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SPANISH SECURITY

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NGOs AS RESPONSIBLE AGENTS IN THE SPANISH SECURITY

Abstract:

The concept of security has deeply changed. The scene is now global, but also local. The risks have diversified and the actors involved have multiplied. This is a human, intelligent and cooperative security. Spain has reached other nations, shaping this new philosophy in the Spanish Security Strategy. This paper reflects the State's appeal to the whole society through its various agents, so that each one will assume his responsibility in terms of security. NGOs are the main social organizations in Spain. The question is whether these organizations are prepared to assume this responsibility in the security field.

Keywords: Spanish Security Strategy, NGO, culture, security, volunteering, intelligence.

***NOTE:** The ideas contained in the **Opinion Documents** are the responsibility of their authors and do not necessarily reflect the thinking of the IEEE (Spanish Institute for Strategic Studies) or the Ministry of Defense.

INTRODUCTION.

When we talk about the Spanish Security Strategy¹ we are talking about an essential document in the current circumstances. Not only regarding the present political agenda, but also as a long-range State policy, where the main character is society as a whole.

Although for Spaniards the biggest concern continues to be the impact of the overwhelming economic crisis², security should not become an obsession, but it has to be present in every citizen's consciousness. Zygmunt Bauman said recently: "I have lived under different regimes, ideologies and fashions, and what I find more surprising is that there are two values without which human life would be unthinkable: security and liberty. In society, the conquest of freedom leads us to a large number of risks and uncertainties, and to wish for security"³.

Even though democratic societies are looking for security, they have not fully assumed their share of commitment. The responsibility for this lack of self-consciousness cannot be attributed to citizenship, legitimately used to expect this coverage from the State. On the other hand, the absence of reflection, active awareness and prudence toward the value of security can indeed be criticized. Nowadays, work is being carried out to disseminate a safety culture open to society. However, we still cannot talk firmly about security in terms of shared responsibility between State and society.

FROM THE EVOLUTION OF SECURITY TO THE SPANISH SECURITY STRATEGY.

The security paradigm has evolved in the past few decades. During the 19th century, the risk was associated with survival and territorial integrity of the nation-State and, therefore, security was limited to defense by means of their respective military units. The companies had nothing to say.

After some years, the traditional paradigm is overcome, and in the post-war period of the 20th century the term collective security appears, so multilateralism becomes necessary. Thus, in 1948, sponsored by the United Nations, in the Universal Declaration of Human Rights, the article 28 includes the incipient democratic concept of security that takes, as

¹ Check the Spanish Security Strategy in the following electronic address:
<http://www.lamoncloa.gob.es/NR/rdonlyres/D0D9A8EB-17D0-45A5-ADFF-46A8AF4C2931/0/EstrategiaEspanolaDeSeguridad.pdf>

² CIS Barometer, results preview. June 2012. http://datos.cis.es/pdf/Es2948mar_A.pdf

³ See his article "Hoy nuestra única certeza es la incertidumbre" (*Today our only certainty is uncertainty*), La Vanguardia, 12 January 2012. Available in
<http://www.lavanguardia.com/lacontra/20120112/54244283412/zygmunt-bauman-hoy-nuestra-unica-certeza-es-la-incertidumbre.html>

explained by Professor Miguel Ángel Esteban⁴, a threefold character (individual, social and national) and operates on a threefold sphere (legal-political, material and international), creating a homogeneous core where the dissociation of elements or the absence of one of them suppose the survival of the rest and, therefore, prevent the real existence of freedom and democracy.

In the 21st century, a period of established democracies, the spreading of the phenomenon of globalization makes it necessary for the concept of security to be reinforced in multilateralism. In addition, it forges a universal character, where the individual and collective security are integrated. Undoubtedly, globalization has made security, which was considered as a whole, to pass inexorably through human security, that of the people, the national ones and the ones outside our borders; but also through economic or environmental security, among others.

What is discovered in the Spanish Security Strategy is precisely this multidimensional, current, global, human and committed notion of security. And it is not a product of a particular ideological sector. It is a State policy, a security policy, and it would be desirable that it was understood in this way by everyone, without partisanship.

