

MIGRANTS AND REFUGEES: DIFFERENT APPROACHES IN LOCAL COMMUNITIES AND IMPACTS ON PUBLIC SAFETY IN BOSNIA AND HERZEGOVINA

Professional Paper

Received: 29. 4. 2021.

Accepted: 18. 2. 2022.

Senadin ŠABANIJA

Abstract

A negative impacts on public safety and security caused by the massive presence of different categories of migrants and refugees in Bosnia and Herzegovina is considered a source of instability for the last several years. Current migration management approaches in Bosnia and Herzegovina seem to be ineffective and causing direct impacts on security in local communities. Frequent violations of basic human rights and freedoms of migrants often causing adverse responses against public safety in local communities. Securitization of migrations in Bosnia and Herzegovina becomes a legitimate approach by different organizational levels and further leading to the humanitarian crisis of unprecedented scale. It is necessary to change the current approach in Bosnia and Herzegovina to improve the migration management process in local communities ensuring minimal impacts on public safety and security. The unified, organized, and effective approach in establishing migrant transit centers based on humanitarian principles might bring many benefits to local communities. Overall positive effects of such solution might abolish any financial constraint argued by local authorities in Bosnia and Herzegovina. Comparative analysis of different migrations strategies implemented in Turkey and Greece suggests that the migration crisis approach should be highly coordinated and, to a certain level, centralized to prevent negative implications on public security.

Keywords

migrants, refugees, international migrations, securitization, public safety and security, local communities, Bosnia and Herzegovina, impacts, crimmigration, approach

1. INTRODUCTION

Migrants and refugees in Bosnia Herzegovina today are often seen as one category of "people in the move" without clear differentiation of their status. This leads to equal treatment of these

two categories by state institutions and local populations in transit areas. The treatment is primarily essential for government institutions, local communities, and the people as it may cause significant impacts. Different approaches and treatments of these categories mainly depend on the perception of their status, i.e., refugees are more accepted than migrants. In reality, however, the situation is entirely different; their legal status is different, and their relations with local communities. Although their status is defined by international law and subsequently embedded in the national legal framework, treatments by host communities are often much different.

Member states of the United Nations concluded several agreements, treaties, and conventions regulating international migrations. The legal and normative framework on international migration includes binding international law and non-legally binding best practices and principles. Specific international instruments affecting the management of migration have been widely ratified (for example, 145 States have ratified the 1951 Convention and the 1967 Protocol Relating to the Status of Refugees). Martin (2005) said that other countries have entered into force with relatively few parties (for example, only 27 States, all principal source countries of migration, have ratified the U.N. Convention on the Protection of All Migrant Workers and Members of Their Families)

Different and unequal treatment of migrants in Bosnia and Herzegovina in some local communities might impact public safety and security. Impacts are most visible through the number of reported criminal offenses committed by migrants in Bosnia and Herzegovina and through the number of committed criminal offenses by the local population against migrants. Not only physical assaults against migrants but also harassment, restriction of movements, and in some cases, murders became a worrying trend in many local communities in Bosnia and Herzegovina (Živić, 2019).

Approach to migration as a whole security issue is insufficient and cannot provide desired results in migration management to minimize negative impacts on public safety and local security.

The theory of "securitization of migrations" (Bourbeau, 2011) or even "crimmigration" does not consider the overall impacts of migrations in local communities but instead it selecting effects directly connected with security or crime. This approach will not help minimize negative impacts on public safety and security, but it can lead to far more severe security impacts in the long term. Some negative consequences are a clear violation of basic human rights and freedoms of migrants, inhumane treatments, violation of relevant international conventions and protocols, and negative responses (often violent) of migrants directed to local communities, its population, or law enforcement agencies.

However, some of the broader implications of migrations in local communities might be positive as well. According to a recent report released by the OECD and ILO, immigrants play a positive role in the economies of developing countries, which need to implement policies to maximize the economic impact of immigration (OECD/ILO, 2018). The analysis in this report focuses on three main dimensions of the economic contribution of immigrants in developing countries: labor markets, economic growth, and public finance. The World Bank also considers the positive implications of migrations as the most effective way to reduce poverty and share prosperity, claiming all development experiences and growth episodes in history have involved a reallocation of labor across space and sectors within countries. However, some of the most significant gains come from the movement of people between countries (World Bank,

2018). Skilled workers and educated migrants motivated to ensure better life are often valued members of accepting communities, and they are contributing to that community's wellbeing and supporting their families in countries of their origin. Financial support of migrants abroad to their families often impacts the GDP of countries such as Bosnia and Herzegovina (Zvijerac,2020).

Crimmigration, generally defined, is the increased entanglement of criminal and immigration procedures. This has increased the number of people processed in immigration systems, detained, and deported. The politicization of this topic and a cultural shift in how receiving countries perceive immigrants, immigration, and criminal law have become more intertwined (Kogovšek et al.,2020).

Such an approach in some countries with highly developed capacities and more structured security apparatus than in Bosnia and Herzegovina seems to become official and widely accepted. However, in Bosnia and Herzegovina, such an approach would not be possible because it might cause serious security issues in the country or local communities most exposed to migrations.

The ongoing migrant crisis globally directly reflects in Bosnia and Herzegovina due to negative and antimigrant rhetoric's widely used. Such rhetoric supported and encouraged in many highly developed countries is also being used as justification in Bosnia and Herzegovina for inhumane and, in some cases, criminal treatment of migrants. This approach in Bosnia and Herzegovina might directly lead to a humanitarian crisis which may cause significant security issues in all exposed local communities in Bosnia and Herzegovina.

Critical questions in this paper are why is this important, and is it indispensable to explain these categories from the point of international law and already defined categories of "people in the move" to all key players in Bosnia and Herzegovina?

Most of the population in many local communities in Bosnia and Herzegovina are not aware of these differences. The correct definition is critical for proper treatments of migrants to minimize negative impacts on public safety and security. If treatments are wrong and an approach is wrong, then negative implications in local communities might be significant.

In addition to negative impacts on demography, local culture, and some religious dimensions, the most acute effects of mass migrations are connected with safety and security in local communities. Negative impacts of migrant's presence are causing the greatest concerns and adverse reactions of the local population. These reactions combined with the inadequate approach of local authorities might lead to more frequent and more aggravated security incidents.

Significant violations of basic human rights and freedoms of migrants are often being justified as a reaction to their behavior in local communities. In many cases, migrant's behaviors are illegal and unlawful, violent, and even criminal. However, this can not justify reciprocity and repressive reactions of local authorities or the local population against migrants. Modern civilized society is based on the rule of law, and all efforts should be made to ensure implementation of the highest civilized norms rather than seek revenge. The modern concept of the rule of law is pretty broad and therefore sets up an ideal for any government. Revengeful approach directly leading to treatment of migrants and refugees as an exclusive security problem. The current legal framework in Bosnia and Herzegovina is precise about public safety and public order, criminal offenses against life, crimes against property, etc., regardless of who the perpetrators are. The

main issue in Bosnia and Herzegovina is law enforcement in local communities that will consider migrants as an additional element impacting public safety. This might be a difficult task mainly because of the current internal administrative structure established in Bosnia and Herzegovina.

Constant criminalization and dehumanization of people in the move are happening for years in Europe. Still, it is stronger than ever in countries under the rule of right-wing parties, as those countries are completely closed for any category of migrants today (Ahmetasevic, 2020).

Ibrahim (2005) explained different perceptions of migrations and wrote to provide security for their population; nations develop traditions. Traditions, systems of justice, and rights ensure the safety and stability of a nation. Immigrants, who bring with them different cultures, imbalance the nation through the disruption of existing traditions. The principle, or position, which links immigrants and the nation's demise, is that cultural differences threaten the existing way of life. It is thus seen as rational to preserve one's culture through the exclusion of other cultural groups. This negative attitude toward migrants should be understood as racism (Ibrahim, 2020, p. 166).

As outlined above, the negative belief and a discriminatory action toward somebody based on his or her social membership is **prejudice**. This racial prejudice that migrants face results from reifying race and cultural difference and associating such difference with the threat.

The status of migrants and refugees in Bosnia and Herzegovina is becoming more complicated due to the specific internal administrative structure of Bosnia and Herzegovina. There is no unified approach to migration management on the government level, and this is reflected on lower organizational levels, entities, cantons, and municipalities. Actions taken by lower levels to manage migrants crisis are mainly uncoordinated with government level, and final effects are often counterproductive.

