

An author's resume of the doctoral (PhD) thesis

NATIONAL UNIVERSITY OF PUBLIC
SERVICE
Doctoral School of Military Sciences

(DR. COL. LÁSZLÓ KESZELY)

- Defence Administration's Role in Building National Level Comprehensive Approach -

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The scientific problem

Our security environment that has radically been changed since the nineties of the last century, and conflicts that are fundamentally different from the previous ones, has made large international organizations and their member states realize that crises of our age can not be effectively managed solely by military means and power. Due to the new security environment our transformed security perception has made necessary new methods of crisis management. Negative experiences of international crisis management has made large international organizations and a number of states to find complex solutions for the new complex challenges. Civilian expertise, or in general the involvement of the civilian side into crisis management efforts has become indispensable, that has widened the spectrum of the actors.

In order to build up complex crisis management - including the requirement of institutionalized civil-military cooperation - has come into being Comprehensive Approach gaining a great success in theory and structure in a very short period of time. Large international organizations that take part in crisis management like UNO, EU, NATO clearly envisage its crisis management efforts in harmony with Comprehensive Approach. Accordingly, all of them worked out their Comprehensive Approach doctrines, established the necessary structures and procedures.

In spite of all these, experiences do not confirm that theory works in practice as expected. It has been realized with disappointment that presuppositions necessary for Comprehensive Approach have been met with partial if any success. Despite the best intentions there are still too wide gaps between mandates, objectives, aspirations, ways of thinking and organizational culture. Many experiences point out that Comprehensive Approach functions perfectly on paper, however it does not work in real life as expected by its founders. It is caused by several practical factors too from political disagreements to overmuch strict administrative rules. In my research my assumption was that these administrative and practical obstacles could have been eliminated over the years, had they been the only reasons for the lack of success. This has not been realized so I concluded that there must be a conceptual problem why Comprehensive Approach is not able to prevail in practice.

To reveal this conceptual problem I examined if Comprehensive Approach - traditionally applied for international missions – applicable for internal national level crises as well, assuming that in normal conditions in a state there is an undivided governmental direction and intent behind strategic objectives. Thus inherently more likely to create coherence of activities. Along this logic I examined how national level crisis management could facilitate coherence in international crisis management. Comprehensive Approach basically is a way of thinking, so we need a method to operationalize it for practical crisis management activities. For this reason I researched theory and practice of Effects-based Approach (originally invented for military purposes) and its adaptability for national level governmental crisis management.

Third scientific problem is the nature of the structure that can facilitate a national level Comprehensive Approach. In Hungary crisis management is divided by sectors and each of them has created a structure specific to sectorial principles, rules and cultures. These structures do not constitute a coherent whole, so in Hungary there is no general crisis management system. In want of it, sectorial structures and procedures are activated depending on the current crisis. This solution is not suitable for facilitating a national level crisis management system that

functions in accordance with Comprehensive Approach. Thus we need to create a structure that capable to manage all kinds of crises in a unified manner and procedure but in a flexible composition at the same time. Upon these requirements I worked out a national crisis management system's model that functions in accordance with Comprehensive Approach and Effects-based Approach. The model is based on existing defence administration organizations supplemented by a national crisis management center.

Research objectives

1. To work out the levels of Comprehensive Approach, then to conduct a comparative analysis of UNO, EU, and NATO Comprehensive Approach doctrines, structures and results in order to reveal the conceptual cause of the gap between Comprehensive Approach theories and practices;

2. To justify applicability of Comprehensive Approach for internal, national level crises as well, based on the results achieved so far and future objectives in Hungary;

3. To identify defence administration evolution tendencies and structural transformations toward Comprehensive Approach, then to identify recent defence administration structural elements that represent and facilitate Comprehensive Approach with the aim of justifying suitability of defence administration for facilitating Comprehensive Approach;

4. To establish a method for adaptation Effects-based Approach into national crisis management and to determine Effects-based Approach's place and role in operationalizing Comprehensive Approach;

5. To work out a theoretical model of a national level crisis management system based on Comprehensive Approach (principles, function, responsibilities, structure);

