

Security Challenges and Ukrainian-Polish Cooperation in the Organization of the EURO 2012

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This paper analyzes coordination activities of state agencies involved in the preparation and holding of the European Championship 2012 finals in Ukraine, the national regulatory framework that governs the security and safety during this event. The exogenous and endogenous factors that potentially contain a threat to the national security of Ukraine and a possible threat for the championship are determined as well. Security measures jointly developed and undertaken by the Republic of Poland and Ukraine in preparation for EURO 2012 are reviewed. In particular, it covers aspects such as creating a system for the rapid punishment of football hooligans, the functioning of the Ukrainian-Polish border, anti-terrorist security and others.

In Ukraine there are three main focal state structures (see Figure 1) tasked with questions of preparation of the UEFA EURO 2012 finals in Ukraine (hereinafter – EURO 2012), namely:

1) The Committee for the preparation and holding in Ukraine of the finals of the European Football Championship 2012 as an advisory body to the President of Ukraine, which was established to ensure consistent implementation of measures for immediate improvement of the preparation and holding in Ukraine EURO 2012 in accordance with the President of Ukraine Decree dated 2 April 2010, No. 470/2010. The Committee is composed of heads of the central authorities involved in EURO 2012, including the Ministries of Defence, and Internal Affairs, the State Border Guard Service and the Security Service of Ukraine. The Committee is headed by the President of Ukraine, Viktor Yanukovich.

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Fig. 1. Scheme of coordination of state agencies in preparation of EURO 2012 in Ukraine



2) The National Agency for the preparation and holding in Ukraine of the finals of the European Football Championship 2012 and the implementation of infrastructure projects (created under the Cabinet of Ministers of Ukraine Resolution of 7 April 2010, No. 298) – the central authority, which is guided by the Cabinet of Ministers of Ukraine, represented by the Deputy Prime Minister of Ukraine.

The tasks of the Agency include:

- a) promoting the development and implementation of state policy and normative regulation of the preparation and implementation of infrastructure projects;
- b) taking measures to coordinate the activities of central and local authorities during the preparation and implementation of infrastructure projects.

3) Interagency Coordination Staff on safety and security – a subsidiary body under the President of Ukraine (established on 10 December 2010 in accordance with the Decree of the President of Ukraine No. 1117/2010), which is charged with promoting optimization for law enforcement authorities, local government organizations, coordination of their activities to

ensure safety and security during the preparation and holding in Ukraine of EURO 2012. The composition of the Staff includes representatives of relevant central executive bodies and authorities, and its head is O.S. Birsan – First Deputy Chairman of the National Agency for the preparation and holding in Ukraine of the finals of the European Championship 2012.

The Interagency Coordination Staff on safety and security and the Staff of international cooperation and coordination of security measures for the preparation and holding in Ukraine of EURO 2012 have an important coordinating role. The priority of the current system of special activities and law enforcement agencies of Ukraine is to provide the comfortable and safe conduct of the EURO 2012 finals. Practical measures of coordinating anti-terrorism efforts both at a national and at an international level include a series of anti-terrorism trainings for possible scenarios of hypothetical terrorist attacks on transport facilities and sports infrastructure of EURO 2012, and on diplomatic missions accredited in Ukraine.

At a meeting of the Staff, which took place in July 2011 with the participation of the President of Ukraine, the issue of security in the fan zone during EURO 2012 was reviewed, especially, the problem of suspicious persons, distribution of functions and powers of the security subjects, and the issue of medical support. Also, air security and the potential creation of the Center for police cooperation was discussed. The Head of the Staff Alexander Birsan informed about regulatory support for EURO 2012: adopted by the Verkhovna Rada of Ukraine a Law on the Security and Public Order during Mass Sports and Recreational Activities, the revision of the Concept of Safety and Security of EURO 2012, and the drafting of the Comprehensive Action Plan on security in the course of tournament organization.