When there is no joint and sound approach to migration management on the local level, the violations of migrant's basic human rights and freedoms are widely spread. This, in return, might cause even stronger negative responses of this population against local communities. Following logical reasoning that violence always produces more violence in response, the reaction of migrants might lead to spontaneous or even planned responses of the local population against migrants (Barisic, 2020).

The significant number of migrants entering Bosnia and Herzegovina illegally and reception at the borders is not always possible. However, with a unified approach to migrants coordinated by all administrative levels in Bosnia and Herzegovina, management of the crisis might be successful, and impacts on public safety can be minimal.

2. TERMINOLOGY AND KEY DEFINITIONS IN MIGRATIONS

It is necessary to explain the key terminology in migrations in order to understand the impacts caused by migrations in Bosnia and Herzegovina. Even though the terms "migrants" and "refugees" are widely used in almost all countries, the full understanding of true meaning is limited to a relatively small number of people, professionals in this field, and scholars researching this phenomenon.

In some countries with departments or directorates established for the sole purpose of dealing with migration management, officials and experts are mainly educated in understanding differences between categories and accurate terminology used.

In other countries and Bosnia and Herzegovina, the situation is not very clear in this field. The number of specialists and experts in migration management is not engaged by the Government or local authorities in this process. International organizations and United Nations engage a significant number of academicians and researchers, but the results of their engagement are not implemented in Bosnia and Herzegovina.

Knowledge about correct terminology in migrations is fundamental for the right approach in this field and vital for righteous treatments of migrants. The root problem with migrants in Bosnia and Herzegovina is connected with the correct understanding of local authorities, Government, and population.

The perceived status of migrants is cause for violent actions against them in local communities, while their protection should be the primary task of governmental institutions. Correct status determination and treatments of migrants are directly linked with public safety and security.

2.1 Refugees-status and rights based on the 1951 Refugee Convention and 1967 Protocol

Major international conventions and protocols in the area of refugees and their status, rights, and legal obligation of States to protect them, such as the 1951 Refugee Convention and related 1967 Protocol, are also signed and ratified by Bosnia and Herzegovina.

The 1951 Refugee Convention and its 1967 Protocol are the critical legal documents for 149 State parties to either or both; they define the term 'refugee' and outlines the rights of refugees and the legal obligations of States to protect them.

These documents spell out who is a refugee and the kind of legal protection, other assistance, and social rights a refugee is entitled to receive. It also defines a refugee's obligations to host countries and specifies specific categories of people, such as war criminals, **who do not qualify for refugee status**. Initially, the 1951 Convention was more or less limited to protecting European refugees in the aftermath of World War II, but the 1967 Protocol expanded its scope as the problem of displacement spread around the world (United Nations High Commission for Refugees [UNHCR], 2011).

It is clearly stated that this Convention protects refugees and defines a refugee as a person who is outside his or her country of nationality or habitual residence; has a well-founded fear of being persecuted because of his or her race, religion, nationality, membership of a particular social group or political opinion; and is unable or unwilling to avail him— or herself of the protection of that country, or to return there, for fear of persecution (UNHCR 1951 Refugee Convention, Article 1A/2, p. 14).

People who fulfill this definition are entitled to the rights and bound by the duties contained in the 1951 Convention.

In continuation are clearly defined rights and obligations of people who are fulfilling status of refugees. Even they do not enjoy protection of any government or State (because as a person without the State is not in a position to achieve it or because if he/she possess nationality does not want from political reasons use this protection from the country of origin) refugees are legally protected in line with **international law** if they are present on the territory of State who signed Convention.

The cornerstone of the 1951 Convention is the principle of non-refoulement contained in Article 33. According to this principle, a refugee should not be returned to a country where he or she faces serious threats to his or her life or freedom. This protection may not be claimed by refugees who are reasonably regarded as a **danger to the security of the country**, or having been convicted of a grave crime, are considered a **danger to the community** (UNHCR, 2011).

Refugees are required to abide by the laws and regulations of their country of asylum and respect measures taken to maintain public order in Article 2. Of Convention is highlighted that refugees are obliged to abide by all domestic laws of the country of acceptance without exceptions. Therefore, respecting and abiding by specific laws created for the maintenance of **public safety and security in communities is a condition**.

Bosnia and Herzegovina signed and ratified the 1951 Convention and 1967 Protocol on 01 September 1993 without reservations (UNHCR, 2021). Therefore, Bosnia and Herzegovina is legally obliged to protect and ensure the enjoyment of rights for all refugees on its territory. Different approaches by the Government and by local communities in Bosnia and Herzegovina may not be fully in line with the 1951 Convention.

Existing legislation related to migrations and foreigners in Bosnia and Herzegovina established several institutions responsible in this area. There is an established Ministry for Human Rights and Refugees within the Council of Ministers of Bosnia and Herzegovina responsible for the protection and rights of primary refugees and citizens of Bosnia and Herzegovina in the areas of sustainable return of internally displaced persons (IDPs), immigration issues and protection of human rights. The mandate of this Ministry is to protect and ensure the rights of refugees and persons under subsidiary protection in Bosnia and Herzegovina. Also, the Ministry for Human Rights and Refugees of Bosnia and Herzegovina is the competent Ministry at the level of Bosnia and Herzegovina, which coordinated all activities on putting together the periodic reports on the implementation of the Convention on the Rights of Migrant Workers submitted to U.N. Human Rights Council under the International Convention on the Rights of Migrant Workers and Members of Their Families periodically.

Established Coordination Body for Migration Issues in Bosnia and Herzegovina establishes an inter-ministerial body in charge of coordinating activities between competent institutions dealing with migration and asylum issues in B&H (2017).

The Ministry of Security of Bosnia and Herzegovina has competence over the protection of international borders, inner border crossings, traffic regulation at Bosnian border crossings, prevention and detection of perpetrators of criminal acts of terrorism, narcotics trafficking, falsifying domestic and foreign currency, trafficking in human beings and other criminal acts with international or inter-entity elements. It is also competent for international cooperation in all fields falling within the scope of competence of the Ministry.

Furthermore, the Ministry of Security of Bosnia and Herzegovina, as legally defined and with mandated jurisdiction, oversees issues with movements and residence of aliens in Bosnia and Herzegovina and to creation, monitoring, and implementation of policy on immigration and asylum in Bosnia and Herzegovina. Also, settlement of procedures and means of the organization of service dealing with movement and stay of aliens in Bosnia and Herzegovina (Ministry of Security of Bosnia and Herzegovina, 2021).

As part of the organizational structure of this Ministry is Sector for Asylum responsible for administrative and other expertise matters concerning the implementation of asylum policy and asylum procedure in Bosnia and Herzegovina, coordination of work within competent organizational units, drafting laws and bylaws from this segment, securing reception, accommodation, and assistance to asylum seekers, harmonization of its efforts with European standards, analyzing and reporting, as well as the other issues in competence of this Sector.

Service for Foreigner's Affairs established within the Ministry of Security under competencies describes that Service for Foreigners' Affairs as an administrative organization with operative independence within the B&H Ministry of Security is a holder in solving the immigration issues, has unique technique and operation in solving immigration issues in the whole region of B&H, to it in the first place conducts tasks of surveillance and control of movement and stay of foreigners in B&H, thus provides a significant contribution to the protection of the B&H safety system which is very demanding and complex (Service for Foreigner's Affairs, 2021).

It seems that institutionally, there is a good structure with relevant institutions for migration management established in Bosnia and Herzegovina. The current legal framework in Bosnia and Herzegovina adopted essential conventions in this field and incorporated them into domestic legislation. However, internal policies, procedures, and guidelines about migration management on all administrative levels in Bosnia and Herzegovina are not harmonized. The lack of a standardized "vertical" approach in government bodies responsible for migrations is evident. Local authorities in both entities in Bosnia and Herzegovina are enjoying a high degree of autonomy in the decision-making process related to the migration crisis.

2.2 Migrants-categories defined by International Law

The IOM Glossary on Migration is explaining the basic, most common categories of migrants in Bosnia and Herzegovina today. This Glossary provides the most relevant definitions of migrant categories and aims to define commonly (and on occasion not so commonly) used terms in migration. Some are definitions that are found in legal documents and, as such, very fixed. Others are terms that are found in soft law documents – and as such, equally fixed. Some are working definitions – and may vary slightly from actor to actor who uses them when they work (Touzenis, 2019).

Security terminology in migrations is based on the most relevant academic definitions and theories of security.

