?
- **Religious Persecution or Tolerance:** Is there freedom of religion according to laws and practiced by society? Are there reports of violence that is religiously motivated?
- **Amnesty:** Has amnesty been granted?

4 Human Flight and Brain Drain



The Human Flight and Brain Drain measure can include:

- “Brain drain” of professionals, intellectuals and political dissidents fearing persecution or repression.
- Voluntary emigration of “the middle class”, particularly economically productive segments of the population, such as entrepreneurs, businesspeople, artisans and traders, due to economic deterioration.
- Growth of exile communities and Diasporas.

Score	Description — Key Characteristics of the Subject Environment
10	Professional and middle class do not exist because brain drain has been chronic and sustained
9	Professional and middle class are extremely small because brain drain has been chronic and sustained
8	Professional and middle class have been greatly reduced because brain drain has been chronic and sustained
7	Brain drain is increasing and has been for years but the size of middle and professional class hasn't been greatly reduced
6	Brain drain is becoming more severe and has been occurring for years
5	Brain drain is increasing in severity
4	Brain drain is beginning to develop
3	Concerns regarding potentially loss of professional and middle class are starting to emerge
2	Brain drain is almost completely balanced with brain gain
1	Brain drain is balanced with brain gain
0	Country attracts people from other countries - so it actually enjoys a brain gain

- **Brain Drain:** Is there a relatively high proportion of higher educated people leaving the country?
- **Remittances:** Are there a large amount of remittances coming to families from relatives overseas?

- **Political Drain or Return:** Are politicians leaving the country?
- **Professional Flight:** Are professionals leaving the country?
- **Return of Middle Class:** Is the middle class beginning to return to the country?

5 Uneven Economic Development



Uneven Economic Development can include:

- Group-based inequality, or perceived inequality, in education and economic status.
- Group-based impoverishment as measured by poverty levels, infant mortality rates, educational levels, etc.
- Rise of communal nationalism based on real or perceived group inequalities.

Score	Description — Key Characteristics of the Subject Environment
10	Uneven economic development is so severe along group lines that associated violence or deep group grievance results
9	Uneven economic development is severe along group lines and associated violence or group grievance is increasing
8	Uneven economic development is severe along group lines and associated violence is sporadic or group grievance on the rise
7	Uneven economic development is somewhat severe along group lines and associated violence or displays of group grievance is sporadic
6	Uneven economic development is somewhat severe along group lines but associated violence is rare and/or group grievance is low
5	Uneven economic development exists along group lines but associated violence is nonexistent and group grievance low or nonexistent
4	Uneven economic development exists but not clearly along group lines and associated violence and/or group grievance non-existent
3	There is only a little uneven economic development and it is not clearly along group lines
2	Uneven economic development is decreasing
1	Uneven economic development is slight
0	There is no uneven economic development

- **Discriminatory Economics:** Is the economic system discriminatory?
- **Economic Equality - Gap:** Is there a large economic gap?
- **Economic Justice:** Does economic justice exist?
- **Free Education:** Does free education exist and if so, to which grade?
- **Equal Education:** Is the education provided relatively equal?
- **Fair Housing:** Is there a housing system for the poor?
- **Existence of Ghettos or Slums:** Do ghettos and slums exist?

- **Hiring Practices:** Are hiring practices generally fair - legally and the perception of others?
- **Job Training:** Do programs for job training exist?
- **Job Training:** Use Do people know about the job training and is it available based on qualification and need?
- **Social System:** Do equal rights exist in the society?
- **Equal Rights Legislation:** Are there laws protecting equal rights?

6 Economic Decline



Economic Decline can include:

- A pattern of progressive economic decline of the society as a whole as measured by per capita income, GNP, debt, child mortality rates, poverty levels, business failures, etc.
- Sudden drop in commodity prices, trade revenue, or foreign investment.
- Collapse or devaluation of the national currency.
- Extreme social hardship imposed by economic austerity programs.
- Growth of hidden economies, including the drug trade, smuggling, and capital flight.
- Increase in levels of corruption and illicit transactions among the general populace.
- Perceived group inequalities.

Score	Description — Key Characteristics of the Subject Environment
10	A weakened economy is in a sharp decline with highest inflation and lowest GDP and affecting every level
9	A strong economy is in a sharp decline with highest inflation and lowest GDP and affecting every level
8	A weak economy exists and has existed for a long time but is not in a particularly sharp decline at the moment
7	A strong economy is in a sharp decline with high inflation and low GDP and affecting every level
6	The economy is weak but is neither showing major signs of decline or improvement
5	The economy has been strong but is starting a severe decline
4	The economy has been strong but is on a slight decline
3	The economy has been strong but is starting to show signs of concern
2	The economy is strong but not showing any particular signs of getting stronger
1	The economy is strong and getting stronger
0	The economy is and has been strong and is on a major increase affecting every level

- **Government Debt:** What is the government debt?
- **Interest Rates:** How are the interest rates - actual and projected?
- **Inflation Rate:** How is the inflation rate - actual and projected?
- **Consumer Confidence:** How do people view the economy?
- **National Economy:** How do experts view the economy?
- **Productivity:** What is the productivity?
- **GDP:** What is the GDP - actual and projected?