It should be noted that **according to UEFA requirements, responsibility for safety and security during the EURO 2012 in Ukraine** is borne by the **Ukrainian government**. Its leadership and comprehensive support is essential to ensure the safe conduct of the event, and coordination and integrity is an essential element of safety and security. Directly related to safety and security during the European Championship in 2012 will be seven ministries and departments of Ukraine, namely: the Ministries of Foreign Affairs, Internal Affairs, Defense, Health, Emergency, the State Border Guards Service, the Security Service.

In order to optimize international cooperation and coordination of security measures during the EURO 2012, at a meeting of the *National Security and*

Defence Council of Ukraine on 17 November 2010 it was decided to establish an **international agency dedicated to coordinating security measures**.

The Decree of the President of Ukraine of 10 March 2011, No. 278/2011 established the **Staff of international cooperation and coordination of security measures for the preparation and holding of the finals of the European Championship 2012** as a subsidiary body to the President of Ukraine. The Staff's working body is the Antiterrorist Center of the Security Service of Ukraine, which will ensure fulfillment of the staff's assignments.

The main legal acts, which regulate issues of safety and security during EURO 2012 include, first of all, the **Integrated Concept of security and safety during the preparation and holding in Ukraine of the finals of the European Championship 2012**, which was approved by the Cabinet of Ministers of Ukraine in November 2009 to implement the commitments in accordance with the recommendations of the UEFA. Not only government measures are covered with their provisions, but the algorithm of actions of all non-governmental entities as well.

To accomplish the Concepts:

- A system of security measures at the national and regional level was formed;
- The duties and responsible for planning and implementing security measures and ensuring public order, taken by the Ministry of Internal Affairs, Ministry of Emergency, Ministry of Defence, Ministry of Health, Ministry of Transport Service, the Customs Service and other government agencies and local authorities and agencies in host cities were defined;
- Plans for large-scale comprehensive studies of prevention of disasters and terrorist acts were prepared and implemented;
- The concept of medical support, which is determined in terms of the main ways of providing medical care during the championship in the host cities and the routes of movement, was adopted, as well as medical assistance during emergencies.

The Cabinet of Ministers of Ukraine Decree of 14 April 2010, No. 357 approved the **State Program for the preparation and holding in Ukraine of the finals of the European Championship 2012**, which outlined the tasks of ensuring public order, personal security, anti-terrorism and the creation of modern systems to assist in emergency situations. The above-mentioned tasks are being implemented through sectorial programs of the Ministry of Internal Affairs and the Security Service of Ukraine.

Despite a series of legislative regulations on the preparation and holding of EURO 2012, established relevant coordinating committees, staffs and other structures, the challenges and problematic aspects in the safety and security of the event, of course, exist. *Threats of exogenous origin for EURO 2012*, in particular, and international security in general, include: international terrorism and organized crime, weapons of mass destruction, illegal migration, escalation and intensification of interstate and civil conflicts, which cover newly-created countries all over the world. Currently, Ukraine is a subject of increasing interest for international criminal groups, particularly in the field of money laundering, illegal migration, human trafficking, weapons, hazardous materials, and drugs (The Security Service of Ukraine, 2011).

The main endogenous factor in Ukraine, which negatively affects the preparation and holding of EURO 2012, is the strengthening of the diverse geopolitical influences that destabilize the security environment and threaten national security. Some criminal deeds of resonant character, which occurred in early 2011, indicate a high probability of the intensification of subversive attitudes in society, and the manifestations of political extremism and terrorism. According to the Security Service of Ukraine's data, in 2010, 135 cases with signs of a terrorist nature have been revealed (The Security Service of Ukraine, 2011).

The situation in Ukraine, as in the whole world, is developing dynamically: the closer to EURO 2012, the more new factors of terrorist threats may arise, while the old may lose their relevance.

A potential factor in the aggravation of the socio-political situation is the criminal groups organized on a national basis, which can be used by certain socio-political forces, international extremist organizations to follow their own interests in Ukraine. These problems are likely to cause aggravation of the socio-political situation in the country, which is especially dangerous on the eve of and during the holding in Ukraine of EURO 2012.

