

**ULOGA VISOKOG PREDSTAVNIKA U BOSNI I
HERCEGOVINI U IMPLEMENTACIJI DEJTONSKOG
MIROVNOG SPORAZUMA I PROCESU INSTITUCIONALNE
STABILIZACIJE**

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Pregledni naučni rad

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Sažetak

U radu se proučava uloga i značaj Ureda visokog predstavnika u Bosni i Hercegovini u implementaciji Dejtonskog mirovnog sporazuma. Posebno se posvećuje pažnja ovlastima visokog predstavnika koje su proširene nakon Konferencije u Bonnu i koje omogućavaju donošenje obavezujućih odluka, nametanje zakona i smjenu političkih dužnosnika koji opstruiraju provođenje Dejtonskog mirovnog sporazuma, a koje su ključne za uklanjanje političkih prepreka i provođenje nužnih reformi. Ured visokog predstavnika djeluje kao međunarodna misija koja, kroz svoje diplomate i angažirane stručnjake, nadgleda političke procese u Bosni i Hercegovini, s posebnim naglaskom na osiguranje političke stabilnosti i sprječavanje blokada koje ometaju reforme. Kroz ove aktivnosti, visoki predstavnik omogućava postizanje političkog konsenzusa, što je posebno važno za napredak prema članstvu u NATO i EU.

Ključne riječi: *Visoki predstavnik, Dejtonski mirovni sporazum, stabilnost, NATO, EU*

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1. Uvod

Da bi se razumjela sadašnja politička situacija u Bosni i Hercegovini neophodno je osvrnuti se na historijski razvoj koji je doveo do ovakvog jedinstvenog ustrojstva. Tragični rat koji je uslijedio nakon proglašenja nezavisnosti Bosne i Hercegovine ostavio je duboke posljedice, a ključni dokumenti usvojeni su tokom ili neposredno nakon rata. Naročito su istaknuta pitanja, koja se tiču sigurnosti u Bosni i Hercegovini. Na njih utiču historijski naslijeđene podjele, kontradikcije unutar institucionalno-pravnog sistema, nesklad interesa konstitutivnih naroda, kao i djelovanje međunarodne zajednice.

Političko-pravni i nacionalni odnosi u velikoj mjeri određuju mogućnost razvoja efikasnog standarda bezbjednosti i funkcionalnog demokratskog sistema. Od potpisivanja Dejtonskog mirovnog sporazuma, odgovornost za sigurnosnu politiku u Bosni i Hercegovini formalno pripada državnim institucijama, dok se u praksi značajan dio ingerencija i dalje nalazi u nadležnosti entiteta. Ova situacija itekako naglašava potrebu za koordinacijom i nadzorom, a u čemu ključnu ulogu zauzima Ured visokog predstavnika u Bosni i Hercegovini (u daljnjem tekstu OHR). OHR predstavlja *ad hoc* međunarodnu instituciju osnovanu za nadziranje implementacije civilnih elemenata Dejtonskog mirovnog sporazuma, dogovorenog 21. novembra u Daytonu, država Ohio i potpisanog 14. decembra 1995. godine u Parizu. Upravni odbor Vijeća za implementaciju mira predlaže visokog predstavnika za Bosnu i Hercegovinu, čije imenovanje potvrđuje Vijeće sigurnosti Ujedinjenih naroda, koje je odobrilo Dejtonski mirovni sporazum i raspoređivanje međunarodnih vojnika u Bosni i Hercegovini.

2. Uloga visokog predstavnika u implementaciji civilnog dijela Dejtonskog mirovnog sporazuma

Visoki predstavnik za Bosnu i Hercegovinu na čelu OHR-a nadgleda provođenje civilnog dijela Dejtonskog mirovnog sporazuma od 1995. godine. OHR posjeduje ovlasti za "konačno interpretiranje" Sporazuma o civilnoj provedbi mirovnog rješenja i predsjedava Povjerenstvu (Zajedničko civilno povjerenstvo) u Bosni i Hercegovini. Nakon skoro dvogodišnje faze „mirovanja“ u implementiranju aktivnosti iz Dejtonskog mirovnog sporazuma (1995.-1997.), OHR je dobio ovlasti da direktno nameće zakone i sankcioniše izabrane zvaničnike, ukoliko se ispostavi da opstruiraju implementaciju Dejtonskog mirovnog sporazuma. To je ubrzalo mirovni proces i doprinijelo nekim od najvažnijih dostignuća u izgradnji mira u post-ratnoj Bosni i Hercegovini, što se posebno odnosi na uspostavljanje državnih institucija koje se bave pitanjima sigurnosti (Hadžović, 2009).

Uspostavljanje državnih institucija doprinosi jačanju vladavine prava. Njihovo uspostavljanje objedinjuje neka od najznačajnijih postignuća međunarodne zajednice u Bosni i Hercegovini. Ona se prvenstveno ogledaju u doprinosu vezanom za suzbijanje mogućnosti ponovnog konflikta, te pomoći Bosni i Hercegovini na njenom putu ka euroatlantskim integracijama (Hadžović, 2009). Visoki predstavnik predstavlja tijelo vlasti koje ne podliježe pravnim ograničenjima i ima mandat da:

- nadgleda provođenje mirovnog rješenja,
- održava veze sa stranama zbog promicanja potpunog pridržavanja s civilnim aspektima mirovnog rješenja i promicanja visokog stepena saradnje između njih i agencija koje sudjeluju u tom aspektu,
- usklađuje djelatnosti građanskih organizacija i agencija u Bosni i Hercegovini da bi se obezbijedilo uspješno provođenje civilnih aspekata mirovnog rješenja,
- olakša rješenje bilo kojih teškoća koje nastanu provođenjem civilnog rješenja ukoliko visoki predstavnik ocijeni da je to potrebno,
- sudjeluje na sastancima organizacija darovatelja, naročito na onima gdje se rješavaju pitanja obnove i izgradnje,
- periodično izvještava Ujedinjene narode, Europsku uniju, Sjedinjene Američke Države, Rusku Federaciju, kao i druge zainteresirane vlade, Strane i organizacije o napretku provedbe Dejtonskog mirovnog sporazuma u vezi sa zadaćama koje su postavljene,
- daje smjernice i prima izvještaje od predstavnika Međunarodnih operativnih policijskih snaga, osnovanih na temelju Aneksa 11 Općeg okvirnog sporazuma.²

U političkom sistemu doprinos visokog predstavnika se razvijao u skladu s mandatom. Doprinos visokog predstavnika uspostavljanju vladavine prava predstavlja glavni uslov za napredovanje u ostalim oblastima modernizacije. Aneks 10 Dejtonskog mirovnog sporazuma svjedoči da visoki predstavnik ima neograničene pravne ovlasti, koje nisu podvrgnute kontroli Ustavnog suda, kao i obavljanje tih ovlasti. Na osnovu Aneksa 10 utvrđujemo da se postojanje visokog predstavnika zasniva na volji izvornih strana. Prema Aneksu 10 Dejtonskog mirovnog sporazuma, OHR posjeduje status diplomatske misije na teritoriji Bosne i Hercegovine. U okviru OHR-a, zaposlenici se sastoje od diplomata koje šalju vlade zemalja članica Vijeća za implementaciju mira (PIC), međunarodnog osoblja kojeg OHR direktno angažira, te domaćih radnika iz Bosne i Hercegovine.

