

THE SCANDINAVIAN MODEL OF PRIVATE SECURITY

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Abstract: During my research I tried to analyse the situation of the private security industry in the Nordic countries, and interpret the „Nordic model“ (Denmark, Finland, Sweden, Norway) and to compare the situation of the private security in the Nordic countries with the situation in some EU-Member States. My viewpoints were: the training, the private-public task division, the ratio of the active security personnel in the private/public sector, ranking the above mentioned countries on their security involvements, and legislation. It is an interesting question, which public services can be delegated to the private sector and which tasks maintains the state for itself. I was also searching for the reason why the Nordic people- especially the Finnish people- deeply trust in the police.

Keywords: private security industry, Scandinavian model

INTRODUCTION

The European communities increasingly trust in the private security sector. Not only the industry and the enterprises, but the people, authorities, and governmental actors use private security companies. The politicians, protected persons, and the citizens see the role of the private sector as an important complimentary factor of public security. Private security is constantly changing, the risks are increasing, people would like to feel safe and want to live in safety. Due to the four basic freedoms everyday life has become more integrated, the freedom of movement, goods, and services have made the changes faster. In our postmodern, complex society the effects of the factors interfere, and it leads to further changes. The development reaches a level, where it will be obvious for most people. Private security amended with public tasks will serve more and more the public interest and it will be a cause of change of paradigm.

WHAT IS THE SCANDINAVIAN MODEL?

The Nordic model contains a common cultural, legal, social and economic aspect and special regulations concerning public services and public education. The private security acts in this area are dated from nearly the same time, with the exception of Norway.

The Nordic model has welfare-aspect, and this concerns 5 countries (Sweden, Denmark, Norway, Finland and Iceland). But Iceland isn't part of the Nordic model of private security according to the White Paper. The reforms were very slow in these countries, and this influences the cooperation strategies of the public and private sectors.² It is important to note, that Norway isn't an EU-member state.

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² Magone J. M. (2011) p.254.

The Nordic countries have a high level of economic activities. If we see the investments into the private security sector, the biggest number of companies is micro and small, but there are a lot of middle size companies as well. In general terms this diversity is common in a free market structure. Not every company deals only with security, but the main profile of the biggest ones is security. People trust the biggest multinational companies to be the best, because they know them, their advertisements can be seen everywhere. A good example is G4S which, besides several countries, has also appeared in Hungary.

The economic structure and political model explain why private security in different countries has another character and it is also true in the countries in one region. Security tasks between the private and public sectors in these countries are shared.

THE RATE OF THE PUBLIC AND PRIVATE FORCES ACCORDING TO THE WHITE PAPER 3

In the Nordic countries the private security industry is much smaller, than in France for example, maybe due to their traditionally low criminal rates.⁴ Finland is mentioned as an example from the viewpoint of law enforcement, because that country has one of the lowest criminal rates, although it has one of the lowest police force rate among EU-member states.⁵

We shouldn't underestimate the demographical data, as well. Although Finland, Norway and Sweden are among the big European countries, their numbers of population are low.

In Finland the private security forces rate is higher than that of the public security forces (56%-44%). In the other three countries the situation is contrary. In Denmark the police forces are twice as big as the public security forces (14000 capita-5250 capita).⁶ If we examine the four countries of the Nordic model, Denmark has also the most private security companies. The European private security was born here in 1901.⁷ Sweden has invested the most in personnel (42%-private security employees- 58% police personnel.) Norway has fluctuating results and there is the lowest population rate in the region. In 2008 it had more private forces than public personnel (59% to 41%) which changed in 2010 (44% private employees to 56% public police forces).

If we only see the private security companies and the number of their employees at the time of the survey (2010), Hungary had 11,304 security companies, and the private security personnel rate was 1:125. If we want a comparison between the public and private security personnel ranking the European countries, we can discover that ten countries have more private security personnel than public officers. Hungary, Finland and Norway are all among these countries. In a few countries the ratio of the private-public security personnel is almost the same.