According to the leading international intelligence agencies, the threat of committing a terrorist act during the large-scale sporting events such as the Olympics, the World Cup and the EURO Finals has grown three times more serious. The danger of preparation and implementation of terrorist plans are enhanced by specific features of the event: a large number of potential "targets", the relative ease of access to them, the possibility to obtain wide publicity for their actions and their motivations, and so on. The situation also may be complicated by a wide range of targeted methods of influence, suitable for use by terrorist groups: from the direct use of weapons,

Fig. 2. Main challenges of security and safety in preparation for EURO 2012 in Ukraine



causing explosions, acts of arson that are accompanied by taking hostages to causing panic on the stands, fans' unpredictable actions, and in the worst case – the destruction of the technical structures, the audience stands, etc. (the Security Service of Ukraine, 2011).

According to NATO experts, challenges to security and safety in preparation for EURO 2012 in Ukraine, which should be given special attention as to their resolution or mitigation, also should include (see Figure 2):

(1) the language barrier – the vast majority of representatives of public authorities of Ukraine, law enforcement agencies involved in the preparation and holding of EURO 2012 do not possess sufficient command of foreign languages, which complicates the exchange of information, being the key component of ensuring safety and security;

(2) a need to significantly enhance interagency coordination of Ukrainian state bodies, which will provide security during EURO 2012.

In June 2011 at NATO Headquarters (Brussels, Belgium), a regular meeting of the Joint Working Group Ukraine-NATO was held, devoted to discussing the security aspects of preparation and holding in Ukraine of EURO 2012 as well as options for possible assistance of the Alliance to Ukraine in this area. The Chair of the meeting, B. San, Deputy Head of the Department of Defence Policy and Planning, NATO International Secretariat, stressed that the Alliance strongly welcomed the efforts of the Ukrainian side, aimed at ensuring adequate security during the finals of EURO 2012 in Ukraine. Representatives of NATO countries (Poland, Czech Republic, UK, U.S., Spain, Turkey) expressed significant interest and willingness for NATO to support Ukraine's efforts in the successful preparation and holding of EURO 2012. In particular, the representative of Turkey

noted the successful continuation of cooperation with Ukraine on an exchange program – the Air Situation Data that will promote air safety during EURO 2012. The representative of the UK as the host country of the Olympic Games in 2012, put forward a proposal to establish cooperation and exchange of experiences in evaluating and responding to potential threats and challenges during these big events.

Summing up the meeting, Mr. B. San stressed that one of the objectives of the meeting was to demonstrate to the Alliance capitals NATO's interest in providing comprehensive assistance to Ukraine to address the security aspects of the preparation and holding of EURO 2012. This is consistent with the goals of a practical NATO-Ukraine partnership. The NATO Secretary General has already given orders to implement the relevant measures.

On 1 July 2011 Poland took the EU presidency, which opened for Ukraine additional possibilities for closer dialogue and cooperation with the Union's safety and security bodies. The joint preparation for EURO 2012 in accordance with the roadmap of Ukrainian-Polish cooperation is considered an important step to strengthen the strategic partnership, a further development of interregional cooperation.

Cooperation with Poland on security for EURO 2012 is based on the Declaration of cooperation in ensuring security at EURO 2012 in the framework of the Ukrainian-Polish Committee for preparation and holding of EURO 2012 and the relevant intergovernmental working group, which includes representatives of governmental structures. In September 2009, the Security Service of Ukraine and the Polish Internal Security Agency (ABW) signed bilateral agreements on cooperation in the framework of which the anti-terrorist cooperation between the agencies was developed, plans for joint preventive counterterrorism exercises were created and an exchange of relevant information was made. The Embassy of Poland in Ukraine has a Liaison Officer (Representative of the Ministry of Interior). A similar position was created at the Embassy of Ukraine in Poland (replaced by a representative of the Security Service of Ukraine). Such steps are explained by the necessity for coordinated efforts between the Polish side and representatives of other foreign diplomatic missions in Ukraine, in order to establish an effective exchange of preventive information within the Staff of the international security during the EURO finals in Ukraine under the President of Ukraine, the working body at the SBU.

