

THE CONSTRUCTIVIST APPROACH ON INTEGRATED BORDER MANAGEMENT IN WESTERN BALKANS

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ABSTRACT: *In the response to the threats and risks in the Western Balkans, the concept of Integrated Border Management provided by European Union has great importance for the security of this group of countries.*

This article analyzes the concept of Integrated Border Management from the constructivist perspective and constructivist contribution to the formation of collective security. We need to argue that the constructivist approach generates competing perspectives.

The main goal of this article is to explore the Integrated Border Management as elucidated by the constructivist perspective. In the light of this exploration, specific issues of constructivist approach will be examined, including the security community and proposing new ideas in the establishment of new security strategies

KEYWORDS: *Border Management; Western Balkans; Constructivism; Collective Security.*

JEL Code: *K4, K33*

1. INTRODUCTION

The Integrated Border Management can be characterized as the organization of borders by a ‘professionally prepared security device with obligations, powers, useful commands and a proficient personality partitioned and particular from other security giving structures’ (Marenin, 2006). The rules, strategies and strategies inside any border security framework change depending on the national and territorial setting, the hierarchical flow, and the different rationalities beneath thought. Border management responds to a peacebuilding and developmental rationality in war-torn societies, poorly governed and weak states. Borders serve two purposes: to prevent crime and facilitate trade, as well as to contribute to a society's international identity and geographical integrity.

One of the key areas of constructivism is in relation to security (Laffey, 2013). Particularly with regard to security, it becomes clear that social reality is constructed through discourse. Constructivism aims to give insight into underlying social productions behind policies or state action. (Weldes, J., Laffey, M., Gusterson, H. & Duvall, R., 1999)

The constructivism, according to (Saurugger, 2013) ‘allows both strategic thinking and cognitive contextualization to be taken into account’ when describing the influence of

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'ideas, norms, or world views' on policy outcomes. The constructivism combines rationalist and idealist logics of influence, whereby the rational calculations of actors are socially embedded in institutions, and the objects of analysis are the processes of socially embedded rational calculation. The (Finnemore & Sikkink, Autumn, 1998) concept of 'strategic social construction' elegantly captures the embeddedness of rational action, whereby 'actors are making detailed means-ends calculations to maximise their utilities, but the utilities they want to maximise involve changing the other players' utility function in ways that reflect the normative commitments of the norm entrepreneurs'. In other words, 'actors strategize rationally to reconfigure preferences, identities, or social context', a conceptualization which allows norms and rationality to be linked through a 'logic of appropriateness' (Finnemore & Sikkink, Autumn, 1998) (Saurugger, 2013).

According to constructivism, if there is no war and a stable social atmosphere in security communities, it is due not only to the distribution of power in foreign policy relations, but also and most importantly to the communities' mutual multi-level connections, which include identity formation, socialization, and so on. It is apparent in security communities that conflict avoidance is based on discussion, collaboration, socialization, norm formulation, and identity formation, rather than on forces outside of these processes, such as power distribution.

The relationship between norms and constructivism is intriguing because norms provide avenues and methods for redefining national interests and developing collective identities, not only in terms of regulating state behavior but also in terms of redefining national interests and developing collective identities.

2. SECURITY COMMUNITIES

A security community has been characterized as a group of states in which there is a reasonable expectation that members will not fight each other physically but will instead resolve their differences through other means. Karl Deutsch coined the term in the late 1950s to represent the post-World War II European integration's far-reaching aspirations, which put Europe in a greater security community of the world's industrialized democracies.

The concept of the security community was created by (Karl Deutsch et al., 1957) "as a contribution to the study of possible ways in which men someday might abolish war." Their seminal work defined a security community as "a group of people" integrated by a "sense of community," that is, "a belief on the part of individuals in a group that they have come to agreement on at least this one point: that common social problems must and can be resolved by processes of 'peaceful change'" (Karl Deutsch et al., 1957). Peaceful change was in turn defined as "the resolution of social problems, normally by institutionalized procedures, without resort to large-scale physical force" (Karl Deutsch et al., 1957)