The Spanish Security Strategy, undoubtedly inspired by similar documents and pioneers of countries where the safety culture is more settled, such as the United States, Canada, France, Holland, United Kingdom, as well as the European Union, has four a priori objectives, which constitute its *raison d'être*.

Firstly, there is the need to establish a document of State that contemplates, explains and places in terms of security where is Spain, where it goes, how and with what resources it wants to tackle the concept of security.

Secondly, this Strategy promotes the importance of national defense by undertaking the responsibility of Spain on global security, about which we have already talked previously, and which constitutes the ideal of sustainable security. This safety is born from prevention and resilience and against reaction and failure.

Thirdly, the Strategy writes down in concrete terms how our security in the world is sustained, what are the elements that enhance the risk in various dimensions: democratic security (radical and non-democratic ideas), human security (demographic imbalances, poverty and inequality), environmental security (climate change) and economic security (globalization dysfunctions, technological hazards). After this list, the Strategy exposes the areas and shells the specific threatens that we could be exposed to, including terrorism, organized crime, uncontrolled migratory flows as well as emergencies and disasters. The

⁴ ESTEBAN NAVARRO, Miguel Ángel. Necesidad, funcionamiento y misión de un servicio de inteligencia para la seguridad y la defensa (*Need, functioning and mission of an intelligence service for security and defense*). Cuaderno de Estrategia nº127. IEEE. Ministry of Defence. 2004.

<http://www.portalcultura.mde.es/Galerias/publicaciones/fichero/00922.pdf>

Strategy finishes with institutional requirements, of precise resources and wills, in order to build an answer to these current security challenges.

The great milestone of collaboration and cooperation in security is also included. For the first time in a document of this nature, society is involved, being directly responsible on safety issues. The title of the Strategy itself already announces it: "Everyone's responsibility".

These features reveal the innovative philosophy that lies behind this Strategy: a State policy which aligns the public sector with the private sector towards a cooperative and smart security.

EVERYONE'S RESPONSIBILITY, INCLUDING THE NGOS

In the Spanish Security Strategy it can be clearly seen that the State is no longer the only one involved, responsible and manager of first division, and it begins to feel the need to involve, educate and raise awareness of social groups and citizens. Thus the State keeps being the guarantor but it shares this responsibility with civil society. Now security is everyone's business. It is not a coincidence that it has been written with a simple language and a readable content, within the reach of the understanding of an average trained person. In short, the intention has been not to create a document exclusively designed for the political class.

The trend has resulted, as Maria Angustias Caracuel⁵ points out, towards the "heterarchy, where there is a division of authority, since the States seek to share their tasks of governance with a set of public and private, local, regional, transnational and global institutions"; they require the work of other organizations, as well as the State organization itself, in order to undertake engagements.

Moreover, due to the emergence of new risks and the different nature of them, the State has been forced to diversify the answers, characterized by a dynamic process of local strategic thinking and global action. Therefore, security needs new partners, new answers and an expansion of the areas.

At the governmental level, what is known as "whole of government approach" is beginning to be practiced. This concept, applied to security, would be the mainstreaming of this value in the policies of the various ministerial departments and public bodies. It still has to move towards collaboration with non-governmental actors whose local and global reach and impact is well-known.

The objective is that security can be guaranteed not only from multilateralism among the International Organizations by the States that form them, and in coordination at the

⁵ CARACUEL RAYA, María Angustias. La emergencia de los actores transnacionales (*The emergence of transnational actors*). Cuaderno de Estrategia nº108. Instituto Español de Estudios Estratégicos (*Spanish Institute for Strategic Studies*). Ministry of Defence, June 2000, p.59.

http://www.portalcultura.mde.es/Galerias/publicaciones/fichero/CE_108.pdf

governmental level, but also in an unprecedented collaboration, correlation of wills and serious work between large Spanish social organizations and the State. And this is the great innovation. From ministerial departments, to State Security Forces and Bodies, business entities and social organizations. Of the latter, especially what is known as the Third Sector⁶. And there are good reasons why these organizations would be suitable to participate in the comprehensive approach to security.

