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**POPULATION AND HOUSING CENSUSES IN THE
COUNTRIES OF SOUTHEASTERN EUROPE**

- study -

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FOREWORD

Population and housing censuses are among the most complex and comprehensive statistical operations organized by national institutions. At the same time, censuses are of crucial importance for the design of the fact-based development policies at national, regional and local levels. They provide the governments with facts essential for policy-making, planning and administration, while also providing the business sector with necessary information on population characteristics, aiding their respective decision making processes.

All countries in Southeastern Europe are expected to conduct population and housing censuses during 2020 and 2021. A comprehensive study on population and housing censuses in the region, outlining the methodology, past experiences and best practices applied by the countries in the region can be very helpful to the respective national Parliaments in the process of preparation of the legislative framework regulating the forthcoming population and housing censuses in 2020 and 2021.

Bearing in mind the importance of the proposed topic, and especially the crucial role of the parliamentary research services in providing impartial, relevant, timely and authoritative information and analysis to the Member of our respective Parliaments, the Parliamentary Institute invited the research services of the Parliaments in the region to contribute to the regional study by preparing a research paper on the topic of population and housing censuses in their respective country. The product of the joint research - the regional study, aims to provide the Members of our respective Parliaments with a wider view of the problem, enhancing their capacity to perform their legislative and supervisory roles based on timely and relevant information.

I. ALBANIA

History of Censuses in Albania

1918 In January of 1916 almost the whole territory of Albania was occupied by the Austrian-Hungarian army with the exception of the fringes in the south of the country, which were occupied by Bulgarian, French, Italian and Greek troops. The population census was taken on the appointed date of March 1st 1918. The census of 1918 was organized by an expert on statistics, the Graz-based Franz Seiner.

1923 The first population census conducted by the Albanian governmental administration was taken in 1923; many of its results have been published on a macro level.

1930 The next population census was taken in 1930, the original data of which is still available although not as compact stock.

1950 Censuses from 1950 – 1989 (six censuses) were regularly conducted and results were published in the statistical yearbook of 1991.

2001 The Census of Population and Housing 2001 was the first census that was held after the Post-Communist period. It was conducted in April 2001.

2011 The last Census in Albania was held in 2011.

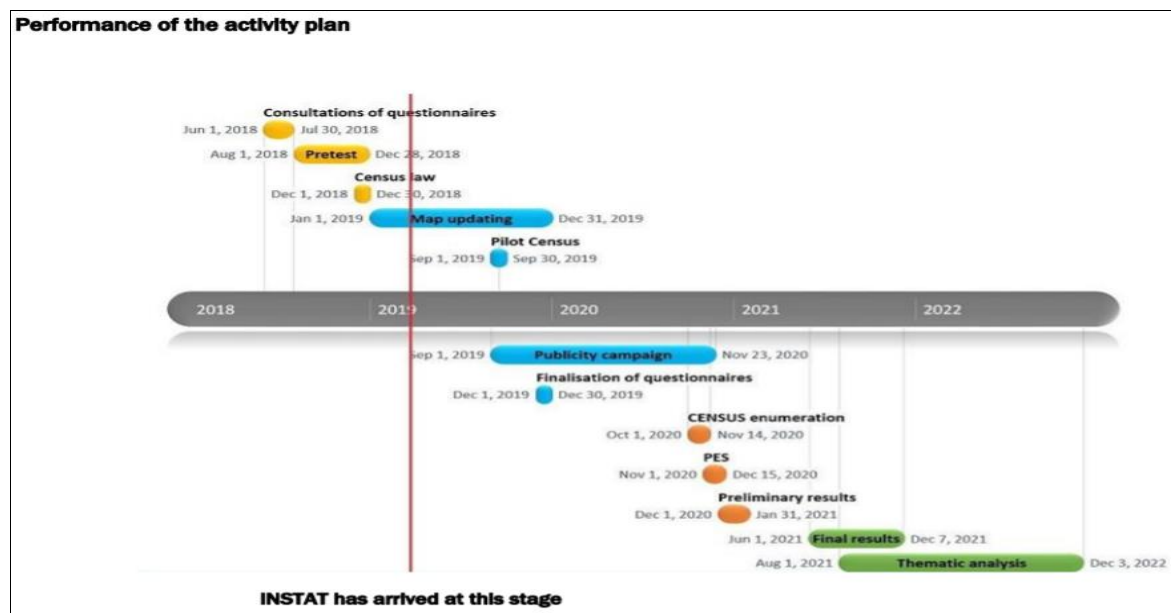
Census data and a set of the analysis of census have been published on INSTAT's website. The Census 2011 in Albania is the 11th in the history of the Albanian censuses. It was conducted in 2011 as in the most of the European countries following UNECE/Eurostat recommendations, in the framework of the 2010 World Population and Housing Census Programme of the United Nations.

Next Census

It is currently planned to advance the Census date by one year to 1 October 2020. The reasons are operational. In summer of 2021, national elections will be held in Albania. The election campaign would overlap with the preparations for any Census in 2021 (including the start of the Census communication and publicity campaign). The field-work would take place at the beginning of a new government cycle, starting in the early fall of 2021. INSTAT considers that this as a serious risk to the successful conduct of the Albanian Population and Housing Census.

The Pilot Census will thus be conducted in October 2019.

If Albania conducts a Census on 1 October 2020, its reference date will not be in 2021. However, Census data will be made available in 2021 and Albania will comply with the requirement of the framework regulation to conduct a Census at the beginning of the decade, in line with the UN/ECE Recommendations for the 2020 Census Round¹.



Source: INSTAT “Buletini Cens 2020” No.3 JANUARY - MARCH 2019

Methodology for the collection of data for the census, in terms of choice of one of the optional data sources stipulated by the Article 4 of the Regulation (EC) No 763/2008 of the European Parliament and of the Council of 9 July 2008 on population and housing censuses , as well as in terms of its practical implementation.

Albania expressed in 2011 the intention to change census methodology for the next Census, but the necessary investments, particularly the build-up of reliable registers on buildings and dwellings as well as the resident population were not implemented. Today, the conditions for change are much more favorable than ten years ago. Albania has made important steps towards the digitalization of the administration, e-government and the electronic interaction with citizens.

The Census 2020 will still need to be conducted *as an enumeration in the field*, but it will build on the progress of e-government, it will include technological innovations and fill in the existing gaps on the road towards a register based Census. The preparations for 2020 will contribute to establish a statistical create a resident population and building and dwelling

¹ National Statistical Institute of Albania (INSTAT) “Albanian Population and Housing Census 2020 Strategy and Planning Document” (Version 1.0.Tirana, April 20, 2018) pg 16

<http://www.instat.gov.al/en/about-us/census-of-population-and-housing-2020-in-albania/strategy-census-of-population-and-housing-2020-in-albania/>

² <http://www.instat.gov.al/en/about-us/census-of-population-and-housing-2020-in-albania/activities-for-population-and-housing-census-2020/activities-for-population-and-housing-census-2020/census-2020-newsletter-no3/>

register and introduce the possibility to link Census information with information from administrative sources (for instance the Civil Status Registry) for statistical purposes. INSTAT intends to produce annual updates of important census information after 2020, based on a combination of different data sources, including the registers³.

The methodology of the census is based on the Recommendations for the 2020 Censuses of Population and Housing as approved by the Conference of European Statisticians, and in accordance with the EU regulation 2017/543 of 22 March 2017 laying down rules for the application of Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses regarding the technical specifications of the topics and of their breakdowns.

The 2020 Census will follow the principles as defined in the before mentioned international recommendations:

- Individual enumeration
- Simultaneity
- Universality
- Small area data.

For the Census of 2020, INSTAT will use **the traditional door-to-door enumeration through interviews with questionnaires**. However, interviewers will not use paper questionnaires (as in the 2001 and 2011 Censuses) but electronic questionnaires on tablets.

The 2020 Census will provide the basic steps towards a building and dwelling register. Such a register will hopefully set as well the ground for a population and housing register in the future. The population and housing register, however, will be part of SALSTAT project to create the baseline elements using the operational infrastructure of the Census and the planned elements for the building and dwelling register⁴.

INSTAT, in order to fulfill the tasks of the Census 2020 process, will start preparing a draft application for data collection on the field, based on the defined criteria of the areas in which the pilot Census process will be conducted⁵.

³ National Statistical Institute of Albania (INSTAT) "Albanian Population and Housing Census 2020 Strategy and Planning Document" (Version 1.0.Tirana, April 20, 2018) pg 10

<http://www.instat.gov.al/en/about-us/census-of-population-and-housing-2020-in-albania/strategy-census-of-population-and-housing-2020-in-albania/>

⁴ National Statistical Institute of Albania (INSTAT) "Albanian Population and Housing Census 2020 Strategy and Planning Document" (Version 1.0.Tirana, April 20, 2018) pg 24

<http://www.instat.gov.al/en/about-us/census-of-population-and-housing-2020-in-albania/strategy-census-of-population-and-housing-2020-in-albania/>

⁵ Census 2020 Newsletter no.3

<http://www.instat.gov.al/en/about-us/census-of-population-and-housing-2020-in-albania/activities-for-population-and-housing-census-2020/activities-for-population-and-housing-census-2020/census-2020-newsletter-no3/>

Application of the principle of enumeration according to the place of usual residence in respective national censuses.

While there are known the advantages of a census based register (reduced costs and less response burden) there are some conditions to be in place for establishing it and time might be needed to introduce the register approach on more steps. A tentative of utilizing the combined mode using for the field enumeration process the address list and the civil status registers will be tested during the Census 2020 implementation phase while the conditions to develop a register based population census requires an independent strategy to be developed.

The population will be counted based on their usual residence either in an individual dwelling or in collective living quarters. The ‘usually resident population’ is, by international definition, composed of those persons who have their place of usual residence in the country at the census reference time and have lived, or intend to live, there for a continuous period of at least 12 months. A ‘continuous period of time’ means that absences (from the country of usual residence) whose durations are shorter than 12

Months do not affect the country of usual residence. The same criteria apply for any relevant territorial division (being the place of usual residence) within the country.

All person, with Albanian or foreign citizenship, and stateless persons, but excluding foreign diplomatic personnel accredited to Albania, who at the census moment are within the territory of the Republic of Albania, will be obliged to provide the information requested in the population and housing census questionnaires. This will, therefore, include usual residents and non-residents who are temporarily present in Albania at the census moment.

The main method used to collect the data will be the direct interview. Hence, the previously trained enumerators will interview, for each household, the adult members, or at least one adult member able to provide answers for all household members. For the collective households, they will count all the usual residents either directly or via the management of the institution.

The questionnaire will cover four levels of statistical units: individual persons, households, dwellings and buildings and collect the information related to the following core topics⁶:

- Location;
- Characteristics of the building and of the dwelling;
- Characteristics of the household;
- Former household members living abroad;
- General characteristics of the individual;
- Migration;
- Education;
- Economic activity.

⁶ National Statistical Institute of Albania (INSTAT) “Albanian Population and Housing Census 2020 Strategy and Planning Document” (Version 1.0.Tirana, April 20, 2018) pg 26
<http://www.instat.gov.al/en/about-us/census-of-population-and-housing-2020-in-albania/strategy-census-of-population-and-housing-2020-in-albania/>

Collection of data regarding the ethno-cultural characteristics of the population - is it collected, which data is collected, specific standards regarding the collection and processing of this type of data and possible problems regarding the collection and processing of this type of data.

INSTAT organized on December 04, 2018 a round-table workshop with representatives of National Minorities and Ethno-Cultural Groups. This meeting started with the approval from all the representatives for the fourth question in the questionnaire;

“Do you think the question regarding Ethno-Cultural Groups should be part of Census 2020 questionnaire?” Some of the topics that were discussed and proposed were the unification of Ethno-Cultural or National Minority terminology, the definition of ethnic groups recognized by law, and that some of the enumerators should be members of the national minorities. At the end of the meeting it was concluded that the suggestions of the representatives will be reflected, based on the recommendations of Eurostat and the United Nations⁷.