A security community is a community in which there is a 'real assurance that the members of that community will not fight each other physically, but will settle their disputes in some other way'; it is thus a group of people who has become 'integrated', and by integration, it is meant that there is a 'sense of community' and attainment of 'institutions and practices strong and widespread enough to assure for a "long" time, dependable expectations of "peaceful change" among its population'

(Deutsch, 2003) (Deutsch, 1998) (Karl Deutsch et al., 1957). The Deutschian security community hence comprises elements of ‘non-war’ as well as ‘internal peace,’ and is not just a non-war community in which war is absent as Ole Waever claimed (Wæver, 1998) (Waever, 1995). Indeed, Deutsch explicitly differentiated a ‘no-war community’ from a security community and further noted that political entities fearing the outbreak of large-scale violence in civil wars do not make a security (Deutsch, 1961).

Although it is not limited to democratic zones of peace, the security-community theoretical framework is often associated with democratic peace theory.

The security community with democracy goes hand in hand because “the social integration process provides decision-makers with overwhelming information” about whether other states share an aversion to using force.

From a constructivist perspective, however, democracy fosters peace primarily because it facilitates collective identity formation. In other words, the foundation of security communities lies not in regime type but in the security nexus.

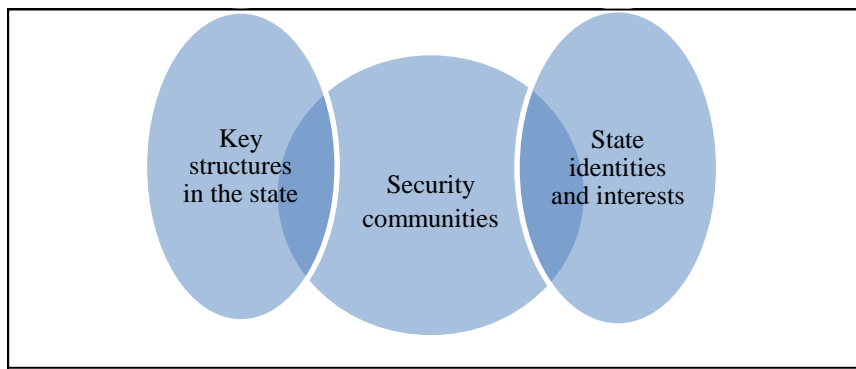


Figure 1: The main components of security communities
Source: Made by author

According to the state theory, whose subject is the study of the functions and structures of states, the structures are distinguished between *three different branches of state power* (branches of government): *legislature, executive and judiciary*. They are separated from one another, in order to ensure that none of these branches can accumulate too much power. A concentration of power is liable to lead to its abuse and may thus result in a restriction or even abolition of the freedom of the state’s citizens. The State „structures also vary in terms of their level of the symmetry, meaning whether or not the units of subcentral government all have the same constitutional status and powers, defined, respectively, as a symmetrical or asymmetrical system” (McGarry, 2007); (Nagel & Requejo, 2010).

The State identity describes the perception and the role of the state within the international community to determine the state’s foreign policy orientation.

The identities are representations of an actor’s understanding of who they are, which in turn signals their interests. For example, the identity of a small state implies a set of interests that are different from those implied by the identity of a large state. The small

state is arguably more focused on its survival, whereas the large state is concerned with dominating global political, economic and military affairs. (TheysS., 2018)

State identity is commonly seen as a component of culture, which most constructivists describe as a set of socially, shared ideas. This concept of culture is very distinct from and narrower than the traditional or everyday interpretations of the term.

A state's own opinions about its status and function in the international sphere are embodied in its state identity. This self-concept is produced in an institutionalized international system and is thus influenced by both internal and external factors: norms exist in the formal sense, but they are only the result of beliefs and attitudes acquired during state-to-state interactions. Even if there is no formal mechanism for enforcing these norms, states' desire to "make friends" with other states ensures that they will act in accordance with the norms of the larger grouping of states with which they seek to be affiliated.