Ukraine and Poland are cooperating in creating a system for the rapid punishment of football hooligans during EURO 2012. In 2010 in Istanbul

at a conference of justice ministers of the Council of Europe, the Ministers of Justice of Ukraine and Poland respectively agreed on the content of 3 agreements which were signed in Poland in early 2011, namely:

- Memorandum of cooperation between the two ministries;
- Agreement on legal assistance in civil and criminal matters;
- Agreement on the use of bilingual applications for legal aid in civil cases.

The Polish Sejm in late July 2011 amended the law on security of large-scale events, according to which it introduced electronic monitoring of football hooligans and permitted the use of alcoholic beverages at sporting events, including EURO 2012. The amendments include the introduction of monitoring of hooligans with electronic bracelets. Polish MPs also made an amendment under which the apprehended violators should be tried in the stadiums, and the hearing will be conducted via video conferencing. It also envisions a comprehensive system for identification of spectators. Penalties for false anonymous messages on bombs will become more severe.

A number of practical measures of cooperation between Ukraine and Poland in this area were taken, including:

- Ukrainian specialists participated in a NATO seminar on protection against weapons of mass destruction during major public events, held on 24-26 January 2011 in Poland;
- A teaching project commenced in April 2011, which is a joint venture of UEFA's stadiums and security unit and partners with pan-European Think Tank on Policing Football. The program is aimed at professionals who are responsible for the security during EURO 2012. The commencement was marked by two five-days training programs that took place in London. Ukraine and Poland participated in this event with more than 50 police officers and security specialists in the stadiums to host EURO 2012. Project participants have been explained that they play a key role in implementing the principles of safety in continental competition that will take place this summer. Participants represented all the host cities of the tournament – Ukrainian Donetsk, Lviv, Kyiv and Kharkiv and Polish Gdansk, Poznan, Warsaw and Wroclaw. The main idea of this project is to improve the safety and to combat signs of violence in European football.

Special attention has been paid to the **anti-terrorist security aspects of EURO 2012**. In September 2010 a Joint Action Plan (Road Map) on the preparation and holding of EURO 2012, elaborated at a meeting of the Polish-Ukrainian Committee on the preparation and holding of EURO

2012, was implemented by Ukraine and Poland. Cooperation on operative information with the Internal Security Agency of the Republic of Poland (ABW) on anti-terrorism security at EURO 2012 is provided by the Antiterrorist Center for the Security Service of Ukraine, as well as liaison officer at the Embassy of Ukraine to Poland.

In this context, the work of a two-way communication channel between the anti-terrorist centers in both countries is organized. A separate section for accumulating and processing information received from the ABW on the anti-terrorism is to be created in automated systems for the information processing (ASOD) of the Security Service of Ukraine.

Since 2009, joint exercises on terrorism issues have been held at different venues including the International airport "Borispol", "Offside-2010" in Warsaw, "Donbass-Antiterror" in Donetsk. In addition, similar exercises are regularly conducted at EURO 2012 Ukrainian sites. More than 20 were held in 2011 alone.

The current organizational structure of the national system to combat terrorism in Ukraine has been in place for over 10 years. Legislation defines seven subjects that are directly engaged in the fight against terrorism, where the Security Service is the main body, and an additional 11 subjects may be involved in activities related to preventing, detecting and suppressing terrorist activity. Subjects that are directly engaged in combating terrorism are closely connected in their daily work. Besides that representatives of the Ministries of the Internal Affairs, Defence, State Border Service and other agencies, as well as the Security Service, are part of the Interagency Coordinating Committee of the Anti-Terrorist Center and ATC coordination groups at the regional bodies of the Security Service, they actively participate in all important activities carried out under the auspices of the Anti-Terrorist Center (the Security Service of Ukraine, 2011).

Together with their Polish colleagues Ukrainian experts pay serious attention to strengthening counter-terrorism cooperation with the security structures of NATO and the European Union. To this end, in June 2011 a group of NATO experts came to Ukraine for the presentation of the SBU Concept of complex anti-terrorism measures during EURO 2012. Representatives of the Security Service took part in the EU Working Group on Terrorism (Brussels).