U inicijalnoj fazi, visoki predstavnik nije koristio pravno obavezujuća ovlaštenja. To se pokazalo nedovoljnim da on mirovni proces pokrene unaprijed. Najvažnije proširenje ovlasti visokog predstavnika desilo se na sastanku Vijeća za provedbu

² Više pogledati: Opći okvirni sporazum za mir u Bosni i Hercegovini.

mira u Bonnu, poznatom kao Bonselna konferencija. Na konferenciji Vijeća za provedbu mira (PIC) održanoj u Bonnu 10. decembra 1997. godine Vijeće za provedbu mira je, shodno tome, pozdravilo namjeru visokog predstavnika da od tada nadalje donosi obavezujuće odluke. Nakon te konferencije, visoki predstavnik počeo je nametati zakone i uklanjati s funkcije one zvaničnike koji nisu ispunjavali svoju obavezu provedbe mirovnog sporazuma. Ovo se generalno naziva korištenjem bonselnih ovlaštenja od strane visokog predstavnika.³ Tada je odlučeno da visoki predstavnik, koristeći svoje krajnje ovlasti za tumačenje sporazuma o civilnoj provedbi, može donositi obavezujuće odluke u cilju olakšanja provedbe mirovnog sporazuma. Ove ovlasti obuhvaćaju određivanje vremena, mjesta i predsjedavanja sastancima zajedničkih institucija, privremene mjere kada strane ne mogu postići dogovor, te druge aktivnosti potrebne za osiguranje neometanog rada zajedničkih institucija i provedbe Dejtonskog mirovnog sporazuma u cijeloj Bosni i Hercegovini. Na taj način je visoki predstavnik postao kraljem Bosne i Hercegovine, predmodernim suverenom čije se odluke ne mogu propitivati, kritizirati ili odbaciti. To je rezultiralo time da Ustavni sud Bosne i Hercegovine redovito odbija uzimati u razmatranje sporove u kojima neka domaća strana traži propitivanje i ocjenu odluka visokog predstavnika (Pehar, 2012).

Sa takvim ovlastima visoki predstavnik može sankcionisati potpuno rušenje Ustava, kao i destabilizaciju države. Visoki predstavnik u Bosni i Hercegovini može koristiti Bonselne ovlasti iz slijedećih odluka:

- ljudskih prava, pravnih reformi i ratnih zločina;
- ustavnih i zakonskih pitanja;
- izbjeglica i raseljenih osoba;
- javnog reda i mira i policijskih pitanja;
- medija;
- izbora;
- ekonomskih rekonstrukcija i reformi;
- sigurnosti i kontrole naoružanja;
- regionalnih pitanja i svih ostalih pitanja, odnosno slučajeva u kojima se krši implementacija Općeg okvirnog sporazuma za mir u BiH (Šenderović i Ademović, 2018).

Na samom početku, visoki predstavnik imao je samo savjetodavne ovlasti, te je stoga njegov uticaj na političare u Bosni i Hercegovini bio slabiji. Političke

³ Više pogledati: Venecijanska komisija. (2005). *Mišljenje o ustavnoj situaciji u Bosni i Hercegovini i ovlaštenjima visokog predstavnika*. Preuzeto 11.03.2026. sa [https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD\(2005\)004-bos](https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD(2005)004-bos)

blokade koje su bile prisutne, a koje su bile česte u post – dejtonskoj Bosni i Hercegovini nisu se mogle efikasno otkloniti bez međunarodne intervencije. Političke stranke veoma često su koristile svoje interese za blokadu reformi. Visoki predstavnik nije posjedovao mehanizme za efikasno prisiljavanje vlasti na provođenje Dejtonskog mirovnog sporazuma. Trebalo je koordinirati aktivnosti između entiteta, ali nedostatak ovlasti dovodio je do stagnacije u mnogim važnim pitanjima koja su vezana za reforme. Visoki predstavnici u početku nisu imali dovoljno mehanizama prisile, a političke elite koje su u to vrijeme bile na funkciji nisu bile spremne na saradnju. Ovlasti visokog predstavnika u početku su bile namijenjene da budu privremene i usmjerene na pomoć u stabilizaciji zemlje nakon sukoba.

Aneks 10 Dejtonskog mirovnog sporazuma o Bosni i Hercegovini svjedoči da visoki predstavnik ima neograničene pravne ovlasti. Pored toga, član V Aneksa 10 predviđa da visoki predstavnik ima konačnu nadležnost u tumačenju sporazuma o civilnoj provedbi mirovnog rješenja. Iako je takva formulacija u početku ukazivala na relativno ograničene ovlasti ove institucije, kasnijim širokim tumačenjem ove odredbe i donošenjem odluka Vijeće za implementaciju mira, posebno na sastancima u Bonnu 1997. godine i Madridu 1998. godine, uloga visokog predstavnika značajno je proširena. Time je ova institucija dobila mogućnost snažnog utjecaja na zakonodavnu, izvršnu i sudsku vlast u Bosni i Hercegovini. U jednoj osobi je objedinjena izvršna, sudska i zakonodavna vlast, a visoki predstavnik je postao "najutjecajnija institucija u Bosni i Hercegovini i jedina koja nije formalno zasnovana na podjeli vlasti" (Bieber, 2004).

