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THE RESPONSE OF THE REPUBLIC OF SERBIA CONCERNING THE MIGRATION CHALLENGES

Abstract

The subject of the work is the response of The Republic of Serbia concerning security challenges connected with the migratory crisis, which Serbia faces today, and which are mainly in the domain of organised criminal, that is trafficking and traffick in narcotic drugs, as well as terrorist and intelligence actions.

The aim of the work is to explain the way in which The Republic of Serbia responded in terms of security to challenges connected with migrations. The intention of the author is to determine the adequacy of this response to all the key security challenges related to migration crisis, and provide suggestions how to prevent and face the problms in a more successful way taking into account more detailed and more systematic knowledge.

Methods that are used in this work are scientific descriptive, the content analysis and statistics.

The result of the work is determination of the analysed aspects of the response of The Republic of Serbia to undermining its security because of the migratory crisis in order to give more encompassing view of the validity of the response concerning the dangers of the migration, as well as to give suggestions and recomendations in order to mitigate more successfully their negative effects.

Key words: *The Republic of Serbia, security response, migration, terrorist actions, intelligence actions, trafficking in people and trafficking in narcotic drugs.*

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INTRODUCTION

During the history all migrations were aimed towards preservation and development of the life on earth, therefore it might be said that they represent one of the conditions of its survival. It cannot be argued that migrations are neverending process with changeable intensity.

The way we see migrations today is mainly negative and as a great challenge the interntional community is facing as well as transitory states and states that are final destinations.

Migratory crisis triggered by sudden movement of population from war inflicted countries of The Middle East and Africa since 2015 has shaken the whole of Europe and their consequences are felt even today in Serbia. Nonetheless, there is also a positive side to these migrations concerning the demographic picture in europe, the age distribution of the polulation, which will gretly affect the European economic progress.

Starting from this, The European Union has established its long-term goal of making migrations „more limited and in accordance with their plans” so as to turn them form undesirable to desirable, and as such be implemented in the agenda of the social development of the state members of the EU”².

The question of mass migrations in the geo-political³ sense determines the foreign policy positioning of Serbia, since it is about a phenomenon that is seen in the specific region. One of the key factors of the national security is the geo-political position of a state. When Serbia is in question, this factor has remained dominant throughout its entire history.

All Balkan countries, The Republic of Serbia as well, are still in the process of transition. The factor that makes it all the more difficult is that the question of migration does not still have internationally reached solution. The cooperation among countries in the Balkans has proved as insufficient and weak.

² Драган Симеуновић, „Миграције и национални интерес Србије”, *Национални интерес*, бр. 3/2015, год XI vol. 24, p. 131.

³ Milomir Stepic defines geopolitics as „a scientific discipline that studies the role and importance of physical-geographical and socio-geographical factors in political phenomena and processes”. See in: Миломир Степић, *Српско питање – геополитичко питање*, Јантар група, Београд, 2004, p. 305.

The general problem with European attitude towards Balkan countries lies in its distancing from those countries that aren't members of the European Union, „while accepting them on geopolitical terms as an important military and strategic part of the European continent”⁴, especially as a border keepers.

Security issues which Serbia faces today in relation to migrations are mostly connected with organized crime, trafficking, trafficking in narcotic drugs, terrorist and intelligence activities. Therefore it is necessary to improve the security system in accordance with the degree the migration crisis presents a threat in such a way that its present security response to security risks brought by migration crisis make more appropriate and efficient.

RESPONS OF THE REPUBLIC OF SERBIA TO KEY SECURITY CHALLENGES RELATED TO MIGRATION CRISIS

Security challenges that the Balkan states have are mainly about border disputes and unsolved national matters.

Beside that, two important security challenges are present for a long time that can affect its stability significantly– religious fundamentalism⁵ and organized crime. Since 2015 migrations have been a significant threat to Serbia's security (although they have lost some of their intensity), which as a consequence have the escalation of two types of organized crime in the region and in Serbia, first of all trafficking and then illegal trade of narcotics. Migrations have also led to more intensified intelligence foreign actions against Serbia and to the necessity of incorporating Serbia into European intelligence system. Terrorism is another threat which is more frequently mentioned in relation to migrations.