- **Unemployment:** How is the unemployment - current and rate of unemployment?
- **Economic Focus:** Does one product make up the majority of the economy?
- **Business Climate for FDI:** Is the business climate attractive to FDI?
- **Business Climate for Entrepreneurship:** Do the laws and access to capital allow for internal entrepreneurship?

7 State Legitimacy



State Legitimacy can include:

- Massive and endemic corruption or profiteering by ruling elites.
- Resistance of ruling elites to transparency, accountability and political representation, revealed by scandals, investigative journalism, criminal prosecution or civil action.
- Widespread loss of popular confidence in state institutions and processes, e.g., widely boycotted or flawed elections, mass public demonstrations, sustained civil disobedience, inability of the state to collect taxes, resistance to military conscription, rise of armed insurgencies.
- Growth of crime syndicates linked to ruling elites.

Score	Description — Key Characteristics of the Subject Environment
10	The government on all levels is considered completely illegitimate, and violent opposition exists. Corruption is endemic
9	High-level government is considered completely illegitimate and criminal, and violent national opposition exists
8	Government is considered highly illegitimate and criminal, and violent regional opposition exists
7	Government is considered illegitimate and criminal, and opposition exists on some level but is not violent
6	Corruption is a major issue but not endemic. Some levels of government may be working on addressing it
5	Corruption is a major issue but strong policies and programs have been put into place and are having some success
4	Corruption in government is sporadic and there are some questions regarding legitimacy of some actors within government
3	Corruption in government is sporadic and oversight mechanisms should be made stronger
2	Corruption in government is rare but oversight mechanisms should be stronger
1	Corruption in government is rare and proper oversight mechanisms exist
0	There is no corruption in government, there are strong oversight mechanisms and the legitimacy of the government is never questioned

- **Armed Insurgents:** Are there reports of armed insurgents and attacks?
- **Suicide Bombers:** Have there been suicide bombings and how likely are they?
- **Corruption of Federal Officials:** Is there evidence of corruption on the part of federal officials?
- **Accusation of Corruption of Officials:** Are federal and/or local officials considered to be corrupt?
- **Perception of Elections:** Are elections perceived to be free and fair?
- **Monitoring of Elections:** Have elections been monitored and reported as free and fair?
- **Confidence in Government:** Does the government have the confidence of the people?
- **Makeup of Government:** Is the government representative of the population?
- **Most recent Leadership Transition:** Have there been recent peaceful transitions of power?
- **History of Leadership Transitions:** What is the longer term history of transition of power?
- **Political Rights:** Do political rights for all parties exist?
- **Political Assassinations:** Are there reports of politically motivated attacks and assassinations?
- **Riots & Uprisings:** Have riots occurred?
- **Peaceful Demonstrations:** Have peaceful demonstrations occurred?

8 Public Services



The Public Services measure refers to the lack of, or disappearance of, basic state functions that serve the people, including failure to protect citizens from terrorism and violence and to provide essential services, such as health, education, sanitation, public transportation, etc. Further, the state apparatus may narrow to those agencies that serve the ruling elites, such as security agencies, presidential staff, the central bank, the diplomatic service, customs and collection agencies, etc.

Score	Description — Key Characteristics of the Subject Environment
10	Public services do not exist in rural areas or urban areas
9	Public services don't exist in rural areas and are deteriorating rapidly in urban areas
8	Public services are weak or non-existent in rural areas but are deteriorating in major urban areas
7	Public services are weak or non-existent in rural areas but are adequate in major urban areas
6	Public services are weak or non-existent in rural areas but are adequate in all urban areas
5	Public services are weak in rural areas and adequate in all urban areas
4	Public services are weak in rural areas and more than adequate in all urban areas
3	Public services are adequate in rural areas and more than adequate in all urban areas
2	Public services are good in both rural and urban areas with some areas receiving noticeably less than others
1	Public services are good in both rural and urban areas with some areas receiving less than others
0	Public services are superb equally in both rural and urban areas

