Helpdesk Research Report

Stability and stabilisation approaches in multinational interventions

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Question

How many multinational interventions are mandated to pursue an agenda for stability (local, regional or global) and how many are authorised to use 'stabilisation' approaches?

Sub-components: How many missions have been established with these mandates? Where are they? Have they increased in frequency in the last 20 years? Is there a difference between the mandates' interpretations of stability and stabilisation? Is there a difference between UN, EU and NATO mandates? Are these terms used in the preambles or in the actionable points in resolutions?

Contents

1. Overview

The use of stability and stabilisation approaches in multilateral interventions is a common feature. The majority of currently operating UN, EU and NATO multinational interventions explicitly refer to stability or stabilisation in their mandates and resolutions. However, these terms do not have standard definitions and are therefore being used in a variety of contexts.

This rapid report aims to inform debates around the use of stability and stabilisation approaches in multilateral interventions. The data provided[2] is based on quantitative discourse analysis[3] of all current UN, EU and NATO missions – with research gathered in two key areas: (a) the frequency of the use of the terms stability and stabilisation; and (b) the context in which they are used.

The report is structured as follows: this first section provides an explanation of the methodology and the key findings of the research; section 2 details the number of missions with stability and stabilisation approaches; section 3 details the location of these stability and stabilisation missions; section 4 explores the frequency of the use terms stability and stabilisation in the mandates/resolutions over time; finally section 5 examines the different approaches and contexts in which stability and stabilisation are employed.

Methodology

To examine the presence of stability and stabilisation approaches in the missions, the key mandates/resolutions for each currently active UN, EU and NATO mission were analysed. The total number of resolutions for each mission varies – with many missions having more than 20 resolutions. Therefore, only the key resolutions were included in the analysis – those which detail or change the overarching mandate of the mission (a total of 107 documents).[4] The report is limited in scope to active missions, and does not analyse past missions, due to time constraints.

For each mission, the spreadsheet includes the following data: name, dates, location, and key mandates/resolutions. For each mandate/resolution, a key word search was performed to identify: the

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[2] **The full data set is available online at: http://www.gsdrc.org/docs/open/GSDRC_HDQ966_data.xls**

[3] It is important to note that due to the timeframe and scope of this research, the quantitative findings of this research are indicative and not conclusive. A more extensive and rigorous methodology would be required to present conclusive data on this subject. This data would also need to be triangulated through qualitative analysis of strategy, policy and evaluative documents of stability and stabilisation missions.

[4] The key mandates/resolutions were selected as follows:

- **UN missions** – each UN mission has a summary mandate web page which selects the key resolutions of the mission (e.g. on this summary mandate page http://unama.unmissions.org/Default.aspx?tabid=12255&language=en-US, one resolution has been selected. However, on another page collating all legal documents, a total of ten resolutions are detailed – http://unama.unmissions.org/Default.aspx?tabid=12262&language=en-US);

- **EU missions** – the EU summary page (e.g. http://www.consilium.europa.eu/eeas/security-defence/eu-operations/althea?lang=en) does not select the key mandates/resolutions – therefore each resolution listed on the 'legal basis' page (e.g. http://www.consilium.europa.eu/eeas/security-defence/eu-operations/althea/legal-basis?lang=en) of each mission has been briefly reviewed, and only the key mandate/resolutions which detail or change the overarching mandate of the mission have been reviewed.

- **NATO missions** – the NATO summary pages for each mission include variable information. Where the key mandates/resolutions have been provided (e.g. http://www.aco.nato.int/page20844847.aspx) these have been analysed. Where the key mandates/resolutions have not been provided or mentioned, the summary page has been used in the analysis (e.g. http://www.nato.int/cps/en/natolive/topics_8191.htm).

use and frequency of the words 'stability', and the related words 'stabilise' and 'stabilising' (herein this search is only referred to by the word 'stability'); the use and frequency of the word 'stabilisation'; and whether these words are used in the preamble or the actionable points.[5] In cases where the mandates/resolutions use the key words, the spreadsheet includes the relevant sentences (see spreadsheet worksheet 1).

Key findings

- **Out of a total of 49 missions** examined for this report, **30 missions use the words *stability* or *stabilisation*[6]** (61% of those examined), 29 missions use the word *stability*, and 16 missions use the word *stabilisation*.

- While one resolution relating to a mission may use the words *stability* or *stabilisation*, this does not mean that all of the related resolutions use these words, as the mission may change over time.