Most commonly used terms in this field, officially and unofficially, might be connected with some factors impacting public safety and security in local communities. Authorities are treating different categories of migrants in local communities daily. Those categories of migrants are clearly defined in IOM's Glossary on Migration. It does not mean that other defined categories of migrants and refugees are not exposed to such treatments; quite the opposite, they are often mixed and treated the same.

Major categories of "people in the move" in the context of Bosnia and Herzegovina and the ongoing crisis are:

Alien - an individual who does not have the nationality of the State in whose territory that individual is present (International Law Commission, 2014).

Asylum seeker- an individual who is seeking international protection. In countries with individualized procedures, an asylum seeker is someone whose claim has not yet been finally decided on by the country in which they have submitted it. Not every asylum **seeker will** ultimately be recognized as a refugee, but every recognized refugee is **initially** an asylum seeker (UNHCR, 2006).

International migration- the movement of persons away from their place of usual residence and across an international border to a country of which they are not nationals.

Migrant- An umbrella term, not defined under international law, reflecting the common lay understanding of a person who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons. The term includes several well-defined legal categories of people, such as migrant workers, persons whose particular types of movements are legally defined, such as smuggled migrants, and those whose status or means of movement are not explicitly defined under international law, such as international students.¹

Irregular migration - Movement of persons outside the laws, regulations, or international agreements governing the entry into or exit from the State of origin, transit, or destination. Although a universally accepted definition of irregular migration does not exist, the term is generally used to identify persons moving outside regular migration channels. The fact that they migrate irregularly does not relieve States from the obligation to protect their rights. Moreover, categories of migrants who may not have any other choice but to use irregular migration channels can also include refugees, victims of trafficking, or unaccompanied migrant children. The fact that they use irregular migration pathways does not imply that States are not, in some circumstances, obliged to provide them with some forms of protection under international law, including access to international protection for asylum seekers fleeing persecution, conflicts, or generalized violence (Glossary on Migrations, 2019, p. 116).

Illegal migrant - Refer to migrants in an irregular situation and undocumented migrant;

Undocumented migrant - A non-national who enters or stays in a country without the appropriate documentation. Migrants can find themselves undocumented in one of the following two ways.

First, they have documentation that acts as proof of identity. Still, they do not have documentation that proves their right to enter and stay in the country or such documentation is fraudulent or no longer valid. In this meaning, this expression is used as a synonym of "irregular

¹ At the international level, no universally accepted definition for "migrant" exists. IOM developed the current definition for its purposes, and it is not meant to imply or create any new legal category. Two approaches are generally adopted to define the term "migrant": the inclusivist approach, followed among others by IOM, considers the term "migrant" as an umbrella term covering all forms of movements; the residuals approach excludes from the term "migrant" those who flee wars or persecution. To collect data on migration, the United Nations Department of Economic and Social Affairs (UNDESA) defines "international migrant" as "any person who changes his or her country of usual residence" (UNDESA, Recommendations on Statistics of International Migration, Revision 1 (1998) para. 32). The UNDESA definition excludes movements that are due to "recreation, holiday, visits to friends and relatives, business, medical treatment or religious pilgrimages" (Ibid). UNDESA has also developed specific definitions to identify short-term and long-term migrants (see relevant entries).

migrant" (International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 2003).

Secondly, they do not hold any form of documentation that proves their identity, nor do they have any other proof of their right to enter and stay in the country.

Migrant in an irregular situation- A person who moves or has moved across an international border and is not authorized to enter or to stay in a state according to the law of that State and to international agreements to which that State is a party (International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 2003).

It is important to note that, even when in an irregular situation, migrants are **still entitled** to the **respect, protection, and fulfillment of their human rights** (see, for example, Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families, General Comment No. 2 on the Rights of Migrant Workers in an Irregular Situation and Members of their Families (28 August 2013) U.N. Doc. CMW/C/GC/2. Moreover, refugees are to be granted access to international protection and protected against being penalized for unauthorized entry or stay if they have traveled from a place where they were at risk to the Status of Refugees (adopted 28 July 1951, entered into force 22 April 1954) 189 UNTS 137, Art. 31(1)).

All mentioned categories of migrants are currently present in Bosnia and Herzegovina temporarily while they are transiting to European countries. A relatively high number of registered migrants expressed intention to submit asylum applications in Bosnia and Herzegovina. As per official records of Service for Foreigner's Affairs of Bosnia and Herzegovina, there was a total of 13.683 registered migrants who had expressed intention to submit an application for asylum in the first ten months of 2020. This number is 45% less when compared with 2019, when there were a total of 25.076 migrants who expressed intention for asylum application submission (Service for Foreigner's Affairs, 2020).

In October of 2020, this Service had registered 1.207 migrants who expressed intention to submit asylum applications that are 34% less when compared with September when there were 1.837 registered migrants. This indicates a decreasing trend of newcomers and registered migrants in Bosnia and Herzegovina.

The majority of registered migrants expressed intention to submit asylum applications upon their entry to Bosnia and Herzegovina. However, the number of actually submitted asylum applications in this period does not correspond with expressed intentions. The expressed intent for submitting an asylum application by the majority of migrants is the only excuse they are using. There is clear Instruction about Asylum in Bosnia and Herzegovina (Ministry of Security BiH, 2004), defining who and how can request asylum and which data should be provided.

The essential section of this Instruction is Article 3, **the non-refoulement principle** that prevents return or expels of any foreigner from Bosnian territory under conditions clearly described within.

This principle is serving as an actual guarantee to all migrants who "express intention" for asylum application submission to stay in Bosnia and Herzegovina for the duration of the process that might justify such application. In other words, migrants who enter Bosnia and Herzegovina by expressing an intention to apply for asylum in Bosnia and Herzegovina **will not be forcefully returned** for a decent period until they either apply for asylum or Bosnian authorities determine that their request is unjustified.

Currently, migrants are allowed to use Bosnian territory for transit to European countries, with most of them being concentrated near the Croatian border in Una Sana Canton.

The decision process for expressed intention to asylum application submission is not complicated, and it is a matter of specific procedures that institutions must follow. The major issue is the actual capacity of the Bosnian Government to provide accommodation (and all other support) for those migrants who entered Bosnia and Herzegovina and "expressed intention" for submission of the asylum application.

3. KEY PRINCIPLES OF PUBLIC SAFETY IN LOCAL COMMUNITIES IN BOSNIA AND HERZEGOVINA

While there is no unified and universally accepted definition of public safety, it is free to say that public safety is protecting individuals, communities, and countries from all forms of threats, intentional and unintentional, that may cause a significant impact on lives and property.

Vital elements of public safety are **threats** that may significantly impact the lives of people in the local community. In terms of risk determination, the likelihood (of threats being realized) combined with (negative) impacts of those threats will give a risk level for public safety for each specific threat scenario that might occur.

The risk levels might be different and depending on existing threats in specific communities, specifically for that environment only. Threats are usually evaluated **against intention** (to harm), **capacity**, and **inhibiting context**. Therefore, the risk level of public safety is not universal, and it is different in each community because of the different threat environments and different threat actors. In the traditional determination of public safety, law enforcement agencies and police are using indicators of legal violations and crime rates to determine actual risks in certain areas. This approach is most common for an explanation of public safety in a particular area. For example, some areas of the city or specific neighborhoods are "safe" due to low crime levels, good road infrastructure, or extensive police work in the community.

The presence of a large number of people in some local community, nonresidents, and non-owners of properties, in large groups, might be an indicator of potential direct impact on several elements of public safety. It might be disruption of public order, disturbing local traffic, abuse of private property of residents (by using estates without approval), abuse of alcohol and substances, etc. The presence of migrants is also connected to fights, thefts, property damage, and significant criminal offenses against life, aggravated assaults, armed robberies, and in some cases, murders.

All this might impact public safety in the particular local community because of adverse effects on lives and property in those communities. In addition to law violation, the violation of cultural and costume norms by migrants is frequent. The vast majority of migrants in Bosnia and Herzegovina are originally from different African countries or countries from the Arab peninsula, and cultural, religious, and other diversity impacting the local population in Bosnia and Herzegovina.

In uncovering how migration has become a security issue, it is instructive to highlight how "cultural difference," as a classification system, is associated with the threat. This use of "cultural difference" as a criterion for exclusion can be understood as a racist discourse (Ibrahim 2005, p. 165).