- **Access to Housing:** Do the poor have access to adequate housing?
- **Housing Costs:** Are housing costs in line with the general economy?
- **Education Enrollment:** What is the level of school enrollment? Different for boys and girls?
- **Literacy Rates:** What are the literacy rates? Different for boys and girls?
- **Fuel Supply:** Is there an adequate supply of fuel?
- **Access to Medicine:** Do people have adequate access to medicines?
- **Number of Clinics or Hospitals:** Are there an adequate number of medical facilities for the population?
- **Number of Physicians:** Are there an adequate number of medical professionals for the population?
- **Infant Mortality:** What is the infant mortality rate - actual and projected?
- **Potable Water:** Is there access to an adequate potable water supply?
- **Public Services Equality:** Is there equal access to public services?
- **Public Services General:** What are the general conditions of public services?
- **Roads:** Are roads adequate and safe?
- **Sanitation:** Is sanitation system adequate?
- **Airports:** Are there adequate airports for sustainable development?
- **Railroads:** Are there adequate railroads for sustainable development?

9 Human Rights and Rule of Law



Human Rights and Rule of Law can include:

- Emergence of authoritarian, dictatorial or military rule in which constitutional and democratic institutions and processes are suspended or manipulated.
- Outbreak of politically inspired (as opposed to criminal) violence against innocent civilians.
- Rising number of political prisoners or dissidents who are denied due process consistent with international norms and practices.
- Widespread abuse of legal, political and social rights, including those of individuals, groups and institutions (e.g. harassment of the press, politicization of the judiciary, internal use of military for political ends, public repression of political opponents).

Score	Description — Key Characteristics of the Subject Environment
10	Human rights are systematically and violently abused at all levels and no civil society or open media exists
9	Human rights are systematically and violently abused and almost no civil society or open media exists
8	Human rights are violently abused and very little civil society or open media exists
7	Human rights are regularly abused and very little civil society or open media exists
6	Human rights are sporadically abused and only weak civil society and independent media exist
5	Human rights are arbitrary but a civil society and independent media are allowed to exist
4	Human rights are arbitrary but civil society and independent media are strong
3	Human rights are legally protected and generally well respected but periodic violations occur. Civil society and independent media are strong
2	Human rights are legally protected and generally well respected. Civil society and independent media are thriving
1	Human rights are applied equally to all on all levels with full legal protection and civil society and independent media are thriving
0	Human rights abuses never occur, legal systems protect all rights, and civil society and independent media are thriving

- **Child Labor:** Are there child labor laws or reports of child labor?
- **Civil Rights:** Are there civil rights laws and are civil rights protected?
- **Rights:** Do communal, labor, political, and/or minority rights exist and are they protected?
- **Legal System:** If rights are not protected, is there a legal system in which that can be addressed?
- **Access to Information:** Is there equal access to information?
- **Freedoms of Movement:** Is there freedom of movement?
- **Arbitrary Arrests:** Are there accusations or reports of arbitrary arrests? Are these state-sponsored?
- **Illegal Detention:** Are there accusations or reports of illegal detention? Are these state-sponsored?
- **Prison Conditions:** How are the prison conditions?
- **Power Sharing:** Is there a process and system that encourages political power sharing?
- **Fair Trials:** Do accused receive a fair and timely trial? Is this equal for all?
- **Religion:** Does religious freedom exist? Does religious extremism exist?
- **Forced Relocation:** Are groups forced to relocate? If relocation occurs, is there a system ensuring proper compensation?
- **Right to Life:** Is the right to life protected for all citizens?
- **Torture:** Are there reports of state- or group-sponsored torture?
- **Freedom of Speech:** Are there laws protecting freedom of speech?
- **Existence of Independent Media:** Does it exist? Do its reporters feel free to publish accusations against those in power?
- **Systemic Violation of Rights:** Is there a history of systemic violation of rights by the government or entity therein?

10 Security Apparatus



The Security Apparatus indicator can include:

- Emergence of elite or praetorian guards loyal to a leader, that operate with impunity and by-pass the chain of command of regular armed forces.
- Emergence of state-sponsored or state-supported private militias" that terrorize political opponents, suspected "enemies," or civilians seen to be sympathetic to the opposition.
- Emergence of an "army within an army," secret intelligence units, or other irregular security forces that serve the interests of a political clique or leader.
- Armed resistance to the governing authority, violent uprisings and insurgencies, proliferation of independent militias, vigilantes, or mercenary groups that challenge the state's monopoly of the use of force.