Questions on the ethnic group and religious beliefs are considered as "sensitive" questions, which for the first time were included in the Population and Housing Census Questionnaire 2011. Since these questions are related to the rights of individuals, designed in such a way that everyone expressed his free statement or may choose not to respond.

These questions will continue to be part of the Census 2020 Questionnaire based on the same principles as in the 2011 Census, will be based on the free declaration of the individual.

Unlike the 2011 Census where these questions were open, this time they will be half open. Respondents will be paralyzed with some alternatives, where in the case of Ethno-Cultural Relationship we refer to the groups defined in the Minority Law, also giving the option of specifying the case when respondents do not find themselves in the predefined alternatives.

The decision to collect information on ethnic groups in a census is related on national circumstances. Identifying the ethno-cultural characteristics of a nation's population has a particular importance in the context of integration, migration and policies affecting minority groups.

The data obtained from this set of questions are important for understanding cultural diversity of the population, including ethnic groups in society, and for defining and monitoring anti-discrimination policies.

Ethnicity, as well as religion have a subjective dimension, information on them should always be based on the free declaration of individual. To guarantee a free declaration of ethnicity and religion the interviewee can choose the alternative: 'I prefer not to answer'.

⁷ Census 2020 Newsletter no.2

<http://www.instat.gov.al/media/5132/newaletter-cenus-2020-no2.pdf>

7. To what ethnic group/minority do you belong?

1. I belong to

- a. Albanian
- b. Greek
- c. Macedonian
- d. Aromanian
- e. Roma
- f. Egyptians
- g. Bosnian
- h. Serbian
- i. Bulgarian
- j. Other

2. Prefer not to answer

8. What is your mother tongue?

1. Albanian

2. Other

9. To what religion do you belong?

1. I belong to

- a. Muslim
- b. Bektashi

- c. Catholic
- d. Orthodox
- e. Evangelist
- f. Other

2. I don't belong to any religion, but I am a believer

3. I don't belong to any religion and I am not a believer

4. Prefer not to answer

Source: "Questionnaire of Population and Housing Census 2020" (Draft)⁸

The material was prepared by:

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⁸ http://www.instat.gov.al/media/5045/pyetesori-i-censit-2020_eng-draft-final-27122018.pdf

References

- 1- Census 2020 Newsletter no.2
- 2- Census 2020 Newsletter no.3
- 3- National Statistical Institute of Albania (INSTAT) “Albanian Population and Housing Census 2020 Strategy and Planning Document” (Version 1.0.Tirana, April 20, 2018)
- 4- http://www.instat.gov.al/media/5045/pyetesori-i-censit-2020_eng-draft-final-27122018.pdf

II. BOSNIA AND HERZEGOVINA

Introduction

Population and housing censuses are the foundation of statistical systems, providing benchmarks of a country's population and housing stock, and baseline information for the production of other statistics.

Source: The United Nations Economic Commission for Europe (UNECE)
<https://www.unece.org/stats/census.html>

The census of population, households and dwellings in Bosnia and Herzegovina (hereinafter: the Census) was held in October 2013, first time after gaining independence in 1992. The 2013 Census was held in line with international standards and recommendations.

The last census of population, households and dwellings in Bosnia and Herzegovina (BiH), before its independence, was held in 1991. Although population censuses should take place on a ten-year basis, according to the recommendations of the United Nations, there were no conditions for conducting it in 2001, due to the specific circumstances in the country: the war in the period 1992 – 1995 and its enormous consequences such as great number of refugees from BiH and displaced persons within BiH, the lack of implementation of Annex 7 (Refugees and Displaced Persons) of Dayton Peace Agreement⁹, destroyed infrastructure, households and dwellings, unfinished privatisation of the former-Yugoslav model of “socially owned dwellings” to privately owned dwellings, destroyed livestock, poultry and beehives and similar.

For the all mentioned reasons, it was a great challenge to prepare, organise and implement the Census in 2013. The 2013 Census was carried out from October 1 to 15, 2013, based on the Law on Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2013.¹⁰

During the census preparation and implementation, the following recommendation and regulations were applied:

- Recommendation of the UN Economic Commission for Europe and European Union Statistical Office (Recommendations for the 2010 Censuses of Population and Housing);
- Regulation (EC) No. 763/2008 of the European Parliament and the Council of the European Union;
- Regulation No. 1201/2009 which implements the Regulation No. 763/2008 of the European Parliament and the Council of the European Union on the census of the population and dwellings, laying down the technical specifications for the census topics and their breakdowns.

The 2013 Census was carried out on the entire territory of Bosnia and Herzegovina and it covered all 142 municipalities (79 municipalities in the Federation of Bosnia and Herzegovina entity and 62 municipalities in Republika Srpska entity and in the Brčko District of BiH). As

⁹ According to the Annex 7 Article 1, paragraph 1 of the Dayton Peace Agreement “all refugees and displaced persons have the right freely to return to their homes of origin” (November 21, 1995)

¹⁰ Law on Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2013 (Official Gazette of BiH, 10/12 and 18/13): http://www.bhas.ba/?option=com_content&view=article&id=73&lang=en

for the census methodology, the 2013 Census was conducted in a traditional way, by an interview and following the “door to door“ principle. The Census covered the enumeration of the population, households and dwellings, as census units.¹¹

2013 Census was partially funded by the European Union and other international donors. The official results were published on June 30, 2016 in line with international standards and recommendations.

According to the final assessment of the International Monitoring Operation (IMO) of October 2016, the census was conducted in compliance with international standards and recommendations.¹²

This research paper aims to present the requested information on the census of population, households and dwellings in Bosnia and Herzegovina that was held in October 2013.

Methodology for the collection of data for the census

The 2013 Census in Bosnia and Herzegovina was organised and conducted by the Agency for Statistics of Bosnia and Herzegovina in cooperation with the entity statistical institutes, other administrative bodies and organisations, and units of local self-government determined by the Law.¹³

According to the Law on Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2013, the director of the Agency defines, inter alia, the Methodology for the preparation, organisation and conducting of the Census.¹⁴ This Methodology was prepared in accordance with the international standards which stipulate the common rules for the collection of data on population, such as:

- European Statisticians Recommendations for the 2010 Censuses of Population and Housing, prepared in cooperation with the United Nations Economic Commission for Europe (UNECE) and the Statistical Office of the European Union (Eurostat);
- Regulation (EC) No. 763/2008 of the European Parliament and of the Council on population and housing censuses;
- Commission Regulation (EC) No 1201/2009 of 30 November 2009 implementing Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses as regards the technical specifications of the topics and of their breakdowns.¹⁵

¹¹ Census of population, households and dwellings in Bosnia and Herzegovina, 2013 Final Results, Popis 2013, p. 9-10: <http://popis2013.ba/popis2013/doc/Popis2013prvolzdanje.pdf>

¹² Bosnia and Herzegovina 2016 Report, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions 2016; Communication on EU Enlargement Policy, p. 67: https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2016/20161109_report_bosnia_and_herzegovina.pdf

¹³ Article 19, paragraph 1 of the Law on Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2013

¹⁴ Article 28, paragraph 1 of the Law

¹⁵ Census of population, households and dwellings in Bosnia and Herzegovina, 2013 Final Results, p. 9

As stipulated by the Article 4 of the Regulation (EC) No. 763/2008¹⁶, Bosnia and Herzegovina has chosen to base the statistics on different data sources on conventional censuses. In practice, it meant that 2013 Census was conducted in a traditional way, by an interview and following the “door to door“ principle. Field data were collected by trained and authorised enumerators who entered the answers into the census forms (census forms P-1 Personal Questionnaire, and P-2 Questionnaire for Household and Dwelling).

For each enumeration area, at least one authorised enumerator was in charge. For bigger enumeration areas, two or three enumerators were engaged.¹⁷

The census covered 24,319 enumeration areas on the territory of BiH. The field work and the work organisation itself included:

- 30 members of the Cantonal Census Commissions,
- 25 members of the Municipal Census Commissions,
- 36 state instructors,
- 184 entity instructors,
- 2,509 municipal instructors; and
- 19,089 enumerators.

The following census units were enumerated:

Population:

- ✓ persons who were citizens of BiH with the place of usual residence in BiH
- ✓ foreign citizens who had residence permit for permanent or temporary residence in BiH
- ✓ persons without citizenship

Households:

- ✓ individual households of persons within the Census units
- ✓ collective households (persons living in the institutions for permanent care for children and adults, hospitals for those suffering from incurable diseases, in monasteries or other religious facilities and similar)

Dwellings:

- ✓ dwellings in the country, irrelevant of whether they were used for living, for some other purposes or were unoccupied
- ✓ facilities intended for collective (institutional) accommodation; other occupied premises or facilities unintended for living, but used for that purpose at the time of the Census

Census of population, households and dwellings on the entire territory of Bosnia and Herzegovina lasted from October 1 at 09:00 a.m. to October 15, 2013 at 09:00 p.m. according to the situation on September 30, 2013 at 24:00, i.e. at midnight between September 30 and

¹⁶ Regulation (EC) No 763/2008 of the European Parliament and of the Council of 9 July 2008 on population and housing censuses: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32008R0763&from=EN>

¹⁷ Census of population, households and dwellings in Bosnia and Herzegovina, 2013 Final Results, p. 11

October 1, 2013 (except for certain issues in relation to which it is differently indicated in the census forms). September 30, 2013 at 24:00 breakdown is defined as the Census Critical or Reference Moment.¹⁸

The Agency defined the enumeration tables and published the census results defined by a uniform data processing programme for the census of the population, households and dwellings in Bosnia and Herzegovina in 2013.¹⁹

The principle of language equality was also respected, as the Census forms and Methodology were printed in all three official languages of BiH (Bosnian, Croatian and Serbian language), using Latin and Cyrillic script. Answers in the Census forms were also written in Bosnian or Croatian or Serbian language, using Latin or Cyrillic script.²⁰

Special protection of personal data obtained during 2013 Census was secured during all stages of the Census implementation (collection, control, processing and publication of the Census results).²¹

After the Census, in order to evaluate the coverage and quality of the Census data, a Post Enumeration Survey was conducted on a representative sample of enumeration areas by the Agency for Statistics of Bosnia and Herzegovina in cooperation with the entity statistical institutes. The representative sample was 1% of the total number of enumerated areas.²²

Application of the principle of enumeration according to the place of usual residence in respective national census

In 2013 Census the principle of enumeration according to the place of usual residence was fully applied in line with the Article 2 of the Regulation (EC) No 763/2008 of the European Parliament and of the Council. Principle of “usual residents” was applied for the first time in Bosnia and Herzegovina in order to determine the total number of population.

Under this principle a person was considered as a resident of the place at which he/she alone (in the case of a one person household) or with members of his/her household spends most of time, that is, daily rest, irrespective of where the person’s place of residence is registered.

Therefore, the total population of a certain place included persons who lived in that place for a continuous period of at least one year prior to the Census Critical Moment (September 30, 2013), and persons who at that particular moment lived there less than 12 months but intended to stay at that place for at least one year.

