



IOM International Organization for Migration

IOM Development Fund

*Developing Capacities in
Migration Management*

MIGRATION FLOWS IN WESTERN BALKAN COUNTRIES: TRANSIT, ORIGIN AND DESTINATION, 2009-2013

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ACRONYMS

BCP	Border crossing point
B&H	Bosnia and Herzegovina
EU	European Union
EUROSTAT	Directorate-General of the European Commission located in Luxembourg
FRONTEX	European Union agency for external border security
FYROM	Former Yugoslav Republic of Macedonia
ICJ	International Court of Justice
ID	Identity document
IOM	International Organization for Migration
MARRI	Migration, Asylum, Refugees Regional Initiative
MFA	Ministry of Foreign Affairs
MOI	Ministry of Interior
MSAC	EU Member States and Associated Countries
NGO	Non-governmental organization
NRM	National Referral Mechanism
RA	Readmission Agreement
RCC	Regional Cooperation Council (of South East Europe)
RoA	Republic of Albania
RS	Republic of Serbia
SIPA	State Investigation and Protection Agency
TCN	Third country nationals
UMs	Unaccompanied minors
UN	United Nations
UNSC	United Nations Security Council
USA	United States of America
VoT	Victim of human trafficking
WB	Western Balkan(s)

EXECUTIVE SUMMARY

This report was produced by the International Organization for Migration (IOM) with an aim of supporting Western Balkan (WB) governments in formulating adequate migration policies and raising migration management capacities in tackling the increasing influx of migration flows in the WB countries and outgoing flows of WB nationals with the purpose of seeking asylum in EU countries.

The report presents findings based on mapping of the main regular and irregular migration flows through the territory of the Western Balkans in the period 2009-2013. The following migration types are presented here:

- Migration to and from WB countries with purpose of work, education and family reunification
- Illegal entry
- Illegal stay of foreign citizens and stateless persons
- International protection (asylum seeking)
- Return of WB citizens according to Readmission Agreements
- Trafficking in human beings in the WB region
- Smuggling of migrants in the WB region

The work towards meeting project objectives was based on a methodology that combined

- Desk review of existing reports and studies,
- Data collection from Government authorities in each targeted country based on a standardized questionnaire covering normative, institutional, strategic and statistical aspects of regulating selected migration flows, and
- Small-scale qualitative survey conducted in 2012 through interviews with the representatives of various relevant institutions, NGOs and migrants (SeConS, 2012)

Major conclusions about the main regular and irregular migration towards, through and from WB region are:

Legislative and Administrative Framework

1. The countries of the region are pretty much unified in legislative and institutional frameworks for migration management. They are all on the way of harmonizing their rules with the EU *acquis*, but need additional improvements, especially with respect to laws and institutional support to international protection of migrants.

2. Framework for coordinated regional management of migration was enriched by the adoption of Southeast Europe 2020 Strategy produced by the Regional Cooperation Council (RCC). The strategy was developed with active participation of WB governments and several IOM missions in the region assessed that it will be used in benchmarking further strategic planning in WB countries.

Regular Migration

3. Serbia is in the centre of regional migration related to work, education and family reunification and consequently this gives tone to this type of migration in the whole region. Seasonal migration and citizenship acquisition in Montenegro also has significant impact on regional trends. The number of temporary residence permits is growing in time, but almost a quarter of it is made up of Serbian citizens acquiring permits in Montenegro. The number of permits issued to Russian and Turkish citizens is increasing, too.
4. The structure of the basis for issuing temporary permits did not significantly vary on the level of the region in period 2009-2013: 50%-55% of permits have been issued for work/employment, 30%-35% for family reunification and 5%-10% for study and research.

Flows of Western Balkan nationals towards the EU

5. Migration of WB citizens towards the EU, Norway, Switzerland and Iceland are of higher intensity than those towards or inside the region. Apart from transit and tourist visits, there were more than one hundred thousand people who acquired temporary residence permits in 2013. The structure is changing: more of them are getting permits for the reason of family reunification and less because of employment when compared to 2012.
6. Despite many attempts made by the EU and WB countries to put in place mechanisms preventing asylum abuse of their citizens in EU Member States, the number of Western Balkan citizens applying for asylum in EU Member States, Norway, Switzerland and Iceland increased over the years, making up for 14.1% of the total number of asylum requests in these countries in 2013.
7. Irregular emigration of WB citizens to the EU and other European countries remains a serious issue.

Irregular Migration towards WB countries

8. The number of persons refused entry to WB countries significantly decreased during 2009-2013. Major groups of migrants identified in the statistics for refused entry are the citizens of WB countries.

9. The number of illegal entries increased during the same period. Here, the majority of migrants are the citizens of countries located outside the region, mostly from Asia and Africa (the largest share comes from Afghanistan).
10. The number of foreigners found illegally staying in WB countries varied in the observed period, increasing in some years and dropping back in others. These migrants are mostly third country nationals from countries outside of the region (Afghanistan, Pakistan, Turkey, Libya and others).
11. Irregular migration is strongly linked to asylum abuse. Differences between expressed intentions for requesting international protection and formally submitted requests provide grounds for the assumption that the attempt to obtain asylum status is often used in order to legalize the status before continuing migration towards the EU.
12. The picture on human trafficking in the WB has changed from a transnational to a more internal problem. Victims and perpetrators of human trafficking are mostly domestic citizens. This picture on trafficking in human beings may be biased due to the inadequacy of VoT identification mechanisms.

1. INTRODUCTION

This report was produced by the International Organization for Migration (IOM) with an aim of supporting Western Balkan (WB) governments in formulating adequate migration policies and raising migration management capacities to tackle the increasing influx of migration flows in WB countries and the outgoing flows of WB nationals with the purpose of seeking asylum in EU countries. The research should help the Governments of WB countries to assess current migration trends and to formulate appropriate policy and operational responses in a coherent manner. Ideally, the report should contribute to the implementation of a coordinated approach of the countries in the WB region to manage regular and irregular transit migration and more successfully decrease irregular migration flows towards the EU.

The report is also dealing with regular migration to and from the WB region with a purpose to realistically estimate migration potential and migration trends in the region. The main objectives of the report are:

- To map the regular and irregular migration flows *in, from and through* the WB region
- To contextualize data on the flows in relation to the normative, institutional and policy frameworks of Western Balkan countries
- To provide comparative insights on the conditions and trends in migration flows between the countries in the region
- To provide insights on conditions and trends in migration flows at the regional level
- To identify possible data gaps
- To provide recommendations for the improvement of the management of migration and international protection in the Western Balkans

This report presents findings based on mapping of the main regular and irregular migration flows through the territory of the Western Balkans in the period 2009-2014. The following migration types are presented here:

- Migration to and from WB countries with the purposes of work, education and family reunification
- Illegal entry
- Illegal stay of foreign citizens and stateless persons
- International protection (asylum seeking)
- Return of WB citizens according to Readmission Agreements
- Trafficking in human beings in the WB region
- Smuggling of migrants in the WB region

The report was prepared under the coordination of IOM Serbia and in close cooperation between IOM Country Offices in the WB (IOM Belgrade, IOM Sarajevo, IOM Prishtina, IOM Tirana, IOM Podgorica and IOM Skopje). The contribution of the Country Offices was essential to the quality of the report.

The report was peer reviewed on a validation workshop held in Belgrade on 28 October 2014. Major findings and conclusions were discussed by the representatives of relevant institutions/ministries from Bosnia and Herzegovina, Former Yugoslav Republic of Macedonia, Kosovo*¹, Montenegro and Serbia. Also, the representatives of IOM offices in Vienna, Belgrade, Tirana and Sarajevo were present. Their valuable comments and suggestions were integrated in the final version of the report.

The work towards meeting project objectives was based on a methodology that combined

- Desk review of existing reports and studies
- Data collection from government authorities in each targeted country and
- Small-scale qualitative survey conducted in 2012 through interviews with the representatives of various relevant institutions, NGOs and migrants (SeConS, 2012)

With the exception of several recent reports that provide relevant insight in irregular migration flows (FRONTEX, 2011, 2012, 2013, 2014) and a framework for their management at the regional level (MARRI, 2012); there are no comprehensive recent reports or studies on the issue of migration flows in the WB region. Therefore, this report has been based mostly on own methodology and data collection. For this purpose, a standardized questionnaire was designed and completed by each Country Office. The questionnaires covered normative, institutional, strategic and statistical aspects of regulating selected migration flows. Data gathering was challenging due to differences in legal definitions in the region and consequently differences in data, and, in certain aspects, data inconsistency at country level and between the countries. However, these difficulties have only strengthened their main conclusion that much more cooperation and synchronization should be achieved in the region in order to provide more effective and efficient management of irregular migration flows.²

The mapping results are presented in two main parts of the report. The first part contains findings on regular migration flows at the regional level, either in the form of aggregated data for the whole region or in a comparative manner presenting the conditions and trends in individual countries. In this part, migration with the purposes of work, education and family reunification *to, inside and out of* the region are described. The second part of the report also makes a distinction between migration towards the region and the migration of WB nationals and provides findings on irregular migration flows divided along the following types of migration flows: illegal entry and stay, international protection (asylum), return of WB nationals within the framework Readmission Agreements (RA), human trafficking and the

¹ This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

² Another intention has been to pay special attention to the migration of unaccompanied minors (UMs) in the region. However, almost none of the data collected by respective institutions in WB countries have allowed for monitoring indicators of UMs migration.

smuggling of migrants. Each chapter contains a brief description of the main legal, institutional and strategic framework and statistics on migration trends in the period 2009-2013. Conclusions and recommendations are provided at the national and regional levels.

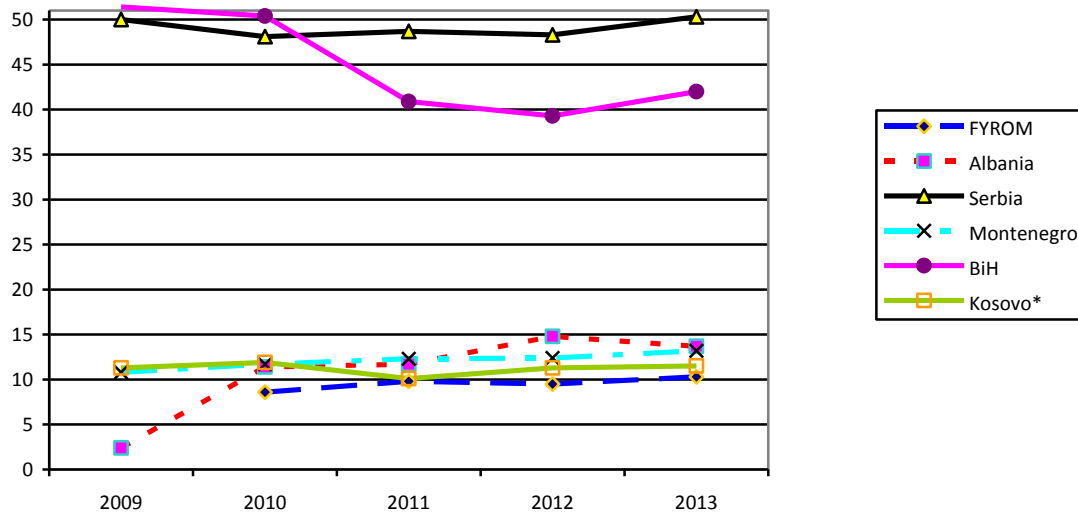
2. MAPPING THE FLOWS OF REGULAR MIGRATION

The latest reports on Western Balkan (WB) migration flows state that the region is characterized by extensive migratory movements (Frontex, 2014: 13). Advanced transport infrastructure and minimal administrative barriers for the movement of people and goods lead to a considerable mobility of the population within the region and towards the EU and the Middle East. All countries in the WB region, except Kosovo*, are under the visa-free regime with the EU. And since the region is practically surrounded by EU countries such a position makes the region an important migration hub. There are EU citizens travelling to the South and South-East for tourism, WB and Turkey nationals who live and work in EU countries and travel back home occasionally, business people from the EU, WB and Middle East travelling in both directions, irregular migrants trying to get to the EU illegally, etc. The evidence suggests that WB is primarily a transitory region. However, the number of people travelling between the countries of the region, EU citizens staying in WB countries or irregular migrants staying in WB countries is significant, too, which every day makes the WB more a region of destination and not only a region of transit or source of immigrants.

The following chapters will present the current situation of regular migration with emphasis on migration with the purpose of work, education and family reunification. Also, for each of these aspects of regular migration, normative, institutional and strategic frameworks will be briefly described, followed by an analysis of the current situation and trends in a comparative manner (between countries) or on the regional level (regionally aggregated data). Such contextual analysis is necessary, because the data on migration trends are defined and collected in accordance with these frameworks and monitoring of the processes is strongly normatively contextualized.

General statistics on regular passenger flows show that the number of border crossings has slightly increased since 2009, with a slight decrease in the period 2010-2011. The trend is not same in all countries in the table (Table A1.1 in the Annex). The decrease was primarily due to a sudden drop of border crossings in Bosnia and Herzegovina (B&H), while the variations in other countries were modest.

Figure 1.1. Total border crossings countries of the WB region, entries and exits, in million, 2009-2013



Source: Ministries of interior/security of respective countries

Note: Data for Albania sum up ten most frequent border crossing citizenships in respective year, but present variation in time properly

After several years of stagnation, transit through WB started increasing in 2013, primarily due to transit in Serbia and B&H. Most of the pressure on land borders was between Serbia as centrally positioned country of the region lying on the major trading route and neighbouring EU countries (Frontex, 2014: 13). The number of land border crossings in Serbia exceeded 50 million in 2013 and 2/3 of all regular land border crossings in the WB region were between Serbia and neighbouring EU countries, primarily Croatia and Hungary. Concerning movements inside the region, again border crossings between Serbia on one side and B&H, Montenegro and the Former Yugoslav Republic of Macedonia (FYROM) on the other dominate.

2.1. MIGRATION FOR WORK, STUDY AND FAMILY REUNIFICATION

To check the validity of the finding that WB is becoming a region of destination and not only transit, trends in movements related to work, study and family reunification will be analyzed as the most common reasons for regular migration.

Legal, institutional and strategic frameworks

All countries in the region recognize migration with the purpose of work, education and family reunification and regulate them with respective legislative frameworks. Law on foreigners is the basic

one in this regard, but certain aspects are regulated by specific bylaws, rulebooks or other lower order legislative instruments. In some countries of the region some types of migration are regulated in other relevant laws (on employment or on education). The laws on foreigners provide basic definitions of the purpose of immigration (employment, education, family reunification) and definitions of other terms and conditions relevant for these types of migration (e.g. employer, employee, seasonal worker, study, scientific research, internship, family, marriage, etc.).

Table 1.1: Key laws that define and regulate migration with the purpose of work, education and family reunification (including the year of the latest amendments)

FYR of Macedonia	Law on Foreigners (2013); Law on Employment and Work of Foreigners (2013); Law on High Education (2014)
Albania	Law on Foreigners (2013)
Serbia	Law on Foreigners (2008); Law on Conditions for Establishing Labour Relations with Foreign Citizens (2005); Law on Higher Education (2012); Law on the Fundamentals of the Education System (2009)
Montenegro	Law on Foreigners (2008); Law on Employment and Work of Foreigners (2008)
B&H	Law on Movement and Stay of Foreigners and Asylum (2008); Laws on Employment of Foreigners in B&H entities (adopted in the period 2009-2011)
Kosovo*	Law on Foreigners (2013)

Institutional arrangements for managing these types of migration are quite similar in WB countries. It is mostly the Ministries of social affairs together with national employment agencies that set quotas and define conditions for the employment of foreign citizens, with the ministries of interior issuing permits and maybe ministries of economy and/or foreign affairs negotiating bilateral arrangements.

Table 1.2: Key institutions for the management of regular migration with the purpose of work, education and family reunification

Former Yugoslav Republic of Macedonia	Ministry of Labour and Social Policy; Employment Service Agency; Ministry of Interior
Albania	Ministry of Social Welfare and Youth; Ministry of Interior; Ministry of Economy
Serbia	Ministry of Labour, Employment, Veterans and Social Policy; National Employment Service; Ministry of Education, Science and Technological Development; Ministry of Interior
Montenegro	Ministry of Labour and Social Welfare; Employment Agency of Montenegro; Ministry of Interior

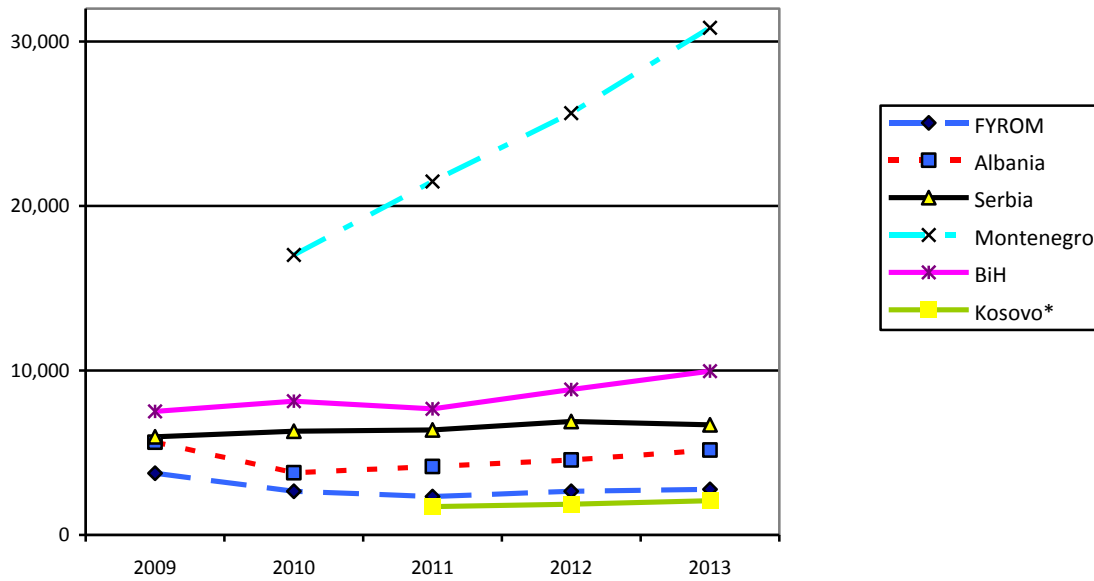
B&H	Ministry of Security – Service for Foreigners Affairs; Labour and Employment Agency of Bosnia and Herzegovina; employment agencies of the B&H entities
Kosovo*	The Ministry of Labour and Social Welfare; Ministry of Interior; Ministry of Foreign Affairs

All countries in the region, except Montenegro and Kosovo*, have at least one unilateral or bilateral agreement on the employment of citizens signed with another country. At the moment this phenomenon is of low intensity, but there are more agreements being prepared. These agreements follow the major migratory flows: for example, B&H has agreements signed with Serbia, Turkey and Germany, while Serbia has agreements signed with B&H and Germany, and a protocol on cooperation signed with Russia. Also, in each WB country there are ongoing programmes of scientific and educational exchange.

Situation and trends

With an aim of presenting basic trends in regular migration with the purpose of work, education and family reunification, data were collected from relevant ministries and institutions in WB countries on respective forms of migration. In this report, the trends in regular migration will be described based on data on the number of issued temporary residence permits, permanent residence permits and acquired citizenships.

