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HOW MUCH DOES PUBLIC SAFETY COST US?

Analysis of budget items of police services in
Bosnia and Herzegovina



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POINTPULSE 
WESTERN BALKANS PULSE FOR POLICE INTEGRITY AND TRUST

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About the POINTPULSE

The POINTPULSE aim to contribute to increased trust in the law enforcement agencies in the Western Balkans by promoting police integrity. Seven civil society organizations are members of the POINTPULSE: Analytica, Belgrade Centre for Security Policy, Balkan Investigative Reporting Network, Centre for Security Studies, Institute Alternative, Institute for Democracy and Mediation and Kosovo Centre for Security Studies.

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INTRODUCTION

In Bosnia and Herzegovina, there are 16 police agencies organized on different levels of governance, and 5 more institutions closely connected to police activities. Such a complicated police system is a reflection of the constitutional and social-political order in BiH.

The goal of the presented analysis is to show how much of the budget is being allocated to finance the police structures in BiH. The analysis contains ten cantonal and two entity ministries of interior, Police of Brčko District, Ministry of Security BiH and its seven administrative organizations.¹ Concerning the time of the research, the budget costs in 2011 and 2015 were analyzed. The time gap of four calendar years provides basis to identify trends and consumption dynamics important for the functioning of the above mentioned institutions. Primary sources of data used in the research are audit reports for 2011 and budgets of different government levels for the year 2015.

RECOMMENDATIONS

To rationalize the use of budget funds for financing police institutions in BiH, the CSS suggest:

- Consider changing the police system on the federal level, because the existing 11 ministries of interior do not represent a model which is economically efficient and functional in the context of providing citizen services;
- Conducting joint public procurement for material and technical equipment of police institutions, where it is possible, to gain financial advantages while contracting larger amounts of goods, resources or services;
- Conduct qualitative analysis of existing systematizations of work positions in all police institutions and consider the possibility of outsourcing for specific activities, for example cleaning of workplaces, maintaining vehicles, forensic examinations etc;

1 These are: Border Police, State Investigation and Protection Agency (SIPA), Service for Foreigners Affairs, Direction for Coordination of Police Bodies, Agency for Forensic and Expert Examinations, Agency for Education and Professional Training and Police Support Agency. In this analysis, special focus will be on agencies with classical police powers (Border Police, State Investigation and Protection Agency and Direction for Coordination of Police Bodies).



- Developing adequate strategies and specialized organizational units for human resource management and education in order to employ, assign, and use human potential depending on needs, trends in criminal activity etc;
- Creating new possibilities for using new information and communication technologies, in order to advance, modernize and reduce costs in the field of human and material resources of all police structures in their jobs and tasks.

In the text below, information about collective budgets of different governmental levels will be presented; collective budget allocations for police activities, the individual financial allocations for that use including the percentage (cantonal level) compared to the total individual budgets; and number of employees in police agencies.

CANTONAL LEVEL

During 2011, the budget funds of all cantons were 2.105.797.656 BAM.² From these funds, a total of 297.309.789 BAM was allocated for cantonal Ministries of Interior (14,12%).

The Ministry of Interior of Sarajevo Canton received the highest amount of funding with 72.985.400 BAM. Tuzla Canton, the Canton with the largest population, was allocated 49.873.497 BAM for interior affairs. The Ministry of Interior of Posavina Canton received the smallest budget of 5.584.900 BAM. The highest percentage of budget allocations for Ministries of Interior was Central Bosnia Canton (21,75%), Canton 10 (19,61%) and Herzegovina-Neretva Canton (19,04%).³ The most employed Ministry of Interior was Sarajevo Canton with 1.919 employees (in the report the number of employees refers to police officers and state officials and other employees). Tuzla Canton had 1.915 employees, and Posavina Canton had the lowest number at 205.

2 The highest budget had Sarajevo Canton with the amount of 716.500.000 BAM. Tuzla Canton is following with the budget of 370.362.369 BAM and Zenica-Doboj Canton with 265.500.800 BAM.