The 2013 Census covered persons:

- who were **citizens of Bosnia and Herzegovina** with place of usual residence in Bosnia and Herzegovina, regardless of whether, at the time of the Census, they were present in Bosnia and Herzegovina, or absent from Bosnia and Herzegovina;

¹⁸ Census of population, households and dwellings in Bosnia and Herzegovina, 2013 Final Results, p. 11

¹⁹ Article 37 of the Law on Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2013

²⁰ Article 13 of the Law

²¹ Article 15 of the Law

²² Methodology for preparation, organisation and implementation of Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2013, p. 36: http://fzs.ba/wp-content/uploads/2016/06/BHAS_Metodologija_HR_kb.pdf

- **foreign citizens who had residence permit** for permanent or temporary residence in Bosnia and Herzegovina, regardless of whether, at the time of the Census, they were in Bosnia and Herzegovina or not; and
- **persons without citizenship.**

According to the Results of the 2013 Census, total population of BiH is:²³



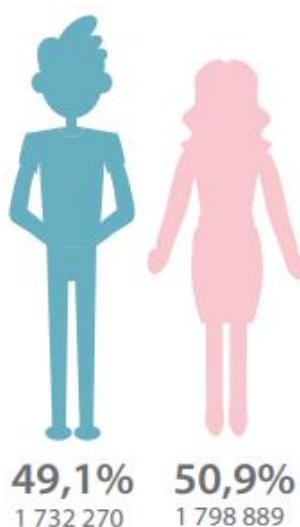
Total population of BiH: 3,531,159

Source: <https://www.dreamstime.com/bosnia-herzegovina-map-balkan-peninsula-map-paper-flag-bosnia-herzegovina-image101967230>

Out of which, male and female are:

STANOVNIŠTVO PREMA POPISU 2013.
POPULATION BY CENSUS 2013

Stanovništvo u BiH, prema spolu u 2013.
Population in BiH, by sex in 2013



Source: *Thematic Bulletin, Women and Men in Bosnia and Herzegovina, 2018*,
Agency for Statistics of Bosnia and Herzegovina: http://www.bhas.ba/tematskibilteni/FAM_00_2017_TB_0_BS.pdf

²³ Census of population, households and dwellings in Bosnia and Herzegovina, 2013 Final Results, p. 25

As a specificity of the 2013 Census in Bosnia and Herzegovina, it should be noted that beside the information on the place of usual residence, the following information was also collected:

- place of permanent residence during the Census 1991,
- whether a person was a refugee from Bosnia and Herzegovina,
- whether a person was internally displaced in Bosnia and Herzegovina,
- whether a person has legal status of displaced person,
- whether a person has an intention to return to the place from which he/she was displaced,
- a settlement in Bosnia and Herzegovina from which a person moved and year of arrival in the current place,
- whether the person ever resided abroad for a year or longer,
- a month and a year as well as a country from which person moved to Bosnia and Herzegovina, and
- reasons for arrival in Bosnia and Herzegovina.²⁴

Collection of data regarding the ethno-cultural characteristics of the population

Enumerated persons were not obliged to give data on their ethnic or national affiliation, religion and mother tongue.²⁵ They had an option not to declare on these issues with the response modality “*Does not declare*“. However, the responses to these questions were obligatory and if enumerators were not able to obtain an answer from the person, they were obliged to enter the following answer: “*Unknown*“.

This “*Unknown*” category also covered persons who live in the hospitals for permanent care of ill persons for which the data were given by legal person or custodian, then the persons younger than 15 years of age who were registered in the collective living quarters, persons without an entered answer and persons in relation to whom ticked offered modality and a textual answer different from that ticked modality are entered into the census form. All persons in relation to whom some other answer was entered, which did not comply with the modalities offered in the form and which was not the answer “*Unknown*”, are presented in the Final Result of 2013 Census under the category “*Other*”.²⁶

The fines from 100 KM (~50EUR) to 10.000 KM (~5.000EUR) are prescribed by the Law to the following persons involved in the Census or persons who carry out the Census-related activities or tasks:

- a) if contrary to the will of a person covered by the Census, they exert influence on that person to, against his/her will, give information on his/her ethnic or national or religious affiliation;
- b) if they fail to carry out the activities and tasks connected with the Census in a timely and appropriate manner;
- c) if they fail to keep as strictly confidential the data from the Census which refer to personal, family and property circumstances.²⁷

²⁴ Article 8 of the Law on Census of Population, Households and Dwellings in BiH in 2013

²⁵ Article 12

²⁶ Census of population, households and dwellings in Bosnia and Herzegovina, 2013 Final Results, p. 12-13

²⁷ Article 44 of the Law on Census of Population, Households and Dwellings in BiH in 2013

Population by ethnic/national affiliation in Bosnia and Herzegovina, according to the Results of the 2013 Census:²⁸

Ethnicity/nationality in BiH in 2013 Census		
Bosniak	1.769.592	50,11%
Croat	544.780	15,43%
Serb	1.086.733	30,78%
Not declared	27.055	0,77%
Other	96.539	2,73%
No answer	6.460	0,18%
Total	3.531.159	100%

Sources of information

- Law on Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2013 (Official Gazette of BiH, 10/12 and 18/13), unofficial translation: http://www.bhas.ba/?option=com_content&view=article&id=73&lang=en
- Methodology for preparation, organisation and implementation of Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2013: http://fzs.ba/wp-content/uploads/2016/06/BHAS_Metodologija_HR_kb.pdf
- Census of population, households and dwellings in Bosnia and Herzegovina, 2013 final results: <http://popis2013.ba/popis2013/doc/Popis2013prvoIzdanje.pdf>
- Thematic Bulletin, Women and Men in Bosnia and Herzegovina, 2018, Agency for Statistics of Bosnia and Herzegovina: http://www.bhas.ba/tematskibilteni/FAM_00_2017_TB_0_BS.pdf
- <https://www.dreamstime.com/bosnia-herzegovina-map-balkan-peninsula-map-paper-flag-bosnia-herzegovina-image101967230>

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²⁸ Census of population, households and dwellings in Bosnia and Herzegovina, 2013 Final Results, p. 54

III. KOSOVO

INTRODUCTION

Directorate for Research, Library and Archive, based on the initiative of the Parliamentary Institute of the Assembly of Republic of North Macedonia, prepared a Parliamentary Research Paper regarding the population and housing census in Kosovo, with the main topic being the methodological and organizational aspect of this process.

This paper was written in order to be presented at the Fifth Regional Conference organized by Parliamentary Institute of the Assembly of the Republic of North Macedonia, with the participation of counterparts from Parliaments of Albania, Republic of North Macedonia, Bulgaria, Slovenia, Greece, Montenegro, Bosnia and Croatia.

SUMMARY

Republic of Kosovo adopted the first law on Population Census in 2003, law no. 2003/16. In 2008, European Commission and the European Council adopted the Regulation no. 763/2008 thus obliging member states and candidate states or potential candidate states to apply the provisions of this Regulation.

In accordance with this Regulation, Republic of Kosovo adopted the Law number 03/L-237 by incorporating recommendations set by this Regulation.

In the Republic of Kosovo, Population Census was done in 2011 and census process was in accordance with the local law which is in line with the Regulation of the European Commission and European Council. The process of population census in Kosovo was monitored by the International Monitoring Operation (IMO) consisting of the European Council, European Commission, United Nations Economic Commission for Europe (UNECE) and United Nations Statistics Division (UNSD).

Work methodology during enumeration was traditional and data collection was done by filling in the forms during the field visit to every household. Four types of questionnaires were used during the registration:

- R1 - housing questionnaire,
- R2 – household questionnaire,
- R3 – individual questionnaire and
- S1 - (questionnaire for persons more than 12 months abroad Kosovo)

Preparations prior to the registration were done by the Kosovo Statistics Agency which conducted a sensibilization campaign. The staff for maintaining the enumeration numbered nearly 6000 people, all equipped with identification cards where apart from the photo stamped at the respective municipalities they also had other identification tools such as vests, purses and other documents showing that they are engaged in the census process.

In addition to being monitored by IOM this process was also monitored by KAS with close and continuous supervision. During this process we came across some obstacles in three municipalities: Zvecan, Leposavic and Zubin Potok because the municipal leaders did not have legitimate capacity to establish Municipal Committees and therefore the above mentioned municipalities are not part of the census process.

The activities after the process is conducted are collecting and preserving census material and afterwards codifying collected information. For the municipalities that were not part of this process, the three municipalities Zvecan, Leposavic, and Zubin Potok, we used data from 2008-2009 by updating them.

During the registration using the Individual Questionnaire (Form R3) we gathered data about the ethnic (ethnicity) or cultural group which is a statement provided freely by the citizens because according to Kosovo Constitution the respondents may choose not to declare on their ethnicity.

LEGAL FRAMEWORK IN THE REPUBLIC OF KOSOVO

Preparation of the legislation was more than necessary in order to conduct a successful census. On 11. 07. 2003 first Law no. 2003/16 on Kosovo Population Census was adopted. This law enables census enumeration of the Kosovo population. Based on this law and following other countries' practices, Kosovo Agency of Statistics was appointed as the official institution in charge of conducting the population census. Later on, after approval of the Regulation no. 763/2008 (9 June 2008) by the European Commission and European Council, EU countries, candidate countries, as well as potential candidates for EU integration, will be obliged to respect and apply the methodology set in this Regulation for the census of the 2010 round.

This regulation specifies definitions, such as: population, apartments, buildings, resident population etc. Based on the need for reviewing the law, as well as harmonizing the legislation with EU legislation on censuses, previous law on censuses (no. 2003/16) is modified during the period 2009-2010 with the support of EUROSTAT and other international organizations. Kosovo Government adopted the Law on Census on 4 August 4 2010, whereas in November 2010 Kosovo Parliament adopted this law (number 03/L-237), by incorporating recommendations of the mentioned EU Regulation. After these recommendations were incorporated, population census conducted in April 2011 was based on this law.²⁹

1. Methodology for the collection of data for the census

In Kosovo, population census was more than necessary based on the fact that the last census was made three decades ago and during this period there were huge population movements from rural areas towards cities and abroad. Topics to be

²⁹ <http://ask.rks-gov.net/media/2074/te-dhenat-kryesore.pdf> ASK, "Regjistrimi i Popullsisë, Ekonomive Familjare dhe Banesave në Kosovë 2011 Rezultatet Përfundimtare - Të dhënat kryesore"

included in the census for 2011 were chosen after consultations with the users as well as based on the law on Kosovo Population and Housing Census no. 03/L-237 (October 2010).

In writing down the questions and finalizing them, essential and non-essential questions were applied that derived from the "Recommendations of the European Statistical Committee(ESC), for the census of the round 2010 and based on the Regulation of the European Parliament and Council on 9 July 2008 on population and housing census no. 763/2008.

During the registration, for the census of the round 2010, recommendations of the European Statistical Committee (ESC) were also taken into consideration and the Regulation of EC, no. 763/2008 on population and housing census adopted by the European Parliament and Council on 9 July 2008.³⁰

The last census in Kosovo was done in 2011 with field data collection done from 01 April until 15 April 2011. At the request of several municipalities (7 municipalities), census was postponed for 4 days. Process of population census in Kosovo during all stages was monitored closely by the International Monitoring Operations (IMO) which consists of European Council, European Commission, United Nations Economic Commission for Europe (UNECE) and United Nations Statistics Division (UNSD). EUROSTAT is leading the team. Population census project received technical assistance financed by the European Union.³¹

Donors that supported the census by the amount and percentage of participation:

Donors	Trust Fund	
	In €	Rate %
MPA & MEF (Government of Kosovo)	3,900,000	32.05
European Commission	2,500,000	20.54
SIDA (Sweden)	2,200,000	18.08
DFID (Great Britain)	1,180,000	9.7
SDC (Switzerland)	920,000	7.56
LUXEMBOURG	800,000	6.57
DENMARK	670,000	5.51
Total	12,170,000	100

During the Census, including Codification Center staff and Data Processing staff, so far have been engaged **6.531** persons.