On the one hand, the relationship between NGO and State is already settled and does not start from scratch. These organizations are currently working hand in hand with the administration in social and humanitarian action; on the other hand, they cover sectors and groups where the public authorities do not reach. Although they are strategically oriented towards a local scale, they have a global projection and impact. Many of the major Spanish NGOs are subsidiaries of others of international proportions, so that some of them already are transnational actors, as well as the issues they are working on.

Moreover, these organizations are already working in fields and contexts that they reach first-hand: the dysfunctions of globalization, trying to adopt good global governance mechanisms; the effects of demographic imbalances; poverty and inequality; the climate change and the radical and non-democratic ideas, among other fields.

All these fields in which NGOs are already present and consolidated correspond to the safety risk enhancers indicated in the Spanish Security Strategy. Armed conflicts, organized crime, uncontrolled migration flows, emergencies and disasters... in these aspects, certain NGOs are also the carriers of information, knowledge and even experience in intervention. And these fields correspond to the threats and risks exposed in the Spanish Security Strategy.

Given this division, before outlining the degree of security responsibility of these organizations and what feasibility would have the possible ways of collaborating with the public sector, it is necessary to learn in detail the NGOs in Spain: what is their origin and their organizational profile, what kind of relationship do they maintain with the State and what is their perception of security.

⁶ Set of organizations that have public interest purposes and which are non-profit-making. The State is considered as the FIRST SECTOR, and the Business world as the SECOND SECTOR. The THIRD SECTOR is very heterogeneous and presents very distinctive traits according to its own dynamics. It is composed of: civil associations, foundations, mutual insurance companies, cooperatives, local clubs, development societies, neighborhood canteens and religious organizations, among others. It is also called NON-PROFIT ORGANIZATIONS (NPOs) and Civil Society Organizations (CSOs).

THE NON-GOVERNMENTAL ORGANIZATIONS.

Concept and typology. Origins and evolution.

They could be defined as organizations which have resulted from the civil society and, as an expression of it, they are grouped together to defend a common ideal, regardless of the State⁷.

What basically characterizes a Non-Governmental Organization is: the character of organization and structure itself, with legal personality and legal capacity in accordance with the current regulations; being non-profit-making; having independence and working on projects. What distinguishes organizations from each other is precisely this last feature.

In Spain, talking about Non-Governmental Development Organization (NGDO) and Non-Governmental Organization for Social Action is not the same; both are Non-Governmental Organizations (NGOs), but each one has its corresponding legal nature and fulfills different functions: in the field of cooperation for development and solidarity (international, humanitarian aid or emergency), the first ones, and in the area of social action aimed at disadvantaged groups, the second ones. All of them are part of the Third Sector.

In the Middle Ages there began to arise some associations for charitable purposes and hospital care under the protection of the Church, institution which enjoyed great power and influence.

The French Revolution, with its zeal for the welfare, the human rights and the Industrial Revolution and with the consequent organization of labor and the social stratification, constituted a turning point for these organizations, for both the Catholic ones and the first ones to have a secular nature.

Simultaneously, the practice of the development aid, carried out back then by Catholic missionaries, had already spread.

In the mid-nineteenth century, the Red Cross, recognized as the first Non-Governmental Organization, was created. It was formed as a consequence of the abandonment on the battlefield of thousands of victims of an armed conflict and, therefore, it has a clear aim of providing humanitarian aid and defending the human rights. Its birth supposed a boost for the Caritas and the Oxfam foundations, both of them of a religious nature and in a context of armed conflicts, like the First and Second World Wars and the first processes of decolonization by the European powers.

Subsequently, the creation of the United Nations takes place. In its Letter, article 71, it formally recognizes the Non-Governmental Organizations and it grants them a consultative status.

⁷ MARCUELLO, Chaime. Las Organizaciones No-Gubernamentales de Desarrollo y la construcción positiva de su identidad (*The Non-Governmental Development Organizations and the positive construction of their identity*). University of Zaragoza. Acciones e Investigaciones Sociales N°5, 1996, p.103-120.

In the 1960s, some European countries begin to institutionalize development cooperation in ministries, and during the following decades, organizations linked to protest movements which are bound to democracy will be created.

