

NATIONAL UNIVERSITY OF
PUBLIC SERVICE
Council of Doctors

CSABA LAJOS PAPP
RETIRED POLICE LIEUTENANT COLONEL, ENGINEER

- Researching the possibilities of modernizing policing cooperation at the Hungarian-Romanian state border -

Short author introduction and official reviews of the PhD dissertation

Budapest
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Supervisor:

Dr. Júlia Hornyacsek, reader (PhD)

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1. THE SCIENTIFIC PROBLEM

Recent changes within the European Union as well as the Schengen-accession of Hungary not only induced reorganizations within the economy, industry and society, but it also entailed various types of cooperations in the field of policing and strengthened the cross-border nature of these cooperations. In the changing socio-economic environment illegal acts become more and more prevalent, and their structure, direction and nature is constantly changing. Therefore policing must also necessarily change: intra-state complexity is no longer effective, so policing cooperation should obviously be expanded to an international level. The importance of the area is emphasized by the fact that these tasks are now represented in the first pillar of the European Union.

International evidence shows that states should coordinate their law enforcement, border management, immigration, visa administration, and fire and emergency response tasks in order to be able to fight against cross-border illegal acts effectively. It is important therefore to monitor international events and illegal migration flows as well as the criminal circles which make use of them.

It is well-known that, based on the above-mentioned aspects, the Republic of Hungary and Romania are both situated in the main stream of the east-west direction of these illegal acts. Thus Hungarian policing should intensively coordinate task-setting, not only with the EU states in general, but also with the neighbouring Eastern countries, too.

Seven years have passed since Hungary's EU accession and more than three years since our full membership to the Schengen area. Meanwhile policing has also changed: in 2008 there was the integration of the Police and the Border Guards, advanced tools were purchased, staff training was reformed to meet the requirements of the times, a number of international agreements were settled and we became members of several international and regional organizations.

Based on the above, I found that re-interpretation and modernization of border police cooperation became necessary, because we need cooperative methods that can be well-adapted to specific tasks arising in daily practice, and thus offer new possibilities for solving the ever-changing situations border policing needs to handle.

2. OBJECTIVES OF THE RESEARCH

I considered the following as objectives of my research:

1. Analyse and evaluate the development of border management and today's unresolved issues (in particular in the fields of migration, visa management, immigration, crime, and fire- and disaster management tasks occurring on the state borders), and, based on this analysis, point out the items/issues that need improvement.

2. Review and assess the objectives of the European integrated border management system being put into practice in Hungary and in Romania.
3. Overview the international practice of cooperation between countries in Europe, and particularly analyse the police and border management contracts of Hungary, including also a detailed analysis of Hungarian-Romanian cooperation in the context of the bilateral agreements already concluded.
4. Provided that the Schengen requirements are met in both countries and the bilateral agreements allow this, my main objective was to work out a decision-supporting proposal for establishing a modernized and more efficient inter-state border police cooperation mode: common posts for joint patrols. My aim was therefore to develop a practical system that utilizes the good aspects found in the current daily practice on the internal borders, a system which may initiate a new direction in Hungarian-Romanian policing cooperation, and which could be the basis for solving common tasks.
5. I considered it important to examine whether the members of staff responsible for the introduction and smooth operation of the system outlined in the fourth objective support the proposal. I was interested in their attitudes and reservations about it.
6. Based on the above, a further goal was also to examine the officers' and the staff's opinion on which of the methods currently used on the internal borders are the ones that help make the work more effective and which ones inhibit effectiveness.

3. RESEARCH METHODS

During my research I considered it a requirement to establish and maintain the vertical and horizontal associations/relationships within my dissertation, as well as keeping the consistency of the research objectives, hypotheses, methods used, the conclusions and the scientific results derived from those conclusions.

When examining each issue I tried to apply various methods in a complex manner:

- I explored and analysed the literature and details of earlier researches in this field.
- I summarized and evaluated the available sources of data chapter by chapter. In the analysis of each topic I tried to discover which areas needed development or the introduction of new methods and procedures, then I worked out proposals for these. Finally I summarised my findings at the end of each chapter in the conclusions.
- I have participated in national and international forums, study tours and conferences where I gave lectures and exposed my results to public debate in the scientific community. In addition to this, I gathered experience and exchanged opinions with other scientists and practical experts on specific aspects of my research topics.
- I gathered knowledge about the experiences and results of other countries, in particular of Romania.
- I consulted with representatives of researchers and professionals from my field.
- I organized and systematized the experiences acquired during my professional career.
- In formulating my proposal for common posts for joint patrols I used not only

my own experiences, but also the results of interviews conducted with representatives of Hungarian and Romanian decision-makers, and the summarised results of the interviews and questionnaire surveys carried out with the Hungarian and Romanian staff on duty.