Figure 1.2. Total temporary residence permits issued in WB region countries, 2009-2013



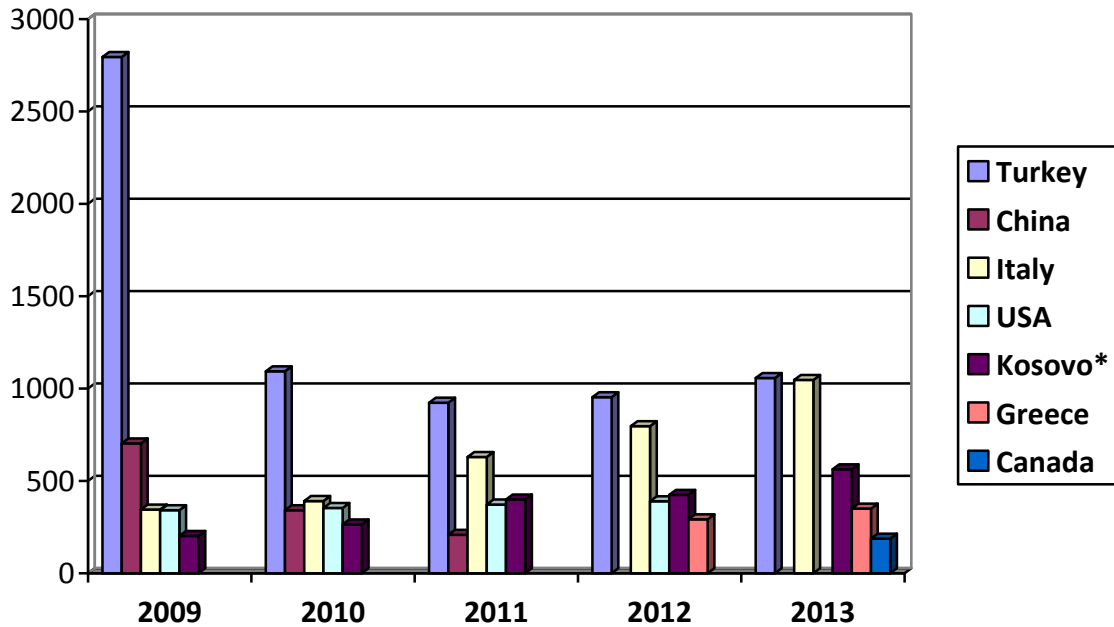
Source: Ministries of interior/security of respective countries

Notes: Data for Kosovo* in 2009 and 2010 not available

It is evident that the number of issued temporary residence permits was increasing since 2010, reaching 57,487 in the entire WB region in 2013 (Table A1.2 in the Annex). Most of the increase is due to a rapid growth in the number of issued permits in Montenegro. In 2013, this country issued more than 50% of all temporary residence permits in the region. Therefore, when analysing the structure of citizenships of persons issued temporary residence permits and the reasons for this act, tendencies in Montenegro are the most important.

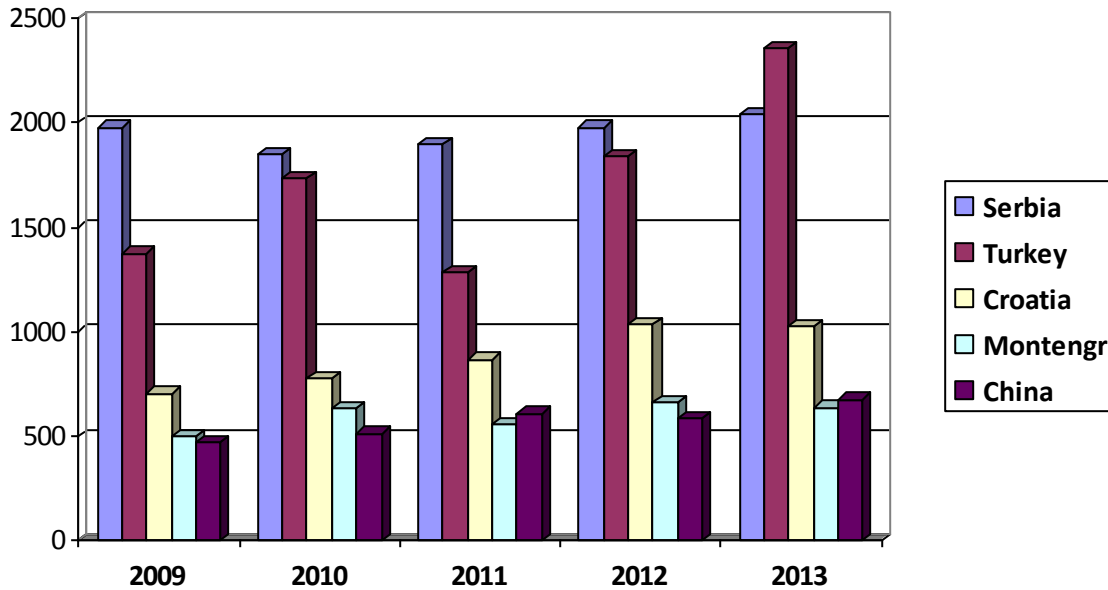
Data about the citizenship of persons that have been issued a temporary residence permit are not available for all countries in all analyzed years. Consequently, it is not possible to analyze trends in the region as a whole. In the next several graphs, variation in the structure of citizenships is presented for each WB country in the period for which data are available, as well as summary structure for WB region in 2013, the only year for which data are available for all countries. Detailed data are presented in table A1.3 in the Annex.

Figure 1.3. Top five citizenships issued the first temporary residence permit in Albania, 2009-2013



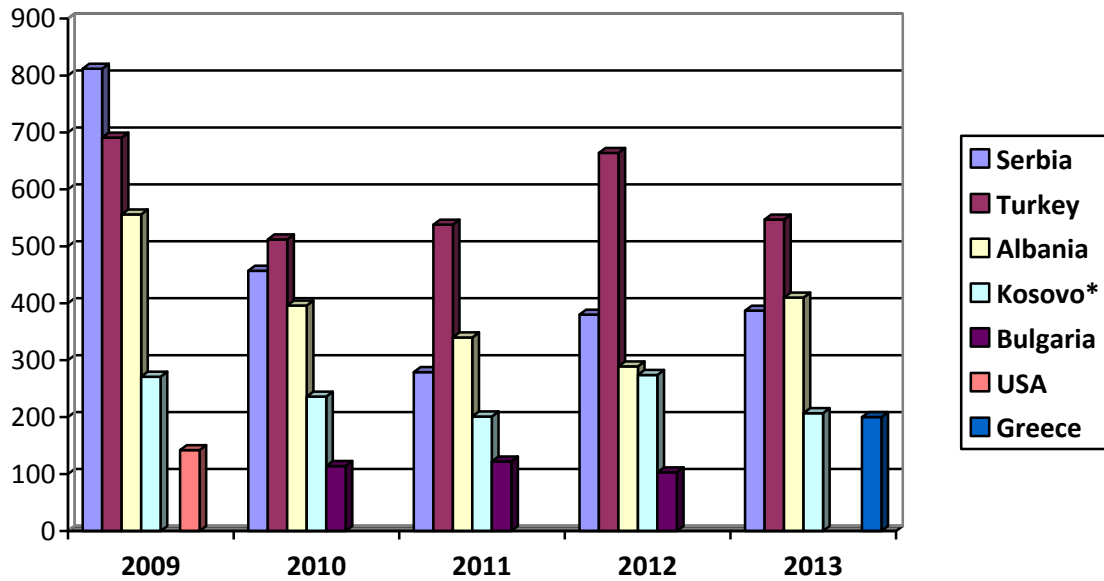
Turkish citizens hold the majority of temporary residence permits throughout the observed period, but Italian citizens had a constant increase and finally caught up with the Turks in 2013. Growth is also evident with Kosovo* citizens.

Figure 1.4 Top five citizenships issued the first temporary residence permit in B&H, 2009-2013



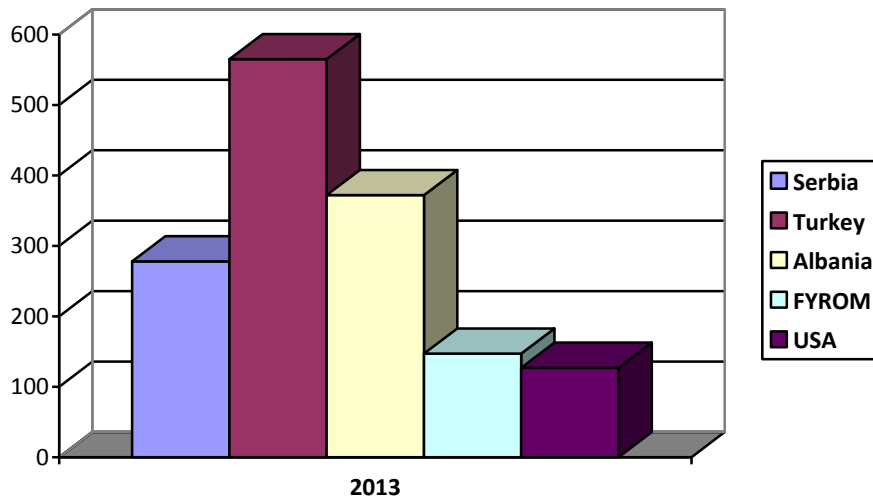
In B&H, the structure of citizenships of temporary residence permit holders was quite stable over the years. Most of them come from Serbia or Turkey, with the latter becoming the main country of origin for temporary permit holders in B&H in 2013. The share of Croats in temporary permit holders steadily grew during the 5 analyzed years.

Figure 1.5 Top five citizenships issued the first temporary residence permit in the Former Yugoslav Republic of Macedonia, 2009-2013



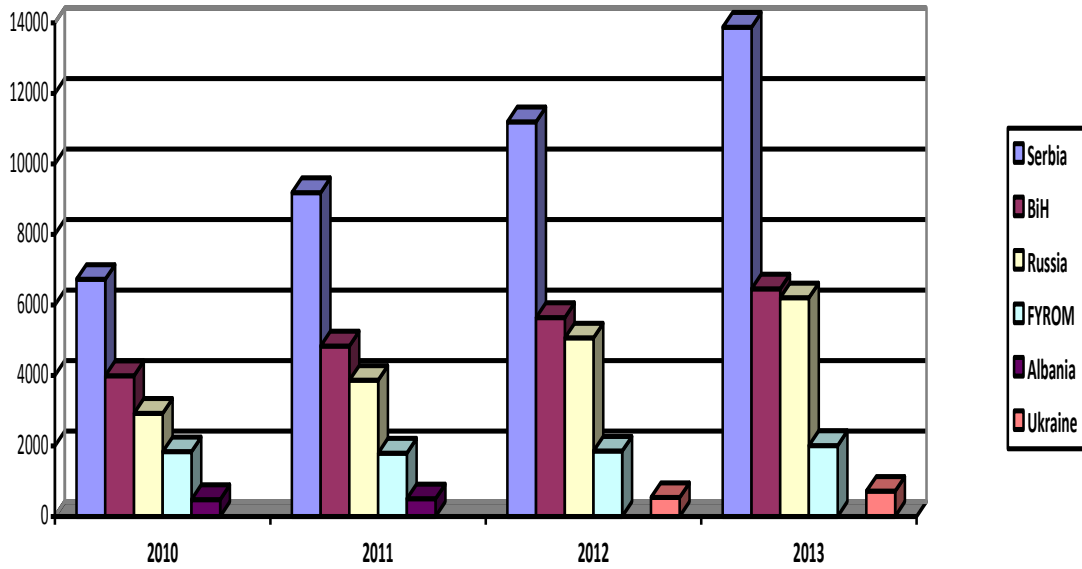
As in B&H, in the Former Yugoslav Republic of Macedonia Turkey overtook Serbia as top country of origin for temporary residence permit holders, but it happened already in 2010. In 2013, the Albanians outnumbered the Serbs, too, similarly to what happened in 2011.

Figure 1.6 Top five citizenships issued the first temporary residence permit in Kosovo*, 2013



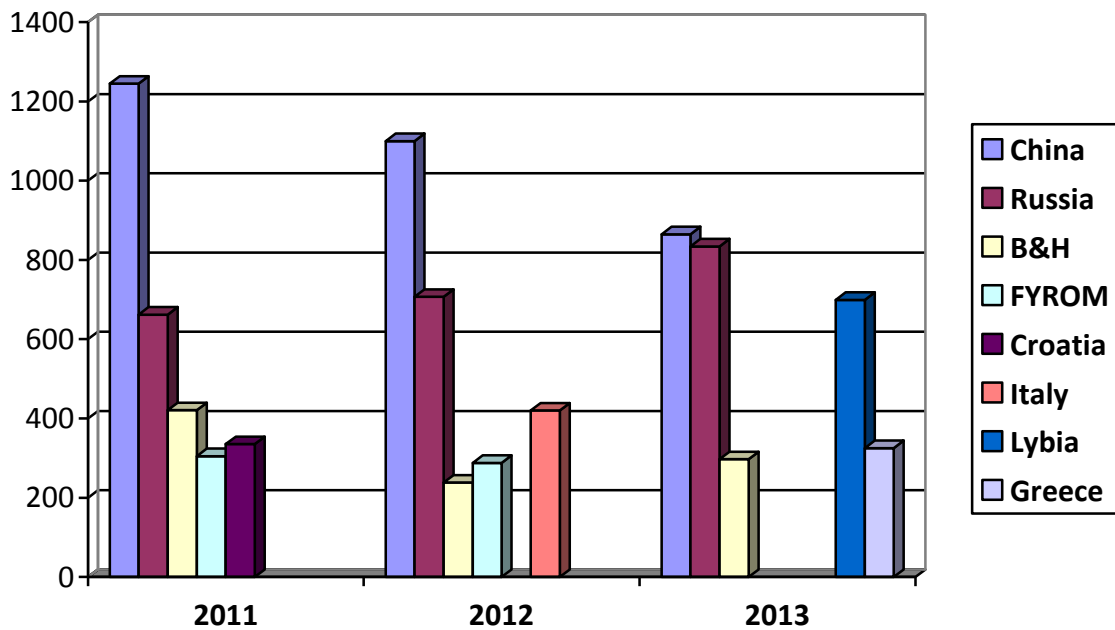
For Kosovo*, data were available for 2013 only. Here the citizens of Turkey dominate like in all other countries mentioned before.

Figure 1.7 Top five citizenships issued the first temporary residence permit in Montenegro, 2010-2013



In Montenegro, the structure of citizenships of persons issued temporary residence permits is quite stable, too, but with a significant rise in the share of B&H, Russian and especially Serbian citizens.

Figure 1.8 Top five citizenships issued the first temporary residence permit in Serbia, 2011-2013



In Serbia, the citizens of China and Russia make the majority of issued temporary residence permits. While the share of the former was decreasing in time, the share of the latter was growing and they equalized in 2013. That same year, there was a sudden growth in the number of Libyan citizens obtaining temporary residence in Serbia.

Table 1.3: Five most frequent citizenships issued temporary residence permits in WB countries on different grounds in 2013

Temporary residence permits issued on different grounds in WB countries First 5 nationalities 2013³		
Nationality	No.	%
Serbia	16,592	28.9
Russian Federation	6,857	11.9
B&H	6,812	11.8
Turkey	4,655	8.1
Former Yugoslav Republic of Macedonia	2,556	4.4
Other	20,015	34.8
Total	57,487	100

Source: Ministries of interior/security of respective countries

The rapid increase in the number of issued temporary permits in Montenegro from 2010 onwards is coloured primarily by a strong increase in the number of Serbian, B&H and Russian citizens getting temporary permits in Montenegro. Apparently, more than a half of the temporary permits were issued to the citizens of the WB region.

Figure 1.9. Most frequent citizenships of origin of new temporary residence permits, by WB country, 2013

³ Data for Serbia are missing.

Remunerated activities	10,703	46.8	20,922	55.2	24,528	56.1	26,699	52.9	31,018	54.0
Education and research	2,148	9.4	2,900	7.7	2,605	6.0	3,880	7.7	4,798	8.3
Family reunion	7,478	32.7	11,379	30	13,414	30.7	16,109	31.9	18,065	31.4
Other	2,527	11.1	2,687	7.1	3,195	7.2	3,774	7.5	3,606	6.3
Total	22,856	100	37,888	100	43,742	100	50,462	100	57,487	100

Source: Ministries of interior/security of respective countries

Note: Data for Kosovo* are missing for 2009 and 2010; data for Montenegro are missing for 2009

By far the most important particular movement in this regard is that of Serbian citizens getting temporary residence with the purpose of work/employment in Montenegro (e.g. 9,802 in 2013 when the total number of issued temporary residence permits in the WB region was somewhat more than 57,000). Seasonal labour market vacancies in the dominating tourism sector of Montenegrin economy are attractive for other former Yugoslavia nationals, too – employment is the major reason for issued temporary permits for the citizens of B&H and the Former Yugoslav Republic of Macedonia, too. The case is different with Russian citizens for whom family reunification and work are more balanced as reasons for temporary residence, both in Montenegro and Serbia. Actually, the case with Russian citizens in Serbia is opposite to that in Montenegro – they obtained more temporary permits for the reason of family reunification than for work throughout the whole period 2009-2013.

Breakdown by the reasons for issuing a temporary residence permit varies between the countries, though.

Table 1.5. Reasons for temporary residence permits, by WB countries, 2013, in %

	Work	Education	Family	Other	Total
Former Yugoslav Republic of Macedonia	28	19	20	33	100
Albania	57	14	24	5	100
Serbia	38	12	42	8	100
Montenegro	67	1	29	3	100
B&H	36	24	36	4	100
Kosovo*	33	6	46	15	100

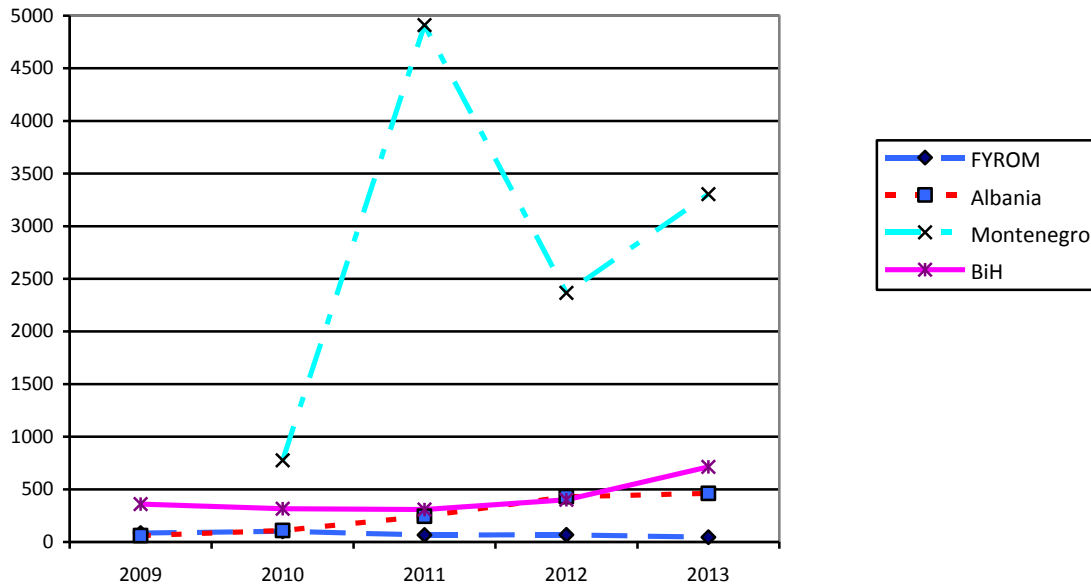
Source: Ministries of interior/security of respective countries

The above average share of temporary permits for work in Albania is basically due to citizens of Italy and Turkey and in Montenegro due to citizens of Serbia, B&H and Russia. High share of temporary permits for education in Albania is dominated by Italian and Turkish citizens, and in the Former Yugoslav Republic of Macedonia and B&H by the citizens of Turkey. Concerning family reasons for issuing temporary stay permits, in Serbia it is dominated by the citizens of Russia, Angola and Libya. Finally, for

Bosnia and Herzegovina, most of the permits for family reason are for the citizens of neighbouring Serbia and Croatia.