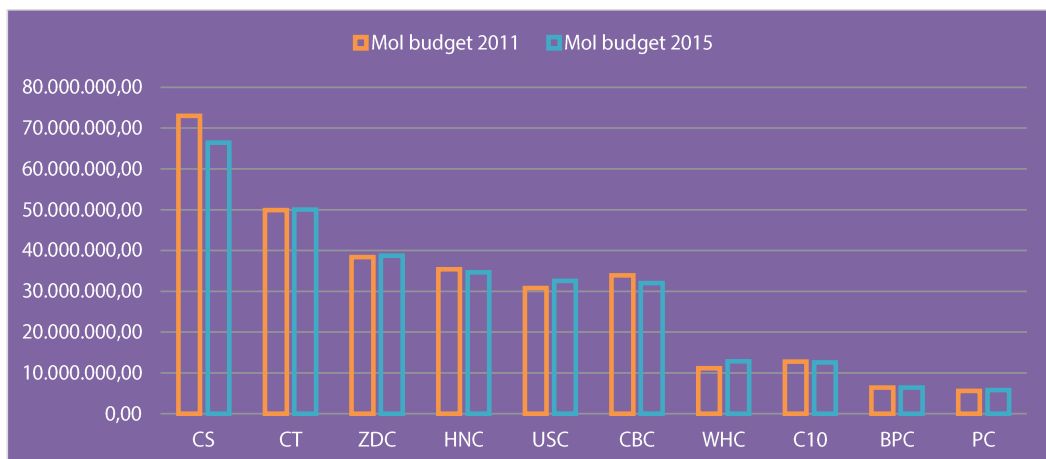
3 The lowest percentage of allocations for Mol has Sarajevo Canton (10,18%). But, that Canton has also the highest budget in total.



In 2015, the collective budget of cantonal governments was 2.164.325.007,33 BAM (2,78% higher than 2011).⁴ The collective budget increase was not matched by collective financial allocations for Ministries of Interior, which were allocated 292.093.290 BAM (1,75% lower than 2011). Sarajevo Canton was still allocating the most funds for interior affairs, 66.436.400 BAM, approximately 9% lower than 2011. The budget of the MOI of Tuzla Canton is 50.059.600,57 BAM approximately 0,37% higher compared to 2011.

Posavina Canton had the lowest budget for interior affairs in 2015 at 5.800.440 BAM (3,86% higher compared to 2011).⁵ The highest percentage of allocations for interior affairs from the total budget was by the Central Bosnia Canton (18,61%), Herzegovina-Neretva Canton (17,92 %), Canton 10 (17,54%), and the West Herzegovina Canton (16,91%).

Illustration 1: Budgets of cantonal Ministries of Interior in 2011 and 2015



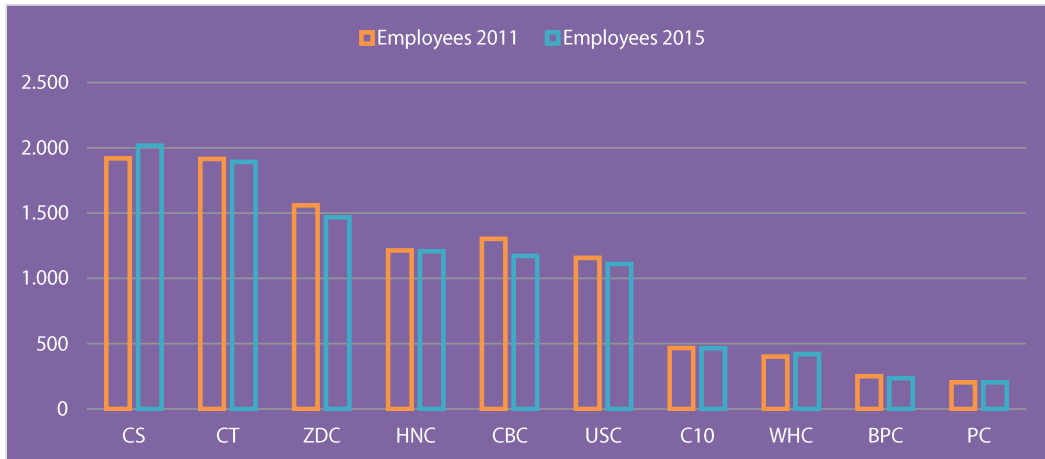
4 In percentage, eight cantons recorded budget growth, and the other two scored worse than in 2011. The highest growth had Una-Sana Canton with almost 21%, and Bosnian-Podrinje Canton Gorazde recorded a budget fall for almost 16%. Sarajevo Canton had the highest budget with 676.300.000 BAM (for 5,61% percent lower compared to 2011). Tuzla Canton budget was 379.911.323,33 BAM (2,58% lower than in 2011), while Zenica-Doboj Canton had funds in the amount of 278.363.656 BAM (4,84% higher).

