

Explosive Detection Dogs in the Private Security Sector and Cooperation with the Police of Finland

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Abstract

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Objective for this developmental research work is to define the possibilities for explosive detection dogs to work in the private security sector. The client of the thesis, Police Dog Training Centre, aims to have justified conclusions from the limitations and legislation involved in explosive detection dogs at private security sector. With the analysis of the Private Security Services Act (Finland 2015), The Act on the Safety of the Handling of Dangerous Chemicals and Explosives (Finland 2005) and the Commission Implementing Regulation on aviation security (European Union 2015) this development work will evaluate the limitations mandated by law. By using focus group interview and semi-structured interview as a qualitative research method the thesis will assess the demand and possibilities to start the cooperation between the Police of Finland and the private security sector regarding explosive detection dogs.

Explosive detection dogs are regulated in detail in European Union regulations, but national legislation does not recognize any special searching dogs. The results of this developmental research work present three possible courses of action for the explosive detection dogs to start working in the private security sector: A change in the Acts or decrees, certification test to private individuals outside the security sector by the Police Dog Training Centre, or the update of the current obedience test for guard and steward dogs.

With a close cooperation with the National Police Board, Traficom and the Police Dog Training Centre the current obedience test for guard and steward dogs could be updated to meet the standards for the European Union regarding explosive detection dogs, enabling the work for explosive detection dogs in the private security sector in Finland.

Keywords: Explosive Detection Dog, Police Dog Training Centre, Private Security Sector

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Räjähdekoirat yksityisellä turvallisuussektorilla ja yhteistyö Suomen poliisin kanssa

Vuosi 2020 Sivumäärä 34

Tämän tutkimuksellisen kehitystyön tarkoitus on määritellä räjähdekoirien mahdollisuudet työskentelyyn yksityisellä turvallisuussektorilla. Kehitystyön toimeksiantajan, Poliisikoiralaitoksen tavoitteena on saada perusteltuja johtopäätöksiä rajoituksista ja lainsäädännöstä, joita räjähdekoiriin liittyy. Tämä työ analysoi tärkeimmät kansalliset ja Suomea koskevat kansainväliset lainkohdat ja määrittää rajoitukset niiden perusteella. Tässä kvalitatiivisessa kehittämisyössä käytetään fokusryhmähaastattelua ja puolistrukturoituja haastatteluita kysynnän määrittämiseksi ja yhteistyön kehittämiseksi yksityisen turvallisuussektorin ja poliisin välillä.

Euroopan unioni määrittelee räjähdekoirat ja niiden käytön tarkasti, mutta kansallinen laki ei tunnista räjähdekoiraa käsitteenä. Tämän kehittämistyön tuloksissa esitellään kolme mahdollista toimenpidettä, joka mahdollistaa räjähdekoirien käytön yksityisellä turvallisuussektorilla: Laki- tai säädösmuutos, tasotarkastus yksityisille koiranohjaajille tai nykyisen vartija- ja järjestyksenvalvojakoiran tottelevaisuustarkastuksen päivittäminen Poliisikoiralaitoksella.

Poliisihallituksen, Traficomin ja Poliisikoiralaitoksen tiiviillä yhteistyöllä nykyinen vartija- ja järjestyksenvalvojakoirien tottelevaisuustarkastus voidaan päivittää Euroopan Unionin vaatimalle tasolle, jolloin räjähdekoirien toiminta mahdollistettaisiin Suomessa.

Avainsanat: Räjähdekoira, Poliisikoiralaitos, yksityinen turvallisuussektori

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1 Introduction

This developmental research studies the possibilities for the private security sector to use explosive detection dogs in Finland through legislation, interviews from the stakeholders and analysis of the results. An agreement of the topic has been made with the Police Dog Training Centre. With the help of this thesis, Police Dog Training Centre hopes to determine if explosive detection dogs are possible to use and train in the private sector. This development work will present the existing opportunities to both, the public sector and the private security sector to start training explosive detection dogs.

Between 2009-2018, no other authorities or the private sector have had explosive dogs in their use other than the police (Tikkanen 2020). Private security sector has evolved, and the sector is now acknowledged as a necessity by the public sector (Santonen & Paasonen 2015, 2). Especially in Europe the private security sector has taken responsibilities from the police after the Paris and Brussels terrorist attacks (Marketplace 2016). Police has a very limited number of explosive dogs and they are not able to response to all requests for security checks from the private sector to do preventive work (Ministry of the Interior 2020 and Hietala 2020). One of the key questions to be answered in the thesis, is what are the possibilities for private security sector to use explosive detection dogs in cooperation with the Police of Finland?

Private security services have been a growing business all over the world for decades and explosive dogs have been a part of it from the beginning (Garmany & Galdeano, 2017). However, in Finland the legislation concerning any security dogs working for the private sector has been very strict. According to Ketonen (2019), private security companies and event organizers are having difficulties to meet the demands from the police and even the performing artists, as how they organize their security actions in an event. Police requires a safety plan from the organizers, which includes a minimum number of security personnel and security checks for example, but at the same time the private sector struggles to execute adequate security checks without the help from explosive detection dogs (Poliisi 2020, Ketonen 2019). If the police do not have the resources to help with the checks by providing explosive detection dogs, the private sector needs to train their own explosive dogs.

National legislation concerning explosive detection dogs is limited to the ones the public sector uses and trains. When the legislation was set, the security situation did not insist on having explosive dogs for the private sector. At the moment, it is not illegal or legal to use explosive dogs outside the public sector. However, the Private Security Services Act Section 2:21 and Section 3:51 (2015) defines the use of dogs in the private sector in general without mentioning explosive dogs specifically.

Purpose of this developmental research work is to find common ground for the private and the public sector. There are EU directives, like Commission Implementing Regulation (2015) laying down detailed measures for the implementation of the common basic standards on aviation security and national legislation concerning explosives dogs where the interpretations conflict with European Union regulations. The client for the thesis, Police Dog Training Centre, is hoping to get a national guideline for the private security sector explosive detection dogs and clarity among the operators. The police, as well as the private security sector are both trying to ensure the safety of events but struggle to determine the certification process for the dog handlers and the dogs in the private sector (Tikkanen 2020).