State identity plays a significant role in determining foreign policy; however, the link is reciprocal: state identity influences foreign policy, and foreign policy influences state identity over time. Foreign policy, in reality, has the potential to alter state identity in at least two ways. First of all it has the potential to alter the prominent meaning of specific identities that make up state identity. As a result, as the international or regional environment compels them to compete, collaborate, or oppose one another, identities shift through time. Second, foreign policy can push politicians to shift their perceptions of their own state identity, especially if they are under pressure from other countries or international organizations. External events and foreign actors' engagement can shift local agendas, bringing some issues and identities to the top.

The expression of a basic sense of identity and principles, as well as the development and implementation of institutions that articulate a specific identity and influence collective behavior within a geographical region, is what regionalism is defined as.

The international integration affects policy space through several factors that pull in opposite directions; whether it increases or reduces policy space differs by country and type of integration.

Through the security community can be understand the process in which states come together on the basis of shared values and identities.

The securities communities are socially constructed because shared meanings, constituted by interaction of identities.

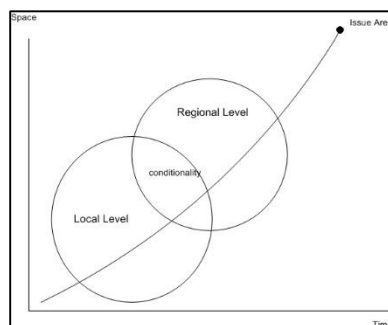


Figure 2: The form of conditionality and the issue area
Source: Made by author

The term "regionalism" refers to a set of beliefs, values, and goals that help to create, maintain, or change a certain region or kind of world order. It is usually linked to a formal policy or initiative, and it frequently leads to the establishment of institutions.

The establishment of policy requirements for help is known as conditionality. In exchange for the help, the recipient country is expected to implement particular policies.

The policies based on conditionality on results can benefit from learning about processes (inducing organizational change as a result of government learning), thereby significantly contributing to higher levels of learning, particularly when linked to policy instruments (program change) and policy ideas (paradigm shift).

The logic of conditionality does not appear explicitly in the law, yet if it is effective, the thesis offers to unveil its governing mechanisms and rationales. This is carried out by first locating conditionality in the law along with an analysis of what the concept entails, especially for migrants' rights and experiences. Subsequently, the thesis presents and challenges the epistemological and ontological claims behind conditionality.

Researching the multiple forms of conditionality goes in hand with questioning the necessity of having conditions in the first place, their justifications and their consequences.

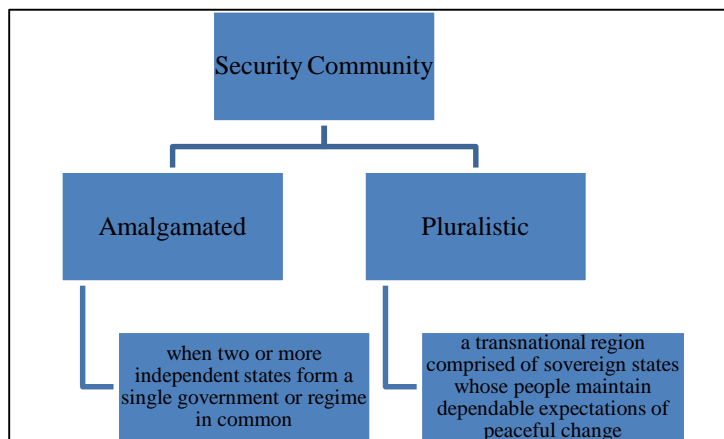


Figure 3: The components of the security community
Source: Made by author

A pluralistic security community is, in essence, a union in which violence is no longer considered a viable option for settling problems among its members. Three factors are required for the formation of a pluralistic security community:

- compatibility of key values;
- mutual responsiveness;
- mutual predictability of conduct.

The start point is the definition of Amalgamation as proposed by political scientist Karl Deutsch. "By Amalgamation we mean the formal merger of two or more previously independent units into a single larger unit, with some type of common government after amalgamation. This common government may be unitary or federal. The United States today is an example of the amalgamated type. It became a single governmental unit by the

formal merger of several formerly independent units. It has one supreme decision-making center.” (Karl Deutsch et al., 1957)

Consider these requirements as implicit elements of the definition of Amalgamated Security Communities, and combine them with the explicit definition of Amalgamation to arrive at a practical definition that is consistent with Deutsch's purpose.