Hypotheses

1. Comprehensive Approach is to be examined at least at three levels: the level of the individual, national and international level. Existing Comprehensive Approach modes are ineffective in practice because they aim directly the highest international level;
2. It is relatively easier to build up Comprehensive Approach at the national level, since within a national state the government is able to provide a level of coherence that can be hardly achieved between independent, equal international crisis management actors;
3. Besides international crisis management missions the principles, the way of thinking, and the culture of Comprehensive Approach can be adapted for internal, national level crises as well;
4. From structural perspective national level Comprehensive Approach can be built up within the defence administrations system that could play an ideal intermediary or catalyst role even with its recent structure that can be made more suitable with the necessary transformations;
5. From a defence administration transformation perspective creation of a unified crisis management system with a national crisis management center could facilitate Comprehensive Approach;

Research methods

In order to achieve research objectives:

- I analyzed and - among others with SWOT analysis – compared Comprehensive Approach concepts, structures of UNO, EU and NATO in order to determine possible conceptual reasons of the gap between theory and practice;
- When working at the Legal Department and Defence Administration Department of HUN MOD I took part in drafting, coordinating and commenting concepts and legal measures for home defence, disaster management, crisis management, defence administration;
- In bilateral meetings I consulted with crisis management experts from several countries (e.g. Slovakia, Poland, Czech Republic, Georgia) where we compared our national crisis management systems and exchanged our experiences;
- I made interviews with former military leaders who had served at the Regional Command North, and NATO HQ in Afghanistan;
- When serving at the Legal Office at NATO Joint Force Command Naples (especially when I was the legal advisor of the NRF Deployed Joint Task Force commander) I had the opportunity to study NATO's crisis management system, NATO principles and methods for Comprehensive Approach and Effects-based Approach. As a member of Joint Force Command Naples mobile training team I regularly gave lectures on the legal aspects of NATO operations for officers of PfP and Mediterranean Dialogue countries;
- Between 2010 and 2012 I represented Hungary at NATO HQ Comprehensive Approach Community of Interest working group, where I could obtain information on the latest NATO Comprehensive Approach tendencies, objectives. At the working group meetings I performed and represented Hungarian national standpoints and I consulted it with recognized experts of the topic;
- In 2013 at a NATO Crisis Management and Disaster Response Center of Excellence conference I learned the latest results in NATO crisis management. I presented Hungarian achievements in the adaptation of NATO Crisis Management System and concepts of national level Comprehensive Approach. I consulted these questions with member states' experts;
- Since 2010 as a Comprehensive Approach project leader - launched by MOD Defence Administration Department - I have been working on national Comprehensive Approach concept, legal background and practice. All of my related researches are primary ones;
- As a general research method I applied comparative analysis several times, however my main research method – due to the nature of Comprehensive Approach – was system approach and synthesis in order to explore interdependencies and cooperation options between crisis management systems and subsystems. The major part of my research is based on primary researches, own concepts and experiences, as well as relying on the relevant literature and legal measures. I have published my partial results in conferences and in written publications;

The research

Chapter I.

In Chapter I. of the Thesis I analyzed NATO, EU and UNO Comprehensive Approach concepts, doctrines and structures then some countries' practices and future plans. Results of the analysis proved that theoretical and structural backgrounds have been developed everywhere, however theory does not work in practice as expected.

In order to reveal its conceptual cause, I set up a system of Comprehensive Approach levels, where I distinguished three levels that build on each other: individual level, national level, international level. In my opinion the conceptual cause of the theory - reality gap is that crisis management actors keep trying to apply the international level without a functioning or even an existing individual and national level.

Besides the system of levels we also need a method that helps in operationalizing Comprehensive Approach in crisis management practice. For this reason I examined Effects-based Approach. The essence of this concept is that we do not determine for the actors what to do, but what effects we require to be achieved and the actors are free to choose how to do it. I adapted the theory and practice of Effects-based Approach (that was invented for military operations) to national level governmental crisis management. As a result I proved that Effects-based Approach can effectively support Comprehensive Approach, so it is an adequate method for operationalizing Comprehensive Approach in crisis management operations.

Chapter II.