International migration in the 21st century is becoming more and more frequent, contributing to demographic and economic inequality between countries, and in

⁴ Dragan Simeunović, „The tradition of collective guilt as the main source of the culture of violence“, *Nauka i društvo (Science and Society)*, pp. 47-61, *Issue 2/2014*, p. 52.

⁵ More on this in: Драган Симеуновић, *Тероризам*, Правни факултет, Београд, 2009.

particular „developed communication and transport systems that significantly facilitate the mobility of migrants“⁶.

Security response to trafficking

Apart from the legitimate right of states to regulate the border crossing procedure as well as staying and transition of migrants, there are more and more international and national legal documents which punish illegal border crossing and migrant smuggling. The Republic of Serbia has also adopted these normative solutions that prevent and annihilate involving people from criminal structures into migration⁷.

The convention on internationally organized crime⁸ and additional protocols highlight the importance of making difference between trafficking and migrant smuggling pointing out that trafficking represents a special type of migration abuse. The use of force, extortion or deceit in order to exploit separate trafficking from migrant smuggling⁹. Smuggling migrants is done across the border while trafficking can be done within borders of a state.

The United Nations have adopted Convention against Transnational Organized further supplemented by the Protocol to prevent, Suppress and Punish Trafficking in Persons and the Protocol against the Smuggling of Migrants by Land, Sea and Air and The Republic of Serbia became a party to the Convention. According to the second protocol, ‘smuggling of migrants’ is described as procurement of the

⁶ Мина Т. Зиројевић, Катарина А. Јовичић, „Миграције и тероризам – проблем и могућа решења“ (pp. 259-269), in: „*Savremene migracije i društveni razvoj: interdisciplinarna perspektiva*“, Srpsko sociološko društvo, Institut društvenih nauka, Univerzitet u Beogradu, Filozofski fakultet, Institut za sociološka istraživanja, Beograd, 2018, p. 262.

⁷ Милан Жарковић, „Кријумчарење миграната у светлу одредаба кривичног законика Републике Србије“, in Proceedings: *Стање криминалитета у Србији и правна средства реаговања*, Други део (Editor: Ђорђе Игњатовић), Правни факултет Универзитета у Београду, Београд, 2008, p. 203.

⁸ „The expansive definitions of the EU and UN reflect a political diversion of the concept of organized crime“, which is perceived as a „prime threat“ to societal security. See in: Мина Зиројевић, „Terrorism and transnational crime – view from Serbia“, pp. 29-46, Наука и друштво (Science and Society), Issue 2, Beograd, 2016, pp. 32-33.

⁹ Препоруке принципа и смерница о људским правима и трговини људима, *Високи комесаријат УН за људска права*, 2002, p. 9.

illegal entry¹⁰ of a person into a State Party in order to obtain a financial or other material benefit¹¹.

Today trafficking is one of the worst forms of organized crime on a global scale, most often women and children being victims. The crime of trafficking has been defined for the first time as a separate criminal act within The Law on Amendments and Additions to the Criminal Procedure Code which can convict an offender who by threat or by force, misleading, by misusing the authority, thrust, the relation of dependence or harsh circumstances: canvass, transport, transfer, sell, buy, negotiate in transaction or sale, hide or keep other person in order to gain benefits, exploitation of his or her work, criminal actions, prostitution or begging, use for pornographic purposes, taking parts of a body for transplantation or fir using in combats¹².

The institutions that are with these issues are Citizens Association for Combating Trafficking in Human Beings and All Forms of Gender-Based Violence and Europol, the agency for law enforcement cooperation, which supports the police activities and other state institutions in their fight against illegal migrations and trafficking. As a fight against trafficking in Serbia has been and still is a very important issue which should be adjusted to EU norms¹³, the necessity for reorganization of the police department and the reformation of judicial system. The biggest problem is that there is no unique system for collecting statistical data in a uniform way because police, courts and prosecutors use different systems for this purpose. In the EU trafficking is prosecuted in accordance with Directives on Prevention and Fighting against Trafficking on People and Victim Protection (2011).

The question of the protection of national borders and preventing criminal groups and persons who enable illegal border crossing from acting is still done on a

¹⁰ Illegal entry signifies crossing borders without fulfilling the necessary requirements for legal entry into the recipient country.

