Introduction: Security and Surveillance at Sport Mega Events

Richard Giulianotti and Francisco Klauser

Introduction

In recent times, sport mega events have grown into major global spectacles that possess huge economic, political and social significance. Cities and nations compete intensively for the right to host mega events such as the Olympic Games, the Superbowl in American football, the Champions League final in European football or the ‘World Cup finals’ of various sports. For the organisers, these events are seen as conferring high levels of national and international prestige on host cities, as well as a variety of other benefits such as urban regeneration, increased tourism and new partnerships with global corporations. For example, the 2006 World Cup finals in Germany were estimated to have attracted 5 million international visitors, combined global television audiences of 26 billion and a national economic boost of US$12.5 billion (Giulianotti and Klauser, 2010).

One issue which has become central to the planning and implementation of sport mega events is security, particularly since the 9/11 attacks on the United States. Granted, security concerns in sport do go further back, as most obviously demonstrated by the 1972 Munich Olympic attacks, at which 17 people were killed when Palestinian terrorists held Israeli athletes hostage, and also by the concerted attempts by various authorities to prevent spectator violence at major football tournaments since the mid 1970s onwards. Yet, in the post-9/11 environment, rising expenditures on security demonstrate the intensification of the issue of sport and security. For example, while security spending at the 1992 Barcelona Olympics came to US$66 million, the budget for London 2012 stands at a projected US$1.7 billion (The Telegraph, 9 September 2010; Daily Telegraph, 11 December 2007). Such expenditures are realised through the mobilisation of more security personnel, such as the 60,000 additional police officers to be drafted in for London 2012, and the implementation of high-tech security technologies. As security

Richard Giulianotti is in the School of Sport, Health and Exercise Sciences, Loughborough University, Ashby Road, Loughborough, LE11 3TU, UK. E-mail: r.giulianotti@lboro.ac.uk.

Francisco Klauser is in the Institute of Geography, Université de Neuchâtel, Espace Louis Agassiz 1, Neuchâtel, 2000, Switzerland. E-mail: francisco.klauser@unine.ch.
at sport mega events has grown exponentially in recent times, so the diverse effects of these processes on the host cities and nations become increasingly complex and problematic.

**Approach**

The focus of this Special Issue of *Urban Studies* is on the interplay between security, sport mega events and cities. Sport mega events are typically moving from host city to host city. Their organisation and securitisation thus mainly constitute urban phenomena, even if their economic and social outputs are often expected and experienced on a broader scale. Emphasising the urban-centrism of sport mega events is of major importance to elucidate the conditions, needs and impacts of event security.

For the 2008 European Football Championships in Switzerland and Austria, for example, UEFA produced more than 15 km of tarpaulin to cover the most prominently positioned fences, demarcating a multitude of access-restricted and controlled spatial entities, from the stadia to the referee headquarters and from team hotels to fan zones (UEFA, 2008). Mega event host cities thus exemplify the splintering of the contemporary urban environment into a wide range of more or less hermetically enclosed and tightly controlled enclaves that are supported by advanced surveillance technologies and increased numbers of security personnel (Klauser, 2010). Such spatialised security measures are driven by the need to monitor and manage a context of increased diversity and density, that is the object of escalating security concern. Yet the aim of these spatial enclosures is not only to secure specifically arranged and hierarchically organised parts of the urban environment, but also to channel spectator flows throughout the host cities, from railway stations to stadia, from event location to event location, from fan zone to fan zone. Small and larger portions of space are cut off and networked with the rest of the cities through a multitude of access- or passage-points, some controlled more highly than others. What is emerging is a temporally limited, security-related form of ‘passage-point urbanism’ (Graham, 2010).

Yet besides emphasising the urban logics, implications and legacies of mega event security, attention must also be paid more generally to the role of mega events in the current dynamics and global recalibrations of security governance. From a security perspective, the ‘politics of the event’ is one of the central political issues in the world today. This raises a series of important questions with regards to mega event security as both the product, and as the producer, of a broader set of developments in contemporary security governance, ranging from the militarisation and commercialisation of public safety to the increasing technologisation of urban-centred security and surveillance measures.

