

.SIAK-Journal – Zeitschrift für Polizeiwissenschaft und polizeiliche Praxis



Contaretti, Alberto P. (2009):

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SIAK-Journal – Zeitschrift für
Polizeiwissenschaft und polizeiliche Praxis
(4), 102-107.

doi: 10.7396/2009_4_J

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Contaretti, Alberto P. (2009). EU-SEC II project. The Security Governance approach, SIAK-Journal – Zeitschrift für Polizeiwissenschaft und polizeiliche Praxis (4), 102-107, Online: http://dx.doi.org/10.7396/2009_4_J.

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Hinweis: Die gedruckte Ausgabe des Artikels ist in der Print-Version des SIAK-Journals im Verlag NWV (<http://nwv.at>) erschienen.

Online publiziert: 3/2013

EU-SEC II project

The Security Governance approach



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Security can be intended as the “prevented harm of a potential threat” that could affect the human beings.¹ According to the OECD, security in all its dimensions is fundamental to reducing poverty, protecting human rights and achieving the UN Millennium Development Goals. It concerns not only the stability of the state and the security of regimes. It also involves the safety, well-being and freedom from fear of a nation and its people.² This article starts from the assumption that, today, security is increasingly hindered by new and unconventional threats, mainly brought on by non-State actors, that require a collective action and response. First, it argues that security and development are strongly interconnected and also that security is a governance issue, part of the decision-making process and the process by which decisions are (or are not) implemented within a particular state. After providing a brief overview of the UNICRI Security Governance Laboratory, the article goes into the details of the combination of “governance” and “security”, two concepts that usually stand apart. It analyses the Security Governance approach conceived within the Lab that is applied to all its initiatives. In conclusion, it describes the main features of the project “Coordinating National Research Programmes and Policies on Major Events Security in Europe – EU-SEC II” to give an example of how the Security Governance approach is concretely applied and disseminated within the area of Major Events security.

VOCABULARY

volatile
unberechenbar, unbeständig

insidious
heimtückisch

stakeholder
*Beteiligter, Interessierter,
Angehöriger einer Interessens-
gruppe*

Today’s volatile and uncertain international security environment is bringing an increasingly important and complicated challenge to strategic level security policy-makers. As societies have become more complex and diverse, security is hindered by new and more insidious threats – brought by non-State actors – that could destabilize our global society. At present, national governments and the international community have recognized the fact that no State can stand wholly alone to face this ever growing challenge, while collective strategies, collective institutions, and collective responsibility of a broad cross-section of security stakeholders are needed. Furthermore, the role played by the police force has been gradually emerg-

ing, and today it not only represents a vital component for the maintenance of law and order in a society, but it has transformed into a necessary element within a broad cross-section of security stakeholders. In this respect, security requires varied types of expertise and engages many different entities, especially considering that security and development are strongly interconnected both nationally and globally.

In his report “In larger freedom: towards development, security and human rights for all”, the former UN Secretary General, Kofi Annan, stresses the importance of one of the basic concepts of the UN Charter ‘larger freedom’, which is an overall goal pursued by the UN in order to promote social progress and better standards of living.

‘The notion of larger freedom encapsulates the idea that development, security and human rights go hand in hand’.⁴ Furthermore, ‘not only are development, security and human rights all imperative; they also reinforce each other’.⁵ ‘We will not enjoy development without security, we will not enjoy security without development, and we will not enjoy either without respect for human rights’.⁶

Therefore, security should be increasingly treated as a public policy and a governance issue, also inviting greater public scrutiny of security policy.⁷

As governance focuses on the decision-making and decision implementation processes, the analysis of any aspect of governance should focus on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision.⁸ In this respect, ‘the involvement of a diverse range of actors, including those from civil society and the private sector, as well as local authorities and parliamentarians, is not only essential for effective action on global priorities but is also a protection against further erosion of multilateralism’.⁹

Finally, it can be argued that the assessment of threats and the development of strategic responses should involve policy-makers from both traditional security and development-oriented disciplines, including diplomacy, criminal justice, socio-economic development, police law enforcement, and post-conflict and peace-building. Policymakers from these areas should share responsibilities by identifying common strategic objectives and synchronise the allocation of resources to achieve such ob-

jectives, while ensuring a fair return on their institutional investments.