Odluke visokog predstavnika ne podliježu žalbi, dok redovni sudovi nemaju nadležnost nad njima. Visoki predstavnik nije nezavisni sudac i nema demokratski legitimitet koji crpi od naroda Bosni i Hercegovini. Visoki predstavnik postao je stvarna poluga moći međunarodne zajednice u Bosni i Hercegovini (Franić, 2013). On radi po političkom programu, koji usaglašava međunarodna zajednica, i koji služi najboljem interesu zemlje i doprinosi ostvarenju standarda Vijeća Evrope. Interpolaciju "bonskog" OHR-a kao institucije međunarodne zajednice u politički sistem Bosne i Hercegovine potvrdio je Ustavni sud 2000. godine tako što je atestirao funkcionalnu dvojnost Visokog predstavnika:

"...Jedna vlast jednog pravnog sustava intervenira u drugom pravnom sustavu, čime njene funkcije postaju dualne. Isto vrijedi i za visokog predstavnika međunarodne zajednice: međunarodna zajednica mu je povjerila posebne ovlasti i njegov mandat je međunarodnog karaktera. U konkretnom slučaju, visoki predstavnik – čije ovlasti koje proizlaze iz Aneksa 10. Općeg okvirnog sporazuma, relevantnih rezolucija Vijeća sigurnosti Ujedinjenih naroda i Bonske deklaracije, nisu podložne kontroli Ustavnog suda, kao ni vršenje tih ovlasti – intervenirao je u pravni sistem Bosne i Hercegovine, supstituirajući domaće

vlasti. U tom pogledu on je, stoga, djelovao kao vlast Bosne i Hercegovine, a zakon koji je on donio je prirode domaćeg zakona, te se mora smatrati zakonom Bosne i Hercegovine (Ustavni sud, U9/00, 2000: 2).

Visoki predstavnik ima zadaću da održi stabilnost političke situacije. U obavljanju svoje dužnosti rukovodi se principom neutralnosti i principom odgovornosti lokalnih vlasti i sarađuje s građanima i institucijama Bosne i Hercegovine, kao i sa međunarodnom zajednicom kako bi se Bosna i Hercegovina razvila u mirnu i održivu demokratsku zemlju i osigurala ulazak u euroatlantske institucije. Visoki predstavnik je obavezan reagovati u svakoj situaciji kada domaći političari ne uspiju ostvariti ciljeve jedne moderne države, kao i zahtjeve građana. Koncentracija moći kroz ovlasti visokog predstavnika često se kritizira, jer dovodi do percepcije da Bosna i Hercegovina funkcioniše više kao međunarodni protektorat nego samostalna država. Iako je Dejtonskim mirovnim sporazumom predviđeno ograničeno prisustvo međunarodne zajednice, ona u Bosni i Hercegovini djeluje i danas, a brojni politički analitičari ističu da ovlasti visokog predstavnika u praksi znatno nadilaze prvobitne ciljeve.

Prvobitna ideja stvaranja unitarne države u suprotnosti je s Dejtonskim mirovnim sporazumom, koji definiše Bosnu i Hercegovinu kao državu tri konstitutivna naroda i dva entiteta. U pokušaju suzbijanja nacionalnih podjela, međunarodna zajednica podržavala je političke stranke s ograničenom biračkom potporom i predviđala gašenje nacionalnih stranaka, no rezultati izbora pokazuju da Hrvati glasaju za hrvatske, Srbi za srpske, a Bošnjaci za bošnjačke stranke. Dodatnu kritiku izaziva i činjenica da ne postoji efikasna kontrola mandata visokog predstavnika, dok njegove ovlasti uključuju promjenu Ustava, sazivanje ili otkazivanje izbora te upravljanje vojskom i policijom, što dodatno dovodi u pitanje suverenitet i demokratski karakter države.

Definirana uloga Visokog predstavnika nije smetnja da Bosna i Hercegovina bude kredibilan kandidat za članstvo u Evropskoj uniji, kako to danas ističu one snage i pojedinci u zemlji i inostranstvu, kojima ne odgovara demokratsko jačanje države Bosne i Hercegovine. Ukidanje institucije OHR-a, prije nego što on ostvari svoje zadatke navedene u Aneksu 10 DMS-a, upravo bi nas mnogo udaljilo od Evropske unije, i uz to, predstavljalo bi veliku opasnost za stabilnost, politički integritet i nezavisnost države Bosne i Hercegovine (Sadiković, 2016). Bosna i Hercegovina je postigla znatan napredak u postupku uspostavljanja mira. U postkonfliktnim društvima, naročito onima obilježenim etničkim podjelama kao što je Bosna i Hercegovina, visoki predstavnik predstavlja ključni faktor stabilizacije i institucionalne obnove. Zahvaljujući naporima OHR-a i međunarodne zajednice Bosna i Hercegovina provodi jednu od najuspješnijih reformi pravosudnog sistema u regionu i uspostavila je jedinstvene oružane snage, obavještajno sigurnosnu agenciju, graničnu službu, državnu agenciju za

istraživanje i zaštitu, carinsku službu i državni sud. Ove institucije uspostavljene su ili zakonima nametnutim direktno od strane OHR-a ili indirektno, uz njegov permanentan pritisak, koji je u krajnjoj instanci vodio do kompromisa među političkim akterima u Bosni i Hercegovini (Hadžović, 2009).

Osnovne aktivnosti koje je visoki predstavnik poduzimao bile su, s jedne strane, nametanje zakona i na državnom i na nivou entiteta, uključujući amandmane na entitetske ustave i, s druge strane, uklanjanje s funkcije državnih službenika ili izabranih javnih zvaničnika (uključujući Predsjednika entiteta ili člana Predsjedništva Bosne i Hercegovine) koji nisu sarađivali u provedbi Dejtonskog sporazuma, sa posebnim naglaskom na nedostatku saradnje sa Međunarodnim krivičnim sudom za bivšu Jugoslaviju (ICTY).⁴ Primaoci odluka visokog predstavnika često su bili utjecajni pojedinci čije su aktivnosti uglavnom služile percipiranim interesima njihove političke stranke ili etničke zajednice. S političkog aspekta, aktivnosti visokog predstavnika pokazale su se korisnima za postizanje napretka u Bosni i Hercegovini, koji bi bez njihove primjene bio znatno otežan. Ovo mišljenje dijele ne samo predstavnici međunarodne zajednice, već je ono široko prisutno i među domaćim stanovništvom te većinom političara, naročito u Federaciji Bosne i Hercegovine.

3. Visoki predstavnik i euroatlantske integracije

Visoki predstavnik igra ključnu ulogu u euroatlantskim integracijama, osiguravajući stabilnost, nadzirući provedbu Dejtonskog mirovnog sporazuma te potičući nužne reforme (pravosuđe, sigurnost) usklađene s EU i NATO standardima. Njihov angažman, uključujući upotrebu bonskih ovlasti, presudan je za prevazilaženje političkih blokada koje koče napredak prema članstvu. Samo funkcionalna država može uspješno da završi proces integracija, pri čemu je NATO nezamjenjiv partner Bosni i Hercegovini na tom putu.