The origins of the NGOs in Spain did not change regarding the European context, since the religious origin coincides due to the influence of the Church in our country. After the Civil War and during the dictatorship there was a single "Catholic umbrella". This was the only chance to have a place within the law of the time. Caritas was one of the most notorious organizations during those years. When the dictatorship decided to open shyly to the outside world between the 1950s and 1960s, new and less confessional organizations, such as Medicus Mundi (1963) or Manos Unidas (1969), appeared.

The arrival of democratic values in the 1970s gave a breathing space for those organizations that had lived under the Francoist Catholic lid in order not to suffer repression. While some of them were formalized, the pace of growth between 1975 and 1980 had no comparison with the pace that took place two decades later. In comparison with Europe, which had already lived years before the explosion of NGOism⁸, we were still away from a modern conception of cooperation. At a healthcare level, even though being at the bottom of the European ladder, Spanish organizations were very experienced. The NGO culture, for example, in Catalonia was and is very big due to the need to organize themselves in neighborhood associations, especially in the industrial suburbs, in order to alleviate the large pockets of poverty.

According to Gómez Gil, the blooming would begin well into the 1980s, when NGOs with "social relevance, linked to large campaigns and global concerns, and equipped at the same time with a certain capacity for political and institutional dialogue" began to be created in Spain.

In the 1980s, Spain enters the European Community and the development cooperation policies are reinforced, creating in 1989 an administrative body, the Spanish Agency for International Cooperation, to manage these policies as well as the budget headings aimed at funding NGO projects through the grant system.

It is also in this decade that the famous 0.7 movement appears, which is a social phenomenon formed by citizens in favor of granting that percentage of the Gross Domestic Product to Development Cooperation. The Government could not fulfill its commitment and this made largely decrease the financing of NGOs. In the 1990s, the International Development Cooperation Law was adopted, as a sign to further develop the NGOs.

⁸ GÓMEZ GIL, Carlos. Las ONG en España. De la apariencia a la realidad (*NGOs in Spain. From appearance to reality*). Madrid: Asociación Los libros de la catarata, 2005.

NGO's situation in Spain.

Spain currently has around 3,000 NGOs distributed throughout the national territory, according to data from the NGO Coordinator for the Development and the Social Action Platform. A number that far exceeds the 41 associations of this kind that existed in 1946, and which reflects the importance that they have acquired over the past years.

Taking into account the previous history, and looking at the picture taken at the NGO sector in the country, we must indicate that:

1º.- The Spanish NGOs have little experience compared with European or American organizations. Undoubtedly, it was not so much the fact that the organizations that emerged in Spain made it under the protection of the Church, but the political, economic, social and cultural isolation that the country experienced during the dictatorship, which put a stop to absorption, as well as the participation in the social demands of Europe or America.

2º.- These are non-profit Organizations. The nuance "non-profit" defines, as already seen, one of the essences of these organizations, due to the absence of such gain or profit for the benefit of the members that are part of the organization. But conceptually, profit, according to the dictionary of the Real Academia Española de la Lengua (Royal Academy of the Spanish Language), means gain or profit. Indeed, this gain exists in the fundraising spirit of these organizations, not for the distribution among its members, but with the aim to revert this gain for the benefit of social causes and the beneficiaries of their projects. In fact, the continuous campaigns to attract partners, as well as marketing and communication in social media, among other purposes, represent the race to raise funds.

3º.- NGOs are universally characterized by their independence from any Government. This is also the case for Spanish NGOs. However, this independence is discussed in two senses: the economic and the ideological one.

In Spain, some of them keep being financially dependent on the State. They legitimately seek resources in grants from the various regional Authorities (municipalities, provincial councils or town councils and autonomous communities).

The central administration provides grants in this area through the Ministry of Foreign Affairs and Cooperation and the Ministry of Health, Social Services and Equality.

Given the financial crisis, which is affecting with cuts the previously comfortable budget headings intended to finance ONG projects, the tendency now is to look for them directly in the European Union.

In a democratic State, the ideology of these organizations cannot be discussed, but the fact that the NGOs that are closer to the leading political party are among the financed ones can indeed be discussed. It would be desirable that ideology would not interfere in the exercise of their functions.