³⁰ <http://ask.rks-gov.net/media/2074/te-dhenat-kryesore.pdf>

³¹ <http://ask.rks-gov.net/media/2074/te-dhenat-kryesore.pdf>

Denomination	Ethnicity									
	Albanian	Serb	Turkish	Bosnian	Roma	Ashkali	Egyptian	Gorani	Others	Total
CO's staff	48	3	2	1		1		1		56
CCC	13	1	1				2			17
MCC	237	50	9	3	1	3	0	3		306
Supervisors	104	7	3	1				1		116
Controllers	810	71	12	12	2	2	4	9		922
Enumerators (general census)	4,333	262	75	64	18	19	17	38		4,826
<i>Collective dwellings' enumerators</i>	24	3	2			1				30
<i>PES' enumerators</i>	16	4	2	1	1	1		1		26
<i>Codifiers- supervisor</i>	56	1	6	2		1				66
<i>Operators - supervisors</i>	128	1	5	2						136
Total	5,769	403	117	86	22	28	23	53	0	6,501
<i>Expressed in %</i>	<i>88.7</i>	<i>6.2</i>	<i>1.8</i>	<i>1.3</i>	<i>0.3</i>	<i>0.4</i>	<i>0.4</i>	<i>0.8</i>	<i>-</i>	<i>100.0</i>

During the census were printed around 44 tons of materials.

Languages	Type of material (forms & manuals)						
	R1	R2	R3	Manual for Enumerators	Manual for Controllers	Manual for Supervisors	Manual for MCCs
Albanian	638,550	352,000	2,139,500	8,500	1,600	250	38
Serbian.	47,500	40,000	212,000	900	250	80	
Turkish.	5,000	7,500	27,000	200	40	20	
Total	691,050	399,500	2,378,500	9,600	1,890	350	38

Denomination	Leaflets	Brochures.	Posters	Billb.	Notebooks	Keyrings	T-shirts	Balloons	Soccer balls.
Quantity	50.000	3.000	80.000	120	2.000	2.000	5.000	20.000	1.400

For Population Census have been prepared in total: 5.800 maps for Enumeration Areas (EAs). For mixed EAs have been printed two or more copies (in the languages of respective communities).

In methodological aspect, population census in Kosovo was conducted according to a traditional methodology: data was collected through forms by visiting all family households. Forms were completed by enumerators whereas in buildings the census was conducted by a special group of enumerators. During the census we used four main questionnaires:

- R1- housing questionnaire,
- R2 – household questionnaire,
- R3 – individual questionnaire and
- S1 (questionnaire for persons more than 12 months abroad Kosovo).

During the census enumeration, we tried to register the population living outside of Kosovo for more than 12 months by using an additional form (S1 form). All operational and methodological stages were previously tested by conducting three (3) pilot censuses.

In order to conduct the census we also had to use publicity campaigns. With the aim of informing the population about the census project, sensibilization campaign used all the possible methods of communication and sensibilization (through television, radio, posters, billboards, brochures, leaflets, debates, interviews, writings etc.).

Likewise, KAS prepared a working group that will deal only with the sensibilization campaign. During the field campaign, sensibilization group organized discussions and visited Kosovo municipalities, including a large number of rural settlements. In order to spread the information about the census to all the communities, 13 NGO's were engaged mainly from the communities. They represented six ethnic communities and seven mixed communities. Internet was also part of the sensibilization campaign. Web page REKOS 2011 was created within the portal of KAS on the internet (special connection), containing basic information about the methodology, and they answered several main questions, thus providing additional information.

During awareness campaign, have been printed and developed also the following activities:

- mobile tents,
- 6 videospots have been produced,
- videospots have been broadcasted 4 500 times in: Albanian, Serbian, Turkish, Roma and Bosnian languages, initially on TV stations such as:RTK,KTV,TV21 and later on, on local TV stations,
- radiospots have been broadcasted 3 000 times in: Albanian, Serbian, Turkish, Roma and Bosnian languages,
- the ads in newspapers have been published only in Albanian language; 8 times in full page, 47 times in 1/2 of the page and 21 times in 1/4 of the page. The ads have been published in newspapers: Koha Ditore, Bota Sot, Epoka e Re, Lajm, Kosovo Sot , Zëri and Infopress,
- 30 open discussions to the public and 62 debates and round tables with focus groups have been held,
- the CCC and SOK have held press conferences before and after the Census, including the press conference on PES,
- from March 15 up to April 13 have been released, in total, 43 press releases.

Except of the publicity campaign, field work was also important. As planned, registration commenced on a set date, 1 April 2011, in midnight. Nearly 6.000 person were included in the field work. Almost all staff members were equipped with identification cards (with photos stamped by respective municipalities). But they were also equipped with other equipment with identification signs, such as vests, bags and

other documents, in order to make it easier for the citizens to identify them as enumerators.

In order to track the progress, ASK continually monitored the project (reports have been received by KAS staff – supervisors and coordinators). When dealing with large projects such as this one, unexpected problems may appear. Even though we had some isolated cases reported, most of them were solved due to organization of close supervision and KAS did not identify a single case which might have had a negative impact on the entire process.

Census was done after the post-enumeration survey which took place between 24 April and 29 April 2011. The aim of this study was to measure coverage and content errors; there is no perfect census and errors may occur in all stages of census operations. Population census is not a flawless process and errors may occur. They might happen in all the stages of census operations. Errors in census enumeration are of two types:

- Coverage errors, as a result of omission or duplicates of persons or residency units in the census process;
- Content errors, as a result of erroneous reporting or stating person's characteristics, households and residency units during the census.

Law on Census adopted in Kosovo includes implementation of post-enumeration survey (PRS) immediately after the census enumeration, for one week period and a sample from 0.5% of the population.

Central Census Committee, could not establish the committees in three (3) municipalities in Kosovo: Zvecan, Leposavic and Zubin Potok, because the municipal leaders of these municipalities did not possess legitimate capacity within their function, as a result of not being elected through the official election process in Kosovo. Lack of MCC in the north area resulted in non-participation of these municipalities in the census enumeration, because election of enumerators and controllers was the obligation of municipalities. With the aim to include these municipalities in census enumeration, Trust Fund Steering Committee proposed that UNOPS, with professional and technical support provided by the Agency of Statistic, should organize census enumeration in these municipalities, using the same methodology, applied in other areas in Kosovo. Many discussion (led by European Commission) were held with representatives of Serbian community in this area, they were even given additional time, but with no concrete results. Therefore, these municipalities were not included in the census enumeration in Kosovo, conducted in April 2011.

Data processing was done without the participation of these municipalities. First activities after the implementation of census enumeration were acquiring and saving enumeration material according to a prepared plan. After this codification of collected information in the textual form from the questionnaires began, related to the type of

school, profession and sector of employer's activity. This codification used international classification and enables reliable comparison of data regarding the educational level, economy activity and different professions. Codification began from mid-June 2011 and it was done through electronic data collection. Codification ended in December 2011.

Kosovo has in total 37 municipalities and 1467 settlements and it is divided in two territorial levels: municipality and settlement level. Therefore, data deriving from enumeration census shall be published up to the settlement level (later stages). For the enumeration census needs, settlements are divided into smaller areas that are called enumeration districts (ED).³²

As mentioned previously, municipalities: Zvecani, Leposavic, Zubin Potok and northern part of Mitrovica did not participate in the enumeration censuses conducted in April 2011. For this area (municipalities) data was taken from the year 2008-2009³³. For more details about these data please see the report: "Estimation of Kosovo Population 2011".

2. *Application of the principle of enumeration*

This enumeration census includes permanent population (residents) of the Republic of Kosovo (regardless of their citizenship) regardless of the fact if they were present at their household or were temporarily away (were away or are expected to be away for at least 12 months).³⁴

The following are part of this category of population:

- People with permanent residency in Kosovo, crossing the border every day for work outside of Kosovo;
- Homeless people, nomads without a registered address in Kosovo;
- Persons who are temporarily outside of Kosovo for work, travelling or holidays or health issues (provided that they have not lived more than 12 months outside of Kosovo);
- Persons, foreign civilians and their families, living in Kosovo continuously for at least 12 months prior to census enumeration, or those that arrived to Kosovo during the last 12 months prior to enumeration census day, with the aim of living there for at least 1 year (with

³² <http://ask.rks-gov.net/media/2074/te-dhenat-kryesore.pdf>

³³ Within the preparations for the general population census and other activities, by the end of 2008 KAS updated nearly 1.000 enumeration districts (ED) from the total of nearly 4.650. By the end of 2009, with the aim of making necessary preparations and for other needs of Population Census KAS updated other remaining enumeration districts. Updating project for 2009 was done within the territory of Kosovo. There were no refusals, including the lowest level, such as enumeration district (ED). All the municipalities and communities living in Kosovo were included in this project on <http://ask.rks-gov.net/media/2127/vlersim-popullsia-e-kosoves-2011.pdf> ASK, "Vlerësim Popullsia e Kosovës 2011", Prishtinë, shkurt 2013

³⁴ <http://ask.rks-gov.net/media/1613/popullsia-sipas-gjines%C3%AB-etnicitetit-dhe-vendbanimit.pdf> ASK, "Regjistrimi i Popullsisë Ekonomive Familjare dhe Banesave në Kosovë 2011 Rezultatet Përfundimtare – Popullsia sipas gjinisë, etnicitetit dhe vendbanimit", Prishtinë, prill 2013

the exception of diplomatic representatives of foreign governments and their families, KFOR and EULEX, regardless of the duration of their stay in Kosovo);

- Asylum seekers and persons who applied or are granted the refugee status or similar international protection, if they will stay or are expected to stay in Kosovo for at least 12 months, same as for other part of population.

In the occasion of comparing census enumeration data from 2011 with the data of previous censuses (1981, 1971, ... etc.) we have to consider methodological changes in defining resident population (permanent). In the previous enumeration censuses, resident population is considered to be all those that are present at the place of enumeration, as well as those that were absent regardless of the duration of their absence. Population by type of settlement, gender and ethnicity. Register of municipalities and settlements was given based on the current situation at the time of enumeration census, therefore changes that were officially made after that date, were not taken into consideration when drafting the tables. Based on their type, settlements are divided into urban and rural. In order to classify settlements as urban, municipal assemblies have issued special decisions.

3. Collection of data regarding the ethno-cultural characteristics of the population

In the enumeration census for 2011, data on ethnic (ethnicity) or cultural group were collected based on the citizens' free expression. The question made in the Individual Questionnaire (Form R3) in order to gain these data was formulated as follows:

"To which ethnic or cultural group do you belong to?" (According to Kosovo Constitution, registered person may choose not to declare himself).

Question was closed. There were 10 modalities in total. On the field, the question was made as open, meaning that the enumerator did not read the modalities in order not to affect the survey respondent. Based on the Constitution of the Republic of Kosovo, citizens are guaranteed freedom in indicating to which ethnic or cultural group they belong to. Based on these constitutional provision, enumerator was obliged to write down the exact answer provided by the surveyed respondent about their ethnicity e.g. Albanian, Serb, Turk, Bosnian, Roma, Ashkali, Egyptian, Goran, and others.

According to the same dispositions, citizens are not obliged to declare to which ethnic or cultural group they belong. When citizens use this constitutional right, not to declare or determine their ethnicity, enumerators should write down the following answer to the question number 9 from the individual questionnaire: "I prefer not to answer". For children up to 15 years and persons who are not able to talk, one of the parents or guardians should answer.

According to the Law on Population and Housing Census 2011, enumerators and other persons participating in the process of census enumeration, were told not to influence the citizens to declare against their will on their ethnicity or cultural group.

Based on this law, person that violates this rule shall be subject to punitive measures. In case of using these data, source should be stated.