The private security industry is heterogeneous and sector specific.⁸ Because of the sector-specific feature we have to interpret the statistical data carefully, although we get knowledge through measurement.⁹

³ www.coess.org

⁴ Van Steden&Sarre (2007) p.224.

⁵ Christián László (2013) p.89.

⁶ www.coess.org

⁷ Ottens, R., Olschok,H.&Landrock S.(1999) p. 26.

⁸ Cools, Davidovic, De ClercCDe Raedt (2010). p. 126.

⁹ Enhus (2006) p.31.

PUBLIC AND PRIVATE SECURITY TASKS, THE „ICEBERG-CHARACTER“ OF PRIVATE SECURITY

We should leave the myth of Hobbes and Marx behind, that legal violence is a state monopoly. Hobbes otherwise derives the law from the instinct of self-sustainment. That's why his philosophy of law is one-sided according to Alfred Verdross.¹⁰ Also, according to László Levente Balogh the state should give one part of enforcement-competences to the private sector.¹¹

It is an interesting question, that where the border is, which areas should stay state-run, the public sector and which need more authorisation in the private sector areas have to stay in. Public affairs and private matters have different characters, and they are constantly in interactions. The points of difference are: goals, functions, prestige, financial base, methods. In the private sector the most important factor is cost saving, because it can only operate effectively this way.¹²

The role and significance of private security sector have grown global, because the traditional public security tasks have been outsourced and the number of tasks keeps growing. However the transformation of the tasks is not smooth. For example the G4S private security company at the London Olympic Games in 2012 couldn't employ enough security personnel.¹³ Because of the flaws there is a social debate around the public task-outsourcing. The opponent thinks that the outsourcing process is waekening the sovereignty of the state. Unfortunately we have fewer reliable empirical researches, which could help forecast the changes of the sector in the future, so the scientific ground and academic debate is limited.¹⁴

According to George and Button¹⁵ there is a very suggestive simile: the private sector is an iceberg, it is very various and is evolving in many ways, than it is difficult to categorize into different theoretic and legal definitions.¹⁶ The part above the water surface contains: personal protection, private investigation, maintenance of the public order and security control of authorities. Security protection is now visible, and is getting closer and closer to the security-technology. On the other hand under the surface we find the security experts, security-technology-experts, education, and addition the private military forces. The latter is increasingly responsible for the reforms of the private security, as is the situation in Afghanistan or Iraq.¹⁷ Therefore we can see that the part under the water surface is much bigger, than the visible peak of the iceberg.

LEGISLATION ON THE PRIVATE SECURITY AREA

In most countries the private security regulation appeared in the 1990s. The first was in Italy in 1931. It was followed by the Finnish, which dates from 1944, the Swedish in 1974 and the Danish in 1986. Therefore, these 3 Nordic countries were pioneers in the legislation. Nevertheless, the legislation in Norway came about only in 2001. According to Jorma Hakala the legislation can be adopted slowly to the increasing private security and the new social re-

¹⁰ Verdross (2001)p. 277.

¹¹ Balogh László Levente (2011)

¹² Christián László ed. (2014) p.16.

¹³ Booth, R.&Hopkins, N. (2012)

¹⁴ Manning(2005) p. 23-43

¹⁵ George, Bruce&Button, Mark (2000)

¹⁶ Hakala(2008)

¹⁷ Wilson(2006)

lations.¹⁸ The changes need a lot of time. In the criminal policy of the four Scandinavian states the private security has an important place.¹⁹

Licencing, official vetting, supervision (official inspection of business and their operations)

Every Nordic state has its own basic regulation about the licencing, vetting, supervision, but this is not true for all European countries according to the White Paper in 2009. In some countries licencing is based on volunteering, or totally missing. In Scandinavia there are strict regulations for the licencing process and for the controlling. In Sweden the local governmental authority's competence is to decide whether they give licence to found a private security company. The National Police Board is also a responsible body they decide on training, equipment, uniforms. In Finland the Ministry of Interior gives out the operation-licences. In Denmark the National Security Body can control the companies any time. In Norway the control-organisations are the Ministry of Justice and the local police forces.