The Special Issue thus not only provides critical accounts of the effects and conditions of mega event security in specific urban settings. The papers which are contained here also aim to understand and to situate contemporary mega event security as a symptomatic expression of a broader cluster of developments in contemporary security governance, which are in turn giving rise to new and profound social questions. It is at this junction, of course, that the Special Issue draws heavily upon the realms of security and surveillance studies. Both fields have insisted strongly and at length upon the shifting modes of global security governance in general (Dillon and Reid, 2001) and on questions of how contemporary security practices and surveillance impact upon the urban environment.
more specifically (Coleman, 2005; Graham, 2010). Yet the existing literatures on security and surveillance in the urban context widely overlook the question of how exceptional occasions such as sport mega events may function as catalysts in the formation of urban-centred security governance.

**Positioning**

In substantive terms, the Special Issue brings together four main fields of research, each of which deserves some discussion here.

First, the Special Issue draws upon the sophisticated body of literature focusing on the economic impacts of sport mega events, notably in relation to urban regeneration and gentrification, and in terms of urban entrepreneurialism (Harvey, 1989) and ‘place selling’ (Kearns and Philo, 1993). Perhaps the most substantial debates in this regard have centred on the claimed ‘legacies’ of sport mega events for hosting cities and nations. These range from urban infrastructural improvements and regeneration (Burbank et al., 2002) to increased employment and tourism revenues (Euchner, 1999). Thus there are extensive studies arguing that sport mega events enable host cities and nations to plug into different circuits and flows of global capital. Local and national business figures and political leaders seek to cement forms of bridging social capital which may be established with the visiting ‘transnational capitalist class’ (Sklair, 2000). Urban redevelopment opens new, neo-liberal, commercialised spaces to global retail chains as part of the broader ‘brandscaping’ of cities (Hall, 2006; Klingmann, 2007). Host cities and nations may also project themselves as ‘festival’ locations, to attract other events and ‘expos’, particularly where the competition for hosting rights is highly competitive and widely covered in international media (Roche, 2000).

In interrogating the economic logics and implications of mega events, different scholars have suggested a strong connection between the hosting of high-visibility sports tournaments and new kinds of political economy, as one powerful index of the ways in which post-industrial cities have come to utilise cultural fields in order to establish economic growth (Hall, 2006; Miller, 2000). Much of this mega event research into urban entrepreneurialism has been influenced by North American studies that explore the economics of sport team franchises, stadium-building and urban ‘boosterism’ in global cities which host elite professional (or ‘major league’) sports clubs (Coates and Humphreys, 2000; Lee and Taylor, 2005; Noll and Zimbalist, 1997; Spilling and Zimbalist, 2006; Spilling, 1996; Whitson and Horne, 2006). In addition, a growing international body of work has addressed this problematic from a perspective centred on the global South, showing that sport may also serve to establish emerging nations such as Brazil, Russia, India, China and South Africa on the world stage (Alegi, 2008; Close et al., 2006; Matheson and Baade, 2004; McRoskey, 2010). In these literatures, however, little is said about the link between urban entrepreneurialism and security issues and discourses associated with mega events. Many of the papers in this collection focus on precisely this fundamental point.

Secondly, sociologists and anthropologists have been most prominent in examining the socio-cultural politics and impacts of sport mega events. This work has addressed the ways in which dominant civic or national solidarities and identities are constructed through these mega events (DCMS, 2008) and how marginalised or resistant communities have challenged these processes (Hargreaves, 2000; Lenskyj, 2000; Marivoet, 2006; Morgan, 2003; Shaikin, 1988). While both of these approaches offer
important insights into the roles of mega events as catalysts to promote wider socio-economic, urban, political or cultural outputs, relatively little critical attention is paid to the implications of sport mega events in terms of security governance and surveillance. This Special Issue contributes towards filling that research gap.

Thirdly, substantial research into sport-related violence has centred on football hooliganism and the heightened security strategies that have been imposed in response both inside and outside stadia (Armstrong, 1998; Giulianotti and Armstrong, 1998; 2002; Murphy et al., 1990; O’Neill, 2005; Spaaij, 2006; Stott and Reicher, 1998; Tsoukala, 2009). The more nuanced social research has explored how anti-hooliganism control measures may intensify (rather than eradicate) the phenomenon, undermine civil liberties and give rise to security technologies (such as CCTV) which have been transferred into wider public settings.