Score	Description — Key Characteristics of the Subject Environment
10	Monopoly on the use of violence by the state is compromised by widespread proliferation of private militias or praetorian guards loyal to a dictatorial regime, creating a "state within a state," "no-go zones", or an "army within an army"
9	Private militias are challenging the state or key security forces are personally loyal to the dictator bypassing the regular armed forces
8	Security in some parts of the country is in the hands of a party other than the state which uses violent force to maintain control or state forces vie for control with praetorian guards
7	Security in a some parts of the country is in the hands of a party other than the state that rules without excessive use of force or praetorian guard has some independent influence
6	Security in a small portion of the country is in the hands of a party other than the state which uses sporadic violence or praetorian guard
5	Security in a small portion of the country is in the hands of a party other than the state but remains dominant
4	The government is beginning to lose control over security in small sections of the country
3	Security is in the hands of government but cases of the use of violent force are reported
2	Security is under government control with strong civilian oversight and rare cases of violent force are reported
1	Security is under government control with civilian oversight. It does not use violence to maintain domestic control
0	There are little or no security forces and government does not use violence to maintain control

- **Arms Proliferation:** Is there a high availability of weapons?
- **DDR Program:** If in reconstruction, is there an adequate plan for demobilization, disarmament and reintegration of former combatants?
- **Use of Force:** Does the military and police maintain proper use of force?
- **Guerillas:** Are there guerilla forces operating in the state? Do they control territory?
- **Militias:** Do private militias exist against the state?
- **Military:** Is the military under civilian control?
- **Paramilitary:** Is there paramilitary activity?
- **Accusations of Police Brutality:** Are there accusations of police brutality?
- **Professionalization of Police:** Are the police considered to be professional?
- **Political Violence:** Is violence often state-sponsored and politically motivated?
- **Private Forces:** Do private armies exist to protect assets?
- **Government Response to Security Threats:** Is the government dealing well with any insurgency or security situation?

11 Factionalized Elites



Factionalized Elites can include:

- Fragmentation of ruling elites and state institutions along ethnic, class, clan, racial or religious lines.
- Use of nationalistic political rhetoric by ruling elites, often in terms of communal irredentism (e.g., a "greater Serbia") or of communal solidarity (e.g., "ethnic cleansing" or "defending the faith").
- Absence of legitimate leadership widely accepted as representing the entire citizenry.

Score	Description — Key Characteristics of the Subject Environment
10	No political class or national leader exists that is acceptable to the majority of the population; leaders are divided into factionalized parties; warlordism or militia-backed factional leaders or an extremely repressive autocrat or dictatorial party takes over through force, preventing the formation of stable, legitimate and effective governance
9	Weak and fractious political class and divided national leadership, with frequent breakdowns in government, high turnover of political elites, and political structures that are not deeply rooted or present in much of the society
8	Weak and fractious political class try to overcome the deep divisions with the ruling elites but with no lasting success and experiencing frequent collapse of governing coalitions and alliances
7	Weak and fractious political class has some minor successes in forming coalitions, reaching consensus on constitutional structures, and setting up governing programs
6	Fragile political alliances and coalitions making modest progress in generating government programs, and Establishing Constitutional foundations
5	Political parties and elites begin to stabilize with identifiable programs, political constituencies, rules of political conduct, growing respect for constitutional rule
4	Political elites rotate with regularity and political succession is smooth. Political polarization, confrontation and rivalry may be high but is managed through constitutional mechanisms
3	Space between political elites is narrowing, mostly based on issues rather than group-based identity. Constitutional guidelines respected for settling political differences
2	Bipartisan agreement on most issues, with a highly functioning constitutional system managing issue based differences in healthy and open debates
1	Popular and effective national leadership, with rival political interests articulated and represented through free political expression in a legitimate constitutional structure supported by the people
0	There are no factions in the political leadership

- **Fragmentation:** Are there factionalized elites, tribal elites and/or fringe groups? How powerful are they?
- **National Identity:** Is there a sense of national identity? Are there strong feelings of nationalism? Or are there calls for separatism?
- **Leadership:** Is leadership fairly elected?
- **Political Reconciliation:** Is there a political reconciliation process?
- **Concentration of Wealth:** Is wealth concentrated in the hands of a few?
- **Growing Middle Class:** Is there a burgeoning middle class?
- **Control of Resources:** Does any one group control the majority of resources?
- **Resources Distribution:** Are resources fairly distributed? Does the government adequately distribute wealth through its tax system and taxes
- **Law:** Are the laws democratic or extreme?
- **Representation in Judicial System:** Is the system representative of the population?
- **Representation in Military:** Is the military representative of the population?
- **Extremist Rhetoric:** Does hate radio and media exist?
- **Stereotyping:** Is religious, ethnic, or other stereotyping prevalent and is there scape-goating?
- **Cross Cultural Respect:** Does cross-cultural respect exist?

12 External Intervention



External Intervention can include:

- Military or paramilitary engagement, both covert and overt, in the internal affairs of the state at risk by outside armies, states, identity groups, or entities that affect the internal balance of power or the resolution of conflict.
- Economic intervention by outside powers, including multilateral organizations, through large-scale loans, development projects, or foreign aid, such as ongoing budget support, control of finances, or management of the state’s economic policy, creating economic dependency.
- Humanitarian or strategic military intervention into an internal conflict or for regime change.