¹¹ Закон о потврђивању конвенције УН против транснационалног организованог криминала и допунских протокола, *Сл. лист СРЈ – Међународни уговори*, бр.6/2001, Internet, www.paragraf.rs/propisi_download/zakon_o_potvrdjivanju_konvencije_ujedinenih_nacija_protiv_transnacionalnog_organizovanog.pdf.

¹² See in: Закон о изменама и допунама Кривичног закона Републике Србије, *Службени гласник РС*, бр. 39/2003.

¹³ Chapter 24 foresees the establishment of the Office of the National Rapporteur on Trafficking in Human Beings in The Republic of Serbia, which should contribute to the objective monitoring and evaluation of progress over the national anti-trafficking mechanism.

national level¹⁴. In 2017 the Republic of Serbia has adopted the Strategy on Prevention and Suppressing of Trafficking, especially in Women and Children, and Protection of the Victims for the Period between 2017-2022¹⁵. Mechanisms for monitoring fighting and prevention of trafficking are planned in this document.

Smuggling of migrants and trafficking are marked as a massive criminal act in countries of the first migration destination and as the source of illegal incomes¹⁶.

Although solving the problem of illegal border crossing, trafficking and illegal migrations is of mutual interest for many countries, still all contemporary states make some other moves to prevent and suppress the above mentioned problems. The measures taken by most of the countries, mainly developed ones, are aimed at the protection of the uncontrollable inflow of immigrants which come from the third-world countries and crisis areas. These types of solutions which treat migrations through international-legal documents are given in order to protect immigrants which are mostly abused from traffickers.

Inside Serbia take certain measures to help victims of trafficking, for example Center for Protection of Victims of Trafficking (2012). According to the data provided by this Center during 2017 43 victims were identified, 93% of which are Serbian citizens. In 2017 14 requests for suspected trafficking involving migrants¹⁷ were received, only one victim being identified until the end of the year¹⁸.

According to the ASTRA citizens' association from March 2002 until the end of 2015 470 victims of trafficking were identified in Serbia, 392 being Serbia's citizens. From the end of 2015 until the end of 2017 26 people were identified, and in 2017 out of 11 victims 10 were Serbian citizens. In the period from January 1

¹⁴ The 2015 US Government's Human Trafficking Report states that Serbia must adopt a National Anti-Trafficking Strategy.

¹⁵ See in: Стратегија превенције и сузбијања трговине људима, посебно женама и децом и заштите жртава 2017–2022. године, *Службени гласник РС*, бр. 77/2017.

¹⁶ Dragan Simeunović, „Migracije kao uzrok političkih anomalija u Evropi”, *NBP – Žurnal za kriminalistiku i pravo*, Beograd, Kriminalističko-policijska akademija, Beograd, 2015, p. 6.

¹⁷ Of the 14 reported cases, three were found not to be victims of trafficking, while ten are still pending identification.

¹⁸ Izveštaj o trgovini ljudima u Srbiji 2017. године, *Центар за заштиту жртава трговине људима*, Internet, <http://www.centarzztlj.rs/images/statistika/17/Izvestaj%20o%20trgovini%20ljudima%20u%20Srbiji%202017.pdf>.

to December 31 2016 14 under aged migrants disappeared, out of whom 8 were found¹⁹.

Continuous observation and monitoring of trafficking from different aspects should result in new mechanisms for suppressing trafficking in people so as to prevent it and determine certain mechanisms for early identification of victims.

Normative and action response to illicit traffic in narcotic drugs

Illicit tracking in narcotic drugs has negative effects on people globally. Therefore it might be stated that the trafficking represents a threat to health and global stability in the world.

At the end of the 20th century a few European countries were highlighted as world leaders in illicit trafficking in narcotic drugs. Since the 80s Turkey has become a transit area for Afghanistan heroin on its way to West-European market²⁰. Serbia is also placed on the route as a bridge between The East and The West, so called Balkan route, which has proved to be the most appropriate area for transport of people and narcotic drugs due to its position. Since the beginning of migration crisis, trafficking of narcotic drugs by migrants who finance their journey in such a way has especially become prominent. For example, a migrant needs from ten to twenty thousand euros for a journey from Afghanistan to Germany.