The outworking level of the regulations

The nature and quantity of the private security services are also different in the Scandinavian countries. The law of Sweden regulates separately the money-transporting and security alarm-settling, and handling. Moreover there are different interpretations of the public space. For example in Spain the underground stations are reckoned as private area.

Research into the statutory regulations adopted by the EU-states discovers a broad scope of private security activities. We can have a minimum and a maximum scope depending on the covered tasks. Belgium, the United Kingdom and Slovakia all have defined private security activities in great detail. The limited scope includes: surveillance of people and property, personal protection, cash-in-transit, access-control and designing, installing and managing alarm systems. The maximum-scope in some countries is similar to the privatisation. A scholarly example is the above mentioned phenomenon in from Spain. Private security agents in Austria also perform access control and patrol motorways. In Italy private firms are commissioned with handling the CCTV-cameras. In Hungary the public buildings are protected by private security companies and the police stations as well. In Germany the private security industry is entrusted to deal with minor traffic accidents. In Sweden the private sector offers ambulance services, patient transportation, road assistance and firebrigade services. The UK has gone the farthest in outsourcing its public services to the private sector: it even touches the prison services. The private sector companies escort and transport the detainees, fulfil the physical and mental health care, education and reinsertion into the society.

Three types of legislative provisions: most flexible – medium - most restrictive

According to the first White Paper there are three types of legislative provisions: most flexible – medium - the strictest. The strictest legislation is in Belgium. All aspects of the profession are covered down, into the slightest detail. Sweden has also strict regulations, which also means that the security guard has limited acting possibilities. All the Scandinavian countries have regulations, only Finland has mixed strict and medium rules. France has a medium regulation. Hungary also has a strict and detailed regulation and the codification of the new private security act is in process.

In Denmark there is a tighter joint between the private and public security industry, because this country also included this industry in other legal institutions, such as penal code, the administration of justice, public order and privacy, etc. Finland reckons the important

¹⁸ CoESS-ALMEGA(2010) p. 17.

¹⁹ Cools (2009) p. 12.

areas as follows: public order and crowd control, security screening, and checking at airports, court houses, and seaports. In Sweden a special type of guards is allowed to use handcuffs, and arrest people, while waiting for the police to arrive at the scene. Sweden has a separate legislation on maintaining order, the protection of institutions of national interest, and the installation of alarm systems.

MODELLING STEP BY STEP

The survey made by CoESS-ALMEGA pointed that the constructive cooperation between the private and public security sector have several conditions. The Scandinavian countries developed the conditions in similar ways, which are essential to good cooperation. Although they have to make efforts to improve the cooperation further, with the present results one can summarize the present results in a model. The 1st step is the Industry body. In the process of the continuously deepening cooperation security, companies in each country establish a common industry body, with absolutely clear issues, where they should work together, and which issues should not be the subject of cooperation. The 2nd step is Dialogue, the 3rd step is Business plan and goals, the 4th step is Taking the initiative and acting. If the first three steps are up and running, the industry will be in a good position, in partnership with EU organisations, driving forward dialogue with departments and authorities, and dealing with the mass media successfully. However, no industry can simply wait for the realisation these three steps. The work to build them must be done simultaneously with the work to design to promote industry issues.

CORRUPTION-THE FINNISH DRUG SCANDAL AND THE TRUST IN THE POLICE

In international comparison the trust in the police is very high in Finland. The fact is deeply rooted in the Finnish society, and less influenced by factors like effectiveness of the police work or the nearness of police or the quality of police work.²⁰

According to a survey made at the millennium, the social respect of the police in Finland is the highest in the EU states. In Finland 88% of respondents were satisfied with the everyday work of the police. This number was in Denmark 87%, in Norway 81%.²¹

Police Barometer surveys show Finnish public opinion on the role and services of the police, feelings about safety and security, fear of crime, experiences of crime, and trust in the national institutions in crime prevention. According to the Police Barometer 2014, Finnish people assume more and more corruption and unethical behaviour within the police. The proportion was 42% of the respondents who said, that the Finnish police are corrupt. This ratio is far more than the ratio according to the Police Barometer 2012. In the survey of 2012, the proportion of respondents who admitted that corruption in the police was likely accounted to 27 per cent.²²

The survey-makers think that the Jari Aarnio-case is responsible for this record. He used to be the Police Chief of the Helsinki drug unit. "An effective drug cartel", he said, is like a chess game where the pawns protect the king". Aarnio was arrested on November 12, 2013 on

²⁰ Kääriäinen, Juha (2008) pp.141-159

²¹ Christián László (2013) pp.130-142.