- **Out of a total of 107 mandates/resolutions** examined for this report, **87 mandates/resolutions** use the words *stability or stabilisation* (81% of those examined)*. 58 mandates/resolutions use the word *stability*; 36 mandates/resolutions use the word *stabilisation.*

- In terms of **location**, most missions with a stability or stabilisation mandate are found in Africa, some are in the Middle East and Europe, and one is in Latin American and the Caribbean.[7]

- In terms of **frequency**, this report covers the key mandates/resolutions related to the UN, EU and NATO **missions currently in operation** – the majority of which date from 2000 onwards. This skews the data to over represent more recent mandates/resolutions, so a comprehensive historic overview of the frequency of use of the terms stability or stabilisation is not possible. However, graph 1 indicates a strong trend - from 2000 onwards - of a gross and relative increase in mandates/resolutions including the key word *stability*.

- Through quantitative discourse analysis of these phrases, **26 categories have been identified to represent the different approaches to *stability* and *stabilisation***. These have been arranged into seven groups: stability from conflict; political and legal stability; military and criminal stability; physical stability; stability for citizens; economic stability; and regional stability. These categories are not mutually exclusive and one mandate/resolution may include multiple phrases with multiple references to different types of stability. Table 2 combines the 26 categories into groups – this indicates that that *stability* and *stabilisation* are most commonly cited in the context of political and legal stability, and in relation to security and peace.

- The top six **most commonly cited approaches** to *stability* and *stabilisation* in the mandates/resolutions are: security; peace; regional stability; economic stability; law and justice; and organised crime.

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[5] Word searches were performed using British, American English and French, where appropriate. Antonyms such as 'instability', 'unstable', and 'destabilisation' were not included in the searches.
[6] For a list of the missions – see spreadsheet worksheet 2 in
http://www.gsdrc.org/docs/open/GSDRC_HDQ966_data.xls.
[7] See spreadsheet worksheet 3 as above.

2. Number of missions with stability and stabilisation approaches

Out of a total of 49 missions examined for this report:

- 30 missions (61% of those examined) use the words *stability* or *stabilisation.*[8]
- 29 missions use the word *stability*:
    - 23 missions use this word in the preamble
    - 15 missions use this word in the actionable points
- 16 missions use the word *stabilisation*:
    - 9 missions use this word in the preamble
    - 16 missions use this word in the actionable points.

While one resolution relating to a mission may use the words *stability* or *stabilisation*, this does not mean that all of the related resolutions use these words. For example, the United Nations Operation in Côte d'Ivoire (UNOCI) issued eight key mandates/resolutions from 1994 to present – five of these use the word *stability*, three do not; two use the word *stabilisation*, six do not. This is a fairly common occurrence, and reflects how missions change, in line with changing internal and external situations.

Out of a total of 107 mandates/resolutions examined for this report:

- 87 mandates/resolutions (81% of those examined) use the words *stability or stabilisation.*
- 58 mandates/resolutions use the word *stability*:
    - 49 mandates/resolutions use this word in the preamble
    - 29 mandates/resolutions use this word in the actionable points
- 36 mandates/resolutions use the word *stabilisation*:
    - 26 mandates/resolutions use this word in the preamble
    - 29 mandates/resolutions use this word in the actionable points.

3. Location of stability and stabilisation missions

Table 1 below lists the missions currently in operation that include the language of *stability* or *stabilisation,* according to geographic region. Most are found in Africa, some are in the Middle East and Europe, and one is in Latin American and the Caribbean.[9]

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[8] For a list of the missions, see spreadsheet worksheet 2 in
http://www.gsdrc.org/docs/open/GSDRC_HDQ966_data.xls.
[9] See spreadsheet worksheet 3 as above.