The EU has developed the EU Drug Strategy 2013-2020 which is structured around two policy areas: drug demand reduction and drug supply reduction. The results of such policy are give in reports of European Monitoring Centre for Drugs and Drug Addiction, which is annually seen through European Drug Report²¹.

In Serbia the Strategy on Prevention of Drug Abuse 2014-2021 has been adopted as well as the Action Plan for its implementation²². Additionally, Serbia is exchanging information with European agency EUROPOL concerning the drug

¹⁹ *ASTRA antitrafficking action*, Internet, <https://www.astra.rs/statistika>.

²⁰ F. Bovenkerk, Y. Yesilgoz, „The Turkish Mafia and the State”, according to: Cyrille Fijnaut, Letizia Paoli, „Organizovani kriminalitet i politika njegove kontrole”, in *Proceedings: Organizovani kriminalitet: izbor tekstova* (Editors: Đorđe Ignjatović, Aleksandar Stevanović), Beograd, 2018, p. 42.

²¹ Dunja Tasić, Bojan Elek, „Borba protiv teškog i organizovanog kriminala”, in: „Vodič kroz saradnju u unutrašnjim poslovima u Evropskoj uniji”, *Beogradski centar za bezbednosnu politiku, OEBS*, Beograd, 2016, p.167.

²² See in: *Канцеларија за борбу против дрога*, Internet, <http://www.kzbp.gov.rs/sr/dokumenti> .

market. Serbia has taken a considerable role in numerous international actions in discovering supply chains for smuggling drugs to EU countries, connected with migration routes.

Terrorist activities

Terrorism nowadays as a form of political violence tends to draw public attention of the target country thus making additional pressure on it to change its policy in order to make it in accordance with their interests.

Terrorism is purely political phenomenon because it occurs with political goals and has political consequences, and if violence does not exist in the fields of politics one can hardly speak of terrorism²³.

The major problem in Europe today is religious fundamentalist terrorism²⁴, specially Islamic ‘homegrown’²⁵ or ‘domestic terrorism’ which means that those who perform and organize attacks are domestic citizens of muslim religion²⁶.

In the EU main strategic priorities in fight against terrorism and radicalization are stated in the EU Counter-Terrorism Strategy from 2005²⁷, the EU Internal Control Strategy 2010 and the EU Agenda on Security 2015.

Serbia has to adjusting numerous legal solutions to the EU legacy now. Adopting the strategic framework for this area firstly includes writing the first national SOCTA report which includes strategic analysis of flows in the top priority areas of the organized crime and terrorism. This report was completed at the end of 2015.

²³ Драган Симеуновић, „Тероризам”, op. cit, p. 66.

²⁴ Terrorism based on fundamentalist interpretations of the Koran.

²⁵ More on this in: Драган Симеуновић, *Тероризам*, op. cit, p. 220.

²⁶ Miloš Aleksić, Miroslava Gligorić, „Izazovi savremenih migracija – bezbednosni aspekti i etnifikacija politike”, *Međunarodna politika*, Institut za međunarodnu politiku i privredu, Beograd, god. LXVIII, br. 1165, 2017, p. 29.

²⁷ The Counter-Terrorism Strategy commits Member States to a collective action to counter terrorism at EU level. Serbia's legislative framework is in line with international standards and with the *acquis communautaire* in the field of combating terrorism. The Chapter 24 Action Plan foresees the adoption of a new strategy and action plan to prevent and combat terrorism. Serbia adopts The National Strategy for Combating Money Laundering and Terrorist Financing and Action Plan in 2014.

That the countries in the Balkans started to cooperate in order to solve potential security problems in this part of Europe was indicated by signing the Declaration of Fight against Organized Crime and Terrorism of South Eastern countries 2006. The main goal of the Declaration is to prevent potential terrorist attacks by joint effort. Since terrorism has become international security problem, it is necessary for the Western Balkan countries to unite in order to combat it, by working together on causes, exchanging information and carrying out joint actions.

Throughout the world fight against terrorism is mainly led by intelligence services. However, they are not always willing to share information with other services, either from their own or from other countries. Insufficient cooperation is clearly seen even inside the EU, where member states do not share all the information they have on terrorists and extremists as potential terrorists, as well as on their activities, but they always keep a part of their knowledge as a question of ‘national interests’²⁸.

