

Crime Prevention and Security Management

Series Editor

Martin Gill

Perpetuity Research

Tunbridge Wells, Kent, UK

It is widely recognized that we live in an increasingly unsafe society, but the study of security and crime prevention has lagged behind in its importance on the political agenda and has not matched the level of public concern. This exciting new series aims to address these issues looking at topics such as crime control, policing, security, theft, workplace violence and crime, fear of crime, civil disorder, white collar crime and anti-social behaviour. International in perspective, providing critically and theoretically-informed work, and edited by a leading scholar in the field, this series will advance new understandings of crime prevention and security management.

More information about this series at
<http://www.palgrave.com/gp/series/14928>

Chad Whelan · Adam Molnar

Securing Mega-Events

Networks, Strategies and Tensions

palgrave
macmillan

Chad Whelan
School of Humanities and Social Sciences,
Faculty of Arts and Education
Deakin University
Geelong, Australia

Adam Molnar
School of Humanities and Social Sciences,
Faculty of Arts and Education
Deakin University
Melbourne, Australia

Crime Prevention and Security Management
ISBN 978-1-137-59667-3 ISBN 978-1-137-59668-0 (eBook)
<https://doi.org/10.1057/978-1-137-59668-0>

Library of Congress Control Number: 2018948203

© The Editor(s) (if applicable) and The Author(s) 2018

The author(s) has/have asserted their right(s) to be identified as the author(s) of this work in accordance with the Copyright, Designs and Patents Act 1988.

This work is subject to copyright. All rights are solely and exclusively licensed by the Publisher, whether the whole or part of the material is concerned, specifically the rights of translation, reprinting, reuse of illustrations, recitation, broadcasting, reproduction on microfilms or in any other physical way, and transmission or information storage and retrieval, electronic adaptation, computer software, or by similar or dissimilar methodology now known or hereafter developed.

The use of general descriptive names, registered names, trademarks, service marks, etc. in this publication does not imply, even in the absence of a specific statement, that such names are exempt from the relevant protective laws and regulations and therefore free for general use.

The publisher, the authors and the editors are safe to assume that the advice and information in this book are believed to be true and accurate at the date of publication. Neither the publisher nor the authors or the editors give a warranty, express or implied, with respect to the material contained herein or for any errors or omissions that may have been made. The publisher remains neutral with regard to jurisdictional claims in published maps and institutional affiliations.

Cover illustration: © Ken Welsh/Alamy

This Palgrave Macmillan imprint is published by the registered company Springer Nature Limited
The registered company address is: The Campus, 4 Crinan Street, London, N1 9XW, United Kingdom

Series Editor Introduction

Chad Whelan and Adam Molnar highlight the political and social significance of what they call mega-events, and the enormous security implications that result as many involve ‘the largest security operation for host nations or cities outside of wartime’. They take many different forms and therefore have different implications for security. For example, some are mega because they include individuals who may be a target, such as the G20 summit (where the security objective is focused on keeping the event ‘locked down’), some because they involve masses of people such as an Olympic or Commonwealth Games (where the opposite of a lock down is needed; people need to be free to roam) and so on. They are costly, complex, and there would be far-reaching implications if security failed. It is surprising then that the topic has not received more extensive coverage.

In focusing on the various participants engaged in securing mega-events, this book highlights the tensions and standpoints of different actors towards security. It outlines some of the inherent difficulties in the much discussed principal of ‘partnership working’. Here, rather than a focus on just what makes it good, you will read about many of the difficulties of making it work effectively, not least the existence of

very different conceptions of risk and security, as well as varying perceptions of priorities. The authors trace how these and other factors lead to a preference for a different security focus.

The authors explore many dynamics of security strategy and operations, and you will be treated to a scholarly walk through issues such as: the tensions between a risk avoidance versus a risk management approach; the value of peer-group learning and the ways of facilitating that; the importance of managers influencing security recruitment approaches and the relevance and ways of engaging people whose skill sets align with the tasks required; the benefits of co-location of different teams and ‘hallway conversations’ that are thereby facilitated; the role and value of personal relationships—informal and formal ties—and embedding partners in teams; and the role and value of information exchange networks and making a distinction between a lot of information and the right information.

You will read about the application of different security measures and how they work and don’t work and not just the usual suspects such as Closed-circuit television and radios, but also the impact of things like the weather. This is more than a book about security at mega-events, it is a scholarly walk through the tensions, conflicts and balances that impact on security decision-making. What the authors confirm is that getting security right is complex, and that there are a range of influences on different elements of security decision-making that apply in a broad range of contexts, including but not exclusive to the mega-events they focus on here.