In this Chapter I analyzed the evolution of the Hungarian defence administration system, focusing on the changes in its function and structure from the age of the World Wars up to present days. I revealed how defence administration moved from a one function system that supports exclusively military efforts to a multifunctional structural background that is able to manage both civil and military crises. Next I examined the present structure of the defence administration system and highlighted those structural elements that represent or support Comprehensive Approach in objectives, in composition or in function. As a result I confirmed that Hungarian defence administration system could be an ideal intermediary or catalyst background of Comprehensive Approach.

Chapter III.

In the last Chapter I demonstrated those results that Hungary has achieved so far in building up Comprehensive Approach. My aim was to prove that Comprehensive Approach is not a concept that works solely in theory, but also can be successfully applied in practice. Then I analyzed such national and international crisis management models that partly or fully are based on Comprehensive Approach. I summarized my researches in setting up a national crisis management Model that suitable and destined to manage all kinds of crises determined by the National Security Strategy. The Model represents the structure and method that can effectively support a national level Comprehensive Approach which is a possible option for answering the main question of my research.

Summarized conclusions

Comprehensive security perception of recent times, and the resulting complexity of challenges, dangers, threats and crises require complex crisis management methods. A relevant concept – called Comprehensive Approach – had been developed within international crisis management, that was very soon applied by the UNO, EU, NATO and several states at the national level. Large international organizations and some nations worked out their Comprehensive Approach doctrines, structures and procedures. In practice however they did not manage to achieve the desired level of effectiveness. Focus of my researches was on exploring the conceptual cause of this failure. For this reason I developed the concept of a Triple Level Comprehensive Approach System. First one is the level of the individual, by this I mean a mental orientation, a way of thinking. Achieving this level should be started at general education and training. If the students acquire crisis management knowledge in this spirit, if they

socialize in this way of thinking, their mental and emotional acceptance of Comprehensive Approach is much more likely.

I identified the level of nations as second level of Comprehensive Approach, which means a combined and coordinated engagement of a nation's civil-military capabilities for managing a complex crisis. This requires cohesion, furthermore a system and culture of institutionalized cooperation between governmental and non-governmental crisis management actors to fulfill unified governmental intent and Whole of Government interests.

Finally, third level is the international level of Comprehensive Approach where coherence and cooperation must be achieved between civil and military actors of states, international organizations, non-governmental organizations, host nations, donor states, presumably within a multinational mission. To achieve functioning Comprehensive Approach at the third, and highest level - according to my researches – is not possible without completion of the first and second levels. Comprehensive Approach should be developed from bottom up, beginning at the level of the individual, and at the national level, then upon their effective functioning can be followed by the international level. By contrast, in practice crisis management actors keep trying to apply Comprehensive Approach right at the international level neglecting the other two below levels. I have found this intention as a conceptual problem why Comprehensive Approach not functions in practice as effective as expected.

To eliminate this conceptual problem, an educational and training system should be developed (level of the individual) that facilitates Comprehensive Approach. Next a national level Comprehensive Approach concept, structure and practice (national level) should be worked out that is applicable both for national and international crises. Finally on the basis of a well-functioning individual and national level, persons and national organizations - thinking and acting in accordance with Comprehensive Approach – could deploy to engage in missions in the international environment (international level). Implementation of the governmental Action Plan 2013-16 has also revealed that Comprehensive Approach can be developed from bottom up in a long, organic development, instead of rapid and radical modifications, especially skipping entire levels.

International level is the only one that receives overall support by the international organizations and the nations as well. Level of the individual has increasingly been emphasized though interoperability of civil and military trainings is yet to be improved. National level alone has not gained considerable support so far, especially the application of Comprehensive Approach for national crises. Analysis of national crisis management systems revealed that smaller states with modest economic and military potential rather tend to develop the national level and they have already achieved different stages of development. That is the very reason why building up and strengthening a national level Comprehensive Approach in Hungary could serve as a good example for other states of the similar size.

There is no need for a new structure to develop and function national level Comprehensive Approach since such a structure does exist and is called defence administration. For managing any kind of crises, defence administration covers both horizontally and vertically all potential civil and military actors, their governing bodies, relations and mechanisms necessary for cooperation. That is why defence administration could play an intermediary, a catalyst role in developing and functioning national level Comprehensive Approach even with its recent structure that can be made more suitable with the necessary transformations.

