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Linking Urban Security and Regional Development: Operationalizing Security-Development Nexus within Regional Development Agencies

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Abstract

This paper aims to present a conceptual framework for incorporating urban security concerns into regional development so as to operationalize security-development nexus within Regional Development Agencies (RDAs). The security issues pertinent to urbanization pose severe threats to individuals' and community's safety as a whole. Nevertheless, it seems that putting security into regional development agenda has been relatively ignored. Now that we have RDAs to promote development on a regional basis, security can be addressed as a part of regional development. In this study, it is argued that urban security can be embedded into RDA structure. Doing so, urban security can placed within regional development practices as a functional and structural component. In this study, primarily, conceptual linkage between urban security and regional development is demonstrated. Then an Urban Security Ecosystem is defined in order to identify stakeholders of governance. Consequently, incorporating urban security into RDA relating it with Urban Security Ecosystem, it is suggested that security-development nexus can thus be operationalized. This study does not suggest a "one size fits all" model. However, a conceptual framework could be useful to further pertinent discussions and policy implementation.

1. INTRODUCTION

There has been a consensus within development community on linking security and development since 1990's (UNDP, 1994). This approach requires that both development and security policy making processes be merged to yield policy coherence. In this new understanding, providing security has been declared to be a precondition for reducing poverty and achieving the Millennium Development Goals adopted by United Nations (Denney, 2011; Boemcken, 2011).

Security-development nexus is based on the proposition that "*there can be no development without security and no security without development*" (Duffield, 2010; World Bank, 2011; Jackson, 2015). In other words, as Schnabel (2012) argues: "*(...) security-development nexus posits that there is an interaction between the security situation and development outcomes, between the development situation and security outcomes (...)*." As a result, security and development policies have been broadened to handle common issues in such a way that reinforces each other (Nikolaisen, 2011).

The security-development nexus *does not apply automatically across policy arenas or across levels of policy implementation* (global, national, and local) and has no clear policy frameworks (International Peace Academy, 2004). Then the question should be, as Chandler (2007) asked: *What should be integrated with what?* It is obvious that conjoining security and development policymaking processes has both organizational and functional dimensions. Organizational

dimension denotes merging security and development organizations focusing on coordination, coherence and cooperation between them. Accordingly, functional dimension necessitates performing security related functions within and between development organizations.

Urban security is one of the sub-themes of urbanization studies. It encompasses a wide range of concerns and issues related to urbanization ranging from basic needs, such as food, health and shelter, through protection from crime and the impacts of technological and natural hazards, to collective security needs, such as protection from urban terrorism (UN-Habitat, 2007). These threats have been observed to have arisen from rapid urban growth and the interaction of social, economic and institutional aspects of urban life, as well as environmental ones.

Urban security, as a multifaceted issue, has to do with various policy areas. According to Recasens *et al* (2013), "*to achieve reasonable implementation of these policies, it seems necessary seriously to rethink the structures and models of security at all levels*". In this study, as well, urban security is handled as a prospective component of regional development policy and organization. Emerged in the late 20th Century, recent regional development approach has been placed upon *re-scaling* the development process. Unlike nationwide central planning, regional development emphasized competitive advantage and governance structures encompassing a wide range of actors to stimulate development at regional basis. By freeing regions in motion, it has been aimed to enhance multi-level ecosystems structured to promote development and contribute national wellbeing.

In order to link urban security and regional development, that is, to incorporate urban security concerns into regional development one may search for entry points within existing structures. This study asserts that Regional Development Agencies (RDAs) constitute the appropriate structural entry point. But there has been no example in the literature as to how these two policy areas are to be converged within RDAs. Here, it is endeavored to constitute a conceptual framework/model to operationalize security-development nexus within RDAs. In order to integrate urban security concerns into regional development and operationalize security-development linkage, this paper aims at;

- Conceptualizing linkage between urban security and regional development,
- Defining urban security ecosystem in relation with RDA,
- Defining structural and functional components to be embedded within RDAs,
- Associating RDA to urban security ecosystem.

In this study, primarily, conceptual linkage between urban security and regional development is demonstrated. Then an Urban Security Ecosystem is defined in order to identify stakeholders of governance. Consequently, incorporating urban security into RDA relating it with Urban Security Ecosystem, it is suggested that security-development nexus can thus be operationalized. The study has no "one size fits all" approach. That is, here it is not endeavored to propose a uniform model for urban security-regional development nexus. Nevertheless, in order to structure this relationship so as to commence a policy debate and contribute to security-development nexus policy efforts, I argue that a pertinent conceptual framework is required as a starting point.