Starting from these assumptions, the UNICRI Security Governance/Counter-terrorism Laboratory elaborated a flexible and interdisciplinary approach that applies the concept of governance into the security arena.

THE UNICRI SECURITY GOVERNANCE/COUNTER-TERRORISM LABORATORY

The UNICRI Security Governance/Counter-terrorism Laboratory (the Lab) was created in 2008 to look into and provide creative, innovative and proactive solutions to global security issues. The Lab works to strengthen security through the management and testing of new ideas in the field of security governance and counter-terrorism using a creative multi-level and multi-disciplinary approach. Its main goal is to promote positive change in the mechanisms of information sharing, to improve multilateral cooperation, and in training, to develop the technical and managerial skills necessary to work in interdisciplinary situations.

Through brokerage action, the Lab provides fresh ideas and innovative solutions to strategic security policy-makers, assisting them to tackle issues that affect the international, regional and local spheres. By offering creative approaches to support strategic policy makers using their expertise in the security field, the Lab aims to transform the institutional culture of the key players working in the area. An additional characteristic of the Lab is its quick response approach, which is particularly important, given the ever-changing geopolitical climate where international actors need to be able to quickly adapt in order to face new threats and challenges.

The Lab’s activities focus on non-traditional areas of the international agenda,

VOCABULARY

to encapsulate
einkapseln; zusammenfassen

imperative
zwingend

public policy
Gemeinwohl

scrutiny
genaue Prüfung

proactive
eigeninitiativ

brokerage action
exemplarisches Projekt

to tackle
in Angriff nehmen

VOCABULARY

security governance
Sicherheitsstrategie

approach
Ansatz

to engender
erzeugen

commonality
Gemeinsamkeit

holistic
ganzheitlich

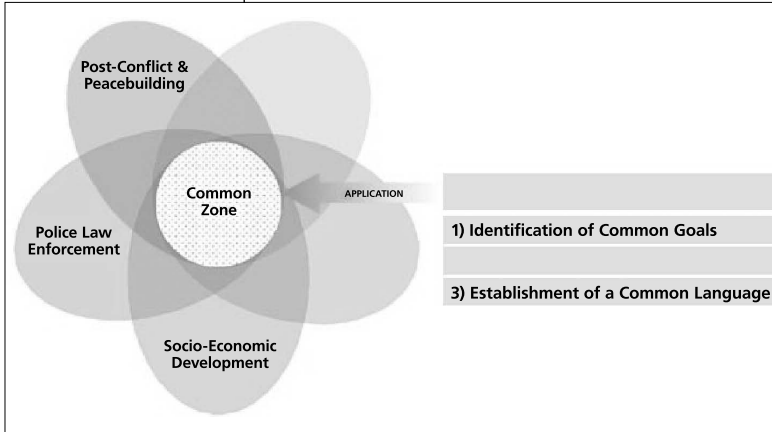
degradation
Verschlechterung, Abbau

such as Major Events security and public-private partnerships (PPPs), as well as politically sensitive topics dealt with by using a technical approach. In all its fields of action, the Lab aims at testing new ideas, managing existing knowledge and improving cooperation at international, regional and local level to optimise the use of resources by the actors involved.

THE UNICRI LAB'S SECURITY GOVERNANCE APPROACH

The Security Governance approach, designed and implemented by the UNICRI Laboratory within all its initiatives to assist national structures and agents in their security governance and counter-terrorism endeavours, is represented in the matrix below:

Quelle: UNICRI 2008



The Security Governance Matrix

The Security Governance approach engages complex governing mechanisms and applies them to a common zone, which is characterized by a multitude of actors, who are facing identical problems while operating autonomously, thus engendering a minimal level of effective interaction.

