

Integrated Border Management from the perspective of Hungary

1. The Unification of the Police and the Border Guards

After accession to the EU in 2004, Hungary was preparing for the complete application of the Schengen acquis. Since 21st 2007 December, it has been the member of the Schengen zone on the land. In parallel with this, the main border policing and controlling body, the Hungarian Border Guard Service was “integrated” into the Police on 1st January 2008. According to the experiences of the past ten months, the elements of the earlier formed Integrated Border Management, creating a border control system suitable for the Schengen acquis evolving, after the cessation of the independent Border Guard Service - lost their function from a certain point of view. Therefore, the stop checking in the territory of the country that should be done by police departments is hardly realised.¹

As earlier predictions established, it was expected that Hungary, due to its EU and Schengen membership, would become a migration target country. This presumption was supported by local experiences in Ukraine: it became widely known among refugees and illegal border crossers residing there that human rights are respected in Hungary. Therefore, their purpose is to cross the Ukrainian-Hungarian border. The statistic data of the past ten months all support this conjecture. The entrance activity of Bangladeshi, Pakistani and Somali citizens has especially increased. In the Ukrainian and Russian refugee camps they often get “instructions” that having left the camp how they should travel in the direction of Hungary. From the south-eastern direction it is Moldavian citizens who participate in illegal border crossing most frequently. They wish to enter the EU in organised groups, in order to be employed.

Independently of organisational changes, the positive effects the development of borderline areas and cross-border cooperation systems on the economy become observable only very slow. On the short run, it largely influences the behaviour of the inhabitants of borderline areas that the rates of unemployment are very high. Therefore, they attempt to obtain some income from “business”, and smuggling of goods and refugees is operating along the Ukrainian-Hungarian and Serbian-Hungarian borderlines.

2. General Experiences along the Seven Borderlines²

2. 1. Croatia

The sphere of authority of the police departments operating in Zala, Somogy and Baranya counties is the Croatian-Hungarian borderlines. Here the alleviation of border crossing (acceptance of identity card together with supplementary notice instead of passport) remained. This caused no problem in the Schengen area. Here the danger rates of illegal migration have been low for years. Since the complete application of the Schengen acquis, only 4 cases of man-smuggling, 24 cases of public document forgery, 24 offences connected to alien policing and one single forbidden border crossing have occurred. In the control of border traffic, it is the summer dumping of traffic that means the main challenge, similarly to the previous year. 179 cases of refused entry occurred in Hungary as for Croatian border crossers, and it means 88 % of increase, but it is not very considerable comparing to the normally present high rates

¹ According to own field research (24-28th October 2008)

² Background material to the Government Session, HQP 2008.

in border traffic. However, it is prominent that the number of hits in the SIS alert system was 175. This means 8 % of the nationwide data. 165 persons were Croatian citizens who, based on § 96 SchVE, were forbidden to travel in. Based on the expatriation contract, one person was readmitted by Croatia, and it is nearly irrelevant.

2.2. Serbia

The sphere of authority of the police departments operation in Bács-Kiskin and Csongrád counties is the Serbian-Hungarian borderline, one of the external borderlines of the EU. The visa obligation of the EU has made it more difficult for citizens living in Serbia to cross the border. It may contribute to the increase in the number of offences and crimes. Comparing to a similar period of 2007, 68 % more, 681 actions of illegal migration have been explored in 2008. This is 23 % of nationwide rates. The main reason for the increase of actions of illegal migration is that more and more Serbian and Kosovian citizens attempt to cross the border illegally, mainly along green borderlines. The experiences of the previous years seem to support it, examining goods and man-smuggling channels.

Illegal actions of migration along these borderlines:

- 68 % of them were illegal border crossing in the direction of Hungary (407 persons: 342 Serbians, 17 Albanians, 12 Georgians)
- 23 % of them were offences connected to alien policing (82 persons), 69 % of the perpetrators were Serbians, 12 % Croatian and 5 % Macedonian
- 6 % of them were forgeries of official documents, 5 % of it were committed by Serbian, 11 % by Macedonian, 8 % by Hungarian citizens.

As a result of the activity supporting the criminal investigations, penal procedures were initiated against 31 persons in the period evaluated (2007: 12 persons). 41 % of man-smugglers were Hungarian, 40 % Serbian, 7 % German and 7 % Austrian citizens. The citizenship of man-smugglers marks that unemployment and difficulties of existence motivate many local inhabitants to contribute in man-smuggling activities.