Score	Description — Key Characteristics of the Subject Environment
10	An external actor is responsible for all or most government functions - i.e. the existence of a UN Mission
9	An external actor is responsible for many government functions and not at the behest of the government or there are externally and strongly supported militia or rebel activities or extreme dependency on outside economic support
8	An external actor is responsible for many government functions at the behest of the government or there are externally supported militia or rebel activities or very dependency on outside economic support
7	An external actor(s) is providing major assistance for many government functions at the behest of the government or there are some externally supported militia or rebel activities or some dependency on outside economic support
6	The country is dependent on some assistance from external actors but it is requested
5	External actors provide assistance to the country both economically, politically and institutionally
4	External actors affect the economy and also have an impact on the internal politics of the country
3	Most of the impact from external actors is economic and positive but is critical to the country
2	Most of the impact from external actors is economic and positive but is important to the country
1	Only economic external actors impact the country and do so positively
0	No external actor has any impact on the country - even economically

- **Covert Intervention:** Are covert operations taking place?
- **Economic Intervention or Aid:** Is the country receiving economic aid?
- **Dependency on Aid:** Is the country dependent on economic aid?
- **External Support for Factions:** Is there external support for factions opposed to the government?
- **Military Attacks Across Borders:** Are military attacks from other countries occurring?
- **Presence of Foreign Troops:** Are foreign troops present?
- **Military Assistance:** Is there external military assistance?
- **Military Training:** Are there military training exercises with other nations or support of military training from other states?
- **Peacekeeping:** Is there a peacekeeping operation on the ground?
- **Training of Police:** Is there external support for police training?

Guide to Assessing the Capacities of the State

The Branches of Government and Security Services

The CAST Framework represents the pressures experienced by states and their susceptibility to collapse. Of course, an assessment of pressures does not tell the whole story. Thus, it is important to understand the capacity that states have with which to cope with such pressures.

The Fund for Peace has developed a set of companion indicators that can begin to provide a representation of the capacity of states. It is important to recognize that our capacity indicators are measured in a different manner to pressures — though the pressure indicators represented in the CAST Framework look at all aspects of a country, the capacity indicators only examine the competencies of government, specifically the branches of government and the security services. We recognize that there are many other aspects of a state that are critical to a state's capacity, including the media, communications, civil society, and so on. In the future, such indicators may be

added to the capacities assessment. However, for now, we restrict our framework to simply assessing the capacity of the state.

Further, though the CAST Framework assesses pressure indicators on a 0-10 scale, the capacity indicators assessed differently — there is an overall assessment on a 0-5 scale, as well as an A to E grading system for each aspect of professionalism, legitimacy, and representativeness.

Since the capacity indicators continue to be developed and refined — and are derived from a much narrower data source and methodology than our pressure indicators — we recommend that the capacity indicators be viewed merely as a useful guidance tool.

We hope that this important step will add important color to the full picture of the fragility of states.

Capacities of the State



i Leadership (Executive & Legislative)



Score	Description — Key Characteristics of the Subject Environment
0	There is no executive or legislative branch leadership in the country.
1	Elections, if they take place at all, are controlled or rigged . Power is maintained by fear and violence often through personal or one-party rule or by a dominant ethnic, religious, or ideological group. Leaders are considered corrupt, illegitimate or incompetent by a majority of the population and the international community. A system of checks and balances is non-existent. Free press does not exist.
2	There are elections but they are considered by many to be rigged. Power is maintained through patronage networks and oppression of political opponents. Leaders are considered corrupt, illegitimate or incompetent by much of the population and the international community, and nepotism is frequent. The system of checks and balances is weak or often ignored. The press is weak and largely controlled by the government.
3	Elections are considered flawed but acceptable. There may be some corruption but it is either limited in scope or is dealt with adequately by the legal system. Power is maintained largely through providing services to the citizens but there may be some evidence of patronage networks and political opposition is weak. Individual leaders may be considered corrupt, illegitimate or incompetent by the population but the system as a whole is respected. A system of checks and balances operates but needs greater oversight and stronger enforcement mechanisms.
4	Elections are widely considered to be free and fair. Evidence of corruption arises periodically but offenders are dealt with properly through legal channels. Power is maintained largely through providing services to citizens. Political opposition and the free press is strong. Individual leaders may be considered corrupt, illegitimate or incompetent by parts of the population but the system as a whole is respected. A system of checks and balances operates and is improving its oversight and enforcement mechanisms.
5	Elections are considered to be free and fair, have good voter turnout, and represent the will of the people. Evidence of corruption is rare and offenders are dealt with harshly - including their legal removal from office. Power is maintained through providing services to the citizens, and government actions are transparent. Political opposition and the free press is vibrant and debates are open. The government is widely respected internally and by the international community. The system of checks and balances has strong mechanisms and wide oversight.