For example, humanitarian aid NGOs who work according to the principles of Humanity, Impartiality, Neutrality, Independence, Voluntary Character, Unity and Universality, also receive grants from the Governments, so the principle of Independence has been called into question. That is why, in addition to cuts, funding has shifted towards the private sphere in order not to promote this dependence and so that Governments will not be able to politicize aids⁹, according to some NGO publications.

4º.- A Spanish NGO sector is belligerent with the State, which is considered guilty of all the evils that cause injustice and social inequalities and which should therefore be faced, and rights should be vindicated. Public authorities are also accused of infiltration in matters related to safety or rivalry regarding the intervention of State actors in roles and scenarios that the NGOs had so far monopolized.

5º.- A new model of people management is being forged. The three big cores of people that compose the NGOs are: professionals, volunteers and partners.

The Third Sector in Spain has about 200,000 employees. They are hired according to the labor legislation, which is not the case for the volunteers. In our country, the management has gone from voluntary hands to paid professionals, with a fixed presence, beyond the free availability of the volunteer. We could say that the trend towards professionalization is very advanced. Currently, there are several profiles:

- 1 Managers and advisers, professionals of the business world who have opted to change the Third Sector, partly due to the greater attractiveness of it, but also to enjoy better conditions than those offered in a private company. This situation has been made use of: there are waves of managers, advisers and members of the Board of Trustees whose professional profile is ESADE or Instituto de Empresa.
- 2 To give some examples, among many others, the Intermón Oxfam Director until 2005, Ignasi Carreras, and Carmen Molina, from the IE Business School, which joined the Executive Management of UNICEF and was responsible for Strategic Planning.
- 3 The middle managers, increasingly specialized technicians who run the projects that the Management determines. They may be given a greater weight, in parallel to the growth of organizational structures, in order to increase the management skills of the entities.
- 4 Finally, the administrative structure, which is usually formed by volunteers, fellowship holders or even employees that have been in the Organization for many years as volunteers.

⁹ See http://www.oxfam.org/sites/www.oxfam.org/files/bp145-whose-aid-anyway-100211-en_0.pdf
<http://www.intermonoxfam.org/es/node/7367>

This movement, besides being the element of solidarity and support par excellence, offers citizens an opportunity of active participation.

According to the latest studies¹⁰, it is estimated that the number of Spanish citizens who develop voluntary actions is 4,170,043, among whom 873,171 would be devoted to the field of social action. 9.5% of the Spanish population could perform volunteering activities in general. An estimated 63.1% are women and 36.9% are men.

Volunteers are the human capital, acknowledged as a category of legal asset through the Volunteering Law and three consecutive State Volunteer Plans, during the periods of 1997-2000, 2001-2004 and 2005-2009. Nowadays, the State Volunteer Strategy 2010-2014 is governing. This Strategy intends to respond to the new challenges and future trends so as to involve citizens in the problems of their community. Volunteers, as key figures in their respective communities, are the main characters in social cohesion as well as reliable early warning devices. They possess information and experience, which is not always properly managed by the organizations, thus discarding a potential knowledge.

With regard to partners, Spanish NGOs gain partners and manage to increase its budget despite the crisis. Economic survival now relies largely on aids from private entities and on donor shares.

6º.- Financing and trend towards new paths.

The funding issue has a great weight. NGOs seek it in three major areas: governments, foundations and partners. In the last case, more than 4.5 million Spaniards contribute to its functioning, with an annual overall budget of almost 2 billion euros.

For some time now, work has been carried out on social responsibility and companies sustainability. These companies are becoming another source of funding which is on the rise.

In the face of the existing global crisis, the traditional sources are being reduced, and it is necessary to diversify them. The most advanced sectors consider the possibility of developing the 'servicing fees', as well as the partnership with social entrepreneurs and the participation in socially responsible investment funds¹¹. In Spain, some NGOs have invested in Civic Banking to maximize their resources.

