



Private and public security in the Nordic countries



Published by**CoESS General Secretariat**

Ms. Hilde De Clerck (Secretary-General of CoESS)
 Jan Bogemansstraat | Rue Jan Bogemans 249
 B-1780 Wemmel, Belgium
 T + 32 2 462 07 73 | F +32 2 460 14 31
 E-mail: apeg-bvbo@i-b-s.be | Web: www.coess.eu

ALMEGA Private Security

Mr. Marcus Lindström (Secretary-General of ALMEGA Private Security)
 Box 55545
 SE-102 04 Stockholm, Sweden
 T +46 8 762 69 00 | F +46 8 762 69 48
 E-mail: marcus.lindstrom@almeqa.se | Web: www.almeqa.se

Copyright disclaimer

The present white paper and the information, materials, pictures, tables and logos it contains are copyrighted materials owned by CoESS (Confederation of European Security Services) and ALMEGA Private Security (the Swedish private security employers' federation). All rights are reserved. Duplication or sale of all or any part of it is not permitted. Electronic or print copies may not be offered, whether for sale or otherwise, to any third party. Permission for any other use must be obtained from CoESS and ALMEGA. Any unauthorised use of any materials may violate copyright laws, trademark laws, the laws of privacy and publicity, and communications regulations and statutes.

Table of contents	3
Foreword by Lars O Molin	4
The private security industry in Europe Private security and its role in European security	5
The European private security industry figures in 2008: an updated overview	6
Introducing scientific interest	6
The private security industry in figures	7
The private security industry: a statutory approach	11
A Nordic model?	12
Private and public security in the Nordic countries	15
Legislation and the Nordic model	
The security guard's role in society	16
Swedish legislation	18
Comments	20
The Nordic countries – Comparisons in the Nordic area	21
Cooperation	23
Unions	24
Opinion questions	25
Open questions	26
Social dialogue Security guards	29
Social dialogue and standardisation	29
Private and public security partnership	31
Sports events, galas and summits	31
Knowledge of the security industry	31
Cooperation between the police and security companies	32
Terrorism, natural disasters, war or other serious incidents	33
Possible new work-related duties for security guards	34
The next steps	35
From behind the perimeter fence to out amongst people	35
European legislation	37
One authority	38
Training	39
Regulation via collective agreements	40
The security industry	40
Model for private and public security	41

Foreword by Lars O Molin



Photo: Reinholdern, Uusitalo

Communities in Europe have become increasingly reliant on private security. It is not just industries and companies that need additional security from private contractors today, private individuals, local authorities, public authorities and the government also need private security services. Ministers, politicians, people in authority and the general public are therefore increasingly appreciating the role of private security as a complement to public security.

At the same time, private security is changing. The risks are increasing, people today want to feel safe and secure, new public meetings places are being created, more organisations need protection and public funding cannot cover everything. In our Europe, people are increasingly meeting across borders while the freedom of movement of goods and services means our everyday lives are becoming more integrated.

Changes occur more rapidly than ever before in modern, complex and interlinked communities. Many factors reinforce each other and drive further changes. Developments that take place over an extended period eventually reach a tipping point, when they suddenly become apparent to most people. Which leads to a mental awakening.

Private security has reached a mental tipping point where we are seeing traditional security work being done alongside new assignments of a more public nature. The indications would seem to suggest that these assignments can increase in the future. Change requires dialogue, dialogue between providers of private security, buyers, authorities and politicians at both national and European level.

The challenge is to jointly create a better foundation for our European nations to secure a single, safe Europe. The challenge is to deliver high-quality services with the resources available in an open and honest dialogue involving all parties.

This report, focusing on the Nordic region, aims to contribute to further dialogue on the road to achieving a safe and secure Europe.

Lars O Molin
President of Almega Private Security



The European private security industry figures in 2008: an updated overview

Introducing scientific interest

On Monday 15th December 2008 the 'livre blanc' or white paper – 'La participation de la sécurité privée à la sécurité générale en Europe, Private Security and its role in European security'¹ - was presented to the public and the press at 'Place Beauveau' in Paris by Michèle Alliot-Marie, French Minister of the Interior, Pierre Monzani, Director of INHES (Institut National des Hautes Etudes de Sécurité) and Marc Pissens, President of CoESS (Confederation of European Security Services). The presentation was held during the First European Summit on Private Security or '1er Sommet européen de la Sécurité Privée', organised by CoESS and INHES. The Summit was the first one to be officially endorsed by a standing European Union or EU Presidency.

We are fully aware of the fact that this white paper never intended to be a scientific or academic paper. This is certainly obvious for CoESS as an employers' interest and representation group without any intended scientific goals. Nevertheless, from a scientific point of view, one of our main criticisms regarded the figures. In the 2008 white paper we find figures from 2004 and 2005. Meanwhile, CoESS published new and updated figures in December 2008. This change was added to the white paper by means of an erratum. It is our honour and pleasure to review and update some topics from the first white paper with these unique 2008 CoESS figures² and to contribute to the second white paper under



Prof. Dr. Marc Cools, Professor of Criminology at Ghent University and Free University of Brussels

Swedish Presidency.

Social scientists in general and criminologists in particular, who are not bound by a dominant leftist 'Weltanschauung'³ glorifying collectivism and tax consuming, showed interest in public-private partnerships and figures regarding the private security industry in Europe. It is out of the scope of this contribution to deal with these criminological models as such, which does not mean we cannot just highlight them. They are: the 'junior-partnership' and 'loss prevention' model, the 'integrated security concern approach', the 'international model', the 'police complex', the 'public-private divide'⁴ and the 'multifaceted' model⁵. Before entering the updated CoESS figures of 2008, it is necessary to refer to some older figures to show the past scientific interest. One publication refers to 1989 and gives us information on Belgium, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain and the United Kingdom⁶. Other figures of 1997 can be traced for Austria, Belgium, Denmark, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Luxembourg, the Netherlands, Norway, Poland, Portugal, Slovenia, Spain, Sweden, Switzerland, Czech Republic, Turkey, and the United Kingdom⁷. These rather limited sources stress even more the very importance of the availability of regularly updated CoESS figures for policy, economic and scientific purposes.

The private security industry in figures

The EU, as we know it today, is based on liberty, democracy, respect for human rights and fundamental freedoms and the rule of law in which an area of freedom, security and justice is created. Without going into the political discussion on the, in our opinion necessary blurring, boundaries of the EU⁸, CoESS included some non-EU Member States in its overview. Due to the internal organisation of CoESS, figures on Bosnia-Herzegovina, Croatia, Macedonia, Norway, Serbia, Switzerland and Turkey are shown as well. The inclusion of especially the South Eastern European figures is quite interesting. Taking these countries seriously pushes them away of the sometimes negative feelings towards them discussing private security issues. This was still the case in the International Alert report on small arms and light weapons and the private security companies in South Eastern Europe⁹ which can be interpreted as a subjective negative view.

In 2008 about 1,453,636 private security employees are active in this larger Europe.

These figures indicate 1 private security agent for every 624 citizens. For the public security sector the ratio is 1 to 244 and the ratio public versus private stands at 1:17. The number of private security companies now reaches a total of 43,129.



This table is based on the figures of the 'Private Security in Europe CoESS Facts & Figures 2008' and outlines the name of the state, the population, the police force/ratio, the security force/ratio, the number of private security companies and their personnel.

In order not to complicate this table, we did not include end- and/or footnotes to refer to the precise year of the figures because they are sometimes related to an earlier year than 2008. This is the case for the security force/ratio in Bulgaria; the figure is a 2007 one. The same year is used for the number of security companies in the Czech Republic. The Danish figures on the number of private security companies and their personnel are based on 2006. For Estonia these figures are related to 2007. Also the next figures are limited to 2007. This is the case for the number of security companies in Finland, France, Germany, Greece, Ireland, Latvia, Macedonia, the Netherlands, Poland, Norway, Portugal, Romania, Serbia, Slovenia, Turkey and the UK. The year 2006 is used for the number of private security companies in Luxembourg and the year 2003 for: Lithuania, Malta and Slovakia. For the Netherlands and the UK the number of person-

nel working in the private security industry is related to 2007 and the number of private security companies in Switzerland refers to 2005.

- 1) INHES, CoESS (2008), La participation de la sécurité privée à la sécurité générale en Europe, Private Security and its role in European security, Imprimerie de Montligeon, St Hilaire le Châtel.
- 2) www.coess.eu
- 3) Kotterman-Van de Vosse, I., (1994). De visie van Hayek. Een pleidooi voor persoonlijke vrijheid, Tjeenk Willink, Zwolle, 91.
- 4) Cools, M., (2002). 'De onderstromen in de private veiligheidszorg', in Panopticon, 134 – 155.
- 5) Van der Burght, S., (s.d.). 'Explaining growth in private security industry: the Multi facet model', Journal of Criminal Justice, in review.
- 6) Dedecker, R., (1991). La sécurité privée dans l'Europe des Douze, Uitgeverij Vanden Broele, Brugge, 163p.
- 7) Ottens, R., Olschok, H., Landrock, S., (1999). Recht und Organisation privater Sicherheitsdienste in Europa, Richard Boorberg Verlag, Stuttgart, 779p.
- 8) Bolkestein, F., De grenzen van Europa, Lannoo, Tielt, 2004.
- 9) International Alert (2005). SALW and Private Security Companies in South Eastern Europe: A Cause or Effect of Insecurity, Seesac, Belgrade, 131p.