On international level of fight against terrorism, Serbia cooperates with The European Union Agency for Law Enforcement Cooperation, better known under the name of EUROPOL, and its Operations department with which Serbia exchanges all sorts of information, related to terrorism²⁹ and migrations.

The possibility of escalating danger of terrorism connected with migration in Serbia could be the consequence of infiltrating foreign citizens who are members of ‘Islamic State’ (ISIL) and other terrorist organizations from Syria and Iraq as immigrants under false identity. It is also necessary to bare in mind the danger of not being familiar with the degree of radicalization of immigrants already being granted asylum, even the degree of the radicalization of under aged immigrants since it is not known whether they have attended religious or military camps ‘ISIL’ where even the eight-year old males shot prisoners with firearms. Taking all the above mentioned into consideration, certain surveillance measures and the measures of de-radicalization should be taken in order to integrate immigrants more successfully into our or any other society.

²⁸ Dragan Simeunović, „Migracije kao uzrok političkih anomalija u Evropi”, op. cit, 2015, p. 8.

²⁹ See in: *Информатор о раду Министарства унутрашњих послова Републике Србије*, МУП, 2018, Internet, <http://www.mup.rs/wps/wcm/connect/>.

Republic of Serbia and intelligence activities

The opinion of the EU political elite about forming cooperative intelligence service starts from the point of view that on one side that shared European security service a logical chain of events while on the other side it is believed that shared EU foreign and security politics provides such activities on an adequate level. The confrontation of the views is stronger because both sides see migration crisis as an additional argument for justifying their own views.

As the number of EZ members is increasing, there is a need for joint control over vast number of information, especially after migration crisis struck. Since national intelligence services and police organizations are not capable of responding fully to modern security challenges, especially when communication is in question, EU has formed ENFOPOL, European legal system which acts within EU borders. One special type of cooperation within ENFOPOL³⁰ is fight against terrorism, extremist and religious fanatics organizations. The European Parliament by accepting this type of system has authorized police and intelligence services to act in order to wiretap telecommunications so as to deliver immediately all gathered and stored information to a certain service if asked to. Apart from positive views on work and future of ENFOPOL, there are also some negative ones given by political elite and wide public. However, it is more widely thought that shared control over information gained using electronic systems is necessary³¹.

As far as intelligence activities in Serbia are concerned, it is done according to Law on basis of security services organization. This law arranges the scope of the Council for national security, the security agencies are listed and the way security-intelligence agencies are coordinated and the mechanisms of their control. Adopting the new Law on telecommunications, one of the many conditions related to adjusting this legislature with European if being fulfilled, and which needs to be fulfilled in order for Serbia to enter EU³². Some other necessary measures are also being taken especially those related to dangers carried by migrations.

ENFOPOL acts outside the EU borders as an electronic intelligence network which is able to fully track and monitor all types of electronic communications, primar-

³⁰ See in: Информатор о раду Министарства унутрашњих послова Републике Србије, МУП, 2018, Internet, <http://www.mup.rs/wps/wcm/connect/>.

³¹ Далибор Кекић, „Обавештајна мрежа ЕУ: ENFOPOL”, in Proceedings: *Безбедносни и одбрамбени аспекти прикључења Републике Србије ЕУ* (Editor: Катарина Штрбац), Институт за стратегијска истраживања, Мисија ОЕБС у Србији, Београд, 2010, pp. 249–250.

³² *Ibid*, pp. 250, 253.

ily in the field of terrorist organizations and international drug cartels. Areas of cooperation of the EU in ENFOPOL are divided into two groups: 1. Cooperation reached by the Schengen Agreement, 2. Cooperation in the area of general criminal actions³³. Since it is known that the Schengen Agreement covers surveillance across border and across border pursuit, it is clear that ENFOPOL acts even further in order to protect state borders which are threatened by migrations. Apart from this, improvement of bilateral and multilateral cooperation with partner security and intelligence services is also highly important. Department of INTERPOL (within MIA of the Republic of Serbia) coordinates and takes part in crime-operative actions with foreign element.