Leadership (Executive & Legislative)

Score	Description — Key Characteristics of the Subject Environment		
	Professional	Legitimate	Representative
A	The leadership is responsive, effective, and respected by the majority of the population and the international community. Non-elected positions are merit based. Corruption is rare and dealt with appropriately.	The leadership is very well respected and highly trusted by the population. The political system and individuals within it are not perceived as being generally corrupt.	The leadership is highly representative of the population and does not discriminate against any group. There are frequent rotations, term limits, and open access to all groups
B	The leadership is considered responsive and effective by a majority of the population. Non-elected positions are merit based. Corruption is sporadic but dealt with appropriately.	The leadership is respected and trusted by the population. It is not perceived as being generally corrupt.	The leadership is primarily composed of one ethnic or otherwise related group(s) but only slightly favors its own group(s), serving others as well.
C	The leadership is responsive to the general public but may not be considered to be effective (may lack resources). Corruption is sporadic.	The leadership has some respect and trust from the population. It is perceived as only slightly corrupt.	The leadership is primarily comprised of one ethnic or otherwise related group(s) and favors the needs of its own group(s).
D	The leadership is not effective and does not look after society as a whole. Even if there are elections, stability and tenure may be based on oppression, patronage and/or nepotism. Corruption is a major issue.	The leadership has little respect or trust from the population. It is perceived as highly corrupt.	The leadership is fairly representative of the population and does not favor one group. Access to leadership positions is open to all.
E	Stability and tenure in public office are based on oppression, patronage and/or nepotism. Corruption is endemic.	The leadership does not have the respect or trust of the population. It is perceived as completely corrupt and self serving.	The leadership is comprised of one ethnic or otherwise related group(s) and/or serves only its group(s).

ii



Military



Score	Description — Key Characteristics of the Subject Environment
0	The country does not have a military.
1	The military is not under civilian or legal control. It may operate with impunity and may act as an arm of the state to put down internal political opposition. It commits frequent human rights abuses including torture and nonjudicial killings. Corruption is systemic and the military is dominated by one ethnic group.
2	The military is not under adequately strong civilian or proper legal control. It may not have the capacity to defend the country and there may be incidences in which it is called upon to put down political opposition. Corruption and human rights abuses are a major problem. Domination by one primary group in society is a concern.
3	The military is under civilian and legal control, but it may not be able to defend the country against external threats because of a lack of resources, training, political constraints, or social domination by one group. Corruption and human rights abuses are sporadic.
4	The military is under civilian and legal control and can defend the country against external threats. Corruption and human rights abuses are rare and are investigated and dealt with appropriately under a system of law.
5	The military is under strong civilian and legal control and can defend the country against external threats. It also can undertake international missions as appropriate and is respected by foreign militaries. Corruption and human rights abuses are rare and are investigated and prosecuted appropriately under a system of law.

Military

Score	Description — Key Characteristics of the Subject Environment		
	Professional	Legitimate	Representative
A	There is strong civilian and legal control of the military. It can defend the country as well as undertake international missions as appropriate. Positions are merit based. Issues regarding corruption or abuses occur rarely and are handled appropriately.	The military is highly respected by the population and not politicized. It is perceived as being able to protect the country and undertake international missions as appropriate.	The military is highly representative of the population and does not discriminate against any group(s).
B	There is adequate civilian or legal control of the military. It can defend the country and may take part in international missions. Issues regarding corruption, human rights abuses, and lack of equipment or proper training occur rarely.	The military is generally respected by the population. It is perceived to be able to protect the country and is not perceived as being corrupt or generally politicized.	The military is fairly representative of the population and does not largely favor one group(s).
C	There is some civilian or legal control of the military. It can defend the country for the most part, but improvements need to be made. Issues regarding corruption, human rights abuses, and lack of equipment or training occur sporadically.	The military has some respect from the population. It is perceived as only slightly corrupt or not able to defend the country completely and not overly politicized.	The military is primarily composed of one ethnic or otherwise related group(s) but only slightly favors its own group(s).
D	There is no civilian or legal control of the military. It is sometimes used to put down internal political opposition. Corruption and lack of materials and proper training are major problems. Human rights abuses are frequent.	The military has little respect from the population. It is perceived as highly corrupt, politicized, or unwilling and unable to protect the country.	The military is comprised of one ethnic or otherwise related group(s) and favors the needs of its group(s).
E	There is no civilian or legal control of the military. It is sometimes used to put down internal political opposition. Corruption is endemic. Human rights abuses are common.	The military does not have the respect of the population or the international community. It is perceived as completely corrupt, politicized, or ineffective.	The military is comprised of one ethnic or otherwise related group(s) and/or serves only its group(s).