Trends with permanent residence permits are similar to those with temporary permits, but smaller in size.

Figure 1.10. Total permanent residence permits issued in selected countries of the WB region, 2009-2013



Source: Ministries of interior/security in respective countries

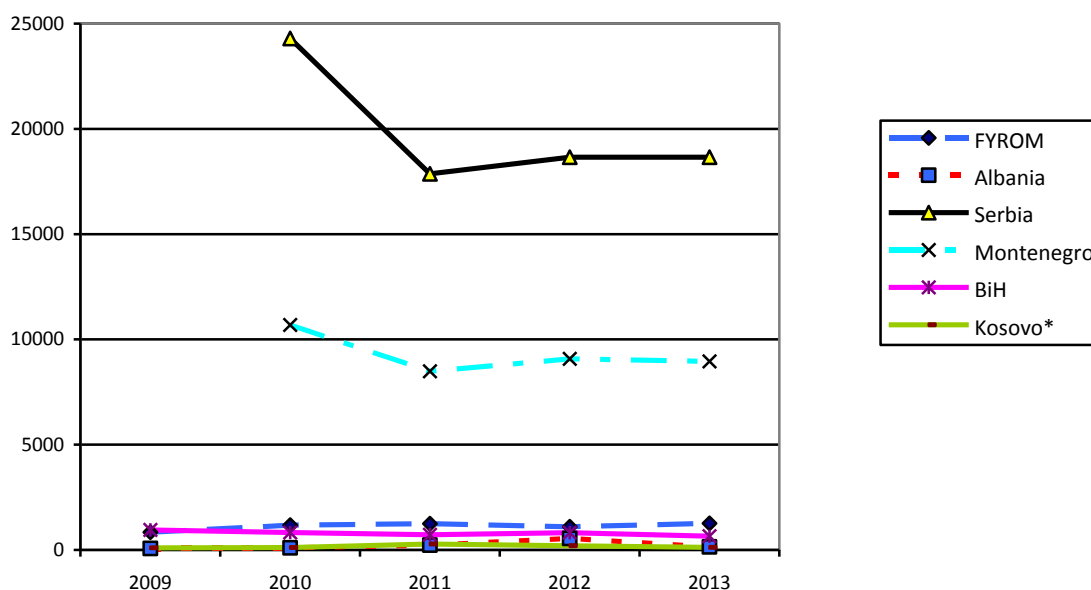
Notes: In Kosovo* MFA started issuing permanent permits in July 2013

Data for Montenegro sum up ten most frequent citizenships issued permanent residence permits in the respective year, but present variation in time properly

To add to the graph above, it should be mentioned that data on change in the number of permanently settled foreign citizens in Serbia show an increasing trend but the number of permits is counted in hundreds, not thousands like in Montenegro. It could be said that the whole picture is dominated by what is going on in Montenegro, because this country issues more than a half of permanent residence permits in the region. And here the growth could be observed with a slight variation. Two major groups obtaining permits in the period 2009-2013 in Montenegro were the citizens of Serbia and B&H.

Additional information on migration flows could be collected from statistics on the acquisition of citizenship. In this case data were available for all countries in the observed period (2009-2013) except for Montenegro and Serbia in 2009.

Figure 1.11. Total number of citizenships acquired in the WB region, 2009-2013



Source: Ministries of interior/security in respective countries
 Notes: Data for Montenegro and Serbia in 2009 not available

Serbia accounts for more than half citizenship acquisition cases in the region and, together with Montenegro, as much as 90% (Table A1.4 in the Annex). While for Montenegro it was not possible to obtain data on citizenship of origin of those acquiring new Montenegrin citizenship, in Serbia the majority of naturalizing foreigners stem from the region: in the period 2011-2013 data show that around a half of new Serbian citizenships went to citizens of B&H and another 30% to citizens of Montenegro and Croatia. In 2013, 9,934 of 18,652 new Serbian citizenships was granted to B&H citizens, 2,605 to citizens of Croatia, 2,576 to citizens of Montenegro, 571 to citizens of Turkey and 430 to citizens of the Former Yugoslav Republic of Macedonia.

2.2. TEMPORARY STAY OF WB CITIZENS IN EU, NORWAY, SWITZERLAND AND ICELAND

The WB region is recognized as an important migration hub in the European geographic, economic and political space, with migrations happening not only towards and through the WB region, but also out of the WB towards the EU and other European countries. In the following chapter EUROSTAT data are presented about first temporary permits of any length issued to WB citizens in the EU, Norway, Switzerland and Iceland in the period 2012-2013.

Table 1.6. First permits issued to WB citizens in 2012 and 2013 in the EU, Norway, Switzerland and Iceland

	2012	2013	Change 2012-2013
Former Yugoslav Republic of Macedonia	11,229	11,772	+4.8%
Albania	32,343	30,884	-4.5%
Serbia	27,436	29,139	+6.2%
Montenegro	1,896	2,133	+12.5%
B&H	15,733	17,325	+9.9%
Kosovo*	18,738	20,273	+8.2%
Total WB	107,375	111,526	+3.9%
Total EU, Norway, Switzerland, Iceland	2,169,113	2,423,537	+11.7%
Share of WB in total permits (%)	5.0	4.6	↓

Source: EUROSTAT

The number of first permits issued to WB citizens increased in 2013, but less than the general increase in the number of issued permits in EU, Norway, Switzerland and Iceland. Consequently, the share of WB citizens in the total number of foreign documented permits dropped. The major drop occurred with the citizens of Albania, while other countries in the region experienced growth in the number of foreigners documented with permits.

Table 1.7. First permits issued to WB citizens for remunerated activities in 2012 and 2013 in EU, Norway, Switzerland and Iceland

	2012	2013	Change 2012-2013
Former Yugoslav Republic of Macedonia	1,719	1,325	-22.9%
Albania	4,001	3,932	-1.7%
Serbia	5,923	5,672	-4.2%
Montenegro	196	277	+41.3%
B&H	4,851	4,754	-2%
Kosovo*	1,265	1,232	-2.6%
Total WB	17,955	17,192	-4.2%
Total EU, Norway, Switzerland, Iceland	500,782	554,035	+10.6%
Share of WB in total permits (%)	3.6	3.1	↓

Source: EUROSTAT

Again, like with the general trend, while the number of first permits issued for work in EU, Norway, Switzerland and Iceland increased in 2013, the trend was opposite for WB countries, which led to a

decrease in their share in the total number of issued permits, from 3.6% in 2012 to 3.1% in 2013. In relative terms, a significant change happened in the Former Yugoslav Republic of Macedonia with the number of issued permits dropping by 22.9% and in Montenegro, increasing by 41.3%.

Table 1.8. First permits issued to WB citizens for education reasons in 2012 and 2013 in the EU, Norway, Switzerland and Iceland

	2012	2013	Change 2012-2013
Former Yugoslav Republic of Macedonia	874	840	-3.9%
Albania	1,592	1,610	+1.1%
Serbia	2,489	2,596	+4.3%
Montenegro	302	275	-8.9%
B&H	1,250	1,567	+25.4%
Kosovo*	582	683	+17.4%
Total WB	7,089	7,571	+6.8%
Total EU, Norway, Switzerland, Iceland	449,047	477,231	+6.3%
Share of WB in total permits (%)	1.6	1.6	=

Source: EUROSTAT

Concerning first permits issued for education, WB citizens were generally following the trend in EU, Norway, Switzerland and Iceland. Their share in the total number of issued permits stayed the same (1.6%), with slight variations between WB countries: the growth was the highest for B&H and Kosovo*, while the Former Yugoslav Republic of Macedonia was the only country to face a decline in the number of permits for study.

Table 1.9. First permits issued to WB citizens for family reasons in 2012 and 2013 in EU, Norway, Switzerland and Iceland

	2012	2013	Change 2012-2013
Former Yugoslav Republic of Macedonia	6,768	6,994	+3.4%
Albania	21,618	18,632	-13.8%
Serbia	11,436	12,173	+6.4%
Montenegro	890	920	+3.4%
B&H	7,574	8,564	+13.1%
Kosovo*	11,520	13,271	+15.2%
Total WB	59,806	60,554	+1.3%
Total EU, Norway, Switzerland, Iceland	700,260	699,961	-0.04%

Iceland			
Share of WB in total permits (%)	8.5	8.7	↑

Source: EUROSTAT

While the number of first temporary permits issued for family reasons dropped by 300 in the whole of the EU, Norway, Switzerland and Iceland, citizens of WB countries obtained 750 such permits more than in 2012. However, while there was a moderate growth for other countries, citizens of Albania faced a significant drop.

Citizens of Albania mark the trend of yet another type of migration – return from the EU under the Readmission Agreement (RA), but in the opposite direction. Data about this trend are presented below.

Return of WB citizens from EU countries under Readmission Agreements

The number of persons returned from EU countries according to RA significantly decreased during the same period (from over 65,000 to around 28,000). This big decrease is due to visa liberalization for Albanian citizens, who accounted for the highest percentage of illegally present migrants in the EU until 2013. Besides Albanian returnees, Serbian and Kosovo* citizens also constituted a large percentage of the overall number of returnees.

Table 2.22: Returnees that have returned from the EU to WB countries according to RA, 2009-2013

	2009	2010	2011	2012	2013	2012-2013
Former Yugoslav Republic of Macedonia	-	837	1267	796	-	
Albania	65,484	52,917	14,635	14,928	20,019	+34.1%
Serbia	-	4,434	5,150	6,740	7,516	+11.5%
Montenegro	137	106	91	135	125	-7.4%
BIH	88	99	81	185	209	+13%
Kosovo*	-	5,198	4,488	4,187	5,115	+22.2%
Total	65,754	63,639	25,766	27,233	32,899	+20.8%

Source: Ministries of interior/security of respective countries

The largest percentage of returnees according to RA returned from Greece and the second largest from Germany. This is due to a very high rate of irregular emigration from Albania to Greece that was recorded prior to visa liberalization at the end of 2010.

Table 2.23: Returnees according to the country from which they returned, in 2013⁴

Country from which they returned	Number of returnees	%
Greece	14,538	52.0
Germany	2,629	9.4
Switzerland	1,644	5.9
Italy	1,268	4.5
France	1,194	4.3
Sweden	1,015	3.6
Belgium	868	3.1
Austria	711	2.5
United Kingdom	671	2.4
Hungary	544	1.9
Other	2,878	10.3
Total	27,963	100

Source: Ministries of interior/security of respective countries

The arrows in the next graph represent, for each WB country, the top two countries from which their citizens returned. As with migrants expelled from the WB to their countries of origin, the arrows representing the return of migrants to the WB from the EU and other European countries indicate the South-Eastern direction of this movement. In the case of five out of six WB states, the country from which the largest number of migrants is returned is Germany. Besides Germany, Sweden and Switzerland return a high number of migrants to the WB, too. A factor that explains the high rate of

⁴ Data for the Former Yugoslav Republic of Macedonia are missing.

return of migrants from Germany, besides having a large number of illegally present WB migrants, is the fact that Germany has protocols for the implementation of the RA signed with the majority of the WB countries. In addition, there is evidence that German administration firmly respects the RA.

Figure 1.13: Returnees to WB countries according to Readmission Agreements, top two countries of return, 2013



Source: Ministries of interior/security of respective countries

Note: Trend for the Former Yugoslav Republic of Macedonia based on 2012 data

* * *

The above presented data show that there is a slight increase in the intensity of regular migration flows inside the WB region, towards the region, and from the region towards the EU and other European countries. Permanent settlements in WB countries, like citizenship acquisition, predominantly occur between the countries in the region. The same is with temporary permits, only here foreign citizens make up for a larger share, around 1/5 in 2013 (mostly Russians and Turks). Serbia is in the centre of regional migration related to work, education and family reunification and consequently this gives the tone to this type of migration in the whole region. However, Serbia is a country with a population of seven million, while the population size of Montenegro is almost 10 times smaller (around 750.000) and contributes heavily to regional migration flows with high numbers of both residence permits (temporary and permanent) and citizenship acquisitions. This does not significantly change the composition of migratory waves: WB citizens dominate over all 3 types of migration and the presence of extra regional mobility is high only among temporary residence permit holders. Here the citizens of Russia, China and Turkey are the most frequent, holding permits mostly for the reason of work and employment in the WB region. The fact that many citizens from neighbouring countries (primarily B&H and Croatia) acquire Serbian citizenship shows that the states in the region are still undergoing the process of ethnic consolidation after the 1990s wars. On the other hand, citizens of Serbia and B&H own houses and/or work during the tourist season in Montenegro, which impacts the overall migration trends in the region.

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After Albania and Kosovo* adopted laws on foreigners in 2013, all the countries of the WB region have basic legal framework regulating the stay, work and study of foreigners. Some countries went a step further adopting special laws or bylaws that regulate work and employment of foreign citizens (B&H, the Former Yugoslav Republic of Macedonia, Montenegro and Serbia), and some even developed rulebooks and/or administrative procedures that set quotas for the employment of foreign citizens and regulate their employment status in more details (B&H, Serbia). WB countries are in the process of harmonizing their laws on foreigners with EU Regulation 862/2007 on statistics on international migration, and it is only B&H that has completed this process.

Concerning the stay of foreign citizens in WB countries with the purpose of study and research and family reunification, it has been regulated by the same general laws on foreigners. In Serbia, some details of the residence permit for study have also been regulated by the Law on the Foundations of Education and Higher Education, and some issues related to the issuance of residence permits for family reunification by a special rulebook.

Migration of WB citizens towards the EU, Norway, Switzerland and Iceland are larger in scope than those towards or inside the region. Apart from transit and tourist visits, there were more than one hundred thousand acquired temporary residence permits in 2013, mostly for family reasons. This shows that the region is closely connected with the EU. The pattern of regular short-term stays of WB citizens in the EU,

Norway, Switzerland and Iceland is slowly changing. The number of issued first temporary permits increased between 2009 and 2013, but less than the overall increase in the EU, Norway, Switzerland and Iceland. At the same time, fewer citizens of WB are staying in the EU, Norway, Switzerland and Iceland for purposes of work and more are staying for family reasons. On the other hand, as it will be presented in the following chapter, the number of those who attempt to stay in the EU, Norway, Switzerland and Iceland through asylum seeking has been increasing over the years, making a large share of the total number of requests for asylum in these countries.

3. MAPPING THE FLOWS OF IRREGULAR MIGRATION AND ASYLUM SEEKERS

The issue of irregular migration through the Western Balkan region is particularly sensitive keeping in mind conflicts in the relatively recent past and the complex processes of formation of independent states, as well as the transition from socialist authoritarian systems to democratic ones. These processes also entail border issues, the cross-cutting issue of citizenship and ethnicity, complex institution-building processes and establishing new foundations for cooperation within the region. Irregular migration often occurs in combination with regular migration, e.g. when migrants enter a country legally and then stay longer than allowed by local laws or vice-versa, when they cross the border illegally and then legally ask for international protection. That is why after presenting the main forms of irregular migration, the trends in asylum seeking will be presented both in the WB region and by WB citizens in the EU, Norway, Switzerland and Iceland.

The increase in irregular flows of migrants through the Western Balkan territory is an already established fact (FRONTEX 2011, 2012, 2013, 2014). FRONTEX reports indicate that more nationals from Afghanistan, Pakistan, Syria and the countries of Western and Northern Africa come to the WB region from Greece and Bulgaria, transiting WB countries, and moving towards the EU. The Western Balkan route became increasingly attractive during 2011, since it had become more difficult to successfully exit Greece by ferry or airplane in order to go directly to other Schengen countries. It is estimated that re-entering the Schengen area through the Western Balkans is shorter compared to going through Bulgaria and Romania. Therefore, most irregular migrants that opt for this route try to reach Hungary from Serbia; a smaller percentage opts for entering Croatia after crossing Serbia; while others opt for the route through Albania, Montenegro and Croatia (FRONTEX, 2012:23). The Balkan route, a now-important route for irregular migration from Asia and Africa to the EU, places heavy burden on WB countries that already face problems of hindered development, weak welfare systems and limited institutional capacities. However, as further analysis indicates, a large part of irregular migration is intra-regional, as irregular migration flows mainly occur between WB countries.

Irregular migration encompasses migration that occurs outside the established rules and procedures that regulate the international movement of people in the countries of origin, transit and receiving countries (IOM, 2011). Illegal entry into and illegal stay in a country are the most common forms of irregular migration. They include different methods of irregular movement that range from 'softer' violations of administrative rules (such as visa expiry) to more seriously organized violations, such as the use of forged documents, smuggling of migrants or trafficking in human beings. The latter are classified in most countries as criminal acts.

In order to improve the capacities for migration management and, in particular, for handling irregular migration flows, many measures have been undertaken in the region by relevant state actors (with the assistance of the EU and international organizations) in terms of developing legal, institutional and

strategic frameworks in each country. In addition, efforts have also been made to develop cross-border and international cooperation.

The following chapters will present the current situation of illegal entry and stay, refugee and asylum flows, the return of WB citizens through readmission agreements, and the human trafficking situation within the region. Like with regular migration, for each aspect of irregular migration, too, the normative, institutional and strategic frameworks will be briefly described, followed by an analysis of the current situation and trends in a comparative manner (between countries) or on the regional level (regionally aggregated data). It is important to emphasize that legal, institutional and strategic frameworks will be very briefly presented so as to lay the foundation for observing trends and how these frameworks impact irregular migration across the WB region. Such contextual analysis is necessary, because the data on migration trends are defined and collected in accordance with these frameworks and monitoring of the processes is strongly normatively contextualized. Therefore, at the beginning of each chapter some key common points regarding legal definitions, institutional responsibilities and strategic direction will be indicated.⁵

3.1. ILLEGAL ENTRY AND STAY

Legal, institutional and strategic frameworks

Key laws regulating illegal entry and stay of foreigners in WB countries, as well as the smuggling of migrants, show certain uniformity among WB countries. All countries in the WB region have enacted and revised three types of relevant legislation: laws that regulate foreigners/aliens, laws that regulate state border control and laws that adapt respective articles of the criminal code to define the smuggling of migrants as a criminal act and to assign penalties. In the majority of cases, the elements of ‘illegal border crossing’ or ‘irregular entry’ are explicitly defined by the countries in a similar manner (either within the law on state border control and/or in the laws on foreigners).

Table 2.1: Key laws that define and regulate illegal entry, illegal stay and smuggling of migrants

Former Yugoslav Republic of Macedonia	Law on Foreigners, Law on Border Control, Criminal Code

⁵ For more detailed analysis of legal and institutional frameworks for migration management in the WB region, a recent study provided by MARRI (2012) can be consulted, as well as the Migration Profiles developed by some WB countries on annual basis.

Albania	Law on State Border Control and Surveillance, Law on Foreigners, Criminal Code of RoA
Serbia	Law on Foreigners, Law on the Protection of State Border, Criminal Code
Montenegro	Law on Border Control, Law on Foreigners, Criminal Code
B&H	Law on Border Control, Law on Movement and Stay of Foreigners and Asylum, Criminal Code
Kosovo*	Law on Foreigners, Law on State Border Control and Surveillance, Criminal Code

With regard to the term ‘illegal entry’, there are many commonalities in the legal definitions between the countries in the region. Some of these include:

- Crossing or attempt to cross the state border outside an official border crossing point (BCP)
- Crossing or attempt to cross the state border outside the working hours of BCP
- Averting or attempting to avert border control officers
- Using invalid, inadequate or forged travel documents
- Providing false information to the border authority
- Entering the country after an entry ban has been imposed that is still valid

Commonalities in the legal definitions of ‘illegal stay’ across countries include violations of regulations pertaining to the state border crossing (entering or exiting), visa overstay, lack of appropriate residence permit and stay after the expiry of the status of international protection or a decision to deny such a status. In this respect, there is more diversity in legal provisions related to the grounds of illegal stay, as well as in resulting punitive measures (including cancellation of residence, expulsion, removal and others).

