ENHANCING COORDINATION IN THE AREA OF SECURITY AT MAJOR EVENTS

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Keywords: Major Events Security, international coordination, international standards, best standards, lessons learnt

Abstract: The UNICRI programme on security at major events is aimed at supporting policy-makers and practitioners in planning security during major events. On account of their scale and/or high visibility, major events (defined as any event requiring international cooperation with respect to security planning, such as large sporting events, including the Olympic Games, high-level summits and other mass events, such as national and religious festivals) are vulnerable target for unlawful activities, including terrorism, and can be exploited by organized criminal groups to further their illegal activities.

UNICRI has developed and implemented regional initiatives in this area. The initiatives provide training and advisory services to security planners in preparation for major events.

The European regional initiative is entitled "Enhancing European Coordination for National Research Programmes in the Area of Security at Major Events – THE HOUSE" and is being implemented from 2012 to 2014. It involves 24 European Union Member States with the coordination and implementation responsibility vested in UNICRI, drawing on the achievements of seven years of activities and previous UNICRI projects.

UNICRI assists several Member States, within the framework of these regional initiatives, in organizing major events. These include in the past e.g. Trinidad & Tobago for the carnival, Mexico for the Pan-American Games and the G20 Summit in 2012; Costa Rica for the Central American Games; Cyprus and Ireland for the EU Presidency, Poland for the Euro Soccer Cup, Bulgaria for the World Cup qualification and Finland for the Euro Athletics.

INTRODUCTION

The United Nations Interregional Crime and Justice Research Institute (UNICRI) was established in 1967 to support Member States in the areas of crime prevention and criminal justice. In furtherance of its mandate, UNICRI uses action-oriented research to assist in the formulation of improved policies and concrete intervention programmes. Against this backdrop, UNICRI identifies areas of common concern to Member States which are of critical importance to the international community in general, upon which to concentrate. Security planning for major events is one such area.

For the purposes of its work, UNICRI defines Major Events as events requiring international cooperation in respect of their security planning. Broadly speaking, these can be separated into four categories: sporting events (Olympics, World Championships, etc.); political events (summits, State visits, etc.); cultural events (carnivals, festivals, etc.); and, other mass gatherings (scientific conferences, International expositions etc.). Major events are windows of opportunity due to the fact that they are often accompanied by substantial increases in the financial, human, technological, and other resources which are available to national security planners. As a result, major events offer the finance and the

availability of resources to expand a modern and efficient security infrastructure, which allows for increased security while requiring decreased levels of policing. Additionally, major events allow for the introduction of systems and practices, procurement of equipment and expertise, development of training and expansion of capacity in a manner that is innovative and meaningful. In this way, they provide a legacy of development in national security planning practices and structures, as well as new forms of thinking in response to emerging threats to national security, and the furtherance of international cooperation among security planners.

Having identified major events as an area in need of international coordination, UNICRI launched its global programme on major events in 2002. This programme has subsequently received express backing from the United Nations Economic and Social Council (Ecosoc) Resolution 2006/28, in which the Council invited UNICRI to continue and expand its work in this area and invited Member States to request UNICRI's assistance for the security planning of major events.

Throughout UNICRI's work, a common thread is the focus on activities at regional level. This stems from the recognition that programmes and projects implemented among countries of similar social, political, and economic backgrounds and institutional frameworks can be carried out more effectively and the legacy of success can be seen throughout the region.

Based on this approach, the project EU-SEC was initiated by UNICRI in 2004, as the first regional platform for the coordination of security during major events in Europe.

EU- SEC AND EU-SEC II

EU-SEC, which involved 10 EU Member States ([1]), was funded by the European Commission's 6th framework programme — DG Enterprise and Industry. It was aimed at supporting and coordinating national research activities related to security during major events. EU-SEC pioneered a common methodology for the coordination of national research programmes on security during major events at European level. In addition, the project developed research on police ethics and public private partnerships during the planning of major events, and it identified thematic priorities for future research activities (all of which would later be built upon in EU-SEC II, described in the next paragraph). Furthermore, by establishing a coordination platform of end-users, EU-SEC laid the foundations for the creation of 'The European House of Major Events Security.'

Based on this success, the follow up project, EU-SEC II, was launched in 2008, now involving 22 Member States ([2]). EU-SEC II identified key areas of security planning for major events which required further coordination. On the basis of this, a number of standards and priorities for future research ([3]) were defined and/or elaborated. These are split into two main groups: 'Established Standards' and 'Tools for Development.'

The project elaborated established standards in relation to four areas:

- The IPO ([4]) Security Planning Model: A security planning blue print that can be tailored to each country's specific needs.