Only 1 Austrian and 1 Serbian citizen committed forbidden border crossing at Tompa road border crossing point. They were readmitted by the Serbian authorities. Furthermore, 5 Serbian, 2 Czech, 1 Turkish and 1 Macedonian citizens were arrested for the attempt of illegal border crossing. In Hungary, 11 illegal border crossers were not arrested, but 10 persons were perceived by a border guard patrol vehicle equipped with an infra camera while attempting illegal border crossing, in the sphere of authority of the border police department of Szeged. However, the border police did not manage to arrest the illegal border crossers.

Hungarian law enforcement bodies, within the simplified procedure of the Serbian-Hungarian readmission agreement, in 2008, readmitted 73 persons to the Serbian authorities (63 Serbian, 5 Macedonian, 4 Albanian and 1 Russian citizens). However, the Serbian authorities, referring to different reasons, denied taking over 22 persons (14 Kosovian and 8 Serbian citizens). In the case of 3 Serbian citizens, the competent authorities transported the illegal border crossers.

2.3. Romania

Along the Romanian-Hungarian borderlines (the sphere of authorities of the county police departments of Csongrád, Békés, Hajdú-Bihar and Szabolcs-Szatmár-Bereg counties), comparing to the similar period of 2007, 64 % more, 794 actions of illegal migration occurred. This is 28% of nationwide rates. The increase of actions of illegal migration is

caused by the migration pressure from the part of Moldavian and Turkish citizens, and the increase of official document forgeries committed by Romanian citizens.

Along this borderline, the rate of actions of illegal migration is the following: 48 % (386 persons) is official document forgeries, 28 % is forbidden border crossings inwards. The majority of public document forgeries (41 %) are committed by Moldavian (using up Romanian identity cards), Turkish (using up Bulgarian identity cards) and Romanian citizens.

Public document forgeries explored from the part of Romanian citizens more and more derive from forgeries discovered in registration books of vehicles from EU-member states (mainly from Italy and France). In the period evaluated, penal procedures were initiated against 104 Romanian citizens for official document forgeries, 55 % of this were forgeries explored (in the majority of cases, connected to the entry certifying the validity of the engineering documents) in the registration books of vehicles.

55% of the illegal border crossing committed inwards to Hungary was committed by Moldavian (121 persons), 12 % of them by Turkish (24 persons), 6 % of them by Serbian and 6 % of them by Romanian citizens. In these cases, alien policing procedures were initiated. In 5 cases from the illegal border crossings explored, groups reaching 10 persons who attempted to enter the country hidden in a lorry were arrested.

For the violation of permit of travelling in and residence, legal procedures were initiated against 31 persons (70 % of them are Moldavian, 10 % of them are Turkish, and 10 % of them are Serbian citizens), while in 97 cases, offence procedures were initiated against the perpetrators. (46 % of them are Moldavian, 21 % of them are Romanian, 12 % of them are Turkish, and 4 % of them are Albanian citizens.) For man-smuggling, 37 persons were arrested, 44 % of the perpetrators are Romanian, 11 % of them are German, 8 % of them are Hungarian and Romanian, 6 % of them are Dutch and 6 % of them are Lithuanian citizens.

From the number of illegal border crossers, the Moldavian dominance becomes clear, and it must be expected also in the future. Knowing the social and economic situation of Moldavia, this will not change very quickly; therefore, even in the case of the full Schengen membership of Romania, illegal Moldavian border crossers can appear along these borderlines.

Based on the Hungarian-Romanian readmission agreement, Hungarian law enforcement bodies forwarded 91 people (51 Moldavian, 28 Romanian, 14 unknown, 3 Ukrainian and 2 Russian citizens) to the Romanian authority, and one Romanian citizen was transported by the competent authorities. Due to the lack of identification (?), one Mauritanian citizen was not admitted by the Romanian authority.

2.4. Ukraine

The Ukrainian-Hungarian external borderlines are 136.7 km long. (It is a sphere of authority of the county police department of Szabolcs-Szatmár-Bereg county.) Comparing to the similar period in 2007, 12 % more, 838 actions of illegal migration occurred. This is 30 % of the nationwide rates.