The Amalgamated Security Communities are states (de facto or de jure) composed of two or more previously independent political entities that have integrated a portion of their respective militaries and that have voluntarily and formally merged so that they are subject to some form of common government.

3. CONSTRUCTIVISM AND BORDER SECURITY

Constructivism is above all a sociological method which allows the study of social relations from the assumption that the human being exists as a society

Although liberalism and realism also claim to constitute human science, the difference between constructivism and the latter two lies in the critical orientation of the phenomenon of international relations.

Constructivism has the same explanatory concerns as realism and liberalism. He tries to understand the international system by observing the interests and identities of the participants.

Constructivism attempts to understand the origin and meaning of international relations by exploring sociological methods neglected by neo-realists and neoliberal institutionalists. The name constructivism refers to this fundamental intuition - the "reality" of international relations is "socially constructed".

There is no doubt that it should be immediately clear that what we call "constructivism" is a method of analyzing social relations, not a theory itself, a movement, not a rigid genre, which "really" is Explain the world. It is not prescriptive. Therefore, we distinguish postmodernism (also called poststructuralism or reflexivism) from constructivism.

From this point of view, constructivism is fully compatible with the rationalist approach. In general, he is more interested in ontology than in epistemology. Rather, it retains positivist epistemology-society. The reality exists from the perspective of external researchers - but adopts the post-positivist ontology, which makes it think that this reality is neither objective nor purely subjective but subjective (meaning and understanding of the subject, whether in terms of norms), identity and interests are generated by their interaction.) It is socially constructed and therefore cannot be reduced to material forces.

Therefore, constructivism must be explained first based on four basic ontological assumptions:

- World politics is not determined by material power relations, but by a series of cognitive structures made up of ideas, beliefs, values, norms and institutions shared between actors;
- The identity and interests of the actors depend on this set of "cognitive structures" made up of ideas;
- The “cognitive structure” composed of thoughts is not the only determinant of the identity and interests of the actor, because they will always change the thoughts mutually constructed by the interaction;
- The identity of the actors determines their interest.

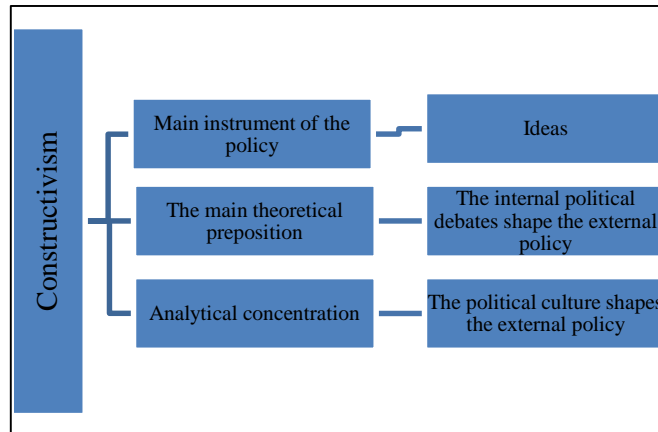


Figure 4: The constructivism
Source: Made by author

According to the first point we have characteristics like ideas and speeches. For the second feature we have the idea that domestic political trends and debates shape foreign policy. For the third point we have the idea that political culture shapes foreign policy.

The environments can may influence a state’s survival, behavior, and characters (Jepperson, 1996). Taking a constructivist approach, the national identity would have impacts on norms and culture, bust also that culture would determine the formation of national identity.

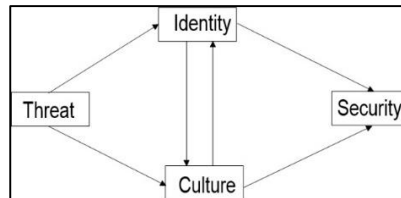


Figure 5: Jepperson et al’s view on security
Source: Shih C.F. “National Identity and National Security: The Case of Taiwan”
<http://faculty.ndhu.edu.tw/~cfshih/conference-papers/20030225.htm>

According to the figure, collective identity determines national security, especially when members of the state cannot agree on what constitutes national identity, Wendt (1994) and Campbell (1998), using a similar perception approach, would emphasize the importance of identity over norms or culture.