2. CONCEPTUAL FRAMEWORK

2.1. Urban Security

The world is moving to an age of intense urbanization with considerable growth in urban population. In this context, world's population is projected to be more than half urban by 2020 (UN-Habitat, 2007). Virtually uncontrollable, this phenomenon has implications for both peoples and their governments. Putting the urbanization issues on top of the international policy agenda, this phenomenon poses a serious challenge for present and future urban residents thus leading to urban based policymaking processes and paradigm shifts.

Increasing poverty, housing and employment needs and lacking adequate infrastructure and social services, such as healthcare and education, constitute the main causes of safety and security problems in urban areas (UN-Habitat, 2007). Therefore, urban security, macro-economic growth, scale and density of cities are regarded as the primary variables of the same equation. In some cases urban insecurity can be seen as an obstacle to macro-economic growth while in others, scale and density of cities and macro-economic growth pose a threat to urban security concurrently.

According to European Forum for Urban Security (EFUS), Eur*opean and national institutions now recognize cities as essential partners. Being the closest to the citizens, they combine competencies in solidarity, prevention and sanction with expertise in the management of everyday problems*" (European Forum for Urban Security, 2012: 2-4). Thus it is argued that security policies should be designed and constructed based on citizens' individual and collective needs with a participative approach rather than just focusing on public institutions'. We can conclude from abovementioned approach that urban security is not just of criminal case but of a larger societal and economic policy issue requiring organized efforts of public and private entities located in cities (Recasens *et al*, 2013; Gressgård, 2015).

Urban security refers to *the right to security in urban space, in relation with direct and indirect prevention of crime and violence* (European Forum for Urban Security, 2006). According to UN-Habitat (2007: 17-19), urban security has three dimensions, *crime and violence*, *tenure security and forced eviction*, *natural and human made disasters*. Taking policy measures against these challenges to urban security depend on sound policy making, adequate institutional capacity at both national and local government levels.

According to European Forum for Urban Security (2012), urban security should be a part of a *strategic plan*, which relies on cooperation among all local actors. Strategic plan is a gate to cooperation of local actors because of its rationale in recent development thinking. Security policy and planning have become more decentralized (Boddy, 2008; Coaffee *et al*, 2009; Nemeth, 2010) as a result of this strategic approach. Decentralization has occurred as shifting decision making process relatively from national to local level and transferring control from public authorities to public-private partnerships.

Local actors have gained roles in providing urban security throughout this process as well as local policies have emerged as response to urban security needs. So, urban security is, inter alia, one of the fields of urban planning with participatory governance strategies (Friedman, 2005; Dupont, 2006; EFUS, 2006; 2012; UNODC and UN-Habitat, 2011). Participatory governance strategies rely on involving the population in local decision-making and governance structures and processes, such as participatory budgeting, local assemblies sponsored and supported by the government. Another dimension of urban security is technology. Little (2004) argues that response to urban security issues necessitates flexible and agile structures, asserting that investments in emergency response technologies, strategies, and organizations are those of cost effective ones because they are relatively independent of time and place. Given the security threats to people in urban areas such as terrorism and organized crime, structuring technology intensive security is considered to be an efficient response to rapidly changing security environment (Mallik, 2004). As mentioned so far, urban security is a multifaceted issue most of which is related to development concerns. Particularly, it can be said that consequences of rapid urbanization has paved way for security-development nexus studies and the nexus between security and urbanization has been one of the research areas (Beall, 2007). In this study, security-development nexus is handled at regional basis in order to put into practice it within RDAs and ensure coherence between urban security and regional development policy.