State	Population	Police force / ratio	Security force / ratio	Security companies	Personnel
Austria	8 300 000	1:415	1:830	200	10 000
Belgium	10 403 951	1:267	1:821	196	12 673
Bosnia-Herzegovina	4 590 310	–	1:590	41	2 000
Bulgaria	7 262 675	1:155	1:124	1 029	58 703
Croatia	4 491 543	1:236	1:280	246	16 000
Cyprus	792 604	1:258	1:466	60	1 700
Czech Republic	10 220 911	1:222	1:198	5 629	51 542
Denmark	5 400 000	1:368	1:1010	338	5 250
Estonia	1 400 000	1:419	1:224	242	6 000
Finland	5 244 749	1:697	1:517	200	10 000
France	64 057 790	1:256	1:427	4 800	159 000
Germany	82 369 548	1:330	1:476	3 500	177 000
Greece	10 722 816	1:214	1:428	1 000	30 000
Hungary	10 000 000	1:250	1:125	11 304	105 121
Ireland	4 329 925	1:353	1:412	840	17 500
Italy	59 131 287	1:139	1:304	965	49 166
Latvia	2 300 000	1:217	1:230	300	10 000
Lithuania	3 565 205	1:180	1:360	67	10 000
Luxembourg	462 000	1:294	1:210	10	2 200
Macedonia	2 061 315	–	1:368	152	5 600
Malta	410 000	1:215	1:256	6	700
Netherlands	16 645 313	1:314	1:555	320	33 158
Norway	4 644 457	1:567	1:387	257	12 000
Poland	38 600 000	1:386	1:234	3 600	165 000
Portugal	10 676 910	1:228	1:275	113	38 874
Romania	22 246 862	1:393	1:235	1 099	92 000
Serbia	7 400 000	1:218	1:264	158	28 000
Slovakia	5 455 407	1:251	1:314	1 730	17 200
Slovenia	2 000 000	1:267	1:444	100	6 211
Spain	40 491 052	1:182	1:488	1 219	83 000
Sweden	9 045 389	1:502	1:670	250	13 500
Switzerland	7 581 520	1:473	1:879	464	13 075
Turkey	71 892 807	1:496	1:453	937	35 263
United Kingdom	60 943 912	1:431	1:244	1 500	250 000
Total	595 140 258	1:244	1:624	43 129	1 453 636

Taking a look at the so-called ‘Nordic model’ of private security we can conclude that they have the highest police force/ratio: 1:697 in Finland, 1:567 in Norway and 1:502 in Sweden. Only Denmark’s ranking is lower with 1:368. The lowest is Italy with 1:139. These ratios indicate that the Nordic countries do rely on other than public security forces to protect their industry, communities

and citizens. This is e.g. the case for the private security industry as shown by their security force/ratio. Sweden is up to 1:670, Finland is 1:517 and Norway 1:387. Countries such as Denmark with a high security force/ratio of 1:1010, Switzerland with 1:879, Austria with 1:830 and Belgium with 1:821 do rely more on their public security force.

Using the same table but limited to the security force/ratio, the number of private security companies and their personnel shows some remarkable facts. The ‘new’ EU member states such as: Hungary, the Czech Republic, Poland, Slovakia, Romania and Bulgaria have more than 1,000 private security companies, which indicates a severe shift from a planned and state-owned industry to a free

market approach. Next to this, the number of their personnel shows an increasing employment in the industry with economic externalities towards welfare creation and distribution. The ‘older’ EU is not yet that far and some countries with a stringent legislation e.g. Belgium as a scholarly example do miss this economic opportunity.

State	Security force / ratio	Security companies	Personnel
Hungary	1:125	11 304	105 121
Czech Republic	1:198	5 629	51 542
France	1:427	4 800	159 000
Poland	1:234	3 600	165 000
Germany	1:476	3 500	177 000
Slovakia	1:314	1 730	17 200
United Kingdom	1:244	1 500	250 000
Spain	1:488	1 219	83 000
Romania	1:235	1 099	92 000
Bulgaria	1:124	1 029	58 703
Greece	1:428	1 000	30 000
Italy	1:304	965	49 166
Turkey	1:453	937	35 263
Ireland	1:412	840	17 500
Switzerland	1:879	464	13 075
Denmark	1:1010	338	5 250
Netherlands	1:555	320	33 158
Latvia	1:230	300	10 000
Norway	1:387	257	12 000
Sweden	1:670	250	13 500
Croatia	1:280	246	16 000
Estonia	1:224	242	6 000
Austria	1:830	200	10 000
Finland	1:517	200	10 000
Belgium	1:821	196	12 673
Serbia	1:264	158	28 000
Macedonia	1:368	152	5 600
Portugal	1:275	113	38 874
Slovenia	1:444	100	6 211
Lithuania	1:360	67	10 000
Cyprus	1:466	60	1 700
Bosnia-Herzegovina	1:590	41	2 000
Luxembourg	1:210	10	2 200
Malta	1:256	6	700

If we want a comparison between the public and private security personnel to rank the European countries on their security involvements, as did the former white paper, it is necessary to show another table. Ten countries have more private security

agents than public officers. These countries are: Bulgaria, the Czech Republic, Estonia, Finland, Hungary, Ireland, Luxembourg, Norway, Poland and Romania.

State	Police force / ratio	Security force / ratio	Personnel private security	Personnel public security
Austria	1:415	1:830	10 000	20 000
Belgium	1:267	1:821	12 673	39 000
Bosnia-Herzegovina	–	1:590	2 000	–
Bulgaria	1:155	1:124	58 703	47 000
Croatia	1:236	1:280	16 000	19 000
Cyprus	1:258	1:466	1 700	3 000
Czech Republic	1:222	1:198	51 542	46 000
Denmark	1:368	1:1010	5 250	14 000
Estonia	1:419	1:224	6 000	3 200
Finland	1:697	1:517	10 000	7 500
France	1:256	1:427	159 000	250 000
Germany	1:330	1:476	177 000	250 000
Greece	1:214	1:428	30 000	50 000
Hungary	1:250	1:125	105 121	40 000
Ireland	1:353	1:412	17 500	12 265
Italy	1:139	1:304	49 166	425 000
Latvia	1:217	1:230	10 000	10 600
Lithuania	1:180	1:360	10 000	20 000
Luxembourg	1:294	1:210	2 200	1 573
Macedonia	–	1:368	5 600	–
Malta	1:215	1:256	700	1 904
Netherlands	1:314	1:555	33 158	49 000
Norway	1:567	1:387	12 000	8 185
Poland	1:386	1:234	165 000	100 000
Portugal	1:228	1:275	38 874	46 000
Romania	1:393	1:235	92 000	55 000
Serbia	1:218	1:264	28 000	34 000
Slovakia	1:251	1:314	17 200	21 500
Slovenia	1:267	1:444	6 211	7 500
Spain	1:182	1:488	83 000	223 000
Sweden	1:502	1:670	13 500	18 000
Switzerland	1:473	1:879	13 075	16 000
Turkey	1:496	1:453	35 263	145 000
United Kingdom	1:431	1:244	250 000	141 398

The private security industry: a statutory approach



Research into the statutory regulations adopted by the Member States discovers an extremely broad scope of private security activities. Apart from Belgium, the United Kingdom and Slovakia, which all have defined private security activities in great detail; we can have a minimum or a maximum scope. The limited scope includes: surveillance of

personal assets and property, personal protection, cash-in-transit, access control and designing, installing and managing alarm systems. In some countries there is a more maximum scope similar to certain kinds of privatisations. Scholarly examples are e.g. Spain where the metro is considered to be a private space. In Austria, private security agents also perform access control and patrol motorways and in Italy the management of the urban CCTV systems is entrusted to private companies. In Hungary, public buildings are protected by private security companies. In Germany, the private security industry is entrusted to deal with minor traffic accidents and in Sweden, the private sector offers: ambulance services, patient transportation, road assistance and fire brigade services. The United Kingdom has gone the furthest in delegating its public services to the private sector. It even touches prison services. UK private security companies are involved in escorting and transportation of detainees, physical and mental health care, education and reinsertion measures for prisoners.

Most private security legislation in the Member States was introduced in the 1990s and in Eastern Europe at the end of the 1990s. Only Italy has a legislation since 1931 and Sweden since 1974. One can discover three types of legislative provisions, placed on a spectrum from the most flexible to the most restrictive. Strict legislative provisions are present in Belgium and in Spain, that copied the Belgian legal framework. Portugal in turn copied the Spanish model. Also Hungary, Romania, Slovakia and Sweden have the same type of statutory framework for the profession. All aspects of the profession are covered down to the slightest

detail. Austria, the Czech Republic, Cyprus and Germany are on the other side of the legislative spectrum. France and the United Kingdom are located between these two. The statutory framework is developed according to need, however, avoids precise defining of all technical aspects.