„EUFOR i OHR su stoga još uvijek potrebni. Misija EUFOR-Althea mora zadržati svoj puni mandat i kapacitet da u kratkom roku rasporedi trupe. Procesi evropskih integracija i implementacije Daytonu međusobno se ne isključuju i nisu kontradiktorni. Naprotiv, oni su komplementarni i uzajamno se podržavaju, ako

⁴Ibid.

se njima upravlja na koordiniran način.“⁵ NATO već dugi niz godina ima značajnu ulogu u Bosni i Hercegovini, kao i razvijenu saradnju sa Uredom visokog predstavnika u Bosni i Hercegovini. Odnos Bosne i Hercegovine i NATO-a obilježen je dugoročnom saradnjom zasnovanom na Partnerstvu, sigurnosnim reformama i podršci stabilnosti države. NATO je odigrao glavnu ulogu u poslijeratnoj obnovi Bosne i Hercegovine. Odnosi Bosne i Hercegovine i NATO-a su se nastavili širiti izvan okvira Općeg okvirnog sporazuma za mir. Bosna i Hercegovina je država partner NATO-a, ali još uvijek ne i članica (Smailhodžić, 2025). Aktivnosti, kao i angažman visokog predstavnika imaju ključan značaj za očuvanje jedinstva države i jačanje procesa pomirenja među njenim građanima. Svaki vid osporavanja ili podrivanja autoriteta visokog predstavnika može negativno uticati na napredak Bosne i Hercegovine, jer takvi potezi mogu Bosnu i Hercegovinu udaljiti od stabilnosti i daljnjeg razvoja.

4. Izazovi u implementaciji ljudskih prava i sigurnosne politike u Bosni i Hercegovini

Bosna i Hercegovina je demokratska država koja djeluje u skladu s Ustavom i sastoji se od dva entiteta: Federacija Bosne i Hercegovine i Republika Srpska. Kroz svoje institucije, država je odgovorna za osiguravanje vladavine prava, zaštitu demokratskih standarda, javnu sigurnost, teritorijalni integritet i suverenitet, te ostvarivanje političke nezavisnosti i međunarodnog subjektiviteta. S obzirom da je Ustav Bosne i Hercegovine sastavni dio Općeg okvirnog sporazuma za mir u Bosni i Hercegovini i da je tim sporazumom, na zahtjev potpisnica, imenovan visoki predstavnik za nadzor implementacije mirovnog rješenja (Aneks 10, čl. 2.), može se zaključiti da Bosna i Hercegovina nije u potpunosti samostalna u kreiranju i provođenju svoje sigurnosne politike.

Visoki predstavnik posjeduje ovlasti potrebne za obavljanje svojih funkcija, uključujući sklapanje ugovora, stjecanje i raspolaganje nekretninama i osobnom imovinom i ima konačnu nadležnost za interpretaciju Sporazuma o civilnoj

⁵ Više pogledati: VP Schmidt se sastao sa generalnim sekretarom NATO-a: Podrška euroatlantskim aspiracijama BiH, Preuzeto 13.03.2026. sa

<https://www.google.com/url?sa=t&source=web&rct=j&opi=89978449&url=https://www.ohr.int/vp-schmidt-se-sastao-sa-generalnim-sekretarom-nato-a-podrska-euroatlantskim-aspiracijama-bih/&ved=2ahUKEwjpop2->

8aKTAxVIUKQEHXLTBQgQFnoECBkQAQ&usg=AOvVaw1ul_NfJeCy6sqlthYNYd0

provedbi mirovnog rješenja. Time je visoki predstavnik postao „najveći autoritet” u Bosni i Hercegovini. Odluke koje donosi često izazivaju različite pravno-političke interpretacije među konstitutivnim narodima i njihovim predstavnicima. Složena decentralizirana struktura Bosne i Hercegovine, uz historijske i etničke podjele, te prisustvo brojnih političkih blokova, čini ulogu visokog predstavnika ključnom za održavanje stabilnosti i efikasno funkcioniranje državnih institucija. Funkcija visokog predstavnika sve više se fokusira na poticanje političkog dijaloga, jačanje vladavine prava i konsolidaciju demokratskih institucija, uz paralelno osiguranje političke i institucionalne stabilnosti države. Bosna i Hercegovina, sa ustavnopravnim uređenjem predviđenim Daytonskim mirovnim sporazumom rukovođena domaćim političarima, teško bi uspjela kao država bez sudjelovanja međunarodnog činitelja, te su toga bili svjesni i tvorci Daytonskog mirovnog sporazuma (Petrović, 2022).

Država kakva egzistira u Bosni i Hercegovini već četrnaest godina zapravo je država koja ni uz pomoć visokog predstavnika kao vrhovnog tumača Dejtonskog mirovnog sporazuma nije u stanju primijeniti odredbe EK. Pokazalo se zapravo da je na osnovama Ustava Bosne i Hercegovine iz 1995. stvorena država koja nije dovoljno snažna da odgovori svojim domaćim, međunarodnopravnim obavezama, posebno svakako onim koje se odnose na status ljudskih prava. U Bosni i Hercegovini se pojavio u izvjesnom smislu „vajmarski sindrom“, koji se ogleda u bogatom katalogu ljudskih prava na jednoj strani i stvarne nemoći države da ta prava zaštiti čak ni ako se, u krajnjoj liniji, ugrožava opstanak i same države. Pokazuje se čak da država Bosna i Hercegovina nije u stanju ostvariti ni kontrolu ponašanja „entiteta“ Republike Srpske i Federacije Bosne i Hercegovine koji su nastali tokom rata nasilnom podjelom Republike Bosne i Hercegovine (Sadiković, 2012).

Visoki predstavnik za Bosnu i Hercegovinu ima ulogu konačnog tumača civilnog dijela Dejtonskog mirovnog sporazuma. Na taj način, visoki predstavnik, zajedno s međunarodnom zajednicom, treba doprinositi izgradnji države Bosne i Hercegovine i njenom osposobljavanju da samostalno ostvaruje i štiti proklamirana prava, uključujući i pravo na očuvanje vlastitog opstanka u situacijama rata ili drugih ozbiljnih prijetnji koje mogu ugroziti državu i njene građane. U tom smislu, funkcija visokog predstavnika može se povezati i sa ulogom demokratske države u situacijama „vanrednog stanja“. Prema mišljenju Venecijanska komisija iz 2005. godine, uloga visokog predstavnika posmatra se kao oblik „vlasti za vanredno stanje“, što dodatno ukazuje na posebnu prirodu i širinu njegovih ovlaštenja u procesu stabilizacije i funkcionisanja države.