5 The biggest budget growth in budget allocation for a Ministry of Interior compared to 2011 was West Herzegovina Canton with 15,37%.



In terms of the number of employees, there is a slight decline in most cantons in comparison to 2011.⁶ The ministry in Sarajevo Canton had the most employees (2.018), Canton Tuzla had 1.893 employees (1,15 % lower compared to 2011), and Posavina Canton had the lowest number of employees (204).

Illustration 2: Number of employees in cantonal Ministries of Interior for 2011 and 2015



ENTITY LEVEL OF GOVERNMENT

In 2011, the Federation BiH had a budget of 1.699.318.442 BAM. From that amount, 42.183.286 BAM (2,48%) was provided to the Federal Ministry of Interior Activities. The number of ministry employees was 927. In 2015, the budget of FBiH was 2.348.412.392 BAM, 38,2% higher than 2011. The budget of the Ministry of Interior Activities was 40.252.344 BAM, 4,58% lower than 2011. Despite the lower budget, the number of employees increased to 979 (5,61% higher than in 2011). In the Federation BiH, 339.493.075 BAM (cantons and Federation BiH) was allocated for the needs of interior affairs in 2011, while the number of employees was 11.319. In 2015 these funds were slightly lower at 332.345.634 BAM, and the same trend is evident in the number of employees which was a total of 11.175.

⁶ Eight cantons recorded a decline in the number of employees. The biggest decline, about 10%, was recorded in Central Bosnia Canton (2011 – 1.303/2015 – 1.173). Only Sarajevo and West Herzegovina Cantons recorded an increase in the number of employees (5,16% and 4,74%).



In 2011, the Republika Srpska⁷ had a budget of 1.825.000.000 BAM. 150.550.649 BAM (8,25%) was allocated for the entity Ministry of Interior, which had 6.858 employees. In 2015, an increase in the total budget is evident, as well as the financial allocations for the needs of the Ministry of Interior. The total budget was 2.033.000.000 BAM, while the entity ministry was allocated 165.852.000 BAM. In the same year, a slight decrease in the number of employees is also evident compared to 2011, at 6.820.

Brcko District BiH

In 2011, the total budget of the Brcko District BiH was 202.396.520 BAM, and 10.661.302 BAM was allocated to police agencies. There were 306 employees in the Brcko District Police. In 2015, an increase is evident in the budget (229.289.664,93 BAM), financial allocations for police purposes (11.590.355,99 BAM), and number of employees (320).

STATE LEVEL OF GOVERNMENT

In 2011, the budget of Bosnia and Herzegovina was 1.245.115.495 BAM. From the total budget, 147.062.755 BAM (11,81%) was allocated to the Ministry of Security of BiH and its administrative organizations.

The budget of the Ministry of Security of BiH was 7.565.791 BAM, while most of the funds were allocated for the Border Police, at approximately 71.791.324 BAM. State Investigation and Protection Agency (SIPA) was allocated 30.298.000 BAM and the Directorate for Coordination of Police Bodies of Bosnia and Herzegovina was allocated 25.200.000 BAM.