4. BRIEF SUMMARY OF THE RESEARCH BY CHAPTERS

In the first chapter I introduced the concept of border management and the European integrated border management system, and their place within policing in general. I consider this to be the largest system in this study. In this chapter I also tried to summarize, based on experience and the literature, what are the visible parts of the European integrated border management system currently in use, and how they operate in Hungarian and Romanian border police work.

The second chapter is devoted to an analysis of the law enforcement cooperation agreements between Hungary and its neighboring countries - particularly Romania.

In the third chapter I discuss the results of the interviews and questionnaire surveys carried out with officers and members of the staff in both countries.

Finally the fourth chapter describes a proposed method of Hungarian-Romanian border police cooperation, i.e. the system of common posts for joint patrols.

5. SUMMARISED CONCLUSIONS

The Republic of Hungary is situated on the east-west main route of illegal activities, against which it can only fight effectively if intensive task-coordination is carried out with the other EU states and especially with its eastern neighbours. As a result of my research I worked out an effective solution for this task-coordination (in terms of staff and resource needs), which relies on the one hand on established international standards of operation, and on the other on improving and adapting these to the current situation of the Hungarian National Police. This solution creates new opportunities for solving existing problems with law enforcement duties.

Summarising the issues and problems of current border management which need to be solved, I concluded that although the centralization efforts of the border control system go back a long way, this process has not yet been completed. There is a great need for a uniform system, and for uniform interpretation of that system and of the Schengen Code, and the implementation of regulations within the individual member states. In order to be able to achieve this, bilateral or multilateral agreements are indispensable between Member States, and these are also called for by the Union and the Schengen Convention.

Analysing the system of integrated border management I found that it in fact places the potential areas of cooperation on two axes: it promotes cooperation between regions and countries as well as between institutions/agencies/organizations. I also summarised the

elements of the system that are observable during daily operation: the entire control system of Schengen, the one-stop control, overall in-depth control, cooperation between neighbouring states, the FRONTEX Agency, application of a variety of software, databases, and operation of various equipment. Concerning the latter I concluded that given the rapid development of technology, the possibilities are still far from being exploited to the full extent that these developments would allow.

When analysing the Hungarian and Romanian border controls system I came to the conclusion that similar construction of the two systems is favourable in terms of cooperation, because then the same levels of staff would be able to handle problems and solve tasks arising between the two countries. Border police organization in both countries is facing further organizational changes, which I believe are necessary, because the demands of the tasks have changed to such an extent that they cannot be handled in the old structure. Effectiveness calls for more flexible and quicker responses, but this requires changes to the system itself, the way of thinking and the leadership concepts, too – and perhaps this latter is the most important task of the reorganization.

When studying the law enforcement cooperation treaties of the Republic of Hungary and its neighboring countries I have concluded that the majority of these agreements have broadly similar goals (having cross-border cooperation in policing and criminal affairs at their center). I found that in every contract legislators created the possibility of establishing joint liaison posts (JLP) of which eight are currently operating in Hungary. They also recommended the establishment of common crime reconnoitering groups and – except for the Serbian and Ukrainian contracts – they regulate the issues of supplying joint border patrols and carrying out cross-border surveillance and pursuit.

Establishing the JLPs is an important step in the cooperation between two countries, but during my research I explained that in its present form, this method is far less effective than it was expected to be by decision-makers before their establishment. We see that the JLPs currently operate as information bases (in this respect they are very effective), where both the Hungarian and Romanian party delegates staff and provide the infrastructure that is necessary for their work (databases, computer networks, devices), but the members of staff on duty have no permission to take any measures. Still, the establishment of the JLPs is a good example that shows that maintaining a common post and working together to provide the necessary infrastructure is possible between the two countries.

When studying the joint patrols that are also an option enabled by some of the contracts, I found that this form of cooperation exists only temporarily, mainly during certain campaigns. In common with the other agreements with other neighbouring countries, the Hungarian-Romanian agreement also enables joint patrolling, but this has still not been implemented effectively enough, even though there is a great need for it. The system that I worked out and introduced in this thesis combines these two systems (that are already in place but have not been used effectively): I proposed a system of common posts for joint patrols.

During my research I also wanted to learn about the attitudes of the staff who would be directly involved in implementing the proposed system of common posts for joint patrols. Overall, I found that both the results of the questionnaire survey and the interviews with officers justified my proposal.