According to EY data, there are over 27 000 citizens' associations, funds and foundations in Serbia³⁴. Many of them are dealing with migrations and migrants. In some non government organizations a foreign factor and influence on migrants and migrations is recognized³⁵. This non government sector is an area where the specter of influence is ranging from secret services and activities to diplomacy and intelligence activities, and which is used for implementing certain policies³⁶. Secret actions are not primary activities of secret services. In order to realize some foreign policy aspirations of a country, the role of organizers and carriers of subversive content is taken by secret services³⁷. Subversive activities are intertwined with foreign policy and they are carried out by secret services³⁸. The security system of the Republic of Serbia has undertaken a series of measures from the migration crisis beginning in order to make our intelligence service a responsible partner to European intelligence community in accordance with international

³³ *Ibid*, p. 249.

³⁴ See in: "The EU allocated some EUR30 mil for CSOs in Serbia", The Delegation of the European Union of the Republic of Serbia, Internet, <https://europa.rs/the-eu-allocated-some-eur30-mil-for-csos-in-serbia/?lang=en>, 26/10/2016.

³⁵ More on: „BIA: Najveća pretnja strane službe u redovima opozicije, NVO i medijima”, *Webtribune*, Internet, <http://webtribune.rs/bia-najveca-pretnja-strane-sluzbe-u-redovima-opozicije-nvo-i-medijima>, 06/10/2018.

³⁶ Миленко Глигоревић, *Паукова мрежа глобализма*, Пан пласт, Београд, 2008.

³⁷ Младен Бајагић, „Методика обавештајног рада”, Криминалистичко-полицијска академија, Београд, 2015, in: Слободан Анђелковић, Мартин Матијашевић, „Тајне акције као облик примене силе у међународним односима са посебним освртом на Сједињене Америчке Државе”, *Култура полиса*, бр. 35, година XV, Нови Сад, 2018, p. 3.

³⁸ Слободан Анђелковић, Мартин Матијашевић, „Тајне акције као облик примене силе у међународним односима са посебним освртом на Сједињене Америчке Државе“, *op. cit.*, p. 3.

norms and standards on the one side. On the other side, the system has to secure the Republic of Serbia from undesirable intelligence break outs, especially related to migration and migration problems.

MANAGING MIGRATIONS IN SERBIA

Managing migrations has been set out as one of conditions of EU in the process of accession of Serbia to the EU³⁹. The platform which serves Serbia as a guidance to fulfilling this difficult task is Strategy for managing migration (2009) with its own security dimensions.

Central and operative institutions are coordinated by the Strategy in order to monitor internal and external migrations, as well as activities which encourage legal and suppress illegal migration through visa policies, integrated border control, regulating temporary residence of foreigners, developing strategies for migrant integration in society, protection policy for its residents working and living abroad, as well as active employment policy⁴⁰.

In 2003. regional initiative MARRI⁴¹ for the Western Balkan countries was established which aims to enhance regional cooperation in the fields of migration by promoting comprehensive approach to the issues of migration, asylum and border management⁴². At the end of the last year, Serbia and the EU signed an agreement on border management cooperation between Serbia and the European Border and Coast Guard Agency (Frontex). This agreement aims at tackling irregular migrations and cross-border crime in order to secure the EU's external borders⁴³.

In Serbia the question of migrants is dealt with by domestic laws, as well: the Strategy for Fighting against Illegal Immigrants (2009 – 2014), the Law on Asy-

³⁹ The Republic of Serbia received „candidate country status” in 2012. The formal start of Serbia's accession negotiations with the EU began with the signing of the Brussels Agreement in 2014.

⁴⁰ See in: Стратегија за управљање миграцијama, *Службени гласник РС*, Београд, бр. 59/2009.

⁴¹ MARRI was created by merging the previously formed Migration and Asylum Initiative and the Regional Return of Displaced Persons Initiative. The member states of this initiative are: Serbia, Bosnia and Herzegovina, Montenegro, Macedonia, Croatia, Albania, as well as the self-proclaimed state of Kosovo since 2015, according to the Skopje Declaration.

⁴² See in: *MARRI – Migration, Asylum, Refugees Regional Initiative*, 2015, Internet, https://ec.europa.eu/home-affairs/content/migration-asylum-refugees-regional-initiative-marri_en.

