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052181412X - Regions and Powers: The Structure of International Security

Barry Buzan and Ole Wæver

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Regions and Powers

The Structure of International Security

This book develops the idea that, since decolonisation, regional patterns of security have become more prominent in international politics. The authors combine an operational theory of regional security with an empirical application across the whole of the international system. Individual chapters cover Africa, the Balkans, CIS-Europe, East Asia, EU-Europe, the Middle East, North America, South America, and South Asia. The main focus is on the post-Cold War period, but the history of each regional security complex is traced back to its beginnings. By relating the regional dynamics of security to current debates about the global power structure, the authors unfold a distinctive interpretation of post-Cold War international security, avoiding both the extreme oversimplifications of the unipolar view, and the extreme de-territorialisations of many globalist visions of a new world disorder. Their framework brings out the radical diversity of security dynamics in different parts of the world.

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To Gerry Segal

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Preface

Our previous book, *Security: A New Framework for Analysis*, laid the foundations for thinking about regional security in the context of a wider security agenda and a securitisation approach. It is that thread we pick up here. We sought to bring some clarity to the debate about the ‘new’ security by combining a sectoral approach to the wider security agenda with a constructivist (‘securitisation’) understanding of what separated ‘security’ from routine politics. We solved some specific theoretical problems related to the expanded concept of security and to an ensuing rethinking of the ‘regional’ character of security. We also addressed the tension in the current system between deterritorialising and territorialising processes. Briefly stated, the problem arose because regional security complex theory was developed primarily in relation to the dynamics of the political and military sectors, where, because threats in these sectors travel more easily over short distances than over long ones, distance clearly plays a role in producing regional security complexes. When the concept of security was extended to economic, environmental, and – the part we ourselves have previously contributed most to – identity-related (‘societal’) threats, doubts arose about whether security interdependence in these non-traditional sectors would take a regional form and, if it did, whether it would generate the same region across the sectors, or different regions according to the sector. It was thus necessary to build a conceptual apparatus able both to handle the extended concept of security and to avoid the ‘everything is security’ watering-down of the concept. On the basis of this narrower, technical work, we are ready to draw the complete picture in terms of both a general theory of regional security (with explicit links to mainstream theories of International Relations) and an application of it to all regions of the world. Whereas our previous book focused mainly

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on understanding securitisation by sectors, this one focuses mainly on levels. The two projects were originally conceptualised as one, and only became separated because the Thyssen Stiftung (rightly) thought that the whole was too ambitious.

The idea of regional security complexes was originally Buzan's, but has been much worked on by Wæver and is now part of the Copenhagen School's collective theoretical approach to security. We were attracted by the challenge of operationalising and applying our own theories. We hoped that plunging into empirical work would both provide a demonstration to others of how to use the theory and force us to sharpen up our conceptual thinking. In the latter aim we have not been disappointed. The success or failure of the former aim remains to be seen.

The division of labour was as follows. In part I, chapters 1 and 2 were first-drafted by Buzan. Chapter 3 was first-drafted by Wæver, drawing heavily on our earlier writings, and has been much reworked by both of us. To tackle the empirical work we divided up the world so that each of us got some areas we knew pretty well and some that were, to put it mildly, less familiar. Wæver first-drafted the sections on Europe and the Americas, and Buzan took Asia, and Africa and the Middle East. The conclusion chapters were a joint effort. Both of us have written extensively into the drafts of the other, and we have no hesitation in putting this forward as a single jointly authored text.

Very many people have contributed to this work in numerous ways, and we are grateful to all of them. Particular thanks go to the following. COPRI, and its directors Håkan Wiberg and Tarja Cronberg, provided a congenial environment in which to work and some crucial financial support. The Centre for the Study of Democracy (CSD) and the University of Westminster allowed Buzan the time to take on something as ambitious as this, which would not have been possible under the normal working conditions that now mark academic life in Britain. The Swedish Council for Research in the Humanities and Social Sciences awarded Buzan the Olof Palme visiting professorship for 1997–8, which allowed him to lay some of the foundations for this work, and the Peace and Development Research Institute, Gothenburg University (PADRIGU), was kind enough to act as host, and to share its extensive knowledge about regional security. Some final stages of Buzan's work were supported by the Economic and Social Research Council. The Department of Political Science at the University of Copenhagen – to which Ole Wæver moved during the work on this book – allowed