With regard to the legal definition of the smuggling of migrants all countries define this form of organized irregular migration in their respective Criminal Codes in a relatively similar manner, in accordance with the UN Protocol against the Smuggling of Migrants by Land, Sea and Air.⁶

The countries in the region place the primary responsibility of managing illegal entry, illegal stay and smuggling of migrants on the Ministry of Interior (Moi) or the Ministry of Security (as in the case of B&H). The responsibilities are often shared among several departments/sections within each responsible ministry. This requires certain forms of multi-departmental arrangements.

Table 2.2: Key Institutions for the management of illegal entry, illegal stay and the smuggling of migrants

Former Yugoslav Republic of	Moi – Sector for Border Affairs, Unit for Combating Human Trafficking and the Smuggling of Migrants; National Coordination Centre for Border Management

⁶ The UN Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, 2000 is signed by Serbia, B&H, Montenegro and Albania.

Macedonia	
Albania	Mol – State Police – Department of Border and Migration
Serbia	Mol – Directorate for Border Police
Montenegro	Mol – Sector for Border Police
B&H	Border Police, Service for Foreigners' Affairs and State Investigations and Protection Agency
Kosovo*	Mol – Directorate for Migration and Foreigners

Finally, all the countries in the region have developed key strategic documents that define priorities, main objectives and measures in the field of managing irregular migration and illegal stay.

Table 2.3: Key strategies for the management of illegal entry, illegal stay and the smuggling of migrants

Former Yugoslav Republic of Macedonia	Resolution on Migration policy 2008-2013; National Action Plan for the Development of the Established System for Integrated Border Management for the period 2010-2014; National Strategy and Action Plan for Combating Human Trafficking and Illegal Migration 2013-2016
Albania	Integrated Border Management Strategy and Action Plan
Serbia	Strategy for Combating Illegal Migration 2009-2014; Strategy for Border Management; Strategy for Migration Management and Action Plan 2011-2012
Montenegro	Strategy for Integrated Migration Management 2011-2016; Strategy for Integrated Border Management 2013-2016
B&H	Strategy on Migration and Asylum and Action Plan for the period 2012-2015; Integrated Border Management Strategy with Action Plan
Kosovo*	State Strategy on Migration and Action Plan 2013-2018; National Strategy of the Republic of Kosovo on Integrated Border Management

All of these strategic documents outline measures for combating irregular migration. These measures primarily focus on improving the legal and institutional frameworks for managing irregular migration; strengthening the capacities of relevant institutions, agencies and organizations (most often departments of the ministries of interior or security) and include training in accordance with EU standards; on upgrading equipment, resources and facilities needed for combating irregular migration; and on the provision of appropriate services to different categories of migrants. However, in the majority of WB countries, strategic documents developed are often too general and do not give sufficient detail when defining specific measures. In addition, the implementation of such strategies is neither regularly monitored nor evaluated.

Situation and trends

Situation and trends in illegal entry and illegal stay of foreigners will be observed through the following data:

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- Refusals of entry into the country at BCPs (used in the EU as an indicator of immigration legislation enforcement)
- Illegal entries, including illegal crossing at BCPs, over green borders, migrants apprehended inside the country as a result of illegal entry, and those apprehended attempting to illegally exit the country
- Actions commenced against foreigners found to be illegally present in WB countries (including those resulting in expulsion, return based on Readmission Agreements and other measures)

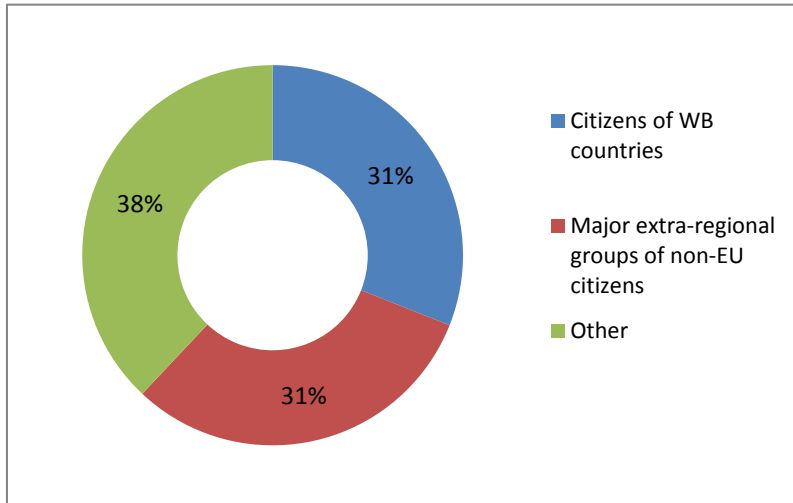
Refusal of entry

Aggregated data at the regional level indicate a significant decrease in the number of people that were refused entry in some of the WB countries from 34,413 in 2009⁷ to 16,089 in 2013 (Table A2.1 in the Annex). The statistics on the citizenship of persons who were refused at the WB borders indicate the highest share of WB citizens among the total number of those who were refused entry. Out of more than 50 citizenships present on the lists of refused entries, 6 WB countries cover almost one-third of all refusals.

Figure 2.1: Groups of citizens refused entry to the WB countries in 2013⁸

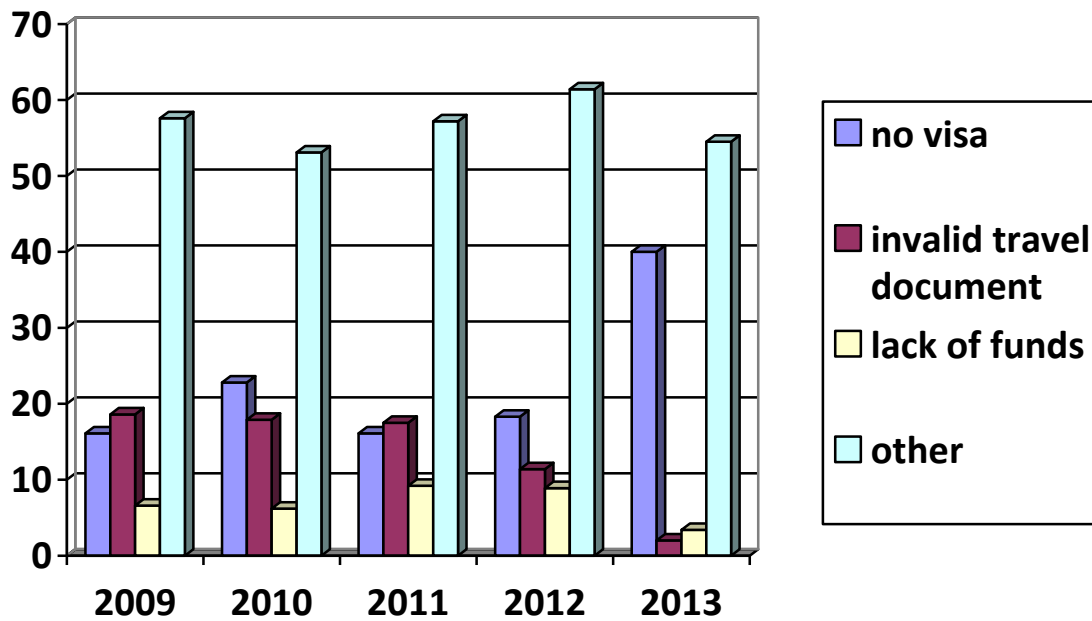
⁷ Data presented in FRONTEX report indicate 61,181 refusals of entry in 2009, but these data also include attempts between Western Balkan countries and EU member states.

⁸ It is important to emphasize that these statistics are not completely precise. The category 'other' (which is already predefined in the original data obtained from institutions) includes citizens of the EU, but also those third country nationals from outside the EU and WB that are represented in very small proportions. If their nationalities were presented in higher proportions they would have been classified as 'major extra-regional groups of non-EU citizens'. This means that more precise evidence would make the category 'other' somewhat smaller and the category 'major extra-regional...' somewhat bigger.



The most common reasons for refusal of entry include invalid travel documents (damaged, expired, etc.) and lack of visa or other appropriate stay permit (Table A2.2 in the Annex).

Figure 2.2. Reasons for refusal of entry to WB countries, 2009-2013



When attention is paid to the top five nationalities among the refusals in 2013, it should be noted that around one-fifth of all persons refused entry to any of the WB countries were citizens of B&H. They are followed by citizens of Albania, Kosovo*, Turkey and Serbia.

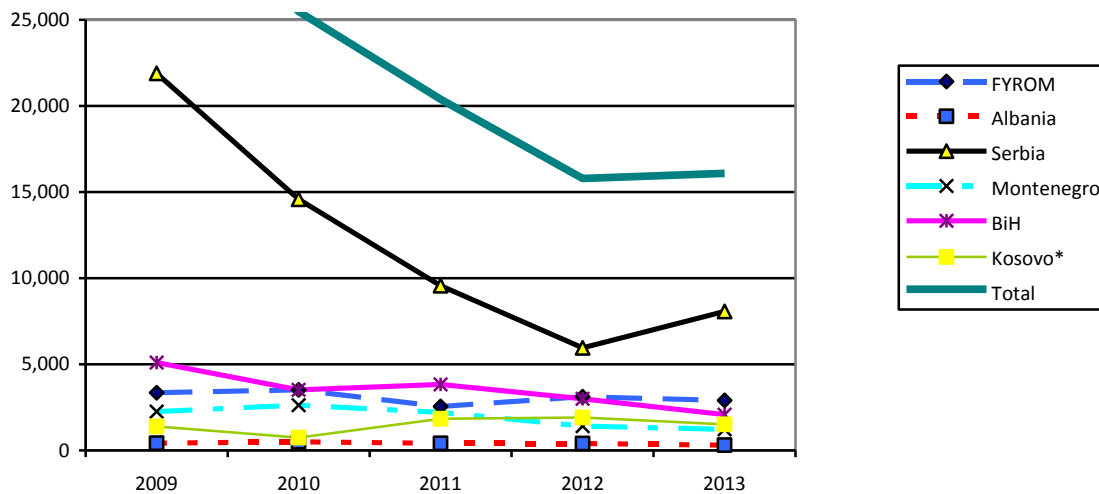
Table 2.4: Top five nationalities refused entry to any of the WB countries in 2013, according to citizenship

Citizenship	Number of persons	% of the total number of refusals
Albania	1,264	7.9
Kosovo*	1,215	7.6
Turkey	1,065	6.6
B&H	1,330	8.3
Serbia	822	5.1
Other	10,383	64.5
Total	16,089	100

Source: Ministries of Interior of respective countries, Border Police for B&H

When statistics on refusal of entry are observed between WB countries, there are big differences. The highest number of cases recorded occurred in Serbia and B&H, during the whole five-year period (60,069 in Serbia and 15,430 in B&H), while the lowest number was recorded in Albania (2,030).

Figure 2.3 Refused entries in the countries of WB region, 2009, 2010, 2011, 2012 and 2013



Source: Ministries of Interior of respective countries, Border Police for B&H

Available data do not provide insights into the reasons behind this difference between Albania on one hand and B&H and Serbia on the other. However, when these data are compared with data on illegal

entry (at green borders, at BCPs or migrants apprehended inside the country due to illegal entry), then it is more appropriate to assume that part of the difference is the result of shifting routes of irregular migration over green borders by extra-regional third country nationals (TCNs).

When statistics on refused entry are observed by citizenship, it becomes evident that the majority of refused entries are of the citizens of neighbouring countries (except in the case of Serbia and Albania), with a high number of the refused being the citizens of Turkey.

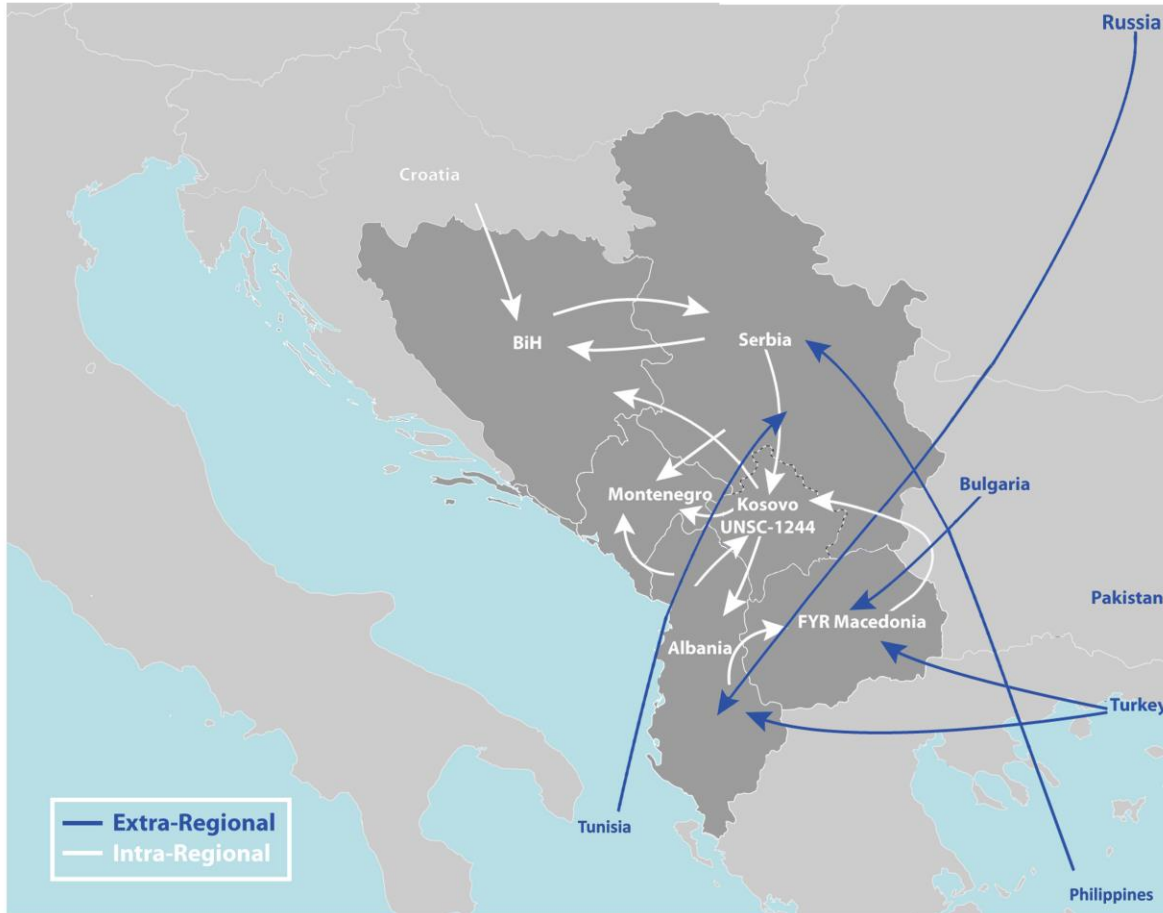
Table 2.5: Three main groups of citizens refused entry in the WB, by country, in 2013

	The most frequent group	Second frequent group	Third frequent group
Former Yugoslav Republic Macedonia	Albania	Turkey	Bulgaria
Albania	Turkey	Kosovo*	Russia/Mexico ⁹
Kosovo*	Serbia	Albania	FYR Macedonia
Serbia	B&H	Tunisia	Philippines
Montenegro	Kosovo*	Albania	Serbia
B&H	Kosovo*	Croatia	Serbia

Source: Ministries of Interior of respective countries, Border Police for B&H

Figure 2.4: Movements of people who were refused entry to WB countries – top three citizenship groups for each country, 2013

⁹ Equal number of people with citizenship of Russia and Mexico were refused (11).



Source: Ministries of Interior of respective countries, Border Police for B&H

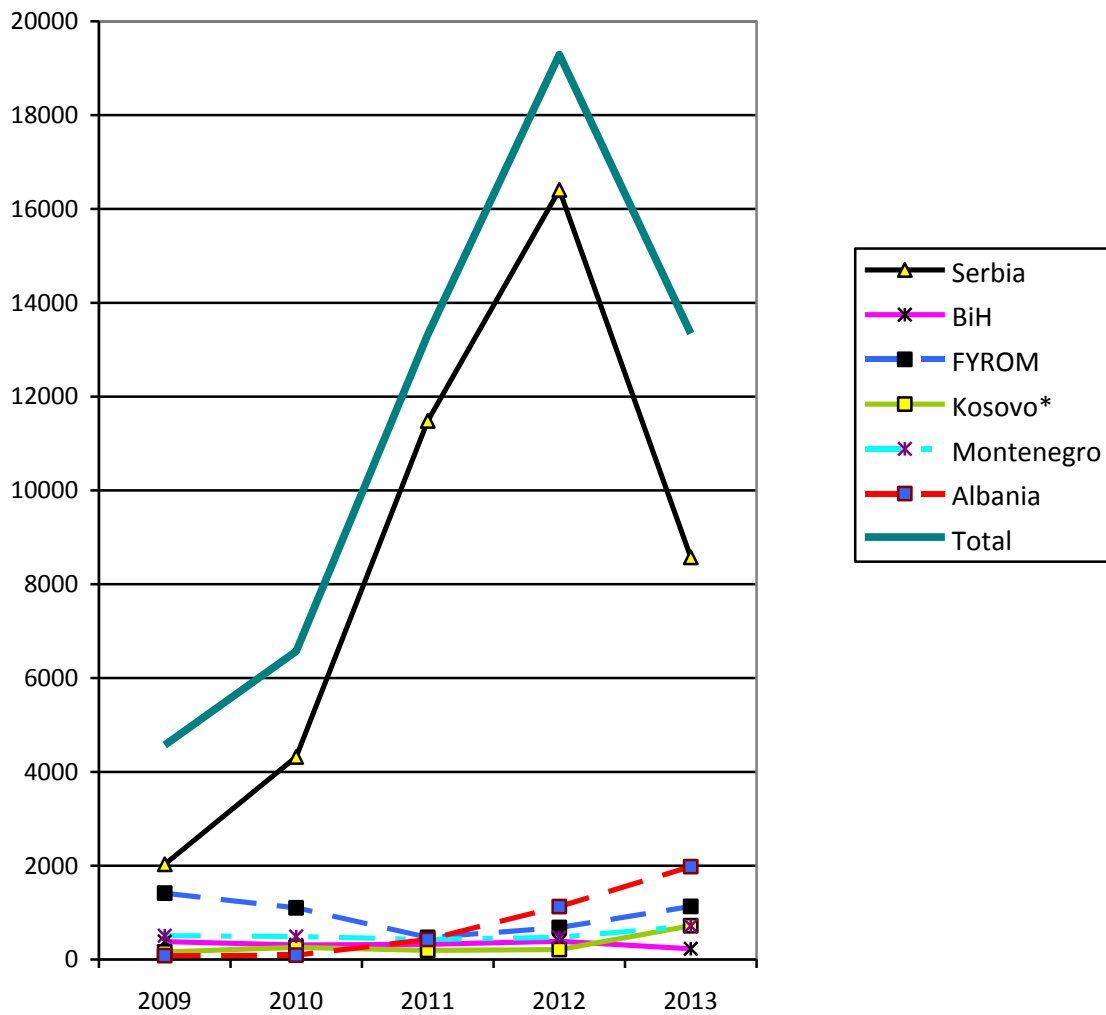
Some explanations of the reasons for refused entry between neighbouring countries were obtained through qualitative surveys among officials responsible for border control, conducted in 2012. In the case of B&H, respondents indicated that citizens of neighbouring countries (e.g. Croatia and Serbia) who live close to the border often possess property and/or have relatives in B&H and, due to the frequency with which they cross, often forget their IDs or travel documents and are refused entry as a result. This is an important cause that keeps B&H in the top of refusals of entry. In other countries, such as the Former Yugoslav Republic of Macedonia, explanations are different. In the Former Yugoslav Republic of Macedonia, the major part of refused entries was attributed to the refusal of Albanian nationals who already have a previous record of irregular migration through the Former Yugoslav Republic of Macedonia.