iii Police



Score	Description — Key Characteristics of the Subject Environment
0	There are no police.
1	The police operate with impunity or are used by the state to suppress internal political opposition and independent media. They commit systemic human rights abuses. They are widely recognized as using torture.
2	The police do not protect the citizens because they are understaffed, under funded, poorly equipped, poorly trained, politicized or corrupt. They may be used by the state to suppress internal political opposition and are reported to commit human rights abuses regularly and use excessive force.
3	The police protect the citizens to some degree in some areas, but there are also concerns regarding greater need for training, neutrality, and professionalism. There are reports of sporadic human rights abuses but as a whole they generally are considered to respect human rights. There may be incidences of excessive use of force.
4	The police can and do largely protect citizens, but improvements to the system could be made. Reports of human rights abuses are sporadic and the system is considered to respect human rights. Incidences of the use of excessive force or other misconduct are investigated and dealt with properly, including dismissals from the force and prosecution of unlawful behavior. They are well trained, well armed, well funded, and generally well respected.
5	The police can and do protect the citizens. Reports of human rights abuses are rare and the system is considered to respect human rights. Incidences of use of excessive force or other misconduct are investigated and dealt with properly including dismissals from the force and protection of offenders. They are well trained, well armed, well funded, and trusted by the population.

Police

Score	Description — Key Characteristics of the Subject Environment		
	Professional	Legitimate	Representative
A	Civilian control and oversight of police is strong. Training, uniforms, pay and weapons are at high standards. Corruption and human rights abuses are rare, and the system as a whole is seen as legitimate.	The police protect and serve the citizens effectively and they are trusted by the population. Reports of corruption are rare, but the law investigates and punishes offenders appropriately.	The police are well representative of the population and does not discriminate against any group.
B	Civilian control and oversight of police is adequate. Training, uniforms, pay and weapons are adequate. Corruption and human rights abuses are rare, and the system as a whole is seen as legitimate.	The police protect the citizens and uphold the law. Individuals may be perceived as biased, corrupt or ineffective, but offenders are dealt with appropriately. The system as a whole is seen as legitimate.	The police are fairly representative of the population and does not largely favor one group(s).
C	Civilian control and oversight of police is moderate. Training, uniforms, pay and weapons are generally adequate but may not be consistent. Corruption is a problem and human rights abuses are reported sporadically.	The police do their best to protect citizens and uphold the law but improvements need to be made. The system may be perceived as slightly corrupt, biased or ineffective.	The police are composed primarily of one ethnic or otherwise related group(s) but only slightly favors its own group(s).
D	Civilian control is weak and sporadic but some systems are in place. Training, uniforms, pay and weapons are not adequate. Corruption is a major problem and human rights abuses are reported with regularity.	The police can not or will not protect citizens or uphold the law. The system is perceived as corrupt, ineffective or biased.	The police are comprised of one ethnic or otherwise related group(s) and favors the needs of its own group(s).
E	There is no proper system for control of police abuses. Training, uniforms, pay and weapons are not adequate. Corruption is endemic and human rights abuses occur regularly.	The police are feared instead of trusted by the population. The system and individuals in it are perceived as completely corrupt or biased.	The police are comprised of one ethnic or otherwise related group(s) and/or serves only its group(s).

iv Judicial



Score	Description — Key Characteristics of the Subject Environment
0	There is no judicial system.
1	The judicial system lacks established procedures and experienced judicial personnel. It is widely considered ineffective, under control of the government or is otherwise not independent. Corruption and nepotism are common. Often judicial disputes are resolved by non-state sanctioned "courts" based on traditional customs or religious law. No rule of law in the country.
2	The judicial system operates in an ad-hoc and uneven manner for lack of established procedures and experienced judicial personnel. It is considered frequently ineffective, often under control of the government, corrupt or otherwise not independent or fair. Corruption and nepotism are frequent. The rule of law is weakly or arbitrarily applied.
3	The judicial system has established procedures and experienced judicial personnel, although the system is in need of strengthening. It is considered somewhat ineffective and sometimes perceived to lack independence. The rights to a speedy trial, fair legal representation, and access to evidence are generally protected. Punishment is commensurate with the crimes. Cases of corruption and nepotism are sporadic.
4	The judicial system has well established procedures and an adequate number of experienced judicial personnel. It is widely considered to be effective and independent. Rights to a speedy trial, fair legal representation, and access to evidence are protected. Punishment is commensurate with the crimes. Cases of corruption and nepotism arise sporadically but are dealt with adequately.
5	The judiciary is an independent branch of government. The system is effective and considered fair by majority of the population. The rights to a speedy trial, fair legal representation, and access to evidence are protected. Punishment is commensurate with the crimes. Evidence of discrimination or corruption is rare and offenders dealt with harshly - including their removal from office through legal means.