Table 1: Location of missions that use the words *stability* or *stabilisation*

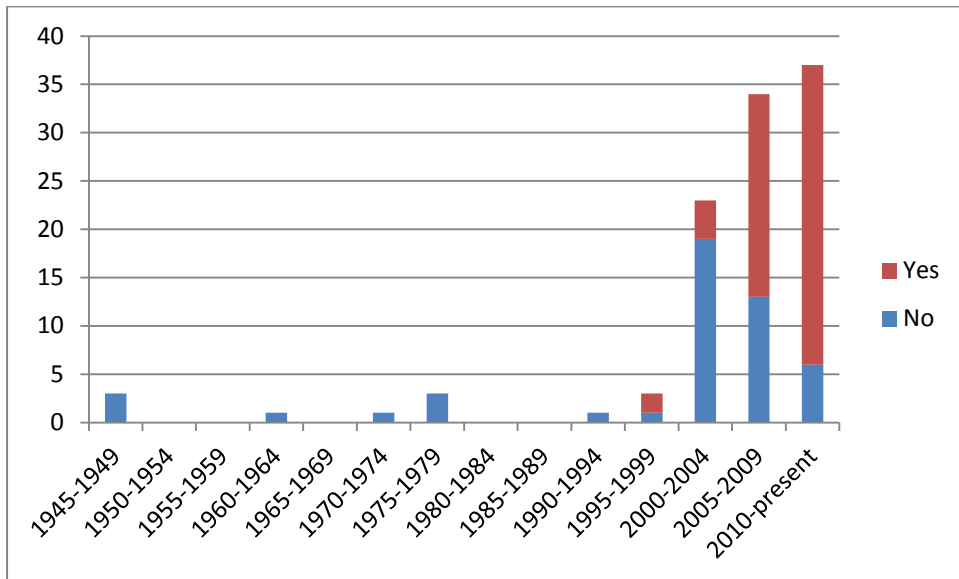| Area	Location of mission that uses key words stability/stabilisation
Middle East	Afghanistan (x 2) Iraq (x 2) Middle East Palestinian Territories (x 2)
Africa	Burundi Central African Republic Côte d'Ivoire DR Congo and the sub-region DR Congo (x2) Guinea Bissau Liberia Libya Mali (x 2) Somalia (x 2) Abyei Area, Sudan Darfur, Sudan South Sudan West Africa
Europe	Bosnia and Herzegovina Georgia Kosovo (x 3)
Latin America and Caribbean	Haiti

4. Frequency of stability and stabilisation mandates/resolutions

This report only covers the key mandates/resolutions related to the UN, EU and NATO missions currently in operation – some of these missions have been running for many years – some even have mandates/resolutions that date back to 1948. However, the majority of mandates/resolutions reviewed are more recent – with the majority dating from 2000 onwards. This skews the data to over represent the more recent mandates/resolutions.
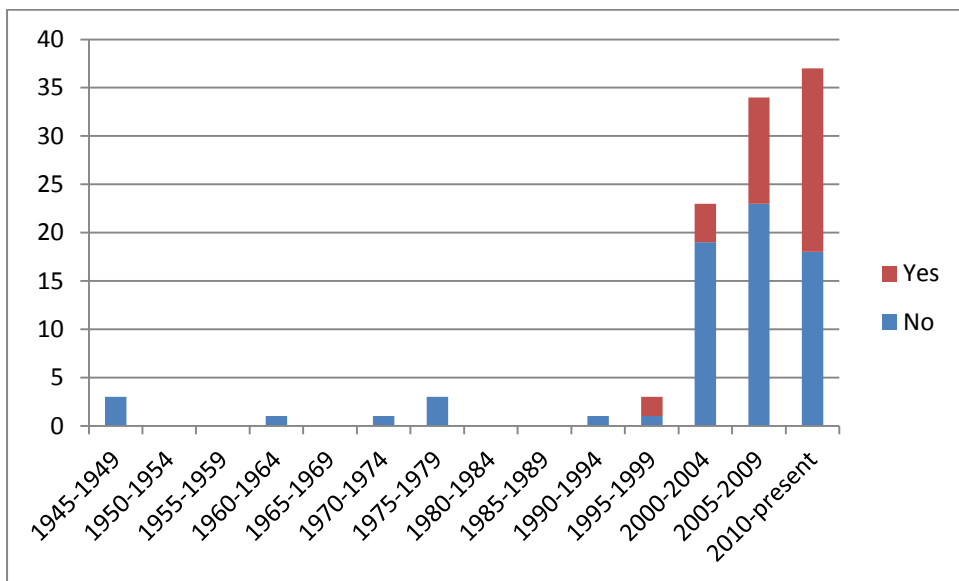
This also means that a general *comprehensive historic* overview of the frequency of use of the terms stability or stabilisation is not possible. Graphs 1 and 2 (see below) instead review the 87 mandates / resolutions included in this review – and indicate in what year the key words appear. Notably, graph 1 indicates a strong trend – from 2000 onwards – of a gross and relative increase in mandates/resolutions including the key word *stability*. Graph 2 indicates a similar, but weaker, trend.[10]

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[10] See spreadsheet worksheets 4a, 4b and 4c in http://www.gsdrc.org/docs/open/GSDRC_HDQ966_data.xls.