2 Key stakeholders and legislation

The form of the thesis is developmental research. In order to be able to accomplish a development work, literature sources must be studied and researched. Result of the thesis is to be used in the internal training and guidelines within the police and to start the cooperation with the private sector or a plan for its implementation. Literature on the matter is limited to legislation, but there are common practices and guidelines available to study.

To answer the key question and establish an understanding of the legal framework between the main stakeholders concerning explosive detection dogs, the Private Security Services Act (Finland 2015), Assembly Act (Finland 1999), Criminal Code Of Finland (1889) and Act on Handling Safety Concerning Dangerous Chemicals and Explosives (Finland 2005), and European Commission Implementing Regulation (EU 2015) have to be analyzed. National legislation defines the meaning and usage of guard dogs and steward dogs in the private security sector in general, but also the requirements for civilians to handle and store explosives, that limits the training of explosive detection dogs. Earlier research on the topic has not been done in Finland. Foreign legislation outside European Union regulations and practices was excluded from the thesis and the focus was in national legislation and standards. Foreign practices from countries that already have cooperation between the Police and the private security sector should be analyzed before the start of the cooperation in Finland. In this chapter the relevant legislation is interpreted and key stakeholders are presented.

2.1 Explosive detection dog

Police of Finland (2020) defines explosive detection dogs as police dogs that search for civilian and military explosives, fire arms and parts of fire arms. Explosive detection dogs are used for different security searches and police tactics, especially during high risk events, such as Governmental visits. Outside of Finland, explosive detection dogs, or EDD's, are being used in the private sector as well. The definition is still very similar. Inside the European Union EU

regulations define explosives dogs specifically and the dogs are in most cases equated to explosive trace detection equipment. According to the Commission Implementing Regulation 2015/1998 of 5 November 2015, explosive detection dogs must be able to search, locate and indicate passively different quantities of explosive material regardless of the shape, location or orientation of the explosive. In addition, national legislation and EU regulation have standards and requirements for the handler and the team working with the handler and the dog. In this development work, when referenced, explosive detection dog does not have to be certified. All dogs that different focus group operator's intent to train for explosive materials are referred as explosive detection dogs.

2.2 Police Dog Training Centre

The first police dog started to work in Finland in 1906. At that time there was no center for police dogs so Helsinki Police Department started their own program for police dogs. During the next 20 years police dogs became more useful and the Government founded the Police Dog Training Centre in 1927 in Hämeenlinna, where it is located still today (Tervamäki 2002). Main functions of the Police Dog Training Centre are the acquisition of police dogs and education for the dog handlers. The Centre is also responsible for developing police dog activities and to monitor the level of education, maintain the level of expertise of the dog handlers and conduct the obedience and behavior tests for the dogs used in the private sector. Police dogs and their handlers are trained at Police Dog Training Centre for use of force, explosives, narcotics, money, flammable fluids, fire arms and cadavers (Poliisi 2020). The Police Dog Training Centre is part of the Police University College and it has 11 employees of which seven are instructors. All instructors have a background in the police and have a degree in pedagogy (Jalander 2014).

Private Security Services Act Section 111 (Finland 2002) states, that the Police Dog Training Centre working under the Police University College is responsible for the certification tests for the private security dogs. The test is divided separately for guard dogs and steward dogs, but both of the test includes an obedience test. Obedience test is made for ensuring the dogs abilities in managing aggression and control, ability to stand still and behavior with different stressful situations such as gun fire sounds. In addition, the test evaluates the dog's performance in use of force (Poliisi 2020). The test conducted by the Police Dog Training Centre is meant for dogs that are used specifically for use of force. There is no mentioning in the Act or in the Police guidelines of special searching dogs in the private sector, such as explosive detection dogs, or how they should be tested.

2.3 National Police Board of Finland

Police Administration Act (Finland 1992) defines the responsibilities for the National Police Board of Finland. The Act states, that the National Police Board of Finland is the highest

Police authority in Finland and in addition to all local Police Departments it is in charge of national units, which are the National Bureau of Investigations and the Police University College. National Police Board's duties are to plan, direct, develop and supervise police operations in Finland. The Police Board is also responsible for providing equal Police services to all citizens in Finland. Operations within the the National Police Board of Finland are divided into six main sections. Those sections are Police Operations Unit, Advisory Staff, Administrative Unit, Technology Unit, Internal Audit and Gambling Administration. The Police Board also has two separate functions that are the Firearms Administration and the Security Sector Supervision. Security Sector Division, located in Mikkeli, works under the Police Operations Unit and is in charge of all licensing procedures and supervision of the private security sector (Poliisi 2020, Figure 1).

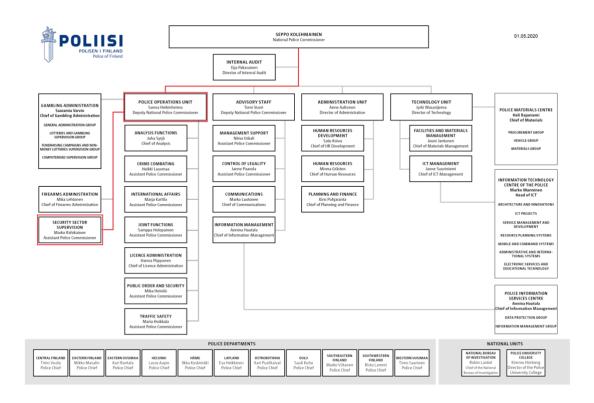


Figure 1. The National Police Board organization sheet (Poliisi 2020).

Security Sector Division controls and gives guidance for the private security sector. The sector grants official business licenses based on applications and holds the power to cancel given licenses when seen necessary. The sector is also responsible for areas of security that are not usually seen as part of the private security sector. Those areas can be for example security consulting, security training, security technology and different security systems. All security inspector licenses are approved by the National Police Board of Finland as well, expect for the staff working at airports that are regulated by European Union regulations (Poliisi 2020.)

