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International Cooperation and Major Events

Major events' security is a combination of several elements: the traditional prerogative of the state to maintain security on its territory, the involvement of different public security actors, the need to resort to other countries in order to gather information on possible threats for the event, the need to seek the cooperation of other countries for the adoption of preventive measures within their borders, the role of the organizers, often private entities, with regard to venues' security.

An effective cooperation between national authorities in charge of security with other relevant national and international actors is a key factor to secure events, which, due to their dimension, number of persons attending and/or visibility can be exploited for different unlawful purposes, such as organized crime activities and terrorism. Major events can also be affected by other unlawful activities, like public disorders, in particular violent demonstrations, or by natural disasters.

Threats to major events. The activities of organized criminal groups during major events can focus on illicit trafficking in drugs, counterfeiting, traffic in women for sexual exploitation. Major events can also be an occasion for petty crime involving pickpocketing and other forms of conventional crime. Both organized and petty crimes are linked in particular to mass events since they take advantage, for business purposes, of the high number of people attending the event.

Terrorism may involve different types of acts like suicide attacks, vehicle borne attacks, use of CBRN, hostage taking, traditional and/or Islamic inspired terrorism, sociopath, one-man actions, kidnapping and bombing. Terrorism is a threat for any kind of major event since it aims at exploiting its visibility. According of Abu Iyyad, the head of Black September who gave the order to execute the Israeli hostages, the chief motive behind the attack on 1972 Olympic Games was to "exploit the extraordinary concentration of mass media in Munich and to give our struggle international reverberations – whether positive or negative, it didn't matter".

Public disorders can take the form of violent demonstrations, hooliganism, shootouts, fights and vandalism. Even if any comparison between violent demonstrators and terrorists would be inappropriate, it can be argued that both groups may see a major event as the ideal forum to make political statements or as a loudspeaker for the causes they pursue.

Finally, threats to public safety might take the shape of fires at the venues, heat waves, droughts, forest fires, heavy winds, extreme rainfall, earthquakes or other accidents happening during the event.

With regard to terrorist attacks as well as public disorders and threats to public safety, the confined space of major events makes such sites possible places for mass casualty incidents.

The launch of the International Permanent Observatory on Security Measures during Major Events by UNICRI. In this context and taking into account the complexity of relationships among different se-

Vocabulary:

- prerogative = Vorrecht
- to gather = sammeln, erfassen
- entity = Person, Entität
- venue = Veranstaltungsort
- to exploit = ausbeuten, ausnutzen
- counterfeiting = Falschmünzerei, Fälschung
- petty crime = Kleinvermödel, Bagatelleidest
- to pickpocket = einen Taschendiebstahl begehen
- suicide = Selbstmord
- reverberation = Widerhall, Nachhall
- drought = Dürre
- earthquake = Erdbeben
- confined = begrenzt, beschränkt
- launch = Start
Taking into account the complexity of relationships among different security actors, the United Nations Interregional Crime and Justice Research Institute (UNICRI) set up, almost three years ago, the program "International Permanent Observatory on Security Measures during Major Events (IPO)".

IPO was conceived as a mechanism of assistance to enhance the capability of national authorities to maintain security during major events, facilitate the exchange of expertise and promote international cooperation in that field. Relevant activities are carried out in cooperation with the European Police Office (EUROPOL), which provides UNICRI with technical support. IPO focuses on three main categories of major events – Olympics and other large-scale sporting events, high-level summits and mass events such as national or religious festivals. IPO is the only initiative within the United Nations system specifically focusing on major events' security.

**Definition of major event.** Decision whether to seek the assistance of UNICRI is taken by the hosting countries, which also decides whether an event is a major event. At the international level there is no definition of "major event". An effort is contained in the recommendation of the Council of the EU drafted with regard to terrorism prevention at the Athens 2004 Olympic Games. This recommendation defines the scope by citing examples of the Olympic Games and other major sporting events such as the Rugby World Cup or the World Athletics Championship.