All Member States, with the exception of Ireland,

require approval of the private security sector. The authorities responsible for granting approval differ between the justice department, the department of the interior and even the national or local police. In Spain, the licence is given by the justice department, in Hungary, Romania and Slovakia, it is given by the department of the interior and in Belgium by both. In Sweden, the provincial government determines whether to grant the licence. Employees throughout Europe are subject to conditions on age and good moral character. Some Member States add more requirements: nationality of the national country or of another Member State, health in Portugal, Romania and Slovakia. In Spain, there are language requirements for the Basque and Catalan regions, Greece and Spain have regulation on military service. The latter country even requires a minimum height for candidates. Double-jobbing in the private investigation sector is forbidden in Belgium, the Netherlands and Spain and in the arms sales sector in Belgium and Portugal. In Belgium, France and Portugal, there is also an incompatibility with previous occupations in the public security sector in recent years. Exams organised by the public sector exist in Belgium and Spain, and by the private sector in Germany. With a few exceptions, company directors are generally subject to the same obligations.

We can also see a varying level of training. In almost all countries, with the exception of Germany, private security agents must receive training before being allowed to work. The duration of the training varies widely. The longest is in Hungary (320 to 430h), Sweden (301h), Spain (180h), Latvia (160h) and Romania (90 to 360h). Countries

ranking in the middle are Belgium, Denmark, Finland and Portugal, each prescribing between 100 and 132 hours of training. The others, Slovakia, France and the United Kingdom have the shortest training obligations varying between 32 and 90 hours. In Spain and Romania, the training is provided through state intervention which is not the case for Slovakia, the United Kingdom and France. Sweden really has ‘training institutes’ set up by the

private sector and approved by the public authority. Carrying weapons is prohibited in Denmark, Ireland, the Netherlands and the United Kingdom. In the countries where it is authorised, all Member States require both individuals and companies to hold a weapons licence and foresee training in a technical and practical way. Finally, the use of attack dogs is generally authorised¹⁰.

A Nordic model?

A final research question still stands. Will the French EU Presidency initiative have an heir in the forthcoming EU Presidencies as they are already known till 2017? It is of course impossible to look into the future which does not mean that we can’t approach the EU with some realism¹¹ in its further deconstruction of the old nation states, privatisations¹² and novel surveillance techniques¹³ to come. The future looks positive. The EU work programme for justice and home affairs during the French, Czech and Swedish Presidencies¹⁴ and the ‘Future Groups’¹⁵ did not mention the private security industry as such¹⁶. But the Swedish EU Presidency is updating the white paper and will focus on the Nordic private security model and best practice in the private security industry. It is foreseen that the Spanish EU Presidency will not engage itself in the sector and that the Belgian EU Presidency in 2010 will re-examine the white paper initiative.

The private security industry can have its proper role in co-realising the priorities necessary to improve the area of freedom, security and justice serving the citizen. In the 2009 communication from the Commission to the European Parliament and the Council we can detect these highlights¹⁷. Europe has set its priorities in crime policy by

identifying the types of crime against which it will deploy the tools it has developed. The private security industry can work together with the public security sector in e.g. the fight against trade in human trafficking, counterfeiting, drugs, terrorism and the strengthening of civil protection. The industry can also have an added value in providing new security technologies.

It is common sense in the private security industry in Europe to refer to a so-called ‘Nordic model’ built on some specific statutory regulations (services to the public, training facilities and powers) of Denmark, Finland, Norway and Sweden. Next to cultural, legal, social and economic aspects the European private security industry has its birth and cradle in Denmark in 1901¹⁸. In the context of this contribution a closer reference to the CoESS facts and figures of this model can be useful.

Denmark, Finland, Norway and Sweden have GDPs of 166,328, 153,176, 214,975 and 286,230 million euro in 2007, which indicates a high level of economic activity, welfare generating and distributing.

Within their criminal policy structure, as mentioned earlier, a place for the private security industry is acquired. The four countries have a reg-

ulated and legal framework dealing with private security (licensing, authorisation). Denmark also included this industry in other legal institutions such as: the penal code, the administration of justice, weapons, discrimination, restaurants, public order and privacy. Finland refers to public order and crowd control, security screening and checking at airports, court houses and seaports. Sweden does have separate legislation on maintaining order, the protection of institutions of national interest and the installation of alarm systems.

Services to public persons are allowed in Denmark and Sweden indicating a strong belief of the public authority in private security companies’ legitimacy and professionalism. This professionalism is shaped by training and training facilities. In Denmark, training is provided by state schools, Finland has compulsory training carried out mainly by licensed

institutions, Norway has training centres owned by the trade unions and the employers. In Sweden, security guards are mainly trained at a college owned by security industry employers and unions.

The legitimacy of the private security industry can often be measured by its legal powers, as a corner stone of the democratic rule of law and sense of alternative reality towards the ‘hobbesian’ and ‘marxist’ myth on state monopoly owned legal violence. In Finland, private security guards have extra powers for the removal of unauthorised persons from a guarded area and have the right to perform security checks in apprehension situations. Crowd controllers and attendants have limited police powers according to special laws. In Sweden, a special type of guards has limited police powers such as the use of handcuffs and arrest while waiting for the police to arrive to the scene.



10) Cools, M., Davidovic, D., De Clerck, H., De Raedt, E., (2010). ‘The International Private Security Industry as Part of the European Union Security Framework: a Critical Assessment of the White Paper’, under peer review.
 11) Eppink, D.-J., (2009). De eurorealisten komen! Blauwdruk voor een werkend Europa, Uitgeverij Pelckmans, Kapellen.
 12) Attali, J., (2006). Une brève histoire de l’avenir, Fayard, Paris.
 13) Rees, M., (2003). Our final century. Will civilizations survive the twenty-first century?, Arrow Books, London.
 14) Swedish Government Offices, (2008). The EU work programme for justice and home affairs during the French, Czech and Swedish Presidencies, Stockholm.
 15) Vermeulen, G., (2009). ‘Stockholm richting toekomst, via Brussel. Politie, justitie en strafrecht in de Europese Unie, episode 2010-2014’, in Panopticon, 1 – 5.
 16) Future Group, (2008). Freedom, Security, Privacy – European Home Affairs in an open World. Report of the informal High Level Advisory Group on the Future of European Home Affairs Policy.
 17) Commission of the European Communities (2009). Communication from the Commission to the European Parliament and the Council. An area of freedom, security and justice serving the citizen, Brussels.
 18) Ottens, R., Olschok, H., Landrock, S., o.c., 26.

Private and public security
in the Nordic countries



The security guard's role in society

From a European perspective, the Nordic countries make up a single geographic and cultural entity. The languages are similar – except for Finland – and various forms of cooperation have deep historic roots. Which has led to e.g. the development of similar methods of legislation and administration.

This is also the case with legislation pertaining to security companies, at a more overall level. All the countries have basic legislation requiring security companies to be licensed and that security guards have some form of official vetting. There are rules covering equipment, training and inspections. However, a more detailed study of such legislation reveals that the Nordic countries also differ in important areas.

Finnish legislation dates from 1944, Sweden's from 1974, Denmark's from 1986 and Norway's from 2001. However, what is important from a current perspective is not so much when the legislation was introduced, but how it has been updated and adapted to new circumstances.

In January 1998 Jorma Hakala (Scarman Centre for the study of Public Order, University of Leicester) published: A comparison of statutory regulations and controls as they concern the private security industry for Nordic countries.

In his conclusion, he commented on the future for the security industry in the Nordic region.

Hakala stated that a number of government committees had studied and evaluated legislation in Finland, Norway and Sweden. In each case, the brief had been to put forward proposals for additions to the legislation or proposals for



Jorma Hakala

new legislation. The reports that were produced largely covered the same areas in each country and proposed changes were presented. However, this did not result in any substantial amendments to existing law.

Denmark followed a similar path. Amongst the findings of the Danish enquiry were that there had been a change in attitude among both the general public and politicians who now accepted that the security industry had become an indispensable part of security in society. The report recognised that the police and other authorities could no longer provide general security in all circumstances on their own and they would therefore need to develop partnerships with the private security industry. However, this did not lead to a regulatory framework detailing how such partnerships should be structured.

Hakala's report did, however, address which tasks security personnel could be permitted to perform and where the dividing line between the police and security guards should be drawn. In the three countries studied, the general trend was to permit a broadening of the tasks private security was permitted to perform and to allow them to take over tasks that had previously been carried out by the police and other authorities.

Hakala concluded that private security companies ought to be able to appear more in public places and to be given greater but limited policing powers. However these changes would necessitate improved training, relevant equipment and amendments to legislation. Hakala

went on to add, however, that such changes would be so extensive and controversial that they would take time. With regard to what has happened since, Hakala's predictions have proved accurate.

Finnish legislation

An amendment to Finnish legislation will come into force on 1 January 2010 whereby the Police will assume responsibility for licensing and overall inspections. In practice, vetting of personnel will be dealt with by local police authorities.

Even though enquiries in all four Nordic countries have indicated that private security services are growing and that there is a need for legislation to be adapted accordingly and shape such growth, little has happened. The Nordic countries have a long history of close consultation and this should help them develop common legislation. Current statutory law is not only closely related to each other in all the countries, it adheres to a common

tradition of developing well-functioning systems and regulatory frameworks in consultation between various parties on the employment market and the relevant politicians/authorities. A questionnaire survey presented in this report confirms Hakala's conclusions that change takes time.

As illustrated above, legislation in the Nordic countries, with the exception of Norway, came into force several decades ago. However, before reporting on how security industry representatives in the Nordic region view the statutory regulations and the current state of the industry, it is worth describing how legislation governing security companies is structured. For the sake of simplicity, we have used Sweden to illustrate this, but as previously mentioned, legislation is pretty similar in the other countries.