In this sense the regions can develop a ‘structured coherence’, generating a sense of regional identity and interest shared by a group of countries, expressed via a particular collective laws.

Forming regional alliance to balance the states posing a threat in and outside the region, rather than bandwagon with them, is another explanation for regional cooperation under anarchy (Walt 1987).

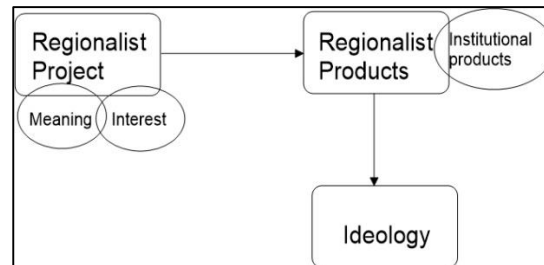


Figure 6: The security seen as a regionalist project
Source: Made by author

According to the figure, in the context of the constructivism, the security has an institutional dimension, as well as a normative representational one. As project, the process or product as a new policy, regionalism creates or relies upon certain political institutions. For instance, a regional security arrangement is an institutional product. However, it conveys certain norms, values and ideas related to what security represents and how it can be achieved.

Such norms and concepts are ingrained in the “project of regional security arrangement,” as well as the method by which the arrangement was developed.

According to the constructivism, it might be pressure to establish more devolved form of regional governance that give more power and resources to the group for countries as active subjects that can have greater degree of influence over their well-being.

The political effects of regional development are to generate to change patterns of allocation of “best practices” and policy formulations and to avoid forms of crisis and to secure the territorial integrity of each state from the region.

THE IBM CONCEPT

The idea of Integrated Border Management (IBM) encourages collaboration and coordination among all players involved in border management on a national and international scale. The state border may be better controlled by enhancing communication, information sharing, and mutual aid among border agencies.

The concept aims at simultaneously enhancing trade facilitation and ensuring a high level of border security and has the potential to support Iraq in its economic development and protection of national security.

The European integrated border management (IBM) seeks to efficiently manage the crossing of external borders, as well as to handle migratory issues and potential future threats at those borders, therefore helping to the fight against severe cross-border crime (such as migrant smuggling, trafficking in human beings and terrorism) and ensuring a high level of internal security within the EU, while at the same time acting in full respect for fundamental rights and in a manner that safeguards the free movement of persons within the EU.

The main components of the IBM are the: border control; prevention and detection of cross-border crime; referral of persons who are in need of, or wish to apply for, international protection ; search and rescue operations for persons in distress at sea; risk analysis for internal security and security of the external EU borders; cooperation with

third countries, focusing on neighboring countries and those which have been identified as countries of origin and/or transit for irregular migration ; return of third-country nationals who are subject of return decisions ¹.

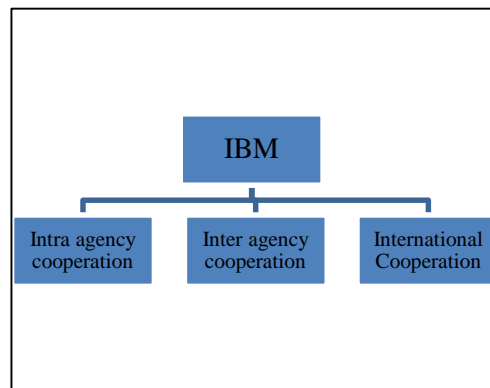


Figure 7: The types of cooperation within IBM

Source: Made by author

According to the figure, the IBM has 3 main types of cooperation.

The Intra-Agency cooperation is the efficient management of processes, information on and resources within agencies responsible for specific tasks. It thus refers to interact on between:

- The different administrative departments of a ministry or agency at headquarters;
- The ministry/agency and regional centers;
- The ministry/agency/regional centers and the units working at the borders or inland;
- The various Border Control Posts, Border Inspection Points and in-land control stations.

The inter-agency cooperation represents the close cooperation between all agencies involved in border issues both at the border and at the central level, thus minimizing overlap and inconsistency and optimizing the efficient use of resources. There are three priority areas for inter-agency cooperation at the border and within the country:

- Coordinated processing at border crossings;
- Integrated information technology systems;
- Awareness-building and joint responsibilities.