The presence of large groups of migrants in local communities populated with significant Christian populations in Bosnia and Herzegovina might cause negative reactions of the local population against migrants. This reaction may have impacts on the safety and security of migrants but also can be reflected in the local population.

In some other communities in Bosnia and Herzegovina with a significant Muslim population, a group of migrants has been supported by the local population due to a "sympathetic" approach based on religious perception.

Without confirmation of migrant's identities and based only on perception, some local communities welcomed many migrants allowing them to stay in their homes and offering further support. While this approach can be understood from a humanitarian aspect, it cannot be justified as many of those migrants are not sharing the same values and coming from different backgrounds. The criminal behavior of migrants is a direct threat to public safety regardless of their religious background.

A negative attitude towards migrants in some parts of Bosnia and Herzegovina is often initiated by unobjective and stereotypical media reports about migrants and refugees. According to an analysis of media reporting about migrants in Bosnia and Herzegovina research conducted in 2019, only 32% of all media content was accurate, fair, and created in line with professional and ethical standards of journalism (Adilagic,2019). This research indicates that different media reported about migrants and refugees as dangerous for Bosnian citizens, with a total of 51% of such reports from a total number of sampled reports. This research covered the period from April 2018 to January 2019, and it is stated that media from Republika Srpska created more negative reports about migrants than media from the Federation of Bosnia and Herzegovina (Adilagic, 2019, p. 6).

Anti-migrants rhetoric may quickly turn into actions against migrants in some parts of Bosnia and Herzegovina. The local population might be encouraged to take direct actions against migrants, which might cause massive violations of human rights and other negative impacts. In return, this might cause negative response of migrants in local communities against public safety and security, i.e., massive protests, property destructions, roadblocks, etc.

The approach to public safety in communities should be unified and based on clearly defined standards and the rule of law; it might be possible to eliminate many negative impacts. Some possible solutions might be the establishment of migrant centers that should enable control of movements of migrants. This approach might ensure easy identity verification for each migrant as a critical element of migration management status determination.

The restraining factor for the establishment of migrant centers is often the financial dimension of such an approach.

In January 2021, Sub Regional Coordinator for Balkans and Chief of IOM Mr. Van der Auweraert said the issue is not about the lack of funding but local and federal political fighting and decentralized state governance structures appear to be behind the latest humanitarian incident (euobserver,2021).

The E.U. commission announced an additional €3.5m of humanitarian aid, none of which goes to the State, to help those on the ground. It means the E.U. has doled out close to €14m to Bosnia and Herzegovina in humanitarian aid since 2018.

Management of financial aid provided by different donor countries to Bosnia and Herzegovina is the crucial issue that prevents this approach. Lack of transparency expressed by local and Government authorities recorded in previous years prevents significant projects from being implemented in this field. The establishment of migrant centers in Bosnia and Herzegovina should be considered a major project in this context.

3.1. Different approaches to migrations in Bosnia and Herzegovina with direct impacts on public safety in local communities

In Bosnia and Herzegovina, migrants are currently allowed to move within communities without strict control or mandatory registration. By not establishing appropriate camps that can be used to accommodate large numbers of migrants, local authorities are directly impacting the safety of their population. Migrants use any form of accommodation available, legal or illegal, due to severe weather conditions in Bosnia and Herzegovina.

An inadequate approach in Bihac indicates a lack of competency of local authorities and could be considered even malicious. To dislocate temporary accommodation from downtown Bihac, in 2019, local authorities attempted to establish a temporary camp called Vucjak located well outside of the residential area, on an old dumpsite. The "camp" had no solid buildings or pre-existing infrastructure to provide electricity, heating, clean water, or sanitation. Furthermore, local authorities forcefully removed migrants from Bihac to Camp Vucjak using armed police escorts and arranged transportation, and simply left them there (Janjevic, 2019).

The Council of Europe's Commissioner for Human Rights, Dunja Mijatovic, visited camp Vucjak in November 2019 said it was "inhumane and unacceptable" for people to be "amassed in the mud" without running water or adequate sanitation (Council of Europe, 2019).

The number of security incidents connected with migrants in Bosnia and Herzegovina is increasing each year. At the beginning of the migrant crisis, isolated cases of small thefts or minor disputes with the local population have been reported. Recently, large-scale riots inside and outside of existing migrant centers with massive property destruction endangering lives happening in Bosnia and Herzegovina. Furthermore, conflicts among migrants with lethal outcomes and reports about murders against citizens of Bosnia and Herzegovina committed by migrants became a worrying trend strongly impacting public safety and security (Maksimovic, 2020).

In countries with an organized and systematic approach to migrations today, understanding differences between categories practiced by state institutions and the local population is high. Countries mainly most exposed to mass migrations, such as Turkey and Greece being transit countries followed by Italy and Germany as final destinations and the USA, Canada, and the U.K. as countries with organized resettlement programs for migrants and refugees. Negative impacts on public safety in local communities in these countries are assessed significantly less when compared with effects in Bosnia and Herzegovina. This may be attributed to practical approaches to mass migrations and established migration management systems developed and implemented in these countries.

Procedures used for classification and determination of status for each "foreigner" entering those countries are far more advanced than procedures existing in Bosnia and Herzegovina.

Having established camps might enable correct determination of status for the number of migrants and different categories also establishing a base for further treatment while they are in the country. A perfect example is Turkey, currently hosting more than 3,6 million Syrian migrants (Directorate General of Migration Management of Republic of Turkey, 2021). The migration management approach in Turkey is based on the correct classification of different migrant categories upon their entry to Turkey by the provision of Temporary Protection status (DGMM, 2021). According to international literature, the protection granted to Syrian nationals who have arrived at or crossed our borders in masses is "temporary protection." In the framework of international and customary law, Turkey provides temporary protection to Syrian nationals within the following three factors: clean acceptance to Turkey within the **open border policy**, implement the **non-refoulement** principle without exceptions, and meet **basic needs** of newly-arrived Syrians in Turkey.

Local community Gaziantep located in the southern part of Turkey, consisting of three major cities Hatay, Sanliurfa, and Kilis, including the border with Syria, hosts more than 1,6 million migrants mainly from Syria. The majority of the migrant population in this area lives outside of camps, while only 5-7% is accommodated in migrant camps established and operated by the Turkish Government with the direct assistance of UNHCR and other selected international organizations. Under temporary protection status, all migrants are registered with the Turkish Government and issued a temporary protection identity document. This approach in the management of migrations minimized negative impacts to public safety in the local community mainly because fair treatment and respect of the dignity of migrants are achieved by Turkish authorities preventing potential negative reactions of migrants against the local community.

Another example of a different approach is neighboring country Greece. The population of asylum-seekers and refugees on the Greek Aegean islands has decreased significantly in the past year from almost 40,000 in March 2020 to 15,300 in March 2021 (UNHCR, 2021). In September 2020, a series of fires ravaged the Moria Reception and Identification Centre (RIC), leaving 12,000 people homeless. The authorities have set up the Mavrovouni site to host those affected, and nearly 6,900 asylum-seekers and refugees, the majority of women and children, are currently sheltered in the site. The reaction of migrants in Greece due to treatment by local authorities is different, and impacts on public safety in this local community were significant (Mackenzie, 2020).

In Bosnia and Herzegovina, approaches to the migration crisis are highly divided and largely ineffective. There are several registered cases of violence and criminal offenses committed by migrants and exploited by the media. Official statistics available in different law enforcement agencies indicate that migrants are registered in relatively small security incidents compared with other perpetrators.

The IOM Chief of Mission for Bosnia and Herzegovina Peter Van der Auweraert, clearly said that large scale conflicts of migrants and Bosnian citizens are possible, adding that relatively small number of migrants in Bosnia and Herzegovina (some 8000 currently while Bosnian population is 3,2 million) is not the real problem, lack of political decisions is because it creates a constant crisis. He also adds that when migrants are sleeping everywhere, then there is no control and investment in migrant centers is an investment in the security of the local population (Van der Auweraert, 2020).

Inadequate treatment of migrants by government institutions in Bosnia and Herzegovina provides terrible examples to the local population and local authorities, potentially generating negative responses against migrants and refugees. In return, this might cause negative responses of migrants and refugees mainly directed against public safety (property destructions, assaults, traffic blockades, etc.).

The major issue with official statistics in Bosnia and Herzegovina is that there is no available unified and standardized database, particularly in law enforcement agencies or the Ministry of Security as a top state institution. All available data are fragmented and available in different agencies on state, entity, cantonal, and even municipality levels. Official statistics about committed criminal offenses related to public safety and security are partially available in the Ministry of Interior of Federation of Bosnia and Herzegovina and Republika Srpska. Based on available official statistics, the number of registered crimes committed by migrants, or crimes where migrants are victims, is much different from public perception.