Fourthly, in the past decade, human geography, urban sociology and criminology have contributed most to research into issues of security and social control at individual sport mega events (Bennett and Haggerty, 2011; Boyle and Haggerty, 2009; Chang and Singh, 1990; Floridis, 2004; Klauser, 2008a, 2008b; Samatas, 2007). Although a lack of truly empirical and comparative work in this field of research persists, these investigations allow for an initial understanding of the importance of urban space as the locus, medium and tool of mega event security, and of its wider socio-spatial implications. Studied examples include the 2004 Athens Olympics (Samatas, 2007), the 2006 Turin (Fonio and Pisapia, 2011), the 2008 Beijing (Yu et al., 2009) the 2010 Vancouver (Boyle and Haggerty, 2009) and the 2012 London Games (Fussey and Coaffee, 2011; Fussey et al., 2011); as well as the 2006 FIFA World Cup in Germany (Klauser, 2008a, 2008b; Eick, 2011; Baasch, 2011) and the 2008 European Football Championships 2008 (Hagemann, 2010; Klauser, 2011). This fourth field of research into sport mega events provides the most obvious location for the papers presented here, although readers will recognise the significance of the other three domains for our contributors.

Structure of the Special Issue

The papers contained in this Special Issue capture both the contemporary international complexity of sport mega events and the interdisciplinarity of scholarly inquiry into this subject. We feature contributors with expertise in the fields of urban studies, anthropology, criminology, history, human geography, political science, sociology and sport studies, and who are based in the UK, mainland Europe, North America, Africa, east Asia and Australasia. The papers examine a diversity of sport mega events, notably five Olympic Games, three World Cup finals in football, one European football championship and various national events in Europe, North America and Australasia.

We locate these papers within three main sections. Part 1 focuses on sport mega event security issues and debates with respect to their urban, national and global contexts. It features papers by Armstrong, Hobbs and Lindsay; Boyle and Haggerty; Klauser; Cornelissen; and, Murakami Wood and Abe. Part 2 examines the complex interplay between security techniques and strategies inside and beyond the urban stadium, along with their various impacts on the development of sports. It includes papers by Taylor and Toohey; Schimmel; and, Giulianotti. Part 3 explores the interrelations of sport-focused security technologies and the cities that are hosting these mega events. This section features papers by Coaffee, Fussey and
Moore; Eick; and, Samatas. In the remainder of this introduction, we explore each section in more detail, while briefly setting out the contents of each paper.

**Part 1: Local, National and International Contexts and Driving Forces in Mega Event Security**

Part 1 of the Special Issue positions event security issues and debates within their complex local, national and global policy dynamics and contexts. In recent years, the various forms, effects and driving-forces of contemporary security governance have been acknowledged both from a general perspective (for example, Power, 2007; Amoore and de Goede, 2005) and from the viewpoint of mega event securitisation more specifically (Samatas, 2007; Klauser, 2008a). These studies have positioned mega event security within a complex field of agencies, driving-forces and motivations, including a range of international processes and stipulations, as well as diverse national and local predispositions and impulses in security matters. There are a number of important issues to be found here, but two of these are especially important.

First, and stemming from a concern with neo-liberal urban governance more generally, debates have focused on the capacity of mega event security to trigger and to facilitate public policies and developments, driven by various interests and agencies both internationally, nationally and locally. For many analysts, urban revanchism (Smith, 1996) is strongly at play here. Revanchist stadium developments may involve the ‘reclaiming’ of urban spaces for bourgeois audiences and the clearing of unwanted or marginal populations from newly sanitised commercial zones. In the US, for example, Super Bowl host cities have hired private security agencies to squeeze the homeless from event locales. In Delhi, urban redevelopment for the 2010 Commonwealth Games included the demolition of slum housing for over 250,000 people to enable construction of stadia and the Athletes Village (Michigan Daily, 1 February 2006; Guardian, 22 February 2010). Conflicts arise as marginalised groups and their supporters contest these processes, although most substantial resistance invariably emerges from the best-resourced social groups. More broadly, new social movements often spring up in protest at the bidding for, or the staging of, sport mega events. In Toronto, the ‘Bread Not Circuses’ movement organised high-profile protests to oppose the city’s bid to host the 2008 Summer Olympics, while the 2010 Winter Olympics in Vancouver also drew public protests (Lenskyj, 2000). In Sydney, the Anti-Olympic Alliance organised various public and virtual (website) demonstrations against the hosting of the 2000 Olympics.