A Comprehensive Approach based national crisis management system should be planned upon the existing institutional background with the minimum necessary changes in the structure and the authority. Taking all this into consideration I worked out a possible Model of a national crisis management system. Comprehensive Approach is represented by two factors in this Model: On one hand all types of crises falls into its scope, secondly its structure encompasses both horizontally and vertically all potential crisis management actors in other words all civil and military capabilities of the nation. Comprehensive Approach can be effectively supported by Effects-based Approach as an implementation method that ensures all crisis management efforts converge towards the whole of government end state through an effects system elaborated at the government level.

Development of Comprehensive Approach is relatively easier at the national level as opposed to the international level, since the latter one is characterized by several independent, sovereign actors and it is rather difficult to harmonize their interests and ambitions, while at the national level the government with its whole of government objectives is capable to create coherence and cohesion between the actors. This potential arises from its power and authority. For this reason in my Model the government is at the top of the crisis management system. Below can be found (with slight modifications of its current authority) the National Security Cabinet as an advisory and implementation coordinator body of the Government that has authority for all kinds of crises. I suggest the integration of the National Security Working Group, the Counter-terrorism Coordination Committee, the Home Defence Administration Inter-ministerial Coordination Working Group and the Disaster Response Inter-ministerial Coordination Committee with senior leader level members that provides professional support for the Cabinet. From Comprehensive Approach perspective I deem indispensable the establishment of a National Crisis Management Center under direction of the National Security Cabinet in place of the several existing sectorial centers. This center should have a permanent core element that can be flexibly augmented by subject matter experts as required by the current crisis. A basic requirement is that the center does have authority for all kind of crises and its structure should be built up accordingly. The National Crisis Management Center would coordinate the activities of the actors at the implementation level. Actors are to be organized into pools as civilian capability pools and military capability pools. At the implementation phase of the crisis forces and equipment can be drawn from these pools in a flexible manner as required by the current crisis.

Besides governmental organizations, non-governmental organizations play an important role in a national crisis management system as their expertise and experiences are indispensable in crisis management and humanitarian relief. It is a prerequisite of their effective engagement that they are involved into the crisis management procedure from the very beginning in order to harmonize their objectives with Government's governmental organizations' and other actors' objectives. Accordingly, experts of non-governmental organizations naturally parts of the expert groups in the National Crisis Management of my Model, as well as their capabilities are parts of the civil component of the implementation forces.

New scientific results

1. I set up a Comprehensive Approach level system in which I distinguished the level of the individual, the national level and the international level. I pointed out first that the conceptual cause of the negative tendencies in building and functioning Comprehensive Approach is that crisis management actors keep

trying to apply Comprehensive Approach right at the international level without an existing and successfully functioning individual and national level;

2. I proved that principles, the way of thinking and certain elements of Comprehensive Approach – with adequate modifications – can be adapted from international into national crisis management and can be applied for national crises as well;
3. I analyzed the Hungarian defence administration system from a civil-military cooperation perspective and justified that it can serve as an ideal intermediary and structural background of Comprehensive Approach. I made a proposal for modifying definitions of defence administration and home defence administration;
4. I created a national definition, the professional and ethical principles of Comprehensive Approach, I worked out the draft of a governmental action plan for 2013-16 that was approved by the Government;
5. I composed a national crisis management Model based on Comprehensive Approach and Effects-based Approach;

Recommendations

1. Besides the National Security Strategy, Comprehensive Approach should be incorporated into the sectorial strategies as a governmental crisis management policy mainstream in accordance with the Comprehensive Approach national definition described in the Thesis;
2. I recommend to establish a Community of Interest with the participation of the relevant sectors and agencies, as well as the representatives of the non-governmental organizations. Community members could improve the Comprehensive Approach national concept via regular consultations, meetings;
3. Legal definitions of defence administration and home defence administration are to be supplemented with the elements suggested in the Thesis;
4. I recommend to examine how to build up the Model (described in the Thesis) then upon the results to submit a proposal to the Government. This work could be best done by an existing, or a new inter-agency organization.
5. For evolving the level of the individual, research results and other relevant knowledge related to crisis management and Comprehensive Approach should be incorporated into education and training in:
 - military, law enforcement, public administration leaders' regular trainings;
 - defence administration decision makers' and experts' regular trainings;
 - pre-deployment trainings for military, law enforcement and civil experts prior deploying to the crisis area;
 - basic education and training courses at the National University of Public Service.