2.4 Private security sector

Security services are provided in many forms. The private security sector is a wide concept which diverts in multiple different directions. Many of the functions that are offered by the private security sector, like software, remains unseen to the major public. Most often the visible private security functions are divided into guarding, private detecting, support for the public order and security checks. Today security is seen everywhere with new security technology to keep people safe (Santonen & Paasonen 2015, 2). According to Matthys (2010), definition of private security involves every action that is taken to minimize or prevent crime, with technology or other products and it is done using private assets. Since 2010 private security companies have started to produce more diverse services and technology, and one of those technologies could be explosive dogs (Santonen & Paasonen 2015, 3). This developmental research work will focus on private security sector that either need, train or use explosive detection dogs for security checks. It can be a market leading limited company, a small service provider, or a dog trainer. All are regulated by the same national legislation and EU regulations.

2.5 Private Security Services Act

The purpose for Private Security Services Act (Finland 2015) is to ensure high quality and reliability within private companies that provide any security services. The Act is also meant to improve the cooperation between private security companies and the authorities. The Private Security Services Act Section 21 and Section 51 addresses the use of dogs in the private security sector. Private Security Services Act Section 21 states, that a guard can patrol with a dog, if it is necessary and if the dog has passed the Police Dog Training Centre obedience certification test. In addition, the dog has to be between two and ten years old, registered, controlled by the guard and the dog has not shown any features that might be inappropriate in guarding duties. A temporary guard cannot work with guard dogs. According to Section 76 in the Private Security Services Act the person in charge of the guard services has to make the decision when the dog is needed, not the dog handler.

Security stewards are regulated separately from the guards. Just like a guard dog, the use of security steward dog is controlled in the Private Security Service Act (Finland 2015). In Section 51 the Act states that security stewards need a permission from the local police department to work with a dog. To get the permission, the event in question requires the work with dogs because of its extent, nature or location of the event. The same restrictions regulate a steward dog and guard dogs, and so the dog has to be approved by the Police Dog Training Centre.

According to Section 111:3 in the Private Security Services Act (Finland 2015), the National Police Board of Finland regulates, monitors and grants licenses presented in the Act.

There is no mentioning of explosive dogs or any other special searching dogs in the Act nor can it be found in the National Police Board of Finland guidelines (Poliisi 2020). Therefor all dogs should be treated with the same requirements, regardless of their expertise. On the other hand, the Act does not include any specific prohibitions when it comes to using explosive or other detection dogs. A guard dog can be used when it is seen as necessary and, a steward dog can work next to the handler when it has been approved or asked to work by the local Police Department. Limitations, definitions and areas of use for the dog are not clarified.

2.6 Airport Security

Security concerning civilian aviation in European Union, including the use of dogs, is regulated separately from the national legislation. European Union regulations at airports are monitored by national authorities (EC 2008). In Finland the responsible authority is Traficom. Traficom oversees and interprets the regulations where as Finavia is responsible for the daily operations in most of the airports in Finland (Traficom 2020).

2.6.1 Finavia and Traficom

Every member state of the European Union must have a defined authority to be responsible for the security and safety in civilian aviation (EC 2008). In Finland the Aviation Act (2014) defines that authority to be Traficom. Traficom oversees that all airports follow the European Union Regulations concerning aviation safety. Traficom has a mandate to interpret the regulations, so the guidelines and enforcement in Finland are formed by Traficom. (EC 2008, Traficom 2020). Aviation is only one part of Traficom's responsibilities in Finland. In addition to civilian aviation, responsibilities are traffic, maritime, rail road, communication and registering systems. Traficom develops, supports and monitors all of these sectors. (Traficom 2020). At airports, Traficom supports and oversees Finavia's operations.

Finavia is the leading airport operator in Finland. It runs and maintains 21 airports. Finavia's essential tasks are maintenance, rescue services and security checks at airports. (Finavia 2019, 1-12). Security checks are not limited to passengers, but also include mail, cargo and employees for example where explosive detection dogs might come in use. Security operations is a part of Finavia, that is responsible for compliance with the national and the European Union regulations concerning security and safety aspects. (Wetterstrand 2020).

2.6.2 European Union regulations

European Union regulates airport security in detail in the Commission Implementing Regulation (European Union 2015). The purpose of the implementing regulation is to define measures that must be taken in order to secure the basic security standards at airports inside

the European Union. The regulation enumerates implementations that airport security must consider to battle against unlawful acts (EU 2015). The implementations include all security aspects and measures concerning security, for example screening of persons and securing high risk cargo and mail. In chapter 6.2 of the aviation security regulation (EU 2015) state, that explosive dog is one of the six different methods, of how a screening can be made. In the regulation, an explosive detection dog is seen parallel to x-ray, explosive trace detection equipment, metal detector, walk through metal detection equipment and hand search.

Chapter 12.9 in the Commission Implementing Regulation (EU 2015) defines the usage of explosive detection dogs used at airports. General principals in chapter 12.9 are the definitions of an explosive detection dog. An explosive detection dog must be able to find separately listed civilian and military explosives and it has to be able to make a passive indication without physical contact to the object. The dog and the dog handler have to be approved with a certification separately and together, in order for the explosive detection team to be able to work at airports. The handler and the dog have to go trough a training course, that is organized by a legitimate authority within the European Union. Standards mentioned in chapter 12.9 (EU 2015) define the situations and locations where the dog can be used. The list is extensive and it contains for example persons, baggage, vehicles, facilities, mail and cargo at security check points at the airport. The standards also include definitions such as remote and free-running search, where the dog is able to search at a distance from its handler.

Training is regulated separately in chapter 12.9.1 (EU 2015). Content of the training courses are controlled. All dogs and handlers must attend to training sessions, organized by approved authorities, that include theory, practice and on-the-job learning. According to the regulation (EU 2015) recurrent training is mandatory every six weeks and records of that training must be filed. After successfully passing the training, the dog and the handler must take part in the approval procedures where abilities required are tested.