- Public Private Partnerships (PPPs): Guidelines for assessing, establishing and utilising PPPs.

- Media Management: Guidelines for Police and security planners in general on the cultivation and management of symbiotic relationships with the media.

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[1] The Member States of EU-SEC were Austria, Finland, France, Germany, Ireland, Italy, Portugal, Spain, the Netherlands and the United Kingdom.

[2] The Member States of EU-SEC II were Austria, Bulgaria, Cyprus, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Malta, the Netherlands, Portugal, Romania, the Slovak Republic, Slovenia, Spain, Sweden and the United Kingdom.

[3] Further information on these standards can be found in EU-SEC II Consortium (2011).

[4] UNICRI launched the International Permanent Observatory (IPO) on Security Measures during Major Events in 2003. In 2007, within the framework of the IPO, The IPO Security Planning Model was published as a model of best practice in security planning to assist planners in their daily work and to unite national approaches in the planning of security for major events. The IPO was formally acknowledged for its efforts by the United Nations Ecosoc Resolution E/2006/28 of July 2006.

- Ethical and Operational Standards for Security and Security Products: A tool used to review operational adherence to the Council of Europe's 'European Code of Police Ethics' and the quality assurance process of bringing any new security products into daily routine.

A further three Tools for Development were defined:

- Specialist Technical Equipment Pool (STEP) — a database of specialist technical equipment that partner will be able to share in order to support planning and procurement decision.

- European Major Events Register (EMER) — a database or register that will allow to register by a hosting authorities' events as 'major'.

- Training and Networking — to promote and raise awareness of 'The House' ([5]) services among EU police forces in collaboration with European Police College (CEPOL).

The final output of EU-SEC II was the manual 'Foundations of the European House of Major Events Security' (EU-SEC II Consortium, 2011) and with this 'The House project' (elaborated upon further below) was brought into being.

IPO AMERICAS

On the basis of the success of EU-SEC and EU-SEC II and in collaboration with the Organisation of American States (OAS), in 2007, UNICRI launched a similar platform for the coordination of major events security in the Americas.

IPO Americas is a regional initiative to improve the cooperation of OAS Member States in the field of major events security. Within the last five years, 30 Governments out of the 34 OAS Members States officially appointed a National Focal Point (NFP) to IPO Americas. The NFPs are responsible to represent their respective countries, facilitating access to relevant information and expertise at national level and identifying possible needs of their countries within the framework of the project.

Since 2010, IPO Americas has been funded by the government of Canada, having initially been funded by the Spanish Ministry of Foreign Affairs. Its main objectives are:

- Provision of training and advisory services to security planners in preparation of major events to be hosted in the Americas;

- Supporting the sharing of information and best practices among Member States;

- Development of a Knowledge Management System (KMS) on major events security and a regional training manual;

- Definition of planning standards within the American sub-regions;

- Dissemination and adoption of best practices for Public Private Partnerships for security at major events; and,

- Enhancement of crime prevention capacity in the involved Member States.

A proliferation of major events in the region (Pan American Games 2011, 2013 Central American Games, 2014 South American Games, 2014 FIFA World Cup, and 2016 Olympic Games) which attract worldwide audiences underlines the importance of achieving such a common regional approach.

The legacy of IPO Americas is hoped to be manifold. Firstly, the development of the capacities of the partners in respect of hosting major events will enhance the reputation of the region for hosting safe, secure and incident free major events. Secondly, from a socioeconomic point of view this will have benefits not just for the host state but for the region as a whole. Thirdly, the enhancement of international cooperation in the region in the build up to and during these events will, it is envisaged, produce long-term policing benefits in the aftermath of these events where the lessons learned and best practices established can be converted into a broader framework of crime prevention strategies.

([5]) 'The House' is the independent structure envisioned by the EU-SEC II consortium to eventually take over all of the services developed during EU-SEC II and provide assistance to requesting States. The transition between EU-SEC II and The House as a permanent sustainable structure is bridged by 'The House Project,' described below.

THE HOUSE PROJECT

Building directly on the achievements of EU-SEC, EU-SEC II, and indirectly from the success of the IPO Americas, The House Project runs from March 2012 to February 2014 and is funded by the European Commission's 7th Framework Programme — DG Enterprise and Industry, and was launched to test the standards which had been outlined in EU-SEC II as common EU standards. As with the predecessor project, 'The House' project has seen an expansion in the consortium which now stands at 24 EU Member States ([6]).