Swedish legislation

In 1974 mandatory licensing was introduced through legislation – the Security Companies Act. The background to this was that the government and parliament realised that there was a need for additional security services alongside the work done by the Police and other Emergency Services, that could not be provided by society. This primarily concerned businesses and valuables that were at risk of burglary and other night time intruders and which were therefore in need of more or less continuous surveillance and security.

At the time the Act came into being, there were a number of different security companies who provided professional services in the form of personnel and equipment that offered additional security. Such services primarily concerned the monitoring of properties, building sites, industrial plant, boats and the monitoring and surveillance of customers in department stores and shops.

Before the legislation came into force, security companies could apply for voluntary licens-

ing. One of several conditions for such licensing was that the company's personnel were vetted as law abiding and trustworthy citizens. At the time there were some 100 security companies, of which around half had more than 25 employees. The two largest companies had about 75 percent of the market.

In the preparatory work for the bill, the Minister of Justice wrote that there was a proven need for specific security in certain locations and in different contexts that could complement the general security afforded to society through the activities of the police and fire services. This primarily concerned a security need that stemmed from some special circumstances, such as the building itself or the nature and location of the site, the type and scale of business operating there or other similar factors, that meant there was a more prominent need for regular security checks and surveillance.

It was further noted that there were reasons to anticipate that the need for such specific security

could be expected to increase rather than decrease in the years to come. It was therefore of significant interest that companies marketing such services could be inspected and that such business was pursued under satisfactory forms. Anyone contracting a security company ought therefore have a certain guarantee that the company could perform its services in a professional way and that its personnel met certain requirements in terms of reliability, law abidance etc.

It was also considered of major importance that society had some form of inspecting and vetting security companies to prevent a possible future emergence of something that could be perceived as a kind of private police or security force.

The Minister of Justice stressed that there was a clear need for society to ensure better control over

security companies and their activities. The Minister further added that the deciding criterion for whether or not a licence should be required was whether what the company did entailed “security work”. Licensing should apply for all forms of security and surveillance that someone in a civil law capacity contracts to perform on behalf of another party in a commercial arrangement.

When the legislation came into force, some security companies were not licensed while others had voluntary licensing. The legislation aimed to regulate existing businesses defined as companies that performed certain security work on behalf of another party on a commercial basis. The concept ‘security work’ was not defined in more specific detail. It seems to be the kind of work security company personnel performed thirty-five years ago.



Comments

The Security Companies Act came into being because public services, such as the police and fire services, were no longer deemed able to perform all the duties arising in an industrialised and urbanised society. However, the main starting point for the legislation concerned work done inside the perimeter fencing or locked doors on industrial premises and office complexes. The rules concerned systems where security guards were rarely visible to the general public. More specifically, workplaces that were guarded at night.

In making this clear distinction between public sector and private sector services, there was also a perceived need for security companies to maintain a certain standard and that it was the role of the state to guarantee this standard.

The standard was to be assured via:

- Licensing
- Official vetting and approval of security guards
- Official inspection of businesses and their operations
- Directive rights for Swedish National Police Board concerning:
 - Training
 - Equipment
 - Uniforms

The same Act remains in force in 2009. Most security guards are also performing similar duties: making security rounds patrolling various premises at night is still a common task. But in line with the way society has changed, security personnel

now perform many other security services.

Security work in public areas has increased. This generally concerns service-oriented services in the nature of security related duties that clearly fall under the heading “security on behalf of another party” – it should be emphasised that these security guards do not have any policing duties or any policing powers. In Sweden, such powers are reserved for security personnel employed to provide entrance security and maintain public order etc at events and other venues.

There is a demand for certain assignments in public environments but greater clarification of the concept of “security” is required before these can be undertaken.

This in turn leads to the risk that security companies that accept such assignments could find themselves in a grey area where it is debatable whether they have the support of law for such business. An even more serious scenario would be if, for instance, sports clubs take on difficult and extremely demanding security work without any kind of support of law and without any training or being vetted and licensed to do so by some authority. As the central concept of security in the legislation does not cover maintaining order at large sports events or similar, anyone is entitled to undertake such services.

Although the regulations differ in the Nordic countries, there is a common problem scenario. Laws and regulations have not kept pace with security needs.

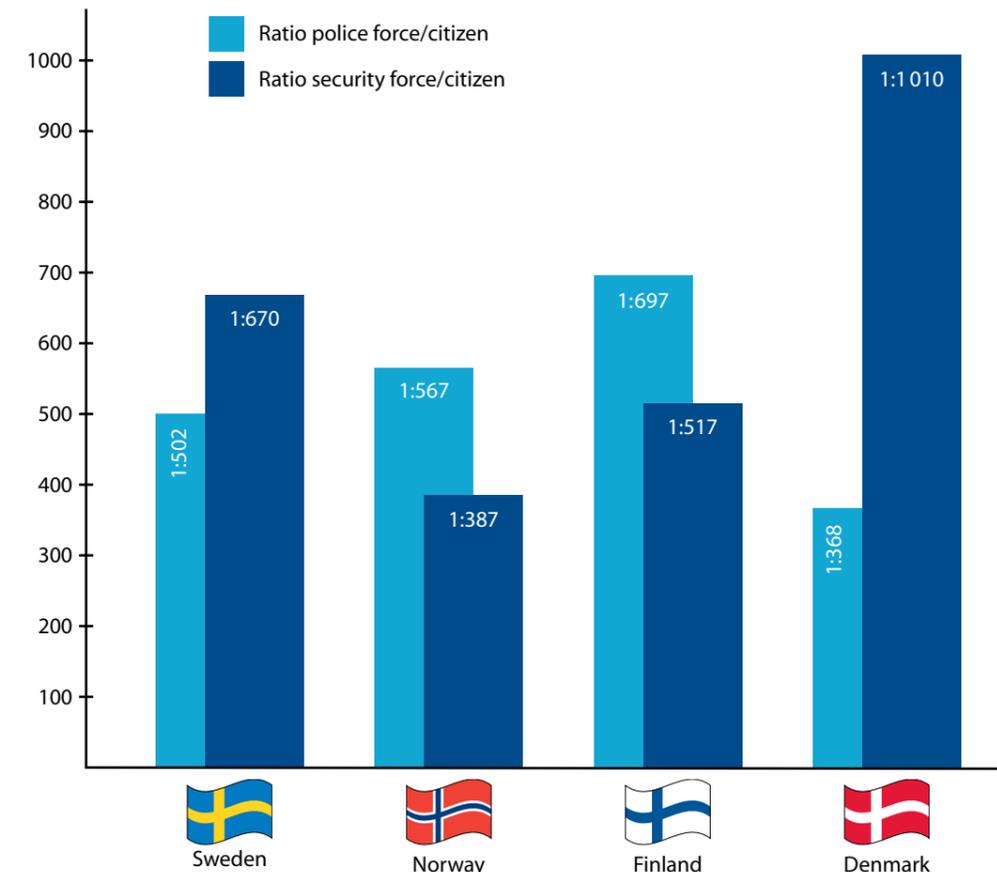


Entrance security and order control personnel are required to undertake specific training, have certain policing powers in public spaces and are vetted by a police authority.

The Nordic countries Comparisons in the Nordic area

During the spring and summer of 2009 police authorities, union organisations, security company executives and other relevant figures in the industry in Finland, Sweden, Denmark and Nor-

way were interviewed. While the survey results are not scientific they do provide a sufficiently clear picture on which to base certain conclusions and debate.



	Population	Police force / ratio	Security force / ratio	Security companies	Personnel private security	Personnel public security
Sweden	9 045 389	1:502	1:670	250	13 500	18 000
Norway	4 644 457	1:567	1:387	257	12 000	8 185
Finland	5 244 749	1:697	1:517	200	10 000	7 500
Denmark	5 400 000	1:368	1:1010	338	5 250	14 000

Legislation				
When did legislation come into force?	April 26th 1974	May 1st 2001	February 11th 1944 and March 4th 1983	December 23rd 1986
Security industry regulated by (acts, decrees, regulations etc)?	Law and Decree of April 26th 1974 on private security industry Law and Decree of 1980 (/578 and /579) maintaining order Law and Decree of 1990 (/217 and /1334) on the protection of institutions of national interest Law and Decree of 1983 (/1097 and /1099) on the installation of alarm systems	Act of 1 May 2001 relating to the security guard services in Norway	Private Security: guarding and security systems Public order/crowd control Security screening and checking at airports, court houses and seaports	Law of 16 March 1999 on security services Act no. 963 of 23 December 1986 (implementing law) modified by Act no. 611 of 22 June 2000 on the legal ground of private security
Regulating authority?	The National Police Board (Rikspolisstyrelsen)	Ministry of Justice	Ministry of the Interior*	Rigspolitiet, State national police force of Denmark
Inspecting authority?	County administrative board (Länsstyrelsen)	Police authority in area where guard has established headquarters of company	Ministry of the Interior – Security Sector Supervisory Unit	Local police authorities
Latest revision of law?	June 1st 2009	May 1st 2001	January 1st 2010	June 22nd, 2000
Training, equipment and powers				
Basic training for security guards – number of hours?	Mandatory training: 288 hrs	Basic operational: 95 hrs	Guard training 100 hrs	Basic training 111 hrs
How often must a security guard take some kind of refresher training?	In-service training: 30 hrs every 4 yrs			
Have security personnel greater powers than the general public?	Guards have no extra powers		Guards have extra powers for removal of unauthorised persons from guarded area and a right to security check apprehension situations	
Types of additional power?	Special type of guards – the “Ordningsvakt and Skyddsvakt” have limited police powers within specific geographic areas		Stewards and attendants have limited police powers according to special laws	
Baton, hours?	14 hrs		4+5 hrs of 45 min/hr**	
Hand restraints, hours?	4 hrs		4 hrs of 45 min/hr***	