5. Zaključak

U početnoj fazi djelovanja OHR-a reformske inicijative i politički procesi bili su znatno usporeni. Bonska ovlaštenja visokog predstavnika, koja uključuju pravo na donošenje obvezujućih odluka, ključna su za uklanjanje političkih prepreka i provođenje nužnih reformi. Iako je inicijalno djelovanje visokog predstavnika bilo ograničeno, nakon Banske konferencije 1997. godine njegov mandat je značajno proširen. Visoki predstavnik ima pravo nametanja zakona, smjene političkih dužnosnika koji opstruiraju provedbu sporazuma, te može intervenirati u svim pitanjima koja ugrožavaju provedbu Dejtonskog mirovnog sporazuma. Time je postao najviši autoritet u Bosni i Hercegovini, čije odluke ne podliježu pravnoj kontroli, čime se dodatno ograničava suverenitet države.

Današnje nadležnosti visokog predstavnika oblikovane su složenim političkim okolnostima, te kontinuiranim nastojanjima da se osiguraju stabilnost i demokratski razvoj države. Iako politička scena i dalje pokazuje određene poteškoće, poput etničkih podjela i čestih političkih blokada, uloga visokog predstavnika je i dalje važna. Istovremeno, određeni napredak u političkoj stabilnosti i razvoju institucija doveo je do smanjenja potrebe za veoma širokim ovlastima koje je ova funkcija ranije imala. Današnje djelovanje visokog predstavnika uglavnom je usmjereno na podršku političkim procesima, poticanje dijaloga između političkih aktera te jačanje vladavine prava i demokratskih principa.

U tom kontekstu, visoki predstavnik i dalje djeluje kao posrednik i podrška u postizanju političkih kompromisa. Međutim, sve veći naglasak stavlja se na jačanje domaćih institucija i veću odgovornost domaćih političkih lidera za funkcioniranje političkog sistema. Ipak, u određenim situacijama visoki predstavnik može intervenirati, posebno kada dolazi do zastoja u političkim procesima ili kada postoji rizik od destabilizacije države. Na taj način savremeni okvir njegovih ovlasti odražava težnju ka postupnom jačanju domaćih institucija, uz zadržavanje međunarodne podrške kao važnog faktora stabilnosti u Bosni i Hercegovini.

Uloga visokog predstavnika posebno je važna u kontekstu euroatlantskih integracija, jer njegovo djelovanje omogućava Bosni i Hercegovini da ispuni zahtjeve za članstvo u NATO i EU, istovremeno osiguravajući postepeni razvoj i konsolidaciju demokratskih institucija, jačanje vladavine prava, zaštitu ljudskih prava i osnovnih sloboda. Iako su ovlasti visokog predstavnika široke, s vremenom se njegovo djelovanje sve više usmjerava na jačanje domaćih institucija i veću odgovornost lokalnih vlasti, čime se teži smanjenju vanjskog utjecaja. Ipak, u slučaju ozbiljnih političkih zastoja, visoki predstavnik ostaje

ključni faktor za održanje stabilnosti Bosne i Hercegovine, koja je još uvijek podložna političkim blokadama i etničkim podjelama. Bosna i Hercegovina mora ojačati svoje kapacitete kako bi se efikasnije nosila s tim problemima i time doprinijela stvaranju sigurnijeg i stabilnijeg okruženja za sve građane. OHR djeluje kao međunarodna misija koja, kroz svoje diplomate i angažirane stručnjake, nadgleda političke procese u Bosni i Hercegovini, s posebnim naglaskom na osiguranje političke stabilnosti i sprječavanje blokada koje ometaju reforme.

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**THE ROLE OF THE OFFICE OF THE HIGH
REPRESENTATIVE IN BOSNIA AND HERZEGOVINA IN THE
IMPLEMENTATION OF THE DAYTON PEACE AGREEMENT
AND THE PROCESS OF INSTITUTIONAL STABILIZATION**

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Overview Scientific Paper

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Abstract

The paper examines the role and importance of the Office of the High Representative in Bosnia and Herzegovina in the implementation of the Dayton Peace Agreement. Special attention is given to the powers of the High Representative, which were expanded after the Bonn Conference and which enable the adoption of binding decisions, the imposition of laws, and the removal of political officials who obstruct the implementation of the Dayton Peace Agreement. These powers are crucial for removing political obstacles and implementing necessary reforms. The Office of the High Representative operates as an international mission that, through its diplomats and engaged experts, oversees political processes in Bosnia and Herzegovina, with a particular emphasis on ensuring political stability and preventing institutional blockages that hinder reform processes. Through these activities, the High Representative contributes to achieving political consensus, which is particularly important for Bosnia and Herzegovina's progress toward membership in NATO and EU.

Keywords: High Representative, Dayton Peace Agreement, stability, NATO, EU

1. Introduction

In order to understand the current political situation in Bosnia and Herzegovina, it is necessary to consider the historical development that led to this unique system of governance. The tragic war that followed the declaration of independence of Bosnia and Herzegovina left deep consequences, and key documents were adopted during or immediately after the war. Particular emphasis is placed on issues related to security in Bosnia and Herzegovina. These are influenced by historically inherited divisions, contradictions within the institutional and legal system, the misalignment of interests among the constituent peoples, as well as the role of the international community.

Political-legal and national relations largely determine the possibility of developing an effective security framework and a functional democratic system. Since the signing of the Dayton Peace Agreement, responsibility for security policy in Bosnia and Herzegovina has formally rested with state institutions, while in practice a significant portion of competencies still remains under the jurisdiction of the entities. This situation strongly highlights the need for coordination and oversight, in which the Office of the High Representative in Bosnia and Herzegovina (hereinafter: OHR) plays a key role. The OHR is an ad hoc international institution established to oversee the implementation of the civilian aspects of the Dayton Peace Agreement, agreed on November 21 in Dayton, Ohio, and signed on December 14, 1995, in Paris. The Steering Board of the Peace Implementation Council proposes the High Representative for Bosnia and Herzegovina, whose appointment is confirmed by the United Nations Security Council, which approved the Dayton Peace Agreement and the deployment of international military forces in Bosnia and Herzegovina.

