

NATIONAL UNIVERSITY OF PUBLIC SERVICE

Doctoral School of Military Sciences

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Lines of Development of Border Policing

Training in the Schengen Area

Abstract of PhD Thesis

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1. The research problem and the rationale of the choice of the topic

The establishment of the Schengen area, the beginnings of the implementation of integrated border management and its continuous development resulted in a European border policing system, which was, in many respects, different from the former national border policing systems both in structure and in content. Still, it was built on the national border policing systems and cultures and was gradually supplemented by the elements of international border policing cooperation.

In order that this system will operate efficiently, it is set as a key objective that member states conduct border control of equally high standards at their external borders and that the different national border policing traditions and the special features of national training do not result in different levels of border control. The states of the Schengen area realised that in order to reach these objectives it was necessary and inevitable to strengthen and enhance border policing cooperation and to coordinate and reconcile border policing activities, procedures and measures at a European level, which also necessitated the harmonisation of border policing training.

After the establishment of the Schengen area, the European Union launched several programmes for law enforcement and border policing training, with the aim of enhancing the exchange of information, acquainting each other with good practices and developing learning material, as well as training and educational programmes of better quality. Along with content development, the preparations for and the gradual implementation of the

structural framework of European border policing training began in 2002, a process that was continued within the organisation of FRONTEX after its establishment.

European border policing training is developing simultaneously with the Schengen area as a homogeneous entity. It plays a decisive role in both national and international professional border policing training and in the development of border policing education and culture that increasingly involves European aspects, too.

The scholarly investigation of border policing training in the Schengen area including the Basic Core Curriculum and the Mid-level training is made necessary and influenced by the following factors:

- Since the establishment of the Schengen area, nobody in Hungary or in any other country has conducted research on the position and role of the Basic Core Curriculum and the Mid-level training in border policing training, the process of their development, their content and achievements, the prospects for their further development.
- Conclusions drawn from the investigation of the Basic Core Curriculum and the Mid-level training programmes may have a considerable impact on the development of future border policing training programmes and may affect the future training strategy of FRONTEX.
- By the time the writing of PhD thesis began, a number of documents that had not been public before had been made accessible, which also provided incentive to start the research.
- The need to constantly monitor, analyse and evaluate the European aspects of border policing

training is confirmed by the Regulation amending Council Regulation No 2007/2004(EC), which, among other provisions, stipulates that “*Member States should integrate the results of the Agency's work ... in the national training programmes of their border guards.*” (European Parliament the Council, 2011) Therefore, it is of key importance that the Common Core Curricula of FRONTEX, those now existing, those being developed and those to be developed in the future meet both the general European and the special border policing training requirements, thus contributing to the conducting of unified and high-standard international and national border policing training.

- Based on my research, I consider that the FRONTEX Training Unit aims at developing and applying progressive and exemplary solutions, the familiarisation of which may help the work of other professional areas, too.

The choice of topic was motivated by the following factors:

- I have been involved – except for short break – in various international training activities in the field of border policing as a national expert since 2002.
- From December 2003 to the end of December 2005 I worked as a national expert at the Ad-hoc-Centre for Border Guard Training in Traiskirchen, Austria.
- I worked as a national expert in the first phase of the development of the Common Core Curriculum and I was involved in its first revision as the as subproject leader, first of the general, later of the land border module.

- I brought forth the idea of establishing the Mid-level training and was actively involved in its development. Later – except for a short break – I worked as the subproject leader of the training week in Hungary.
- Since 2006 I have been working – except for a short break – as a national training coordinator for FRONTEX and with this PhD thesis I wish to contribute to the familiarisation of the Agency’s activities and the acceptance of its achievements at national level.
- By writing this thesis, I wish to contribute to the scholarly investigation of the period and field of European border policing training under discussion, to the preservation of events and achievements included whose research will be difficult or impossible at a later stage.