The Ministry of Interior of Una-Sana Canton, the most exposed local community to illegal migrations in Bosnia and Herzegovina, provides limited data about crimes committed by migrants. In an official request sent to BH Ministry of Security dated 12 October 2018, the Chief Inspector is requesting from Service for Foreigner's Affairs immediate action against illegal migrants in other parts of Bosnia and Herzegovina, to place them under custody and stop their movements towards Una-Sana Canton, based on applicable laws. In justification of such request, Chief Inspector clearly states that illegal migrants come to Una-Sana Canton uncontrolled and in growing numbers. Public safety, security of citizens and their property, public order, and public health is compromised because illegal migrants are considered a direct threat. Moreover, this official document indicates a severe increase of recorded criminal acts against the property of citizens committed by illegal migrants.

Additionally, a document stating multiple major crimes of murder and murder attempts, together with assault against police officials during the execution of their security duty, were recorded in the previous two months, August and September 2018 (MUP USK, 2018). Available crime statistics in the area of illegal migrants compared with the situation in 2018 are limited to the official report submitted to Una-Sana Canton Government by Police Department covering the period from January to June 2020. Information about the security situation in Una-Sana Canton contains a section named migrants crisis with narrative statistics of major recorded crimes committed by migrants during this period with comparative analysis with 2019 statistics. It is recorded a total of **107 arrests** of migrants in this period for **23** different criminal offenses, which presents an **84,6% decrease** compared with the **same period in 2019**. A total of **7** recorded crimes were committed by migrants against other migrants, while a total of **19** criminal offenses were committed against migrants (MUP USK, 2020). Recorded offenses against public order committed by migrants classified as a misdemeanor in this period were **decreased by 67%** (50 vs.147) compared with the same period in 2019, and there was one such offense recorded against migrants.

In the same document, overall number of committed crimes of all categories in this period was **713** which presents decrease of **18,8 %** compared to the same period in 2019. Comparing the overall number of recorded criminal offenses in Una-Sana Canton for the period January to June 2020 with overall recorded crimes connected with migrants counting **49**, it can be concluded that migrants were participating in **6,87%** cases of all crimes. Furthermore, records

of public order misdemeanor cases in this period indicate **1261** recorded cases, while **35** cases were recorded with the migrant population (MUP USK, 2020). This counts for only **2,77%** of the participation of migrants in overall misdemeanor statistics in this period.

Available reports about the security situation in Una-Sana Canton for **2015** indicate that the overall number of recorded criminal offenses in this year was **1,619**, while the total number of public order misdemeanors recorded in this year was **2,534** cases (MUP USK, 2016). This period is relevant because it was before the migrant crisis in Bosnia and Herzegovina, and there were no records of migrant presence in Una-Sana Canton during 2015. Comparative analysis of recorded criminal offenses and public order misdemeanors in 2015, 2018 and partially 2020 suggesting that the increase in migrant population in Una-Sana Canton **in this period** did not cause a significant increase in crimes and public order misdemeanors **in this area**.

In official statistics for Canton Sarajevo for the period from January to December 2020 total number of crimes committed by migrants was **99** while number of other incidents connected with migrants was **172** (MUP FBiH, 2021). Total number of all criminal offenses in Canton Sarajevo in this period was **4,126** and recorded number of public order misdemeanor was **12,152**. Participation of migrants in recorded crimes during this period was **2,39%** while percentage of migrants participation in public order misdemeanors was only **1,41%** (MUP FBiH, 2020).

Media reports about several crimes related to migrants are selectively presented to the public and creating the wrong impression. This is the case in local communities with many migrants (Bihac, Sarajevo), where perception about migrants is highly negative. Although migrants are involved in different crimes, including major criminal offenses such as murders, they are not predominantly committing those crimes in local communities.

A thorough analysis of available data from different sources indicates that most incidents or crimes where migrants are involved are committed in public spaces outside of existing migrant centers. This is the critical factor for understanding impacts on public safety in local communities caused by migrants.

In official records provided by the Federal Ministry of Interior and its Cantons for the period from January to December 2020, participation of migrants insignificant crimes classified as "murder" is low compared with the total registered number of these crimes (FMUP, 2021).

Table 1: Statistics for significant crime "murder" between Jan-Dec 2020

Criminal offenses against life and body in Federation of Bosnia and Herzegovina for the period: JANUARY-DECEMBER 2020					
Charter XVI Criminal Code of FBiH	Criminal Offense	2019. Year	2020. Year	Difference	TREND (%)
ARTICLE 166.	MURDER	24	27	3	12.50%

Table 2: Recorded murders committed by migrants for the period Jan-Dec 2020

	Date	CANTON	PLACE	VICTIM	SEX	SUSPECT	SEX of suspect	RELATION WITH VICTIM	MODUS OF EXECUTION	MEAN OF EXECUTION	SOLVED Y/NO
1	8.06.2020	TUZAL CANTON	TUZLA	B.M.(1995) MIGRANT MAROKO	M	C.K.(1991)	M	NE	SHARP OBJECT	UNKNOWN	Y
2	28.5.2020.	UNA SANA CANTON	CAZIN	S.U.A. I SH. M. (MIGRANTS AFGHANISTAN)	2M	UK			PHYSICAL FORCE		N
3	31.08.2020.	SARAJEVO CANTON	ILIDŽA	UNKNOWN(LUK) MIGRANT	M	K.A. (1993) MIGRANT-MAROKO	M	E	COLD WEAPON	KNIFE	Y
4	17.09.2020	SARAJEVO CANTON	ILIDŽA	UK MIGRANT	M	F.L.(1995) ALŽIR I A.A.(2002) ALŽIR	2M	NE	UNKNOWN	UNKNOWN	Y
5	27.09.2020	UNA SANA CANTON	BIHAĆ	B.N. (MIGRANT PAKISTAN)	M	N.N.		E			N
6	5.11.2020	SARAJEVO CANTON	NOVI GRAD SARAJEVO	UK MIGRANT	M	NN MIGRANT AFROAZIJSKOG PORIJEKLA		MIGRANT AFROAZIJSKOG PORIJEKLA	COLD WEAPON	KNIFE	Y
7	17.11.2020	SARAJEVO CANTON	ILIDŽA	B.J. (1984)	M	S.E.D.(1989) H. B.(1995) I NN MIGRANT MAROKO	M	MIGRANT MAROKO	COLD WEAPON	KNIFE	Y

Analysis of records for crimes committed by migrants confirms that out of 27 registered murders in the Federation of Bosnia and Herzegovina, a total of 7 or some **25.9%** of are committed by migrants in the period from January to December 2020. Further analysis of murder victims confirms that **1victim** was a citizen of Bosnia and Herzegovina while **six other victims were migrants**.

Even one victim in the local community is one too many, it can be concluded that migrants were not predominantly perpetrators of significant crimes, murders during the mentioned period in the Federation of Bosnia and Herzegovina.

All seven murders committed by migrants significantly impacted public safety in local communities because murders were committed in public space, in bars, or on the streets, followed by physical fights and property damage.

Official statistics about murders in the Federation of Bosnia and Herzegovina is a strong indicator that if migrants were properly accommodated inside controlled migrant centers, some of those murders might have been prevented, or perpetrators could have been arrested immediately.

Further analysis indicates that the usual murder weapon was either knife or some kind of blade available at the time of the murders. This suggests that no one checked perpetrators, nor were they searched before the attacks, which could have been done if they were accommodated in migrant centers. The negative impacts of committed crimes on public safety in the local community might have been limited to specific locations-migrants centers.

It is much easier to control criminal behavior and prevent significant crimes in controlled environments. As the IOM Chief of Mission said, if migrants are sleeping everywhere, then control is impossible (Van Der Auweraert, 2020).

In official records obtained from the Ministry of Interior of Republika Srpska, there are no available statistics about recorded crimes committed by migrants. The only known is the overall number of registered migrants in its territory for the period from January to December 2019. In official records provided within Information about security in Republika Srpska for 2019 is stated that a total of 4.903 migrants have been evidenced in Republika Srpska, which is an increase of 6,4% when compared with the same period in 2018. Simultaneously, all evidence migrants are marked as "illegally crossed border of Bosnia and Herzegovina" (The Republic of Srpska, Ministry of Interior, 2020).