The explanations above only account for part of the high share of intra-regional migration indicated on the map below. Besides the citizens of WB countries, data indicate a high presence of Turkish citizens among the persons denied at WB borders.

Illegal entry

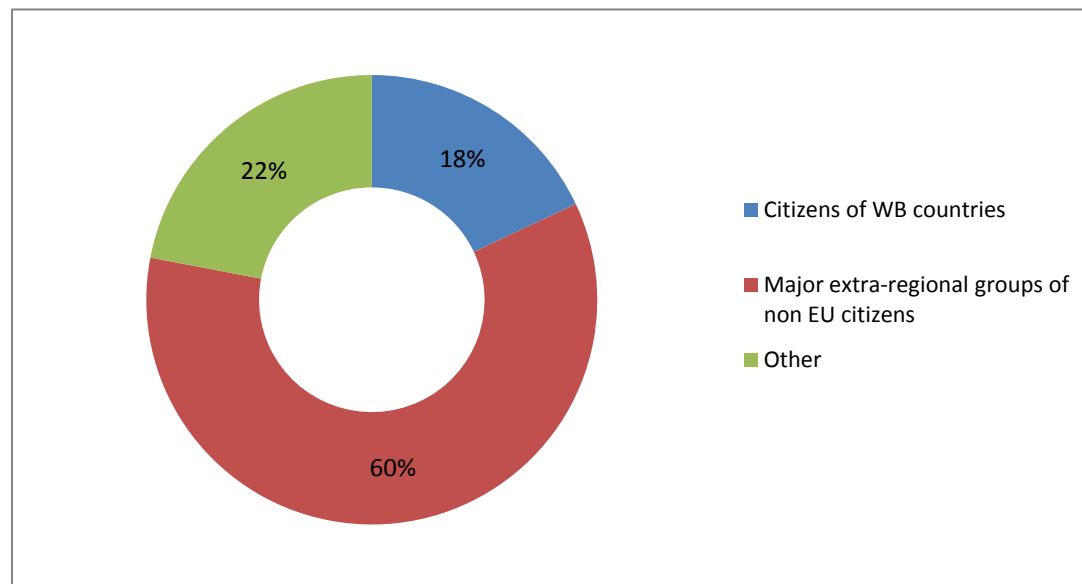
Data on illegal entry are officially recorded in several ways, depending on where the detection has occurred. These data include data on persons apprehended at BCPs, at green borders, within the country and upon exiting the country. From the data presented in the following table, it can be observed that the total number of persons apprehended due to illegal entry significantly increased during the period 2009-2013 (Table A2.3 in the Annex). The increase can be mostly attributed to the increase in apprehensions in Serbia and Albania. A significant drop in the number of persons apprehended for illegal entry into the Former Yugoslav Republic of Macedonia in 2011 is due to the visa liberalisation for Albanian nationals – before the visa liberalisation there was a high number of Albanian citizens who were passing illegally through the Former Yugoslav Republic of Macedonia on their way to Greece.

Figure 2.5: Registered illegal entries in WB countries in 2009, 2010, 2011, 2012 and 2013



Data on the citizenship of persons detected as illegally crossing the border were available for all countries but Albania. According to these data, third country nationals of countries outside of the WB region represent the highest share of detected migrants illegally crossing the border.¹⁰

Figure 2.6: Persons apprehended in illegal entry into WB countries in 2013.



Source: Ministries of Interior of respective countries, Border police for B&H

Note: Data disaggregated by citizenship not available for Kosovo*

Data disaggregated according to citizenship indicate that over one-third of persons detected are nationals of Afghanistan, followed by the citizens of B&H and Pakistan.

Table 2.6: Main citizenship groups registered in illegal entry in WB countries in 2013

Top ten citizenship groups in illegal entry		
Nationality	No.	%
Pakistan	1,952	17.2
Afghanistan	1,782	15.7
Syria	1,466	12.9
Albania	1,111	9.8
Kosovo*	628	5.5
Mali	368	3.2
Algeria	364	3.2
Somalia	315	2.8
Bangladesh	262	2.3
Eritrea	262	2.3
Other/Unknown	2,857	25.1
Total	11,367*	100

Source: Ministries of Interior of respective countries, Border Police for B&H

*Disaggregation by citizenship not available for Albania

¹⁰ The same issue with the precision of statistical data as explained in fn. 4 occurs here.

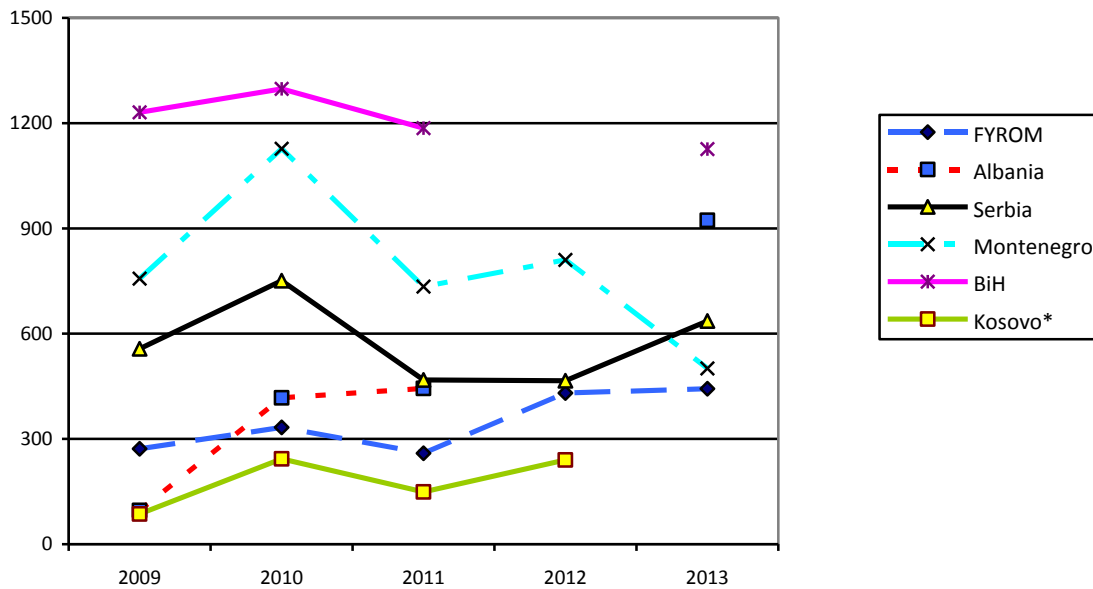
Illegal stay

The data on illegal stay are hard to track in a fully consistent manner due to the differences in the definition of “illegal stay” between the WB countries. These differences are consequently reflected in the statistics. The way in which countries define and record certain forms of illegal stay and the measures imposed on the foreigners illegally present in the country, creates confusion when trying to produce systematic data. Some countries name similar mechanisms for dealing with illegal stay differently (for example, the use of ‘cancellation of stay’, ‘revocation of stay’ and ‘termination of residence’). In other cases, countries use a single term to mean several different things. For example, there is the case of ‘expulsion’, which is defined in B&H as the protective measure of removal of a foreigner in cases of unauthorized stay, versus Serbia, where the term ‘entry ban’ is used for foreigners who are considered a threat to security. Therefore, aggregating data on illegal stay should be done carefully. Here, the data are presented through statistics on illegal stay, cancellation/termination of stay/residence, persons issued the protective measure of expulsion and persons issued the security measure of deportation.

The number of foreigners found illegally present in WB countries changed slightly during the observed period, increasing from 2,999 in 2009 to 3,629 persons in 2013. Citizenship of persons found to be illegally present in WB countries was hard to analyze since data for Kosovo* were not available for 2013, and for Albania and B&H, that comprise around 60% of such cases in 2013, disaggregation by citizenship was not possible.

When statistics on illegal stay are observed among the countries in the region, they indicate an increase in the number of foreigners illegally present in Albania, the Former Yugoslav Republic of Macedonia and Serbia (Table A2.4 in the Annex).

Figure 2.7. Foreigners found illegally present in WB countries in 2009, 2010, 2011, 2012¹¹ and 2013



Data on the termination of stay/residence also indicate a big increase during the five-year observation period: from 2,706 in 2009 to 5,862 in 2013. The following table shows that this increase is primarily due to an increase in the number of migrants illegally present in Serbia. The majority of the cases of termination of stay/residence occurred in Serbia (84% of all cases) and the number of cases detected in Serbia increased substantially.

Table 2.7: Foreigners issued the measure of termination of stay/residence in WB countries in 2009, 2010, 2011, 2012 and 2013

	2009	2010	2011	2012	2013
Former Yugoslav Republic of Macedonia	16	20	16	-	-
Albania	-	-	3	2	3
Serbia	1,583	3,030	7,126	7,899	4,722
Montenegro	541	402	226	134	412
B&H	566	503	555	1,001	487
Kosovo*	-	-	-	-	238

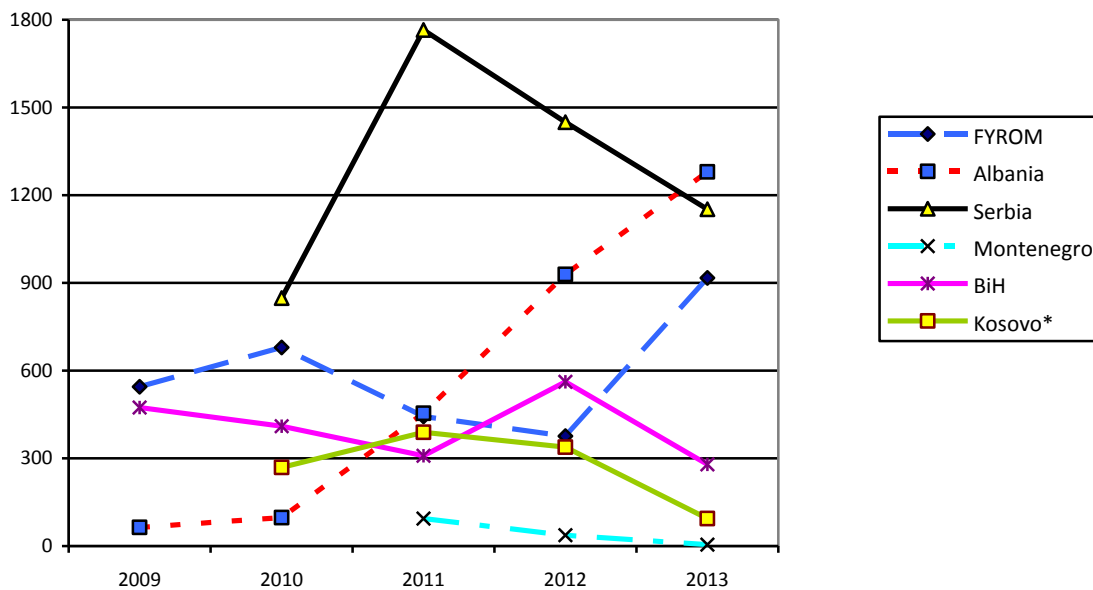
Source: Ministries of interior/security of respective countries

¹¹ Data for Albania and B&H are missing for the year 2012.

When data on the termination of residence are displayed according to the citizenship of the migrants, significant changes can be observed during 2009-2013. Tables A2.5 to A2.9 in the Annex list the numbers of citizens for whom residence was terminated in the WB, by country of origin, and their participation in the total number for the region. The data indicate a noticeable shift from WB nationals in 2009 to third country nationals in 2013. While in 2009 the citizens of Serbia, B&H, Albania, the Former Yugoslav Republic of Macedonia, and Kosovo* accounted for 46.9% of the total, in 2010 they accounted for 20.8% and in 2013 only the citizens of Serbia and Albania were present among the top 10 countries of origin, comprising less than 10% of the cases.

Data on foreigners ordered to leave/issued protective measure of removal due to their illegal stay in WB countries also indicate a significant increase during the observed period, from 2,303 in 2010¹² to 3,727 in 2013 (Table A2.10 in the Annex). Overall increase is modest and it hides opposite trends in two countries issuing the largest numbers of orders to leave. Namely, while in Albania there was a constant increase in the number of cases, in Serbia there was a significant decrease in the number of cases since 2011. Also, there was a significant increase in the number of cases of removal in the Former Yugoslav Republic of Macedonia in 2013.

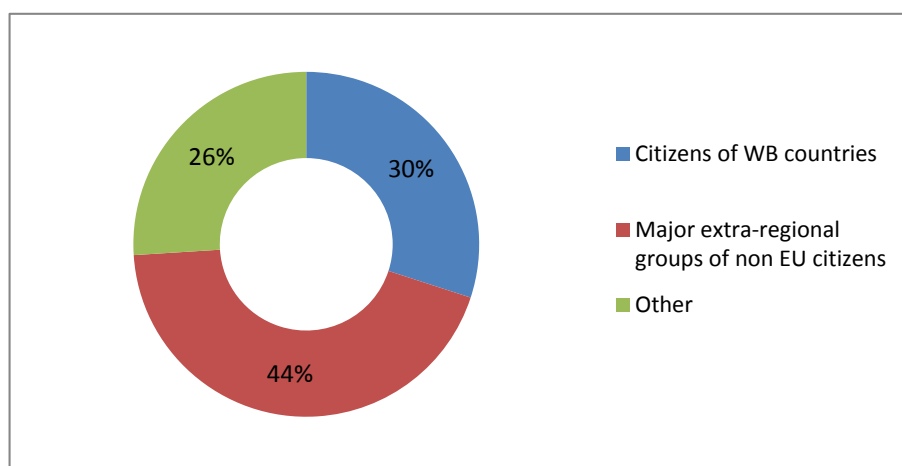
Figure 2.8. Foreigners issued protective measure of removal from WB countries due to their illegal stay in 2009, 2010, 2011, 2012 and 2013



Citizens from non-EU countries outside the WB region make the largest percentage among the persons ordered to leave WB countries.

¹² Data for 2009 is missing for most of the countries.

Figure 2.9: Foreigners issued protective measure of removal from WB countries due to their illegal stay in 2013



Among foreigners ordered to leave in 2013, the highest share was comprised of Albanian nationals.

Table 2.8: Foreigners issued protective measures of removal from WB countries due to their illegal stay, according to nationality, in 2013

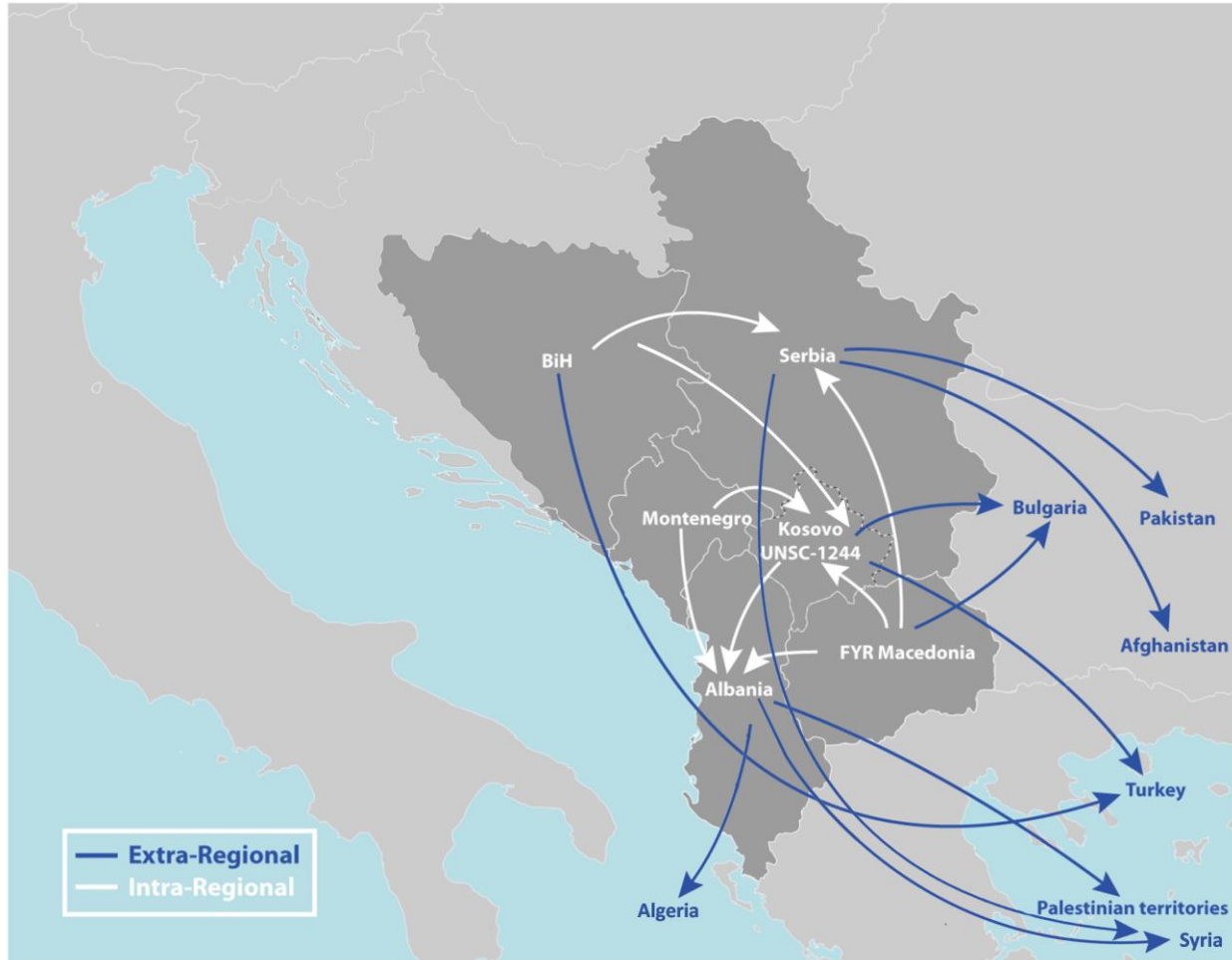
Protective measure of removal from WB countries		
First ten nationalities 2013		
Nationality	No.	%
Albania	749	20.1
Syria	461	12.4
Pakistan	260	7
Afghanistan	246	6.6
Algeria	218	5.8
Serbia	146	3.9
Palestine	120	3.2
Kosovo*	91	2.4
Turkey	69	1.9
Former Yugoslav Republic of Macedonia	53	1.4
Other	1,314	35.3
Total	3,727	100

Source: Ministries of interior/security of respective countries

In the following graph the arrows represent up to three major groups of foreigners expelled from WB countries, for each country separately. There is a balance between intra-regional and extra-regional

expulsions, however, the majority of ‘expulsion arrows’ indicate movements towards the south-east, except in the case of the Former Yugoslav Republic of Macedonia, where most of the expulsions are directed towards north and west: to Serbia, Albania and Kosovo*.

Figure 2.10: Foreigners ordered to leave WB countries due to illegal stay – up to three main citizen groups for each country, 2013



Source: Ministries of interior/security of respective countries

Data on age and gender of foreigners found illegally present in WB countries and on those expelled are missing for some countries and some years, but from what is available it could be concluded that the majority of those migrants were younger men (up to the age of 35-40).