Military, law enforcement and civil public service education are integrated at the National University of Public Service which therefore can serve as an ideal educational and research background for Comprehensive Approach. Thus I suggest the establishment of a unified defence administration degree program at the university involving military disaster response, law enforcement and public service education where training programs are based on Comprehensive Approach. Accordingly the degree program could consist of three specializations: disaster relief, home defence (military) and law enforcement administration. These three specializations could be supplemented with a fourth one, a general defence administration specialization for those government officials

and civil servants who wish to deal with defence matters at public administration (e.g. in ministries or other central administrative bodies, in county and district governmental offices, in mayors' offices). I recommend defence administration training and education to be part of the so called "common subjects" that are taught at every faculty of the university.

As a long-term goal I suggest the establishment of a general crisis manager training to educate persons who are familiar with general crisis management principles and rules, with governmental command and control, defence administration and public administration. Furthermore they get a necessary level knowledge of public service, military, disaster response and law enforcement tasks in crisis management, so as to be able to coordinate the engagement of civil and military capabilities in any type of crises.

Practical usability

This special interpretation of Comprehensive Approach that is described in the Thesis has been in practice since 2010. My defence administration type job at the MOD Defence Administration Department has given me the opportunity to develop theory and practice at the same time.

Comprehensive Approach theory was tested at "Defence Administration Exercise Fejér 12" for the first time, that was followed by annual defence administration exercises linked to the command post exercises of the Defence Staff. At the education side I could highlight the course closing exercise of the military leaders training at the National University of Public Service that included a one day long defence administration exercise. Furthermore I can mention the regular home defence administration courses in which thematic we can find Comprehensive Approach or the traditionally organized annual inter-faculty exercises of the National University of Public Service.

A significant milestone of practical usability was the approval of the governmental Comprehensive Approach action plan for three years that adapted the theory into the official governmental policy defining specific, practical tasks. From structural perspective establishment of the Home Defence Administration Inter-ministerial Coordination Working Group was a major step, since its founding Government Decree explicitly based on Comprehensive Approach, so we can say that the working group is a tangible embodiment of Comprehensive Approach.

Major challenges of our era like hybrid warfare, counter-terrorism, mass migration require more the coordinated engagement of civil and military capabilities compared to previous times. Thus significance of Comprehensive Approach will be presumably strengthening in the future. The newly appeared definition of "resilience" in national and international crisis management means the resistance of a nation against different types of challenges, threats. In my interpretation this is nothing else but a new and more practical version of Comprehensive Approach. In another context it could mean that Comprehensive Approach should be applied in different types of crises in order to ensure and maintain resilience. Consequently we can say that Comprehensive Approach has not lost its actuality. On the contrary its significance presumably will increase, so related researches should be continued especially in connection with resilience.

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Books:

1. Varga Attila Ferenc – Keszely László: *A védelmi bizottságok feladat- és hatáskörének változása a kezdetektől napjainkig*. Budapest, 2015, Zrínyi Kiadó, ISSN 2064 3306, ISBN 978 963 327 617 4.

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2. *Az átfogó megközelítés elméleti alapjai*. In: Keszely (szerk.) *Az átfogó megközelítés és a védelmi igazgatás*, Budapest, 2013, Zrínyi Kiadó, ISSN 2064 3306, ISBN 978 963 327 513 9. - p. 29-71.
3. *Az átfogó megközelítés elvének érvényesülése a katasztrófavédelemben*. In: Molnár (szerk.) *Az átfogó megközelítés és a Magyar Honvédség katasztrófavédelmi rendszere*. Budapest, 2014, Zrínyi Kiadó, ISSN 2064 3306, ISBN 978 963 327 598 6. - p. 48-66.