2.2. Regional Development and RDAs

Regions within countries may be defined based on a number of characteristics, ranging from administrative areas to shared geographic, cultural or socio-economic features, such as their landscape, climate, language, ethnic origin or shared history. Regions based on these features generally do not fit that of public administrations. Therefore, administrative regions, which are administrative division of countries, may differ from regions based on other features (Cooke and Leydesdorff, 2006). According to Ahmad and Bajwa (2005), the region is the *physical, economic, social and institutional environment* in which development occurs at both national and local level. Regional development theory relies heavily on neoclassical theory and growth theory. Those theories constitute the conceptual basis of regional development thinking (Dawkins, 2003: 134). For example, regional development thinking asserts that central, local and regional authorities may plan at regional scale in order to attract investments from outside and national and local benefit may be realized at the same time. Furthermore, in countries where market mechanisms dominate the economy, planning is seen to be local and urban. (Ahmad and Bajwa, 2005). Regional development has two prime components (Adams et al, 2016): regional policy, regional planning. Regional policy is a way of national government intervening in the distribution of various activities between its different regions, and has usually focused on the distribution of economic activities. Regional planning is comprised of decision making at the regional level. Regional policy focuses on inter-regional issues, while regional planning deals with broader set of issues within a region. The mechanisms for regional planning and the necessary institutions vary. Regional planning may be carried out by decentralized administrative bodies of central government or by elected regional governments. OECD (2010) puts forward the paradigm shift concerning regional development thinking (see Table-1). These change demonstrates also the basis upon which security-development nexus can be built. By giving basic principles of regional development approach, Table-1 draws a conceptual framework for establishing urban security-regional development nexus. Thus it provides with an appropriate point of departure to match urban and regional scales.

Table 1.Paradigm Shift of Regional Development Policy

Dimension	Old Paradigm	New Paradigm
Problem Recognition	Regional disparities in income, infrastructure stock, and employment	Lack of regional competitiveness, underused regional potential
Objectives	Equity through balanced regional development	Competitiveness and equity
General Policy Framework	Compensating temporally for location disadvantages of lagging regions, responding to shocks (Reactive to problems)	Tapping underused regional potential through regional programming (Proactive for potential)
Instruments	Subsidies and state aid (often to individual firms)	Mixed investment for soft and hard capital (business environment, labor market, infrastructure
Actors	Central government	Different levels of government, various stakeholders (public, private, NGOs)

In this new paradigm, *unit of policy intervention is functional areas* rather than administrative areas of old one. Taking into account Table-1 and OECD (2010) recommendations, it is likely to extract structural and functional aspects to be embedded within RDAs in order to operationalize security-development nexus. In political discourse, RDAs are regarded as the operational arm of regional development. A RDA is defined as "*a regionally based, publicly financed institution outside the mainstream of central and local government administration designed to promote economic development through an integrated use of predominantly soft policy instruments.*" (Halkier and Danson, 1998). According EURADA (1999), "*RDA is an operational structure that identifies sectoral or overall development problems, chooses a range of opportunities or methodologies (...)*".

What is expected in this structure is *semi-autonomous* character and *a broad range of policy instruments* (including "soft" ones) (Halkier *et al*., 1998). Because RDAs are considered to be inducive to bridging the gap between economic policy and other policy domains at regional level (McMaster, 2006; Syrett and Silva, 2001). According to Danson and Halkier (2005), a RDA is expected to develop a comprehensive approach and integrated strategy that primarily aims at strengthening the indigenous sector of the *economy*. Then the central task of this structure is to draw up a long-term overall *strategic plan*.

RDAs provide three basic services: *advice*, *finance* and *infrastructure* (Halkier and Danson, 1998). As the RDA structures have evolved, their new functions have emerged over time as a response to rising challenges (EURADA, 1999). What has not been addressed seems to be the security-development nexus. Regardless of their varying types and backgrounds, RDAs must be complemented by security-development nexus as sustainable development demands. It does not mean that national context will be ignored. On the contrary, national context is considered to be the framework for security-development agenda.

RDAs vary according to their structures. One of the determinants of structure is RDA's autonomy with respect to central and local state authority. And that determines the organization of RDAs. Given that security is almost a public good today, it seems apparently that giving an executive authority to RDAs in enforcing security rules at regional level is controversial. Then we require to incorporate some advisory and joint planning roles/functions into RDAs in accordance with national security priorities and local security needs. That is, RDAs will play a mediating and bridging role in aligning national and local levels.

3. OPERATIONALIZING URBAN SECURITY-REGIONAL DEVELOPMENT NEXUS

3.1. Establishing Urban Security-Regional Development Linkage

Linking urban security and regional development should start from macro-level establishing relationship within and between security and development. Figure 1 represents how to establish this relationship. Each policy/strategy/plan/agency/document are prepared accordingly so that policy coherence could be realized. Since urban development is considered to play a vital role regional development (European Commission, 2009), urban security is taken as a prospective component of regional development organization/planning in this study as well.
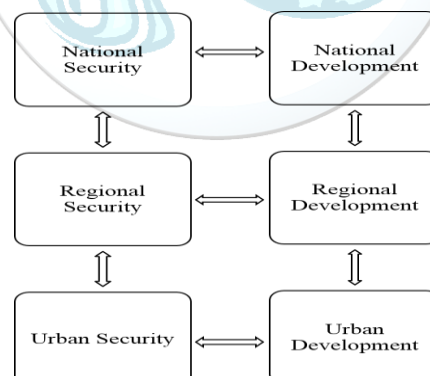