*Changing on 1 Jan 2010 (currently the National Police Board) **4 hours in general on force + 5 hours baton ***Included in 4 hours force

Cooperation

Are there any forms of cooperation between security companies/security guards and the police/authorities in the following areas	YES	NO	SOME
Is there any form of cooperation between clients, security companies/security guards and the police?			
Do security companies/security guards/and the police perform anti-terrorist threat work?			
Are security companies linked to the police by fax, phone or similar?			
Have security companies/security guards and the police a common manual in any area?			
Do security companies/security guards exchange information in a regulated form with the police?			
Are security escorts of valuables performed?			
Are there any common alarm control centres?			
Do entrance security or personal protection guards ever take over work under police supervision?			
Have local police authorities delegated security related work to security companies/security guards such: – Alarm response – Transport of apprehended persons – Transport of prisoners			
Do security companies/security guards work closely with the police at galas, sports events, state visits?			
Do security companies/security guards work closely with the police via common vehicles, reporting crimes, crime intervention, common radio frequencies, common checkpoints, monitoring alarms, exposure to danger, information exchange, work side by side?			
Do security companies/security guards perform complementary duties at airports, ports?			
Do security companies/security guards compete with the police on – Disturbance call outs – Transport of apprehended persons – Alcohol testing			
Is there a grey area where the police do not perform certain tasks and security companies/security guards are not permitted to perform these?			
Is there a perception that security operations are too highly regulated?			
Do police authorities and security companies cooperate well together?			
Do legislation/regulations need reviewing in the near future?			
Do legislation/regulations meet the demands of society for security and protection?			
Do authorities contract services from security companies to manage some of the work that falls on the police or some other authority?			

Comments on Cooperation

Cooperation between private security companies and authorities is becoming increasingly important. However the responses show that many potential cooperation opportunities are not being taken. This picture is relatively unanimous across the Nordic region. However there seems to be some form of cooperation in nine of the twenty areas considered. Three of the countries said that there was general cooperation between security companies, clients and the police. Three countries also said that the security companies complement the police and authorities at airports and ports, and that authorities contract security companies to provide some of the services that fall on the police or other authority.

According to this survey, the most cooperation is found in Sweden.

The responses and oral comments also show something else. The interviewees found it difficult to express themselves clearly and seemed uncertain. This can be due to a feeling that the regulatory framework is not adequately aligned with client needs when it comes to services. The Nordic security industry representatives clearly stated that they wanted to abide closely by the rules but at the same time they also needed to deal with situations where the rules were unclear, which can lead to individual interpretations or more or less official support for an activity.

Unions

Do companies and unions work closely together on industry issues such as:	YES	NO	SOME
Training			
Health and safety			
Legislation			
Quality			
Information			
Are there: Collective agreements?			
Are there: Agreements on training?			
Are there: Agreements on health and safety?			

Comments on Unions

The Nordic countries differ from the rest of Europe in that they have powerful union organisations with a high level of syndication and a large number of members.

These union organisations play a prominent role in industry issues in the Nordic countries as significant parts of the industry are regulated via collective agreements. Union organisations are also very active and strong lobbyists when it comes to legislation and the regulatory framework. They actively engage in debates on society and are highly respected. Security personnel in Nordic countries are seen as both employees in companies and as members of a union, which creates a good foundation for joint initiatives between industry and union organisations, on certain industry related issues. A united front on legislation makes it easier to achieve demands for change.

The social partners in the Nordic countries would prefer to continue to regulate conditions on the employment market through collective agreements rather than through legislation and have a very longstanding tradition of using collective agreements as a regulatory instrument in areas that are regulated by law in other countries. A stance that is respected by the governments.

Sweden has come furthest in terms of signing agreements on common issues, such as training and health and safety. Regional health and safety officers support local health and safety work in Sweden. The common work done by the parties has also been expanded in Sweden to include cooperation on legislation, quality assurance, standardisation and industry information. Cooperation is more limited in the other Nordic countries.

Opinion questions

(1="do not agree at all" 6="totally agree")

	1	2	3	4	5	6
Can the general public see a clear and distinct dividing line between what is police work and what work security guards do in society?						
Do authorities contribute to distorted competition by e.g. poor purchasing procedures in relation to security companies?						
Should security companies be able to do more than they are permitted to do today?						
Do security guards need more powers in line with the direction in which society is moving?						
Could cooperation between the police and security companies at national level be improved?						
Could cooperation between the police and security companies at local level be improved?						
Is the level of legal security in association with actions taken by a security guard high?						
Are official checks on security companies strict and proper?						
Does your country have room for many more security companies?						
Do the police and other authorities have good all round knowledge about private security?						
Do security companies have good all round knowledge of the work done by the police and other authorities?						
Does the training security guards are currently given meet the demands placed on them today and in the future?						

Comments on the opinion questions

The responses show interesting differences that can partly be explained by the way the legislation is structured and how recent it is.

When it comes to dividing lines – the relationship between what security guards can do and what the police can do – this is clearest in Finland. Distorted competition is most seen as a problem in Sweden and Finland. A common and significant perception evidently seems to be that security companies – the security guards – could perform more tasks than they do today.

With regard to security guard powers, there is a clear cultural difference when you compare Finland and Sweden. It is also apparent that the im-

portant partnership between industry representatives and the police could be improved at both local and national level.

Legal security in association with security guard actions is considered to be of a high level. Official inspections on companies are felt to work best in Finland, but get low marks in the other countries.

It is common to see new companies appearing on the security market and also for companies to be taken over by other security companies. Broadly speaking, there has been an increase in the number of companies in the Nordic countries over the years, however, new rules in Sweden for instance, have meant that the number of licensed security

companies has gone down. In Finland, the perception is that there is room for more security companies.

In terms of how much the two sides know about each other, i.e. what the security industry knows about the police and vice versa, the responses show that security personnel and security companies must have a certain understanding of the police, its organisation and legislation in order to

do their job. However, corresponding demands are not regulated for people who deal with security issues at the police and other authorities.

The final question on training concerns public demands regarding what security personnel should be able to do. The perception is that their training is not fully in line with the needs and demands placed on security guards and this is primarily the case for security personnel who work in big cities.

Open questions

Is the concept “security” clearly defined? If not, what is lacking?

All the countries agree that the concept of security is not entirely clear. Which means that security can also be undertaken by companies that are not licensed security companies. Reception services are performed by non-licensed companies even though the work involved is similar to security. Contracts between companies and clients often simply state that the work concerns reception services.

Is the industry regulated and inspected by different authorities?

Different authorities regulate the security industry and make inspections. They do not always communicate clearly with each other, which can sometimes lead to a need to interpret various details. Failures to communicate can also be experienced within a particular authority. Having one single authority that regulates and checks companies is seen as desirable.

The combined picture painted by the responses is that the authorities that inspect security companies fall short when it comes to the scale and quality of such checks. Many security companies are not properly inspected and the quality of inspections varies markedly in each respective country.

One reason for this is that the authorities have too little detailed information on what they should check and how they should do this. Other reasons include undermanning at the authorities who also have large geographic areas to cover. It is also difficult for inspection authorities outside big city areas to develop and keep the right know how to perform inspections.

It is clear from the responses that the industry is able and willing to help these authorities by providing information that will help them improve their inspection procedures.

In what way do pay and working conditions affect the quality of security work?

The unanimous opinion is that the quality level is both high and good.

Salary levels and the cost of living are factors that differ both between the countries and also within each country, especially when comparing big cities and the rest of the country. The cost of living is high for a security guard who lives alone in Oslo and it is not uncommon that security personnel have to live outside the city and also to have a second job in a different sector.

Compared with other professions with corresponding educational requirements, security personnel remuneration, including unsocial hours payments, is relatively high. Even so, staff turnover is felt to be high, which means that maintaining quality is an ongoing task. From a European perspective personnel turnover in the Nordic countries is very low. In Sweden, companies are trying to reduce personnel turnover by investing in those employees who stay in the industry.

Respondents also stress that the role of the security guard in society must be made clearer to the general public. Security guards as a profession are criticised when there are reports in the press about “bouncers”. The mass media and the general public do not differentiate between security guards and “bouncers”.



Can you provide examples of areas where security guards could replace the police?

Many tasks that are of a routine nature could be offloaded from the police and free up police resources. Examples named, included directing traffic after an accident, speed cameras to control traffic, serving writs etc, passport administration and cordoning off the scene of a crime. There were plenty of other suggestions. At the same time, it was unanimously agreed that the police should retain its monopoly on the use of force.

One example described was that two police officers generally go to the scene of a road traffic accident where they take down details from the parties involved, document where the accident occurred whilst at the same time having to direct other traffic around the scene. The latter duty could very well be handled by private security personnel. Another example named was stop go duty at road works.

In principle, Norway does not use security guards at summit meetings and sports events. The armed forces were used at the Winter Olympics in Lillehammer in 1994.