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him both to organise parts of his teaching around this project and to be partly 'bought out' to work on the project. The Danish Research Council for the Social Sciences (SSF) funded the project, which not only allowed us to travel to most of our regions for research, but also enabled us to hire consultants and research assistants, without which it is doubtful that we could have completed such a huge task. Our consultants – Kanti Bajpai, Christopher Clapham, Daniel Deudney, Espen Barth Eide, Pierre Hassner, Andrew Hurrell, Robert Jackson, Iver Neumann, James Piscatori, Jaap de Wilde – went through various drafts as well as the whole manuscript, and steered us through what were often for us rather uncharted waters. For most of the project our research assistant was Karen Lund Petersen, but for the last half of 2001 this role was taken by Trine Villumsen. Both were invaluable, and helped out in innumerable ways with unfailing patience and good humour. Morten Hansen handled impeccably the compilation of the final manuscript in the summer of 2002. Many people helped us to organise visits to regions: Amitav Acharya, John Ravenhill, Gowher Rizvi, Gautam Sen, and Ali Tajvidi all did more than the call of duty to assist Buzan. Muthiah Alagappa of the East–West Center in Hawaii, Rosemary Hollis of Chatham House, Christian-Peter Hanelt of the Bertelsmann Foundation, Rut Diamint of the Universidad Torcuato di Tella (Buenos Aires), Lena Jonson of the Swedish Institute for International Affairs, Seyyed Sajjadpour of the Institute for Political and International Studies in Tehran, and Ersel Aydınli of the Center for Eurasian Strategic Studies (ASAM) in Ankara invited either or both of us to attend workshops or conferences that turned out to be very useful in shaping our ideas. Muthiah Alagappa, Thomas Diez, Rut Diamint Abdelwahab El-Affendi, Lene Hansen, Ulla Holm, David Jacobson, Pertti Joenniemi, Dietrich Jung, Işıl Kazan, Morten Kelstrup, Richard Little, Luis Lobo-Guerrero, William Lume, Arlene B. Tickner, Morten Valbjørn, and the late Gerald Segal read and commented on part, or in some cases all, of the manuscript at one stage or another, as did two anonymous referees for Cambridge University Press. Ole Wæver appreciates numerous helpful comments and suggestions from students who participated in the autumn 1999 seminar on 'regional security' in which an early version of the book was discussed or who did case studies inspired by this seminar and our evolving theory. Thanks for direct assistance from Vibeke Schou Pedersen (North America), Thomas Christensen (theory and ex-Soviet), and Kenneth S. Hansen (Balkans). Thanks also to Steve Smith and John Haslam for welcoming this project into the BISA/CUP series.

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In the end, of course, the responsibility for the content of these pages is ours, but the book is also a testament to the spirit of intellectual cooperation and exchange in the academic world, without which it could not have been done, and would not have been worth doing. We dedicate the book to Gerry Segal, and hope it goes some way to meeting his call that theorists should take the real world more seriously.

Abbreviations

ABM	anti-ballistic missile
ACI	Andean Counterdrug Initiative
AIDS	Acquired Immune Deficiency Syndrome
AMU	Arab Maghreb Union
ANC	African National Congress (South Africa)
AOSIS	Alliance of Small Island States
APEC	Asia-Pacific Economic Cooperation
ARF	ASEAN Regional Forum
ARI	Andean Regional Initiative
ASEAN	Association of Southeast Asian Nations
AU	African Union
BJP	Bharatiya Janata Party (India)
BMD	ballistic missile defence
C3I	command, control, communications, and intelligence
CARICOM	Caribbean Common Market (Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, St Kitts and Nevis, St Lucia, St Vincent and the Grenadines, Suriname, and Trinidad and Tobago)
CB	chemical and biological (weapons)
CBM	confidence building measure
CCP	Chinese Communist Party
CIA	Central Intelligence Agency
CIS	Commonwealth of Independent States
COMECON	Council for Mutual Economic Aid Economic Union (from 1949 to 1991) of Albania, Bulgaria, Czechoslovakia, German Democratic Republic, Hungary, Poland, Romania, and Soviet Union; later