Secondly, and complementing the first point, a series of studies have highlighted the normative weight of best practices provided by security experts moving from country to country and from event to event. These investigations have shown local stakeholders to be increasingly exposed to globalised networks of expertise that are pushing towards the reproduction of previously tested collaborations and templates in security matters (Samatas, 2007; Yu et al., 2009; Boyle, 2011). Indeed, there are many good reasons for understanding sport mega events as highly visible and prestigious projects, whose securitisation is firmly embedded in more or less coercive transnational circuits of imitation and standardisation. Yet, the role of local motivations and specificities in event security should not be underplayed, or forgotten completely.

Focusing on both the role of local agency, motivation and expertise and on the weight of international stipulations in mega event...
security, this Special Issue underlines the need to apprehend mega event securitisation as a combination of processes and projects which bring together various public–private, local, national and transnational actors whose own positions are defined by interwoven interests and concerns.

This section features five papers from Europe, North America, Africa and east Asia. The paper by Gary Armstrong, Dick Hobbs and Iain Lindsay provides a strongly ethnographic account of the specific local political and social issues and conflicts surrounding the hosting of the 2012 Olympics in the London borough of Newham. The site of the Olympic stadium and athlete village, Newham is one of England’s poorest, youngest and most ethnically diverse boroughs. The authors focus particularly on the work of one local social movement—The East London Communities Organisation (TELCO)—in seeking to influence the planning for, and proposed legacy of, London 2012, often in marked contrast to the interests and goals of the powerful Olympic ‘hegemon’.

The paper by Philip Boyle and Kevin Haggerty advances a critical political sociological analysis of the hosting of the 2010 Winter Olympics by the city of Vancouver. Focusing particularly on the city’s Project Civility initiative, Boyle and Haggerty reveal how the staging of this sport mega event has served to promote new and exemplary forms of neo-liberal urban governance in concert with intensified levels of policing and securitisation. These processes have led to greater scales of social fragmentation and exclusion, despite statements from city authorities that the opposite effects are intended.

The next paper, by Francisco Klauser, engages with the policy transfer of specific ‘security exemplars’ between different events. The paper addresses this issue through the discussion of fan zones at the European Football Championships 2008 in Switzerland and Austria. Fan zones, such is the basic assumption, must be understood as a previously tested and ‘exemplified’ solution to the problem of how to deal with security and branding in the context of increased density and diversity of the event city. The paper thus examines the mediating mechanisms through which the ‘fan zones exemplar’ was transferred from the 2006 FIFA World Cup in Germany to Euro 2008 in Austria/Switzerland. On this basis, the paper also brings to the fore a number of more fundamental insights into the public–private coalitions of authority and into the interactions of scale in contemporary security governance at mega events.

The paper by Scarlett Cornelissen examines the hosting of the 2010 World Cup Finals by South Africa. Drawing inter alia on theories of urban revanchism, Cornelissen explores the extent to which the host cities intensified social controls on urban spaces through new methods of policing and surveillance. In this way, rather than reinvent cities for the post-apartheid era, the tournament’s main urban legacy appears to lie in sharpening socio-spatial divisions while providing market-friendly images to outside audiences.

The final paper in this section, by David Murakami Wood and Kiyoshi Abe, explores the historical relationships between sport and other mega events, and the making of particular urban aesthetics and forms of socio-spatial order, in Japanese society. Wood and Abe argue that sport mega events have been key contributors to the proliferation and normalisation of ‘technocratic surveillance’ in Japanese urban societies. At the same time, Japanese urban spaces are becoming increasingly abstracted, soulless, homogenised and corporatised, meaning that ‘other’ architectural forms and marginal social groups (such as the
homeless) are increasingly being eradicated or disappeared.

**Part 2: Stadium Security, Sport Transformation and the City**

Part 2 examines the complex interplay between security techniques and strategies from the stadium to the event city, along with their various impacts on the development of sports. To begin here, control strategies within stadia have distinctive effects on spectator experiences, enjoyment of the spectacle and external social relations. In some sports, notably football, the physical separation or ‘segregation’ of opposing fans inside and outside stadia has served unintentionally to promote distinctive intragroup and intergroup social dynamics, by intensifying, for example, the forms of solidarity within supporter groups, the social expressions of rivalry and hostility between rival groups, and the potential for negative or confrontational exchanges between spectators and police officers (Giulianotti and Armstrong, 2002; Stott and Reicher, 1998). The mixture of security and commercial concerns can also serve to undermine enjoyment at sports events—for example, some sports fans complain that crowd atmosphere can be dampened when informal standing areas inside stadia are replaced by individuating and more expensive all-seated zones. In the post-9/11 context, the effect of intensified security upon the enjoyment of sports events by spectators has been difficult to gauge (see Taylor and Toohey, 2006).