In Denmark no security personnel are used in principle at reception areas to guard public buildings.

A general comment was that security personnel could do far more than what is covered by the traditional concept of security.

Are there areas today that the police should deal with rather than security guards? If so, which?

No one named any tasks done by security personnel that should be performed by the police. However, it was stressed that security personnel depend on being able to call on police officers for assistance when they need help quickly. This is especially problematic in sparsely populated areas. Security guards sometimes have to wait a very long time for police to arrive. This is also the case in big cities.

Are there any duties that are not currently regulated, which means they can be performed by unlicensed companies?

Outsourced receptionists are sometimes given security like tasks to do, even if such personnel are neither employed by a licensed security company, nor have the training or equipment to do such work.

Arena “security personnel” at events etc perform services that are considered to be security related.

In Norway, the feasibility of requiring all companies to provide the same training for their personnel irrespective of whether a company manages its own security or outsources this to a security company, is being looked into.

Internal investigations at companies are very widespread. There are even cases where the police have asked a company to contact a security company or detective agency as the police have not been able to resolve the case themselves.

In Sweden the regulations permit a security company to investigate whether a crime has been committed. But only that. This means that the case is then transferred to the police who often cannot proceed any further without further proof. The company then turns to a non-licensed company to unearth additional evidence. Hidden cameras and similar equipment are sometimes then used to obtain this. This is an area where many respondents argue should be more regulated by licensing companies that undertake such work and imposing penalty sanctions on companies that do so without a licence.

Are there any conflict areas between private and public sector security?

All the interviewees were extremely cautious and no one was prepared to point to any direct conflicts between private and public sector security.

Can you provide examples of clients occasionally asking security personnel to do more than they are empowered to do?

One specific answer provided was security guards working in shopping centres or stores, where the manager or employees sometimes ask a security guard to take action in situations where someone is causing trouble or similar.

In Finland store owners can ask security personnel for help in such situations.

In which areas could using security companies rather than the police be more efficient/cheaper?

Here the main response concerned tasks that quite clearly did not require police training to perform. There it would be cheaper.

Which areas should security companies absolutely not get involved in?

Security guards should not arrest offenders after an investigation.

What kind of social dialogue is there between the various parties?

The responses suggest that social dialogue is too little known as a concept. The interviewees found it difficult to answer the question.

Give examples of security work that was previously performed by the police and is now done by security guards.

Here, parking patrols, guarding public authorities, some personal protection duties and guarding people in custody were named.

Give examples of areas where security guards and police officers work side by side.

Here, interviewees named sports events where the police and security personnel work together a great deal. Other examples included security at airports and in some shopping centres.

Give examples where the security industry cooperates with the police.

At a local level there were plenty of individual examples of good cooperation. A common denominator here was that such cooperation had come about on the initiative of an individual police officer, security guard or other employee at the security company. Such cooperation is often preceded by some more serious problem that the two parties wished to resolve together.

Cooperation often suffers from a lack of funding. The private sector can sometimes offer funding for a specific cooperation project, but police authorities are not allowed to allocate money for a specific case.

What do needs for skills training look like at security companies?

According to the security companies, the most important thing is getting recruitment right, i.e. recruiting the right people. After this, it is important that such personnel are given training.

A general perception is that security guards receive pretty good training for the tasks they perform, but that such training needs to be constantly reviewed.

What new jobs can you envisage security companies doing in the future?

The responses reiterate that security personnel can do work that supports the police by relieving them of certain duties. One interviewee wanted to go a step further and felt that security guards can support and complement the police in the event of an extraordinary incident that demands a big workforce. For instance, security guards could partner single police officers so they can work.

Comments on the Open questions

Several of the responses are worth commenting on directly, while others will be addressed later in this paper.

Official inspections are the subject of criticism. Checks are not made as they should be, the people who do the inspections are not sufficiently knowledgeable and there are failings in the way different authorities cooperate with each other.

Pay and working conditions are very important for the quality of the services delivered by security companies, as they affect who wants to work as a security guard and for how long.

Security guard pay in the Nordic countries has come more into line with other groups in society over the years. In the short term this means that personnel turnover is falling. In the longer term it means that security personnel who stay in the pro-

fession become more knowledgeable, which helps enable them to do new and more advanced tasks.

Viewed from a European perspective, the Nordic region has come a long way when it comes to pay and general working conditions that give security guards status and a role in society.

Another important matter that is raised in the responses is that security guards are dependent on the police to help them and to be available in various situations. On a practical everyday level, security guards and police officers complement and are dependent on each other.

Training was also commented upon in the open questions. This is a matter of ensuring that training always keeps pace with the changing reality in which security guards operate.

Social dialogue Security guards

Social dialogue and standardisation

Social dialogue is a well-established method of creating the right conditions for a common market within the European Union. Dialogue may not have any direct decision-making function, but the fact that social partners discuss their respective sector problems with each other with the support of the European Commission helps efforts to live up to the core aim of the EU: to remove barriers to trade and develop common markets between the Member States. Social dialogue therefore aims to develop principles for how production should proceed and with more general social rules and proposals that the Commission can then use when structuring more specific directives.

Dialogue often takes place in parallel whereby employment market representatives and industry organisations work together with standardisation bodies who in their turn develop standards, common quality norms and accurately define core concepts to ensure they are accorded the same significance in the member countries.

Dialogue also seeks to ensure that the production of goods and services is done under acceptable forms and that such goods and services can move freely within the EU.

When it comes to the production of goods, the details are generally relatively uncomplicated, or at least specific. Here it is a matter of creating standards for production processes for goods

that can be measured, weighed and described in detail.

In the case of services, such information is often more complicated. Naturally, you can standardise and quality assure different kinds of training so e.g. an engineer or a doctor trained in one EU country can work in another EU country. You can also include requirements specifications in invitation to tender processes, to e.g. guarantee that a building contractor is of a certain quality.

Provided the EU guarantees that the development of services markets is based on the principles set out in the Posting of workers Directive with the so-called country of employment principle, it should also be possible to develop harmonious conditions on a large number of open services markets within the parameters of the principle of freedom of movement.

However, it is significantly more complicated to open up a common market for industries with regulated professions that are characterised by government licensing, individual vetting and national legislation.

The market for private security services is about these kinds of regulated professions. European security companies in general and Nordic security companies in particular are considered to have a specific responsibility to society for which national

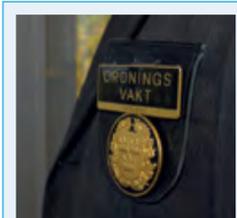
licensing is therefore required.



The professional qualifications directive for regulated professions sets the boundaries for how labour can be employed in other EU countries. The directive may well be interpreted slightly differently in the different EU Member States, but the language requirement and validation of the posted employee in the country of employment provide a guarantee that the worker will always be able to perform satisfactorily and understand the rules that apply in the country of employment.



Finland. Entrance security and order control personnel are required to undertake specific training, have certain policing powers in public spaces and are vetted by a police authority.



Sweden. Entrance security and order control personnel are required to undertake specific training, have certain policing powers in public spaces and are vetted by a police authority.

As the report has already concluded above, rules and regulations in the Nordic countries also differ. For example, the concept of entrance security and order control personnel only exists in Sweden and Finland. In Denmark and Norway, security guards are simply not employed to maintain order at sports events or other public gatherings.

As national rules related to powers are so central to the various EU regulatory frameworks and so critical for the ability of individual security companies to do business, it seems natural that the EU Commission has exempted the security industry

from the mandatory rules in the services directive in the four years that the directive has been in force.

This exemption from the services directive regulations however only applies until 2012. By then the ongoing standardisation process and the social dialogue ought to have advanced far enough to be able to present proposals that are both sustainable in the long term, democratically acceptable from a national perspective and in accordance with the overall EU aim of establishing common markets.

If this is to be realised, national social dialogues must be entered into, in which security representatives, union organisations, political decision-makers and representatives of authorities jointly reach agreement through dialogue on rules and regulations that clarify how private security services are to be structured. They must be of sufficient quality to form the starting point for qualitative EU rules.

The natural next step would then be to create rules adapted to the requirements specified for both security companies and security guards in societies where not all security problems can be dealt with by the police or other authorities. And that they are structured such that they dictate how security assignments are to be performed by companies that are licensed by authorities and that have personnel trained for such work.

The stakeholders in the Swedish security industry also acted in this spirit when they first developed a standard via a so-called Workshop Agreement, followed by a regular Swedish Standard via the Swedish Standards Institute SIS. This could then be used in European standardisation work to develop an EU standard.



Photo: Eddie Gannlund

Private and public security partnership

Sports events, galas and summits

Individuals wearing jackets or tops with the words “SECURITY”, “SAFETY CREW” or similar, are a common sight at events such as sports competitions, rock concerts and summits. They work with security, provide safety assessments and often find themselves in conflict laden situations even though they are neither trained nor licensed for such work by any public authority. It is in the interest of society and the general public to know who is allowed to use force and how security is organised. Anyone who is going to work with people in situations that can lead to conflict and violence in any shape or form must have the right training, be recruited in the right way and be vetted and licensed by authorities.

In Sweden neither the police nor security guards

can search spectators at sports events. Even though some people may be carrying dangerous objects such as flares, explosives, knives and other weapons. Searches are performed by sports club personnel who have been given training in this by the club.

In Denmark there is no cooperation between security companies and the police in association with e.g. summit meetings.