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	without Albania, but with Cuba, Mongolia, and Vietnam
COPRI	Copenhagen Peace Research Institute
CPSU	Communist Party of the Soviet Union
CSA	Collective Security Agreement (of the Tashkent Treaty; members are Armenia, Belarus, Kazakhstan, Kyrgyzstan, Russia, and Tajikistan)
CSCAP	Council for Security Cooperation in Asia Pacific
CSCE	Conference on Security and Cooperation in Europe (OSCE since 1994)
CTBT	Comprehensive Test Ban Treaty
DEA	Drug Enforcement Agency
DOM	<i>départments d'outre mer</i> (French overseas departments)
DPP	Democratic Progressive Party (Taiwan)
DR Congo	Democratic Republic of Congo
EAEC	East Asian Economic Cooperation
ECOMOG	ECOWAS's cease-fire monitoring group
ECOWAS	Economic Community of West African States
ELF	Eritrean Liberation Front
ELN	National Liberation Army (Colombia)
EMU	Economic and Monetary Union (EU)
EPLF	Eritrean People's Liberation Front
EPRDF	Ethiopian People's Revolutionary Democratic Front
EU	European Union
FARC	Revolutionary Armed Forces of Colombia
FIS	Islamic Salvation Front (Algeria)
FMLN	Farabundo Martí National Liberation Front (El Salvador)
FNLA	National Front for the Liberation of Angola
FOL	forward operating location (USA)
FRELIMO	Liberation Front for Mozambique
FSB	Federal Security Service (Russia)
FTA	free trade agreement
FTAA	Free Trade Area of the Americas
FYROM	Former Yugoslav Republic of Macedonia
G8	Group of Eight (Canada, France, Germany, Italy, Japan, Russia, UK, USA)
GATT	General Agreement on Tariffs and Trade

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GCC	Gulf Cooperation Council
GDP	gross domestic product
GNP	gross national product
GUAM	Alliance of Georgia, Ukraine, Azerbaijan, and Moldova
GUUAM	Alliance of Georgia, Ukraine, Uzbekistan, Azerbaijan, and Moldova
HIV	Human Immunodeficiency Virus
HT	Hizb ut-Tahrir
IAEA	International Atomic Energy Agency
IGAD	Intergovernmental Authority for Development (Horn of Africa)
IGO	intergovernmental organisation
IISS	International Institute for Strategic Studies (London)
IMF	International Monetary Fund
IMU	Islamic Movement of Uzbekistan
INGO	international non-governmental organisation
IR	the academic discipline of International Relations
ISDSC	Inter-State Defence and Security Committee (Southern Africa)
JSDF	Japan Self-Defence Forces
KEDO	Korean Energy Development Organization
LRA	Lord's Resistance Army (Uganda)
LTTE	Liberation Tigers of Tamil Eelam
MD	missile defence
MEK	Interstate Economic Committee (CIS)
Mercosur	the Common Market of the South (Southern Cone in South America)
MNC	multinational corporation
MPLA	Popular Movement for the Liberation of Angola
MQM	Muttahida Quami Movement (Pakistan)
MTCR	missile technology control regime
NAFTA	North American Free Trade Association
NATO	North Atlantic Treaty Organization
NCO	non-commissioned officer
NEPAD	New Partnership for Africa's Development
NGO	non-governmental organisation
NORAD	North American Aerospace Defense Command
NPT	Nonproliferation Treaty
NSC	National Security Council (USA)