Graph 1: Number of mandates/resolutions containing word *stability*

Graph 2: Number of mandates/resolutions containing word *stabilisation*

5. Different approaches to stability and stabilisation

In the 107 mandate/resolution documents revised for this rapid report, 87 of these documents use at least one of the key words *stability* or *stabilisation*. In these 87 documents, the key words were used a total of 288 times. The phrases used in the mandates/resolutions are recorded in the accompanying spreadsheet on worksheets 5a and 5b.[11]

Through quantitative discourse analysis of these phrases, 26 categories have been identified to represent the different approaches to *stability* and *stabilisation*; these have been arranged into seven groups (see Table 2). These categories are not mutually exclusive and one mandate/resolution may include multiple phrases with multiple references to different types of stability. Furthermore, some of these references may be explicit or implicit. Table 2 combines the 26 categories into groups – this indicates that that *stability* and *stabilisation* are commonly cited in the context of political and legal stability, and in relation to security and peace.

Accurate and comparable discourse analysis is complex and with many limitations. To limit subjectivity and to facilitate this rapid data gathering exercise, analysis was based on the following: (a) each phrase containing the key words stability and stabilisation were selected; (b) any of the 26 categories that were referenced in a phrase, were given a score of '1' per mandate/resolution; (c) a total score per category was calculated – and is represented in table 2.

For example, the first relevant phrase in the EU's Council Joint Action 2005/190/CFSP (for the mission: EU Integrated Rule of Law Mission for Iraq EUJUST LEX-Iraq) is this: "(1) The European Union is committed to a secure, stable, unified, prosperous and democratic Iraq that will make a positive contribution to the *stability* of the region. The EU supports the people of Iraq and the Iraqi Interim Government in their efforts towards the economic, social and political reconstruction of Iraq in the framework of the implementation of United Nations Security Council Resolution 1546 of 8 June 2004." The following categories were selected for this phrase: security (general); national unity; economic (general); democracy; regional; social (general); and political (general).
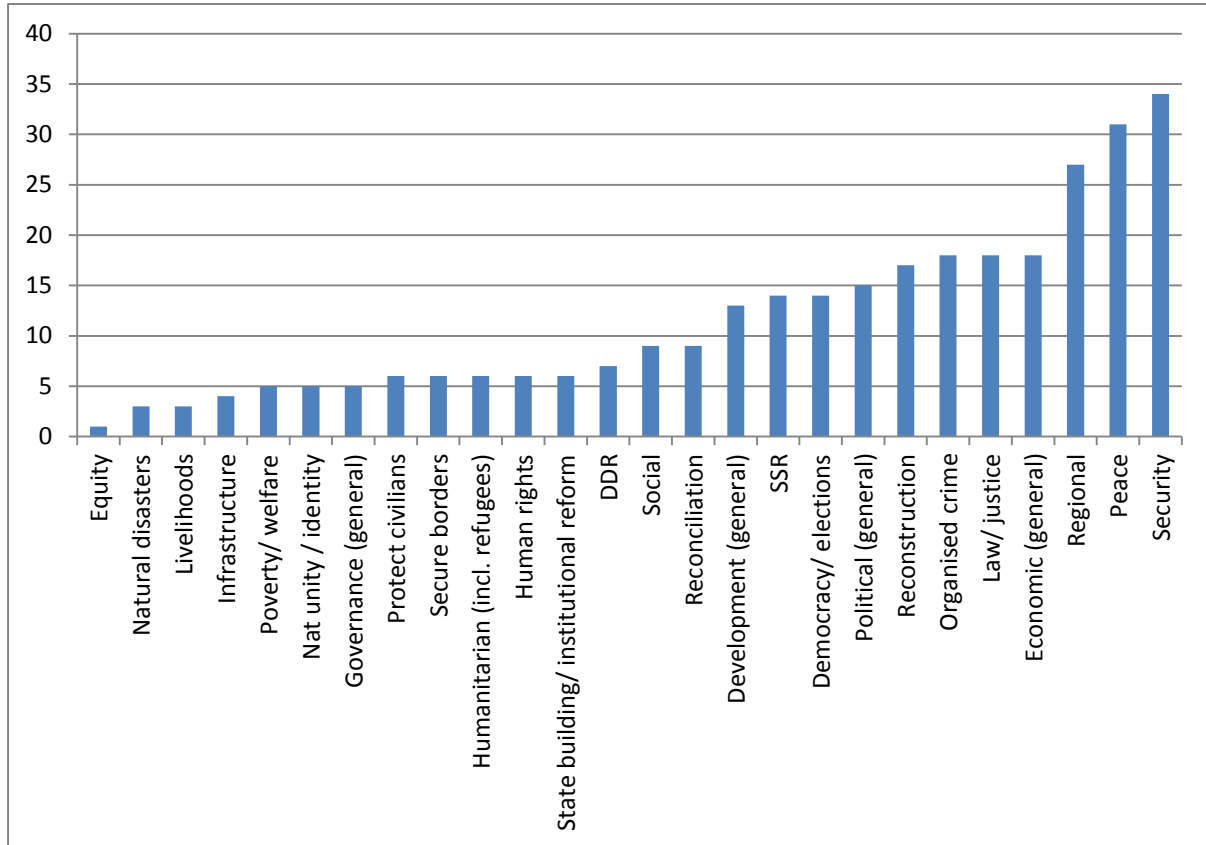
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[11] The spreadsheet records the number of times a key word is used in the mandate/resolution, and it also records the phrase used in the mandate/resolution. In cases where the mandate/resolution repeats a phrase and adds no extra meaning to the interpretation of this report – only one of these phrases has been recorded in the spreadsheet. http://www.gsdrc.org/docs/open/GSDRC_HDQ966_data.xls.