While there is no record of crimes committed by migrants in Republika Srpska, official statistics about crimes defined as human trafficking committed by others involving migrants are available. All reported crimes of human trafficking in 2019 contained 27 charges against 35 individuals submitted to the Prosecutor's Office of Bosnia and Herzegovina indicates the total number of 245 migrants being victims of these crimes.

The most senior officials from the entity of Republika Srpska, including the Chairman of BH Presidency from this entity, repeatedly and explicitly refusing to accept the establishment of migrant transit camps in its territory. Such an approach was continued in communication with the highest officials of the EU Commission on many occasions, even after a direct request by the High Representative of the EU for Foreign Affairs and Security Policy (EEAS,2021) to BH authorities to distribute migrants centers in the whole Bosnian territory. Furthermore, the Chairman of the BH Presidency is continuously using offensive anti-migrant rhetoric in his public statements (HINA, 2021) and additionally threatening to transfer all present migrants from the territory of Republika Srpska to either Sarajevo or Bihac using police forces (RTVRS, 2020). Similarly, the President of Republika Srpska, following the same pattern in public statements and official press releases about meetings with international counterparts, claims that there will be no camps for the accommodation of migrants on the territory of the Republic of Srpska (President Cabinet,2021). The Government of Republika Srpska also following the same approach and taking operational activities to implement it practically. The Government of RS established a "Coordination body for tracking movements of illegal migrants over the territory of Republika Srpska" on 03 August 2018 with members from the Ministry of Interior (police commissioner, Police Department, Counter-Terrorism and extremism Department, and police precincts), Republic secretary for displaced persons and migrations, Ministry of Health and Social Protection, Ministry of local management, Ministry of Finance, Republic department of civil defense, Red cross of Republika Srpska, Alliance of municipalities and cities of Republika Srpska and local communities. The Chairman of this Body is the police commissioner, and Government defined prime task of this body to implement operational activities in controlled tracking movements and passage of illegal migrants through the territory of Republika Srpska because there are no sufficient capacities in its territory for proper care and accommodation of migrants (NSRS, 2019).

Based on available pieces of evidence, it can be concluded that official authorities of the BH entity Republika Srpska are officially refusing to accept the establishment of migrant transit centers on its territory. The official justification for such an approach is the lack of capacities

for proper accommodation and care of migrants. However, a basic review of existing potential capacities that might be used for the accommodation of migrants on the territory of Republika Srpska, similarly to those in the Federation, indicates the opposite. High Representative of the EU for Foreign Affairs and Security Policy confirmed that European Union provided more than 88 million EUR to Bosnia and Herzegovina since 2018 for strengthening migration management capacities (AJ Balkan, 2021). Those funds should have been used in the whole of Bosnia and Herzegovina, not only in selected areas.

Similar situation is recorded in Federation of Bosnia and Herzegovina and cantons where the biggest Croatian political party in Bosnia and Herzegovina participated in power share. The senior officials of this party unanimously refused an attempt to accommodate migrants in camp Salakovac located in Mostar, back in 2018(HDZ,2018). Similar to arguments used by officials from Republika Srpska, justification for engagement of armed police units to prevent buses from reaching this destination was insufficient capacity for the proper accommodation of migrants.

The approach of local authorities in other parts of Bosnia and Herzegovina about the acceptance of establishing transit migrant camps is not much different. However, the actual causes for such approach are entirely different.

Although assistance to migrants transiting Bosnia and Herzegovina is expected and logical from the perspective of humanitarian principles and applicable international conventions adopted by Bosnia and Herzegovina, it became a first-class political issue today. While the lack of capacity for proper accommodation and care of migrants as the main argument provided by RS and leading Croatian politicians is valid, it is also possible to use this argument for the whole Bosnian territory. Based on available pieces of evidence, it can be concluded that reasons for such approaches are purely political. In the case of officials from Republika Srpska, political reasons for such an approach are in line with the official political discourse of the current establishment emphasizing "weak" state and strong entities, based on irrational interpretation of the Dayton Constitution. The Dayton Peace Accord in its article 3 clearly mandates that immigration, refugee, and asylum policy and regulation is the responsibility of Institutions of Bosnia and Herzegovina (US DoS,1996). It can be argued that such approach has much deeper roots originated during the Bosnian war when military-controlled territories were considered as the exclusive property of one ethnic group and political heritage from that period. The complexity of the Bosnian political scene and the different political interests of key players today are directly reflected in the migration management process and mainly contribute to the ineffective management approach to Bosnia and Herzegovina.

4. POTENTIAL APPROACHES TO MINIMIZE NEGATIVE IMPACTS ON PUBLIC SAFETY IN LOCAL COMMUNITIES

An effective approach to minimize the negative impacts of many migrants in a certain community is to control them. The efficient way of controlling people is to concentrate targeted groups in designated locations systematically and organized. Designated sites, migrant centers should be established to serve multiple purposes; to provide migrants with basic assistance such as shelter, food, clothing, and medical care, and to keep migrants out of streets in communities by controlling their movements in those areas.

Several positive impacts might be achieved by the establishment of migrant centers in the short and long term, and some of them are:

- Implementation of humanitarian principles, related conventions, and protocols mandatory for protection of migrants and refugees;
- Identity confirmation and verification of all individuals through the registration process;
- Movement control of migrants and refugees with established effective procedures in the camps;
- Distribution of humanitarian aid by different international organizations in an organized and efficient manner, etc.

At the same time, impacts on public safety in the local community might be significantly reduced because of the following effects:

- a) Crime commitment would be more difficult for perpetrators in a controlled environment;
- b) If crimes are committed, it would be localized and limited only to those locations and;
- c) Negative impacts of crimes would also be localized, without extended impacts on the community;
- d) Prosecution of perpetrators, including arrest and detention, might be faster.
- e) Prevention of crimes might be effective through different programs etc.

The impending humanitarian crisis might be prevented with this approach, and the local population could be involved in the migration management process providing direct assistance to migrants.

There are some valid arguments against this approach as well. The first argument against this solution might be the financial impact to local communities and to government/s in the situation when the Bosnian economy is suffering due to different reasons.

Fundamental financial analysis indicates that financial limitations should not be used as an excuse against this solution. It is possible to achieve considerable savings in other sectors with minimal investments in migrant centers and their maintenance. At the same time, this would largely contribute to direct life savings. It is not ethical nor possible to estimate human life value, and potential financial constraints connected with this solution should not be seen as limiting factors.

Another limiting factor for this solution is the complex political situation in Bosnia and Herzegovina and the different agendas of political parties participating in power.

The current unstable political situation is considered as the major limiting factor for this approach in Bosnia and Herzegovina. Different administrative levels in Bosnia and Herzegovina with significant autonomy are in a position to block any decision about the establishment of migrant centers. Lower organizational levels in Bosnia and Herzegovina do not hesitate to use local police forces to prevent the entering of migrants into their territory (Lakic, 2018).

The critical factor that should be considered is how well equipped, and educated government institutions are for this task? Limited knowledge and experience in migration management should not be used as a limiting factor. Many international organizations operating in Bosnia

and Herzegovina can provide experts in this field and assistance for the camp establishment, camp management, and camp coordination.

The relatively small number of migrants transiting Bosnia and Herzegovina might justify this approach as an optimal solution. While the number may seem modest compared to the overall flows along the Western Balkan route, especially in 2015 and 2016, IOM estimates that there are around 9,000-10,000 migrants in the country at any given time. Migrants are predominantly concentrated close to the border with E.U. Member State Croatia, Una Sana Canton, or Sarajevo canton, with smaller numbers of migrants located in Tuzla and Mostar canton (IOM, 2021).

The establishment of migrant transit centers might ensure effective management of mass migrations in Bosnia and Herzegovina and minimize negative impacts on public safety in local communities.

Positive impacts of this approach might bring many benefits to local communities in Bosnia and Herzegovina. The question is, WHY is this solution not implemented in Bosnia and Herzegovina?

It is only partially correct to claim that there is no political will for this approach. Officials in local communities in Una Sana Canton, Bihac, Velika Kladusa, and Buzim, the most exposed local communities, have argued that official camps act as a pull factor, attracting asylum seekers and migrants to their region.

For political reasons, local authorities decided to close and forcefully evacuate the fully functional Bira camp for migrants in the town of Bihać in September 2020. The police escorted its residents to a new camp in Lipa, around 25 kilometers from Bihać, which lacks electricity, heating, and running water. The local Government intended to intern all migrants located in Una Sana Canton in this camp.