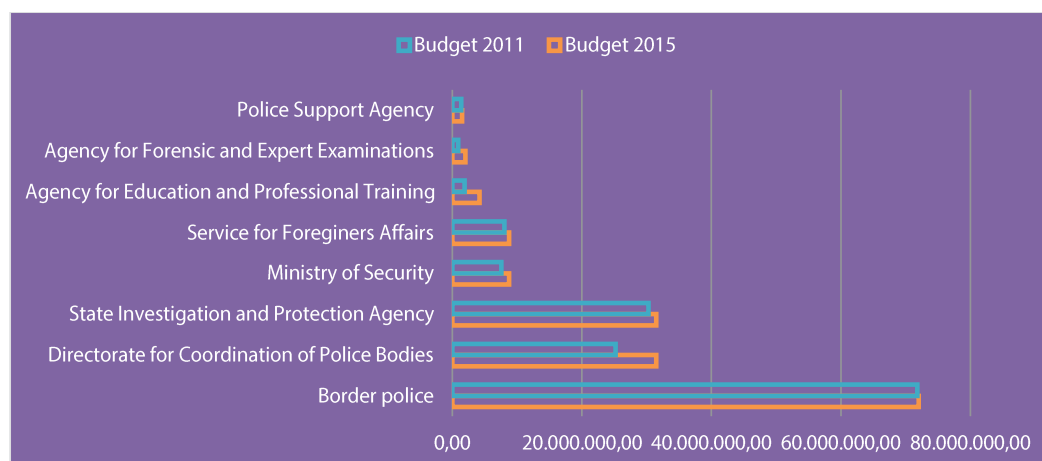
The Ministry of Security BiH and its administrative organizations had 4.255 employees. The Ministry of Security had a total of 188 employees.

The Border Police has the largest number of employees among administrative organizations at 2.202, followed by the Directorate for Coordination of Police Bodies with 825 employees, while the SIPA had 711 employees.

⁷ In Republika Srpska, funds for civil protection, Republic Administration of Civil Protection, are included in the budget allocations for Mol.



Illustration 3: Budgets of the Ministry of Security and its administrative organizations for 2011 and 2015



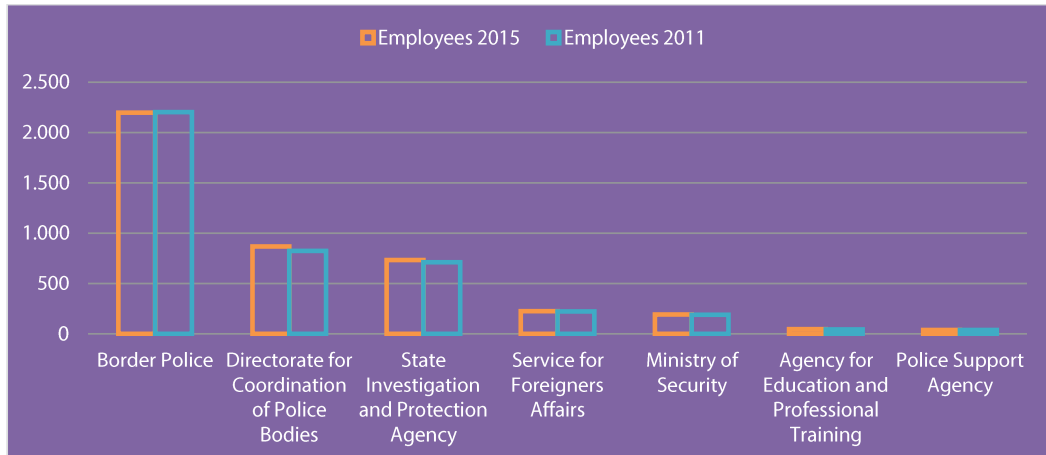
In 2015, the budget of Bosnia and Herzegovina was 1.563.580.625 BAM, 25,58% higher compared to 2011. For the Ministry of Security BiH and its administrative organizations, 160.284.000 BAM was allocated (10,25% of the total budget). These funds are almost 9% higher compared to 2011.

The budget of the Ministry of Security was 8.761.000 BAM, 15,80% higher than 2011. The Border Police is still the higher paid institution with a budget of 72.031.000 BAM. The budgets of SIPA and the Directorate for Coordination of Police Bodies are approximately equal. SIPA received 31.489.000 BAM, while the budget of the Directorate for Coordination of Police Bodies was 31.498.000 BAM.

In 2015, the total number of employees slightly increased to 4.330. The number of employees in the Ministry of Security BiH was 192. The number of employees in the Border Police was 2.198 (0,18% lower than in 2011). The Directorate for Coordination of Police Bodies had 868 employees (5,21% higher than in 2011), while the SIPA recorded a slight increase in the number of employees at 734 employees (3,23% increase to 2011).



