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OCTOBER 2014

OCCASIONAL PAPER SERIES

CENTRE FOR INTERNATIONAL AND DEFENCE POLICY

QUEEN'S UNIVERSITY

/LEUDU\ DQG \$UFKLYHV &DQDG D &DW DORJXLQJ LQ 3XEOL
2<5HLOO\ 1HLO DXWKRU
&RPSHWLQJ QDUUDWLYHV DQG &ROG :DU SROLWLFV
WKH 81 6HFXULW\ &RXQFLO 1HLO 2<5HLOO\
2FFDVLRQDO SDSHU VHULHV
,QFOXGHV ELEOLRJUDSKLFDO UHIHUHQFHV
(OHFWURQLF PRQRJUDSK LQ 3') IRUPDW
,6%1 SGI
8QLWHG 1DWLRQV 6HFXULW\ &RXQFLO 8QLWH
\$SDUWKHLG³6RXWK \$IULFD &ROG :DU³3ROLWLFDO D
8QLYHUVLW\ .LQJVWRQ 2QW &HQWUH IRU ,QWHUQDWL
. 7LWOH ,,, 6HULHV 2FFDVLRQDO SDSHU VHULHV 4XH
&HQWUH IRU ,QWHUQDWLRQDO DQG 'HIHQFH 3ROLF\

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)RUHZRUG Y
\$FNQRZOHGJPHQVV YLL
,QWURGXFWLRQ
5LJKW RI WKH 9LFWRUV
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1 (U K Y L ^ . Y H U [

2 Y H U W K H S D V W W Z R G H F D G H V W K H O H D G L Q J F
\$ I U L F D K D Y H E H H Q W R L Q F U H D V H W K H F R X Q W U
D Q G S U R M H F W D S R V L W L R Q R I G L S O R P D W L F O
Q H Q W , Q G H H G X Q G H U 3 U H V L G H Q W V 1 H O V R Q O
= X P D 6 R X W K \$ I U L F D K D V S X U V X H G D Q D P E L W L F
K D V U H V X O W H G L Q W K H D Z D U G L Q J R I W K H)
W R W K H V H O H F W F O X E R I L Q Á X H Q W L D O U H J L R
% U D] L O 5 X V V L D , Q G L D & K L Q D D Q G 6 R X W K \$
K D V D O V R E H H Q D U H J X O D U F R Q W U L E X W R U W R

YL &RPSHWLQJ 1DUUDWLYHV DQG &ROG :DU 3ROLWLFV

RI DSDUWKHLG 6RXWK \$IULFD SURYLGHV \HW R
DQG VXEVDQWLH ZHDNQHVHV RI WKH 8QLW
816& LQ SDUWLFXODU ,W FHUWDLQO\ GLG QRW
Š3HUPDQHQW)LYH< 3 WKHPVHOYHV ZHUH SX
IRUHLJQ SROLF\ REMHFWLYHV WRZDUGV 6RXWI
SURQRXQFPHQWV L H WKH 8QLWHG .LQJG
6WDWHV WR HSLVRGLF LQFRQVLVWHQF\ L H
YLHZ RI UHFHQW GL@VR`\$€0ÀPQW WURHS `&PHUD
UHFQVLYH q@µeQ @ Àp@PÅ @ 7 HQWHU HQWLRQ q

QV pUF RQVWUD@LQH@ pUF\ pUVHHWLQp@ FWR pUPS
FDQG @ p1RSURUHFWLQp@ µeQ @ 1RHLJVPGV OF
QVVU HSDUHD P` ... ðw DRWR PT` € GHVFHLUHD PD
OHRHROÁLQLFBOÁÁ QUBGOHÁ BRGO HRRRHLLFFBOÁ B
UGV SDVLWLY\ 9R² 3• @ð\$P€Àp0RXWVLGH RI 9RWK
WKDW 6QVW 6WKH 6RDQWLSDSDUWKHLG 7 GLYHV