The international cooperation represents the establishment of communication and coordination channels and procedures at the local, bilateral and multilateral levels. It refers to:

- Local cooperation between officials on both sides of the border;
- Bilateral cooperation between neighboring states;
- Multinational cooperation, focusing on border management issues

¹ Art. 4 of the Regulation (EU) 2016/1624 (European Border and Coast Guard Regulation)

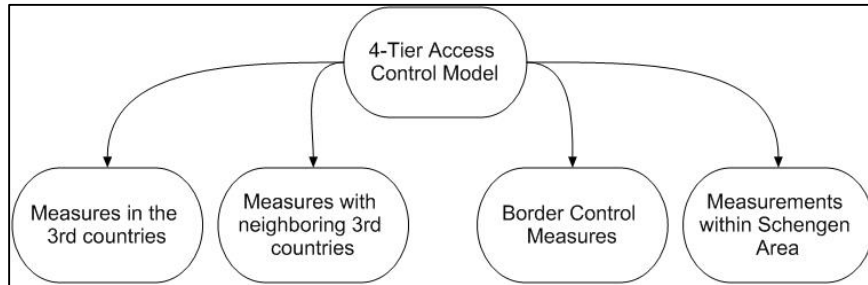


Figure 8: 4-Tier Access Control Model

Source: Made by author

The decision-making body's major responsibilities include ensuring political support to the plan and overseeing its execution. Its tasks also include regional coordination. As a result, its members must be of appropriate seniority, such as heads of agencies, undersecretaries of state, or deputy ministers.

The responsibilities of the decision-making body include :

- Prioritization of IBM collaboration priorities; obtaining adequate fiscal resources – either from the government budget or from other sources – to carry out IBM collaboration;
- Adoption of official documents related to IBM or initiation of legal procedures for the adoption (de-pending on the national legal system and the level of participants in the body);
- Monitoring and advice for the development and execution of the strategy and action plan, as well as the strategy's frequent update in accordance with national priorities;
- Coordination of the strategy and action plan's creation and execution with neighboring nations and other regional high-level coordination organizations;
- Synchronization of the work of all bodies of the state administration involved in border management as well as with legal persons involved in border traffic at the national, regional and local levels;
- Supervision of the work of the implementing body;
- Cooperation with and provision of guidance to all bodies of the state administration and regional and local bodies in matters related to IBM and providing suggestions for resolving issues of contention.

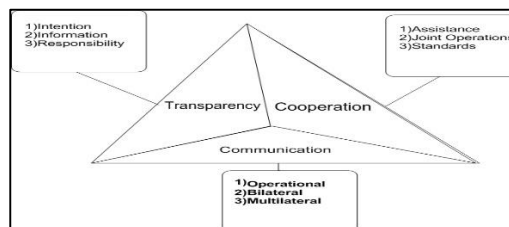


Figure 9: The Coordination Mechanism

Source: Made by author

According to the figure, in the context of IBM there are three main instruments for coordination the operations. First is the transparency. Through the transparency should be understandable the participation of responsibility, exchange of information and responsibility of the actions.

The cooperation is the key point for sharing standards and best practices, provided mutual assistance and participation within joint operations.

The communication should be performed through the operational activities. The communication in the context of IBM could be bilateral or multilateral.

4. STRATEGIC DOCUMENTS OF IBM

To identify possible common activities, guarantee coordination, and avoid duplications, the relationship between the national plan for integrated border management and other relevant strategic documents at the national and EU levels must be identified. The planning approach for strategic capability development should be based on the national strategy as the overarching strategic blueprint. The EU Member States may add the national capability development plan as an annex to the national strategy for Integrated Border Management, which would be an effective way to assure cooperation.

The Cooperation of EU with Western Balkans is an important element of the integrated border management concept. This concept is applied through a four-tier access model which includes: measures in third countries, measures with neighboring third countries, border control measures and measures within the Schengen area.