In Norway, sports clubs can pay the police to handle security. This is in competition with security companies as it is more advantageous for an individual police officer to accept such work as overtime. During the Christmas period, it is not uncommon for shopping centres to contract the police for crowd control.

Knowledge of the security industry

Generally speaking, the authorities that are charged with regulating and controlling the security industry are felt to have a poor understanding of the industry. They lack an understanding of what security personnel actually do and why clients contract security guards from licensed companies. There is also a lack of knowledge of what should be inspected at security companies and how such inspections should be carried out. Uncertainty about what questions to ask means the answers given may not reveal faults and failings, what follow-on questions should be asked and what systems should be inspected at companies.

The majority of security companies feel that indi-

vidual employees at licensing authorities in general would like to do their job better. Here, industry organisations could step in and provide information on how and in which way companies ought to be inspected and what the ideal inspection would look like. It was also stressed that the authorities should work closely with union organisations that have a great deal of knowledge about companies and conditions in the industry.

Finally it was also maintained that it is important to provide authorities with the necessary resources to enable them to perform effective and quality enhancing inspections.

Cooperation between the police and security companies

Security guards and police officers usually work together in harmony, even though examples were provided of how they can occasionally find themselves in opposing camps. 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 there being 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 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 eject anyone causing a 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 is police work and what is security work. 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.



Terrorism, natural disasters, war or other serious incidents

None of the Nordic countries has 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 crucial areas of society and everything 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 person-

nel. However, many things can go wrong if they are not coordinated at national level and sometimes even at international level. The skills security guards possess must be utilised in the event of a crisis and efforts made to ensure that security guards genuinely can 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 first on the scene when a serious incident occurs. Cooperation, planning, training and exercises involving security, police and authority personnel can limit the effects that otherwise could be a catastrophe for society.



Possible new work-related duties for security guards

As previously explained, rules and regulations for security companies in the Nordic countries are based on legislation that has not been fully updated in line with how society has changed. Modern society places slightly different demands on security solutions than in the past.

When making changes it is important to retain the principles on which the current legislation is based. Principles that govern what security companies can and cannot do. One such fundamental principle is that in the first instance, the police shall have the sole right to exercise force or coercion.

All debates related to what security companies can do and what powers security guards may have, will result in deadlock if this fundamental principle is not respected. It is therefore important that duties and powers are set out such that there is a clear dividing line between law enforcing police officers and private surveillance and security companies.

This principle should be viewed against a background of the need for society to increase security in a number of areas while at the same time increasing efficiency through the use of security and surveillance. Provided security companies are subject to specific social vetting and can also increase their skills and expertise, it would be reasonable to amend the rules and regulations to enable security companies to undertake other kinds of work.

Such additional work could, for example, include:

Security guards in the Nordic countries already provide security at public buildings and sites critical for society, such as nuclear power stations, parliament buildings, railway stations and airports. This work can be expanded and broadened.

People causing a disturbance or being drunk and disorderly in public environments need to be



Photo: Per Erik Adamiason - Stockholm Hamnar

taken into custody. Why not let security personnel transport such individuals to a police station rather than simply holding them under supervision for an extended period until police officers arrive on the scene?

Far too many people who drive off ferries in Nordic ports have proved to be over the alcohol limit. The police do not have the time or resources to properly target the obvious risk of drunk driving offenders in connection with ferry crossings. Bearing in mind the everyday workload of police officers, why not allow security personnel to request drivers to take a breath test and then contact the police in the event of a positive reading?

Hunting and fishing are areas where inspections and other checks are inadequate. These are tasks that could be done by specially trained security personnel.

Customs does not have the resources to man the major Nordic ferry berths at all ports of entry. Here many more service-oriented tasks could be performed by security personnel.

There are often too few police officers at accident scenes during the critical first few minutes. Police officers arriving on the scene need to cordon off the area, keep the public away and direct traffic. Why not let security guards do this kind of work which would free up resources to enable the police to concentrate on securing the accident site ahead of a possible crime investigation and to interview witnesses?

Nowadays security personnel take various training courses for dealing with fires and to identify fire risks. In the event of a fire, the first few minutes determine how the fire will develop. Various

measures to prevent, contain and stop fire spreading, could be outsourced to private security personnel.

The next steps

From behind the perimeter fence to out amongst people

In order to understand the current situation for the security industries in the Nordic countries in 2009 and to be better able to interpret the survey responses, it is important to understand how the industries have developed in the Nordic countries, namely largely along similar lines.

Security is based on there being businesses that need additional security. When security companies started growing and employing more security guards 60 years ago, security guards patrolled smaller workshops, stores, warehouses and larger industrial premises. These security guards worked in client buildings and on their premises, mostly at night. They did not meet the general public while they were working, only when they moved from one site to another. Security guards were night watchmen.

Legislation gradually developed in the Nordic countries. Much of it at the behest of the security industries, that wanted things to be in order. Then as now, confidence in security companies and security guards was a key requirement. Security companies cannot operate without the confidence of their clients, authorities and the general public. One factor that propelled legislation was that government offices and public authorities started contracting security companies, and that there was a growing number of security companies and security personnel. Politicians realised that society could not be protected by the police alone and needed some form of complementary protection - security companies.

At the same time, politicians also appreciated that society was responsible for ensuring such security work was performed to a certain standard. The outcome in Sweden was the Swedish Security Companies Act,

that contained rules on licensing, police vetting of security personnel, inspection and the right of the Swedish National Police Board to regulate equipment, uniforms and training.

The starting point for the legislation were the circumstances that prevailed before the Act came into force, namely that security guards mainly worked within the perimeter fences of client premises, apart from the general public. When security guards worked like that the legislation was fine. It provided support for the industry. As such, for many years there were no major reasons to demand changes. But society started to change.

There were several changes that occurred simultaneously and which gradually led to the industry wanting legislation to be revised.

One particularly tangible change was the emergence of numerous new places where people gathered and came into conflict with each other, such as shopping centres, pedestrianised areas and sports stadiums.

More and more people also meet at airports, in railway stations and at ferry terminals. Accident and Emergency units and other hospital areas, social security offices, parliament and town halls have also become kinds of meeting places. All these locations create risks of violence, damage, shoplifting and thefts. Risks that the people who manage such meeting places want to protect themselves and visitors from. Over the past twenty years, security companies have therefore developed services designed to make all these places safer environments. Services that are a combination of standard security

patrolling and maintaining order along with technology such



Photo: Eddie Gennard

as CCTV cameras. In practice, security personnel that work in such environments have broadened the work they do to be able to make these public spaces more secure. This change is putting pressure on legislators to amend rules, to make this work easier.

Rising trade has led to an increased need to manage and protect cash. Cash management has become increasingly important for retailers, banks, the general public and the security industry. Specialised security companies that only work with this business have appeared. Cash management has become an important function in society. A disruption results in a shortage of cash which directly affects the retail sector and the ability of people to pay for goods and services.

Another change that has affected the industry is urban migration and the growth of new residential areas. The security industry has developed new forms of monitoring housing and residential areas to make these environments safer.

Another general change is that demands on the police have also increased year by year. People want the police to be visible, close by and able to quickly intervene. Our increased welfare and greater awareness of our rights lie behind this development. As people become more affluent they also acquire more valuables to protect.

Technology has helped make a lot of security work more efficient over the past few decades. Technology has replaced simple security duties. CCTV cameras, entrance and exit security systems, intruder alarms and fire alarms can do the job simpler, cheaper and more securely. Many of the things now handled by technology used to be done by night security guards. However security guards have new tasks to perform, primarily in the daytime. Security guards suddenly became visible. They have not increased in number by very much, more that they have started to work daytime hours and given tasks in the new meeting places this side of



client perimeter fences. The general public therefore encounters more security guards than they used to, but they want to see more police officers. This has created a debate on who should do what, police officer or security guard.

The mass media have become increasingly important in society. The media set the general agenda and dramatise everyday incidents. Messages are spread quickly and effectively. It is difficult for politicians and public authorities to resist demands that can quickly blow up based on the way the mass media describe and spin factual matters. In the case of the security industry, certain things are dramatised by the media at regular intervals which in a way presents an inaccurate overall picture of the industry. Such as the actions of individual security guards and CIT-attacks. Individual incidents can affect the rules for the entire sector. Knowledge of the industry is therefore more important than ever before. Dialogue between the industry, authorities and politicians must be an ongoing process. Otherwise the risk is that decisions are taken in the face of fierce media pressure and are the wrong decisions.

Over the past few years, security work at airports and ports has been affected by the hunt for international terrorists and the risk of terrorism. This simply shows that changes in the future will happen faster than before.

The conclusion is that society looks very different in 2009 compared to how it looked some thirty years ago and changes are happening faster and faster. Security personnel have become more visible, they work more in daylight hours, at new meeting places, are given other new tasks and are attracting more media attention. At a time when pressure for a police presence continues to grow. These developments mean the security industry needs legislation that covers all these changes. It must regulate

both traditional security work and these new tasks.

European legislation

Legislation is being debated throughout Europe. It is a key issue both for countries that have not developed legislation regulating the security industry and even for countries that do have legislation. In the case of the former, the debate concerns how one should create order and structure in an industry and on a market. For the latter, the debate is more about improving the quality of legislation and adapting it to new realities.