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7 K L V S D S H U L V S D U W R I D S U R M H F W R Q W K H

* V T W L [P U N 5 H Y Y H [P] L Z H U K
* V S K > H Y 7 V S P [P J Z ! ; O L * H Z L V M
(M Y P J H) L M V Y L [O L < 5 : L J \ Y P [` *

, Q W U R G X F W L R Q

7 K H L V V X H R I V W D W H V D Q F W L R Q H G U D F L D O G
E H F D P H D W R S L F R I L Q W H U H V W Z L W K L Q W K H 8
, Q G L D A O H G D F R P S O D L Q W L Q W K H * H Q H U D O \$ V
G L V F U L P L Q D W R U \ O D Q G R Z Q H U V K L S S R O L F L H V
R U L J L L Q W K W K H H O H F W L R Q R I W K H 1 D W L R Q D O 3
W L R Q E H F D P H L Q F U H D V L Q J O \ H Q W U H Q F K H G W

&RPSHWLQJ 1DUUDWLYHV DQG &ROG :DU 3ROLWLFV

:LWKLQ WKH 6& GHEDWHV FRQFHUQLQJ 6RXW
FRQVHQVXV WKDW DSDUWKHLG ZDV DQ DEKRUU
DEOH IRUP RI JRYHUQDQFH +RZHYHU WKHUH
KRZ WR DGGUHVW WKH SUREOHP 7KLV LV ZKHU
ÀYH PHPEHUV 3 &KLQD)UDQFH WKH 6RYLHW
DQG WKH 8QLWHG 6WDWHV DQG EHWZHQQ 3
130V EHFDPH REYLRXV 5HSHDWHG FDOOV IP
QRQ DOLJQHG PRYHPHQW 1\$0 2UJDQL]DWLR
DQG \$IULFD *URXS DW WKH 81 UHÁHFVHG D FR
YRLFH ZLWKLQ WKH ELSRODULW\ RI VXSHUSRZ
WKHVH VWDWHV WKH VWUXJJOH DJDLQVW DSD
KLVWRULHV RI FRORQL]DWLRQ DQG PD\KJLQDOL
VWDWHV RQ WKH RWKHU KDQG XVHG WKH GHE
GHIHQG DQG VRPHWLPHV SURYLGH FRYHU IRU
:KHQ WKH 6& GLG WDNH DFWLRQ PDQ\ RI WKH
ZRUGLQJ RI UHVROXWLRQV FRQGHPQLQJ 6RXW
FRQWUROOLQJ WKH QDUUDWLYH WKXV OLPLWI

&RPSHWLQJ 1DUUDWLYHV DQG &RC

)UDQFLVFR &RQIHUHQFH DQG WKH, WLULQJFQHRIU
WKLV WKDW WKH LQFOXVLRQ RI VWDWHV IRUP
ZLWKLQ WKH 81 ZDV WKH SUHURJDWLHYH RI WKH
PRVW SRZHUIXO SOD\HUV ZLWKLQ WKH DOOLDQ
.LQJGRP 8.)UDQFH WKH 6RYLHW 8QLRQ DQG
RXW RI AYH RI WKHP KDG UHFHQWO\ EHHQ RFFX
RI D FLYLO ZDU VHFUXUHG IRU WKHPVHOYHV SR
WKH IRUP RI: \WWKHLQ&WKLV HOLWH RI WKH DOUHD
WKHUH ZDV DQ DVVXPSWLRQ RI SULPDU\ UHVS
RI LQWHUQDWLRQDO SHDFH DQG VHFXULW\µ