Figure 1.Urban Security-Regional Development Linkage (Conceptual Model)

What is lacking in present security structures is (sub-national) *regional security* approach. In establishing a linkage between urban security and regional development, we need regional security thinking. I argue that regional security approach should denote a security thinking at regional level in its regional development ecosystem. Here, regional security structure comprises of a variety of urban security challenges. In other words, it can be said that regional security approach plays a mediating role between urban security needs and national security priorities.

According to Figure 1, security needs must be defined at regional basis in accordance with national security and regional development process, and getting input from urban security needs as well. And regional development process should be conducted by incorporating regional security concerns. In this way, both national security and development processes can be merged to yield policy coherence and alignment.

In this context, it is possible to connect regional development process directly to urban security as well. Nevertheless, backed by a comprehensive regional security policy/strategy/plan/agency/document, urban security needs could be optimized among region's competing development and security concerns. One might talk about building *Regional Security*

Agencies (RSAs). Even this might be useful. But building security agencies at regional basis tied to central government creates another structure to be coordinated with RDAs.

3.2. Identifying Urban Security Ecosystem (USE)

An ecosystem, when it is defined in social science terms, refers to a complex set of dynamic relations and interactions among its components in an environment (Moore, 1993; Basole *et al*, 2015). That is, security bodies evolve in changing conditions that result from continuous interactions of a variety of factors. In an ecosystem, there is competition as well as cooperation. An ecosystem can be defined as *a set of interconnected security/security related actors, organizations, institutions and processes* (Mason and Brown, 2014).

Ecosystems, composed of both public and private bodies, are dependent on both external and internal factors. External factors, such as resources, government regulations etc. control the overall structure of an ecosystem and the way things work within it, but are not themselves influenced by the ecosystem (Pfeffer and Salancik, 1978). Internal factors not only control ecosystem processes but are also controlled by external factors and are often subject tofeedback. While theresourceinputs are generally controlled by external processes, the availability of these resources within the ecosystem is controlled by internal factors.

Since regional development approach cover whole region comprised of both urban and rural areas without making any physical distinction, urban security in the sense of regional development refers to a specific (urban) piece of land. To start, we need to define actors and their interrelations of security environment at urban scale, which I call it as *Urban Security Ecosystem (USE)*. In this context, USE should include both public and private security bodies interacting in a given security environment. Figure 2 demonstrates Urban Security Ecosystem, which I suggest it is useful to link urban security and regional development.
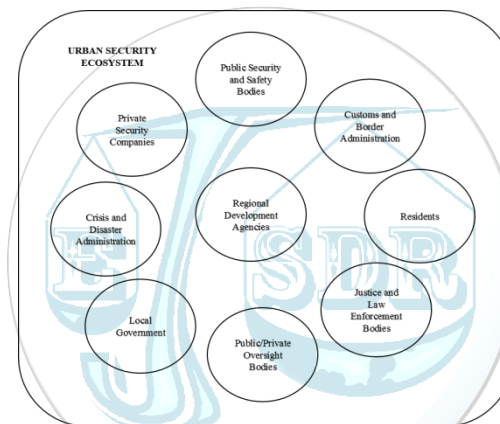

Figure 2.Urban Security Ecosystem

USE, shown as Figure 2, includes those actors that perform urban security planning, implementation, monitoring and evaluation. In the USE, *RDA has a central role/authority to operationalize security-development nexus*. That is, urban security process is oriented within broader framework of regional development.

3.3. Incorporating Urban Security into RDA

Giving RDAs a central role in performing urban security necessitates an inner structure to orient process. For instance, UNODC and UN-Habitat (2011) assert that building *planning commissions* comprised of both security and development personnel at regional or provincial level can combine expertise areas in making decisions of urban security. Below discussed are the dimensions of operationalization of the nexus.

Policy Coherence

The central theme of security-development nexus is *policy coherence*. Policy coherence can be achieved by harmonization through both security and development policy processes (OECD, 2015). Given that this study focuses on embedding security into development at structural basis, here it suggests that nested sub-structures of security-development nexus in RDAs will serve to its operationalization. Those structures are essentially will be composed of both security and development experts.