2. Hypotheses for research

1. A decisive element in the establishment of efficient border policing in the Schengen area is building unified and high-standard training for border guards, which can be realised by the gradual strengthening of the European aspects in border guard training.
2. FRONTEX does not wish to establish its own training institution in the foreseeable future, therefore border policing training based on national educational and training institutions, with its content coordinated at a European level will play a decisive role in the field of cooperation in border policing training in the Schengen area for a long time to come.

3. Border policing training in the Schengen area is part of the European training system, therefore general processes in European training, the achievements of the Copenhagen and the Bologna processes in particular must also be manifested in the training provided for border guards.
4. The FRONTEX Basic Core Curriculum and the related training tools are pioneering achievements in the history of European law enforcement training, and the experience related to them may have a positive effect on similar developments in other professional fields.

3. Aims of research

- I wish to explore and present the most important EU documents (from the creation of the Schengen area to the present) with content related to professional and general training that affected and determined the establishment and development of European border policing training. Within these documents I pay special attention to factors that directly or indirectly influenced the establishment and development of the European aspects of European border policing training, of the Basic Core Curriculum and of the Mid-level training.
- In my thesis I mainly wish to present only the documents, events and processes that have contributed to the establishment and later to the modification of the Basic Core Curriculum and the Mid-level training, and thus to the foundation and realisation of the activities of the FRONTEX Training Unit in this regard.

- I wish to explore the process of the development of the Basic Core Curriculum and of the Mid-level training, their phases, their most important content elements, to evaluate their place and role in border policing training and the possible directions for their further development.
- In the thesis, I mainly used the concepts of the Schengen Borders Code, or, in the absence thereof, those applied by the professional border policing staff in Hungary. It is not my intention to further develop professional terminology or to create new concepts.
- I accept and do not examine the concepts and achievements defined in the European Qualification Framework for lifelong learning and in the framework of the Copenhagen and the Bologna processes. I present them only to the extent needed for the purposes of my research.
- In my thesis I do not present the organisational changes accompanying the development of the European border policing training, the efforts made by FRONTEX to develop core curricula at Bachelor and Master levels or other FRONTEX training activities outside the scope of my research, or I discuss them only to the extent it is essential.
- In my thesis I do not examine the experience gained by the national implementation of the Basic Core Curriculum in various countries and I do not intend to develop a new Core Curriculum.
- In my thesis I do not wish to name the persons involved in the various activities or to evaluate their activities.

4. Research methodology

- Using the method of comparison, I examined and explored the documents that determined and facilitated the development of border policing training in the period under investigation, their content related to training.
- Using a system approach, I examined and determined the place and role of the Basic Core Curriculum and of the Mid-level training, of the Schengen area and in the national border policing training system.
- Using analysis and synthesis, I examined various EU documents, international and Hungarian publications and reports related to the subject matter of this research, I revealed facts and relationships discussed in various documents. Finally, I drew conclusions about the established facts and made proposals concerning the possible directions and areas of further development.
- Using interviews made with the participants of the training week in Hungary of the Mid-level training I examined the extent to which trainees met the requirements of the training in terms of previous qualifications and professional competence.

5. Summary of the examination

In the first chapter firstly I interpreted the Hungarian and international concepts the clarifying of which may facilitate a more exact understanding of the thesis. Subsequently, I explored and presented the main EU documents dating from the Convention implementing the

Schengen Agreement up to present day that directly determined or influenced the drawing up and the development of the Basic Core Curriculum and the Mid-level training. Apart from the documents of strictly professional nature, only to the extent needed, I also presented the documents defining the general European aspects of the training that had an impact on the establishment and development of the two training tools mentioned above.

The evaluation of the documents examined in this chapter confirms the supposition that there was a gradual development in the European aspects of the training for border guards in the Schengen area and the different phases of this development can be defined in terms of content and organisational features. Based on the examined documents we can also establish that the training tools and options can ensure the development and harmonisation of border policing training in the Schengen area.