UNICRI has not adopted any specific definition of major event. However, for the purposes of research and analytical activities of IPO, UNICRI has identified the following characteristics:

- historical and/or political significance and/or popularity;
- large media coverage and/or international media attendance;
- participation of citizens from different countries and/or possible target groups;
- participation of dignitaries and/or VIPs;
- more than 200,000 expected to be present at the event.

Accordingly, UNICRI takes in consideration any gathering of people envisaging one or more of these characteristics and that has produced, or is likely to produce, relevant practices with regard to main threats for major events (threats to public order; terrorism; organized crime; threats to public safety).

UNICRI's working definition adopted within the framework of IPO is very broad in order to identify, to the largest possible extend, best practices in this field. A similar conceptualization is used for the purposes of another UNICRI endeavour in the field of major events' security: the project "Coordinating National Research Programs on Security during Major Events in Europe (EU-SEC)" (more details will be provided in the composition of this article).

From the perspective of the hosting country, the author submits that, in addition to the characteristics used by UNICRI, two other elements are taken into account: the exceptionality of the event and/or the high level of risk to its security (considering the risk as the likelihood that a specific threat materializes).

Both the exceptionality of an event and the high level of risk create new security needs and often require extra resources and first time collaboration among different national and international actors. The Su-
per Bowl might serve as an example to deduce that these criteria have been adopted by the United States to identify major events: this event was considered a major event only in its edition after September 11 because of the credible fear of terrorist attacks.

In absence of a high level of risk, the Super Bowl would not be seen as a major event in the United States since it is not exceptional in the hosting country: its security can be ensured by the experience of the security community and by the same amount of security means and financial resources; finally, cooperation among different security actors has been tested several times on occasion of previous editions.

**International assistance to hosting countries.** Once, according to the hosting country, a major event is planned, UNICRI can provide, upon request, advisory services to public authorities in charge of security. Groups of experts assembled by the Observatory can provide advice at different stages and levels of security planning focusing on three main areas:

- assessment methodology;
- security measures and
- resources.5

A proper methodology to assess risks is central for security planning since any major event requires the monitoring and assessment of vital parameters of security such the hazard events, the sites, the groups involved in the event and potential perpetrators.6

Assessment activities are the basis for the planning and implementation of security measures. Coherently with assessment activities, also security measures should be referred to specific hazard events, sites and specific groups and/or classes of perpetrators. In this context, within the framework of IPO, assistance can be provided with regard to specific security measures or techniques, such as anti-terrorism preparations, crowd management, dignitary protection, media policies etc.

Finally, assistance can be provided with regard to a third set of tools: the resources. Resources are needed to connect assessments with measures and to provide security personnel with the necessary tools to maintain security. UNICRI can provide advisory services with regard to organisational resources, provide assistance for the adoption of legal frameworks in view of the events, including the adoption of legislation on rapid criminal proceedings, and convey best practices on informational resources and communication systems.

**IPO Toolkit.** IPO Advisory services are grounded on a Toolkit for Policymakers and Practitioners. The Toolkit, based on information and documentation exchanged during a number of closed-door meetings, is a grammar book for policymakers and strategic planners around the world who are responsible or involved in the security of a major event. It has been designed to identify proven security measures with high relevance for working practice.

**Scenario-based training.** In addition to advisory services, UNICRI may consider the possibility of organizing scenario-based training on relevant security issues such as hostage taking or use of weapons of mass destruction, taking advantage from its broad roster of experts. Also this kind of

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**Vocabulary:**

- *to deduce* = folgern, schließen, ableiten, herleiten
- *advisory service* = Beratungsservice
- *assembled* = versammelt, zusammengestellt
- *hazard* = Gefahr, Risiko
- *crowd* = Menschenmenge, Menschenauflauf, Zuschauermenge
- *toolkit* = Werkzeugsatz
- *hostage* = Geisel
- *roster* = Liste
activity should be carried out taking into account the work done on occasion of past major events, like the work done, with regard to terrorist threats, by the Korean authorities in view of the 2002 Football World Cup, which had prepared a 230-page manual of hypothetical scenarios of disasters, ranging from suicidal airline pilots to the use of poison gas, anthrax, hostage-taking and, of course, the terrorists' standard weapon of choice – bombs.\textsuperscript{10}