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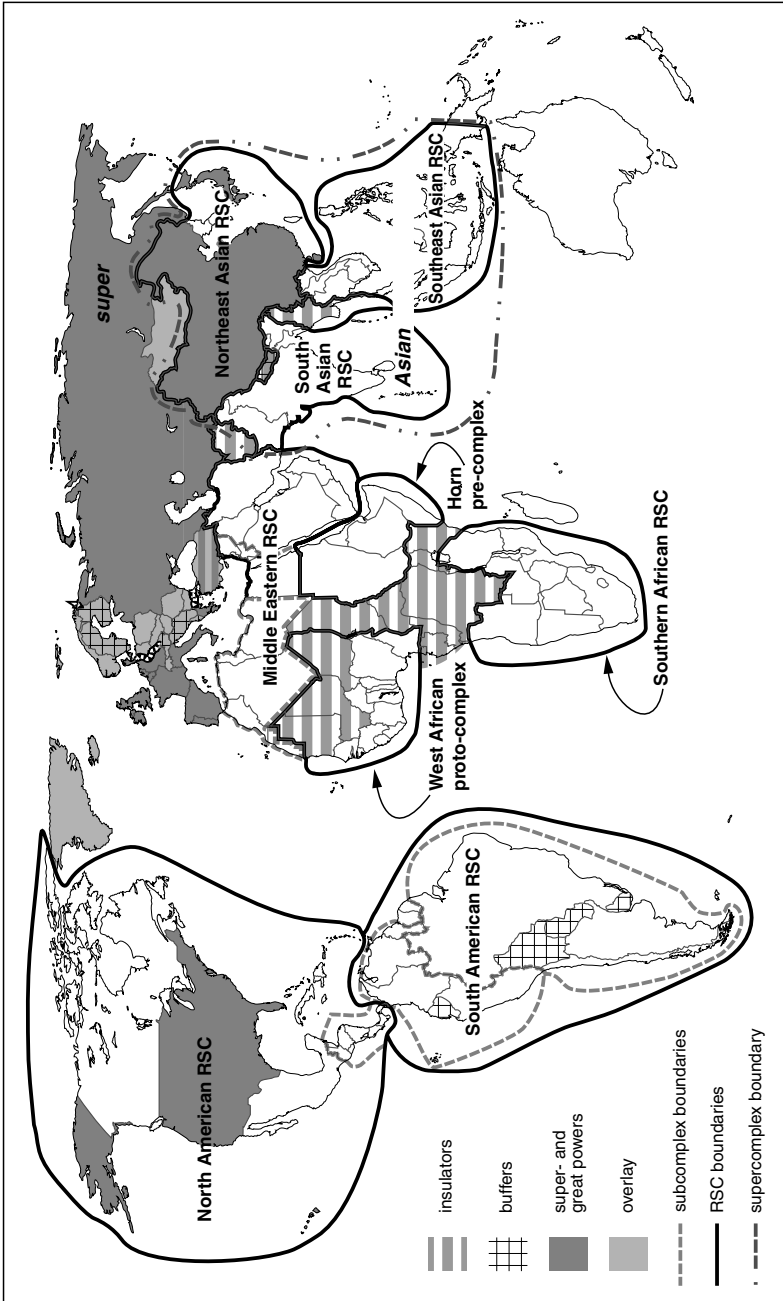
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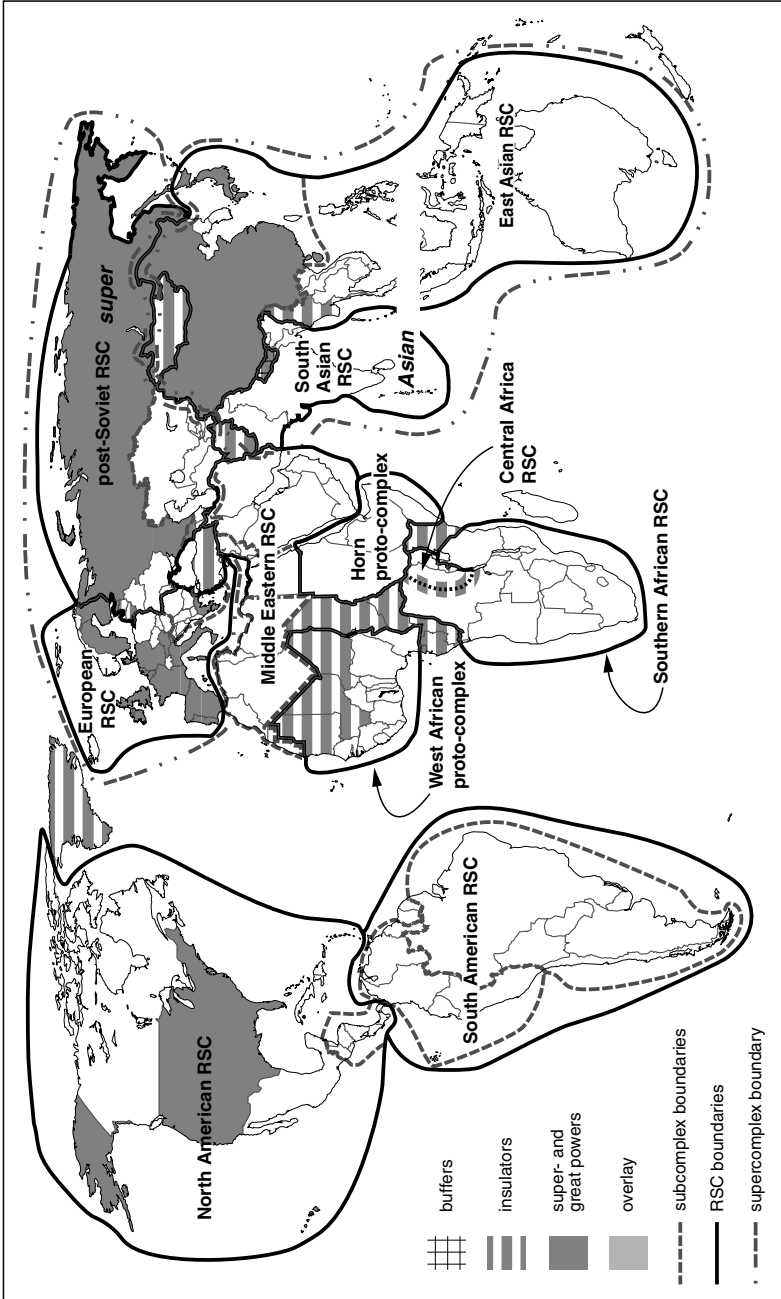
NWS	nuclear weapons state
OAS	Organization of American States
OAU	Organization of African Unity
OECD	Organization for Economic Cooperation and Development
OSCE	Organization for Security and Co-operation in Europe
P5	the five permanent members of the UN Security Council (China, France, Russia, UK, USA)
PA	Palestinian Authority
PCW	post-Cold War
PfP	NATO's Partnership for Peace Programme
PKK	Kurdistan Workers' Party
PKO	peacekeeping operation
PLO	Palestine Liberation Organization
PPP	Pakistan People's Party
PRC	People's Republic of China
PRI	Institutional Revolutionary Party (Mexico)
R&D	research and development
RENAMO	Mozambican National Resistance
ROC	Republic of China, Taiwan
RPF	Rwandan Patriotic Front
RSC	regional security complex
RSCT	regional security complex theory
RUF	Revolutionary United Front (Sierra Leone)
SAARC	South Asian Association for Regional Cooperation
SADC	Southern African Development Community
SADCC	Southern African Development Coordination Conference