In the second chapter I explored and presented the processes of the drawing up, the development and the prospective further progress of the FRONTEX Common Basic Core Curriculum. On the whole, I consider that the process of development of the Basic Core Curriculum realistically reflects the progress of the training of European border guards, as a result of which a basic curriculum was created that, considering the circumstances, involves both general training requirements and those of professional border guards at the highest standard possible and serves as an example for other professional areas of law enforcement.

In the third chapter I explored and presented the process of development and the achievements of the FRONTEX Mid-level training and the prospects for its further development.

In summary we can establish that the phase involving the Mid-level trainings up to the present day (including both its positive and negative elements) is a decisive chapter in the development of the common European border policing training, as it is unprecedented that leaders working at local level, in the professional area of border policing should prepare for carrying out international cooperative and other tasks emerging in the professional area of border policing using a unified training programme, involving such a wide range of cooperating states, partner institutions and teachers.

6. Summary of research findings

In the first chapter of my thesis I explored and presented how the professional and general European aspects of border policing training appeared and developed in the Schengen area and the cooperating states. In the second chapter I explored and presented the process of development of the FRONTEX Common Basic Core Curriculum and its achievements, whereas in the third chapter those of the Mid-level training.

Based on the findings of my research, I established that in the Schengen area the European aspects of the training for border guards developed gradually, they can be defined in terms of organisational and content features, which include the following stages of development:

I defined the period from the Convention implementing the Schengen Agreement to the establishing of the Ad -

hoc – Centre for Border Guard Training as the first phase of cooperation in border policing training in the Schengen area, which was mainly characterised by cooperation without a coordinating professional border policing organisation, based on projects, involving small groups of participating countries as well as their own financial contribution and by the gradual establishment of the conditions of the implementation of integrated border management, which also included border policing training.

I defined the period from the establishing to the closure of the Ad-hoc-Centre for Border Guard Training at the end of 2005 as the second phase of cooperation in border policing training in the Schengen area, which was characterised by the coordination and harmonisation of European border policing training and education at a European level in a temporary organisational framework.

Based on the results of my research I consider that the FRONTEX Regulation opened a new phase in border policing management and training in the Schengen area. It resulted in the establishment of an EU agency which, as a permanent organisation, ensures the coordination and harmonisation of border policing management and training. It established the network of partner institutions. By the development of the core curricula and the Sectoral Qualifications Framework it made a significant contribution to the unification of European border policing training and the improvement of its quality. On this basis I defined this period as the third phase of European border policing training.

The phases of border policing training in the Schengen area, the changes in content and organisation in the various

phases, the process of the development of the Common Core Curriculum and of the Mid-level training, the achievements of the FRONTEX Training Unit confirm my first hypothesis in general, according to which building unified and high-standard training for border guards is a decisive element in the establishment of efficient border policing in the Schengen area, which can be realised by the gradual strengthening of the European aspects in the content and the organisation of border guard training.

According to my second hypothesis, FRONTEX does not wish to establish its own training institution in the foreseeable future, therefore border policing training based on national educational and training institutions, with its content coordinated at a European level will play a decisive role in the field of cooperation in border policing training for a long time to come.

The first statement of this hypothesis is confirmed by my finding, according to which the Agency does not envisage the establishment of central, regional or other training institutions in either the near or the distant future; it wishes to conduct training courses based on national training institutions. I consider the second statement basically confirmed, too, on the level of setting objectives, because the core curricula and the Sectoral Qualifications Framework for Border Guarding are key tools in content coordination and harmonisation, but in practice they are not sufficient to establish the complete harmonisation of content. To this end the application of common core curricula, common learning material, teacher and student exchange programmes and the strengthening of the European aspects at all levels of training are essential, too. In this respect I detected the greatest progress in the field

of basic level training, whereas the greatest backlog in the field of mid-level training.

My third hypothesis states that border policing training in the Schengen area is part of the European training system, and general processes in European training, the achievements of the Copenhagen and the Bologna processes in particular must also be manifested in the training provided for border guards.