April 2018

Martin Gill

Acknowledgements

This book would not be possible without the support of many people. First, we would first like to acknowledge the essential contribution of all of our interviewees, who willingly made time for this project in their busy schedules and who shared their experiences with us so openly. This book could not have been written without their input.

Second, we would like to especially extend thanks to the Queensland Police Service for responding very positively to our requests to conduct interviews across the planning team, for providing various documents and for often brokering access to other interviewees, including former members of the G20 Taskforce within the Department of Prime Minister and Cabinet, and international stakeholders extending from North America to the United Kingdom. Of course, the views expressed in this book are ours and are not those of Queensland Police or any other organisation, and responsibility for any errors of omission or commission in the book remains with us.

Third, we wish to thank a number of our academic colleagues, including participants of the Canadian Sociological Association, particularly participants of the Security and Society stream, which hosted a conference in 2015, and participants of the Policing Of/Through Flows

workshops held in Montreal (2015), London (2016) and Adelaide, Australia (2017). There are too many names to mention, but many people have helped shape our ideas on various aspects of this project. We should thank various anonymous reviewers of journal articles we have published while completing this project, including in the *British Journal of Criminology*, *Global Crime* and *Policing and Society*. We would also like to extend thanks to a number of our colleagues at Deakin University who gave us feedback in various stages of this project, including Morgan Burcher—who also provided excellent research assistance early in the project—Peter Chambers, Andrew Groves and Diarmaid Harkin. Again, any errors or omissions are our own.

Finally, we wish to thank our partners, Emma McFarlane and Lara Fullenwieder, for their unrelenting support and patience while we worked on this project. Both also, at times, got underneath the hood and involved as researchers at various times when we needed them. To both of you, we fully recognise that we owe you many favours and will do our best to make good on them in time!

Contents

1	Introduction	1
	Securing Mega-Events	3
	Networks, Strategies and Tensions	6
	The Brisbane 2014 G20	12
	The Book	16
	References	18
2	Analysing Mega-Event Security: Looking Inside	
	Operations	25
	Introduction	25
	Approaching ‘Security’ and ‘Mega-Events’	26
	Comparing Mega-Events	28
	Mega-Events and ‘Knowledge Networks’	33
	Securing from What and for Whom? Threats, Risks and Responses	36
	Approaching Risk and Threat	37
	Asking ‘What If?’	41
	Planning Mega-Event Security	43
	Questions of Scale and Scope	43

x Contents

The Search for Lessons	46
The Struggle of Logistics and Integration	51
Conclusion	54
References	55
3 Organising Security Actors: Designing New Nodes and Networks	59
Introduction	59
Specialised Units: Forming New Security Nodes	60
G20 Taskforce	60
QPS G20 Group	64
Physically Locating the G20 Taskforce and G20 Group	69
Security Networks	71
G20 Event Operations Centre	73
Police Operations Centre	74
Joint Intelligence Group	81
Conclusion	86
References	87
4 Organising Across Boundaries: Communication, Coordination and Conflict	91
Introduction	91
Negotiating Organisational Boundaries	92
Organisational Communication	93
Coordination and Decision-Making	98
Organisational and Personal Relationships	105
Reflecting on Relationships: ‘Ambiguity Creates Conflict’	105
Organisational Culture	108
Organisational and Personal Trust	114
Conclusion	118
References	119
5 Securing Places: Security Risks, Techniques and Technologies	123
Introduction	123

Organising Principles for Event Security: From Planning to Practice	124
The Three Tiers: Managing Jurisdictional Space	125
Venue Security: Policing Versus Security	132
Security Techniques and Technologies	139
Securing Territories	140
Security Technologies	146
Conclusion	150
References	151
6 Securing Populations: Protests, Residents and Spectators	155
Introduction	155
Public Order Policing: Learning from Toronto	156
Managing Police: Command and Control	160
(Stage-)Managing Protesters: Engagement and Relationship-Building	168
Engaging Protest Groups	170
Public Order Policing Contingencies	174
Conclusion	180
References	181
7 Conclusion	185
Introduction	185
Organising for Mega-Event Security	186
Conceptions of and Approaches to Security	190
Recognising and Reconciling Tensions in Security	194
References	200
References	203
Index	221

About the Authors

Chad Whelan is Associate Professor in Criminology in the School of Humanities and Social Sciences and a member of the Alfred Deakin Institute for Citizenship and Globalisation, Deakin University (Australia). He conducts research on organised crime, terrorism, cyber-crime and security and multi-agency responses to crime and security problems across organisational boundaries and professional disciplines. Much of his research adopts a network perspective to understanding crime and security problems and the organisational dynamics of policing and security. He is the author of *Networks and National Security: Dynamics, Effectiveness and Organisation* (Routledge, 2012) and numerous articles on these areas in international journals.