2.7 Acts regulating possession, storing and use of explosives and pyrotechnics

The Criminal Code of Finland (1889) Section 11 regulates Explosives Offense. The decree states that storing, transporting, producing, usage and possession of explosive material has to be done with a license or a permit. The Act on the Safety of the Handling of Dangerous Chemicals and Explosives (Finland 2005) is the Act that gives guidelines and references to all functions related to explosives that are recited in The Criminal Code of Finland. According to The Act on the Safety of the Handling of Dangerous Chemicals and Explosives Section 84 (Finland 2005), one has to have a license given by the National Police Board of Finland or the Finnish Safety and Chemicals Agency to store and produce explosives in order to be able to use explosives. Section 84 is meant to control the mining industry, but it is applied to all

operations involved in explosives. Section 85 states, that in order to use and to be in possession of pyrotechnics, which is one of the substances the explosive dogs need to find, one has to be the organizer or user of a fireworks event or a special effect professional. In addition, Section 84 states that the company in charge of the pyrotechnics has to have a qualified expert with adequate information regarding pyrotechnics working for them. Section 83 of the The Act on the Safety of the Handling of Dangerous Chemicals and Explosives (Finland 2005) states, that explosives and pyrotechnics can be given to a private individual only when the product is meant for personal and commercial use. This means, that pyrotechnics that can be used without proper license are the ones that are openly available for all adults at convenient stores. According to The Act on the Safety of the Handling of Dangerous Chemicals and Explosives (Finland 2005) Section 58 the authority responsible for granting permission to all regulated explosives and pyrotechnics is the Finnish Safety and Chemicals Agency. According to Section 85, Government authorities, such as the Police, have a license for special arrangements in order to store, transport and use explosives and pyrotechnics. Without Section 85, it would be impossible for the Police explosive detection dog handlers to train. Training takes place in locations that explosives are not usually allowed and the amount of the explosives might pass the legal limit. There are no exceptions mentioning explosive detection dogs and their training procedures specifically, in the public or the in private sector.

As mentioned in chapter 2.4.1 security stewards are allowed to perform security checks according to the Private Security Services Act Section 46 (Finland 2015). Security stewards are allowed to use technical aids in the checks, such as metal detectors or other equipments to locate dangerous objects or substances that can be used to harm people. In the Commission Implementing Regulation (EU 2015) metal detector is compared to other explosive or metal tracing systems including an explosive detection dog, but Finnish legislation does not take a stance on the matter. Assembly Act (Finland 1999) Section 23 states, that security check can be conducted with other suitable methods as well, but only when the local Police Department or the leading officer of the security stewards have probable cause to suspect that illegal objects or substances are present, or if there are special circumstances in the event. Section 23 elaborates, that the use of dogs for example cannot be a preventive action or done at random.

2.8 Theory summary

Explosives and pyrotechnics are strongly regulated and usage is strictly enforced. All business activities related to explosives are licensed. Legislation does not take into consideration the possible use of explosive detection dogs in the private security sector. Several Acts regulate use, possession and transport of explosives and the possibility to use dogs in the private sector, but they not are not linked to each other. In case the private security sector is to

start their own programs concerning explosive detection dogs, it would start from training following the existing legislations. The quality level of explosive dogs in the private security sector would have to meet the same demands as the Police explosive dogs meet in order for the operations to be reliable. At the moment legislation does not define any scope for the qualifications for any dogs in the private security sector outside of use of force and obedience.

In addition to the explosive detection dogs, the handler of the dog has to be certified as mentioned in the Commission Implementing Regulation (EU 2015). Together the dog and the handler form an EDD-team, where the handler has to be familiarized with features related to different explosives, pyrotechnics and in some cases even with improvised explosive devices. Legislation does not consider situations, where the dog working for the private security sector indicates and finds explosives. The procedures following the indication have not been legislated, regulated or even thought of officially.

Legislation does not allow security stewards or guards to use public power. Security stewards have a possibility to use dogs in security checks, but only if the permission has been applied from the local Police Department to that specific event, and if the security stewards have been ordered to use them. Private individual, that is not working as a guard or a security steward on the other hand, is not regulated in any way. Anyone can offer dog services as a private citizen but, without a certificate there is no guarantee of what the dog can actually do. This might lead to a situation where the dog handler is suspected of fraud, if the dog can not provide the service promised. The intended path for explosive detection dogs working in the private sector is described in Figure 2, where different authorities and Acts are presented in relation to each other.

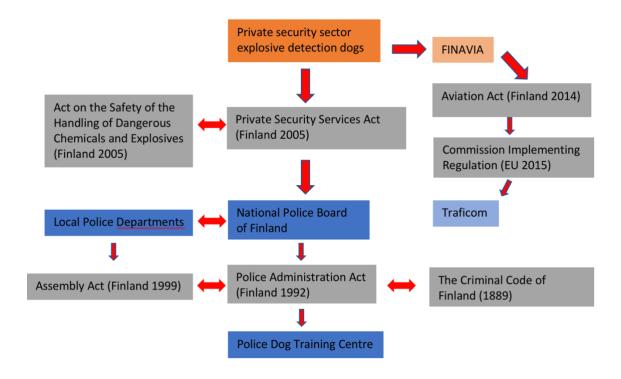


Figure 2. Illustrative board of legislation involved in the thesis.

3 Methodology

The purpose of the developmental research work was to analyze the gathered material from focus group-interviews and experiences of what the private security sector operators have regarding explosive detection dogs. Analysis of this primary data enabled the development work. The key aspects are the experiences and thoughts on how the co-operation with explosive detection dogs between authorities and the private sector can be developed. (Salonen, Eloranta, Hautala, Kinos 2017, 38).

The goal for the development work was not just to gather information, but to benefit from the research and create a development plan for the workplace. The gathered information was used only as a tool for the development. Participants from the private security sector in the interviews are the ones who train, use or hire the explosive detection dogs. Interaction between these people during the interviews work was essential (Salonen, et al. 2017, 30.)

The research in this development work is qualitative. In order to successfully create development, the functional study needs research to assess the different possibilities. According to Puusa and Juuti (2011, 47) to structure a qualitative research, the results often need to be compared to quantitative research. Puusa and Juuti state that on their opinion

comparing different research approaches is not relevant, because different research approaches are tools used in the research, not goals or achievable values. One of the most important difference between qualitative and quantitative research is that quantitative approach assumes the target of the study to be objective from the researcher and theory, whereas qualitative research approach refines the nature of reality and subjective information. Qualitative research method was chosen for this development work, because the information gathered is subjective. The subjective information was used to create a cooperation plan that can be realistically used in the working life.