2. The Role of the High Representative in the Implementation of the Civilian Aspects of the Dayton Peace Agreement

The High Representative for Bosnia and Herzegovina, as the head of the OHR, has overseen the implementation of the civilian aspects of the Dayton Peace Agreement since 1995. The OHR holds the authority for the “final interpretation” of the Agreement on the Civilian Implementation of the Peace Settlement and chairs the Commission (the Joint Civil Commission) in Bosnia and Herzegovina. After nearly a two-year period of “standstill” in implementing activities from the Dayton Peace Agreement (1995–1997), the OHR was granted powers to directly impose laws and sanction elected officials if they were found to be obstructing the implementation of the Agreement. This accelerated the peace process and contributed to some of the most significant achievements in peacebuilding in post-

war Bosnia and Herzegovina, particularly in establishing state institutions dealing with security issues (Hadžović, 2009).

The establishment of state institutions contributes to strengthening the rule of law. Their creation represents some of the most significant achievements of the international community in Bosnia and Herzegovina. These are primarily reflected in efforts to reduce the risk of renewed conflict and to assist Bosnia and Herzegovina on its path toward Euro-Atlantic integration (Hadžović, 2009). The High Representative represents an authority that is not subject to legal limitations and has the mandate to:

- oversee the implementation of the peace settlement,
- maintain contact with the parties in order to promote full compliance with the civilian aspects of the peace settlement and to encourage a high level of cooperation between them and the agencies involved in its implementation,
- coordinate the activities of civilian organizations and agencies in Bosnia and Herzegovina to ensure the successful implementation of the civilian aspects of the peace settlement,
- facilitate the resolution of any difficulties arising in connection with the implementation of the civilian settlement, if the High Representative deems it necessary,
- participate in meetings of donor organizations, particularly those addressing reconstruction and development issues,
- periodically report to the United Nations, the European Union, the United States, the Russian Federation, as well as other interested governments, parties, and organizations on the progress of the implementation of the Dayton Peace Agreement in relation to the assigned tasks,
- provide guidance to and receive reports from representatives of the International Police Task Force, established under Annex 11 of the General Framework Agreement.⁶

Within the political system, the contribution of the High Representative has evolved in accordance with the mandate. The High Representative's role in establishing the rule of law represents a key precondition for progress in other areas of modernization. Annex 10 of the Dayton Peace Agreement indicates that the High Representative has broad legal powers that are not subject to review by the Constitutional Court, including the exercise of those powers. Based on Annex 10, it can be concluded that the existence of the High Representative is founded on the will of the original signatory parties. According to Annex 10 of the Dayton Peace Agreement, the OHR holds the status of a diplomatic mission within the territory of Bosnia and Herzegovina. Within the OHR, staff consists of diplomats

⁶ See more: General Framework Agreement for Peace in Bosnia and Herzegovina.

appointed by the governments of the member states of the Peace Implementation Council (PIC), international personnel directly employed by the OHR, as well as local staff from Bosnia and Herzegovina.

In the initial phase, the High Representative did not exercise legally binding powers, which proved insufficient to move the peace process forward. The most significant expansion of the High Representative's authority occurred at the meeting of the Peace Implementation Council in Bonn, known as the Bonn Conference. At the PIC conference held in Bonn on December 10, 1997, the Peace Implementation Council welcomed the High Representative's intention to begin making binding decisions. Following this conference, the High Representative started imposing laws and removing from office those officials who failed to fulfill their obligations in implementing the peace agreement. This is generally referred to as the use of the "Bonn powers" by the High Representative.⁷ It was then decided that the High Representative, using his final authority in interpreting the Agreement on the Civilian Implementation of the Peace Settlement, could adopt binding decisions in order to facilitate the implementation of the peace agreement. These powers include determining the time, place, and chairing of meetings of joint institutions, adopting interim measures when the parties are unable to reach an agreement, as well as other actions necessary to ensure the uninterrupted functioning of joint institutions and the implementation of the Dayton Peace Agreement throughout Bosnia and Herzegovina. In this way, the High Representative came to be perceived as a "king" of Bosnia and Herzegovina, premodern sovereign whose decisions cannot be questioned, criticized, or rejected. This has resulted in the Constitutional Court of Bosnia and Herzegovina regularly refusing to consider disputes in which a domestic party seeks to challenge or review the decisions of the High Representative (Pehar, 2012).

With such powers, the High Representative can sanction actions that threaten the constitutional order, as well as the destabilization of the state. In Bosnia and Herzegovina, the High Representative may use the Bonn powers in relation to the following areas:

- human rights, legal reforms, and war crimes;
- constitutional and legal issues;
- refugees and displaced persons;
- public order and police matters;
- media;
- elections;
- economic reconstruction and reforms;

⁷ See more: Venice Commission. (2005). Opinion on the constitutional situation in Bosnia and Herzegovina and the powers of the High Representative. Retrieved on 11.03.2026 from [https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD\(2005\)004-bos](https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD(2005)004-bos)

- security and arms control;
- regional issues, as well as all other cases in which the implementation of the General Framework Agreement for Peace in Bosnia and Herzegovina is violated (Šenderović and Ademović, 2018).

At the very beginning, the High Representative had only advisory powers, and therefore his influence on politicians in Bosnia and Herzegovina was limited. The political blockades that were present, which were common in post-Dayton Bosnia and Herzegovina, could not be effectively removed without international intervention. Political parties often used their interests to obstruct reforms. The High Representative did not possess mechanisms to effectively compel the authorities to implement the Dayton Peace Agreement. Coordination between the entities was necessary, but the lack of authority led to stagnation in many important reform related issues. Initially, High Representatives did not have sufficient enforcement mechanisms, and the political elites in power at the time were not willing to cooperate. The powers of the High Representative were originally intended to be temporary and focused on assisting the stabilization of the country after the conflict.

Annex 10 of the Dayton Peace Agreement on Bosnia and Herzegovina indicates that the High Representative possesses extensive legal powers. In addition, Article V of Annex 10 provides that the High Representative has final authority in interpreting the Agreement on the Civilian Implementation of the Peace Settlement. Although such wording initially suggested relatively limited powers of this institution, subsequent broad interpretations of this provision and decisions adopted by the Peace Implementation Council, particularly at the Bonn meeting in 1997 and the Madrid meeting in 1998, significantly expanded the role of the High Representative. As a result, this institution gained the ability to exert strong influence over the legislative, executive, and judicial branches of power in Bosnia and Herzegovina. In one office, executive, judicial, and legislative authority became concentrated, and the High Representative became “the most influential institution in Bosnia and Herzegovina and the only one not formally based on the separation of powers” (Bieber, 2004).