In the Ukrainian context, illegal border crossings inwards in the direction of Hungary are characteristic. Due to these actions, in the period evaluated 470 persons were arrested. 41 % of the persons in concern are Pakistani (193 persons), 19 % of them are Somali (91 persons), 9 % of them are Bangladeshi (40 persons), 8 % of them (39 persons) are Iraqi, 6 % of them (29 persons) are Georgian, and 2-2 % of them are Ukrainian and Palestine citizens. 80 % of the persons arrested requested for refugee status during the alien policing procedures; therefore, they are impossible to be forwarded by the readmission agreements. Comparing to

the previous year, the number of illegal border crossings and border crossers have increased along these borderlines, and, in my opinion, it has the following reasons:

- The line of cameras settled along the neighbouring Slovakian-Ukrainian borderlines chases man-smugglers to the Hungarian borders.
- From the refugee camps in Ukraine, refugees are often inspired (e.g. by poor accommodation conditions) or instructed to travel to Hungary, mainly Pakistani and Bangladeshi citizens.
- Man-smugglers have supposedly been informed about the cessation of the border surveillance investigative service inside the police units.
- In the region, due to the high rates of unemployment, the local population helps illegal border crossers, in some cases participating in human smuggling.

Due to official document forgery, 148 persons were arrested, 75 of them (111 persons) were Ukrainian, 19% of them (28 persons) were Moldavians who forged the visa seals of Schengen visa format in their private passports or used up Romanian identity cards. It is a new phenomenon from the part of Ukrainian citizens that they want to cross the border with forged homecoming documents. This method is applied by Ukrainians residing illegally in Western Europe trying to return home in order to be exempted from the sanction of illegal residence.

Due to the violation of travelling in or residence constraints, legal procedures were initiated against 42 persons (85 % of them are Ukrainian, 5-5 % of them are Georgian and Iraqi citizens), one Ukrainian citizen was arrested for man-smuggling, while 174 persons were placed under legal procedures for offences connected to alien policing (90 % of them are Ukrainian, 3,5-3,5 % of them are Moldavian and Belorussian, and 3 % of them are Russian citizens).

In the period evaluated, within the frameworks of the Ukrainian-Hungarian readmission agreement, in simplified procedures, the Hungarian law enforcement bodies forwarded 190 persons to the Ukrainian authority (according to nationality: 86 Ukrainian, 34 Moldavian, 29 Pakistani, 12 Bangladeshi, 6 Georgian, 6 Iraqi, 9 Somali and 8 other citizens) (In 2007 the total figure was 102 persons). The Ukrainian authorities denied taking over 2 Georgian citizens from among the persons readmitted, and, for other reasons, expelled 2 Hungarian citizens from Ukraine.

It is characteristic of the Ukrainian-Hungarian border region that tobacco and man-smuggling activities are continuing. At the same time, the considerable increase of petrol prices in Ukraine ceased petrol smuggling.³ Today in the border transport – mainly as for local border

³ Excerpt from an interview with an officer of the police department of Szabolcs-Szatmár-Bereg county: “The smuggling of goods and humans is an evergreen topic. Since the borders with Ukraine are already also borders of the Schengen Zone, can we observe any change in tendencies?” “In the previous year, along the Ukrainian-Hungarian borderlines, 294 forbidden border crossings were registered. The increase is caused by migrants having arrived from Africa and Far East since October 2007. Comparing: while until the end of August 2007, only 73 persons committed illegal border crossing, in the same period of 2008 593 persons were registered; that is, it means a huge increase. As for the nationality of illegal border crossers, the proportion of Pakistani, Somali, Palestine, Afghan, Bangladeshi, Georgian and Iraqi citizens is the largest. According to our experience, man-smugglers escort the migrants to the Ukrainian-Hungarian borderlines where the migrants are shown in which direction to go ahead, but the smugglers themselves do not cross the borders. Due to the stricter Schengen border

traffic – mainly Ukrainian citizens participate. Based on my local experiences, the unification of the Border Guards with Police had a negative effect on the level of border crossing. The number of human forces and equipments involved in border control also decreased. The statuses of officers retiring from executive service ceased. A certain part of the equipment bought from the earlier Schengen Foundation is not operating (for example, petrol is too expensive, infra cameras are not repaired, etc.). As a “result” of this unification, the Police rearranged the used-to-be border guard vehicles to the public safety and criminal investigative fields. Therefore, the second step of the Integrated Border Management is not operating effectively enough.