3.2. ILLEGAL STAY OF WB CITIZENS IN EU COUNTRIES

The return of WB citizens from the EU and other European countries is one of the key issues with regard to irregular migration management and the processes of integration for WB countries into the EU. This is primarily due to the fact that citizens of some of the countries in the region represent significant sources of irregular migrants within the EU. The trend of increase in flows of irregular migrants from WB countries became more noticeable after EU visa liberalization for the citizens of WB countries.

Legal, institutional and strategic frameworks

Readmission Agreements (RA) form the legal basis for the return of WB citizens that were illegally present in the EU and other countries, as well as third country nationals that transited through WB and that were found residing in the EU without authorization. All countries in the region, except Kosovo*, have signed the agreements with the EU, as well as a number of bilateral agreements with EU and non-EU countries. These agreements regulate the procedure, the terms and the conditions related to the return of citizens of WB countries illegally staying in other countries.

Table 2.9: Readmission Agreements

Former Yugoslav Republic of Macedonia	Agreement between the European Community and the Former Yugoslav Republic of Macedonia on Readmission of Persons Residing without Authorization + 6 bilateral agreements with non-EU countries
Albania	Agreement between the European Community and the Republic of Albania on the Readmission of Persons Residing Without Authorization + 12 bilateral agreements with non-EU countries
Serbia	Agreement between the Republic of Serbia and the European Community on the Readmission of Persons Residing Without Authorization + 12 bilateral agreements with non-EU countries
Montenegro	Agreement between the Republic of Montenegro and the European Community on the Readmission of Persons Residing Without Authorization + 10 bilateral agreements with non-EU countries
B&H	Agreement between the European Community and Bosnia and Herzegovina on Readmission of Persons Residing without Authorization + 12 bilateral agreements with non-EU countries
Kosovo*	Law on Readmission + 16 bilateral readmission agreements with EU member states + 5 bilateral readmission agreements with non-EU countries

In addition to the legal grounds for managing the processes of return, there are important legal and strategic documents that regulate the processes of integrating returnees and their access to different forms of support and protection upon the return to their country of origin. WB countries apply various incentives to re-integrate returnees. These incentives are defined by respective national strategies, action plans and programmes.

Table 2.10: Strategies/programmes providing the framework for protection and integration of returnees

Former Yugoslav Republic of Macedonia	Programme for Reintegration of Returnees to the Former Yugoslav Republic of Macedonia Under the Readmission Agreements
Albania	The Reintegration Strategy for Returning Citizens
Serbia	The Strategy of Returnees’ Reintegration Based on the Readmission Agreements
Montenegro	Strategy for Reintegration of Persons Returned Under the Readmission Agreements 2011-2016
B&H	The Strategy for the Reintegration of Returnees
Kosovo*	National Strategy for Reintegration of Repatriated Persons in Kosovo

Tasks related to the reception, support and protection of returnees are delegated to various institutions at national and local levels in WB countries. The institutional network usually includes certain departments of the Ministries of Interior, Ministries of Labour and Social Policy and ministries in charge of human rights, such as the Ministry for Human Rights and Refugees in B&H. In some countries (such as Serbia) the integration of returnees is a very important part of the local institutional and policy framework (local action plans, local migration councils, etc.).

Situation and trends

The issue of unauthorized stay of citizens of WB countries in the EU can be observed from EUROSTAT statistics on refused entry, illegal stay and ordering to leave. Eurostat data for 2013 indicate that there are a large number of WB citizens illegally present in EU member states. Data presented in the following table show that the citizens of Albania, Serbia and Kosovo* are the most numerous among WB citizens illegally present in the EU.

Table 2.11: Citizens of WB countries irregularly present in the EU, Norway, Switzerland and Iceland in 2013

	Refused entry	Illegally present	Ordered to
--	----------------------	--------------------------	-------------------

			leave
Former Yugoslav Republic of Macedonia	2,045	3,720	3,220
Albania	8,815	12,425	11,950
Serbia	9,095	11,265	12,985
Montenegro	440	590	770
B&H	6,075	3,165	5,040
Kosovo*	1,445	9,725	9,410
Total	27,915	40,890	43,375

Source: Eurostat

Observing trends for the period 2009-2013, the statistics indicate that the overall number of WB nationals found illegally present in EU member states, Norway, Switzerland and Iceland, has been reduced by half. Also, the total percentage of illegally present WB nationals has significantly decreased. However, this is completely due to a significant decrease in illegally present Albanian citizens, while the actual number of all other WB nationals increased between 2009 and 2013. Aside from Albania and Serbia (which recorded an increase between 2009 and 2010 and then a decrease between 2012 and 2013), data indicate that the increase has remained steady in all other countries since 2011.

Table 2.12: WB nationals found to be illegally present in the EU, Norway, Switzerland and Iceland

	2009	2010	2011	2012	2013	2012-2013
Montenegro	310	365	385	490	590	+20.5%
Former Yugoslav Republic of Macedonia	2,215	3,590	3,775	3,855	3,720	-3.5%
Serbia	8,375	12,055	9,415	11,305	11,265	-0.4%
Albania	69,470	52,815	17,735	19,390	12,425	-56.9%
B&H	2,190	2,340	2,775	2,885	3,165	+9.7%
Kosovo*	4,580	5,060	5,465	6,525	9,725	+49%
Total WB	87,140	76,225	39,550	44,450	40,890	-8%
Total EU, Norway, Switzerland, Iceland	577,370	517,165	483,155	450,600	404,475	-10.2%
Share of WB in total illegally present (%)	15.1	14.7	8.2	9.9	10.1	↑

Source: Eurostat

EU statistics on immigrants ordered to leave due to their illegal stay is in line with the previous trends. Again, the total number of WB nationals ordered to leave decreased in the entire five-year period, as well as when compared to 2012. There was a drop in the number of expelled persons for each WB

country, but most notably for the citizens of Albania. Yet, the relative share increased slightly when compared to 2012!

Table 2.13: WB nationals ordered to leave from EU, Norway, Switzerland and Iceland

	2009	2010	2011	2012	2013	2012-2013
Montenegro	350	340	420	925	770	-16.8%
Former Yugoslav Republic of Macedonia	1,805	4,390	5,150	4,975	3,220	-64.7%
Serbia	9,405	13,030	12,450	14,480	12,985	-10.3%
Albania	69,200	55,370	16,905	16,860	11,950	-29.1%
B&H	2,035	2,355	2,445	5,315	5,040	-5.2%
Kosovo*	5,070	6,220	8,765	9,870	9,410	-4.7%
Total WB	87,865	81,705	46,135	52,425	43,375	-17.3%
Total EU, Norway, Switzerland, Iceland	598,615	542,315	516,195	501,790	404,645	19.4%
Share of WB in total (%)	14.7	15.1	8.9	10.4	10.7	↑

Source: Eurostat

Developed migrant networks and the pressure of unfavourable economic conditions especially push young people to migrate, including irregularly. The power of these factors is sometimes so strong that restrictive migration policies do not seem efficient in preventing such trends. The following is an interview with a young person interviewed in 2012 during the research process (SeConS, 2012), which illustrates this problem very well.

From the interview with an Albanian citizen returned from the UK according to the Readmission Agreement

Interviewer: When did you leave Albania for the first time and to what country did you depart?

Returnee: For the first time, in 2007, I travelled to Greece. I lived in Lamia, a small city, where I worked at a laundry shop for 2 and half years. I was a bit more satisfied with the living conditions there than in Albania.

Interviewer: Did you enter Greece legally; did you have a passport with a regular visa?

Returnee: No, I didn't.... we crossed the border by walking... we crossed the mountain at Kapshtica area... we were three friends. We had no idea how to get there so we managed to find our way by asking information from the people living in the area. We also had a cousin that was waiting for us in Greece, so he was waiting for us in order to support us.

Interviewer: Why did you decide to go to Greece?

Returnee: Because I had a very small salary in Albania.

Interviewer: What was your job prior to migrating to Greece?

Returnee: I worked as a waiter.

Interviewer: What kind of information did you have about Greece?

Returnee: I was told that the salary in Greece was satisfying... way better than in Albania.

Interviewer: Who provided you with this information?

Returnee: My friends and relatives that I had in Greece told me about the opportunities in Greece.

Interviewer: Did you request asylum in Greece?

Returnee: No... I wanted to do it in the UK.

Interviewer: So, you have been in the UK?

Returnee: Yes, in 2011.

Interviewer: How did you go there?

Returnee: Well, when I went to Greece for the second time, it was visa liberalization, so I entered to Greece legally, with my passport. I went to UK from Greece, by airplane. I bought Greece ID for 5,000 EUR and I entered UK with it.

Interviewer: What information did you have about the UK prior to departing there?

Returnee: I had information that there were better employment opportunities; one could receive social assistance from the state, free housing, etc. I was also told that marrying a UK citizen would be one of the ways for obtaining legal residence.

Interviewer: Who provided you with such information?

Returnee: My relatives that were living in the UK told me so.

Interviewer: What were you doing during your stay in the UK? How long did you stay?

Returnee: I stayed for 12 months... I worked in the construction for some time together with a few friends. Then I worked in a restaurant and later for 2 months in a pub.

Interviewer: Did you request asylum in the UK?

Returnee: No because I did not have the chance to submit, I was caught by the police and placed in a closed centre.

Interviewer: Did you return voluntarily to Albania?

Returnee: When I was apprehended, I expressed my intention to return voluntarily since I did not see any other chance. I stayed there for 2 months... a police officer accompanied me to the airport.

Interviewer: Are you currently employed here in Albania?

Returnee: Yes, I am self-employed; I have rented a coffee shop.

Interviewer: What are your challenges in reintegrating in Albania?

Returnee: I am not satisfied here in Albania. I work a lot but I don't see the results of my work.

Interviewer: Do you wish to depart again?

Returnee: Yes, I do.

Interviewer: Where would you like to go?

Returnee: To the UK.

Interviewer: Even if you returned from the UK you still wish to go back there?

Returnee: Yes, if I have a chance to go legally there, I would take such a chance.

As illustrated earlier, illegal stay of WB citizens in the EU decreased, on an aggregate level, between 2009 and 2013. However, these statistics are due to the sharp decrease in the illegal stay of Albanian citizens that resulted from visa liberalization for the citizens of that country. Meanwhile, the number of

citizens from other WB countries who were found staying in the EU illegally increased actually during the same period, increasing the share of WB citizens among those found illegally present in the EU. This form of irregular migration to the EU, together with the increased number of asylum seekers, is a continuous source of serious concerns to WB countries as it endangers the already achieved visa liberalization for certain countries (as in the case of Serbia and to some degree the Former Yugoslav Republic of Macedonia). Despite the importance of providing a comprehensive picture on irregular emigration from the region, systematic and precise socio-economic assessments and links with irregular migration at the regional level are missing.

3.1. REFUGEE AND ASYLUM FLOWS¹³

The refugee and asylum flows are important to analyse when mapping irregular migration, due to the mixed migration flows often connected to asylum abuse. A key trend within the asylum and refugee flows in the WB is the high-degree of onward movement of those claiming asylum in the WB. ‘Claiming asylum in the Western Balkans itself and absconding afterwards continued to grow as a part of the well-known *modus operandi* to move from Greece towards other Member States (secondary movements)’ (Frontex, 2014: 16). This trend is evidenced by data showing the gap between intentions to request for asylum and actual submitted requests, as well as from data indicating the number of dismissed asylum cases due to the ‘disappearance’ of the asylum seeker. However, it is important to note that data also indicate that WB countries are extremely restrictive in granting international protection and poor in administrative standards related to granting international protection (reception, processing, integration prospects).

Legal, institutional and strategic framework

Table 2.14: Key laws that define and regulate international protection in WB countries

Former Yugoslav Republic of Macedonia	Law on Asylum and Temporary Protection
Albania	Law on Asylum in the Republic of Albania; On the Integration and family reunion of persons granted asylum in the Republic of Albania

¹³ This chapter only constitutes a general analysis on the basis of data and inputs provided by the governments of the WB region and should not be considered as a comprehensive presentation or assessment of the state of asylum and refugee protection issues in the region.

Serbia	Law on Asylum of the Republic of Serbia
Montenegro	Law on Asylum of Montenegro
B&H	Law on Movement and Stay of Foreigners and Asylum
Kosovo*	Law on Asylum

Note: New Laws on Asylum are being drafted in Former Yugoslav Republic of Macedonia, BiH and Montenegro, and substantial revisions of the existing law are being prepared in Serbia.

Comparative analysis of asylum systems in WB countries (MARRI, 2012) reveals certain differences between countries with regard to legal and administrative framework regulating basic asylum procedures: while all the countries have adopted relevant laws and bylaws regulating this matter and established first and second instance procedures, they differ in number of steps in the asylum procedure and interpretation of different grounds for asylum granting or rejecting, such as ‘manifestly unfounded claim’ or ‘safe third country’. All countries have established a system wherein asylum matters are a shared responsibility of two or more state agencies. In some countries NGOs are involved in parts of the process of international protection, such as supporting care and legal representation. Status determination issues are generally entrusted to an agency within the Ministries of Interior and Ministry of Security. Most of the countries have two-levels of proceedings, at which an application will be heard in the first and second instance. Beyond that, a third-level court may be addressed in the case of an appeal. Responsibilities related to the accommodation and protection of asylum seekers are delegated to different institutions, which led to problem in some countries of having no link between the reception of asylum seekers and processing of the claims.

Table 2.15: First-instance institutions deciding on asylum requests

Former Yugoslav Republic of Macedonia	Ministry of Interior - Department for Asylum
Albania	Directorate for Nationality and Refugees at the Ministry of Interior
Serbia	Office for Asylum at the Ministry of Interior
Montenegro	Office for Asylum at the Ministry of Interior
BiH	The Ministry of Security - the Asylum Sector, i.e., the body in charge of deciding on asylum seekers’ requests
Kosovo*	Department of Citizenship, Asylum and Migration at the Ministry of Interior

More precise measures for managing asylum issues have been defined by respective strategies in Albania (National Strategy on Asylum), Bosnia and Herzegovina (The Strategy on Migration and Asylum) and Former Yugoslav Republic of Macedonia (Resolution on Migration Policy). Other 3 countries are working on adjusting their legislative and institutional mechanisms for management of asylum to EU standards.

Situation and trends

Two systems can be distinguished in regard to their asylum procedures in WB. In Albania and Kosovo*, there is no option for asylum seekers to express their intention to request protection prior to actually submitting their formal request. In BIH and Serbia, asylum seekers can express an intention to ask for asylum in the country, at which point they have a legally determined period of time during which they are obliged to submit their formal request for protection from the competent authority. In Former Yugoslav Republic of Macedonia and Montenegro, there is an option for asylum seekers to express intention; however, there is no system to record these intentions, only the formal requests.

Data on number of cases of individuals expressing their intention to seek asylum in Serbia indicate a significant increase during the observed period.

Table 2.16: Foreigners that expressed an intention to request international protection in 2009, 2010, 2011, 2012 and 2013.

	2009	2010	2011	2012	2013	2012-2013
Serbia	264	500	3,062	2289	5065	2776
BIH	28	14	9	3	-	-

Source: Ministries of Interiors/Security of respective countries

In 2013, the most common countries of origin of persons who expressed an intention to ask for asylum in Serbia were citizens of Syria, Eritrea, Somalia and Afghanistan.

The data on the number of submitted requests for asylum indicate several things. The number of asylum seekers in WB countries has increased in time. The highest number of asylum seekers is located in Montenegro and Former Yugoslav Republic of Macedonia. In Serbia, there is a huge difference between the number of expressed intentions to seek asylum and the number of formal submitted requests (in 2013 as much as 4,912 less requests than expressed intentions). According to Serbian law, asylum seekers have at their disposal two weeks, after they express the intention to ask for international protection, to submit the formal request for asylum. During that time they are entitled to accommodation, basic provisions, access to health care and other forms of protection.

Table 2.17: Persons submitted request for asylum in WB countries in 2009, 2010, 2011, 2012 and 2013.

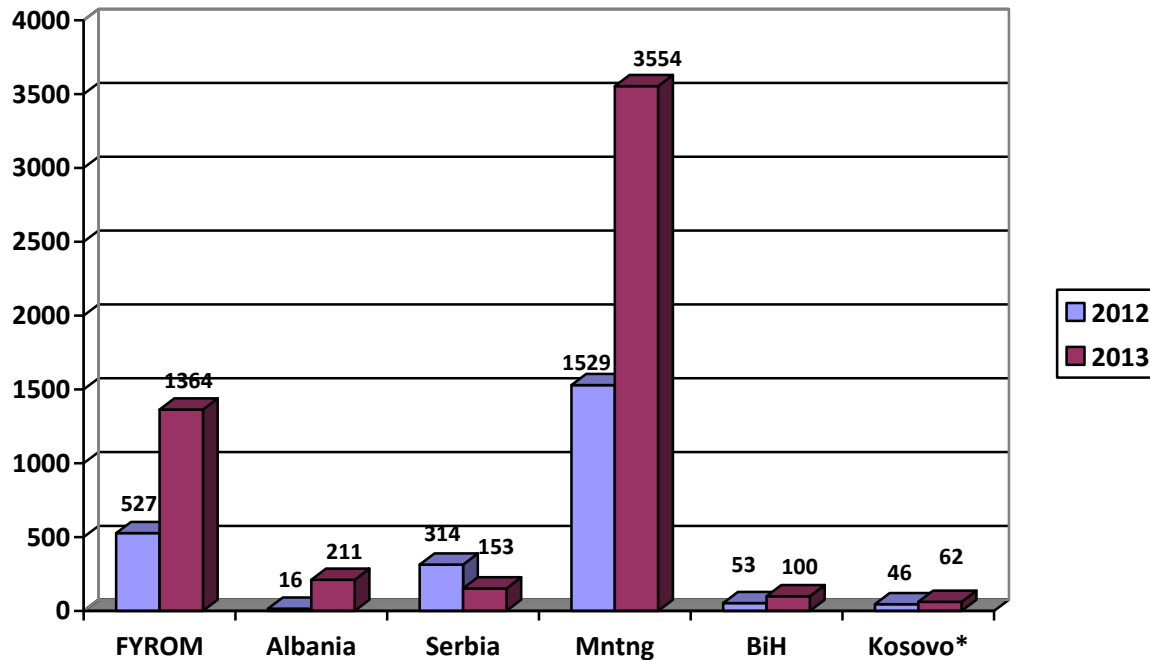
	2009	2010	2011	2012	2013	2012-2013
Former Yugoslav Republic of Macedonia	88	156	735	527	1364	↑

Albania	3	12	19	16	211	↑
Serbia	175	210	243	314	153	↑
Montenegro	20	9	239	1529	3554	↑
BIH	44	33	34	53	100	↑
Kosovo*	31	267	189	46	62	↑
Total	361	687	1,459	2,485	5,444	↑

Source: Ministries of Interiors/Security of respective countries

If the data for Serbia on the number of submitted requests are replaced with the data on expressed intention to seek international protection, realistic trends about shift in asylum flows in the region would be obtained.

Figure 2.11 Persons seeking international protection in WB countries in 2012 and 2013



Data on the citizenship of asylum seekers reveal that, on the regional level, half of asylum seekers are citizens of Afghanistan, Algeria, Pakistan and Syria, the later having the highest increase in 2013. The analysis on country level provided some indication of different migration patterns among asylum seekers of different nationalities. In particular, the analysis in Serbia showed that asylum seekers from Afghanistan and Pakistan have different migration patterns. The latter are almost strictly in transit, applying for asylum and then disappearing into their migratory networks, while citizens of Afghanistan stay in Serbia for longer periods and in larger numbers, waiting for decision on their asylum requests.