On the other hand, donors in time of crisis want to be sure that their donations will provide not only the proper impact but also the maximum value. At the same time, they conveniently suggest the external audit to facilitate the monitoring of their activities and

¹⁰ Observatorio del Voluntariado de la Plataforma del Voluntariado de España (Volunteer Work Observatory of the Volunteering Platform in Spain). *Diagnóstico de la situación del voluntariado de acción social en España (Diagnosis of the situation of volunteering for social action in Spain)*, 2011.

¹¹ It is already being done and there are even Recommendations for Financial and Estate Investments of NGOs within the framework of good practices. Fundación Lealtad.

<http://www.fundacionlealtad.org/intranet/uploads/publicaciones/Guía%20de%20recomendaciones%20para%20inversiones%20de%20ONG.pdf>

resources to the public authorities, donors or sponsors, users, beneficiaries and to the market in general, whether it collaborates or not with the NGO.

This is why, in multiple forums, people are always talking about the culture of accountability and evaluation. Its basis is transparency, which helps to build trust and increase legitimacy and influence.

7º.- Spanish NGOs are already infused in a new model of management and organizational functioning, which is taking place internationally.

In the past, the management bodies were blurred, they simply did not generate too much interest to the social base, and this was even a mention or honorary activity. Today it is expected from the councils that they at least govern to determine the direction of the organization and that they establish plans and policies. In short, that they design the strategies that the management team will carry out. They seek to be clear about where they are and where they are going regarding the changing environment. There is uncertainty and risk, and anticipation is required.

Therefore, the development of the sector has contributed to the complexity of organizations and a new model of management and organizational functioning, which the Anglo-Saxons call new business model, is becoming necessary.

They also begin to pay attention to the brand and to the competitive positioning. There are NGOs that act like the big brands, enjoying influence and confidence as much or even more than some global companies. Therefore, some of them hire professionals to manage them. The brands compete with others in the market. They compete for attracting members, resources, the attention of governments and companies, the media and, recently, for a visible space in the social media. Many of them, which in the case of Spain are subsidiaries, (Intermón Oxfam, Save the Children, Greenpeace), are required by the market to sustain a global and local position.

All these demands increase the degree of competitiveness in the sector; they lead them either to obtain results or to die.

Current situation: changes and future prospects.

It is undeniable that the NGOs constitute the strength of direct intervention of the civil society.

The context of conventional wars, where many of them were born and evolved, has changed. It is now characterized by: the failures of political multilateralism, globalization, the financial crisis, the decrease of trust in institutions such as governments, companies or the Church, the retreat of provision of services' areas by the State and the revolution of the Information and Communication Technologies (ICT). All these aspects have promoted the capacity of NGOs and civil society to interconnect, thus stimulating activism.

Today it is an extraordinary fact that the non-profit global sector has revenues above one trillion dollars, not counting religious congregations, and 19 million employees, causing it to position as the eighth world economy¹².

In addition, NGOs have become carriers of valuable information about the markets and the social collectiveness. Many of them are marking the programs of corporate responsibility and sustainability of large companies, thus constituting good indicators of political and business priorities for the future.

In short, due to the great capital they manage, the responsibility towards those whom they represent, the position of strength that they are gradually obtaining in the market, the changing context of the market and the pattern of globalization, the established NGOs are feeling the need to channel this potential by making the sector progress by means of:

- 1 a paradigm shift
- 2 a new model of management and organizational functioning
- 3 the progress in professionalisation
- 4 the search for new forms of financing
- 5 transparency and accountability

SECURITY AND NGO.

Non-Governmental Organizations are defined, like other social organizations, as responsible for security issues both in national territory and abroad. And they are also responsible and claimants of security before the State, as well as potential victims of threats and transnational risks.

As seen above, those aspects that connect State with security are cautiously welcomed by certain organizations, even with some belligerence. This impulsive rejection might have its origins in the fact that the promoters of many NGOs are people who had previously fought against the dictatorship. This is why some of them see the security that comes from the State as a surveillance, repression or imposition. If this association occurs indeed, situations of rejection may occur. However, this is no longer an excuse, since the stereotypes are obsolete. The historical and political circumstances are not the same as before.