The base of the research methods was the interview moderator as well as the individuals interviewed. The world view shaped by their experiences will not enable an objective review of the phenomenon, but a subjective view was desired in this case. Reality and knowledge are a subjective conception of the individual interviewed (Puusa & Juuti 2011, 47). Berg & Lune (2012, 3) state, that qualitative research refers to meanings, concepts, definitions, features, metaphors, symbols and descriptions of the phenomena observed, where as a quantitative research counts and measures matters, dimensions and distributions in relation to the subject researched.

According to Hirsjärvi & Hurme (2011, 23), the epistemological base of a qualitative research is, that the researcher and examinees are in close interaction with each other, for the researcher to be part of the development process. The impact of the researcher can also be seen in the selection of questions, interviews, in result analysis and the reporting face. The feelings, expectations, and personality affect the research. Puusa & Juuti (2011, 48), state that qualitative research is often focused in reviewing isolated cases. Essential in a qualitative research is to amplify the view of the people interviewed and to interact with single observations. In the hub of a qualitative research are the experiences of the examinees. The theoretical interpretation of experiences can be given by analyzing those experiences.

There are several lists and evaluations on the suitability of a qualitative research in a separate research. According to Metsämuuronen (2009, 220), qualitative approach can be adapted when the research is looking for: The detailed structures of events and effects instead of their dividence in general, the importance of single operators involved in certain events, natural circumstances that cannot be turned into experiments nor where all affecting factors can be controlled or, the cause and effect relations, that cannot be researched through experiments. The research in this development work can not be studied through experiments and the role of single operators from different sectors play a key role in the success of the development. In addition, the client and writer of the thesis makes an impact to the subject being part of different sectors, making qualitative method the most suitable method for this developmental research work.

3.1 Focus group interview

Focus group interview as a method is positioned between a natural group discussion and a structured individual interview. According to Mäntyranta (2008) focus group interview is a group conversation moderated by the interviewer. Number of participants can be anything between four and ten. Over ten participants make it difficult for all the participants to get a say in the discussion. The goal of the focus group interview is to find out different aspects on the topic developed. There can be one or more operators in the interview. Focus group interviews unifies and integrates different stakeholders. Interview is a trusting environment, where everyone one can participate and share thoughts to reach a common goal and new ideas (Salonen, et al. 2017, 86). The stakeholders involved in this developmental research come from different sectors levels of the security industry and some of the participants in the interview have never been in contact with each other. An open and trusting conversation together with all stakeholders created trust and made it easy for all participants to express their thoughts to each other.

Focus group interview was organized 28 October 2020 and it was conducted in Finnish. Six participants were invited to the discussion and all were willing to join. The session was held in Microsoft Teams conference call and it was recorded. The recording was approved by all participants before and at the start of the interview. Participants were from Traficom, Senior Aviation Security Inspector Katja Toivanen and Inspector Jari Amnell, from Local Crew Ltd. CEO Ville Ketonen, from Securitas Branch Manager Elias Tarkiainen, from Safetec K9 Ltd. Jonas Moisala and from Finavia Service Manager Joni Pekkanen. Participants were selected based on their function in organizations or companies which would be involved with explosive detection dogs, if the operations were to start. Joni Pekkanen from Finavia and Ville Ketonen from Local Crew Ltd. are the potential buyers and end users of the service at airports and big concerts. They provide insight on the demand and ways of use for explosive detection dogs. Securitas is the potential service provider with knowledge of the market already, and Jonas Moisala from Safetec K9 will enlighten the experience with certifications and legislation from the dog handlers' point of view. Katja Toivanen and Jari Amnell from Traficom represent the authority that will be in charge of the certification procedures for the dogs, and plays a big role with the cooperation with the Police.

Focus group interview was moderated with the help of themes and clarifying questions that were shared with the participants before the focus group interview. Predetermined themes were to assess the demand and supply for explosive detection dogs, experienced problems with explosive detection dogs with licensing, training or use, explosive detection dogs at airports applying European Union regulations, national legislation and cooperation with the police. The discussion was fruitful and all important questions were answered. Clarifying

questions came from all participants, not just from the moderator and new ideas for cooperation arose.

3.2 Semi-structured interview

Interviews for the representatives from the Police Dog Training Centre and the National Police Board were conducted as semi-structured interviews. Semi-structured interview method gives multiple opportunities for the interview questions. Some of the questions can be structured and some can be open. The gathered literature and information developed the questions and the discussion topics. The phenomenon that is developed defines the questions sufficiently still leaving space for the participants answers. Key benefit for semi-structured interviews is the attention given to lived experience. (Galletta 2013, 24). According to Saaranen-Kauppinen & Puusniekka (2006), questions in a semi-structured interview do not have to be in the same order for all interviewees. That is why a semi-structured interview method is useful in situations, where the purpose of the interview is to get information, thoughts, or answers from a specific theme or topic. Experiences from the interviewees in this development work is essential when trying to establish the possibility of the cooperation with the private security sector. Most of the questions had to be open ended questions, in order for the interviewee to be able to express their thoughts and experiences in the answers.

Two separate semi-structured interviews were organized with Microsoft Teams conference call 2 November 2020 in Finnish. The questions and themes presented in the interview were constructed based on thoughts and ideas gathered from the focus group interview with the private stakeholders. Both interviews were recorded with the permission from the interviewees. The first interviewee was Senior Adviser Pekka Mäkelä, who works in the Security Sector Supervision- division at the National Police Board of Finland. Questions were divided into two themes that were shared in advance with the participants: Interpretation of legislation involved in explosive detection dogs and the possibility for future cooperation with the private security sector. In addition to the questions that were planned beforehand, the discussion created multiple clarifying questions. The purpose of the questions was to establish the legal limitations for explosive detection dogs in the private security sector and to define the willingness and need for cooperation between the public and the private sector.