My hypotheses are partly confirmed by the results of the Common Core Curriculum Monitoring System Report, according to which defining the duration of a training course cannot be a decisive element in the establishment of training of the same standard. The Report also confirms that border guards carrying out duties in the Schengen area are provided trainings of significantly different content and in diverse systems and training with the same standard can only be realised in the framework of a flexible system that takes into consideration several factors together.

Based on the findings gained from interviews I conducted with participants of Mid-level training courses about its further development, it can be established that the participants' learning paths are varied and we have good grounds for supposing that they will be even more varied in the future, therefore, in order to create identical training standards, the training system will need to be flexible, too.

The process of the development of the Common Basic Core Curriculum and its achievements, which best incarnate the objectives of the general European training processes also theoretically confirm my hypothesis about the ongoing development of the Mid-level training, but they also cast light on the fact that, except for the basic

level training, there is a lot to do in the field of implementation.

In my fourth hypothesis I state that the FRONTEX Common Basic Core Curriculum and the related training tools are pioneering achievements in the history of European law enforcement training, whose experience may have a positive effect on similar developments in other professional fields.

My hypothesis is partly confirmed by the fact that within the professional field of law enforcement in the Schengen area it was in border policing training that a common basic core curriculum was first developed, the aim of which was to ensure the harmonisation of the content of the training in the whole area and in cooperating countries through a basic training curriculum and the related training tools. From another aspect, my hypothesis is confirmed by the fact that during the development of the Common Basic Core Curriculum the Sectoral Qualifications Framework for Border Guarding was established and applied, which, from the aspect of its levels and general content elements, despite its numerous deficiencies, embodies a transparent training system, built on European training achievements. The acceptance and confirmation of this process at a European level is supported by the communication from the Commission, titled *Establishing a European Law Enforcement Training Scheme* (European Commission, 2013), which wants to ensure the proper quality of training courses in a similar way.

On the whole, I consider that I have fulfilled the aims set in my thesis and have proved my hypotheses.

7. New scientific findings

By writing my thesis in which, by applying the research methods named earlier, I fulfilled the aims of the research and I proved my hypotheses. As a result of these, I formulated the following new scientific findings:

1. I explored and presented the gradual development of the European aspects of the European border policing training from the establishment of the Schengen area to the present and, based on content and organisational features, I defined the phases of its development.
2. Through the development of the European aspects of the European border policing training, the content elements and the implementation of the Common Core Curriculum for EU Border Guard Basic Training and the Mid-level training I proved that border policing training based on national educational and training institutions, with its content coordinated at a European level will play a decisive role in the field of cooperation in European border policing training for a long time to come.
3. I explored and presented the development processes of the FRONTEX Core Curriculum for EU Border Guard Basic Training and of the Mid-level training, their phases, major achievements and the possible directions of their further development.
4. I explored and presented, mainly through the Common Basic Core Curriculum, that the general processes in European training and educational

processes are also manifested in the training provided for European border guards.

8. The practical usability of the scientific findings, recommendations

1. I consider my primary task to acquaint the scientific community with the findings of my research in the form of publications, as, because the novelty of the topic, the obtained results are known only by a few people or not known at all. I also think it is necessary to direct the researchers' attention to the documents I examined, because most of them have an influence not only on training issues but also on other aspects of border control.
2. I propose that, in accordance with the objectives set by the communication from the Commission on Establishing a European Law Enforcement Training Scheme (European Commission, 2013), the preparations for the adaptation of the Sectoral Qualifications Framework in law enforcement training are made and its development is begun.
3. It would be advisable for the National University of Public Service to conduct a partnership agreement with FRONTEX and to get involved again in its training cooperation, primarily in the Mid-level training and projects related to land and air borders.
4. I also propose to acquaint the organisers of training courses based on or considering the

Common Basic Core Curriculum with the most important content elements of this thesis.

5. I propose that my suggestions about the further development of the Common Basic Core Curriculum and the Mid-level training are considered during preparations for various FRONTEX conferences.