Beside the Strategy for Integrated Border management, in each country from Western Balkans there are other significant documents comprising the legal and regulatory system for efficient control of the state border and implementation of the EU best practices, such as the Anti-corruption Program. In the area of managing migration flows, all countries from Western Balkans have also the Resolution of the Migration Policy of and the Strategy for Fight against Trafficking in Human Beings and Illegal Migration, where the EU standards are being incorporated. Also, this Strategy is taken into account in the process of the implementation of the integrated border management.

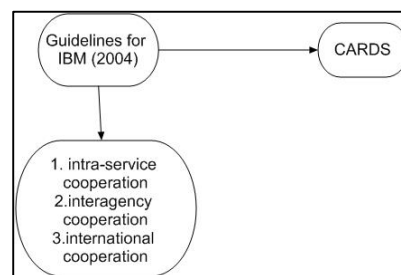


Figure 10: The mechanism of strategy
Source: Made by author

In the Western Balkans the CARDS Regulation focuses on supporting the participation in the Stabilization and Association process (SAP) which is the cornerstone of the EU's policy in the region.

Besides the objectives such as reconciliation , reconstruction there is the harmonization with EU norms and approaches, to underpin democracy and the rule of law.

The European Commission funded action in the Western Balkans that sought to put in place and develop several important aspects of Integrated Border Management doctrine across 6 countries. Several projects conducted an exhaustive assessment for all main interlocutors in all six countries and the resulting recommendations included the establishment of a forum for Heads of Border Services to exchange information and strategy on the management of their border posts. This was designed to assist in satisfying the international cooperation pillar of Integrated Border Management. Inter-agency cooperation was also developed by the cross-agency training events indicated as priorities by the assessment which included sessions on the principles of Integrated Border Management itself.

The implementation of the IBM Strategy is a clear indicator to the international partners that the Western Balkans are ready to contribute to regional security and beyond and is a reliable partner for neighbouring countries and others in the field of border control. In terms of IBM, international cooperation is based on bilateral agreements and protocols signed with neighbouring countries. In addition, Customs Agencies are the members of the World Customs Organization (WCO) and the Border Police of each country has signed an 'Operational Agreement' with FRONTEX. Moreover, the border authorities participate in a number of regional and international border security conferences and also play an active role in other cross-border cooperation initiatives.

5. CONCLUSION

The countries from the Western Balkan region are expected to undergo a transformation of their border management systems in accordance with IBM strategy of EU. The purpose is to build secure and effective borders in order to not disrupt free movement of people, goods and services, and to ensure that they can successfully deter security threats. This objective has guided much of the implementation of border management projects in the region.

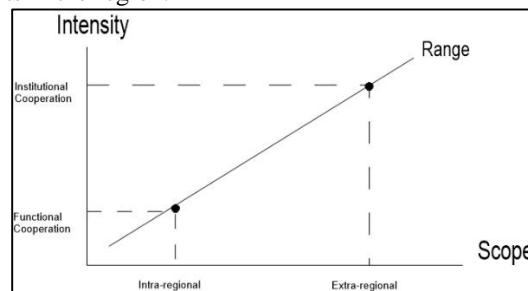


Figure 12: The shift from intra-regional to extra-regional in the context of security
Source: Made by author

The figure shows that the IBM strategy helped to shift the cooperation between countries on extra-level as a scope and the institutional cooperation as intensity.

This means that IBM is not managed between agencies of a single country, but it is focusing also on the cooperation among institutions between all countries of Western Balkans.

This cooperation was shaped by the new “Western Balkans Six” as a format of the Berlin Process from 2014 onwards.

As an example of intra-regional cooperation can be the establishment of joint centers on police cooperation between Ministry of Internal Affairs of Montenegro, Bosnia-Herzegovina and Serbia in Trebinje (Montenegro). And other joint center on police cooperation between Montenegro, Albania and Kosovo located in Plav (Montenegro).

In the context of Extra-Regional cooperation, several migration-related projects and initiatives were initiated under the Instrument of Pre-Accession Assistance of EU.

EU allocated a budget of more than billion euros to each cycle of its instrument for IPA I (2007-2013) and IPA II (2014-2020).