The experience of the Nordic countries is that regulation of licensing, police vetting and approval of security guards, inspections and rules for training, uniforms and equipment are important instruments in seeking to develop an industry that can shoulder advanced responsibilities. This is essential in creating a professional industry that has the trust and confidence of its clients and the general public. Nordic legislation can be a good place to start for countries that have not yet established their own legislation.

The harmonisation process is also moving forward within the EU. Please see earlier for what is being done in the field of social dialogue and ongoing standardisation work. It is in the vital interest of the security industries in the Nordic countries that ongoing work in the EU supports the development of more high-quality and responsible security services. This means, for instance, that harmonisation must not force countries with high demands to accept lower quality and security requirements.

The present rules with the professional qualifications directive, the posting of workers directive and regulated professions provide a good foundation for harmonisation work.

Structuring future national legislation ought to be done from a European perspective to e.g. facilitate the free movement of services. Already today, security company contracts for the likes of cash handling services, can extend beyond national borders. The rules on airport checks are very largely internationalised nowadays. A great many indicators suggest that tomorrow's EU will demand a far more unified vision when it comes to legislation related to other types of security services. We may move in the direction of national framework legislation based on a unified European vision which is then complemented by national rules for inspection and regulations. Framework legislation can help make it easier to determine whether or not specific work should be covered by a particular act. National legislation should also be based on each country having one authority that deals with all industry issues such as inspection, vetting and regulations. A single authority that establishes a structure for how society should address industry issues and adapt the regulatory framework through regulations as and when required.

Future legislation must also take into account that the private security industry is an enterprise that requires clear rules and regulations with clear dividing lines between what is public sector and police business and what the commercial market should offer.

Achieving the above should enable the establishment of European security and security-related companies that are of benefit to the whole of society and the whole of Europe.



One authority

The survey reveals many shortcomings that could be rectified if there were one single authority in each country that deals with all industry-related issues. This would put the authority in a better position to recruit personnel who wish to work with industry issues and assure and maintain skills and know-how through training. A single authority would also eliminate problems that can arise when different authorities need to work together.

Inadequate controls and inspections are raised in the survey. When the rules and regulations say one thing and reality says another, this makes for a serious situation. A single authority with dedicated personnel that focus solely on security can develop plans for inspections and associated procedures. When everyone who performs inspections has similar knowledge and follows the same procedures the quality will be far superior. One authority would also make it easier to produce statistics that accurately reflect reality.

A single authority can encourage cooperation by, for instance, introducing an advisory security council, that gathers information on an ongoing

basis, produces proposals on possible changes and information on the security industry. Such a security council could also produce proposals for regulations. This would ensure that regulations that are laid down would be grounded in reality and adapted to current conditions. This can only benefit law and order. The council should include representatives from authorities, departments, companies, union organisations, industry representatives and users of security services.

If such an authority were also independent of the police, this would better enable the establishment of a clear dividing line between the police and security work.

One single authority would make it possible to regulate the industry with framework legislation that factors in both EU demands for borderless trade and national demands. Having one authority in each country would enable the creation of a structure that in the long term would make constructive cooperation on industry-related issues within the EU that much easier.



Photo: Lucky Look/Alamy

Training

There are two elements to security guard training. Firstly, the training specified by public authorities, that is to say, training that is legally required and part of the regulatory framework. This aims to ensure security guards know what they need to know in order to perform their work to a certain quality standard. The second element is all other training provided by the security companies to enable their security guards to do a good job. At European level, it is mainly the first type of training that is the subject of discussion.

The basic work duties of a security guard do not differ very much from country to country. Even so, the security industry in Europe has only developed a handful of common training programmes. In the Nordic countries, the national institute for security personnel training in Sweden works closely with its corresponding equivalent in Norway on a modest but regular scale. Between them, they have developed several common training packages. A broader cooperation in the Nordic countries has been the subject of discussions in 2009 chaired by Finnish interests.

Language can be a barrier to common training programmes. As can public authority requirements in subjects such as security guard law. This differs from country to country as it is based on legislation in each respective country.

Another obstacle can be that legally required training is regulated in detail including the number

of hours each subject should be taught and that such training must be given by a teacher in a classroom-like setting. Which means that security guard training at a European level will largely concern how many hours are required for each subject in different countries. This detailed regulation of hours means that such training is poor from a student perspective. Students that need more training do not get it, while students that are quick learners will not be stimulated enough. The reason given for regulating the number of hours is to simplify checks by inspection authorities. As a result training becomes more about structure than learning.

Making training more target-driven would enable modern teaching methods to be developed. Certain course elements could be done as distance learning that security guards can do at times that suit them without having to go to a training centre. E-learning would be simpler to replicate in other countries.

If one single authority in each country had responsibility for security, this would make it far easier to inspect target-driven training. From a European perspective, target-driven security guard training would pave the way for common e-learning modules that could be used in all countries. An initial step ought to be to agree on a common training platform, a basic minimum level. This would be an important step in the harmonisation of security in the EU.



Photo: Elden Gennaro

Regulation via collective agreements

More issues are regulated by collective agreements in the Nordic countries than in the rest of the EU. Nordic collective agreements also include, wholly or in part, agreements on training and work environments. It is important that work to harmonise the regulatory framework is done from a bottom up perspective. Quality levels within the EU should be able to be achieved by harmonising rules that have been developed in each country. These can then be

established through the agreement of the parties on the employment market, stipulation of industry standards or legislation. The common denominator would be the sum of what is done in each country.

The advantage of collective agreement solutions is that the parties are in control of them. Amending laws takes a long time. In contrast collective agreements merely require two strong, responsible and equal partners.

The security industry

The survey reveals that the security industry needs to do its homework. Even though the industry is reasonably mature in the Nordic countries, it lacks proper structures for how information and cooperation between different parties should proceed. Some survey responses claimed that groups had been appointed to work on different industry issues, but that there was a lack of clear goals, feedback and information on what was being done. The survey also indicated a lack of basic statistics, such as how many security guards there actually are. You get a different answer depending on how you ask the question and who is answering. If the industry is to have a better understanding of itself more facts are required. Having said that, we have a pretty good picture of the industry in the Nordic countries. However European work that embraces all the countries, will need more facts. Common requirements and considerations within the EU call for a clear picture of the situation today.

Security companies must take responsibility themselves for building up the industry in each country. Only when this is being done will the se-

curity industry be clear, distinct and strong at European level. The security industry must be able to manage the free movement of services and demands for European harmonisation without adversely affecting security in any country or that results in adverse changes to rules and regulations in the individual countries.

This will require a great deal of work at national level, with legislation, training and standards along with cooperation at a common European level with regard to minimum levels for quality standards.

The security industry plays a part in the protection of people, property and enterprise in every country. This paper, along with its predecessor - Private security and its role in European security - shows the increasing awareness amongst politicians and the general public of the need for services that complement those funded by the public purse. For the security industry, this means that confidence must be maintained and that services it provides not only meet the needs of private clients, they also increasingly meet national needs for security.



Photo: Eddie Gannlund

Model for private and public security

The survey points to a number of conditions that need to be established in order to bring about constructive cooperation between the private and public security sectors. The security industries in the Nordic countries have largely developed along similar lines and are a good illustration of what is required to achieve good cooperation. Even so, the Nordic countries have plenty still to do to improve cooperation even further. The experiences from the Nordic countries can be summarised in a model.

Step one – Industry body

A fundamental requirement for ever-deepening cooperation is that security companies in each country establish a common industry body and that the goal of doing so is clear. It should be absolutely clear which issues the industry should work together on and which issues should not be the subject of cooperation. Working on industry issues is time consuming and requires endurance. It is important to create a good atmosphere amongst the representatives from the various companies in order to be able to discuss common issues. National industry work also requires each country to have a presence at European level. Many national issues are addressed within the EU or will be in time. The importance of CoESS (Confederation of European Security Services) for each country will therefore continue to rise.

Industry issues to work together on:

- Laws and regulatory frameworks that govern the industry
- Pay negotiations and collective agreements
- Joint action when commenting on proposals circulated for consideration
- Contact with authorities and departments
- Training and equipment issues
- Quality issues related to standards
- Mass media issues
- Information on the industry

Step two – Dialogue

The industry body needs to establish contact and liaise closely with union organisations, authorities and departments. These contacts must be of a long

term nature in order to build confidence and in turn create the right conditions for dialogue on all types of issues. The industry needs to determine a proper structure for this work.

Step three – Business plan and goals

The industry should develop a plan for those issues that are considered to be the most important to pursue. Produce facts and figures to support the industry's case. Establish goals, decide who should do what and how much everything should cost. The industry body must take the initiative on issues such as legislation, standards and drive these issues. Without doing these things, it is easy to fall into the situation where the industry body simply reacts to what other parties do and this can lead to acting negatively rather than proactively leading developments.

Industry goals for cooperation:

- Current legislation
 - Licensing of companies
 - Official vetting and approval of security guards and personnel
 - Equipment and uniforms
 - Training
 - Inspections
- Collective agreements
 - Pay
 - Employment terms and conditions
 - Work environment
- Standards
 - CEN standard
- Information/mass media
 - Communication officers

Step four – Taking the initiative and acting

Once the first three steps are up and running, the industry will be in a position, in partnership with union organisations, to drive forward dialogue with departments and authorities and deal with the mass media successfully. However no industry can simply wait on these three steps. Work to build them must be done in parallel with work designed to promote industry issues.



www.coess.eu



www.almega.se