Table 2.18: Asylum seekers in 2013 – five major citizenship groups in WB countries

	The most frequent group of asylum seekers in WB countries	No. of asylum request	%
1.	Pakistan	1,102	20.2
2.	Algeria	820	15.1
3.	Syria	741	13.6
4.	Afghanistan	502	9.2
5.	Eritrea	367	6.7

In the following table the shift in composition of asylum seekers population can be observed: total number of such persons almost doubled in the region in 2013 and this shift was mostly due to huge increase in number of Pakistani, Syrian and Eritrean citizens who asked for international protection in WB countries.

Table 2.19. Major citizenships of asylum seekers in WB countries, 2012 and 2013

	Albania		Kosovo*		Former Yugoslav Republic of Macedonia		BIH		Serbia		Montenegro		TOTAL	
	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013
Pakistan				12	154	100		2	247	207	110	988	401	1309
Afganistan			11		183	283		6	804	490	118	187	998	966
Algeria			14	7	18	95	2	8	169	249	893	699	1096	1058
Syria		8	2	24	4	340	35	59	187	1338	44	284	272	2053
Eritrea					6		3			624		352	9	976
Somalia	3				80	96		1	505	507		198	588	802
other	16	203	19	19	82	450	13	24	381	1650	364	846	875	3192
TOTAL	19	211	46	62	527	1364	53	100	2293	5065	1529	3554	4239	10356

Although many asylum seekers, as stated in Frontex WB ARA 2014 report, are on their way towards the EU, in some cases they stay in WB and wait for a decision on an asylum request. In some of these cases, asylum seekers express a willingness to stay in the WB country, but they are aware that opportunities for finding employment and ‘decent life’ in these societies are limited, particularly for foreigners.

Asylum seekers’ journey – neither back nor forward

In one of the asylum centres, interviews were conducted with five young men (aged 21 to 26), two of whom are nationals of Gabon, two from Ghana and one from Bangladesh. They were unable to find work in their countries of origin, and, with one exception, they were all unskilled. They had not planned to become asylum seekers in Serbia. Their intention was to migrate to one of the EU countries. However, they were victims of a fraud of so-called “guides”, meaning migrant smugglers. They paid between 1,500 and 2,000 EUR for their trip to the EU, but were left in Serbia. The asylum seekers from Ghana and Bangladesh tried to exit Serbia, but were apprehended at the border, where they expressed their intention to seek asylum in Serbia. The asylum seekers from Gabon did not try to go further, instead they sought asylum in Valjevo, where they were left behind.

The asylum seeker from Bangladesh was trying to reach Italy, where his brother was located, while the other asylum seekers lack any specific plans, they just simply try to organize their trip to the countries of EU. The asylum seekers are placed in the Asylum Centre while they wait for a decision on their asylum

applications; they rate the accommodation conditions as decent, although they have no access to special forms of support. They state that they are not in need of the psycho-social support available to them and that they find the educational activities to be suitable only for children. They have no opportunity to learn any languages (neither Serbian nor English), but they use the opportunity to play sports. As they stated, their greatest problem is the fact that they do not feel safe in the local community. The population is according to them highly intolerant of them. The asylum seeker from Bangladesh was already exposed to violence and was robbed by local hooligans. For this reason, they feel “as if they are in prison and they cannot wait to move on from Serbia”. Still, the asylum seeker from Gabon said he could stay in Serbia if he was able to provide a better future for himself, which he describes as getting married and finding a job.

(Case from the Asylum Centre in Serbia, 2012)

The number of asylum requests that received a positive decision, in which international protection was granted, is extremely low within the region. On one side, data presented in the next table show an increase in number of international protection granted in 2013 in comparison to 2009 (from 7 to 43). On the other side, however, relative number of granted asylums has declined (0.8% in 2013 vs. 1.6% in 2009).

Table 2.20: Granted asylum in WB countries in 2009, 2010, 2011, 2012 and 2013.

	2009	2010	2011	2012	2013
Former Yugoslav Republic of Macedonia	0	0	0	0	-
Albania	2	4	5	4	7
Serbia	4	1	0	3	4
Montenegro	0	0	4	1	2
BIH	1	0	0	15	30 ¹⁴
Kosovo*	0	0	0	0	0
Total	7	5	9	26	43

Source: Ministries of Interiors/Security of respective countries

CONCLUSION

The short stay of the majority of asylum seekers and the high number of cases dismissed due to the absence of asylum seekers suggests that there may be a correlation between the seeking of asylum and irregular migration in the WB. However, the extent to which these two factors are a result of asylum seekers intention to move towards EU member states or inefficient asylum procedures and poor prospects for integration in WB countries needs to be further explored. In order to more clearly

¹⁴ Subsidiary protection status recognized to 28, asylum to 2.

distinguish between pull and push factors of secondary movement of asylum seekers from WB to EU countries, efficiency of asylum systems in the WB region should be investigated in more details, covering all stages in the process: reception, processing, support during the process and treatment after the final decision.

Citizens of WB countries seeking asylum in EU, Norway, Switzerland and Iceland

From the data presented above one could see that over the last few years the number of WB citizens obtaining temporary residence permits in the EU exceeded 100,000. Parallel to this, there is a tendency of WB citizens asking for asylum in the EU. EUROSTAT data indicate a sharp increase in the number of WB nationals requesting asylum in the EU in 2010 in comparison to 2009, statistics then indicate a significant decrease in 2011 and then that number rises sharply again. The number of WB nationals seeking asylum rose by more than three times in 2013 compared to 2009 reaching 57,740, which is almost 50% of the number of those who obtained temporary residence permits.

Table 2.21: Citizens of WB requesting asylum in EU, Norway, Switzerland and Iceland in 2009, 2010, 2011, 2012 and 2013

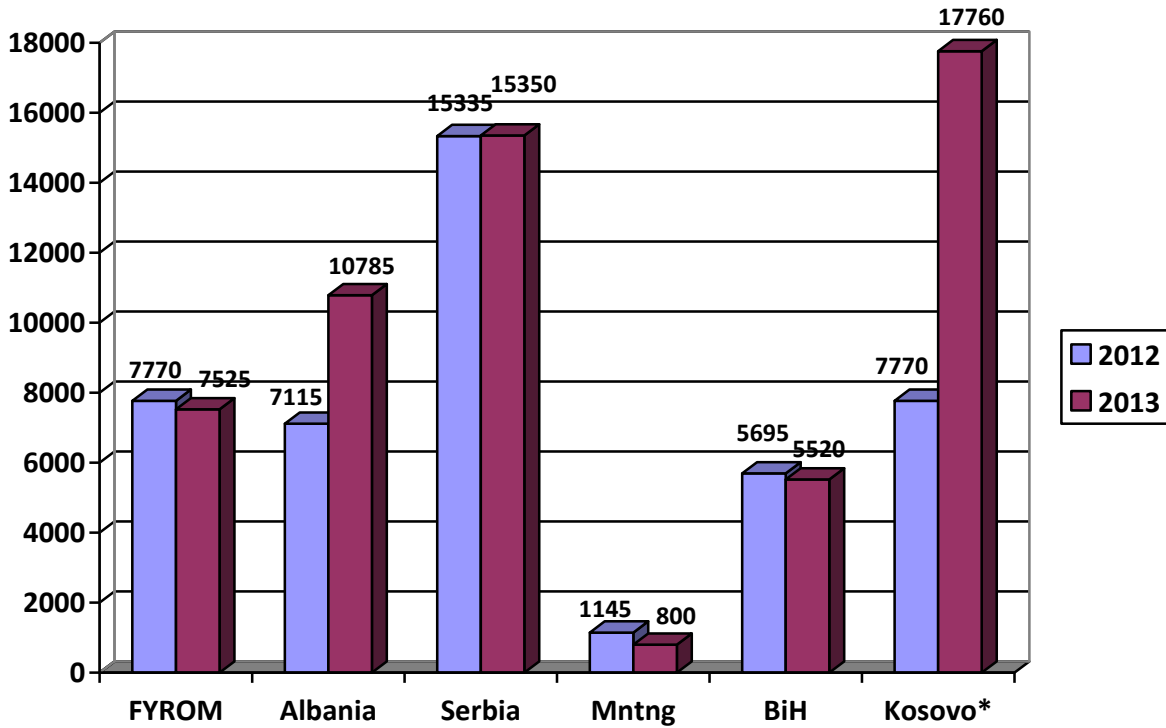
	2009	2010	2011	2012	2013	2012-2013
Former Yugoslav Republic of Macedonia	690	6,615	5,400	7,770	7,525	↓
Albania	1,350	1,110	2,950	7,115	10,785	↑
Serbia	3,715	15,620	11,740	15,335	15,350	↑
Montenegro	205	365	565	1,145	800	↓
B&H	1,290	2,060	2,630	5,695	5,520	↓
Kosovo*	10,640	12,485	8,210	7,770	17,760	↑
Total WB	17,890	38,255	31,495	44,830	57,740	↑
Total EU, Norway, Switzerland, Iceland	227, 835	230,295	291,660	314,090	408,355	↑
Share of WB in total (%)	7.9	16.6	10.8	14.3	14.1	↓

Source: EUROSTAT

In 2013, citizens of WB countries accounted for 14.1% of the total number of new asylum seekers in EU member states + Norway, Switzerland and Iceland (57,740 out of 408,355). This is almost the same percentage as one year before. The increase of asylum seekers from Kosovo* was more than double as compared to 2012 and they represented the highest percentage among WB nationals, together with persons from Serbia. However, in relative terms, this trend is opposite to that of orders to leave the country (see chapter above): WB countries experienced either stagnation or rise in the number of

asylum seekers, yet the share of WB nationals in all asylum requests in the EU, Norway, Switzerland and Iceland slightly decreased.

Figure 1.12. Citizens of WB requesting asylum in the EU, Norway, Switzerland and Iceland in 2012 and 2013



According to European Asylum Support Office, there is seasonality in WB citizens’ asylum seeking in EU countries, “with large peaks just before winter each year. This seasonality is determined overwhelmingly by the flows from the Former Yugoslav Republic of Macedonia and Serbia. The flow is directed towards only a small number of MSAC (EU Member States and Associated Countries). There is a significant proportion of repeated applications in the overall number of applications. Applications from WB citizens are not evenly distributed across MSAC, with Germany, France, Sweden, Belgium, Switzerland and Hungary receiving largest numbers. Applicants from individual WB countries are not equally likely to go to the top destination countries (e.g. Serbian nationals tend to go to Sweden and Germany, Kosovo* nationals to Hungary and France, Former Yugoslav Republic of Macedonia nationals to Germany and Albanian nationals to France)” (EASA, 2014: 21).

3.3. HUMAN TRAFFICKING

Human trafficking or trafficking in human beings is a specific form of migration that is not necessarily associated with forced or illegal entry and stay, although these are sometimes means used by traffickers to retain control of their victims. It is very hard, if not impossible, to measure the frequency with which human trafficking is carried out using irregular migration channels, since the victims are often able to legally cross the border. Data from the research indicate a shift in human trafficking, in the sense that it has become more of an internal issue than a cross-border or an international one, which makes it harder to detect and measure. Both victims and traffickers are mostly domestic citizens, as evidenced by the interviews carried out in the 2012 phase of this research. However, the picture can be biased and it is possible that identification mechanisms at the national level are not sufficiently comprehensive or accurate.

Legal, institutional and strategic frameworks

Trafficking in human beings is defined as a criminal act by the respective criminal codes of WB countries. The differences in the definitions are minor between the countries. Institutional frameworks are much more diverse than the legislation in which they are rooted. There are diverse institutional mechanisms responsible for combating trafficking, identifying potential and actual victims, and for programmes that provide support and integration assistance. These institutional networks include specialized departments within the countries' Ministries of Interior/Ministry of Security; independent agencies (such as the State Investigation and Protection Agency, SIPA, in B&H); main coordination bodies that incorporate representatives from relevant ministries (such as the National Referral Mechanisms, NRMs, in the Former Yugoslav Republic of Macedonia and Albania and the Office of the National Coordinator for fight against human trafficking in Serbia); prosecutors' offices; certain designated departments in the Ministries of Labour and Social Policy, as well as social welfare organizations. NGOs are also engaged in the process of identifying victims and they are usually the providers of various services for the support and integration of victims.

All countries in the region have strategies and/or action plans for combating human trafficking.

Table 2.24: Strategies for combating human trafficking and assisting victims

Former Yugoslav Republic of Macedonia	National Strategy for Combating Human Trafficking and Illegal Migration 2013-2016
Albania	National Action Plan for Combating Trafficking in Human Beings 2011-2013
Serbia	Strategy Against Human Trafficking
Montenegro	Strategy for Combating Trafficking in Human Beings in Montenegro, 2012-2018, with Action Plans
B&H	Strategy on Migration and Asylum and Action Plan for the period 2012-2015, State Action plan for Combating Human Trafficking 2008-2012
Kosovo*	National Strategy and Action Plan for the Fight Against Trafficking in Human Beings 2011-2014

Situation and trends

The number of identified victims of trafficking (VoTs) did not significantly change in the aggregate during the observed period. On the country level, a significant decline was observed in B&H between 2009 and 2010 and in Serbia throughout the whole observed period. On the other hand, there was a noticeable increase in the number of VoTs in Kosovo* between 2011 and 2012.

Table 2.25: Victims of trafficking identified in WB countries¹⁵

	2009	2010	2011	2012	2013
Former Yugoslav Republic of Macedonia	5	5	8	4	1
Albania	94	97	84	92	-
Serbia	85	76	74	63	45
Montenegro	3	-	1	2	1
B&H	69	25	35	39	-
Kosovo*	29	39	39	54	52
Total	293	249	254	254	99

Note: Data for Albania and B&H are not available

¹⁵ Data for Albania and B&H are missing.

Data on the nationality of these identified victims support the thesis that human trafficking in the WB is becoming more 'localized' as the majority of victims are domestic nationals, followed by citizens of neighbouring countries.

Table 2.26: Nationality of identified victims¹⁶

	Nationality of victims	
	Former Yugoslav Republic of Macedonia	FYR Macedonia
Albania	-	-
Serbia	Serbia	/
Montenegro	Kosovo* ¹⁷	/
B&H	-	-
Kosovo*	Kosovo*	Albania

The majority of the identified victims are female and the dominant form of exploitation is sexual exploitation. However, data obtained through in-depth interviews in 2012 indicate a possibility that this picture is biased. Organizations that work with victims of trafficking are reporting that an increasing number of men are trafficked for labour exploitation purposes to some South-East European and Asian countries. However, most of the men identified as having been trafficked are not officially identified as victims of human trafficking. Another gap comes from the lack of cooperation between the countries of origin of the victims and the countries of their destination, where they are identified, since data are not transferred to the country of origin. Therefore, the picture on the victims of trafficking in the WB is strongly limited to domestic institutions as sources of information, and these institutions primarily deal with trafficking issues inside the country. The increasing number of men identified as victims of trafficking for the purposes of labour exploitation in the qualitative researches mentioned above (SeCons, 2012) can be an indication of an increasing share of this form of exploitation, particularly having in mind serious consequences of the economic crisis and hindered development in the region. Very high level of unemployment in WB countries pushes men and women to grab at any opportunity to go abroad for work and exposes them to the risks of being trafficked and exploited. On the other hand, this trend is also an indication of the raised awareness among relevant actors about the multifaceted nature of human trafficking and their capacity to register this phenomenon in more nuances.

¹⁶ Data for Albania and B&H are missing.

¹⁷ Displaced persons from Kosovo*, residing in Montenegro.

3.4. SMUGGLING OF MIGRANTS

The monitoring of the smuggling of migrants is the least developed in terms of available data in WB countries. Yet, three countries from the region and Kosovo* were able to provide data on the number of identified smuggled migrants and their citizenships.

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Table 2.27: Irregular migrants identified in smuggling in WB countries, major citizenships, 2013

Citizenship of migrant	Former Yugoslav Republic of Macedonia	Serbia	Montenegro	Kosovo*	TOTAL
Serbia	0	101	0	0	101
Albania	14	0	0	2	16
Kosovo*	0	0	0	47	47
Afghanistan	91	340	4	0	435
Pakistan	41	450	16	4	511
Syria	38	252	9	0	299
Somalia	26	37	6	0	69
Eritrea	0	50	24	0	74
Other	160	507	39	0	706
TOTAL	370	1,737	98	53	2,258

Source: Ministries of interior/security of respective countries

Note: Data for Albania and B&H are not available

It can be observed in the table above that this indicator of irregular migration, like most others, points to Asia as the main source of irregular migrants to the WB region: Pakistan, Afghanistan and Syria make up for more than a half of all detected smuggled migrants.

4. CONCLUSIONS

To sum up major findings about basic regular and irregular migration towards, through and from the WB region, the following conclusions could be drawn:

Legislative and Administrative Framework

1. The countries of the region are pretty much unified in legislative and institutional frameworks for migration management. They are all on the way of harmonizing their rules with the EU acquis, but still need additional improvements, especially with respect to the laws and institutional support to the international protection of migrants. One of the major problems is the diversity of definitions used for basic concepts like illegal stay or order to leave the country. The diversity is also high with regard to strategies and action plans related to certain types of migration. Findings from small-scale qualitative research reveal that the major problem is with institutional practices, but additional research is needed in this direction in order to set clearer targets for capacity building.
2. Framework for coordinated regional management of migration was enriched by the adoption of Southeast Europe 2020 Strategy produced by the Regional Cooperation Council (RCC). The strategy was developed with active participation of WB governments and several IOM missions in the region assessed that it would be used in benchmarking further strategic planning in WB countries.

Regular Migration

3. Serbia is in the centre of regional migration related to work, education and family reunification and consequently this gives the tone to this type of migration in the whole region. Seasonal migration and citizenship acquisition in Montenegro also has significant impact on regional trends. The number of temporary residence permits is growing in time, but almost a quarter of them are acquired by the Serbian citizens in Montenegro, mostly for seasonal work or several months' stay in summer houses. The number of permits issued to Russian and Turkish citizens is increasing, too, mostly for reasons of employment and family reunification.
4. The structure of the basis for issuing temporary permits did not significantly vary on the level of the region in the period 2009-2013: 50%-55% of permits were issued for work/employment, 30%-35% for family reunification and 5%-10% for study and research. Apparently, labour migration are not gaining importance in the region, they are still small in size, localized and

seasonally biased. The pattern is the same with permanent permits: the number is slowly growing, but it is mostly Serbs obtaining Montenegrin permits. Migration related to education is almost negligible.

Flows of Western Balkan nationals towards the EU

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5. Migration of WB citizens towards the EU, Norway, Switzerland and Iceland are of higher intensity than those towards or inside the region. Apart from transit and tourist visits, there were more than one hundred thousand people that acquired temporary residence permits in 2013. The number of first permits issued to WB citizens in the EU, Norway, Switzerland and Iceland increased in 2013, but less than the general increase in the number of issued permits in these countries. Consequently, the share of WB citizens in the total number of issued permits dropped. The major drop occurred with the citizens of Albania, while other countries in the region experienced growth in the number of issued permits. The structure is changing too: more of them are getting permits for the reason of family reunification and less because of employment.
6. Despite many attempts made by the EU and WB countries to put in place mechanisms to prevent the abuse of asylum by their citizens in EU Member States, the number of WB citizens applying for asylum in EU Member States, Norway, Switzerland and Iceland increased over the years, making 14.1% of total number of asylum requests in these countries in 2013.
7. Irregular emigration of WB citizens to the EU and other European countries remains a serious issue. The number of WB citizens found illegally present in the EU increased (except in the case of Albanian citizens, where the number decreased significantly).