In general, according to the evaluation done for this process it is concluded that Population Census, conducted in April 2011, was conducted according to international standards and recommendations of UNSD³⁵, as well as EUROSTAT³⁶ recommendations for census enumerations.³⁷

Following tables were taken from the Kosovo Agency of Statistics³⁸

Population of Kosovo according to ethnicity, gender and type of residence - Registration 2011

Ethnicity	Total	%	Gender		Type of residence			
			Male	Female	Urban	%	Rural	%
Total	1,739,825	100.0	875,900	863,925	661,586	38.0	1,078,239	62.0
1	2	3	4	5	6	7	8	9
Albanian	1,616,869	92.9	814,986	801,883	615,126	38.0	1,001,743	62.0
Serbian	25,532	1.5	13,038	12,494	2,606	10.2	22,926	89.8
Turk	18,738	1.1	9,303	9,435	12,556	67.0	6,182	33.0
Bosnian	27,533	1.6	13,295	14,238	7,417	26.9	20,116	73.1
Roma	8,824	0.5	4,396	4,428	5,474	62.0	3,350	38.0
Ashkali	15,436	0.9	7,855	7,581	9,845	63.8	5,591	36.2
Egyptian	11,524	0.7	5,761	5,763	4,634	40.2	6,890	59.8
Gora	10,265	0.6	5,133	5,132	1,759	17.1	8,506	82.9
Other	2,352	0.1	889	1,463	950	40.4	1,402	59.6
Don't prefer to answer	912	0.1	446	466	363	39.8	549	60.2
Data is not available	1,840	0.1	798	1,042	856	46.5	984	53.5

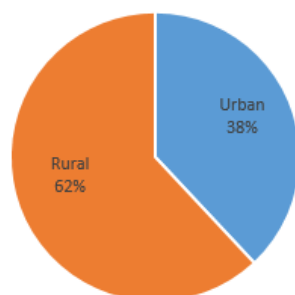
³⁵ <https://unstats.un.org/home/> United Nations Statistics Division

³⁶ <https://ec.europa.eu/eurostat/home?> Statistical Office of the European Union

³⁷ <http://ask.rks-gov.net/media/2127/vlersim-popullsia-e-kosoves-2011.pdf>

³⁸ <http://ask.rks-gov.net/media/1613/popullsia-sipas-gjinis%C3%AB-etnicitetit-dhe-vendbanimit.pdf>

Grafi.1. Structure of population by type of settlement



Kosovo population by municipality, gender and ethnicity

Municipality	Total	Gender		Ethnicity											
		Male	Female	Albanian	Serbian	Turk	Bosnian	Roma	Ashkali	Egyptian	Gora	Other	Don't prefer to answer	data is not available	
Total	1,739,825	875,900	863,925	1,616,869	25,532	18,738	27,533	8,824	15,436	11,524	10,265	2,352	912	1,840	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1 Deçan	40,019	20,125	19,894	39,402	3	-	60	33	42	393	1	19	2	64	
2 Gjakovë	94,556	47,226	47,330	87,672	17	16	73	738	613	5,117	13	92	71	134	
3 Gillogoc	58,531	29,728	28,803	58,445	2	5	14	-	-	2	-	22	3	38	
4 Gjilan	90,178	45,354	44,824	87,814	624	978	121	361	15	1	69	95	35	65	
5 Dragash	33,997	17,035	16,962	20,287	7	202	4,100	3	4	3	8,957	283	129	22	
6 Istog	39,289	19,962	19,327	36,154	194	10	1,142	39	111	1,544	-	45	19	31	
7 Kaçanik	33,409	16,970	16,439	33,362	1	2	20	5	1	-	-	7	-	11	
8 Klinë	38,496	19,193	19,303	37,216	98	3	20	78	85	934	-	23	7	32	
9 Fushë Kosovë	34,827	17,621	17,206	30,275	321	62	34	436	3,230	282	15	131	9	32	
10 Kamenicë	36,085	18,559	17,526	34,186	1,554	5	9	240	-	-	29	27	4	31	
Mitrovicë	71,909	36,275	35,634	69,497	14	518	416	528	647	6	23	47	61	152	
11 Mitrovica*	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
12 Leposaviq*	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
13 Lipjan	57,605	29,320	28,285	54,467	513	128	42	342	1,812	4	6	260	4	27	
14 Novobërdë	6,729	3,481	3,248	3,524	3,122	7	5	63	3	-	-	2	-	3	
15 Obiliq	21,549	10,885	10,664	19,854	276	2	58	661	578	27	5	48	28	12	
16 Rahovec	56,208	28,512	27,696	55,166	134	2	10	84	404	299	-	11	15	83	
17 Pejë	96,450	48,152	48,298	87,975	332	59	3,786	993	143	2,700	189	132	62	79	
18 Podujevë	88,499	44,955	43,544	87,523	12	5	33	74	680	2	-	43	7	120	
19 Prishtinë	198,897	99,361	99,536	194,452	430	2,156	400	56	557	8	205	334	79	220	
20 Prizren	177,781	89,176	88,605	145,718	237	9,091	16,896	2,899	1,350	168	655	386	222	159	

21 Skenderaj	50,858	25,646	25,212	50,685	50	1	42	-	10	1	-	5	4	60
22 Shtime	27,324	13,850	13,474	26,447	49	1	20	23	750	-	2	13	-	19
23 Shtërpcë	6,949	3,554	3,395	3,757	3,148	-	2	24	1	-	-	7	4	6
24 Suharekë	59,722	29,478	30,244	59,076	2	4	15	41	493	5	-	15	22	49
25 Ferizaj	108,610	54,841	53,769	104,152	32	55	83	204	3,629	24	64	102	45	220
26 Viti	46,987	23,700	23,287	46,669	113	4	25	12	14	-	7	83	12	48
27 Vushtrri	69,870	36,004	33,866	68,840	384	278	33	68	143	1	3	50	17	53
28 Zubin Potok*	:	:	:	:	:	:	:	:	:	:	:	:	:	:
29 Zveçan*	:	:	:	:	:	:	:	:	:	:	:	:	:	:
30 Malishevë	54,613	26,661	27,952	54,501	-	-	15	26	5	-	-	8	22	36
31 Junik	6,084	2,995	3,089	6,069	-	-	-	-	-	-	-	4	2	9
32 Mamushë	5,507	2,818	2,689	327	-	5,128	1	39	12	-	-	-	-	-
33 Hani i Elezit	9,403	4,836	4,567	9,357	-	-	42	-	-	-	-	2	1	1
34 Graçanicë	10,675	5,418	5,257	2,474	7,209	15	15	745	104	3	22	45	26	17
35 Ranillug	3,866	1,969	1,897	164	3,692	-	1	-	-	-	-	3	-	6
36 Partesh	1,787	922	865	-	1,785	-	-	-	-	-	-	2	-	-
37 Kllokot	2,556	1,318	1,238	1,362	1,177	1	-	9	-	-	-	6	-	1

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IV. NORTH MACEDONIA

INTRODUCTION

Population censuses are of crucial importance for every contemporary society because they collect a multitude of data on the different characteristics of the population living in a particular country: the total number, population distribution by territory, living conditions, housing and a range of other data crucial to monitoring and planning of social development. Based on these data, processes and trends in various social areas (such as health, education, housing, employment, social protection, etc.) can be monitored, and effective policies aimed at encouraging development in these areas and meeting of specific needs of different social groups can be designed. The United Nations Population Fund (UNPFA) emphasizes that census data are particularly important in order to perceive social differences and the unequal access of individual social groups to education, employment, health or the distribution of social resources.³⁹

First enumerations of population on the territory of today's North Macedonia can be traced back to the 15th century and the household and land registers kept by the authorities of the Ottoman Empire. These registers, known as *defterler*, enumerated households and their male members, as well as their property, serving as both tax registers and land cadaster. Although they cannot be defined as population censuses in the proper meaning of that term, the Ottoman *defterler* remain an important historical source of systematically collected and organized data about the population of all countries in the region of Southeastern Europe that were, at some point of their history, a part of the Ottoman Empire.⁴⁰

The first contemporary census on the territory of today's North Macedonia was conducted in 1921, by the newly established Kingdom of Serbs, Croats and Slovenes. The same state (renamed Kingdom of Yugoslavia since 1929) also conducted the second census in 1931.⁴¹

After the World War II, there were 5 regular population and housing censuses conducted by the Socialist Republic of Macedonia (named People's Republic of Macedonia in the period 1946-1963) as a part of Yugoslav Federation - in 1948, 1953, 1961, 1971 and 1981. The last census conducted by the Republic of Macedonia as a part of Socialist Federal Republic of Yugoslavia was held in March 1991, but, due to political circumstances caused mainly by the dissolution of the Yugoslav Federation, its coverage of population was not complete. Therefore, another census for the same decade was conducted in June 1994, as the first widely recognized census covering the complete population of the newly independent Republic of Macedonia.⁴²

The second population and housing census in the independent Republic of Macedonia was scheduled for 2001. However, because of the armed conflict in 2001, the census was postponed. After the stabilization of the country following the Ohrid Framework

³⁹ United Nations Population Fund, Census, available at: <https://www.unpfa.org/census> (last accessed 22.4.2019).

⁴⁰ State Statistical Office of the Republic of North Macedonia, Population Census, available at: http://www.stat.gov.mk/OblastOpsto_en.aspx?id=31 (last accessed 22.4.2019).

⁴¹ Ibid.

⁴² Ibid.

Agreement, the census was conducted in the period 1-15 November 2002, with the reference date (critical moment) set on October 31st 2002 at 24:00 hours.⁴³ This is the last complete population and housing census in the country.

The 2011 census was originally scheduled for the period 1-15 April 2011, with the reference date (critical moment) set on March 31st at 24:00 hours.⁴⁴ The census was later postponed for the October 2011, mainly due to the early parliamentary elections scheduled for June 5th 2011. Finally, the collection of census data began as planned, on October 1st 2011, but the census was never completed due to the collective resignation of its main governing body - the State Census Commission, submitted on October 10th under controversial circumstances.

According to the legal draft published by the Government, the next Census of population, households and dwellings will be conducted in the period 1-21 April 2020, with the reference date (critical moment) set on March 31st 2020 at 24:00 hours.⁴⁵ The first draft of the Law on 2020 Census was published on November 27th 2018. The final text of the Bill was adopted by the Government on May 28th 2019 and is expected to be submitted to the Parliament very soon.⁴⁶

METHODS FOR COLLECTION OF CENSUS DATA

The relevant EU legislation stipulates seven different methods for collection of data by the population and housing censuses:

- conventional censuses (full field enumeration);
- register-based censuses;
- a combination of conventional censuses and sample surveys;
- a combination of register-based censuses and sample surveys;
- a combination of register-based censuses and conventional censuses;
- a combination of register-based censuses, sample surveys and conventional censuses; and,
- appropriate surveys with rotating samples (rolling censuses).⁴⁷

All the previous censuses in North Macedonia were conducted by the method of conventional census (full field enumeration). The census data was collected by filling of a census questionnaires by trained enumerators, through direct interviews with the enumerated persons. The enumerators in charge of different census areas enumerated all persons, households and dwellings in the specific area during the

⁴³ Republic of Macedonia, State Statistical Office, *Census of Population, Households and Dwellings in the Republic of Macedonia 2002*, available at: <http://www.stat.gov.mk/Publikacii/knigaXIII.pdf> (last accessed 24.4.2019).

⁴⁴ Закон за попис на населението, домаќинствата и становите во Република Македонија 2011 година (Law on the 2011 Census of population, households and dwellings in the Republic of Macedonia), available at: <http://popis.mk/wp-content/uploads/2014/06/zakon-za-Popis.pdf> (last accessed 25.4.2019).

⁴⁵ Предлог-закон за попис на населението, домаќинствата и становите во Република Македонија, 2020 година (Draft-Law on the 2020 Census of population, households and dwellings in the Republic of Macedonia), available at: https://ener.gov.mk/default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=Xs87Gjmv8PvqIBQwrHnG6A== (last accessed 28.5.2019).

⁴⁶ Information on legislative bills and acts adopted on the 137th session of the Government of the Republic of North Macedonia (in Macedonian), available at: <https://vlada.mk/node/17983> (last accessed 28.5.2019).