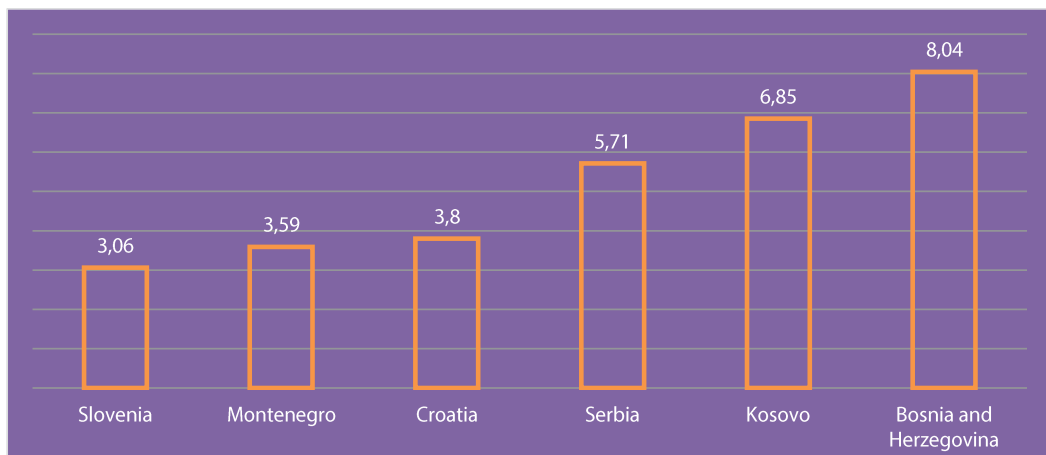
Illustration 4: Number of employees in the Ministry of Security and its administrative organizations for 2011 and 2015



In 2015, the total amount of budgets for all government levels was 8.3 billion BAM, which is 17,82% higher compared to 2011. Allocations for police agencies which have approximately 23.000 employees have also increased by 3,44% and amounted to 670 million BAM, or 8,04% of budget allocations.

For example, Republic of Slovenia allocates 3,06% of the total budget for the Ministry of Interior, Republic of Montenegro 3,59%, Republic of Croatia 3,80%, Republic of Serbia 5,71% and the Republic of Kosovo 6,85%. BiH stands out as the country in the region that allocates the highest percentage of funding for police agencies.

Illustration 5: The percentage of allocations for police agencies in the region for 2015