Table 2: Discourse analysis of mandates/resolutions – in what context are the words *stability* or *stabilisation* used?

Approaches to *stability* and *stabilisation* (7 groups)	Approaches to *stability* and *stabilisation* (26 categories)	Total for category	Total for group
Stability from conflict			65
	Security (general)	34	
	Peace (general)	31	
Military and criminal stability			45
	Security Sector Reform (SSR)	14	
	Disarmament, Demobilisation and Reintegration (DDR)	7	
	Organised crime	18	
	Protect civilians	6	
Physical stability			30
	Reconstruction	17	
	Secure borders	6	
	Natural disasters	3	
	Infrastructure	4	
Stability for citizens			37
	Development (general)	13	
	Social (general)	9	
	Poverty/ welfare	5	
	Livelihoods	3	
	Humanitarian (incl. refugees)	6	
	Equity	1	
Political and legal stability			78
	Political (general)	15	
	Democracy/ elections	14	
	Law/ justice	18	
	Reconciliation	9	
	National unity/identity	5	
	Human rights	6	
	Governance (general)	5	
	State building/ institutional reform	6	
Economic stability			18
	Economic (general)	18	
Regional stability			27
	Regional	27	

Graph 3 below arranges the 26 above categories in numerical order, revealing that the most commonly cited words in relation to *stability* and *stabilisation* are security and peace. The third most common reference is to the regional aspects of *stability* and *stabilisation*. The fourth most common reference is to the economic aspects of *stability* and *stabilisation*.

Graph 3: Discourse analysis – frequency of words used with *stability* and *stabilisation*

Comparing UN, EU and NATO approaches to stability and stabilisation

55% of all active missions are led by the UN. Of the 107 mandates/resolutions examined in this report, 69% (74 mandates/resolutions) are linked to UN missions, therefore the findings of this report are more representative of the UN, than of the EU or NATO (see table 3).

It is also important to note that UN mandates/resolutions are used not only by the UN, but also by the EU and NATO. Therefore, in the documents reviewed for this report, one of the mandates/resolutions relating to the EU is an UN mandate/resolution; and 12 of the mandates/resolutions relating to NATO are UN mandates/resolutions. This means that of the 107 mandates/resolutions reviewed for this paper, 81% (87 mandates/resolutions) were drafted by the UN, and can be expected to reflect UN values (see table 3).

This indicates that a comparison of UN, EU and NATO approaches to *stability* or *stabilisation* may be difficult to assess via this rapid quantitative discourse analysis. To complement this study, it would be valuable to conduct qualitative analysis of UN, EU and NATO strategy, policy and evaluation reports.

Table 3: UN, EU and NATO compared

	UN	EU	NATO	Total
Total active missions	27	17	5	49
Active missions that include words *stability* or *stabilisation*	18	10	2	30
Total mandates/resolutions	74	19	14	107
Mandates/resolutions with words *stability* or *stabilisation*	62	12	13	87
Total mandates/resolutions drafted by the UN	87			

Key websites

- UN peacekeeping missions – http://www.un.org/en/peacekeeping/operations/current.shtml
- UN political missions – http://www.un.org/wcm/content/site/undpa/main/about/field_operations
- EU missions – http://www.consilium.europa.eu/eeas/security-defence/eu-operations?lang=en
- NATO missions – http://www.nato.int/cps/en/natolive/topics_52060.htm

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