United Nations and international organizations operating in Bosnia and Herzegovina face many issues in dealing with this crisis, mainly due to the inadequate government institutions managing the migrant crisis. There is sufficient financial aid available for the migrant crisis, but different projects are not possible without cooperation with local authorities. In its Information on the implementation of the tasks related to Emergency Response to the Migrant and Refugee Situation in Bosnia and Herzegovina funded by the European Union, IOM presented funding support provided by E.U. with a review of allocated and spent funds transparently (IOM, 2021).

Allegations relating to the mismanagement of the about €90 million Bosnia has received come from various sides, and the generic overview by the IOM in January does not justify the shortcomings of its reception facilities. Outside the official camps, there are hundreds of migrants scattered across the country, but they prefer to stay close to the border so they can try “the game” frequently.

The current migrant crisis in Bosnia and Herzegovina causing significant security issues and slowly but surely became a regional humanitarian crisis impacting neighboring countries and Bosnia and Herzegovina.

5. CONCLUSION

Different approaches to migration management in Bosnia and Herzegovina directly impacting public safety and security in local communities. The categorization process for “people in the move” entering Bosnia and Herzegovina implemented by authorities on all levels is insufficient

for effective crisis management. The approach to migration management in Bosnia and Herzegovina is based on implementing repressive measures instead of humanitarian principles.

Existing studies in the field of migration management in Bosnia and Herzegovina and other countries indicates the need for clear interpretation and implementation of international norms and standards in field of migrations and refugees.

International migrations are no a problem that governments should solve, but it is a process that they should manage. To effectively manage migrations in Bosnia and Herzegovina and to ensure minimal negative impacts on local communities, migration management standards must be high and fully implemented in all aspects. Standard in migration management in Bosnia and Herzegovina must not be limited to only strong border control and movement restrictions and repression. The standard should extend to assistance for large numbers of people in motion in line with international humanitarian principles, particularly with humanitarian aid, security, human rights, and health care of the migrant population.

Common negative impacts on public safety in local communities are violations of public order, physical assaults, and in some cases, murders committed by migrants or against migrants. All mentioned crimes are impacting directly crucial elements of public safety and causing adverse reactions of the local population in return(Halimovic,2020).

Unequal approach to the solution of the migrant crisis, implemented by different government entities in Bosnia and Herzegovina, causing significant violations of basic human rights of the migrant population. Also, it is causing negative reactions of migrants in local communities directed against the people, infrastructure, and property. Large-scale protests, significant destruction of private and Government property, and major crimes committed by migrants, impacting public safety and security and challenging law enforcement agencies and their capacities.

Single and uncoordinated actions taken by some local authorities in Bosnia and Herzegovina are causing great suffering to the migrant population. A clear example is the closure of temporary camps in Una San Canton in the middle of harsh Bosnian winter, directly endangering the lives of migrants and their children.

The securitization of migrations is enforced in "bordering" European Union countries, such as Bulgaria and Greece countries bordering Turkey. There is also Turkish securitization of its borders with Syria and Iraq.

Bosnia and Herzegovina is considered a transit country for many migrants because of its border with European Union. Bosnian-Croatian border is in the focus of many international organizations such as the United Nations and some agencies of the European Union with efforts directed to capacity increase enabling Bosnia and Herzegovina to deal with the ongoing migrant crisis effectively.

Government migration management strategy in Bosnia and Herzegovina is not implemented countrywide. Different administrative levels in Bosnia and Herzegovina might decide not to enforce it (entities, cantons, municipalities), and there is no available mechanism to ensure their cooperation timely.

If government/s in Bosnia and Herzegovina and local communities adopt and fully implement the right approaches in migration management, then negative impacts on public safety might be minimized. The establishment and maintenance of transit camps for migrants in Bosnian

territory are one of many solutions for the efficient and effective management of a large number of migrants and refugees. Overall positive effects of such a solution might abolish any financial constraint argued by local authorities in Bosnia and Herzegovina.

Effective coordination of government institutions with the international community and international organizations specializing in migration issues is not currently on a desirable level. Bosnian authorities do not fully use different funding mechanisms available at a global level. Simultaneously, the number of donor countries is unwilling to provide funds to an untransparent environment in Bosnia and Herzegovina.

Political instability caused by frequent internal political conflicts in Bosnia and Herzegovina only contributes to further suffering of the migrant population transiting Bosnia and Herzegovina and impacting public safety and security in local communities.

Collected shreds of evidence strongly suggest that a unified migration management approach is much needed in Bosnia and Herzegovina to prevent a further humanitarian crisis.

References

- Adilagic, R. (2019). Od viktimizacije do demonizacije: gdje je istina? Istraživanje o načinima izvještavanja medija o migrantima i izbjeglicama. <https://globalanalitika.com/govormrznje-prema-migrantima/>
- Ahmetašević, N. (2020). Brutalnost kao nova normalnost. <https://ba.boell.org/bs/2020/10/08/brutalnost-kao-nova-normalnost>
- Aradau C. (2004). Securitization of Human Trafficking, *Millenium: Journal of International Studies*, 33:2, pp. 251-277.
- Al Jazeera Balkans, (2021). Borrell: Zbog nefunkcionalne vlasti u BiH, migranti u dramatičnoj situaciji. <https://balkans.aljazeera.net/news/world/2021/1/5/borrell-zbog-nefunkcionalne-vlasti-u-bih-migranti-u-dramaticnoj-situaciji>
- Barišić, I. (2020,16 August). U Velikoj Kladaši blokade i prosvjedi zbog eskalacije migrantske krize. <https://www.tportal.hr/vijesti/clanak/u-velikoj-kladusi-blokade-i-prosvjedi-zbog-eskalacije-migrantske-krize-20200816>
- Bourbeau, P. (2011). *The Securitization of Migration A study of movement and order*. Routledge.
- BBC (September 9, 2020). Europe migrant crisis. Moria migrants: Fire destroys Greek camp leaving 13,000 without shelter. <https://www.bbc.com/news/world-europe-54082201>
- Dayton Accords, US Department of State,(30 March 1996). <https://2009-2017.state.gov/p/eur/rls/or/dayton/index.htm>
- Decision on the Establishment of the Coordination Body for Migration Issues in Bosnia and Herzegovina, Official Gazette of BiH, No. 10/13, 64/13, 01/14, 20/16 & 83/17 (2017).
- Demir F. (2020) U Velikoj Kladaši blokade i prosvjedi zbog eskalacije migrantske krize. <https://www.tportal.hr/vijesti/clanak/u-velikoj-kladusi-blokade-i-prosvjedi-zbog-eskalacije-migrantske-krize-20200816>

- DGMM Directorate General of Migration Management, Republic of Turkey (2021). Temporary protection. <https://en.goc.gov.tr/refugee>
- Global Commission on International Migrations (2005). The legal and normative framework of international migration.
- Government of Una Sana Canton (2020). Information about security in Una-Sana Canton for the period from January to June 2020. http://vladausk.ba/v4/files/media/pdf/5f605fd4b82367.86791610_Informacija%20o%20stanju%20sigurnosti%20na%20podru%C4%8Dju%20Unsko%20-%20sanskog%20kantona%20za%20period%20januar%20-%20juni%202020.%20godine.pdf
- Farney E.(2016). Implications of the Securitization of Migration. <https://www.e-ir.info/2016/01/29/implications-of-the-securitisation-of-migration/>
- Halimovic Dz.(2020) Između protesta i ljudskih prava migranata. <https://www.slobodna-evropa.org/a/bih-srbija-migranti-ubistvo-u-sarajevu-ljudska-prava-i-sigurnost/30970736.html>
- Ibrahim M. (2005). The Securitization of Migration: A Racial Discourse. *International Migration*, Vol. 43(5) 2005,165-183. ISSN: 0020-7985435 <https://publications.iom.int/books/international-migration-vol-435-2005>
- International Law Commission, Draft Articles on the Expulsion of Aliens, with Commentaries (2014) U.N. Doc. A/69/10, Art. 2(b).
- International Organization for Migrations (2019). Glossary on Migration. ISSN 1813-227 www.iom.int
- International Organization for Migrations (2021). Information on the implementation of the projects related to Emergency Response to the Migrant and Refugee Situation in Bosnia and Herzegovina funded by the European Union.
- International Organization for Migrations (2021). Bosnia and Herzegovina Crisis Response Plan. https://reliefweb.int/sites/reliefweb.int/files/resources/2021_Bosnia_and_Herzegovina_Crisis_Response_Plan_2021.pdf
- Janjevic D. (2019). Bosnia's Vucjak camp: Migrants, a garbage dump — and a road to nowhere. <https://www.dw.com/en/bosnias-vucjak-camp-migrants-a-garbage-dump-and-a-road-to-nowhere/a-51279684>
- Kinikhoglu S. (2020). Syrian Refugees in Turkey: Changing Attitudes and Fortunes. German Institute of international and security affairs.
- Hans van der B.(2021). No way forward, no way back: the nightmare of migrants trapped in Bosnia. <https://www.euronews.com/2021/02/05/no-way-forward-no-way-back-the-nightmare-of-migrants-trapped-in-bosnia>
- Lacic M.(2018). Bosnians Trade Accusations Over Blocked Migrants' Convoy. <https://balkaninsight.com/2018/05/18/migrants-convoy-stuck-between-sarajevo-and-mostar-05-18-2018/>
- Law on Asylum, Official Gazette of BiH, No. 11/16 and 16/16(2016).
- Law on Citizenship, Official Gazette of BiH, No. 4/97,13/97,41/02,6/03, 14/03(2003).
- Law on Foreigners, Official Gazette of BiH, No. 88/15(2015).