In this regard, Prof. Alex P. Schmid, Senior Crime Prevention and Criminal Justice Officer of the UNODC’s (United Nations Office on Drugs and Crime) Terrorism Prevention Branch, listed, on occasion of a IPO closed-door session, the following main scenarios: suicide bombings, \textit{rocket-propelled grenade} attack, truck bomb, aerial attack, weapons of mass destruction attack, food poisoning (athletes or others), hidden device (e.g. radio-controlled aerosol canister) that can release chemical agent by \textit{remote control} at time selected by terrorists to create mass casualty incident, spraying biological agent (e.g. Ebola or Marburg) in ventilation system of Olympic closed door sites. Scenarios can also be referred to public order (e.g. crowd management and dialogue with demonstrators) and public safety issues (e.g. crisis management in case of natural disasters).

\textbf{IPO Database.} In support of these activities, UNICRI has created a database of relevant documentation on best practices on security measures during major events. UNICRI has collected information and documentation on effective practices experienced on occasion of several past events, such as the following Olympic Games: Barcelona 1992, Lillehammer 1994, Atlanta 1996, Sidney 2000, Salt Lake 2002 and Athens 2004. UNICRI also collected information from other large scale sporting events like EURO 2004 in Portugal, the Maccabiah Games in Israel and from relevant major events like the 2004 Royal Wedding in Spain, the signature of the European Constitution in Italy and the EU Enlargement Day in Ireland in 2004 and the US Presidential \textit{inauguration} in 2005.

IPO has involved more than 90 experts on major events’ security – including 15 experts with specific experience on the security planning of the major event par excellence: the Olympic Games.

\textbf{Strengthening international cooperation.} UNICRI is in the position to facilitate international cooperation in view of major events. To this end, UNICRI can organize, upon request, meetings with the participation of representatives from national authorities in charge of security of different countries in order to discuss possible cooperation in view of major events. UNICRI can also involve high-level representatives from international and regional organizations, which could contribute to the security of a major event.

\textbf{Vocabulary:}
- \textit{rocket-propelled grenade} = Pennenfaust
- \textit{device} = Gerät, Vorrichtung, Apparat
- \textit{remote control} = Fernbedienung, Fernsteuerung
- \textit{inauguration} = Einführung

Scenarios can be referred to public order (e.g. crowd management and dialogue with demonstrators) and public safety issues (e.g. crisis management in case of natural disasters).

UNICRI has created a database of relevant documentation on best practices on security measures during major events.
In the field of security, UNICRI maintains direct working relationships with 46 countries. Among them, ten ministries of the interior of European countries and affiliated entities are cooperating with UNICRI in the context of the project "Coordinating National Research Programmes on Security during Major Events in Europe (EU-SEC)", which also envisages the collaboration of the Federal Ministry of the Interior of Austria. In general, UNICRI is in the position to facilitate contacts with each of the 191 UN Member States, which are, inter alia, kept informed on UNICRI's activities through the UN Crime Preventions and Criminal Justice Commission and ECOSOC (UN Economic and Social Council). In addition, UNICRI informs the Counter Terrorism Committee of the UN Security Council and, at the regional level, the European Council on IPO activities.

At the present, a number of relevant resolutions and decisions have been taken within the European Union in order to facilitate police cooperation with regard to major events like Olympic Games (and other comparable sporting events), football matches with an international dimension and European Council meetings (and other comparable events). These instruments refer to exchange of information on possible groups and individuals threatening the security of the event, border control mechanisms, the use of spotters and the protection of foreign dignitaries.

In order to have a more and more effective cooperation, these instruments need to be supported by a process of legislative harmonization. Moreover, similar endeavours should be transferred, to the largest possible extend, to other regional contexts. It has also to be said that, with regard to terrorism, intensifying information exchange in the eve of the event is not enough: a terrorist might have planned an attack several years before the event, thus information exchange needs to be strengthened at large.

EU-SEC. In addition to IPO, a mechanism to provide assistance to national authorities in charge of the security of future events, UNICRI also designed the project "Coordinating National Research Programmes on Security during Major Events in Europe (EU-SEC)", which also envisages the collaboration of the Federal Ministry of the Interior of Austria.