LEVEL	2011				2015				INDEX			CHANGES		
	2. TOTAL BUDGET	3. MIO/ INSTITUTIONS BUDGET	4. % OF TOTAL BUDGET	5. NUMBER EMPLOYEES	6. TOTAL BUDGET	7. MIO/ INSTITUTIONS BUDGET	8. % OF TOTAL BUDGET	9. NUMBER EMPLOYEES	6./2.	7./3.	9./5.	6.-2.	7.-3.	9.-5.
I CANTONS														
UNA-SANA CANTON	196.963.130,00	30.781.167,00	15,63	1.157	238.292.096,00	32.576.346,00	13,67	1.111	120,98	105,83	96,02	41.328.966,00	1.795.179,00	-46
POSAVINA CANTON	31.329.500,00	5.584.900,00	17,83	205	37.584.540,00	5.800.440,00	15,43	204	119,97	103,86	99,51	6.255.040,00	215.540,00	-1
TUZLA CANTON	370.362.369,00	49.873.497,00	13,47	1.915	379.911.323,33	50.059.600,57	13,18	1.893	102,58	100,37	98,85	9.548.954,33	186.103,57	-22
ZENICA-DOBOJ CANTON	265.500.800,00	38.403.774,00	14,46	1.560	278.363.656,00	38.746.413,00	13,92	1.469	104,84	100,89	94,17	12.862.856,00	342.639,00	-91
BOSNIAN PODRINJE CANTON	48.090.901,00	6.418.160,00	13,35	251	40.687.942,00	6.376.120,00	15,67	236	84,61	99,34	94,02	-7.402.959,00	-42.040,00	-15
CENTRAL-BOSNIA CANTON	155.917.800,00	33.921.400,00	21,76	1.303	171.974.847,00	32.006.900,00	18,61	1.173	110,30	94,36	90,02	16.057.047,00	-1.914.500,00	-130
HERZEGOVINA-NERETVA CANTON	185.915.800,00	35.405.570,00	19,04	1.215	193.608.559,47	34.685.569,76	17,92	1.207	104,14	97,97	99,34	7.692.759,47	-720.000,24	-8
WEST-HERZEGOVINA CANTON	69.938.300,00	11.135.000,00	15,92	401	75.988.682,00	12.847.000,00	16,91	420	108,65	115,37	104,74	6.050.382,00	1.712.000,00	19
CANTON SARAJEVO	716.500.000,00	72.985.400,00	10,19	1.919	676.300.000,00	66.436.400,00	9,82	2.018	94,39	91,03	105,16	-40.200.000,00	-6.549.000,00	99
CANTON 10	65.279.056,00	12.800.921,00	19,61	466	71.613.362,00	12.558.501,00	17,54	465	109,70	98,11	99,79	6.334.306,00	-242.420,00	-1
TOTAL I	2.105.797.656,00	297.309.789,00	14,12	10.392	2.164.325.007,33	292.093.290,33	13,50	10.196	102,78	98,25	98,11	58.527.351,33	-5.216.498,67	-196
II ENTITETI I DISTRIKT														
FEDERATION BIH	1.699.318.442,00	42.183.286,00	2,48	927	2.348.412.392,00	40.252.344,00	1,71	979	138,20	95,42	105,61	649.093.950,00	-1.930.942,00	52
REPUBLIKA SRPSKA	1.825.000.000,00	150.550.649,00	8,25	6.858	2.033.000.000,00	165.852.000,00	8,16	6.820	111,40	110,16	99,45	208.000.000,00	15.301.351,00	-38
BRCKO DISTRICT	202.396.520,00	10.661.302,00	5,27	306	229.289.664,93	11.590.355,99	5,05	320	113,29	108,71	104,58	26.893.144,93	929.053,99	14
TOTAL II	3.726.714.962,00	203.395.237,00	5,46	8.091	4.610.702.056,93	217.694.699,99	4,72	8.119	123,72	107,03	100,35	883.987.094,93	14.299.462,99	28
III BOSNIA AND HERZEGOVINA	1.245.115.495,00				1.563.580.625,00				125,58			318.465.130,00		
MINISTRY OF SECURITY BIH		7.565.791,00	0,61	188		8.761.000,00	0,56	192		115,80	102,13		1.195.209,00	4
BORDER POLICE BIH		71.791.324,00	5,77	2.202		72.031.000,00	4,61	2.198		100,33	99,82		239.676,00	-4
STATE INVESTIGATION AND PROTECTION AGENCY (SIPA)		30.298.000,00	2,43	711		31.489.000,00	2,01	734		103,93	103,23		1.191.000,00	23
SERVICE FOR FOREIGN AFFAIRS		8.057.018,00	0,65	222		8.744.000,00	0,56	226		108,53	101,80		686.982,00	4
DIRECTORATE FOR COORDINATION OF POLICE BODIES BIH		25.200.000,00	2,02	825		31.498.000,00	2,01	868		124,99	105,21		6.298.000,00	43
AGENCY FOR FORENSIC AND EXPERT EXAMINATIONS BIH		896.780,00	0,07	23		2.031.000,00	0,13	27		226,48	117,39		1.134.220,00	4
AGENCY FOR EDUCATION AND PROFESSIONAL TRAINING BIH		1.879.938,00	0,15	45		4.214.000,00	0,27	47		224,16	104,44		2.334.062,00	2
POLICE SUPPORT AGENCY BIH		1.373.924,00	0,11	39		1.516.000,00	0,10	38		110,34	97,44		142.076,00	-1
TOTAL III		147.062.755,00	11,81	4.255		160.284.000,00	10,25	4330		108,99	101,76		13.221.245,00	75
TOTAL I + II + III	7.077.628.113,00	647.767.781,00	9,15	22.738	8.338.607.689,26	670.071.990,32	8,04	22.645	117,82	103,44	87,80	1.260.979.576,26	22.304.209,32	1,12

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