9. Suggestions concerning further research

1. I consider the examination of the application of the Common Core Curriculum at a national level a prospective area of further research in the subject matter.
2. I deem advisable to continue the research concerning quality assurance issues with respect to both the Common Core Curriculum and the Mid-level training.
3. In close connection with my field of research, I consider it necessary to examine the Sectoral Qualifications Framework for Border Guarding concerning the feasibility of specialisation according to the various types of border (land, air, sea) and how this would influence the development or modification of the core curricula and the training courses.

Publications by the author

Textbooks, lecture notes:

1. A határőrizeti kirendeltség feladatai, tevékenységi rendszere és határőrizetének megszervezése. Budapest, Zrínyi Miklós Military Academy of the Hungarian Army 1994., ZMKA Szolg. Könyvtár 734/494. –pp. 69.
2. A határőrizeti tevékenységek. In: Kónya, József (ed.): Az államhatár rendészete és védelme. Budapest, Zrínyi Miklós University of National Defence 2000. –pp. 107-116.

Articles:

1. A határőrizeti tevékenység helye a határőrség tevékenységi rendszerében; Határőrségi tanulmányok, 1995. 1. –pp. 90-103.
2. A határőrizeti akció fogalma, jellemzői, helye, szerepe a határrend védelmi tevékenységek rendszerében; Határőrségi tanulmányok, 1996./ 1. –pp. 144-161.
3. Az Osztrák Szövetségi Hadsereg osztrák – magyar határszakaszon történő határőrizeti alkalmazásának tapasztalatai; Nemzetvédelmi Egyetemi Közlemények I./1. ISSN 1417-7323 – pp. 45-53.
4. Az éjszakai határőrizet tapasztalatai; Hadtudomány, 1998./ 1. ISSN 1215-4121 –pp. 95-100.

5. Az amszterdami szerződés hatása a magyar határőrizeti rendszer fejlesztésére; *Hadtudomány*, 1999./ 1. ISSN 1215-4121 –pp. 101-110.
6. A FRONTEX alapszintű képzési programjának bemutatása és hatása az alapszintű határrendészeti képzésre; – In: Gaál, Gyula – Hautzinger, Zoltán (ed.) *Pécsi Határőr Tudományos Közlemények IX.* 2008. ISSN 1589-1674 –pp. 335-341.
7. Részvétel a FRONTEX képzési programjaiban; – In: Varga, János (ed.): *15 éves a Rendőrtiszti Főiskola Határrendészeti Tanszéke. Határrendészeti Tanulmányok*, 2008. 4. különszám. ISSN 1786-2345 –pp. 40-47.
8. A rendészeti kultúra értelmezése; - In: Gaál, Gyula – Hautzinger, Zoltán (ed.) *Pécsi Határőr Tudományos Közlemények X.* 2009. ISSN 1589-1674 –pp. 397-404.
9. A FRONTEX mid-level képzés létrejötte, első szakaszának bemutatása és értékelése, továbbfejlesztésének lehetséges irányai; – In: Valcsicsák, Imre (ed.): *Rendvédelmi Füzetek, Rendészeti Doktoranduszok I. Országos Konferenciája.* 2010./ 1. ISSN 1585-1249 –pp 112-122.
10. A FRONTEX mid-level képzésének lehetséges helye és szerepe a határrendészeti képzésben a Stockholmi Program megjelenését követően; - In: Gaál, Gyula – Hautzinger, Zoltán (ed.) *Pécsi*

Határőr Tudományos Közlemények XI. 2010.
ISSN 1589-1674 –pp. 351-359.