Differently to IPO, EU-SEC has been though not to exchange information on existing security practices or to provide assistance in view of specific events: EU-SEC aims at achieving new results in the field of major events' security and identifying new effective security practices. Ten EU countries started working together at the end of 2004 in order to identify possible gaps in the existing knowledge and develop common strategies or activities to fulfill them. In the context of EU-SEC, the project partners should be able to identify and, where possible, eliminate legal and financial barriers to effective and comprehensive cooperation in research activities within the European Union.

In addition, within the framework of EU-SEC, the project partners decided to set up a working group entrusted of studying a possible definition or common criteria to identify major events in Europe.

Conclusion. If on the one hand the hosting country has the primary responsibility for major events' security, the international community should contribute to this endeavour by providing information on secu-

Vocabulary:

affiliated = angegliedert, angeschlossen
spotter = Detektiv, Aufklärer
eve = Vorabend
entrusted = anvertraut, betraut

EU-SEC aims at achieving new results in the field of major events' security and identifying new effective security practices.
A new role after the event and transfer the expertise acquired to other countries hosting future events.

UNICRI is also working to develop the existing knowledge on security practices. In view of this, the EU-SEC project should create the conditions for its partners to join existing resources and eliminate barriers obstructing the launch of common studies. The task of Austria in EU-SEC will be crucial to this end since it will be aimed at identifying potential ways to optimise the management of available resources of the project partners. This will be done in order to carry out research on a specific security field during major events as efficiently as possible. EU-SEC can be the first of a number of regional initiatives with the same purpose.

Through implementation of IPO, UNICRI is also developing the necessary channels to intensify information exchange in view of major events, bearing in mind that with regard to international terrorism, such cooperation needs to be strengthened in spite of the organization of a specific event, through the creation of the necessary legal and technical conditions.

Stepping forward in this field, it is hoped that UNICRI’s endeavors will be supported, in the near future, by a resolution of the United Nations promoting mutual assistance among Member States in view and during major events, directly or through a mechanism like IPO.

Vocabulary:
- to facilitate = erleichtern, unterstützen
- acquired = erworben, erlangt
- barrier = Barriere, Schranke, Hindernis
- to bear in mind = beachten, berücksichtigen
- in spite of = trotz, ungeachtet, ungeschadet
- mutual = gegenseitig, wechselseitig, gemeinsam
Zusammenfassung


Sicherheitsmaßnahmen bei Großveranstaltungen sind eine Kombination aus verschiedenen Elementen:
- das traditionelle Vorrecht des Staates, Sicherheit auf seinem Staatsgebiet aufrecht zu erhalten;
- die Miteinbeziehung von anderen Sicherheitsakteuren;
- der Bedarf an anderen Ländern zu wenden, um Informationen über die mögliche Bedrohung einer Veranstaltung zu erlangen;
- die Notwendigkeit, eine Kooperation mit anderen Ländern anzustreben, um präventive Maßnahmen innerhalb der Grenzen zu gewährleisten,
- und die Rolle der Organisatoren (oft private Rechtspersonen), in Hinsicht auf die Sicherheit des Veranstaltungsortes.


Literaturhinweise


2 Chemische, biologische, radiologische oder nukleare Angriffe.


5 IPO Toolkit for Practitioners and Policymakers on Security during Major Events.


8 Bis heute wurden sieben geschlossene Treffen, einschließlich zwei Treffen in der UNICRI Hauptquartier in Turin und fünf weitere Treffen, die jeweils von der Portugiesischen Innenministerium (Lissabon), Kripros (Svalbard, Norwegen), der spanischen Innenministerium (Madrid), das Order Department – Ministry of Public Security, People’s Republic of China (Beijing) und durch die Russische Innenministerium (Moskau) durchgeführt wurden, unter anderem von den oben genannten Treffen, die Diskussionen geführt haben und zur Identifikation von guten Praktiken beigetragen haben.

9 UNICRI ist derzeit ein Programm zur illegalen Handel mit WMD (Waffen der Massenvernichtung) im Zuge der Durchführung.