In order to coordinate security during EURO 2012, the Center of the operation with the total budget of around 5 million Euros will be created near Warsaw. More than 170 representatives of various law enforcement agencies

from all countries participating in the tournament will work at this Center during the tournament.

In addition, during EURO 2012 in Poland a counter-terrorism group of police snipers will operate. Several dozens of such specialists will be prepared in order to ensure the safety of spectators and guests of the tournament. Polish police have already begun their training, and one of the stages of preparation was a friendly match between the national football teams of Poland and Germany, held on 6 September in Gdańsk.

It is also worth noting that the U.S. Army will help Polish NATO allies to enhance security at the European Championship in 2012. In this context, in July 2011 “Peaceful Skies” exercises were held, with the participation of California National Guard F-16 fighters together with Polish F-16s. These studies were part of Poland’s preparations to ensure the safety of Euro 2012.

Analysis of potentially dangerous terroristic factors that under certain conditions may contribute to the preparation and realization of terrorist acts in the country during EURO 2012, advances to law enforcement and intelligence authorities of Ukraine a clear algorithm for testing interaction of the Ministries of the Internal Affairs, Security, Health and the Department of State Protection at 63 official sites of EURO 2012, with maintenance personnel at the appropriate level of combat readiness and resources. The fundamental principle of anti-terrorism security at official venues is the principle of dynamic risk assessment, under which security parameters are determined according to the situation at a particular site. According to these data a system of organizational measures has been created for each object and included in the “Safety Passports”.

The application of an integrated approach in combating terrorism during EURO 2012 best suits the complex nature of terrorist threats and the diverse nature of their possible indications. International experience in preparing and carrying out large-scale sporting events suggests that the principle of dynamic risk assessment of terrorist acts is in accordance with the real situation at a particular site and allows for the planning and implementing of the necessary and sufficient capabilities to ensure security. Accordingly, a systematic approach to combating terrorism guarantees the implementation of complex tasks in priority areas of counter-terrorism, among which are:

- Intelligence and information support (monitoring of the actual situation and trends in terrorist activities at national, regional and global levels and early identification of threats of a terrorist nature, a situational

analysis of the risks of committing acts of terrorism during the sporting event);

- Observation of airspace, enforcement of restrictions on air traffic and air defense;
- Protection of public order and designated facilities – stadiums, hotels, teams, team training grounds, hotels transfer, UEFA headquarters, regional accreditation centers and points of tickets exchange for fans and teams, accreditation and media centers in the stadiums;
- Strengthening of border controls;
- Performance of ground and air transportation in the interest of law enforcement;
- Providing health support;
- Providing expert advice and technical assistance on ensuring radiological, chemical and biological protection in case of emergencies;
- Allocation of personnel and vehicles necessary to support the police in escorting or protecting persons in respect of which protection is carried out.

Analysis of problems with anti-terrorism security of EURO 2012 indicates that the effective implementation of these measures is impossible without optimization of international cooperation, particularly with Europol, Interpol, the NATO Office of Security, and law enforcement agencies of individual states. Interaction in the preparation for EURO 2012 between Ukraine and the Republic of Poland is based on an agreement of cooperation concluded in 2008 between the Government of Ukraine and the Government of the Republic of Poland to organize the finals of this tournament. In a joint declaration of the Presidents of Ukraine and Poland on strengthening cooperation in preparation for EURO 2012, a common understanding of the importance of such sport tournaments was underlined, which is also a medium-term political project, having exclusive political, economic, humanitarian and image value for both states. Among the priorities of Ukrainian-Polish cooperation in preparation for EURO 2012 are the development of sports, transport, hotel, tourism, telecommunications infrastructure, establishing cooperation and creating favorable conditions for attracting investment resources, the intensification of social and cultural cooperation by organizing joint PR events, the construction of additional checkpoints and the restoration of joint customs control at the Ukrainian-Polish border, liberalization of the border crossing routine by citizens of Ukraine and Poland for the period

of the preparation and holding of EURO 2012, and the development and implementation of unified safety standards in Poland and Ukraine.