⁴³ See in: „Tampon zona: EU straža na granicama Srbije”, *AlJazeera Balkans*, Internet, <http://balkans.aljazeera.net/vijesti/tampon-zona-eu-straza-na-granicama-srbije>, 20/09/2018.

lum, the Law on State Border Protection, Law on Foreigners, Law on Refugees, Law on Confirmation of Agreement between Serbia and the EU on Readmission of Illegal Residents, Law on Confirmation of Agreement on Stabilization and Accession between the EU and its member states on the one side and the Republic of Serbia on the other side.

Since the Republic of Serbia has not yet clearly defined its geopolitics, existing strategic principles of national security cannot respond to modern geopolitical challenges, although they should be the reflection of geopolitical identity and geopolitical orientation. Not even the existing Strategy on migration managing (2009) has not influenced significantly resolving the problem of illegal migrations.

As far as illegal migrations are in question, the Ministry of Internal Affairs plays the major role in managing them. Commissariat for Refugees and Migration is an organization established for professional care, return and integration of refugees and related administrative tasks, which has also proposed National Strategy for Resolving the Problem of Refugees and internally Displaced Persons.

The Coordination Body, Council for Integration of Repatriation on basis of Agreement on Readmission, Council for Fighting against Illegal Migration, Council for Fighting against Trafficking in persons, Office for Human and Minority Rights, Office for Cooperation with the Diaspora and Serbs in the Region, the Office for Kosovo and Metohija and the Republic the Statistical office also play the important role.

Eleven shelters and transition centers⁴⁴ for migrants and four asylum centers⁴⁵ are active in Serbia. The Shelter for unaccompanied minors, founded by a humanitarian organization ‘Border Free Serbia’ is situated in Loznica, providing shelter for 6 persons⁴⁶.

According to Asylum Center data from January 1st to December 31st, 8,436 persons sought asylum, which represents an increase compared to 2017 when 6,199 persons sought asylum. For the sake of comparison, according to UNHCR data, the number of refugees asylum seekers and migrants in February 2019 was 4,330 persons, out of whom 3,898 persons were put in state asylum centers and shelters.

⁴⁴ The shelters and transition centers are located at: Bujanovac, Vranje, Bosilegrad, Pirot, Adaševci, Šid, Principovac, Subotica, Kikinda, Sombor i Obrenovac.

⁴⁵ The asylum centers are located at: Krnjača, Banja Koviljača, Bogovađe, Sjenica i Tutin.

⁴⁶ See in: Министарство за рад, запошљавање, борачка и социјална питања, Влада Републике Србије, Internet, <https://www.minrzs.gov.rs/sr/aktuelnosti/saopstenja>.

The largest number of refugees are in the Shelter in Obrenovac (765), Adaševac (687) and in Principovac (356), as well as in the Asylum centre in Krnjača (651). Most of the immigrants are from Afghanistan and Iran. 467 immigrants intended to seek asylum⁴⁷. In the first two months in 2019, there were 856 registered asylum seekers⁴⁸. In the same period 68 persons asked for asylum. Nowadays there are around 4,000 immigrants, whereas 1,000 people have been given asylum⁴⁹.

The Republic of Serbia has been marked as a migration route for the secondary migrations due to its geographic position⁵⁰. In order to respond more efficiently to preventing illegal migrations, Serbia needs more support and financial help from the EU in order to help migrants integrate more adequately into local surroundings, being that only temporary. It is important to act on prevention of secondary migration which is connected mainly to women, who need to be given jobs, and to children, who need to go to school, thus integrating them into society on a deeper level. In 2018/19, school year, 344 immigrant children continued their education in 33 schools, 27 of them being unaccompanied minors⁵¹.

CONCLUSION

Europe itself and internal state of affairs in Serbia as well as its relations with surrounding countries have changed considerably under the influence of migration crisis. The complexity of Serbia's geopolitical position is seen in numerous internal and external geopolitical factors which influence its national security and the system of protection Serbia is making. These are the reasons for questioning and determining all important factors of migration crisis and make new and more adequate approach to managing migration more in accordance with the current state of affairs.