Organization

Here, I suggest that creating a joint structure, as an *institutional mechanism* envisaged by OECD's policy coherence approach based on policy interaction (OECD, 2015) in RDAs should start from planning process so that policy coherence can be achieved subsequently (see Figure 3).
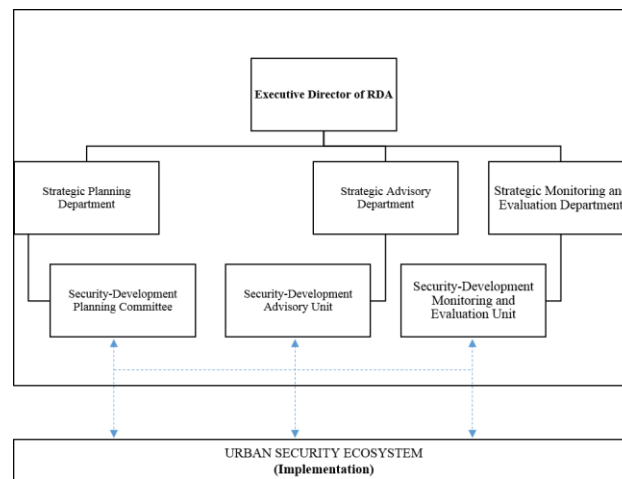
Figure 3. Security-Development Organization in RDAs (Suggested)

Planning

As mentioned above, one of the prime functions of regional development policy is planning. For this study, as well, planning process is the starting point of operationalizing and establishing security-development nexus. That is, establishing *joint planning committees of both security and development experts* are appropriate for the task. As shown in Figure 3, the planning committee is subordinated to one of the main functional components of RDAs, Strategic Planning Department. And planning committee has strategic planning task regarding security-development issues.

Advising

Advice is a *form of relating personal or institutional opinions, belief systems, values, recommendations or guidance about certain situations relayed in some context to another person, group or party often offered as a guide to action and/or conduct* (www.en.wikipedia.org, 05.07.2016). A RDA should and can identify security sector problems as well. In terms of policy instruments, as a requirement of security-development nexus, soft policy instruments have the potential to address policy problems. One of the soft policy instruments is *advice*, as Halkier *et al.* (1998) argued. RDAs can give advice to security institutions at regional level regarding development aspects of security. This policy instrument requires a responsible unit, that is, *Security-Development Advisory Unit* within RDAs.

Monitoring and Evaluation

Monitoring and evaluating the progress based on sound data is one of the targets of development cooperation and sustainable development (United Nations, 2015). As shown in Figure 3, monitoring and evaluation processes are aligned with development planning. Policy targets and indicators of security-development nexus are embedded into existing monitoring and evaluation framework. So, developing indicator sets is one of the primary tasks of operationalizing the nexus in monitoring and evaluation framework. Established subordinated to strategic monitoring and evaluation department of RDA, Security-Development Monitoring and Evaluation Unit would conduct this process based on security-development policy targets and indicators.

Funding/Budgeting

It is apparent that both international development cooperation and 2030 Sustainable Development Agenda demand public-private partnership in funding policy programs (United Nations, 2015). Security-development programs can be funded within existing budgeting process. What is to be taken into account here is how and at what level public and private funding could be merged. Funding mechanisms may vary from public funding pools of development and security allowances to project-based public-private funds (World Bank, 2013). Consequently, it will depend on the degree of decentralization of administration in a given country.

4. CONCLUSION

Security-development nexus is an attempt to integrate development and security policies. The need for integration has arisen from the notion that both security and development constitute the preconditions of each other. One of the major issues in this regard is policy-practice gap. In other words, operationalizing security-development nexus awaits to be addressing. This study aims to make a contribution to bridging the gap between policy and practice.

This entails an operational-level thinking which is based on identifying security-development nexus components. In this context, the first contribution of this study is building a conceptual model of security-development linkage. Secondly, the urban security ecosystem is defined in order to recognize actors that are supposed to interact. RDA holds relatively the central place in this ecosystem since security-development nexus is constructed inside of it. Thirdly, security-development organization inside the RDA should be related to urban security ecosystem as well as to each other.

The structural components of security-development nexus within RDA have been determined according to both urban security and regional development approach. Structural components are *policy coherence*, *planning*, *advising*, *monitoring and evaluation*, and *funding*. These components also reflect sustainable development policy targets, which emphasize

policy coherence, partnership and governance. The study is not a "one size fits all" work. Security-development structures can be built outside the RDA organization. In this case, it should be noted that some fragmentation and coordination problems may occur hindering policy coherence, alignment and harmonization.

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