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4. *Experiences in the Application of NCRS Compatible National Crisis Response Measures' System in Connection with the Ukrainian Crisis*. In: Hungarian Yearbook of International Law and European Law 2015. Eleven International Publishing, The Hague The Netherlands, 2015, ISBN 978-94-6236-637-4. - p. 257-262.
5. *A hatás alapú megközelítés a nemzeti válságkezelésben*. Nemzet és Biztonság, 2010. III. évf. 1. sz. - p. 12-21.
6. dr. Tokovicz József - dr. Keszely László: *Nem csak katonadolog (civil-katonai együttműködés)*. Polgári Védelmi Szemle, 2008/2. sz. - p. 3-9.
7. *A Magyar Honvédség részvétele a katasztrófák elhárításában az átfogó megközelítés jegyében*. Honvédorvos LXIII. évf. 2011/1-2 sz. - p. 103-107.
8. Dr. Hornyacsek Júlia – dr. Keszely László: *A katonai erők, képességek alkalmazása katasztrófák esetén*. Hadmérnök, 2013. VIII. évf. 2. sz. - p.191-209.
9. dr. Keszely László: *A NATO Válságreakálási Rendszerével összhangban álló nemzeti intézkedési rendszer és a különleges jogrend összefüggései*. Katonai Jogi és Hadijogi Szemle, 2014. 2. évf. 1. sz. – p. 191-221.
10. *From the national adaptation of the NATO Crisis Response System, to the National Comprehensive Approach Action Plan in Hungary*. Hadtudományi Szemle, 2014. VII. évf. 4. sz. - p.17-32.
11. *Az átfogó megközelítés a Nemzeti Biztonsági Stratégia tükrében*. Hadtudományi Szemle, 2014. VII. évf. 4. sz. – p. 95-106.

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12. *A hatás alapú megközelítés a nemzeti válságkezelési rendszerben (tanulmány)*

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13. *Katona a civil pályán*

<http://www.honvedelem.hu/cikk/38610>

Presentations:

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17. *National adaptation of NATO Crisis Response System in Hungary.* Szófia, Bulgária, 2014. Crisis Management and Disaster Response Interagency Interaction Conference, NATO Crisis Management and Disaster Response Centre of Excellence (angol nyelven).
18. *A közigazgatási szervek helye, szerepe, feladatai a válságkezelésben.* Budapest, 2014. A Magyar Hadtudományi Társaság, az MTA Hadtudományi Bizottsága és a Nemzeti Köszolgálati Egyetem közös konferenciája,
19. *A civil - katonai együttműködés szükségessége és lehetőségei az átfogó megközelítés jegyében.* Budapest, 2011.12.16. Átfogó megközelítés az államépítésben szakmai szimpózium, BM Nemzetközi Oktatási Központ,
20. *A NATO Válságreakálási Rendszerével összhangban lévő Nemzeti Intézkedési Rendszere.* Balatonkenese, 2008.09.23. Országos Katonajogász Konferencia.
21. *Átfogó megközelítés koncepció.* Göd 2012. 04 19. Országos védelmi igazgatási továbbképzés.

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1999 Lawyer (József Attila University, Faculty of Law and Political Sciences)
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COURSES:

2006 NATO Staff Officer Orientation Course (NATO School, Oberammergau)
2003 Conventional Targeting Course (NATO School, Oberammergau)
2001 Law of Armed Conflict (International Institute of Humanitarian Law, San Remo, Italy)
1994 Human Rights and Military Justice System (United States Justice School, Detachment International Training)

LANGUAGE:

2016 Italian (B1 complex)
2006 English (STANAG 3333)
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WORK:

2016- HUN MOD Defence Administration Department, deputy head
2015-2016 HUN MOD Defence Office deputy general director
2014-2015 National University of Public Service, Dean's office, senior referent
2007-2014 HUN MOD Defence Office, director operations and exercises
2005-2007 HUN MOD International Law Department, senior officer
2001-2005 NATO JFC Naples, Legal Office, senior legal officer
1997-2001 HUN MOD Legal and Administration Department, senior officer
1993-1997 Szolnoki Air Officers' College, legal advisor
1988-1993 Szolnoki Air Officer's College, company commander
1984-1988 31st Tank Regiment, reconnaissance company commander

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