2.5. Austria

Along the Austrian borderlines, comparing to the similar period of 2007, 87 % less, only 178 actions of illegal migration were explored. In 2008, up to now only 127 persons committed or attempted to commit illegal border crossing outwards from Hungary. Penal procedures were initiated against 9 persons for man-smuggling, 2 persons for official document forgery, 3 persons for violation of travelling in and residence constraint, and against 34 persons for offences connected to alien policing.

The Hungarian law enforcement bodies, based on the Hungarian-Austrian readmission agreement, readmitted one Albanian citizen to the Austrian authority. At the same time, the Hungarian authority took over 16 persons (7 Serbian, 3 Ukrainian, 3 Angolan, 1-1 Egyptian, Moldavian and Vietnamese citizens), but in the case of 2 Serbian and one Romanian citizen, the readmission was denied. 72 people (49 Romanian, 17 Serbian and 6 Ukrainian citizens) were transported by the authority (along Austrian-Romanian and Austrian-Ukrainian itineraries).

For the period of the European Football Championship, organised by Austria and Switzerland, Austria reintroduced border control (from 12 a. m. 2nd June 2008. to 12 a. m. 1st July 2008.). This time 4 Serbian citizens were readmitted. Although it was denied in public (for example, on 25th September 2008, by a military leader at the international law enforcement conference held in Keszthely), the Federal Army of Austria is still present along the common borderlines, fulfilling patrol missions.

Since the enlargement of the Schengen zone, the Hungarian-Austrian state borderlines are in the centre of professional and political interests, since the cessation of the control of border traffic has caused serious objections from the part of several Austrian politicians and citizens living in Burgenland province. According to the present situations, the soldiers of the Federal Army of Austria are supposed to stay in the region and fulfil patrol missions along the common borderlines. *“The plan of the order about this was handed in by Defence Minister Norbert Darabos and Minister of Internal Affairs Maria Fekter at the government session on Wednesday. They justified their proposals with the demand of security of the population living in the eastern part of the country. The decision, that is criticised by the opposition Green Party and certain constitutional judges, will revised next summer.”*⁴

control, persons attempting to cross the green borders are easy to arrest.” “What about the smuggling of hit products like petrol, tobacco, alcohol?” “The control of revenue products is not the sphere of authority of the police, yet until the end of August more than 200 persons committed crimes connected to revenue products – 663,598 boxes of tobacco the value of which is 353.4 million HUF have been confiscated. Furthermore, 470 litres of petrol product were also confiscated along the border stations. We can see that the rates of smuggling of goods and human-beings is continuously increasing, the perpetrators try new techniques, but we also react successfully to these attempts with the wide application of personal and material conditions. The application of modern equipments can lead to successful prevention. (György Dunda, Kárpáti Igaz Szó, 20th September 2008.)

⁴ MTI News, Wednesday 12th November 2008.

2.6. Slovenia

Along the Slovenian-Hungarian borderlines, comparing to the similar period of 2007, 46 % less, 68 actions of illegal migration were explored. 52 persons committed or attempted to commit illegal border crossing. From the 52 persons, 15 Moldavian citizens were apprehended by the mobile patrol team of the Zalaegerszeg Custom Guards Department within the area of the public border station at Rédics, in the cargo bay of a Romanian vehicle. Penal procedures were initiated against 6 persons for man-smuggling and 10 persons for official document forgery.

In alien policing procedures, based on the Slovenian-Hungarian readmission agreement, the Hungarian authorities took over 28 persons from the Slovenian law enforcement bodies (12 of them Georgian, 7 Ukrainian, 2 Russian, 1-1 Chinese and Moroccan citizens). The Hungarian law enforcement readmitted one Moldavian citizens to the Slovenian authority. Furthermore, the Hungarian law enforcement denied the readmission of 3 Georgian, 2 Ukrainian and one Russian citizen.

2.7. Slovakia

Along the Slovakian-Hungarian borderlines, comparing to the similar period of 2007, 78 % less, only 110 illegal actions of migration were explored. 2 persons committed forbidden border crossing, penal procedures were initiated against 1 Chinese citizen for the violation of constraints of travelling in and residence, and against 107 persons for offences connected to alien policing.