The second interviewee was Sergeant Antti Tikkanen from the Police Dog Training Centre, who is in charge of explosive detection dog training and certification within the Police. The questions presented in the semi-structured interview were mostly the same as with Senior Adviser Pekka Mäkelä, but they were asked in a different order. In addition to the preapproved questions that were sent to the participants in advance, the discussion contained

prospects about different possibilities for the cooperation between the public and the private sector concerning the certification of explosive detection dogs in the private security sector.

3.3 Analysis of the information

The legislation studied during the development work was used to create justified open questions and themes for the interviews. Data from the focus group interview and individual interviews were analyzed by using content analysis. Seitamaa & Hakkarinen (2014) states, that content analysis investigates the meaning of the content rather than the frequency of the phenomenon inside the content and that the statements in the interviews can be justified with theory. The recorded interview data was categorized to three main themes based on the data's relation to theory and practice. From the view of the research, the most relevant matter is to analyze the discursive content as theme entireties rather than separate words that appear frequently. The results from the material are presented according to main themes, theoretical models and direct quotes.

The frame for the research done as part of the development work is described in Figure 3. The research object, in this case the tools for the development of cooperation plan, consists of four different topics: Research philosophy, theoretical framework, research approach and research methods.



Figure 3 Frame of the research (Modified, Puusa & Juuti 2011).

3.4 Assessment of the study

To measure the success of the developmental research work can be assessed with the final product. The development work contains multiple stages with different research methods, such as interviews and studying legislation, but with the help of those stages I was able to build an understanding of the situation and come up with a suggestion for future actions.

Different stages of the developmental research work were assessed separately, but even if they did not meet the criteria determined in the beginning of the process, it does not mean the study was not successful. Legislation analyzed in the thesis was limited to regulations that limit, define or enable the use of dogs in the private security sector. Community legislation that concerns dogs as domestic animals, such as Animal Welfare Act (Finland 1996) and Public Order Act (Finland 2003), were excluded from the thesis. Acts and decrees are not exact science, and the interpretation is usually done from existing interpretations made by the Courts. Explosive detection dogs working in the private security sector have no precedents from courts, and so the internalization of the regulations in this thesis had to be done independently from decisions made by authorities. However, the literature study was successful, because all important regulations were analyzed and used in the interviews. The analysis from legislation revealed a clear lack of definition concerning explosive detection dogs, making it challenging for the private security sector to train and use them accordingly.

Focus group interview was used to collect information from the private security sector and to understand the situation in relation to the public sector. Participant selection was successful. All participants work in a position where they understand the position of explosive detection dogs in their own organization and are able to define the need for them. The discussion during the interview circled around explosive detection dogs in the aviation industry often. An additional participant from an event organizing company would have been a good addition to the discussion, but in the end explosive detection dogs at airports play a big role in the use of explosive detection dogs outside the airports by creating demand. Demand for explosive dogs was successfully determined, and it is clear that the dog and the handler has to able to work at airports but also outside of them in order for the business to be lucrative. All participants were able to tell their opinion and experiences, and those experiences led to new ideas such as a possible cooperation between Traficom and the Police. Discussion was easy to moderate and the only issue was to stay on schedule and make sure everyone gets their turn to speak. However, in some cases, the moderator spoke too much himself and steered the conversation with his own knowledge, which was not the intention.

Participants from the public sector were interviewed to research the view from the public sector. Interviewees were from the National Police Board of Finland and Police Dog Training Centre. Questions presented in the interview were partly the same in order to find differences between the interviewees and the public sector. Both interviewees are in a position in the public sector where they know the field and can affect the guidelines, interpretations and can provide a realistic opinion about the possible cooperation between the private security sector. The goal and purpose of the focus group interview and the semiconstructed interview was to determine the possibility for a future cooperation with explosive detection dogs. During the interviews all parties were searching for a possibility for this cooperation to start and so the success of these interviews was to discover the mutual desire to develop the cooperation. Questions and themes during the interviews were expedient and

successfully presented, however some of the questions were deleted during the interviews and replaced by more appropriate ones.

Development work progressed according to the development plan. All stages of the research and development were executed on time and the results were satisfying. Foreign legislation was left out intentionally, but in order to give more practical and detailed suggestions for the future cooperation some foreign legislation and procedures from countries where explosive detection dogs already work along the Police could have been adopted in the literature review.

3.5 Reliability and ethics

Development work aimed to get an accurate understanding of the situation in the private security sector with explosive detection dogs. For the information and facts to be as reliable as possible, interviewees were selected based on a position where they see the private security sector as a whole and understand the role of explosive detection dogs in it. Without the careful selection of the participants, the subjective view from the interviewees could have remained too narrow. Objectivity between the public and the private sector must be amplified throughout the process. Personal experience with explosive dogs and contacts in the private security sector helped to define the scope of the development work. Even though a thesis cannot be written based on personal experience, it helped to find sources and the right focus group that will ensure the accuracy of my research and development work with conclusions.

Reliability with legislation is about how one interprets it, but during the development process The National Police Board representative, who is responsible for enforcing the Acts in question, will be interviewed. All other interviewees are also in the position to speak on behalf of the company.

Despite that both the private and public sector are trying to elevate the level of security and safety, big difference between the two is business. Private security companies try to make profit for stake holders or owners of the company, whereas the public sector runs with public resources. With this fact in mind, the development work had to be kept objective when assessing the possibilities and the need for explosive detection dogs. All conclusions were based on research and analyzed information, keeping in mind that the outcome of this thesis might affect on a company's ability to do business and to the general security situation in Finland. Interviews were done in Finnish and quotes and contents were referenced in English. These translations were thoroughly checked so that the message remained the same and unchanged.

4 Results

Recorded data from the individual interviews and the focus group interview were analyzed by finding themes and entireties that were the most relevant with the theory and practice. Three main themes were able to be extracted from the data that manifested in all three of the interviews: Demand for explosive detection dogs in private security sector, defining the national standard for explosive detection dogs and the cooperation between authorities, not just with the private and public sector.

4.1 Demand

Results of the interviews show that demand for explosive detection dogs is limited. According to Jonas Moisala from Safetec K9 (2020), who is a handler of a certified explosive detection dog, there has been some requests for the service but mostly the cooperation has been done with Traficom. Katja Toivanen from Traficom and Joni Pekkanen (2020) from Finavia agree, that explosive detection dogs are best suited to work with large quantities of cargo because of their ability to smell beyond the surface and deeper than an x-ray, but both see the opportunity for other locations as well. However, Toivanen states that the regulation involving explosive detection dogs at aviation is already available in the European Union, making it easy to start the development from aviation.