Decisions of the High Representative are not subject to appeal, and ordinary courts have no jurisdiction over them. The High Representative is not an independent judge and does not derive democratic legitimacy from the people of Bosnia and Herzegovina. The High Representative has become a real instrument of power of the international community in Bosnia and Herzegovina (Franić, 2013). He operates according to a political agenda coordinated by the international community, which is intended to serve the best interests of the country and contribute to the achievement of Council of Europe standards. The interpolation of the “Bonn” OHR as an institution of the international community

within the political system of Bosnia and Herzegovina was confirmed by the Constitutional Court in 2000, by affirming the functional duality of the High Representative: "...One authority of one legal system intervenes in another legal system, whereby its functions become dual. The same applies to the High Representative of the international community: the international community has entrusted him with special powers and his mandate is of an international character. In the present case, the High Representative – whose powers deriving from Annex 10 of the General Framework Agreement, relevant United Nations Security Council resolutions, and the Bonn Declaration are not subject to the control of the Constitutional Court, nor is the exercise of those powers – intervened in the legal system of Bosnia and Herzegovina, substituting domestic authorities. In this regard, he therefore acted as an authority of Bosnia and Herzegovina, and the law he enacted is of the nature of domestic law and must be considered a law of Bosnia and Herzegovina (Constitutional Court, U 9/00, 2000: 2)."

The High Representative has the task of maintaining the stability of the political situation. In carrying out this duty, he is guided by the principles of neutrality and the responsibility of local authorities, and cooperates with the citizens and institutions of Bosnia and Herzegovina, as well as with the international community, in order to develop Bosnia and Herzegovina into a peaceful and sustainable democratic country and to ensure its accession to Euro-Atlantic institutions. The High Representative is obliged to react in any situation where domestic politicians fail to achieve the goals of a modern state, as well as the demands of its citizens. The concentration of power through the High Representative's authorities is often criticized, as it creates the perception that Bosnia and Herzegovina functions more as an international protectorate than as an independent state. Although the Dayton Peace Agreement envisaged a limited presence of the international community, it continues to operate in Bosnia and Herzegovina to this day, and many political analysts point out that the powers of the High Representative in practice significantly exceed the original intentions. The original idea of creating a unitary state is in contradiction with the Dayton Peace Agreement, which defines Bosnia and Herzegovina as a state of three constituent peoples and two entities. In an attempt to reduce national divisions, the international community supported political parties with limited electoral support and envisaged the elimination of nationalist parties; however, election results show that Croats vote for Croatian parties, Serbs for Serbian parties, and Bosniaks for Bosniak parties. Additional criticism is also directed at the fact that there is no effective control over the High Representative's mandate, while his powers include changing the Constitution, calling or canceling elections, and managing the army and police, which further calls into question the sovereignty and democratic character of the state.

The defined role of the High Representative is not an obstacle for Bosnia and Herzegovina to become a credible candidate for membership in the European Union, as is sometimes claimed by certain forces and individuals in the country and abroad who are not in favour of the democratic strengthening of the state of Bosnia and Herzegovina. The abolition of the OHR institution before it fulfills its tasks set out in Annex 10 of the Dayton Peace Agreement would, in fact, move Bosnia and Herzegovina further away from the European Union and would also pose a serious threat to the stability, political integrity, and independence of the state (Sadiković, 2016). Bosnia and Herzegovina has achieved significant progress in the peacebuilding process. In post-conflict societies, especially those marked by ethnic divisions such as Bosnia and Herzegovina, the High Representative represents a key factor of stabilization and institutional reconstruction. Thanks to the efforts of the OHR and the international community, Bosnia and Herzegovina has implemented one of the most successful judicial reforms in the region and has established unified armed forces, an intelligence and security agency, a border service, a State Investigation and Protection Agency, a customs service, and a state court. These institutions were established either through laws directly imposed by the OHR or indirectly, under its permanent pressure, which ultimately led to compromises among political actors in Bosnia and Herzegovina (Hadžović, 2009).

The main activities undertaken by the High Representative included, on the one hand, the imposition of laws at both the state and entity levels, including amendments to entity constitutions, and, on the other hand, the removal from office of state officials or elected public figures (including the President of an entity or a member of the Presidency of Bosnia and Herzegovina) who failed to cooperate in the implementation of the Dayton Peace Agreement, with particular emphasis on non-cooperation with the International Criminal Tribunal for the former Yugoslavia (ICTY).⁸ Recipients of the High Representative's decisions were often influential individuals whose actions were largely driven by the perceived interests of their political party or ethnic community. From a political perspective, the activities of the High Representative proved useful for achieving progress in Bosnia and Herzegovina, which would have been significantly more difficult without their implementation. This view is shared not only by representatives of the international community but is also widely present among the domestic population and the majority of politicians, particularly in the Federation of Bosnia and Herzegovina.

⁸ Ibid.

3. The High Representative and Euro-Atlantic Integration

The High Representative plays a key role in Euro-Atlantic integration by ensuring stability, overseeing the implementation of the Dayton Peace Agreement, and encouraging necessary reforms (in the fields of justice and security) in line with EU and NATO standards. Their engagement, including the use of the Bonn powers, is crucial for overcoming political blockages that hinder progress toward membership. Only a functional state can successfully complete the integration process, with NATO being an indispensable partner of Bosnia and Herzegovina on this path.

"EUFOR and the OHR are still needed. The EUFOR-Althea mission must maintain its full mandate and capacity to deploy troops in the short term. The processes of European integration and the implementation of Dayton are not mutually exclusive or contradictory. On the contrary, they are complementary and mutually supportive, if managed in a coordinated manner."⁹ NATO has played a significant role in Bosnia and Herzegovina for many years, with a well-established cooperation with the Office of the High Representative in Bosnia and Herzegovina. The relationship between Bosnia and Herzegovina and NATO has been characterized by long-term cooperation based on Partnership, security reforms, and support for the stability of the state. NATO played a major role in the post-war reconstruction of Bosnia and Herzegovina. The relationship between Bosnia and NATO has continued to expand beyond the framework of the General Framework Agreement for Peace. Bosnia and Herzegovina is a NATO partner country but is still not a member (Smailhodžić, 2025). The activities and engagement of the High Representative are crucial for maintaining the unity of the state and strengthening the reconciliation process among its citizens. Any form of contesting or undermining the authority of the High Representative can negatively impact the progress of Bosnia and Herzegovina, as such actions could move the country away from stability and further development.