¹² SUSTAINABILITY. La ONG del siglo XXI. En el mercado por el cambio (*The XXIst century ONG in the market for change*). Spanish edition: Fundación Ecología y Desarrollo. 2005.
http://www.ecodes.org/phocadownload/Espanol_ONG-siglo-XXI.pdf

Fortunately, there is evidence of the predisposition to understanding, approach of positions and cooperation and coordination between public bodies and NGOs. In the case of civil-military cooperation abroad, there have been rejection and criticism from NGOs. In conflict and disaster situations, the Armed Forces, which are not a humanitarian actor as such, carry out their duties effectively, and sometimes at a lower cost than other organizations receiving public money for the same purpose. In any case, much work needs to be done, but the successful experiences are winning.

Recently, in the analysis of the NGO-State binomial there have been a series of circumstances that have contributed to an approach in terms of security. An interesting debate was opened following the abduction of three members - not voluntary workers - of the Barcelona's NGO Acció Solidaria in Mauritania in 2009; it was resumed with the abduction of the voluntary workers from Doctors without Borders in Kenya and of two other voluntary workers of various Spanish NGOs in the Frente Polisario camps in Tindouf. Along with the State, the NGOs are concerned about offering a solution to these incidents and about finding a solution in the medium term. In this context, cooperation with the State on security issues has been openly requested.

The model that the NGOs follow in countries where safety culture is more advanced and imbued in society, such as United States or United Kingdom¹³, is based on the same security management.

The conclusions of several experts in security for NGOs¹⁴ point out that the root is a security management problem, since the insecurity factor cannot be deleted from any scene. Without any training in this field, the senior managers on the ground make decisions that endanger the entire team, or they do not choose the appropriate precautions. Security cannot be left to improvisation or to the reliance on anecdotal evidence or impressions. Security is characterized by four temporary adverbs: before, during, after and always.

This security management, which has already started at American NGOs that act abroad, deals with a security plan of its own and only as a reserve: when a situation cannot be managed by the organization itself which is qualified to do this, it goes to the State options or international organizations. Then, the assumption of security responsibility is deducted in the first place, and only in the event that this would not result, the cooperation, assistance, or even the intervention of the State are requested.

¹³ In this country, humanitarian platforms spread the imperative of security management, creating good practice guides, with guidelines on the volunteer workers' management, forming networks where information is exchanged, etc. An example of this is the Humanitarian Practice Network: www.odihpn.org and the Humanitarian Policy Group: www.odi.org.uk/hpg

¹⁴ Bob MacPherson, director of CARE International Safety and Security Unit; interview in: <http://ngosecurity.blogspot.com/2011/10/interview-robert-macpherson-on.html>
John Schafer, security manager for NGOs (Hegland, 2008); Charles Roger, director of corporate security of World Vision International (one of the big American NGOs): <http://www.worldvision.org/worldvision/pr.nsf/stable/NGOsecurity>

Relying on this responsible philosophy, there are a series of reflections about what should a security management plan represent for an NGO:

- 1 The security management will be treated differently whether it is for organizations dedicated to cooperation, humanitarian emergencies or social action. In any case, it should be a present factor for all of them, so a qualified person on security management should be in charge.
- 2 A safety culture is required within the NGO. The first measure for its achievement would be promoting this training addressed to volunteers and professionals who would find themselves working in a project abroad. This training should be compulsory for those who travel and those who remain at the headquarters of the organization, managing the project at a distance or dedicated to social action within the country. In Spain there is little or no existence at all of people responsible for security management¹⁵. Those responsible for security are the voluntary workers and volunteers, under the command of the team leader. Normally, they receive a basic training in physical security and weak action protocols in risk situations. However, there is no global management that covers the assessments of the risks in ever-changing situations (what if), monitoring, guidance on issues about the acceptance by the local environment, protection and deterrence strategies, acceptable and unacceptable risks, and exchange of information with humanitarian and not humanitarian actors, among others.
- 3 In general, awareness should be global and addressed to the entire organization. If a practice is intended to be a part of the culture of an organization, it has to be introduced to all of its members in order to ensure general awareness.

FINAL REFLECTIONS

It is clear that one of the consolidated forms of organization of the citizens are the NGOs which, with its virtues and defects, have become the social participatory agent par excellence.