It is worth mentioning that a conscious adoption of the Security Governance approach by relevant security stakeholders

might go along with some cross-cultural barriers. The UNICRI Laboratory has identified three primary areas of concern which interconnect with governance norms and organizational learning concepts, which are set out below.

1. IDENTIFICATION OF COMMON GOALS

Security is often conceived as a “black box” which security policy-makers tend to view as the exclusive domain of (depending on the particular case): a) intelligence services, b) the military, c) law enforcement or d) other related agencies. This paradigm makes it difficult to understand the respective commonalities of action and the objectives of the different security actors. It also engenders resistance to include the private sector and civil society when traditional and new security strategies have to be designed and implemented in tandem with holistic aspirations. Finally, it creates barriers to understanding connections between threats posed by non-State actors and the conditions that might foster the spread of social pathologies and threats, such as poverty, political exclusion, lack of good governance, environmental degradation, intra-State conflicts etc.

2. SYNCHRONIZATION OF RESOURCES

Different security stakeholders might duplicate their efforts towards a common objective and not benefit enough from past experience and from the skills and resources already developed within the broad security sector. As a consequence, it might be problematic to perceive the entire picture at a strategic level and to understand the short and long-term impact of actions and decisions. In addition often another problem is the lack of effective information sharing and exchange, not only between two States but also among national agen-

cies within States. The allocation of responsibilities can be fragmented, thus compromising the learning process within agencies, States, and between States resulting in a hectic process of policy-entrepreneurship.

3. ESTABLISHMENT OF A COMMON LANGUAGE

Strategic policy-makers and security stakeholders with varying expertise and cultural backgrounds might find it difficult to effectively communicate, especially when they engage in technical dialogue. Very often, their attempts to manage ever more complex challenges are hampered by the lack of a common language.

The application of the Security Governance approach to a common zone provides a credible solution to the above-mentioned areas of concern.

Through it, strategic security policy-makers can identify common goals and establish mutual support networks, through learning and dialogue; these can be facilitated by multimedia technological systems. Furthermore, innovative methodologies to synchronize available resources are brought forward and a concrete effort is made to facilitate the elaboration of a common language, on the basis of the preliminary acknowledgement of the shared interest toward the highest possible security level.

Therefore, the primary goal of this approach is to encourage strategic security policy-makers and experts from different sectors and countries to acknowledge the existence of a common zone where they can identify common strategic goals and effectively allocate and coordinate resources to achieve the identified goals, as mentioned above. These objectives might be accomplished through the use of instru-

ments and dynamics typical of international relations, including common working and technical languages, common expertise, a permanent and structured dialogue, and an interdisciplinary and innovative methodology.

THE EU-SEC II PROJECT

EU-SEC II is a significant example of the UNICRI Laboratory's successful efforts to materialize the application of the Security Governance approach in all of its activities, in particular in the activities developed in collaboration with the European Commission.

Conceived within the framework of UNICRI's International Permanent Observatory on Security during Major Events (IPO), EU-SEC II stems from the attention given by UNICRI to the regional dimension of action and demonstrates the meaningful contribution that the UN can give to the implementation of European priorities in different fields of security.

The project proves its potential for security cooperation by assembling a broad coalition of 22 EU Member States, including the Austrian Federal Ministry of the Interior.

The main goal of the project is to respond to the dispersion of efforts and lack of coherence existing in European research that hinders effective interaction and coordination among different security stakeholders to achieve cost effective security solutions. Thus, the project aims to contribute to the harmonization of national research policies and to the common understanding and identification of needs and priorities among its partners. To this end, the participation in the project of different National Ministries of the Interior, a Ministry of Justice and National Police

VOCABULARY

policy-entrepreneurship
hier: unternehmerisches Handeln in der Politik

to materialize
verwirklichen

VOCABULARY

*enhanced
erweitert, verbessert*

Offices, Universities and Academies from 22 EU Member States brings a variety of expertise through the engagement of different entities.