⁴⁷ Regulation (EC) No 763/2008 of the European Parliament and of the Council of 9 July 2008 on population and housing censuses (Text with EEA relevance), Article 4, available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32008R0763> (last accessed 2.5.2019).

period of census' implementation, implementing the principles of universality and simultaneity in the process of data collection.⁴⁸

Previous censuses were usually implemented by a special governing body - the State Census Commission, or by the State Census Commission in coordination with the State Statistical Office, as the state body with primary responsibility for the successful implementation of the legislation regulating the censuses.⁴⁹

Experiences from the previous Macedonian censuses reveal many positive and negative aspects of the traditional census method. On the positive side, it enabled a flexibility regarding the topics and issues included in the census and the design of the questionnaire, effectiveness of the process of collection of data in terms of the relatively short period required for its completion, as well as creation of a comprehensive data-base which served as a basis for a design of the samples necessary for all the follow-up surveys and research. On the negative side, it generated significant financial expenditures and created additional problems due to its administrative complexity and the significant time period required for the processing of the collected data. Additional problems were detected by the lack of motivation of parts of the population to take part in the census (as in the partial census of 1991), or by the difficulties to cover, in appropriate manner and by unified standards, the highly mobile segments of the population - short term and long emigrants living abroad (as in the aborted census of 2011).

The Draft-Law on the 2020 Census of population, households and dwellings envisages significant changes in methodology and organization of the upcoming census. First of all, it envisages a change in the methodology for collection of data, from method of full field enumeration, applied in the previous censuses, towards the application of a combined method of a registered-based census and a traditional census. Secondly, it envisages a change of questionnaires completed by the enumeration teams during the interviews with the enumerated persons, from paper based questionnaires, used in all previous censuses, to electronic questionnaires installed on portable computers. This change is aimed at significantly increasing the speed of processing of the data collected by the enumerators. Finally, the Draft-Law envisages an important change of the institutional organization of the Census. Unlike the previous censuses, which were managed by a specially appointed body - the State Census Commission, the upcoming Census will be implemented solely by the State Statistical Office, as the only competent and responsible institution.⁵⁰

Besides the positive effects of the change of census methodology envisaged by the Government, one must always have in mind the traditional strengths and weaknesses

⁴⁸ Study on population and housing censuses (still unpublished) prepared by the Research Institute on Social Development (RESIS) in partnership with the Parliamentary Institute.

⁴⁹ Закон за попис на населението, домаќинствата и становите во Република Македонија 2001 година (Law on the 2001 Census of population, households and dwellings in the Republic of Macedonia), available at: <http://www.slvesnik.com.mk/Issues/8CDFFA83A43C45509C82EB202F01CB00.pdf> (last accessed 3.5.2019), as well as Закон за попис на населението, домаќинствата и становите во Република Македонија 2011 година (Law on the 2011 Census of population, households and dwellings in the Republic of Macedonia), available at: <http://popis.mk/wp-content/uploads/2014/06/zakon-za-Popis.pdf> (last accessed 25.4.2019)

⁵⁰ Предлог-закон за попис на населението, домаќинствата и становите во Република Македонија, 2020 година (Draft-Law on the 2020 Census of population, households and dwellings in the Republic of Macedonia), available at:

https://ener.gov.mk/default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=Xs87Gjmv8PvqIBQwrHnG6A== (last accessed 28.5.2019), as well as Information on legislative bills and acts adopted on the 137th session of the Government of the Republic of North Macedonia (in Macedonian), available at: <https://vlada.mk/node/17983> (last accessed 28.5.2019)

of the data collection method combining register based census and full field enumeration. On the positive side, this method can be cheaper and more cost effective, it can reduce the burden of enumerators and respondents, it can reduce the rate of non-response and it can enable the correction of data in many cases of non-response. On the negative side, this method is highly dependent on the quantity and the quality of information in the existing registers of the state, making its implementation feasible only by countries that have more advanced levels of administrative capacities.⁵¹

POPULATION ENUMERATED BY THE CENSUS AND THE APPLICATION OF PRINCIPLE OF PLACE OF USUAL RESIDENCE

Pursuant to *Principles and Recommendations for Population and Housing Censuses* by the United Nations Statistical Division, a country may wish to enumerate all persons present in the territory and/or supposedly belonging to the population of interest. However, it should be ensured that each person should have only one place of enumeration, where a place of enumeration would be either the place where the person is found or the place of usual residence of the person at the census reference moment. Therefore, countries should document the definition of place of enumeration that they have adopted for their census and also provide explicit instructions on how this definition should be applied at the time of enumeration to enumerators for use during an interview or to respondents when filling in self-administered questionnaires.⁵²

In this regard, the recommendations and conventions set out in the *Conference of European Statisticians Recommendations for the 2010 Censuses of Population and Housing* by UNECE and Eurostat are even more precise and aimed at ensuring that each person should have one, and only one, place of usual residence. This document emphasizes the importance of strict application of this principle in an international context in order to avoid persons either being counted in the usually resident populations of more than one country or not being counted at all, but also in the national context, for the same reason. The basic definition of the term "place of usual residence" set out by this document is "the geographic place where the enumerated person usually resides", which might be: "the place where he/she actually is at the time of the census"; or, "his/her legal residence"; or, "his/her residence for voting or other administrative purposes".⁵³

⁵¹ United Nations Department of Economic and Social Affairs, Statistics Division, *Principles and Recommendations for Population and Housing Censuses - Revision 3*, United Nations, New York, 2017, pp. 21-23, available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf (last accessed 2.5.2019)

⁵² United Nations Department of Economic and Social Affairs, Statistics Division, *Principles and Recommendations for Population and Housing Censuses - Revision 3*, United Nations, New York, 2017, pp. 40-43, available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf (last accessed 2.5.2019).

⁵³ United Nations Economic Commission for Europe, *Conference of European Statisticians Recommendations for the 2010 Censuses of Population and Housing*, prepared in cooperation with the Statistical Office of the European Communities (EUROSTAT), United Nations, New York and Geneva, 2006, pp. 35-40, available at: https://ec.europa.eu/eurostat/documents/6031840/6032103/CES_2010_Census_Recommendations_English.pdf (last accessed 2.5.2019).

Both aforementioned documents also recommend the application of a threshold of 12 months of continuous residence (regardless of temporary absences, for various reasons) in the period before or after the census reference date, as a key principle for defining the usual place of residence.

Recommendations prescribed by UNECE and Eurostat are implemented in the relevant EU legislation regulating the population and housing censuses. Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses stipulates the following definition of the term usual residence:

'usual residence' shall mean the place where a person normally spends the daily period of rest, regardless of temporary absences for purposes of recreation, holidays, visits to friends and relatives, business, medical treatment or religious pilgrimage.

The following persons alone shall be considered to be usual residents of the geographical area in question:

(i) those who have lived in their place of usual residence for a continuous period of at least 12 months before the reference date; or

(ii) those who arrived in their place of usual residence during the 12 months before the reference date with the intention of staying there for at least one year.

Where the circumstances described in point (i) or (ii) cannot be established, 'usual residence' shall mean the place of legal or registered residence.⁵⁴

The principle of enumeration by the place of usual residence have never been fully implemented in the previous Macedonian censuses.

The last valid census, conducted in 2002, operates with the term "official (legal) place of residence".⁵⁵ In terms of population enumerated by the census, the Law on 2002 census stipulates the following definition:

- *persons who have an official (legal) place of residence in the Republic of Macedonia, regardless of the fact whether at the time of the Census they are in their official residence or elsewhere in the Republic of Macedonia;*
- *foreigners who have a residence permit in the Republic of Macedonia and are temporarily present in the Republic of Macedonia for at least 12 months (one year) but with an official (legal) place of residence outside the Republic of Macedonia;*
- *persons who have an official (legal) place of residence in the Republic of Macedonia and at the time of the Census, but are employed abroad for a period not longer than 12 months (one year) prior to its implementation, as well as members of their households;*
- *persons who have an official (legal) place of residence in the Republic of Macedonia, who at the time of the Census are working in the diplomatic and consular missions of the Republic of Macedonia abroad, the United Nations and*

⁵⁴ Regulation (EC) No 763/2008 of the European Parliament and of the Council of 9 July 2008 on population and housing censuses (Text with EEA relevance), available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32008R0763> (last accessed 2.5.2019).

⁵⁵ The census of 2002 was, of course, conducted before the adoption of aforementioned recommendations of UNECE/Eurostat and UNSTATS. The reason why it is mentioned in this context is because it remains, up to this date, the last valid population census for the territory of Republic of North Macedonia.

- its organizations, representative offices or representatives of the Chamber of Commerce abroad, business units abroad, military representatives of the Army of the Republic of Macedonia abroad, and citizens who are engaged on the basis of international, technical and other cooperation, education, as well as members of households that temporarily reside abroad with these persons;*
- *foreigners with recognized refugee status who reside in the Republic of Macedonia at the time of the Census;*
 - *foreigners with recognized status of temporary humanitarian protection who reside in the Republic of Macedonia at the time of the Census;*
 - *other persons who at the time of the Census will be found on the territory of the Republic of Macedonia, apart from the persons with recognized status of refugee or temporary humanitarian protection; and,*
 - *citizens of the Republic of Macedonia who are absent from the Republic of Macedonia at the time of the Census for a period longer than 12 months.*⁵⁶

The principle of enumeration of population according to the place of usual residence was applied in Law on the 2011 Census. The Law stipulated a definition of the term "place of usual residence" as:

*"A geographical place where the person who is enumerated habitually lives, which may be the same or different from the place where the person actually is at the time of the Census or it may be his official place of residence. The place where the person spends most of his/her daily or nightly period of rest shall be considered as a place of usual residence."*⁵⁷

The population enumerated by the 2011 Census was defined as:

- *persons having a place of usual residence in the Republic of Macedonia, whether at the moment of the Census they are in the place of residence or elsewhere in the Republic of Macedonia;*
- *persons having an permit for permanent or temporary residence in the Republic of Macedonia;*
- *persons having a place of usual residence in the Republic of Macedonia, and at the time of the Census, but not longer than 12 months (one year) prior to its implementation, are employed abroad, as well as members of their households;*
- *persons having a place of usual residence in the Republic of Macedonia, who at the time of the Census are working in the diplomatic and consular missions of the Republic of Macedonia abroad, the United Nations and its organizations, representative offices or representatives of the Chamber of Commerce abroad, business units abroad, military representatives of the Army of the Republic of Macedonia abroad and the citizens who are engaged on the basis of international, technical and other cooperation, education, as well as a member is their households that temporarily reside with them;*

⁵⁶ Закон за попис на населението, домаќинствата и становите во Република Македонија 2001 година (Law on the 2001 Census of population, households and dwellings in the Republic of Macedonia), Article 6, available at: <http://www.slvesnik.com.mk/Issues/8CDFFA83A43C45509C82EB202F01CB00.pdf> (last accessed 3.5.2019).

⁵⁷ Закон за попис на населението, домаќинствата и становите во Република Македонија 2011 година (Law on the 2011 Census of population, households and dwellings in the Republic of Macedonia), Article 5, available at: <http://popis.mk/wp-content/uploads/2014/06/zakon-za-Popis.pdf> (last accessed 25.4.2019).