Security has not been a transverse axis for these organizations until their status, local until then, is forced to change, becoming a transnational actor. The upheaval of this interrelated world favors NGOs to start being characterized by ubiquity, globality, the magnitude of the extent of their actions on large cores - but also specific ones - of population, affairs and

¹⁵ TORTOSA GARRIGÓS, Amparo. *Cultura de la Seguridad (Safety Culture)*. Ed.Foreign Policy in Spanish. 2010. <http://www.fp-es.org/cultura-de-la-seguridad> : "In the field of the European Union, the UN and other international organizations and countries where the safety culture is more promoted, it is already compulsory that any civilian mission of any type, aimed at humanitarian aid and emergency, development or project implementation and logistical assistance, must be accompanied by its corresponding security plans as well as a responsible in this area".

scenarios and, therefore, more intense and stunning power relationships and pressure capacity. These situations have helped realize that they are entities that are asking for safety more than ever before. But they are also active entities. The trend determines that the State is no longer the only guarantor of security and it needs its citizens to assume responsibilities when resolving the security problems that come to their communities. Given the heterarchy previously mentioned, the Spanish Security Strategy has been the first official document that has expressed this need for guarantor partners.

This article has highlighted the suitability for collaboration of these social agents, taking into account the low level in culture and awareness in security which has been emphasized.

It would be helpful if the State could establish a partnership with different specific NGOs which, due to the work they carry out, detected "in the early-warning phase" security risks and threats. Some examples may be the case of NGOs devoted to environmental issues which detected serious damages with catastrophic ends, aid projects for victims of organized crime groups, or social action projects where the deterioration of a group at high risk of exclusion that could result in a state of social alarm is detected. In fact, the social weight of this economic crisis in Spain is being dignified and satisfactorily supported and mitigated by the NGOs' social action. Without them, assault attempts with even worse results would have taken place.

Therefore, NGOs should be placed to collaborate in the comprehensive approach to security.

The first steps would be focused on the consolidation of this relationship of responsibility between the State and the social organizations. This relationship is also aimed at becoming a State policy. This can be achieved through dialogue, rapprochement of positions towards common interests, coordination and cooperation.

Secondly, the dissemination of a new social safety culture as a cross-cutting element to the State policies and in its relationship with society in general would be necessary. There is no desire for the State to be always vigilant and take part in every aspect. In addition, the leading role of the citizens who are volunteers of the Third Sector is urged, since they are the core of the civil protection force, a participatory social agent in sustainable security and a subject firmly committed to democratic values. This culture¹⁶ suggests:

- that the enormous amount of information that these social actors have should not remain in a superficial analysis,
- that, within the Organization, knowledge should not be cast aside, but transformed or managed,

¹⁶ This culture does not hide the Russian policy manoeuvre of turning their NGOs into spies. See: http://internacional.elpais.com/internacional/2012/07/05/actualidad/1341510064_723166.html

- that awareness about security should be firmly promoted until the achievement of a safety culture as an integral part of the organizational culture.

And, thirdly, promoting the creation of the aforementioned Social Forum to share security analysis by taking advantage of the Spanish Security Strategy's initiative of effective implementation, conducted by a group of experts¹⁷. This is a magnificent proposal for social and political participation. An additional nuance is the objection to the advisory nature of this Forum since, if that was the case, social agents' participation and active commitment would be limited.

Those NGOs which consider that, through working in their field and under their own principles, they can provide added value to the security of everyone, internal, external and global, thus maximizing not only the impact of their projects but also the impact of the philosophy of welfare, dignity and freedom for everyone, have a place in this paradigm shift.

Insofar as State and NGOs take positive advantage of this partnership and overcome rough abruptness, the coalition will become increasingly exemplary and useful in the interests of society as a whole.

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¹⁷ ARTEAGA, Félix. Propuesta para la implantación de una Estrategia de Seguridad Nacional en España (*Proposal for the implementation of a National Security Strategy in Spain*). Grupo de Trabajo Real Instituto Elcano.2011. http://www.realinstitutoelcano.org/wps/portal/rielcano/contenido?WCM_GLOBAL_CONTEXT=/elcano/elcano_es/zonas_es/defensa+y+seguridad/dt19-2011

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