To achieve its main aim, the project adopts a step by step approach while, at the same time, it applies the Security Governance approach and its matrix's elements (see above). As a first step, the project seeks to strengthen the collaboration among partners to maximize their exchange of information. Throughout the project activities, the partners work together towards the identification of common goals and priorities defined in a common roadmap for future research in the field of Major Events security, which will enable the synchronization of efforts in the field resulting in a better allocation of resources. Furthermore, the project aims at enhanced common understanding, through the development of a common language that will improve the future cooperation of partners at regional level, and the capacity of the EU-SEC II Consortium to collectively engage with the private sector and technical supplier entities when appropriate.

The results, insights and best practices, which are developed throughout EU-SEC II, will be utilized as strategic research models at the national and European regional levels and, overall, as the basis for the creation of a European House of Major Events Security (the House). Once established, the House will make a broad range of coordination methodologies and technical assistance services available to the EU national authorities in charge of security planning for Major Events. In addition, it will combine the expertise provided by EU-SEC II and the International Permanent Observatory for Security during Major Events (IPO). Concretely stemming from the application of the Security Governance approach to the coordination of Major Events security research, the

House will provide effective methodologies for the elaboration of common research programmes and policies, reflecting and including end-user requirements. Furthermore, the House will respond to the policy-makers' demand for practical services that will help to strengthen the cooperation among EU countries through knowledge sharing on possible threats and relevant best practices related to Major Events security planning.

CONCLUSION

After emphasizing the link between governance and security and the importance of involving the widest number of security actors in the policy making process, this article highlighted the main characteristics of the Security Governance approach elaborated by the UNICRI Lab to assist national structures and agents in their security governance and counter-terrorism endeavours. First, this approach, graphically represented by the Security Governance Matrix, supports the security strategic policy-makers to acknowledge the existence of a common zone of action among the different security actors. Second, by applying the approach, the security strategic policy makers will be able to identify common goals, synchronize the use of available resources and elaborate a common technical language. In this sense, the approach provides a framework for the collection, assessment and exchange of knowledge with the intention of identifying potential technical requirements and skills gaps within national, regional, and international approaches to security. Ultimately, it is envisaged that the UNICRI Lab's Security Governance approach will enable security strategic policy-makers to implement effective evidence-based responses within the complex and evolving security environment.

The main regional initiative implemented by the UNICRI Lab in the field of Major Events security, EU-SEC II, is a follow-up of the EU-SEC project that was a frontrunner in the coordination of the security research activities among European Countries. EU-SEC II intends to supersede its predecessor by embarking on more ambitious and creative means to advance security. Furthermore, through the application of the paradigm of the Security Go-

vernance approach, it will go beyond the definition of a roadmap for future research in the field and will lay the foundations of the European House of Major Events Security. Once the House has been launched, the EU-SEC II Consortium will boost European security cooperation, planning and preparation over a long period of time, remaining useful for Member States in the decades to come.

¹ UNICRI (2008). *Toward a European House of Major Events Security, Best practices for Research Coordination*, Turin.

² OECD (2004). *Security System Reform & Governance*, <http://www.oecd.org/dataoecd/8/39/31785288.pdf>.

³ *Report of the United Nations Secretary General Kofi Annan to the 59th Session of the General Assembly, 21 March 2005 (A/59/2005)*.

⁴ *Ibid*, 14.

⁵ *Ibid*, 16.

⁶ *Ibid*, 17.

⁷ OECD (2004). *Security System Reform & Governance*, <http://www.oecd.org/dataoecd/8/39/31785288.pdf>.

⁸ *United Nations Economic and Social Commission for Asia and the Pacific (UN ESCAP), Human settlements department*, <http://www.unescap.org/huset/gg/governance.htm>.

⁹ *Report of the Panel of Eminent Persons on United Nations-Civil Society Relations, 21 June 2004 (A/58/817)*, 7–8.