In the period evaluated, within simplified alien policing procedures, based on the readmission agreement, 2 Serbian and one Macedonian citizens (2007: none) were readmitted, and 4 persons were transported by the authorities.

Slovakian experiences are similar to the Hungarian ones. While in the first half of last year 690 people attempted to cross the Slovakian borders from the direction of Ukraine, since the beginning of this year the number of illegal border crossers showed 33 % of decrease. The Slovakian police also experienced decrease along other borderlines as for the number of illegal border crossers, the only exemption is the Polish-Slovakian borderline is. Mainly Moldavian citizens (162 persons) attempted to illegally enter Slovakia from the direction of Ukraine, they are followed by Pakistani citizens (72 illegal border crossers), and finally, it is Georgian citizens who are at the third place – 53 persons attempted illegal border crossing.

2.8. From among international airport

It was only Ferihegy Airport where illegal actions connected to migration were explored, 65 of which (56 persons) were official document forgeries. In 25 % of the cases, the citizenship of the perpetrators was impossible to establish, since they had no document that could have proven their identity. 35 % of the persons using false travel documents arrived from one of the Arabian countries. Legal procedures were initiated against one person for man-smuggling, and against 29 persons for offences connected to alien policing.

Via airplane, 18 persons (13 Moldavian, 3 Serbian, one person from Code' Ivory and one Albanian citizens were readmitted by the Hungarian authorities, and 3 Hungarian and one Columbian citizens were taken over. However, they denied the readmission of 2 Georgian, one stateless and one Ukrainian citizens. In 246 cases, perpetrators were deported via airplane.

3. Applicability of SISoneforAll

Since enlargement of the Schengen zone, the control of travelling in and residence conditions became much more complex, and the SIS alert system made a large contribution to this control. At the same time, both technical and legal problems arose during the application. These problems are the following:

- According to the experiences in Ukraine, the system stops operating several times a week, thus the possibility of control becomes more difficult in these periods.
- As for the accreditation of travel documents, there is no uniform regulation within the EU; therefore, the acceptance of travel documents issued by third countries can differ in member states.
- The financial conditions of travelling in differ in member states.
- There are many types of permit of residence issued by the member states, and these types have to be known by all member states.
- In some cases, it is the EU law that provides the opportunity for member states to decide on visa regulations on their national legislative level; consequently, there can be large differences in the national regulations of member states.

Table 1: Hits in the SIS system at border stations

| Borderline | Hits btw 1st Januar-1st July 2008. |
|-------------------|-----------------------------------------------------------------|
| Austrian | 0 |
| Croatian | 175 |
| Romanian | 815 |
| Serbian | 918 |
| Slovakian | 0 |
| Ukrainian | 96 |
| Budapest Airport | 171 |
| | Altogether: 2175 |

4. Other Characteristics of Border Traffic

The border traffic along the internal EU borders, after the cessation of the control, operates without problems. The only difference was only the re-introduction of border control during the European Football Championship along the Austrian borderlines. Until September 2008, at the same time, the numbers of light traffic have shown a large increase on neighbouring and Hungarian holidays.

Along the external EU borders, in Ukrainian-Hungarian context⁵, there was no increase, because the introduction of the small border traffic permit counter-balanced the restriction of visa requirements. The earlier free visa was ceased in Ukraine, but the uniform Schengen visa fees are substituted by the cheaper small border traffic permit.

⁵ There are five border stations: Záhony-Chop international railway, light traffic and heavy traffic (no pedestrian traffic); Lónya-Dzinkove morning light traffic (also pedestrian) open from 7 a. m. to 7 p. m.; Barabás-Koson morning light traffic (also pedestrian) open from 7 a. m. to 4. p. m.; Beregsurány-Asztej international light traffic (also pedestrian) open all day; Tiszabecs-Vilok international light traffic (also pedestrian) open all day.