Also as an extra-regional cooperation can be the cooperation between Law Enforcement of each country from the Western Balkans with Frontex. Frontex has agreement with these countries in order to conduct jointly operations at the border and to exchange the information in the context of risk analysis.

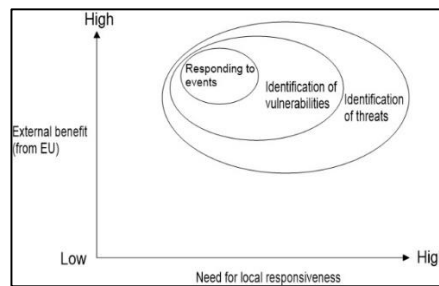


Figure 12: The benefit from EU as a need to the Western Balkans

Source: Made by author

According to the figure, the EU as external benefit for Western Balkans help at a high level by bringing “best practices” and formulation of new strategies in order to respond to the threats at the border.

In this context, the local responsiveness represents the degree to which the countries from the Western Balkans must apply the policies and « the best practices » to meet conditions in according to the national laws.

The overall assessment of the national authorities’ contribution to the delivery of the Integrated Border Management is positive as all Member States established national strategies to develop a strategic approach to border management and gradually implement it by aligning the content of the documents to the legislation and standards of EU.

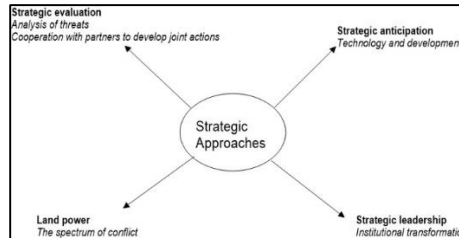


Figure 13: Formulating new strategic approaches
Source: Made by author

The stakeholders involved in or concerned by the Integrated Border Management are diverse. The existing evidence suggests that further actions for improvement lies in the need to identify joint strategic approaches to meet the needs of several stakeholders, and to streamline the coordination and cooperation between the different authorities involved in the implementation of the Integrated Border Management.

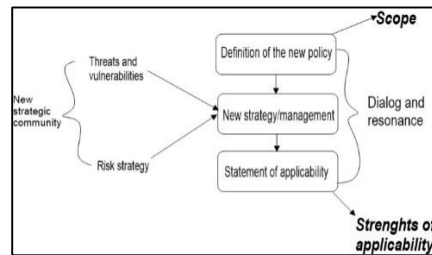


Figure 14: Formulating new security community
Source: Made by author

According to the figure, as new strategic community, the risk management method aims to improve each of the phases "identify, protect, detect, defend, and recover" in regard to risks, particularly in essential infrastructures including energy, water, health, and cloud services. Large-scale asset sensing and monitoring; big data-based threat detection and analysis; real-time reaction interpreting commercial, legal, and ethical rules; and managed infrastructure recovery are all part of the strategy.

In this regard, the consolidation of the national coordination structure is considered to be the right solution for the efficient implementation of the Integrated Border Management.

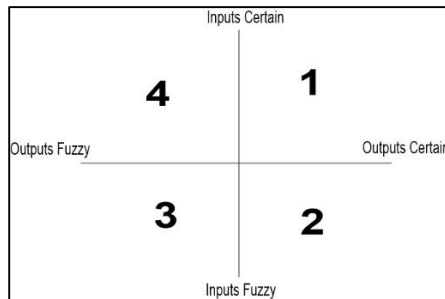


Figure 15: Foundations for a model to emphasize the input variables that indicate the security community
 Source: Made by author

According to the graph, there are several types of inputs and outputs in the context of implementation of new strategies/policies. Beginning with the 1st point-the inputs known with certainty, the transformation process from inputs to outputs is well-understood. The 2nd quadrant represents the case when the outputs are well-understood, predictable, measurable using standard performance metrics.

The 3rd quadrant represents the case when the inputs are uncertain, the transformation process from inputs to outputs is not well-understood. And the 4th quadrant is the case when the outputs are uncertain, not easily predictable. (R. Palm; D. Driankov , 1994)

As a recommendation for elaborating new strategies/policies in the context of IBM, the authorities should take in consideration those points which have a high measure of output. The output which has a high measure should have an input of a high measure.

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