Irregular Migration towards WB countries

8. The number of persons refused entry to WB countries significantly decreased during 2009-2013. The majority of refused entries are attributed to migrants possessing invalid documents, lacking visas or permits and possessing insufficient funds. Major groups of migrants identified in the statistics for refused entry are the citizens of WB countries.
9. Unlike migrants refused entry, the number of illegal entries increased during the same period; it increased for more than four times in the period 2009-2012, but then got back to the 2011 level in 2013. Here the majority of migrants are the citizens of countries located outside the region, mostly from Asia and Africa (the largest share comes from Afghanistan).
10. The number of foreigners found illegally staying in WB countries varied in the observed period, increasing in some years and dropping back in others. These migrants were mostly third country nationals from countries outside the region (Afghanistan, Pakistan, Turkey, Libya and others).

11. Irregular migration is strongly linked to asylum abuse. Differences between expressed intentions for requesting international protection and formally submitted requests provide grounds for the assumption that the attempt to obtain asylum status is often used in order to legalize the status before continuing migration towards the EU. The short stay of the majority of asylum seekers and the high number of cases dismissed due to the absence of asylum seekers, also point to this assumption. The accuracy of asylum requests processing in the WB region should be investigated in order to isolate it as a factor of abandoning by asylum seekers and to make the former assumption more valid.

12. Information obtained through several interviews with stakeholders in the region in 2012 indicated that the picture on human trafficking in WB had changed from a transnational to a more internal problem. Victims and perpetrators of human trafficking are mostly domestic citizens. However, research results also indicate that this picture on trafficking in human beings may be biased due to the inadequacy of VoT identification mechanisms. In some countries, VoTs are often categorized only as having been exploited for sexual purposes, thus excluding other victims that may have been trafficked for other purposes and exploited in other ways. It is possible that VoTs identified abroad, as well as VoTs for labour exploitation, are underestimated in the statistics available. In addition, a part of the problem related to support to VoT might be attributed to the inconsistency of the support mechanisms. These mechanisms usually spread tasks and responsibility over several actors from different sectors and if the role of coordinator is missing support service might be slow and insufficient.

5. RECOMMENDATIONS

1. The main recommendation with regard to migration with the purposes of work and education is that the countries in the region should extend cooperation and sign agreements, both within the region and with EU countries, which regulate these types of migration and protect the rights of the migrants. Seasonal employment should be treated in these agreements and respective laws as well. This is the way to increase the value of human resources in the region and to contribute to faster economic recovery of the region. As for the agreements inside the region, Southeast Europe 2020 Strategy could be used as a general framework.

The main challenges for the improvement of irregular migration management are related to the improvement of identification and referral mechanisms of irregular migrants, as well as identification mechanisms of the victims of trafficking. Therefore the following is recommended:

2. **Synchronization of legislative frameworks between countries and with the EU.** The study on the comparative normative and institutional frameworks for migration management in the WB region produced by MARRI has provided a map of the key laws and institutions and has identified some of the main gaps in the overall framework. This report has revealed that the legislative basis for record-keeping and monitoring trends in irregular migration is crucial for obtaining comparable data at the regional level. It has emphasized the importance of data comparability as key to providing evidence for further improvement of policies within the region. Differences in definitions, and in the form of data collected, can be an important obstacle to a more coordinated action in managing irregular migration. Therefore, further synchronization of legal definitions throughout the region should be achieved through regional cooperation.
3. **Availability and comparability of data for monitoring the situation and trends at the regional level.** Data collection and data analysis in this report indicated that the comparability and availability of data should be improved in order to allow for regional monitoring. Data should be standardized in the following ways:
 - Reasons for refusal of entry should be standardized across WB countries.
 - Illegal entries should be registered in all countries at four points: BCPs, green borders, in the country and upon exiting the country. These data should then be disaggregated according to citizenship, age and gender and the place of detection.
 - Illegal stay should be defined in the same manner across the region, as well as 'termination of residence', 'protective measure of order to leave', 'expulsion/deportation', and 'security

measure of deportation'. Data should be disaggregated according to major reasons for these acts, age and gender.

- Foreigners detected while engaged in the smuggling of migrants (migrants and smugglers) should be recorded and the data disaggregated according to age, gender and place of detection.
- Data on WB nationals who were returned according to Readmission Agreements from EU countries to WB countries should be standardized.
- Data on victims of trafficking should be standardized, or at least made more transparent, since the identification of VoTs differs significantly between WB countries (e.g. in some countries even NGOs can participate in identifications, such as in Serbia, while in other countries, only processed cases after valid prosecution can be identified as VoTs, like in Montenegro).
- Overall statistics on irregular migration should include data on unaccompanied minors.

4. **Cross-border cooperation for more efficient prevention of illegal entries should be further developed.** It is very important that intra-regional cooperation and cooperation between WB countries and the EU or other international entities, became substantially developed during the EU accession process. However, this cooperation must develop further in order to manage irregular migration more successfully. This cooperation can take many forms and the research conducted for the purpose of drafting this report has indicated the need to improve certain types of cooperation, in particular:

- Cooperation is needed between the countries of the region to establish identities of irregular migrants that are transiting through the region. In this respect, data-sharing on irregular migrants across the WB and with neighbouring countries (and not only) is a key feature of the process and must be enhanced. WB countries have already started to pilot Joint Border Crossing Points (BCPs), which enables faster data collection and information exchange. However, it would be a good practice if **real time** data exchange among border authorities within the WB could be ensured. Therefore, a regional data collection and sharing system on migration would be optimal.
- Enhanced cooperation is required among WB countries as concerns the methods of issuing travel documents for irregular transiting migrants. This is particularly true for specific WB countries that have no diplomatic representation in the migrants' countries of origin. In such cases, a neighbouring country may be able to provide assistance by providing access to the consular services of the respective country to identify migrants and issue travel documents.
- With relation to the treatment of irregular migrants, a concern faced by the majority of WB countries is the availability of interpreters for various languages that were previously rare in the region. To this extent, it would be advisable that WB countries share lists of interpreters (multi-language skilled) in order to facilitate their communication with irregular migrants/asylum seekers.

- To the extent possible, joint return flights, coordinated among neighbouring countries, to return third country irregular nationals are also recommended, particularly in cases of long-haul flights, which are very expensive.

5. Migration management should become an integral part of local developmental and social inclusion policies in order to tackle the problem of irregular emigration and ‘false asylum seekers’ with more success. Improved social inclusion of tentative irregular migrants from WB to the EU is a necessary part of sustainable policy for the resolution of this problem. The exchange of good practices between local communities and countries in the region could contribute to the enhancement of national and local capacities for preventing and tackling irregular emigration and appropriate integration of returnees.

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6. Identification mechanisms of the victims of human trafficking should be improved. This can be achieved in several ways:

- By including various actors in the process of identification, including NGOs working with VoTs.
- By enhancing cooperation between WB countries and countries of destination where VoTs are identified and supported.
- By ensuring that the definition of human trafficking is strictly used in practice thus allowing for better identification of certain forms of trafficking that are not so apparent (such as labour exploitation, forced begging and so on).
- By improving identification skills among law enforcement and service providers for the detection of human trafficking elements among smuggled migrants and asylum seekers.

7. Support to the victims of trafficking should be improved in certain aspects, particularly when they are minors. This calls for specific protection measures for child victims of human trafficking, such as specialized shelters or accommodation facilities. Furthermore, considering that most of the human trafficking cases involve victims trafficked inside the WB region, the mechanism for long-term reintegration of the victims should be strengthened.

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ANNEX

Table A1.1: Total border crossings in WB countries in 2009, 2010, 2011, 2012 and 2013

	2009	2010	2011	2012	2013	2012-2013
Former Yugoslav Republic of Macedonia	-	8,641,160	9,761,957	9,546,137	10,274,645	+7.6%
Albania	2,443,030	11,383,256	11,718,699	14,818,654	13,693,778	-7.6%
Serbia	49,953,261	48,053,263	48,698,342	48,324,928	50,262,545	+4.0%
Montenegro	10,785,499	11,687,597	12,297,969	12,383,088	13,203,781	+6.6%
B&H	51,432,186	50,438,747	40,861,983	39,329,623	41,995,554	+6.8%
Kosovo*	11,302,236	11,917,373	10,136,858	11,343,712	11,510,307	+1.5%
Total	125,916,212	142,121,396	133,475,808	135,746,142	140,940,610	+3.8%

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Source: Ministries of interior of respective countries, Border Police for B&H

Table A1.2: Temporary residence permits issued on various bases in WB countries in 2009, 2010, 2011, 2012 and 2013

	2009	2010	2011	2012	2013	2012-2013
Former Yugoslav Republic of Macedonia	3,745	2,651	2,328	2,656	2,768	+4.2%
Albania	5,638	3,783	4,160	4,559	5,158	+13.1%
Serbia	5,961	6,301	6,381	6,893	6,696	-2.9%
Montenegro	-	17,022	21,490	25,650	30,834	+20.2%
B&H	7,512	8,131	7,661	8,838	9,953	+12.6%
Kosovo*	-	-	1,722	1,866	2,078	+11.4%
Total	22,856	37,888	43,742	50,462	57,487	+13.9%

Source: Ministries of interior/security of respective countries

Note: Data for Albania for 2013 available only for January-July

Table A1.3. Top five citizenships issued first temporary residence permit per WB country, 2009-2013

	2009	2010	2011	2012	2013
Albania	Turkey (2795) China (703) Italy (345) USA (341) Kosovo* (202)	Turkey (1093) Italy (391) USA (353) China (341) Kosovo* (264)	Turkey (923) Italy (629) Kosovo* (399) USA (372) China (208)	Turkey (953) Italy (796) Kosovo* (424) USA (390) Greece (292)	Turkey (1057) Italy (1046) Kosovo* (563) Greece (350) Canada (187)
B&H	Serbia (1979) Turkey (1375) Croatia (704) Montenegro (497) China (469)	Serbia (1849) Turkey (1735) Croatia (775) Montenegro (629) China (511)	Serbia (1896) Turkey (1281) Croatia (866) China (607) Montenegro (552)	Serbia (1979) Turkey (1843) Croatia (1031) Montenegro (662) China (584)	Turkey (2360) Serbia (2040) Croatia (1028) China (674) Montenegro (637)
Former Yugoslav Republic of Macedonia	Serbia (812) Turkey (691) Albania (556) Kosovo* (271) USA (142)	Turkey (512) Serbia (457) Albania (396) Kosovo* (236) Bulgaria (114)	Turkey (538) Albania (340) Serbia (279) Kosovo* (201) Bulgaria (122)	Turkey (664) Serbia (380) Albania (289) Kosovo* (274) Bulgaria (103)	Turkey (547) Albania (410) Serbia (387) Kosovo* (207) Greece (200)
Kosovo*	N/A	N/A	Not disaggregated	Not disaggregated	Turkey (565) Albania (372) Serbia (278) FYROM (147) USA (127)
Montenegro	N/A	Serbia (6720) B&H (3990) Russia (2922) FYROM (1834) Albania (474)	Serbia (9183) B&H (4833) Russia (3862) FYROM (1792) Albania (496)	Serbia (11196) B&H (5640) Russia (5064) FYROM (1851) Ukraine (534)	Serbia (13876) B&H (6455) Russia (6203) FYROM (2008) Ukraine (711)
Serbia	Not disaggregated by citizenships	Not disaggregated by citizenships	China (1245) Russia (662) B&H (421) Croatia (335) FYROM (305)	China (1100) Russia (707) Italy (420) FYROM (288) B&H (238)	China (865) Russia (834) Libya (699) Greece (325) B&H (297)
Total WB region			Serbia (11,358) B&H (5,254) Russia (4,514) Turkey (2,742) FYROM (2,097)	Serbia (13,555) B&H (5,878) Russia (5,771) Turkey (3,460) FYROM (2,139)	Serbia (16,481) Russia (7,037) B&H (6,752) Turkey (4,529) FYROM (2,155)

Source: Ministries of interior/security of respective countries

Table A1.4: Acquired citizenship in WB countries in 2009, 2010, 2011, 2012 and 2013

	2009 ¹⁸	2010	2011	2012	2013	2012-2013
Former Yugoslav Republic of Macedonia	846	1,176	1,243	1,098	1,260	+14.8%
Albania	70	98	228	548	147	-73.2%
Serbia	-	24,294	17,866	18,652	18,652	0
Montenegro	-	10,685	8,483	9,079	8,953	-1.4%
B&H	945	827	718	817	649	-20.6%
Kosovo*	95	117	278	195	124	-36.4%
Total	1,861	37,197	28,816	30,389	29,785	-2.0%

Source: Ministries of interior/security of respective countries

Table A2.1: Refused entry to WB countries in 2009, 2010, 2011, 2012 and 2013

	2009	2010	2011	2012	2013	2012-2013
Former Yugoslav Republic of Macedonia	3,349	3,513	2,548	3,115	2,905	-6.7%
Albania	417	504	409	397	303	-23.7%
Serbia	21,897	14,586	9,561	8,101	8,069	-0.4%
Montenegro	2,251	2,624	2,205	1,412	1,224	-13.3%
B&H	5,103	3,514	3,830	2,998	2,079	-30.7%
Kosovo*	1,396	745	1,838	1,911	1,509	-21%
Total	34,413	25,486	20,391	17,934	16,089	-10.3%

Source: Ministries of interior of respective countries, Border Police for B&H

¹⁸ Data for Montenegro and Serbia are missing.

Table A2.2: Refused entry to WB countries according to reason in 2009, 2010, 2011, 2012 and 2013

Reasons for refused entry	2009		2010		2011		2012		2013	
	No.	%	No.	%	No.	%	No.	%	No.	%
No visa	5,544	16.1	5,807	22.8	3292	16.1	2893	18.3	6438	40
Invalid travel documents (damaged, expired)	6,399	18.6	4,572	17.9	3576	17.5	1807	11.4	325	2
Lack of funds	2,264	6.6	1,591	6.2	1872	9.2	1412	8.9	553	3.4
Other	20,206	57.6	13,516	53.1	11,651	57.2	9,677	61.4	8,773	54.5
Total	34,413	100	25,486	100	20,391	100	15,789	100	16,089	100

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Source: Ministries of interior of respective countries, Border Police for B&H

Table A2.3: Registered illegal entries in WB countries in 2009, 2010, 2011, 2012 and 2013

Illegal entry in WB countries											
Apprehended at BCP, Apprehended at green border, Apprehended in the country, Apprehended on exiting the country											
Country	2009		2010		2011		2012		2013		2012-2013
	No.	%	No.	%	No.	%	No.	%	No.	%	%
Serbia	2,029	44.5	4,320	65.8	11,483	86.2	16,407	85.1	8,573	64.2	-47.7
B&H	381	8.3	310	4.7	324	2.4	389	2.0	228	1.7	-41.1
Former Yugoslav Republic of Macedonia	1,415	30.9	1,101	16.8	469	3.5	682	3.5	1,132	8.5	+66.0
Kosovo*	159	3.4	259	3.9	194	1.5	211	1.1	720	5.4	+241.2
Montenegro	507	11.1	489	7.4	425	3.2	475	2.5	714	5.4	+50.3
Albania	81	1.8	91	1.4	426	3.2	1,126	5.8	1,978	14.8	+75.6
Total	4,572	100	6,570	100	13,321	100	19,290	100	13,345	100	57,098

Source: Ministries of Interiors of respective countries, Border Police for B&H

Table A2.4: Foreigners found illegally present in WB countries in 2009, 2010, 2011, 2012 and 2013

	2009	2010	2011	2012	2013	2013-2009
Former Yugoslav Republic of Macedonia	272	333	259	431	443	171
Albania	96	417	444	-	923	827
Serbia	557	751	468	466	636	79
Montenegro	757	1,127	734	810	501	-256
B&H	1,231	1,298	1,186	-	1,126	-105
Kosovo*	86	243	149	240	-	-
Total	2,999	4,169	3,240	1,947	3,629	716

Source: Ministries of interior/security of respective countries

Note: Data missing for Albania and B&H in 2012 and for Kosovo* in 2013

 Table A2.5: Foreigners issued measure of termination of stay/residence in WB countries, according to citizenship, in 2009¹⁹

Termination of residence in WB countries, first ten citizenships, 2009		
Citizenship	No.	%
Serbia	439	13.2
B&H	434	13.0
Afghanistan	372	11.2
Romania	327	9.8
Albania	298	8.9
Former Yugoslav Republic of Macedonia	247	7.4
Turkey	223	6.7
Bulgaria	177	5.3
Kosovo*	146	4.4
China	44	1.3
Other	621	18.8
Total	3,328	100

Source: Ministries of interior/security of respective countries

¹⁹ Data for Albania and Kosovo* are missing.

Table A2.6: Foreigners issued measure of termination of stay/residence in WB countries, according to nationality, in 2010²⁰

Termination of residence in WB countries, first ten citizenships, 2010		
Citizenship	No.	%
Afghanistan	698	15.3
Palestine	695	15.2
Romania	453	9.9
B&H	418	9.2
Serbia	308	6.8
Albania	219	4.8
Turkey	181	4.0
Bulgaria	134	2.9
Algeria	112	2.5
Tunisia	106	2.3
Other	1,233	27.1
Total	4,557	100

Source: Ministries of interior/security of respective countries

Table A2.7: Foreigners issued measure of termination of stay/residence in WB countries, according to nationality, in 2011²¹

Termination of residence in WB countries, first ten citizenships, 2011		
Citizenship	No.	%
Afghanistan	2,469	29.2
Pakistan	1,488	17.6
Turkey	524	6.2
Libya	344	4.1
Palestine	344	4.1
Somalia	299	3.5
Serbia	299	3.5
B&H	267	3.2
Romania	267	3.2
Tunisia	254	3.0
Other	1,902	26.5
Total	8,457	100

Source: Ministries of interior/security of respective countries

²⁰ Data for Albania and Kosovo* are missing.

²¹ Data for Kosovo* are missing.

Table A2.8: Foreigners issued measure of termination of stay/residence in WB countries, according to nationality, in 2012²².

Termination of residence in WB countries, first ten citizenships, 2012		
Citizenship	No.	%
Afghanistan	2,660	31.8
Pakistan	1,619	19.3
Algeria	572	6.8
Somalia	388	4.6
Serbia	336	4
Romania	314	3.8
Morocco	290	3.5
Turkey	224	2.7
Palestine	213	2.5
Croatia	180	2.2
Other	1,574	18.8
Total	8,370	100

Source: Ministries of interior/security of respective countries

Table A2.9: Foreigners issued measure of termination of stay/residence in WB countries, according to nationality, in 2013²³

Termination of residence in WB countries, first ten citizenships, 2013		
Citizenship	No.	%
Pakistan	1,149	19.6
Afghanistan	703	12
Syria	652	11.1
Serbia	326	5.6
Albania	238	4.1
Bangladesh	196	3.3
Turkey	145	2.5
Nigeria	143	2.4
Eritrea	131	2.2
Morocco	126	2.2
Other	2,053	35
Total	5,862	100

Source: Ministries of interior/security of respective countries

²² Data for the Former Yugoslav Republic of Macedonia and Kosovo* are missing.

²³ Data for the Former Yugoslav Republic of Macedonia are missing.

Table A2.10: Foreigners issued protective measure of removal from WB countries due to their illegal stay in 2009, 2010, 2011, 2012 and 2013

	2009	2010	2011	2012	2013	2012-2013
Former Yugoslav Republic of Macedonia	545	679	443	376	917	+143.9%
Albania	64	97	454	929	1,280	+37.8%
Serbia	-	848	1,749	1,570	1,152	-26.6%
Montenegro	-	-	94	37	5	-86.5%
B&H	474	410	309	562	279	-50.5%
Kosovo*	-	269	389	338	94	-72.2%
Total	1,803	2,303	3,438	3,812	3,727	-2.2%

Source: Ministries of interior/security of respective countries