Adam Molnar is Lecturer in Criminology in the School of Humanities and Social Sciences and a member of the Alfred Deakin Institute for Citizenship and Globalisation, Deakin University (Australia). He completed a postdoctoral fellowship at the Queen's University Surveillance Studies Centre (Canada) and his Ph.D. at the University of Victoria (Canada). He conducts research on issues of technology, legal studies and policing. Much of this work involves a comparative analysis of

developments in policing and security intelligence across Australian and Canadian jurisdictions. He has published numerous articles on these areas in international journals.

Abbreviations

ACBPS	Australian Customs and Border Protection Service
ACIC	Australian Criminal Intelligence Commission
ADF	Australian Defence Force
AFP	Australian Federal Police
AGD	Attorney-General's Department
APEC	Asia-Pacific Economic Cooperation
APS	Australian Public Service
ASIO	Australian Security Intelligence Organisation
AUD	Australian dollar
BAU	Business-as-usual
BC&EC	Brisbane Convention and Exhibitions Centre
BCC	Brisbane City Council
BrisCAN	Brisbane Community Action Network
BTP	British Transport Police
C2	Command and Control
C3 Plan	Command, Coordination and Communication
CCC	Crime and Corruption Commission
CCTV	Closed-circuit television
CGF	Commonwealth Games Federation
CHOGM	Commonwealth Heads of Government Meeting
CRG	Community Relations Group

DFAT	Department of Foreign Affairs and Trade
DIEMS	Disaster, Incident and Event Management System
DSTO	Defence Science and Technology Organisation
FBI	Federal Bureau of Investigation
FIFA	Fédération Internationale de Football Association
FIO	Field Intelligence Officer
G20	Group of Twenty
G8	Group of Eight
GEOC	G20 Events Operations Centre
GIS	Geographical Information System
GMP	Greater Manchester Police
GOLDOC	Gold Coast 2018 Commonwealth Games Corporation
GWN	Government Wireless Network
ICMC	Intelligence, Counter-Terrorism and Major Events Command
ICT	Information and Communication Technology
IOC	International Olympic Committee
IPP	Internationally Protected Person
IRCCQ	Issue, Risk, Change Control and Quality
ISU	Integrated Security Unit
IT	information technology
JAG	Joint Analysis Group
JIG	Joint Intelligence Group
MET	Metropolitan Police
MICC	Major Incidents Command Centre
MOU	Memorandums of Understanding
NSA	National Security Agency
NSSE	National Special Security Event
NTAC	National Threat Assessment Centre
OCG	Operations Coordination Group
OIPRD	Province of Ontario's Office of the Independent Police Review Director
PACT	Public Affairs Communications Team
PERF	Police Executive Research Forum
PM&C	Department of the Prime Minister and Cabinet
POC	Police Operations Centre
PORTs	Public Order Response Teams
PPC	Prisoner Processing Centre
QAS	Queensland Ambulance Service

QFES	Queensland Fire and Emergency Service
QPS	Queensland Police Service
RCMP	Royal Canadian Mounted Police
SECU	House of Commons Canada Standing Committee on Public Safety and National Security
SOM	Senior Operations Manager
SOP	Standard Operating Procedure
TPS	Toronto Police Service
UK	United Kingdom
US	United States
USD	United States dollar
USSS	United States Secret Service
VANOC	Vancouver 2010 Organizing Committee
WebEOC	Web-based Emergency Operations Centre System
WTO	World Trade Organisation

List of Figures

Fig. 3.1	The guiding principles of the C3 Plan (G20 Taskforce 2015, p. 32)	63
Fig. 3.2	Decision-making framework (G20 Taskforce 2015, p. 32)	64
Fig. 3.3	The structure of the GEOC (G20 Taskforce 2015, p. 33)	74
Fig. 5.1	The three-tier security framework	126