In the past two decades, the commercial expansion (and, indeed, neo-liberalisation) of élite-level sports has been closely tied to the demonstration of effective and efficient securitisation in and around stadia. Pacified sports venues provide a more stable social environment for commercial activities and are intended to appeal to the more ‘civilised’ habitus of wealthier prospective spectators (Murphy *et al.*, 1990).

In this context, we need also to consider the many ways in which the urban geographies of social control that are centred on sport mega events have become increasingly stretched. As sports mega events have expanded in scale since the 1970s, so security focuses have extended more and more to the hundreds of thousands of visiting fans, as they travel to and from host nations, and spend days or weeks in the main cities. The virtual sport mega event has mushroomed since the early 1990s—for example, as giant television screens in major urban centres enable hundreds of thousands of ticketless fans to watch the major events ‘live’ (Bale, 1998; Klauser, 2008a; Hagemann, 2010). These ‘fan zones’ germinate new kinds of security concerns and, if poorly managed, can contribute to major breakdowns in public order, as witnessed in 2008, when tens of thousands of fans of the Scottish side, Rangers, rioted in Manchester after the UEFA Cup Final (Millward, 2009). Further security concerns may centre on the possible outbreak of terrorism, violence or disorder in locations that are far from the mega event’s host city.\(^1\) Finally here, we would argue that, as their spatial effects and impacts have become stretched, so too we may rethink sport mega events in regard to their temporal dimensions. In other words, we may extend our definition of mega events to encompass tournaments that occur beyond specified time-periods (such as a fortnight or month). Thus, tournaments like the NFL in American football, English Premier League (EPL) in football, or NRL in Australian rugby league, which take place over several months, may be viewed as extended mega events that generate recurring security issues for cities that host competing clubs or ‘franchises’.

The section features three papers that are drawn from Europe, North America and
Australasia. Tracy Taylor and Kristine Toohey examine how event organisers in Australia have extended their security focus at sport stadia to the surrounding streets and precincts. The authors argue that many security measures have come at the expense of spectator enjoyment, through the banning of informal and pleasurable practices typically associated with sports fans, such as banging drums or waving flags. These constraining and alienating forms of security practice are remarkably incongruous within the context of an increasingly multicultural, socially diverse and leisure-orientated society.

The paper by Kim Schimmel explores the post-9/11 security context for sports in North America through a case study analysis of the annual Super Bowl in American football, which is staged by the National Football League (NFL). Schimmel examines how cities bidding to host this mega event must demonstrate to the NFL their anti-terrorist resilience across many urban settings. At the same time, the hegemonic forces in US society promote discourses that try to reconcile two conflicting aspects of sport mega events: on the one hand, the requirement to establish extensive, expensive and socially invasive anti-terrorist measures in urban settings; on the other hand, the retention of older, pro-growth arguments on the economic, political and social benefits of hosting such events.

The paper by Richard Giulianotti uses the case of football’s English Premier League (EPL) to examine how intensified security measures in sports are deeply connected with the commodification of leisure spheres and the expansion of wider social control agendas. Drawing particularly on theories of urban revanchism and governmentality, Giulianotti argues that the informal and ‘carnivalesque’ sociability of supporters has been systematically marginalised by the promotion of more sanitised and commercially orientated forms of fan activity within the football ‘funhouse’. He explores how, despite constraining market and security environments, some instances of resistance and opposition to these processes have occurred among particular spectator groups.

Part 3: Security Technologies and Event Cities

Part 3 explores the interrelations of sport-focused security technologies and the event cities that are hosting these mega events. Sport mega events often provide a crucial setting, or laboratory, for the testing of new security technologies and strategies that are diffused among wider populations. One strong illustration comes from the UK, where CCTV was effectively piloted in sport stadia in the late 1980s before being widely installed across public settings throughout the 1990s (Giulianotti and Armstrong, 1998, 2002).