2Q WKH RQH KDQG WKLV DVVXPSWLRQ RI LQW
E\ WKH 6& PDGH VHQVH LQ VR PFK DV WKH F
PHDQV HFRQRPLFDOO\ PLOLWDULO\ DQG GLS
XSRQ QRQ FRPSOLDQW DQG EHOOLJHUHQW QD
WKH 81 FKDUWHU DQG LWV RUJDQV WKH 3 DV
UHVSQRQVLELOLW\ IRU UHVSQRQGLQJ WR LQWHU
EURXJKW EHIRUH WKH 81 &RQYHUVHO\ ZKLOH
VROLGDULW\ ZLWKLQ WKH RUJDQL]DWLRQ ZDV
WKH GLYLVLRQV DQG SRODUL]DWLRQ RI WKH U
WKLV FRQWH[W WKH 81 DV D ZKROH DQG WKH
IXQFWLRQDOLW\ WKDW FDPH LQWR SOD\ WKUR
:DU DQG LQÁXHQFHG ERWK WKH WRQH DQG WKH
WKH 6HFXULW\ &RXQFLO :KDW FDPH WR PDWW
ZDV PRUH D FRQFHUQ RI QDWLRQDO LQWHUHV
PHGLDWLRQ 7KH FDVH RI 6RXWK \$IULFD EHIR
FROOHFWLYH RVWHQVLEO\ IRUPHG WR SURPRW
WKH ZHLJKW RI LWV LQGLYLGXDO FRPSRQHQWV
GHVSLWH LWV LQWHQGHG SXUSRVH

7KH 'HEDWH %HJLQV

7KH RSHQLQJ URXQG RI &RXQFLO GHEDWH FRC
ZLWK D OHWWHU RI LQGLFWPHQW DJDLQVW 6R
WKH 6& WR 'FRQVLGHU WKH VLWXDWLRQ DULV
XQDUPHG DQG SHDFHIXO GHPRQVWUDWRUV DJ
VHJUHJDWLQ LQ WKH 8QLRQ RI 6RXWK \$IULF

&RPSHWLQJ 1DUUDWLYHV DQG &ROG :DU 3ROLWLFV

DWWHQWLQJ RI WKH \$PHPEHU\ W&KRH\ QELQDWRUL
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WKH PDWWHU WR WKH 6& DV D UHSUHVHQWDWL
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LWHP RQ WKH DJHQGD LWV UHSUHVHQWDWL
WKH &RXQFLO EHKLQG WKH 8.)UDQFH ,WDO\\
UHVSHFWLYHO\ 2EYLRXVO\ SXW RXW 7XQLVL
DQG VWDWHG WKDW 'QRUPDO SURFHGXUH ZRXC
GHOHJDWLRQV ZKLFK KDYH EURXJKW WKLTIXH
GLVSDULW\ LQ SRZHU EHWZHQQ 130V DQG WKH
VLRQ ZDV ZHLJKWHG PRUH WRZDUG ELJ SRZHU
LVVXH DW KDQG

,Q UHJDUGV WR 3 PHPEHUV RSHQLQJ UHPDUD
\$IULFD FDGH IURP WKH 8. GHOHJDWLRQ DQG F
SRVLWLRQ 7KH FRQWH[W RI WKH %ULWLVK VW
LQH[WULFDEOH IURP WKHLU VKDUHG KLVWRU\\
RI WKH &RPPRQZH DOWK 6RXWK \$IULFD ZDV OI
WKURXJK FXVWRP FXOWXUH ODQJXDJH KLVW
ÀQHV RI WKH 6& FKDP EH U WKH 8. ZDV IUHH WR
6RXWK \$IULFD IRU LWV UDFLDO SROLFLHV EXW
LW IURP SURPRWLQJ UHVROXWLRQV RU PHDVXU
WLRQ WR EH WD NHQ DJDLQVW 6RXWK \$IULFD
UHSUHVHQWDWLH TXRWLQJ \$UWLFOH 3DUD
WKDW 'QRWKLQJ LQ WKH &KDUWHU DXWKRUL]H
LQ PDWWHU ZKLFK DUH HVVHQWLDOO\ ZLWKL
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WLFXODWHG D KDQGV RII SROLF\ FRQFHUQLQJ
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LQVWDQWO\ WXUQHG WKH GHEDWH LQWR RQH
WKH GLUHFWRQ RI GLVFRXUVH ZLWKLQ WKH 68
LQ 6RXWK \$IULFD KDG WUXO\ EHJXQ WKH TXH
RI VRYHUHLJQW\ DW OH DVW IURP WKH %ULWLV
)UDQFH ZDV WKH VHFRQG PHPEHU RI WKH 3
LVVXH 7KH)UHQFK UHSUHVHQWDWLH HFKRL
LQYRNHG DGKHUHQFH WR WKH &KDUWHU E\ DOV
*RLQJ RQH VVHS IXUWKHU WKH)UHQFK GHOH
OHJDOLW\ RI KHDULQJ WKH PDWWHU RI 6RXWK
ZDV EDVHG RQ DQ XQHDVH RYHU WKH 'FRPSHW
ZLWK WKLV TXHVWLRQ DV LW IHOO ZLWKLQ W