²² www.finlandtimes.fi/national/2015/02/12/14173/More-Finns-guess-corruption-in-police

charges of crimes including taking bribes from a private company. The government thought that the bribery suspicions and the subsequent massive media appearance would erode the confidence in the police.

However we can emphasize that indeed this case couldn't erode the confidence in the ability of the police to ensure general safety. The survey respondents also believe that the police are still the most important security body in preventing crime and improvement of security in local communities. Police reliability in fire and rescue services has also also grown up. It is obvious that Aarnio's case had an influence on people's perception of the police. Eventually the ex-police officer Aarnio got a sentence of 13 years in prison on 30 charges, including drug-smuggling, forgery and abuse of public office, witness intimidation and obstruction of justice. The case has already spawned changes to improve oversight of law enforcement. The Finnish national police board now requires that every police department in the country have a legal unit with the task of ensuring that police officers themselves cannot breach the law.²³

TRAINING AT THE PRIVATE SECURITY SECTOR

In the Scandinavian countries high level education and professionalism are among the requirements. In Denmark the person and property protection personnel study in public schools. In Finland the education is obligatory and it runs in the schools that have a special licence. In Norway the educational centres are in the property of the trade union and employers. In Sweden the bigger part of security personnel is trained at schools which are in the property of private security employers and associations.

In the EU there are different levels of requirements in education. In almost every country, except Germany, the security has to be trained before starting to work. The duration of the training is variable. The longest is in Hungary (320 hours), in Sweden (301 hours), in Denmark it is medium long, in Finland and in Belgium it is shorter (approximately 100-132 hours). The shortest training is in Slovakia, in France and in the U.K. (32-90 hours).

Sirpa Virta, a member of the 15-member-committee wrote about the COPPRA (Community Policing on Preventing Radicalization)-programme, led by Belgium.²⁴ This EU programme from 2009 organized a law enforcement project for the patrols, who do their service in the streets. The goal of this project is the prevention of the radicalisation and extremism. Besides education another good device is the integration and the dialogue between cultures.

COOPERATION BETWEEN THE POLICE AND SECURITY COMPANIES²⁵

Security guards and police officers usually work together in harmony. Many security jobs entail an obvious need to cooperate. Security guards detect and often report crimes. When working in public environments such as shopping centres, it is common for a security company and the police to develop joint strategies to reduce law and order problems and criminality in the area. Cooperation is largely based on the individuals on both sides who are willing to do a bit more. Shopping centre managers are usually also in the cooperation loop and make rooms available for joint meetings. Breakfast seminars are organised in which police officers

²³ www.nytimes.com/2015/08/03/world/europe/finland-police-detective-jari-aarnio-drug-smuggling-charges.html?_r=0 (letöltve:2015.11.15.)

²⁴ Virta, Sirpa (2012) p.12.

²⁵ www.coess.org

and security personnel can provide information to store employees in the shopping centre. Common goals and visions are set.

The Nordic countries differ slightly when it comes to how companies can contract security services. This affects opportunities for cooperation in environments such as shopping centres, locations that require a great deal of cooperation to ensure a safe environment for all visitors.

In Norway, shopping centres can contract police services for assistance. In Sweden, shopping centres can apply to the police to have entrance security and public order control personnel. In Finland, security guards are able to catch anyone causing disturbance in a store if the store owner gives the guard permission to do so.

In other words, the problems associated with ensuring a safe and secure environment in potentially troublesome locations are resolved in different ways in the Nordic countries.