It is evident too that, as sport mega events have grown in size and budget, so security expertise and technologies for these occasions have become both increasingly specialised and evermore marketable. Thus, the transfer of knowledge, security personnel and technological hardware now occurs on a routine basis between the host cities of sport mega events. This trend is channelled through specific policy handbooks and guidelines (such as the 2004 EU handbook on securing against terrorist acts at major sporting events), standardised norms and procedures from the bidding process to the staging of the event, progress monitoring by the organising bodies, but also a range of more informal mechanisms which facilitate ‘institutional learning’ and ‘fast policy transfer’ (Peck and Theodore, 2001) from event to event (technology fairs, expert conferences, exercises, etc.). Besides such mechanisms, an important part is played simply by the global circulation of public and private stakeholders in security matters, travelling
from place to place and from event to event. As Siemens announces on its website:

Siemens delivers complete infrastructure solutions for major sport events all over the world. Examples are the Olympic Games 2004 in Athens, the Asian Games 2006, the European Soccer Cup 2004 in Portugal or the Soccer World Cup 2006 in Germany, where Siemens equipped all twelve stadia with latest technology. In Portugal various Siemens Groups bundled application knowledge and synergies in the field of sport infrastructures and contributed most advanced technologies to nine of the ten stadia (Siemens, 2007).

Moreover, the various forms of policy transfer in security matters extend beyond the sporting sphere, to mega events in other domains, such as Expos, rock concerts and major political gatherings (Warren, 2004). For example, since NATO began to give air surveillance support in 2001, as part of the Alliance’s contribution to the defence against global terrorism, Awac planes have been deployed for the Summer Olympic Games in Athens 2004, the 2005 Winter Games in Turin, the Pope’s visit to Poland in 2006, the Spanish royal wedding in Madrid, the 2005 G8 Economic Summit in the UK, the 2007 European Defence Ministerial meeting, etc. (NATO, 2006).

It is also important to consider the interaction between the specific security strategies and technologies at sports events and the wider society. On one side, sport mega events leave distinctive security legacies for host cities and nations, notably in regard to the implementation of more advanced surveillance and data-gathering technologies, the testing of strategies for the urban ‘clearing’ of marginal populations and the introduction of social order legislation that may constrain civil liberties such as the right to free association and public gathering. On the other hand, we may consider how security planning for sport mega events is influenced by emergent and contemporary strategies and technologies in the management and control of urban spaces. For example, Graham (2010) has examined in detail the rise of ‘military urbanism’, wherein the logics and techniques of military planners come to influence or shape urban architectures and public geographies. Inevitably, the design of sport stadia and the management of their crowds will show at least some traces of these processes.

In this section, we feature three papers that draw on research related to three Olympic Games—Athens 2004, Beijing 2008 and London 2012—as well as focusing on the FIFA World Cup 2006 in Germany. The paper by Jon Coaffee, Pete Fussey and Cerwyn Moore draws on research around London 2012, as well as work at other sport events, to explore the impact of security strategies (particularly anti-terrorist measures) upon urban settings. The authors compare and contrast the London 2012 security model with standard security strategies at other Olympic events, while also examining the way in which these event-focused anti-terrorist measures overlie existing and broader initiatives to secure ‘crowded places’.

The paper by Volker Eick focuses on the 2006 FIFA World Cup in Germany. Starting from a critical assessment of FIFA’s neoliberalist event agenda, it studies how commercial considerations have become increasingly intertwined with (FIFA-imposed) security measures and strategies at the event. To address this issue, emphasis is placed on two examples: the RFID-based access control system for the World Cup stadia and the deployment of video surveillance systems in and around the stadia and at other official sites. On this basis, the paper also studies and questions the (uneven) security legacies of the event.

The final paper in this Special Issue, by Minas Samatas, advances a highly critical, comparative analysis of the ‘security and surveillance industrial complexes’
enveloping the Summer Olympics in Athens (2004) and Beijing (2008). Highlighting the negative effects on civil liberties, Samatas argues that panoptic ‘Olympic authoritarianism’ (OA) can have long-lasting consequences for populations living under both democratic and authoritarian regimes, while contributing to the crystallisation of a ‘global authoritarian surveillance society’.

Note
1. For example, in June/July 2010, 74 people were killed in Uganda in a terrorist attack on World Cup television viewers, while in Somalia, Islamic militias banned the viewing of televised football, leading to at least two people being killed and scores being arrested (Guardian, 12 July 2010; Telegraph, 14 June 2010).

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