SAM	surface-to-air missile
SCO	Shanghai Cooperation Organization (China, Kazakhstan, Kyrgyzstan, Russia, Tajikistan, Uzbekistan)
SEA	Single European Act (EU)
SEATO	Southeast Asia Treaty Organization
SPLA	Sudan People's Liberation Army
SSM	surface-to-surface missile
SVR	Foreign Intelligence Service (Russia)
SWAPO	South-West Africa People's Organisation
TAFTA	Trans-Atlantic Free Trade Agreement
TIAR	Inter-American Treaty of Reciprocal Assistance

List of abbreviations

TMD	theatre missile defence
TPLF	Tigrayan People's Liberation Front (Ethiopia)
UAE	United Arab Emirates
UCK	Kosovan Liberation Army
UNITA	National Union for the Total Independence of Angola
UNOMIG	United Nations Observer Mission in Georgia
UNSC	United Nations Security Council
UNSCOM	United Nations Special Commission on Disarmament (Iraq)
UNTAC	United Nations Transitional Authority in Cambodia
WMD	weapons of mass destruction
WTO	World Trade Organization
ZANU	Zimbabwe African National Union
ZAPU	Zimbabwe African People's Union
ZOPFAN	zone of peace, freedom, and neutrality (in Southeast Asia)



Map 1. Patterns of Regional Security During the Cold War



Map 2. Patterns of Regional Security Post-Cold War