&RPSHWLQJ 1DUUDWLYHV DQG &RC

VWDW~~WKH~~ %ULWLVK DQG)UHQFK DSSURDFK ZD
RI UHVSQRQVLELOLW\ IRU WKH TXHVWLRQ RI 6R
UHVSHFWLYH VWDWHG SRVLWLRQV LQ WKH HD
LWHUDWLRQ RI WKH VDPH VHQLPHQW
8QOLNH LWV DOOLHV WKH 8QLWHG 6WDWHV
6RXWK \$IULFD ZLWK UHIHUHQFH WR WKH LGHD
,Q KLV RSHQLQJ UHPDUNV RQ WKH VXEMHFW W
6& 3UHVVLGHQW +HQU\ &DERW /RGJH FLWHG \$U
FDOOV IRU WKH 'XQLYHUVDO UHVSHFW IRU DQ
IXQGDPHQWDO I,QHEIGRKPW\ RI WKLV KH LQVLVWH
D SURSHU RQH IRU 8QLWHG 1D\KHL R\QVZ\ R QSVLRC
LQJ WKH YLHZ WKDW WKH 6& ZDV LQGHHG WKH

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&RPSHWLQJ 1DUUDWLYHV DQG &RC

3 KRZHYHU DQ\ FKDQFH WR SURPRWH QDWLRQ
WR DWWDFN DQ HQHP\ RU FDSLWDOL]H RQ SUH
PLVVHG :LWKLQ WKH 6& GHEDWHV SRVLWLRQV
HQW LQ RUGHU WR EH FRKHUHQW ZLWK WKH RY
LV HYLGHQFHG E\ WKH 6RYLHW UHVSRRQVH WR 5
DQ H[SHUW FRPPLWWHH PDGH XS RI &RXQFLO
ZKLFK FRXOG EH WDNHQ E\ WKH &RXQFLO KJADW
DQG RQO\ WLPH GXULQJ WKH GHEDWH RYHU 6RX
ZLWK &]HFKRVORYDNLD DQG)UDQFH DEVWDLQI
DJDLQVW 6RXWKKH\$VWLFWHG UHDVRQ JLYHQ E\ W
WKDW WKH UHVROXWLRQ GLG QRW JR IDU HQRX
PDGH WRR PDQ\ FRQFHVVLRQV WR WKH :HVWHI
P(D(4ÀH & p XQFpFHSWHG

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&RPSHWLQJ 1DUUDWLYHV DQG &ROG :DU 3ROLWLFV