Close cooperation is based on security company clients, the police and security companies having adequate resources. Such cooperation is based on a realistic assessment of what can be achieved well with the resources actually available. The ultimate aim of cooperation must be the safety and security of the public.

Another vital ingredient for cooperation is the existence of a clear dividing line between what police work is and what private security work is. The general public must know how uniformed security personnel can and are permitted to act when an incident occurs irrespective of whether this is a security guard or a police officer.

At a terrorist attack, natural disasters, war or other serious incidents Scandinavian police could involve thousands of security personnel in the rescue. None of the Nordic countries have any kind of organised cooperation between the police and security companies that would enable security guards to offer full support in the event of a grave emergency situation. Irrespective of where or what time of day or night a serious accident or disaster occurs, thousands of security personnel will be at work. Many of whom are equipped with keys, radio systems, mobile phones, vehicles, not to mention local knowledge of their area. No matter what the incident, security personnel would become involved. Emergency planning arrangements are already in place for numerous areas of society and everything that is of social importance. Security personnel can also be firefighters, auxiliary police officers, and members of the armed forces or have some other job that is important for society. Some local emergency planning arrangements are based on calling on the support of security personnel. However, many things can go wrong if they are not coordinated at a national level and sometimes even at an international level. The skills security guards possess must be utilised in the event of a crisis and efforts are made to ensure that security guards can genuinely do what an emergency plan requires them to do.

Finland has taken a step in this direction by requiring all security personnel who work at sites critical for society to have communication systems that enable them to rapidly contact the police and other emergency services in the event of an incident.

Security guards are already in place in many areas of society. They will often be the first on the scene when a serious incident occurs. Cooperation, planning, training and exercises involving security, police and authority personnel can limit the effects of a catastrophe for society.

The 18th paragraph of the Finnish Private Security Services Act regulates the „personnel file“ and „workshift file“ of employees in detail. The first is important because at an extraordinary event the police can involve the security personnel into the work, by the latter the police and other authorities can control the work of employees.²⁶

²⁶ www.finlex.fi/en/laki/kaannokset/.../en20020282.pdf. Private Security Services Act (282/2002; amendments up to 765/2003 included) Sec.18.

CONCLUSION-EVALUATION OF THE PRIVATE SECURITY MARKET

We can summarize the features of the Scandinavian private security model as follows:

1. The legislation of this sector is nearly the same
2. The sector is under strict control by the authorities
3. Past control, screening (companies and also persons)
4. High-level education
5. Strong trade unions, high level of organisation of workers
6. In European relation good salaries for the security personnel
7. Continuous dialogue with the authorities
8. Good level of social dialogue
9. Collective agreement, as a ruling device recognized by the government

The main lesson the Scandinavian model teaches us is not theoretical, but practical. These countries are not popular, because of their size, but because how they function. A Swede pays taxes more willingly than a Californian, because he gets high quality services. The Scandinavian at the public services area are first of all pragmatic. (For example the Danish and Norwegian hospitals are run by private companies.) The success of the Scandinavian model has its roots in the long tradition of good governing, which means not only honesty and transparency, but also the compromise. Besides this all these four governments have a responsible fiscal policy.²⁷

In the last decade the services of the private security sector carried out new solutions, and variable technologies. Beyond the pure security tasks the private security companies have more and more jobs, e.g. lobbying and real estate-handling. As parts of other areas, these activities mean added values.

Migration roots worldwide run from the peripheral areas towards the center. The higher standards of life, the stronger security environment, and beiging societies are attractive factors for the population of Asia, Latin-America and Africa.²⁸ The role of the private security industry is becoming more and more important in the international security strategies. The Scandinavian countries have gradually invested into the private forms of the public order maintenance, due to the economic and scientific changes of the public administration.

The goal is to establish a safe Europe on a common ground. The available sources must be used to give high-quality services, which we can be reached by an open, honest dialogue between all the participants.

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²⁷ Wooldridge, Adrian (2013): Northern lights, In: The economist print edition

²⁸ Sallai János (2014) pp.93-100

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