Currently, there is a permanent Ukrainian-Polish intergovernmental Group on the Security of EURO 2012, which is working on common approaches to the preparation of telecommunications networks for the championship, including a counterterrorist center between the two countries. To increase the efficiency of joint counter-terrorism between the Security Service of Ukraine and Poland's Internal Security Agency there is a direct channel of informing about possible terrorist threats. In Ukraine the Headquarters of the international cooperation and coordination of security measures on the preparation and holding of EURO 2012 was created, the main tasks of which are: to ensure international cooperation in combating terrorism to prevent, combat and minimize the consequences of terrorism indicated during the preparation and holding in Ukraine of the finals of the European Championship in 2012; to improve coordination of anti-terrorism security; the prompt informing of the President of Ukraine of the level of terrorist threats in Ukraine during the preparation and conduct of the Championship. An example of the fruitful cooperation between the intelligence of the two countries is in their joint participation in anti-terrorism exercises "Off-side 2010" in Poland, "Safe Haven" organized by the Ukrainian Ministry of Defence, "Donbas-Antiterror-2011", as well as training provided for police officers in Poland and Ukraine to exchange experiences on traffic management during EURO 2012, security in the stadiums and fan zones, etc. (Gutsal MG, 2011).

An important role in the context of EURO 2012 is played by the **issues of the functioning of the Ukrainian-Polish border**, which is reflected in the Plan of joint actions between Senior Border Officers of Ukraine and Poland. The plan was successfully implemented, in particular, on the Ukrainian-Polish border, joint action has been taken: coordinating control procedures and technology at checkpoints, the introduction of joint analysis of risks and threats in the field of cross-border crime in the security context of EURO 2012, the improvement of information exchange, furthering cooperation in combating organized crime and personnel training. The successful implementation of planned activities is facilitated by the traditional atmosphere of mutual trust at the Ukrainian-Polish border, established and maintained through professional activities of the Senior Border Officers of Ukraine and Poland.

In April and May 2011 under a joint initiative of the border and customs services of Poland, the *Concept of border and customs control in a single place*

by Ukrainian and Polish services during the European Football Championship EURO 2012 was developed and later positively received by the Ukrainian side. The purpose of the Concept is to increase the capacity of checkpoints on the Ukrainian-Polish border for road traffic by reducing the time to cross the border. It envisions border and customs control in a single place by Ukrainian and Polish services in the following points: Shegyni – Medica, Krakivets – Korchova, Rava-Ruska – Hrebenne, Yagodin – Dorohusk. Monitoring will be carried out in a single place with 2 options: on a regular basis (within one month and temporarily, depending on the dynamics of traffic).

Ukrainian service officers will carry out tasks at the checkpoints Yagodin – Dorohusk based on the infrastructure of the crossing point, and at the rest of the checkpoints – in temporary control pavilions (based on mobile containers). Thus, the Ukrainian border and customs authorities will carry out official activities, using their own mobile communication systems. Training conducted in the third quarter of 2011 in selected points, confirmed the effectiveness of such control.

At the end of EURO 2012 an analysis of the effectiveness of joint control will be made in order to study its effect on increasing the capacity of border checkpoints, as well as providing comfort for people who travel. The positive results of such cooperation will be an important argument for the need to create legal grounds (relevant amendments to the Code of Schengen borders) for establishing joint checkpoints in both states. To date, the respective authorities along with the Polish side have carried out practical measures for their implementation. In particular, during September and October in the international crossing points for road traffic interstate training of joint registration of vehicles and persons took place.

It is expected that during EURO 2012 Poland will introduce a simplified procedure of Schengen visas issued to Ukrainian citizens who have tickets for football matches. Ukraine received appropriate confirmation during the seminar in Warsaw, which took place in early October 2011 and was devoted to the interaction of the consular services of all member states during large-scale sports events using the example of EURO 2012. During the seminar, a presentation was made concerning the measures taken by Ukraine and Poland at legislative, security, logistics and other levels for the success of EURO 2012 .

At present, the necessary management decisions are being taken and respective authorities are performing practical measures for their implementation. Joint efforts will ensure the effective functioning of the Ukrainian-

Polish border and create all necessary conditions for its comfortable crossing by the participants and guests of the EURO 2012 finals.

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