11. A FRONTEX mid-level képzésének és a képzés magyarországi programheteinek bemutatása; Magyar Rendészet; 2011./ 4. HU-ISSN 1586-2895 –pp. 102-109.
12. A FRONTEX oktatási és képzési tevékenységének várható hatása a nemzeti határrendészeti oktatásra és képzésre; - In: Hautzinger, Zoltán – Verhóczki, János (ed.): Sodorvonalon, Border Policing Section of the Hungarian Association of Police Sciences; 2012; ISBN: 978-963-08-3271-1 – pp 119-136.
13. First steps towards the harmonized European border guard training and education; AARMS 2012/1., ISSN 15888789; –pp. 51-59.
14. A hosszú távú határrendészeti oktatási és képzési stratégiák harmonizálásának szükségessége; Magyar Rendészet 2012./1.; HU-ISSN 1586-2895; –pp 85-91.
15. Az egységes európai határrendészeti képzés megteremtésének első szakasza; Határrendészeti Tanulmányok; 2013/2.; HU ISSN 2061-3997 (Online) –pp. 14-23.
16. Az egységes európai határrendészeti képzés és oktatás megteremtése első szakaszának eddig nem vizsgált dokumentumai („Sherlock” együttes fellépés, „Oisin” és „Odysseus” programok); Határrendészeti tanulmányok;

2014/1.; HU ISSN 2061-3997 (Online) –pp.10-14.

17. A Schengeni katalógus az ARGO program szerepe az egységes európai határrendészeti képzés megteremtésében; Határrendészeti Tanulmányok; 2014/2.; HU ISSN 2061-3997 (Online) –pp. 53-61.
18. Az egységes és magas színvonalú felkészítés igénye a schengeni térség határellenőrzésében – a megoldás lehetőségei; - In: Gaál, Gyula – Hautzinger, Zoltán (ed.) Pécsi Határőr Tudományos Közlemények XV. 2014. ISSN 1589-1674 –pp. 319-324.

Curriculum Vitae

Positions, Work experience:

- **2006-** FRONTEX - national training coordinator for Hungary (with a short break)
- **2006-** Border policing Department, Police College (now: National University of Public Service), college associate professor
- **2003-2006** Ad-hoc-Centre for Border Guard Training (ACT), Traiskirchen, Austria, Hungarian national expert (working language: English),
- **2002-2003** Border policing Department, Police College, college associate professor
- **1993-2002** Border guard Department, Zrínyi Miklós Military Academy, teacher, assistant lecturer, senior lecturer
- 1986-90 Staff Company, Border Guard Regiment, deputy captain of company
- 1979-86 Reconnaissance Sub-division, Border Guard District, Sopron, reconnaissance officer

Training and Education:

- **2009-2012** Doctoral School of Military Sciences, National University of Public Service, (final certificate)
- **2007** Federal Police Leadership Academy, Münster, 1-week study trip
- **2003:** Middle European Police Academy (MEPA) (4-week border guard course, working language: German)
- **2000:** Advanced level language exam in German

- **1996-99:** Doctoral School of Military Sciences, Zrínyi Miklós University of Defence, (final certificate)
- **1993:** Advanced level language exam in English
- **1990-93:** Zrínyi Miklós Military Academy (with Honours)
- **1980:** Police College, retraining course for commissioned police officers
- **1975-79:** Kossuth Lajos Military College, border guard and primary school pedagogy teacher speciality

Most important international activities:

2007-11 preparation and management of, delivering lectures at the 8 Hungarian training weeks in the framework of the FRONTEX Mid-level training

27.02.-01.03. 2008. Leader of the committee for the accreditation of the educational programme of the Border Guard College, Public Service Academy, Estonia. (Working language: English) Participating countries: Hungary, Latvia, United Kingdom

02.18-22. 2008. Gaeta, Italy: Leading teacher at the FRONTEX Common Basic Core Curriculum national multipliers' course. (Working language: English) Participating countries: Italy, France, Spain, Portugal, Malta, Cyprus, Greece, the Netherlands, Belgium, Luxemburg, United Kingdom, Germany, Austria, Switzerland.

01.01.- 31.12. 2007. Leader of the group responsible for the land borders module during the modification of the FRONTEX Common Basic Core Curriculum. (Working language: English) Participating countries: Hungary, Austria, Bulgaria, Estonia, Lithuania.

01.01.- 31.12. 2006. Co-leader of the group responsible for the Land borders module during the modification of the FRONTEX Common Basic Core Curriculum, with the representative of Latvia. (Working language: English) Participating countries: Hungary, Latvia, Estonia, Lithuania, Poland.