Table 2: Changes in the traffic along the Ukrainian and Romanian borderlines

| Borderline | Jan-Sept. 2007 | | Jan-Sept. 2008 | |
|-------------------|------------------|------------------|------------------|------------------|
| | Persons | Vehicles | Persons | Vehicles |
| Romanian | 1 558 503 | 692 313 | 1 619 421 | 696 989 |
| Ukrainian | 3 009 201 | 1 645 262 | 2 916 058 | 1 604 266 |
| Altogether | 4 567 704 | 2 337 575 | 4 535 479 | 2 301 255 |

Source: Data Base of Szabolcs-Szatmár-Bereg County Police Department

The possessor of the small border traffic permit is enabled to enter Hungary visa-free several times within six months and reside in the border regions for at most three months. The aim of the entry can especially be social, cultural, family or economic residence. The document is issued by the Head Consulate of the Hungarian Republic of Uzhhorod or the Consulate of Berehove. The permit can be granted to persons who are Ukraine citizens and their close family members (spouse, minor and dependent children) who live at one of the settlements defined in the convention signed with Ukraine, have a valid passport and have been having a permanent address at least for three years before the solicitation for the document. The spouse, and the minor or adult child (including adopted or foster children) of the entitled can also be granted the small border traffic permit if they have had a permanent address along the borderlines for less than 3 years. The solicitation for the permit is judged within 30 days after the date of handing in. The validity of the permit cannot reach the expiry date of the passport and can be granted at most for 5 years. The minimal validity of the permit is one year. The fee for the small border traffic permit is 20 €. Retired persons, minors, dependent children younger than 21 years and disabled persons can obtain the document for free. Since the permit is only valid for the 244 settlements mentioned, without visa it is forbidden to enter other settlements in possession of the small border traffic permit. The stop checking is the assignment of the police, in order that the possessors of small border traffic permits should not leave the border zone or be employed, and they should abide the rules valid for the period of residence. This means much extra work for the police. In case of abusing the small border traffic permit, the sanctions to be applied against the perpetrator are the following: the perpetrator is obliged to leave Hungary, is expelled from Hungary within the framework of alien policing procedure, and is forbidden to travel back to Hungary. The prohibition of travelling in and residence can also entail that the applicant cannot enter Hungary even in possession of a visa. That is, the abuse of small border traffic permit can entail the refusal of visa applications.

About 30-35 % of Ukrainian citizens entering Hungary cross the borders with small border traffic permits. This proportion is changing at different border stations. For example, at Lónya this proportion is 90 %, at Barabás 70 %, but also at Tiszabecs more than 50 % of the border crossers enter with such a document. Nevertheless, no abuse of small border traffic permit, for example, official document forgery has been explored. The constant stop checking is concentrated on crossing points, highways and transport itineraries important from the point of view of migration and areas outside the small border control agreement. Apart from the control of public roads, railway traffic is also controlled along the Záhony-Kisvárd-Nyíregyháza line, and at these railway stations and in their neighbourhood. For example, during stop checking mainly crimes and offences connected to public road traffic are explored, but also wanted criminals, illegal border crossers and perpetrators of custom offences were arrested. *“It is agreeable that within the sphere of authority of our police*

department there has been no Ukrainian citizen who would have violate the constraint defined in the small border traffic agreement arrested.”⁶

Along the Serbian-Hungarian borderlines, the border traffic has not essentially changed. The signing of the small border traffic agreement in the autumn of 2008 and the drafting of the new international border traffic contract is still being prepared.

Along the Romanian-Hungarian borderlines, the citizens coming from Romania are glad at the simpler border control system due to the EU membership, since travellers has to stop only one time in order to be checked. It seems to be a good solution.

The length of the external EU borders is 1103,5 km, while the internal borders are 1139 km. The main direction of the migration is the Ukrainian-Hungarian border – Budapest – Austrian-Hungarian border itinerary. The fulfilment of border policing assignment was organised within the police according to the legal character of the borders (external or internal), independently of the fact that Romania is not yet part of the Schengen zone and the number of illegal actions shows significant differences along different borderlines. The system is divided into 3 parts:

- central: Department of Operation of the National Police Directorate (HQ),
- county: operational services of the police departments
- local level: border police stations

Consequently, the Integrated Border Management system focuses on the local border police stations in the Hungarian practice, while on the second and third level, it is the criminal and public safety conditions that are in the centre (central competence).

In the meantime, in the EU, the Ministerial Conference on the Challenges of the EU External Border Management⁷ is pursuing a long debate about how to realize the proposals of the Commission as for the borders. The three proposals are the following that as new measures would be implemented between 2012 and 2015.