The process of 'testing' these standards as common EU standards involved the project partners attending the 'associated events' and discussing the standards of 'The House' in relation to accepted national practice. After a consultation process with the project partners, during which over 30 major events were considered, eight major events were chosen. Particular importance was attached to achieving a balance between sports competitions, mass gatherings and political summits as the planning challenge presented to security planners by each of these events differs greatly. The events at which 'The House' has tested or will test its standards are the following:

- Euro Athletic Championships, Finland, June-July 2012

- UEFA Euro Cup, Poland, June-July 2012

- Bulgaria-Italy FIFA WC Qualification, Bulgaria, September 2012

- EU Presidency, Ireland, January-June 2013

- Rainbow March, Slovakia, September 2013

- EU Presidency, Lithuania, June-December 2013

- CEV Euro Volley, Poland, September 2013

- Nuclear Safety Summit, Netherlands, April 2014

The 'association' of an event to the project involved project partners meeting with the security planners of the chosen major events in order to present the standards of 'The House'. The subsequent discussion/consultation process helped to determine gaps and/or overlaps between 'The House' standards and those applied nationally. The dual goals of this process are on the one hand to assess the impact of the standards as common European planning and evaluation standards; and on the other hand, to assess their potential impact on the main EU security priorities (The Stockholm Programme and the EU Internal Security Strategy). The results of the consultation with national security planners were recorded and will form the basis of the final project reports. On the basis of these reports, a set of User Guidelines is being drafted to complement the manual published at the end of EU-SEC II; these guidelines will contain practical information for major events security planners and other security practitioners, on how to make full use of 'The House' and its services.

A unique aspect of 'The House' project as a research project is that national end users from 24 EU Member States are the main actors/researchers in the project. They have been appointed to various roles ranging from: Event Hosts, who organise and facilitate the consultation process with national security planners of associated events; 'Standard Owners,' who act as 'custodians' of a standard, presenting the standards to national security planners at the associated event meetings; Task Team Members, who attend the associated events gaining and recording feedback from the national security planners on the impact of the standards as common European planning and evaluation standards and on their potential impact on the main EU security priorities. This method of policy development which involves the security planners at all stages ensures that they and their countries have a real ownership over the output.

Furthermore, the project provides a platform for the exchange of ideas/information on security issues. Participation in the consortium provides all partners access to an international network of security experts who they have the opportunity to meet at regular intervals, and who they are in constant contact with, through their work within the project. The consortium also benefits from the input of an Advisory Board composed of

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([6]) Austria, Bulgaria, Cyprus, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Malta, the Netherlands, Poland, Portugal, Romania, the Slovak Republic, Slovenia, Spain, Sweden, and the United Kingdom.

CEPOL and Europol who are both represented at project meetings in order to provide their relevant technical input to the Consortium and ensure coordination with existing European entities and initiatives in the field of security during major events. In addition, the partners have had the opportunity to network with the security planners from host countries of the associated events, discussing the handling of real scenarios from the planning and carrying out of major event security and, in doing so, laying the groundwork for future cooperation and building towards a common policing approach across Europe.

THE FUTURE OF 'THE HOUSE'

The 24 Member States of 'The House' have decided that the way forward should involve the development of an all encompassing interactive web based security planning tool incorporating all of the methodologies and technical tools of 'The House'. In this phase, the consortium will attempt to ensure that its pattern of expansion continues beyond the current 24 Member States. As in the previous phases of the project, the involvement of the national security planners will be essential to ensure that the outputs will have the approval of, and will be adopted by, the partner Member States. In addition, the consortium will work to consolidate the position of 'The House' as a comprehensive European planning framework for major events security in order to ensure that established best practices are continually codified and that lessons learned from major events in the EU are easily accessible to and serve to benefit the security of the entire community.

In the long term, the maintenance and expansion of the networks of security practitioners, methodologies and technical tools will ensure that the impact of 'The House' goes far beyond major events security as it contributes to the realisation of the main security priorities of the EU — the Stockholm Programme and the EU Internal Security Strategy (ISS) which call for 'more effective European law enforcement cooperation' (Council of the European Union, 2009, s 4.3.1).

CONCLUSION

In a broad sense, the method of policy elaboration applied in both Europe and the Americas within the projects highlighted above could easily be adapted to other contexts and other regions of the world with the assistance of UNICRI given their role in regional policy coordination for major events security at United Nations level.

'The House' project (plus its predecessors EU-SEC and EU-SEC II) and IPO Americas have been making, and continue to make, a significant contribution to the coordination of major event security planning in Europe and the Americas respectively. The objective of the partners involved is to create a lasting legacy of improved security capacity, common standards and procedures efficiency, and increased regional and international cooperation among security practitioners. In this way, the windows of opportunity offered by major events will be taken advantage of to the fullest extent in terms of the security of the event itself, the maximisation of the enjoyment of the event for all and the potential for development of security policies, practices and cooperation.

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