- *persons having a place of usual residence in the Republic of Macedonia, who do not possess the complete set of identification documents required by the Law on 2011 Census;*
- *foreigners with recognized status of refugees, staying in the Republic of Macedonia at the time of the Census;*
- *foreigners with recognized asylum right for subsidiary protection, staying in the Republic of Macedonia at the time of the Census;*
- *foreigners with submitted request for recognition of the right to asylum, staying in the Republic of Macedonia at the time of the Census; and,*
- *other persons staying on the territory of the Republic of Macedonia at the time of the Census, who do not poses any of the identification documents required by the Law on 2011 Census.*⁵⁸

The 2011 Census was never completed, due to the collective resignation by all members of the State Census Commission. Officially, members of the Commission explained the reasons for their resignation with "unequal application of the methodology established by the State Statistical Office, and harmonized with EUROSTAT, in the section that elaborates Article 6, paragraph 3, Article 40 and Article 42 of the Law on Census of Population, Households and Dwellings in the Republic of Macedonia 2011". The articles mentioned in the resignation refer to the application of the 12 month threshold for determination of the usual place of residence for the persons who were not present at the territory of the country at the time of the Census (Article 6 paragraph 3), the method of collecting the data for the enumerated persons by the enumerators (Article 40) and the method for identification (required identification documents) of the enumerated persons by the enumerators.⁵⁹

The Draft-law for the 2020 Census, in its first version published by the Government on November 21st 2018, does not contain any reference to the term "place of usual residence". The Law stipulates the following definition of the population enumerated by the Census:

- *citizens of the Republic of Macedonia who have a dwelling or a place of residence or residence in the Republic of Macedonia, regardless of the fact whether they are in the Republic of Macedonia or abroad at the moment of the Census;*
- *foreign nationals who are present in the Republic of Macedonia with a residence permit; and,*
- *stateless persons who at the time of the Census were found in the Republic of Macedonia.*⁶⁰

⁵⁸ Law on 2011 Census, Article 6.

⁵⁹ Stankovik S., "The Census in Macedonia can not continue", Voice of America, October 11th 2011, available at: <https://mk.voanews.com/a/census-131514758/455414.html> (last accessed 7.5.2019).

⁶⁰ Предлог-закон за попис на населението, домаќинствата и становите во Република Македонија, 2020 година (Draft-Law on the 2020 Census of population, households and dwellings in the Republic of Macedonia), available at: https://ener.gov.mk/default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=Xs87Gjmv8PvqIBQwrHnG6A== (last accessed 28.5.2019).

COLLECTION OF DATA REGARDING THE ETHNO-CULTURAL CHARACTERISTICS OF THE POPULATION BY THE CENSUS

Although it is not regarded as a part of the standard set of data collected by all (or at least the most) of the countries in the course of their population and housing censuses, the countries with population of mixed ethno-cultural characteristics usually collect data on the ethnic identity, the mother tongue, the knowledge and the speaking of different languages and the religious affiliation of their population. The data on the ethno-cultural characteristics of the population are of increasing importance for the countries, especially for the development and implementation of policies for the improvement of the rights of communities in different social areas, as well as in the context of migration and social integration. In addition, collecting of information on the ethno-cultural composition of the population allows for deeper studies of origin, cultural tradition and intercultural relationships among different communities.⁶¹

Usually, censuses gather data on three distinctive ethno-cultural characteristics: religion, language, and ethnicity. It is important to emphasize that the data on ethnicity are different from the data on religion and language, but their combination allows for a deeper understanding of the cultural diversity of the population in one country. In addition, data on ethnicity should not be confused with data on citizenship or nationality.⁶²

Collection of data regarding some of the ethno-cultural characteristics of the population was a part of the oldest enumerations of population on the territory of today's North Macedonia - the Ottoman *defterler*. Having in mind one of the primary purposes of the *defterler*, as registers of tax-payers, on one hand, and the characteristics of the concept of *millet* as one of the pillars of the Ottoman political system, on the other hand, one can easily understand why it was essentially important for the Ottoman authorities to collect data on the religious affiliation of the population of the Empire. Namely, in the Ottoman millet system, the obligations of individuals and households towards the authorities (including their tax obligations) were dependent of their affiliation to different religious communities - members of different millets had different obligations. Therefore, the collection of data about the religious affiliation of the population was a necessary precondition for functioning of the overall taxation system of the Ottoman Empire.

All previous Macedonian censuses, both during the Yugoslav Federation and after the independence, collected data on all three standard ethno-cultural characteristics - ethnicity, language and religion. In the 1991, 1994 and 2002 censuses, the issues of ethno-cultural characteristics were set in the same way - the census questionnaire provided an opportunity for free expression of the respondent, without pre-defined modalities. In addition, the methodological explanations also emphasized that, according to the Census Law, the respondent was free to declare the ethnicity or religion, and that "*neither the enumerator nor any other person should in any way influence the will of the enumerated person*".⁶³

In the published cumulative results of the 2002 Census, eight modalities were presented in the tables regarding the ethnicity: Macedonians, Albanians, Turks, Roma,

⁶¹ Study on population and housing censuses (still unpublished) prepared by the Research Institute on Social Development (RESIS) in partnership with the Parliamentary Institute.

⁶² Ibid.

⁶³ Ibid.

Vlachs, Serbs, Bosniaks and others. The summarized results do not show answers with double expression of ethnicity. Also, the answers of those respondents who did not want to declare their ethnicity are not shown separately. Most likely, those modalities were included in the category "others".⁶⁴

Regarding the language, the 2002 census collected data about the "mother tongue" of the respondents. In the methodological explanations of the Census, mother tongue is defined as a language that a person has learned to speak in his earliest childhood, that is, a language that a person considers his own mother tongue, regardless of whether he/she still uses it. If more than one language was spoken in the child's home in his or her childhood, the language most commonly spoken in the home is considered as the mother tongue. For children under the age of 15, the answer to this question is given by the parent, adoptive parent or guardian. In the summary results, the modalities for the mother tongue completely match the ones for the ethnicity: Macedonian, Albanian, Turkish, Roma, Vlach, Serbian, Bosniak and 'other'. The answers of the people with double pleading or of those who did not declare their mother tongue are not shown separately.⁶⁵

Regarding the issue of religion, the methodological remarks for the 2002 Census emphasize that the enumerated person can answer this question on his/her own will, or may choose not to declare his/her religion. It is also emphasized that the enumerator is obliged to write the answer in the questionnaire literally in the manner stated by the respondent and that during the data processing there was no correction of these answers. In the summary results for the religious affiliation of the population, the following modalities are presented: Orthodox, Muslim, Catholic, Protestant and "others". Category "not declared" is not shown separately.⁶⁶

The functioning of the constitutional and political system of the Republic of North Macedonia is in many aspects dependent on the information about some of the ethno-cultural characteristics of the population, mainly obtained by the population censuses. Regarding the official languages of the country, the Amendment V to the Constitution stipulates that any language spoken by at least 20 percent of the total population is also an official language (besides the Macedonian) on national level, under the conditions specified by the same Amendment. The same 20 percent threshold is applied on local (municipal) level. In the units of local self-government where at least 20 percent of the population speaks a particular language, that language and its alphabet obtains a status of an official language of the respective municipality, in addition to the Macedonian language and its Cyrillic alphabet. Additionally, the citizens living in a municipality where at least 20 percent of the population speaks a particular language have a right to communicate with the institutions with the regional offices of the central government responsible for the respective municipality.⁶⁷

Data regarding the ethnicity of the population is of similar importance in the context of the Macedonian constitutional and political system. Pursuant to the Amendment VI to the Constitution, equitable representation of persons belonging to all communities in public bodies at all levels and in other areas of public life is defined as one of the fundamental values of the constitutional order. Although the concept of *community* is

⁶⁴ Ibid.

⁶⁵ Ibid.

⁶⁶ Ibid.

⁶⁷ Constitution of the Republic of North Macedonia, Amendment V, available at: https://www.sobranie.mk/the-constitution-of-the-republic-of-macedonia-ns_article-constitution-of-the-republic-of-north-macedonia.nsp (last accessed 10.5.2019).

not defined by the Constitution, in the practical implementation of its provisions it is regarded as a synonym for ethnicity. Therefore, the information about the ethnic composition of population is of essential importance for proper design and implementation of policies regarding the principle of equitable representation of communities in public bodies and in public life, as one of the most important cross-cutting issues relevant for all areas of public policies.⁶⁸

Draft-Law on the 2020 Census, in its initial version published by the Government on November 21st 2018, stipulates that, besides the data on other characteristics of the population (geographic, demographic, economic, etc.), the Census in 2020 will collect data on the "cultural characteristics" of the population. The Draft-Law does not contain any further explications on this subject, so it remains unclear if the concept of cultural characteristics of the population brings significant differences in comparison with the more widely use of the concept of ethno-cultural characteristics of the population. It is also unclear if the data on ethnicity, language and religion (traditionally included in all previous censuses) are considered as part of the data on the cultural characteristics of the population that will be collected by the Census.⁶⁹

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⁶⁸ Constitution of the Republic of North Macedonia, Amendment VI.

⁶⁹ Предлог-закон за попис на населението, домаќинствата и становите во Република Македонија, 2020 година (Draft-Law on the 2020 Census of population, households and dwellings in the Republic of Macedonia), available at: https://ener.gov.mk/default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=Xs87Gjmv8PvqIBQwrHnG6A== (last accessed 28.5.2019).

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V. MONTENEGRO

INTRODUCTION

Human capital is the most critical capital for contemporary societies' well-being and progress. Providing an accurate and reliable assessment of this capital at small-area, regional and national levels is of paramount value for evidence-based action by governments, civil societies, academics, researchers and other stakeholders. The essential purpose of the population and housing census is to provide that assessment.

The role of the population and housing census is to collect, process and disseminate such small-area detailed statistics on population, its composition, characteristics, spatial distribution and organisation (families and households). Censuses are conducted periodically in the majority of the countries in the world and they have been promoted internationally since the end of the nineteenth century, when the International Statistical Congress recommended that all countries in the world conduct them. The essential features of population and housing censuses are individual enumeration, universality within a defined territory, simultaneity, defined periodicity and small-area statistics.⁷⁰

There are many different ways to conduct a population and housing census. The three main categories of census methods are: the **traditional** census, the **register-based** census, and the **combined** census.

The **traditional (conventional) census** is a census based on the direct count of all individuals and the collection of information on their characteristics through the completion of census questionnaires, either in paper form or electronically. The information is collected in the field across the whole country in a relatively short period of time, normally no more than two weeks. Questionnaires can be completed either directly by the households (with delivery and collection of paper forms undertaken by enumerators, the postal service or other methods, or online in the case of electronic questionnaires), or by the enumerators during an interview of the household.

A totally different approach from the traditional census is the **register-based census** that was developed by the Nordic countries in the 1970s. Denmark was the world's first country to conduct a fully register-based population and housing census in 1981. Under this approach there is no direct collection of data from the population, and the traditional

A population census is the total process of planning, collecting, compiling, evaluating, disseminating and analysing demographic, economic and social data at the smallest geographic level pertaining, at a specified time, to all persons in a country or in a well-delimited part of a country.

Source: Principles and Recommendations for Population and Housing Censuses, Department of Economic and Social Affairs Statistics Division, United Nations New York, 2017,

https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf (13.5.2019)

⁷⁰ *Principles and Recommendations for Population and Housing Censuses*, Department of Economic and Social Affairs Statistics Division, United Nations New York, 2017, https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf (13.5.2019)

enumeration is replaced by the use of administrative data held in various registers (population register, building/address register, social security register, etc.) through a matching process, normally making use of personal identification numbers. This approach permits the production of census data at a greatly reduced cost and with relatively limited manpower, once a good quality system of statistical registers has been established.

Since the 1990s, a number of other countries in Europe have developed innovative methods to conduct the census, combining the use of administrative data with a limited collection of data from a field enumeration of the population for specific variables. Under this approach, called a **combined census**, the field data collection can cover the whole population or just a sample. Often this approach is adopted in the transition from a traditional to a register-based census.⁷¹

Population census provides a large range of demographic data on size and structure of the **permanently resident population of Montenegro** at national and regional level, and related demographic changes, such as births, deaths, marriages and divorces, immigration, and emigration. Data are also provided on population and its employment, families, housing, and national or ethnic affiliation. To ensure international comparability of Population Census data **Statistical Office of Montenegro (MONSTAT)**⁷² follows methodology and **recommendations issued by the UN, and the EU** regarding e.g. contents and data definitions as well as classifications to be used in the data collection.