I also concluded that most of the reservations I experienced originate from the cultural differences in the border management of the two countries, from differences in the legislation system and from issues of financing. I think these obstacles can be eliminated by proper preparation and I have made suggestions about this in the chapter explaining the proposed system. Both the interviews and the survey confirmed the need for the system of common posts for joint patrols, as this solution would increase the efficiency and speed of the measures taken, and also ensure proper information flow between the parties. In summarizing my research experiences, I concluded that if the system was introduced with due care, then the staff involved would support both the concept and the initiative.

During the interviews, a high percentage of respondents considered three methods to be good and effective. These were all taken into account when designing the new system. They were:

- better use of available technology;
- unified system of duty;
- regular training courses.

Based on the accumulated data of the research I put forward a decision supporting proposal for the modernization of the Hungarian-Romanian border policing cooperation. My suggestion comprises the following main points:

- Four new common posts should be established, where commanders assigned by the two countries would work in coordination, at the same level of the hierarchy, with very limited but well-trained and well-equipped staff.
- These new units should be capable of solving very complex tasks, and could therefore replace border policing offices at the common border sections.

I also concluded that establishing these new organizational units should be preceded by the appropriate governmental and parliamentary approval in both countries. Then – after the necessary professional and senior executive committee consultations – the most important step is the selection of the eight new commanders, as well as their preparation for carrying out their tasks. In my opinion these new leaders should also be involved in the selection and preparation of their own staff.

6. NEW SCIENTIFIC RESULTS

1. As a result of a comprehensive examination of the Hungarian and Romanian border management system I proved that a modernized and more effective system of border police cooperation is supported on the one hand by the fact that Schengen requirements are met in a uniform way in both countries, and on the other by the bilateral law enforcement agreements. On this basis I was first to work out the conditions for introducing the system of common posts for joint patrols.

2. I determined the necessary human and technical conditions for the effective operation of the system and I made specific proposals for the method of introducing the system.
3. Based on staff and management surveys I found that most of the respondents both on the Hungarian and on the Romanian side consider my proposal clearly feasible and they would support the introduction of the system of common posts for joint patrols.
4. I proved that prevention, detection and measures against illegal acts on the Hungarian-Romanian state border can be done with a significantly smaller number of staff and within a much simpler organizational framework (lower number of offices) after introducing the system of common posts for joint patrols.

7. PRACTICAL USE OF RESEARCH RESULTS

The nature of this research entails the possibility of application, as my main research goal was to work out and facilitate the introduction of a practical system. I am convinced that the system outlined in this thesis is not only applicable on the common Hungarian-Romanian border, but on other border sections, too. Moreover I can see an opportunity for introducing this system in other countries of Europe, if the Hungarian experiences prove to be favorable.

I am convinced that the Police can only meet the challenges it faces, if it breaks with its previous rigid and hierarchical mode of operation and is willing to switch to an organizational structure and mode of operations that is more flexible and thus more easily adapts to environmental changes. Therefore I believe that the system I outlined on a small scale (on only one border section) in this thesis, or rather the way of thinking underlying it, would be applicable with only minor changes at other areas of the Hungarian Police. I can imagine that by the reduction of management levels, by more efficient work organization and by much better use of available financial, technical and human resources, very good results could be achieved in other areas, too. This obviously requires conversion of the old stereotypes and ways of thinking, which is a very challenging task.

RECOMMENDATIONS

- Based on my research I arrived at the conclusion that the system of common posts for joint patrols offers a sufficiently flexible and efficient solution for meeting the challenges border management faces today. If this system proves to be effective on the common Hungarian-Romanian border, I recommend introducing it at other border sections, too.
- I recommend examining the possibility of how the approach outlined in this thesis could be applied for the entire organization of the Police (reduction of managerial hierarchy, more flexible, more effective and better organized teams, etc.).

8. LIST OF PUBLICATIONS

JOURNAL ARTICLES (REVISED)

1. Papp, Csaba: Stabil hőkamera rendszer kialakítása a zöldhatáron (Establishing a stable thermal camera system at the green border). In: Hadmérnök on-line, the on-line scientific journal of Miklós Zrínyi National Defense University, Bolyai Military Technical Faculty and the Doctoral School of Military Technology, Budapest, Vol. IV/2. pp. 417-429, June 2009. ISSN 1788 1919. URL: http://hadmernok.hu/2009_2_papp.php
2. Papp, Csaba – Solymosi, Krisztina – Horváth, László – Hullám, István: A biztonság fokozása a Magyar Köztársaság schengeni külső határszakaszán (Improving security at the external Schengen borders of the Republic of Hungary). In: Hadmérnök on-line, the on-line scientific journal of Miklós Zrínyi National Defense University, Bolyai Military Technical Faculty and the Doctoral School of Military Technology, Budapest, Vol. V/2. pp. 417-429, June 2010. ISSN 1788 1919. URL: http://hadmernok.hu/2010_2_papp_etal.php