⁴⁷ See in: *Центар за азил*, Београдски центар за људска права, Internet, http://azil.rs/izbeglicka-situacija-u-srbiji-u-februaru-2019-godine_

⁴⁸ *Центар за заштиту и помоћ тражиоцима азила (Asylum Protection Center)*, Internet, <http://www.apc-cza.org/en>.

⁴⁹ *Ibid.*

⁵⁰ Persons who have already returned from the country in which they applied for asylum and are returning for the second time to seek asylum again.

⁵¹ *Право на азил у Републици Србији: Извештај за период јул–септембар 2018. године, Београдски центар за људска права*, р. 3, Internet, http://azil.rs/azil_novi/wp-content/uploads/2018/10/periodicni-izvestaj-jul-septembar-2018.pdf.

Geopolitics of Serbia is presented in the form of clear national interests and political beliefs in the sector of security through the Strategy on national security and by adopting it the national interests in the sector of security as well as basic affiliations, goals and tasks of national security politics are formulated. However, since Serbia has not yet clearly defined its geopolitics, existing strategic principles of national security cannot in fully respond to modern geopolitical challenges. Even the existing Strategy for managing migrations (2009) has not influenced significantly solving the problems of illegal migrations. The results were achieved by good domestic political ad hoc solutions and copied ones from Europe.

Main security challenges brought by migration crisis are organized crime, trafficking in people and drugs, terrorist threat and intelligence activities from abroad.

As far as security aspect of putting Serbia in danger because of migration crisis it can be concluded that Serbia has fully implemented all relevant international acts, especially the EU decisions which are dealing with removing the consequences of migration crisis in EU countries and with cooperation with international community, especially with neighboring countries. Since the break out of migration crisis until now, security and legal organs and institutions have made considerable results in removing security risks worsen by migration crisis, like terrorism, foreign intelligence activities, trafficking in people and illegal drug market. It is especially important to point out that despite poor financial support from the EU, Serbia has maintained humane approach to migrants, unlike some other neighboring countries.

The results of the research suggest the conclusion that Serbia is still looking for more adequate solutions for problems of migrants, especially asylum seekers, which is a great security challenge itself. Serbia as a transit country cannot solve this problem on its own but has to connect with the neighboring countries in order to prevent smuggling of migrants, which means constant border protection and securing as well as to intensify information exchange and activities which have to do with terrorism threats, trafficking in people and drugs, and what is more important to pay attention to fighting foreign intelligence activities.

It is also very important to provide adequate integration of immigrants into society, which requires larger financial support from the EU.

In terms of the future security response of Serbia to migration dangers, it could be concluded that experience in regulating and removing security risks caused by migration Serbia gained in the last couple of years is a serious guarantee that

Serbia would oppose the security risks in case the migration crisis escalates, both in terms of prevention of risks of terrorism, trafficking in people and drugs and in terms of more efficient fighting if those risks increase.

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**ОДГОВОР РЕПУБЛИКЕ СРБИЈЕ НА БЕЗБЕДНОСНЕ ИЗАЗОВЕ
ПОВЕЗАНЕ СА МИГРАНТСКОМ КРИЗОМ**

Abstract

Предмет рада је одговор Републике Србије на безбедносне изазове повезане са мигрантском кризом, са којом се Србија данас суочава, а који су углавном у домену организованог криминала, односно трговине људима и трговине опојним дрогама, као и терористичких и обавештајних активности.

Циљ рада је да објасни начин на који је Република Србија реаговала у погледу безбедносних изазова повезаних са миграцијама. Намера аутора је да утврди адекватност одговора на све кључне безбедносне изазове повезане са мигрантском кризом, као и да пружи предлоге како би се што успешније спречиле евентуалне последице.

Методе које се примењују у раду су научно дескриптивна, анализа садржаја и статистичка метода.

Резултат рада је утврђивање анализираних аспеката реаговања Републике Србије на угрожавање њене безбедности, као последица мигрантске кризе, како би се добио опсежнији поглед на ваљаност одговора који се односи на опасности које доносе миграциона кретања ка европским земљама, као и да се дају препоруке и предлози у циљу успешнијег отклањања њихових негативних ефеката.

Кључне речи: *Република Србија, безбедносни одговор, миграције, терористичке акције, обавештајне активности, трговина људима и трговина опојним дрогама.*