- Law on Ministries and Other Administrative Bodies of BiH, Official Gazette of BiH, No. 5/03, 42/03, 26/04, 42/04, 45/06, 88/07, 35/09 & 103/09(2009).
- Law on Service for Foreigners Affairs, Official Gazette of BiH, No. 54/05 & 36/08(2008).
- Law on the Council of Ministers, Official Gazette of BiH, No. 30/03, 42/03, 81/06, 76/07, 81/07, 94/07 & 24/08(2008).
- Martin S. (2005).The legal and normative framework of international migration, Institute for the Study of International Migration, Georgetown University.
- Neža K.S.(2020). Causes and Consequences of Migrant Criminalization. Springer. <https://doi.org/10.1007/978-3-030-43732-9>
- OECD/ILO (2018), How Immigrants Contribute to Developing Countries' Economies, OECD Publishing, Paris. <http://dx.doi.org/10.1787/9789264288737-en>
- Petra Ž. (2019) Migrantska kriza u Bosni: Ubistvo koje je potreslo Bileću. <https://www.bbc.com/serbian/lat/balkan-50242201>
- President of Republic of Srpska Press Release,(2021). President of the Republic of Srpska meets with the Head of the International Organization for Migration (IOM) in BiH and the Sub-Regional Coordinator for the Western Balkans. <http://www.predsjednikrs.net/en/category/announcements/>
- RTVRS,202. Dodik: Migranti nemaju šta da traže u Srpskoj, https://www.rtv.rs/sr_lat/region/dodik-migranti-nemaju-sta-da-traze-u-srpskoj_1156391.html
- Simon Y. S. (2017). Finding a Right to Remain: Immigration, Deportation, and Due Process. Northwestern Journal of Law and Social Policy (JLSP). <https://scholarlycommons.law.northwestern.edu/njlspl/>
- Service for Foreigner's Affairs BiH (30.10. 2020). <http://sps.gov.ba>
- Touzenis K.(2019). Second foreword Glossary on Migration. IOM.
- Teacher, Law. (November 2013). Dicey and the Rule of Law. Retrieved from <https://www.lawteacher.net/free-law-essays/constitutional-law/dicey-rule-of-law-8355.php?vref=1>
- The Srpska Times (2020) Dodik: Migrants have nothing to look for in Srpska. <https://thesrpskatimes.com/dodik-migrants-have-nothing-to-look-for-in-srpska/>
- Nielsen N. (2021). E.U.: Bosnia' sacrificing' homeless migrants. <https://euobserver.com/migration/150507>
- Narodna Skupština Republike Srpske(2019). Odgovor na poslaničko pitanje. <https://www.narodnaskupstinars.net/?q=la/narodna-skupstina/poslanicka-pitanja-i-odgovori/narodni-poslanik-radovan-vukovi%C4%87-ministarstvu-unutra%C5%A1njih-poslova>
- Novoselović A.(2006).Javna sigurnost i kriminalitet u lokalnoj zajednici. Hrvatski ljetopis za kazneno pravo i praksu (Zagreb), vol. 13, broj 2/2006, (str. 907-914).
- Maksimovic D.(2020). Buknuo izbeglički kamp, u BiH preti humanitarna katastrofa. <https://www.dw.com/sr/buknuo-izbeglici%C4%8Dki-kamp-u-bih-preti-humanitarna-katastrofa/a-56044985>
- Mijatovic D. (2019). Council of Europe, Commissioner for Human Rights. <https://www.coe.int/en/web/commissioner/-/bosnia-and-herzegovina-must-immediately-close-the-vucjak-camp-and-take-concrete-measures-to-improve-the-treatment-of-migrants-in-the-country>

- Ministry of Interior of Republika Srpska(2020). Information on the security situation in the Republic of Srpska for the period from January to December 2019,
- Ministry of Security of Bosnia and Herzegovina (2009). About Ministry. <http://www.msb.gov.ba/onama/default.aspx?id=3053&langTag=en-U>
- Ministry of Security BiH (2004). Rulebook on asylum in Bosnia and Herzegovina. <http://msb.gov.ba/Zakoni/akti/default.aspx?id=1741&langTag=hr-HR>
- Ministry of Interior Una-Sana Canton(2018). Obavijest za medije Operativnog štaba O.A.“ Migrant“ u vezi ograničenja kretanja migranata. <https://www.mupusk.gov.ba/index.php/2013-03-14-12-38-40/2530-obavijest-za-medije-operativnog-staba-o-a-migrant-u-vezi-ogranicenja-kretanja-migranata>
- Ministry of Interior Una-Sana Canton(2016).Information about security in Una-Sana Canton for 2015. <https://www.mupusk.gov.ba/index.php/2013-03-14-12-38-25?start=900>
- Ministry of Security BiH (2020). Migration profile of Bosnia and Herzegovina for 2019. Ministry of Security, Immigration Sector.
- Van der Auweraert P.(2020) U BiH vlada humanitarna kriza, migranti će početi umirati na ulicama. <https://www.klix.ba/vijesti/bih/van-der-auweraert-u-bih-vlada-humanitarna-kriza-migranti-ce-poceti-umirati-na-ulicama/201204035>
- United Nations High Commissioner for Refugees, Regional Bureau for Europe (2021) Situation Reports / Updates ,Greece update #16.
- United Nations High Commissioner for Refugees, (2006).Master Glossary of Terms.
- United Nations High Commission for Refugees (2011). The 1951 Convention relating to the Status of Refugees and its 1967 Protocol. <https://www.unhcr.org/en-in/about-us/background/4ec262df9/1951-convention-relating-status-refugees-its-1967-protocol.html>
- United Nations Office of the Human Rights Commission(2021). International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (adopted 18 December 1990, entered into force 1 July 2003) 2220 UNTS 3, Art. 5. <https://www.ohchr.org/en/professionalinterest/pages/cmw.aspx>
- Zvijerac P.(2020).Dijaspora godišnje pošalje u BiH oko 2,5 milijardi eura. [https://www.slobodnaevropa.org/a/dijaspora-godisnje-po%C5%A1nje-po%C5%A1lje-u-bih-oko-2-5-milijardi-eura/30675488.html](https://www.slobodnaevropa.org/a/dijaspora-godisnje-posalje-u-bih-oko-2-5-milijardi-eura/30675488.html)
- UNHCR (1993) States parties, including reservations and declarations, to the 1951 Refugee Convention. <https://www.unhcr.org/5d9ed32b4>
- Živić P.(2019, 31 Oktobar). Migrantska kriza u Bosni: Ubistvo koje je potreslo Bileću.The BBC News Na srpskom. <https://www.bbc.com/serbian/lat/balkan-50242201>
- World Bank. 2018. Moving for Prosperity: Global Migration and Labor Markets. Policy Research Report. Washington, DC: World Bank. doi:10.1596/978-1-4648-1281-1 . License: Creative Commons Attribution CC BY 3.0 IGO

About the Author

Senadin Šabanija, RSO Regional Security Officer, MENA Middle East and North Africa Region, IOM International Organization for Migrations, Regional Office Cairo, EGYPT, e-mail: senadinsabanija@fkn.unsa.ba; ssabanija@iom.int