UHSUHVHQWDWLYH ODXQFKHG D YHUEDO DVVD
KLV GHOLYHU\ WKH GHOHJDWH DFFXVHG WKH
RI VRFLDOLVP μ ZKLOH LW 'SXVKHV IHUYLVKO\ I
7KH 8QLWHG 6WDWHV VKRZHG SHUKDSV WKH
LQ LWV UHVSQRQVH WR WKH VLWXDWLRQ LQ 6F
6& GHEDWHV 7KRXJK VKDULQJ WKH VDPH OLEI
8. DQG)UDQFH HVSHFLDOO\ LQ UHJDUGV WR F
35& WKH 86 ZDV PRUH VXEMHFW WR SROLF\ VK
DFFRUGDQFH ZLWK WKH SULRULWLHV RI HDFK
UHÁHFWLQJ LWV RSHQLQJ VWDWHPHQW IURP W
FDQ TXHVWLRQ DQG FRQFHGLQJ LWV RZQ GLI
86 UHDIÀUPHG LWV RULJLQDO SRVLWLRQ DQG

&RPSHWLQJ 1DUUDWLYHV DQG &RC

7KH 8. ZDV ERXQG WR 6RXWK \$IULFD PXFK
SHUPDQHQW PHPEHU E\ KLVWRULF HFRQRPLF
/DERXU JRYHUQPHQW RI +DUROG :LOVRQ DIWH
DS DUWKHLG DSSURDFK GXULQJ WKH HOHFWLR

& R P S H W L Q J 1 D U U D W L Y H V D Q G & R O G

& R P S H W L Q J 1 D U U D W L Y H V D Q G & R O

&RPSHWLQJ 1DUUDWLYHV DQG &ROG :DU 3ROLWLFV

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LQWHUQDWLRQDOKIE R PZPDXQDWXUQLQJSRLQWL
WRZDUG WKH VLWXDWLRQ LQ 6RXWK \$IULFD ZL
FLWH \$UWLFOH 3DUDJUDSK RI WKH 81 &KDU

p... Å 0 D&RGODVRLOWWRH@ @WZRLOWKKHW6R X&DW QLIHPUE VAW DQFFLHO K

&RPSHWLQJ 1DUUDWLYHV DQG &RO

PXVW EH EURXJKW WR DQ HQGµ RI ZKLFK WKH
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LQ UHVSRRQVH WR WKH GLVPDQWOLQJ RI DSDUV
WLRQV FRQFHUQHG 6RXWK \$IULFDQ EHOOLJHU
LPSRVLWLRQ RI WKH GHDWK SHQDOW\ DJDLQV
HT€c xHI@pÀVªÈiiñ² @VìtHD0À h `!DF@À

&RPSHWLQJ 1DUUDWLYHV DQG &ROG :DU 3ROLWLFV

FRQVWLWXWLRQ WKDW IXUWKHU HQWUHQFKHG
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& R P S H W L Q J 1 D U U D W L Y H V D Q G & R O

&RPSHWLQJ 1DUUDWLYHV DQG &ROG :DU 3ROLWLFV

EXOZDUN DJDLQVW WKH IHDUHG VSUHDG RI 6R
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D VSDFH IRU WKH FRQYHUVWDWLRQ WR WDNH SC
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RI D VRUW

1 RWHV

81 *HQHUDO \$VVHPEO\ 'RFXPHQW \$ 5(6 'HF
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/WG /RQGRQ S
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S

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+LVWRU\ RI WKH &KDUUWHU RWWSH ZZ DXQDROD EDDEHR XDW
KLVWRU\ GHFODUDWLRQ VKWPO

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<RUN >6 39 @ 3DUDJUDSK

6HFXULW\ &RXQFLO 2~~WKEHDQ~~ 5~~HDFRHLVQJ~~ \$XJXVW
<RUN >6 39 25 @ 3DUDJUDSK

6HFXULW\ &RXQFLO 2~~WKEHDQ~~ 5HFRUGV

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1HLO 2<5HLOO\ LV DQ 0\$ JUDGXDW H RI WKH :DU
0LOLWDU\ &ROOHJH RI &DQDGD +H KDV VHUYH
'HIHQFH 5HVHDUFK DQG 'HYHORSPHQW &DQDGI
FRQWULEXWLQJ HGLWRU RQ D IRUWKFRPLQJ EF
DQG &RQALFW 5HVHDUFK DW 8SSVDOD 8QLYHU



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