According to Elias Tarkiainen (2020) from Securitas, the demand for explosive detection dogs has been studied within the company in 2006. Results were clear and the need for explosive dogs was not big enough for a healthy business. The use of dogs in general has declined in Securitas in Finland ever since because of high investment rates. Ville Ketonen from Local Crew Ltd states (2020), that the company in charge for event security would need explosive detection dogs between one to three times a year. However, these events are massive public events and the performing artists often demand a security check done by dogs. If dogs are not available, the artists bring their own dogs with the expense of the local security company (Ketonen 2020).

From the National Police Board Senior Adviser Pekka Mäkelä states (2020), that he is not aware of any official applications involving explosive detection dogs, when asked about the demand of explosive dogs in the private sector. Mäkelä also states, that it is unlikely that the demand for explosive detection dogs is high in the private security sector but, before the decrees and guidelines are determined demand cannot be defined officially. All stakeholders in the focus group interview agreed, that the only way for the explosive detection dog business in the private security sector can be profitable, is when the dogs and the dog handlers are be able to work in the airports but also at different locations in different events. If the same dog is certified to work at events and other public areas in addition to airports, the relationship between demand and supply for the service could equalize to a level where it

would be reasonable to buy. Results show, that at the moment the demand for explosive dogs is not high. The need for explosive dogs is not frequent, but the cases it is needed, it is a necessity.

4.2 National standard for explosive detection dogs

According to Jari Amnell and Katja Toivanen, Traficom has started developing a process to create a national standard for explosive detection dogs working at airports in Finland. Explosive detection dogs could be certified abroad and used in Finland after approval. This is a big leap to increase the possibility for explosive dogs to work, but it still regulates the work done by dogs only at the airports. Focus group interview revealed, that the problem in starting explosive detection dog activity has not been the Police or other authorities. Instead the market is small, running costs are high and the regulations are difficult to comprehend and apply. For Securitas the market was too narrow in 2006 and for Finavia the market is only at the airport. At the end results show that all participants agreed that the potential lyes in cooperation between all stakeholders by creating a standard, that defines the usage and practicality (Focus group interview 2020.)

Ketonen and Toivanen agree that the use of dogs at events or at airport is a preventive action that would add another security level to the event when the dog could be used in the security checks. Whereas Pekkanen from Finavia and Amnell from Traficom compared dogs to x-ray and other technical equipment, Pekka Mäkelä from National Police Board can not agree. According to Mäkelä a technical device is something that has defined and calibrated limits, but a dog as an animal is too dependent on its handler and those limits vary too much. Mäkelä is also worried about the use of public power, that can never be used by private security companies. Preventive actions with an explosives dog are in a grey area when it comes to using public power. According to Ketonen, guard dogs and steward dogs are regulated understandably, but the problem is the lack of quality control for possible private explosive detection dog handlers. As a buyer, it is impossible to know the abilities of the dog without any baseline or certification test for the dogs (Focus group interview 2020.) It can be seen from the interview results, that the business opportunity for explosive detection dogs would be too narrow and unpredictable without a national standard, that approves the dog to work in all private sector locations. Preventive action and its relation to public power should also be reviewed by a cooperation between authorities.

4.3 Cooperation with the certification test

Sergeant Antti Tikkanen from the Police Dog Training Centre states (2020), that it would not be impossible for the Centre to apply the European Union certification and test dogs to meet the demands from Traficom. As long as the number of dogs tested would remain as the same level as the guard dogs at the moment, which is between 10 to 12, resources should not be a

problem and the expertise is already high. According to Tikkanen, the test could be modified so that it certifies the dogs and the handlers for the aviation industry, but also for the national standard. Pekka Mäkelä (2020) from the National Police Board of Finland states that for the Police Dog Training Centre to be able to accept the certifications, decrees and guidelines should be changed. According to Mäkelä, at the moment there is no quality control systems or definitions for explosive detection dogs in the private security sector. In addition to the regulations concerning the dog, the handler should be required a show of expertise with a certification test as well. The dog handler requires training in order to keep in possession of explosive materials and to have the know-how needed incase the dog finds something.

Sergeant Antti Tikkanen and Senior Adviser Pekka Mäkelä agree, that the handler of an explosive detection should be a guard, never a private individual. A guard has training from crowd control and works with a certain jurisdiction and responsibility. Police Dog Training Centre is part of Police University College, and Tikkanen can not see any reason why explosives training could not be given to private companies at the school. Police University College is already giving education to the private sector with use force and other courses. Tikkanen would also consider, whether it would be possible to change the content in the obedience test done for the guard and steward dogs by the Police Dog Training Centre already, so that it would include the necessary tests for searching dogs as well.

Results from the interviews show, that the Police and Traficom should work together with the certification test to enable a test that is done in Finland which would certify the dog and the handler for European Union standards as well. The cooperation with Traficom and the Police enables the cooperation between the public and the private sector. Toivanen and Amnell from Traficom stated that the possibility of the certification test done at Police Dog Training Centre is something worth assessing.

4.4 Inference from the themes

Legislation and regulations were estimated to be the biggest obstacle for explosive detection dogs in the private sector in the literature review. The focus group interview results show, that the operators in the private sector do not see legislation as the biggest barrier. Instead the operators seem to wish for a clearer guideline of who can use explosive detection dogs and when. The guideline should include both the airport environment and other public places to ensure the credibility and abilities of the dog. However, the opinion of easy licensing procedures of the private sector might be wrongfully projected, as Senior Adviser Mäkelä stated that there have not been any official applications regarding explosive detection dogs from the private side.

Mäkelä (2020) stated that he does not see a big market for explosive detection dogs in the private security sector because of the amount of applications received by the National Police Board. Participants in the focus group interview (2020) agreed, that if the explosive detection dog is able to work at both, the airport and private events, the demand might increase enough to consider to start a new service. At that point the applications to the National Police Board would increase as well. To be able to reach the national standard, the certification test should be done in Finland and it should include the requirements from Traficom as well.