- The first proposal, which is the most ambitious one of the three, contains an innovative «set of measures», using new technologies, which Europe needs to implement in order to bring its border management strategy into the 21st century (entry-exit system, the registered traveller programme and the electronic authorisation system);
- The second proposal examines the parameters within which a European Border Surveillance System (EUROSUR) could be developed.
- The third proposal focuses on a review of the tasks of Frontex (revision of the mandate of Frontex).

According to the Commission, new approaches are necessary, because the changing and increasing dangers of security deriving from globalisation and increasing mobility must be treated effectively: *“We need to be one step ahead to the increasingly better organized networks of terrorists and criminals who have discovered the lucrative traffic in human beings, drugs and weapons. Innovative and effective border controls have to strike a difficult*

⁶ Lieutenant-Colonel Csaba Fenyőfalvi, the neighbouring Police Department of Szabolcs-Szatmár-Bereg county, Kárpáti Igaz Szó, 20th September 2008.

⁷ Brdo (Slovenia), 12 March 2008

*balance between ensuring the free movement of a growing number of people across borders and guaranteeing greater security for Europe's citizens. Border controls therefore have to focus more on potential challenges, be flexible enough to adapt to unexpected circumstances and be easy to operate by border guards. [...] This does not mean turning Europe into a fortress. It simply means streamlining border controls for bona fide travellers while making the lives of human traffickers, drug smugglers and terrorists much more difficult.”*⁸ It is possible that the reorganised Police (and the integrated Border Guard Service) will not have the time to evaluate their own experiences, compensate deficiencies and improve their own organisational system via the modernisation of their own training system. Namely it is the field of migration of border control where a new era is to be begun: Union continues to focus on developing a common legislative framework, putting common large-scale IT systems in place, and cultivating practical cooperation between Member States (e.g. improving coordination on border management with Frontex, enhancing cooperation with countries such as the Western Balkans, European Neighbourhood Policy countries).

5. Conclusions

It seems that it was an unfortunate decision to integrate the Border Guard Service into the Police exactly when Hungary introduced the complete application of the Schengen acquis. Fearing the uncertain future, the Police lost many border guards trained definitively for border, document and vehicle control, because several officers left the organisation. Those who remained in the service of the Police did not unconditionally obtain appropriate assignments. This means serious consequences as for the effective application of the IBM. It was an especially premature step to cease squads of criminal investigation and the integration of border guard officers knowing the local population and circumstances into the general criminal investigative directorates of the Police.

Hungary is supposed to have external EU (Schengen) borders for a long time in the future, and it will be responsible for the effective control for the sake of common security, while on the long run it is a must to consider illegal migration especially along these borderlines. Border defence and the quality of border policing have an effect on the channels and directions of migration; therefore, it is indispensable to permanently cooperate with the border policing bodies of the neighbouring countries. For example, sharing control experiences and data obtained in the field of small border traffic is one of such topics – if small border traffic is established between Romania, Serbia and Bulgaria. As Bulgarian Minister for the Interior Mihail Mikov declared, according to the plans, the representatives of the three countries will sign the convention on visa-free border traffic in the autumn of 2008, and it will concern the 20-km circle of the borders.⁹ Or, it will be similar to the Slovakian authorities, since the Slovakian-Ukrainian small border traffic convention has been established, and this convention defines the validity of permits within the 50-km circles of the borders, and citizens living within this border zone can solicit for a document entitling them to cross the border visa-free, paying a 20-euro fee.¹⁰

⁸Franco Frattini. Providing Europe with the tools to bring its border management into the 21st century, 31 March 2008

⁹ Világgazdaság, 22 July 2008.

¹⁰ Kárpátalja, 20 July 2008.

In 2008, a relevant change can be observed in the proportion of the nationality of persons committing actions of illegal migrations. Along the Romanian borderlines, instead of Romanian citizens it is the Moldavians who are in majority. Along the Ukrainian borders, the majority of Georgian citizens have been replaced by migrants coming from the countries of Africa or the Near East.

From the part of the Commission, the realisation of the migration package proposed demands new legislative, cooperative, training and organisational work also from the Hungarian law enforcement bodies, while the conditions of stable operation of high quality are partly missing.