FOREIGN-LANGUAGE JOURNAL ARTICLES

1. Papp, Csaba – Horváth, László: Control of the Vehicular Transport of Dangerous Goods and Observance of Regulations Regarding Drivers' Hours at the Romanian-Hungarian Border. In: Agora, Vol. 3, 2009. pp. 315-320. Fundatia Agora, Oradea. ISSN: 1843-570x
2. Horváth, László - Papp, Csaba: Controlul transportului international de bunuri si pasageri la frontiera comuna dintre Romania si Ungaria. In: Revista Dreptul publicatie lunara de doctrina si practica judiciara. Nr. 1/2010. Bucuresti. pp. 135-141, ISSN: 1018-04-35
3. Papp, Csaba: Possibilities for introducing new technical devices on the external Schengen borders of the Republic of Hungary, AARMS Academic and Applied Research in Military Science Vol. 10, Issue 2 (2010) Budapest, pp. 247-261, ISSN 1788-0017 (Online), ISSN 1588- 8789 (Print) URL cím: <http://www.zmne.hu/aarms/index.htm>

LECTURES PUBLISHED IN CONFERENCE PROCEEDINGS

1. Papp, Csaba: Sarcinile Externa ale politiei in legatura in refugiatii la inpectoratul judeteau de politie Hajdú-Bihar. In: Criminalitatea transfrontaliera la granita dintre prezent si viitor. Fundatia Agora, Oradea, 2009. ISBN 978-963-596-690-5
2. Papp, Csaba: Együttműködés a magyar-román határszakaszon (Cooperation on the Hungarian-Romanian border section), External Borders Foundation, Professional Conference of Border Management Leaders, Mezőkövesd, June 15-17, 2010.

9. PROFESSIONAL AND SCIENTIFIC BIOGRAPHY OF THE DOCTORAL CANDIDATE

Csaba Lajos Papp retired police lieutenant colonel, engineer and police advisor was born in 1966 in Berettyóújfalu. He completed his secondary at the Heavy-current Engineering High School education in Jászberény as a home appliances mechanic and an electro-mechanic. He continued his studies at the Lajos Kossuth Military Academy in Szentendre, where he was inaugurated as a border guard officer in 1998. At the same time, he gained there a second degree in mechanical engineering.

As a professional challenge, he received his first officer position as a deputy commander at the Lónya Border Guard Station in the Nyírbátor Border Guard District. In 1991 he was posted to the Bagamér Border Guarding Office, where – besides his work – he first gained a degree at the Criminal Faculty of the Hungarian Police Academy in 1996, and then in 2001 he graduated from the University of Economic Sciences and Public Administration as an economic expert of home affairs.

In 2004, as a result of the modernization of the Border Guard, border traffic offices and border guarding offices were merged. He was then entrusted with leading the newly-established Nyírábrány Border Management Office, which position also entailed the professional supervision of the Debrecen International Airport.

In 2006 a Schengen control (Sch-Eval) took place at the Debrecen International Airport, and it was because of his fine presentation that the Airport passed the control evaluations with an excellent qualification. As a result of this his professionalism was further recognized by entrusting him with the professional supervision of the Nyíregyháza Airport, too.

In 2007 as part of the preparation of the integration of the Police and the Border Guard, he received a mandate to take part in the work of the Aeronautical Working Group, and in the same year he was appointed to be a police advisor.

After the above integration, from 1 January, 2008, he became the leader of the newly-established Border Police Service, within the organization of the Hajdú-Bihar County Police Headquarters.

At the same time the Minister of Justice and Law Enforcement appointed him to be the deputy border commissioner of the second border section on the Romanian border of the Republic of Hungary.

During his varied and challenging professional career he attended a number of other education system-based and professional courses, including the Leadership Training at the Law Enforcement and Crime Prevention Institute of the Ministry of Interior in 2005, and the Leadership Master Training of the same Institute in 2008. In addition he also took part in foreign language studies, after which he earned an intermediate level certificate from English and Russian language.

In 2010 he retired, and after a few months he became the managing director of the Debrecen International Airport.

He started his doctoral studies at the Miklós Zrínyi National Defense University, János Bolyai Military Technical Faculty, Doctoral School of Military Technology in 2009 and in 2011 he obtained an absolutorium. His research topic is “Researching the possibilities of modernizing policing cooperation on the Hungarian-Romanian state border”. On several occasions he has taken part in various international and national scientific conferences, where he regularly held lectures.

Budapest, 9 September, 2013