4. Challenges in the Implementation of Human Rights and Security Policy in Bosnia and Herzegovina

Bosnia and Herzegovina is a democratic state that operates in accordance with its Constitution and consists of two entities: the Federation of Bosnia and Herzegovina and the Republic of Srpska. Through its institutions, the state is

⁹ See more: VP Schmidt met with NATO Secretary General: Support for Bosnia and Herzegovina's Euro-Atlantic aspirations, Retrieved 13.03.2026 from https://www.google.com/url?sa=t&source=web&rct=j&opi=89978449&url=https://www.ohr.int/vp-schmidt-se-sastao-sa-generalnim-sekretarom-nato-a-podrska-euroatlantskim-aspiracijama-bih/&ved=2ahUKEwjpop2-8aKTaxVIUKQEHXLTBQgQFnoECBkQAQ&usg=AOvVaw1ul_NfJeCy6sqlthYNYd0

responsible for ensuring the rule of law, protecting democratic standards, public security, territorial integrity, sovereignty, and achieving political independence and international subjectivity. Given that the Constitution of Bosnia and Herzegovina is an integral part of the General Framework Agreement for Peace in Bosnia and Herzegovina, and that, at the request of the signatories, a High Representative was appointed to oversee the implementation of the peace agreement (Annex 10, Art. 2), it can be concluded that Bosnia and Herzegovina is not fully independent in the creation and implementation of its security policy.

The High Representative possesses the necessary powers to perform his functions, including the authority to conclude contracts, acquire and manage real estate and personal property, and has final jurisdiction over the interpretation of the Agreement on Civil Implementation of the Peace Settlement. In this way, the High Representative has become the "highest authority" in Bosnia and Herzegovina. The decisions he makes often provoke various legal and political interpretations among the constituent peoples and their representatives. The complex decentralized structure of Bosnia and Herzegovina, coupled with historical and ethnic divisions, and the presence of numerous political blocs, makes the role of the High Representative crucial for maintaining stability and ensuring the effective functioning of state institutions. The function of the High Representative is increasingly focused on promoting political dialogue, strengthening the rule of law, and consolidating democratic institutions, while concurrently ensuring the political and institutional stability of the state. Bosnia and Herzegovina, with its constitutional arrangement as envisioned by the Dayton Peace Agreement and led by domestic politicians, would struggle to succeed as a state without the involvement of an international actor, a fact recognized by the architects of the Dayton Peace Agreement (Petrović, 2022).

The state that exists in Bosnia and Herzegovina today, even with the help of the High Representative as the supreme interpreter of the Dayton Peace Agreement, has been unable to implement the provisions of the European Convention on Human Rights (ECHR) for fourteen years. It has become evident that the state created on the basis of the 1995 Constitution of Bosnia and Herzegovina is not strong enough to fulfill its domestic and international legal obligations, particularly those related to human rights. In a certain sense, Bosnia and Herzegovina has developed what can be referred to as a "Weimar syndrome," characterized by a rich catalogue of human rights on one hand and the real incapacity of the state to protect these rights, even when, in the extreme, the very existence of the state itself is at risk. It is even apparent that the state of Bosnia and Herzegovina is incapable of exercising control over the behavior of the "entities" — the Republic of Srpska and the Federation of Bosnia and Herzegovina — which emerged during the war through the violent division of the Republic of Bosnia and Herzegovina (Sadiković, 2012).

The High Representative for Bosnia and Herzegovina serves as the final interpreter of the civilian aspect of the Dayton Peace Agreement. In this role, the High Representative, together with the international community, should contribute to the building of the state of Bosnia and Herzegovina and its ability to independently realize and protect its proclaimed rights, including the right to preserve its own existence in situations of war or other serious threats that may endanger the state and its citizens. In this regard, the function of the High Representative can also be associated with the role of a democratic state in situations of "state of emergency." According to the opinion of the Venice Commission from 2005, the role of the High Representative is seen as a form of "emergency power," which further highlights the special nature and scope of his powers in the process of stabilizing and functioning of the state.

5. Conclusion

In the initial phase of the OHR's operations, reform initiatives and political processes were significantly slowed down. The Bonn powers of the High Representative, which include the right to make binding decisions, are crucial for removing political obstacles and implementing necessary reforms. Although the High Representative's initial actions were limited, after the Bonn Conference in 1997, his mandate was significantly expanded. The High Representative has the authority to impose laws, remove political officials who obstruct the implementation of the agreement, and intervene in any matters that threaten the implementation of the Dayton Peace Agreement. As a result, he became the highest authority in Bosnia and Herzegovina, whose decisions are not subject to legal review, further limiting the sovereignty of the state.

The current powers of the High Representative have been shaped by complex political circumstances and ongoing efforts to ensure the stability and democratic development of the country. Although the political scene still shows certain difficulties, such as ethnic divisions and frequent political blockages, the role of the High Representative remains important. At the same time, some progress in political stability and the development of institutions has led to a reduction in the need for the broad powers that this position previously held. Today, the actions of the High Representative are mostly focused on supporting political processes, encouraging dialogue between political actors, and strengthening the rule of law and democratic principles.

In this context, the High Representative continues to act as a mediator and support in achieving political compromises. However, there is an increasing focus on strengthening domestic institutions and enhancing the responsibility of local political leaders for the functioning of the political system. Nevertheless, in certain situations, the High Representative may intervene, especially when there

are blockages in political processes or when there is a risk of destabilizing the country. In this way, the modern framework of his powers reflects the aim of gradually strengthening domestic institutions, while maintaining international support as an important factor of stability in Bosnia and Herzegovina.

The role of the High Representative is particularly important in the context of Euro-Atlantic integration, as his actions enable Bosnia and Herzegovina to meet the requirements for NATO and EU membership, while also ensuring the gradual development and consolidation of democratic institutions, strengthening the rule of law, and protecting human rights and fundamental freedoms. Although the High Representative's powers are extensive, over time, his actions have increasingly focused on strengthening domestic institutions and increasing the responsibility of local authorities, aiming to reduce external influence. However, in the event of serious political deadlocks, the High Representative remains a key factor in maintaining stability in Bosnia and Herzegovina, which is still susceptible to political blockages and ethnic divisions. Bosnia and Herzegovina must strengthen its capacities to better address these issues and contribute to creating a safer and more stable environment for all its citizens. The OHR functions as an international mission that, through its diplomats and engaged experts, monitors political processes in Bosnia and Herzegovina, with a particular focus on ensuring political stability and preventing blockages that hinder reforms.

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