The three main themes, demand, a national standard for all private sector explosive dogs and the cooperation needed for the certification test are all linked together. Even though the demand is limited, by creating a national certification test for explosive detection dogs allowing them to work in all locations outside the airport as well, procedures would be a preventive action for the future from authorities to control and monitor explosive dogs in the private sector.

5 Conclusions

All parties and stakeholders wish for the same thing; A safer future. Explosive detection dogs are seen as an asset on both sides, the private and the public. Public sector is not against on having explosive detection dogs in the private security sector, but legislation limits the function too much according to Mäkelä (2020). Even if it would be legalized, to start a program where dogs would be trained in the private side, it would take enormous energy to build the organizations that would meet the standards that European Union and the Police require. Training abroad is a possibility, but even so the Police Dog Training center would need to start organizing certification tests and training for the dogs to insure continuity. Private side might have difficulties to find and train handlers, because it needs commitment for years from the employee to be successful. The possibilities for the use of explosive detection dogs in the private security sector are challenging, but not impossible.

According to the inference made from the content analysis, there are three possibilities of how explosive detection dogs can work in the private security sector: A law or a decree change which includes the definition, testing and use described in the Private Security Services Act (Finland 2015), creation of a certification test by the Police Dog Training Centre for private individuals for handling explosive detection dogs or, changing the content of the existing obedience test (Police University College 2020) in order to test special searching dogs and patrol dogs separately.

5.1 Acts and decrees

A change in law or a decree takes time and effort and the process is unpredictable from a business owners view. Companies that are planning to start the training of explosive detection dogs would probably not start the operations before the new Act or decree is in power. In the long run, if the demand for explosive detection dogs becomes obvious an Act change could be a possibility.

5.2 Certification test for private individuals

Both parties interviewed, the public and the private sector, stated that the use of private individuals for handling explosive detection dogs is not ideal (Focus group interview 2020, Mäkelä & Tikkanen 2020). Even if the Police Dog Training Centre was to organize a certification test, the handler would still operate as a private individual with out the rights, obligations and responsibilities mandated by law compared to guards and security stewards. In addition, the expertise of the handlers with explosives could not be certified and the approval for Traficom's requirements would not be possible.

5.3 Update of the existing obedience test

Updating the Police Dog Training Centre's obedience test for guard and steward dogs would be the quickest and easiest choice. According to Tikkanen (2020), the test was just updated in March 2020, but a new update with proper arguments and references could be possible and is something the Centre will consider. The update would not need any changes to the decree, but only to the decision given by the Police University College (2020). The updated changes in the test should meet the level required by Traficom. Police Dog Training Centre should apply the official testing certification from the European Union. Dogs that pass the test, would be able to work at all public places and different events in Finland, including the airports. At the same time the updated obedience test would not be limited to explosive detection dogs, but could also be used to certify other special searching dogs, such as COVID-19 dogs working at the airport. According to Tikkanen (2020), the Police Dog Training Centre has the resources necessary for testing dogs from the private sector, and at the same time Police University College would get income from providing a service to the private sector, just as they do with use of force training for example.

Senior Adviser Mäkelä (2020) stated that one of the main concerns of explosive detection dogs working in the private sector is the level of expertise among the handlers. The handlers must have the basic information concerning explosives in order to be able to handle and train explosive detection dogs. The necessary knowledge can be received from private courses in the mining industry, but the course for the handlers could also be arranged to take place in Police University College. It is not realistic to assume this one to two-week course would

prepare the dog handlers to the same level as the Police explosive detection handlers have, but it would give the private dog handlers the minimum level of information so that they can work safely with explosives. Procedures after the dog's indication and the presence of explosives should be planned ahead for the private security sector as well. Mäkelä and Tikkanen (2020) both shared the fact, that private security companies can not take any measures in case of a bomb incident but the lack of public power rights can not be the reason for not to use dogs at all. Guards and security stewards do security sweeps anyway and can locate explosives even without the dog, and the actions afterwards are the same regardless of the dog's presence. A more detailed plan for the cooperation between the police and the private security sector should be drawn if the obedience test will be updated. Discussions between National Police Board, Police Dog Training Centre and Traficom are the key in determining the future for explosive detection dogs in the private security sector.

5.4 Self-assessment

The aim and purpose of the thesis was reached. Three different approaches for development were introduced and the cooperation between the Police and Traficom did already begin. The development work was able to answer the key question by recognizing the possibilities for the explosive detection dogs to work in the private security sector, but the cooperation and development will take months or even years to start in practice.

The process of the thesis was interesting and it was able to open possibilities for the cooperation. Legislation involved in the development work was not very well known among the interviewees. Most of the participants were aware of the standards and regulation that concern their own field of expertise, but were unaware of the regulations as a whole. To make the development work more successful, I could have had a second focus group interview where I could have brought the Police representatives in contact with Traficom and private security companies. Hopefully all parties will understand the demand, limitations and possibilities with the help of this development work.

Timetable for the thesis was adequate. Interviews were conducted as planned and the time reserved for the analysis and conclusions was enough. Since this development work methods were based solely on subjective information the quality and accuracy of the thesis is not precise. However, the participants in the interviews were successfully selected giving the client of the thesis, Police Dog Training Centre, a relevant opinion from the private sector as it is today. Police Dog Training Centre and all participants in the thesis, received valuable information from outside their own field of expertise, making it possible to consider the cooperation on a wider spectrum. Police Dog Training Centre is now able to interact with Traficom and the National Police Board more closely. Traficom can modify their plans in enabling the use of explosive detection dogs at airports to be applied to other locations as

well and the National Police Board was introduced to key partners and how Traficom is applying European Union regulations.

The plan for cooperation between the Police and the private security sector could not be drawn as expected. Before the plan can be done, the public sector including Traficom has to decide on a policy on how explosive detection are able to work. After the policy has been decided, the plan including implementations should be drawn accordingly, especially for the Police Dog Training Centre if they are to start the certification tests for the private security sector dogs. However, the development work was able to show, that both parties, the public and the private sector, are willing to work together on the matter.

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