Judicial

Score	Description — Key Characteristics of the Subject Environment		
	Professional	Legitimate	Representative
A	The judicial system is completely independent and highly effective. The judicial process is adequately resourced and appointments are based on merit. Corruption is rare but dealt with appropriately.	The rule of law is fully upheld. Reports of corruption are rare and offenders are dealt with appropriately.	The judicial system is very representative of the population and does not discriminate against any group.
B	The judicial system is considered to be independent and effective although improvements could be made. Corruption is sporadic but dealt with appropriately.	The rule of law is well established within the country. Reports of corruption are sporadic and the system as a whole is seen as legitimate.	The judicial system is fairly representative of the population and does not favor one group.
C	The judicial system may not be considered to be completely independent or effective. It may lack resources or there may be excessive political interference. Corruption is sporadic.	The rule of law is somewhat established within the country. Individuals within the judicial system may be perceived as corrupt, ineffective, or biased but the system as a whole is in place.	The judicial system is primarily composed of one ethnic or otherwise related group(s) but only slightly favors its own group(s).
D	The judicial system is not independent or effective. Appointments may be based on political loyalty, identity or political affiliation. Corruption is a major issue.	The rule of law is not established within the country. The judicial system is perceived as corrupt, ineffective, or biased.	The judicial system is comprised of one ethnic or otherwise related group(s) and favors the needs of its group.
E	Courts are completely under the control of the government. Appointments are based on political loyalty, identity or political affiliation. Corruption is endemic.	The rule of law does not exist within the country. The judicial system is perceived as completely corrupt and/or ineffective.	The judicial system is comprised of one ethnic or otherwise related group(s) and/or serves only its group(s).

V Civil Service



Score	Description — Key Characteristics of the Subject Environment
0	There is no civil service.
1	The civil service is completely ineffective due to lack of management, skills, and resources. Corruption is endemic. Hiring and product delivery are not representative of the country's population, and large amounts of the population's needs are ignored.
2	The civil service is largely ineffective and lacks proper management, skills and resources. Corruption is a major problem. Hiring and product delivery are not very representative of the country's population, and the needs of the citizens are often ignored or go unaddressed. The population can not depend upon the civil service to serve it appropriately.
3	The civil service is somewhat effective (often mostly in urban areas) but improvements in hiring practices, resource allocation and service delivery to rural areas could be improved. Hiring and product delivery are somewhat representative of the country's population, but the population can not depend solely on the civil service for public goods and services.
4	The civil service is effective and hiring practices, resource allocation, and service delivery are appropriate, representative and professional. For the most part, the population can depend on the civil service for public goods and services, although there may be bureaucratic logjams and occasional dysfunctionalities.
5	The civil service is extremely effective, responsive, and professional. The population can depend on the civil service for public goods and services. Hiring and product delivery are representative of the country's population.

Civil Service

Score	Description — Key Characteristics of the Subject Environment		
	Professional	Legitimate	Representative
A	The civil service is highly effective and has strong level of skills, management, and funding. Positions are merit based. Corruption is rare and dealt with appropriately.	The civil service is highly respected by the population. The system and the individuals within it are not perceived as being corrupt or politically influenced.	The civil service is highly representative of the population and does not discriminate against any group(s).
B	The civil service is effective and level of skills, management, and funding is adequate. Corruption is sporadic but dealt with appropriately. The system is largely merit-based, but moderately politicized.	The civil service is respected by the population. It is not perceived as being corrupt or politically influenced.	The civil service is fairly representative of the population and does not largely favor one group(s).
C	The civil service is mostly effective and has moderate level of skills, management, and funding. Corruption is sporadic. System is somewhat merit-based but also politicized.	The civil service has some respect from the population. It is perceived as only slightly corrupt and politically influenced.	The civil service is primarily composed of one ethnic or otherwise related group(s) but only slightly favors its own group(s).
D	The civil service is largely ineffective, highly politicized, and suffers from low level of skills, management, and funding. Corruption is a major problem.	The civil service has little respect from the population. It is perceived as highly corrupt and politically influenced.	The civil service is comprised of one ethnic or otherwise related group(s) and favors the needs of its group(s).
E	The civil service is completely ineffective and incompetent due to lack of management, skills, and funding. Position is based on oppression, identity, political affiliation, and/or nepotism. Corruption is endemic.	The civil service does not have the respect of the population. It is perceived as completely corrupt or biased.	The civil service is comprised of one ethnic or otherwise related group(s) and/or serves only its group(s).



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