Methodological bases for demographic statistics are covered by the following regulations:

- Regulation EU763/2008; and
- UNECE/ Eurostat CES Recommendations for the 2010 Censuses of Population and Housing.⁷³

Thus, according to Article 4 of the *Regulation (EC) No 763/2008 of the European Parliament and of the Council of 9 July 2008 on Population and Housing Censuses*⁷⁴ Member States may base the statistics on different data sources, in particular on:

- a) conventional censuses;
- b) register-based censuses;
- c) a combination of conventional censuses and sample surveys;
- d) a combination of register-based censuses and sample surveys;
- e) a combination of register-based censuses and conventional censuses;
- f) a combination of register-based censuses, sample surveys and conventional censuses;
- g) appropriate surveys with rotating samples (rolling censuses).

On the territory of Montenegro, the first population census with characteristics of modern census was carried out in the middle of 1879 by commands of duke Nikola. In period between World War I and World War II, only two Yugoslavian population censuses

⁷¹ *Guidelines on the Use of Registers and Administrative Data for Population and Housing Censuses*, United Nations Economic Commission for Europe, New York and Geneva, 2018, <https://www.unece.org/fileadmin/DAM/stats/publications/2018/ECECESSTAT20184.pdf> (13.5.2019)

⁷² *Statistical Office of Montenegro (MONSTAT)* is competent body for the production of official statistics.

⁷³ *Statistical Office of Montenegro (MONSTAT)*, <https://www.monstat.org/eng/index.php> (13.5.2019)

⁷⁴ REGULATION (EC) No 763/2008 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 9 July 2008 on Population and Housing Censuses, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32008R0763> (13.5.2019)

were carried out, in 1921 and 1931. After the World War II, population censuses were carried out in: 1948, 1953, 1961, 1971, 1981, 1991, and 2003, and then in 2011, having fulfilled the international recommendations on conducting the Census of Population every ten years.⁷⁵

1. INSTITUTIONAL AND LEGAL FRAMEWORK FOR CENSUS

According to the **Law on Official Statistics and Official Statistical System**⁷⁶, conducting activities on census shall be regulated by special law depending on the type of census. By this Law, the Statistical Office of Montenegro (Monstat), as a competent body, shall be the main holder and disseminator of statistical data, as well as responsible professional body, organiser and coordinator of official statistics system, and it shall represent the official statistics of Montenegro in the international statistical system. Also, Monstat is responsible for the organisation of the census.

Hence, the 2011 census was conducted in accordance with a special law – the **Law on Census of Population, Households, and Dwellings in 2011** (*hereinafter referred to as the "Census Law"*)⁷⁷, and **Methodology for the Preparation, Organisation and Conducting of the Census** (*hereinafter referred to as the "Methodology"*)⁷⁸. The Methodology is fully harmonised with the international standards defining common rules for collecting the population data, such as:

- Conference of European Statisticians Recommendations for the 2010 Censuses of Population and Housing, prepared in cooperation with the UN Economic Commission for Europe and Statistical Office of the European Communities - EUROSTAT;
- Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses as well as Commission Regulation (EC) No 1201/2009 implementing Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses as regards the technical specifications of the topics, and of their breakdowns.⁷⁹

The Law on Census of Population, Households, and Dwellings in 2011 was adopted in July 2010, with some additional amendments in October 2010. The amendments were related to the wording of the questions on language and on nationality and replaced the term 'ethnic affiliation' with 'ethnic or national identity' and removed the definition of the term 'mother tongue' from the questionnaire.⁸⁰ In line with this Law, **census units** were **persons, households, and dwellings**.

The preparation, organisation and conducting of the Census were based on principles of relevance, impartiality, transparency, timeliness, professional independence, rationality,

⁷⁵ Statistical Office of Montenegro (MONSTAT), <https://www.monstat.org/eng/index.php> (13.5.2019)

⁷⁶ Law on Official Statistics and Official Statistical System (*Official Gazette of Montenegro 18/12 from 30 March 2012*)

⁷⁷ Law on Census of Population, Households, and Dwellings in 2011 (*Official Gazette of Montenegro 41/10 from 23 July 2010, 44/10 from 30 July 2010, 75/10 from 21 December 2010*).

⁷⁸ The Methodology is prepared in the way that ensures that every person has only one usual place of residence. In international context this is important in order to avoid that persons are included in total number of population in more countries or not to be included at all. Actually, the main objective of the Census is to determine the exact number of persons who live and use the infrastructure of some geographic area. Source: Monstat <https://www.monstat.org/userfiles/file/popis2011/saopstenje/poznavanje%20rada%20na%20racunaru.pdf> (13.5.2019)

⁷⁹ Statistical Office of Montenegro (MONSTAT), <https://www.monstat.org/eng/index.php>

⁸⁰ EU Enlargement countries census Factsheets – Montenegro, https://circabc.europa.eu/sd/a/aa6b9065-45f5-48f7-9262-0a067584b48b/EU_Enlargement_countries_census_Factsheets_upd-Mar2014.pdf (13.5.2019)

consistency, publicity, statistical confidentiality, and usage of personal data exclusively for statistical purposes.

When it comes to institutional framework, Montenegro had no central census commission and Monstat was responsible for organising the census in accordance with the regulations. The census staff was organised in a three-level scheme with the state instructor from Monstat, the municipality instructors and the enumerators were engaged through advertising.⁸¹ **Census commissions established at the municipality level** were responsible for the organisation of census activities (selection of instructors and enumerators, provision of premises for training and control of material, etc.).⁸² Obligations of enumerators⁸³ were defined in the census Methodology. Three-day trainings in three levels were organised for participants of the census. A test was performed at all levels, and this was the last condition for participants to enter the census.⁸⁴

Overview of the most important development priorities in social statistics

1. To establish the data production for the 2020 Population Census from administrative sources:

- To ensure the access to data with identifiers from all registers in Montenegro;
- To establish a link between administrative registers;
- To work on the establishment of household database;
- To carry out a pilot census using the traditional method for data collection;
- Comparing methodologies and data produced by traditional method and from administrative sources.

2. Capacity strengthening aimed at increased use of existing data:

- Integration of administrative sources and interview-based surveys;
- Non-response analysis;
- Analysis of methods which are used in data collection;
- Education and development of human capacities through trainings for sophisticated data analyses and matching data from different sources.

3. Continuous improvement of methodologies and quality of surveys in social and demography statistics, in accordance with the Eurostat's recommendations:

- International migrations (residence permits, illegal migrations, asylum statistics, immigration, emigration);
- Job vacancy statistics;
- Education statistics;
- Crime statistics; Culture statistics;
- Household budget survey.

Source: Monstat, *Programme of Official Statistics 2019 – 2023*, Podgorica, 2018, https://monstat.org/userfiles/file/o%20nama/2019/Program2019_2023_eng.pdf

⁸¹ In total there were 79 State instructors responsible for ensuring that methodological and organisational rules were applied.

⁸² In total there were 461 municipality instructors, who were responsible for the rules in the field.

⁸³ In total there were 3,900 enumerators, responsible for carrying out the census in the field.

⁸⁴ *Ibid.*

2. METHODOLOGY FOR THE COLLECTION OF DATA FOR THE CENSUS

The last **Census of Population, Households, and Dwellings** in Montenegro was carried out from 1st to 15th April 2011. The census was conducted in the traditional way, using interview (door-to-door) method.

The census, that is in accordance with the international recommendations conducted every ten years, is a process of collection, processing and publishing demographic, economic, educational, migration, ethno-cultural, and social data related to population of country in certain period. Also, the census covers data on the number of households and dwellings, and their characteristics.⁸⁵

When it comes to the census method for the upcoming census, according to the *Peer Review Report on compliance with the Code of Practice and the coordination role of the National Statistical Institute*⁸⁶, Monstat has developed an important use of administrative data and **plans to conduct the next population and housing census as a register-based census**, thus saving the huge cost of a traditional census. However, several conditions are yet to be met. Firstly, Monstat should be granted full access to personal identifiers for all administrative sources, including the population register. An amendment to the Statistical Law is in the process of approval but other laws must be amended as well. Secondly, a register of addresses and dwellings must be established by the Cadastre administration.

Therefore, three years ago, Monstat established a Working Group with members of the Ministry of Interior, Cadastre, and Ministry of Finance to consider the possibility of conducting a register-based census. The Working Group prepared a document about the advantages of a register-based census, and the Government adopted the document.

A more detailed document was prepared about the preconditions for such a methodology. In particular, it implies the need to change several laws. The last part of Article 35 of the Statistical Law (“*unless statistical use of those data is prohibited in accordance with the Law*”) currently prevents Monstat from accessing the personal identification number of the population register as this register is regulated by a Law forbidding the release of this

⁸⁵ *Census of Population, Households, and Dwellings in Montenegro 2011*, Statistical Office of Montenegro, <http://monstat.org/userfiles/file/popis2011/saopstenje/Smetnje%20u%20obavljenju%20svakodnevnih%20aktivnosti%20popis%202011.pdf> (13.5.2019)

⁸⁶ *Peer Review Report on compliance with the Code of Practice and the coordination role of the National Statistical Institute*, Montenegro, November 2018, <http://www.monstat.org/userfiles/file/o%20nama/2019/Peer%20Review%20Report%20of%20Montenegro%202018.pdf> (13.5.2019)

The Census of Agriculture

Previous censuses of agriculture at the ex-Yugoslavia territory only referred to the census of livestock, and they were carried out together with the population censuses. Although the tradition of censuses originates from the 18th century in those areas under the Austro-Hungarian Empire (canton of Kotor and Herceg Novi), there were not carried out statistical census of livestock in Kingdom of Montenegro.

In period from 1918 to 1941 the census of livestock was carried out in 1921, and general census of agriculture in 1931, but because of social circumstances the data processing was slowly performed.

In period from 1945 to 2007 censuses of livestock were carried out in the following years: 1949, 1950, 1951, 1952, 1953, and the general census of agriculture in 1960 containing 111 questions related to the agriculture.

The data on agriculture were also collected by the census of population, and the last one was carried out in 2003 having only 15 questions on agriculture.

Statistical Office of Montenegro carried out the census of agriculture for the first time after 50 years. The census of agriculture was carried out at the whole territory of Montenegro in period from 7 to 21 June 2010.

Source: *Statistical Office of Montenegro, Agriculture census 2010*, <http://monstat.org/eng/page.php?id=58&pageid=58> (13.5.2019)

information. Currently, Monstat has access to the population register but only to a statistical identification number created by the Ministry of Interior for statistical purposes, which prevents Monstat from merging with other administrative sources. Monstat is in the process of suggesting changes to the Statistical Law in order to gain access to all registers with personal identifiers. Official support from the Government to the amendment was received in February 2018, and in March Monstat received confirmation from the EU Commission that the amendment was in line with the **Regulation (EC) No 223/2009 on European statistics**. In the meantime, Monstat has been conducting a series of consultations with other ministries, as they also must change some articles in laws which are under their jurisdiction. In

particular, the **Law on Personal Data Protection** will have to be changed and it is currently under revision by the Agency for Personal Data Protection and Free Access to Information in order to be harmonised with the **General Data Protection Regulation (GDPR)**.

Besides the population register, it is necessary to establish an address register. Currently, the population register for the address includes only a city code, street and house number, but no geographical coordinates. The address register will be used to include the dwelling code in the population register. This will allow the identification of the members of the households (persons living in the same dwelling). The Cadastre is expected to use the address register to include information on dwellings (such as floor space, and number of rooms) and the address register is expected to be completed by 2020.

The Peer Review team considers that the possibility of conducting a register-based population and housing census in 2021 or immediately thereafter is of paramount importance to the country. It would significantly reduce the cost of the census and the burden on the population, and allow Monstat to continue to develop new statistical operations in line with the EU accession agenda.

2021 Population, Households and Dwellings Census

Description of expected results: The 2021 Population, Households and Dwellings Census will provide the data on total number and spatial distribution of basic census units (population, households, and dwellings), to be able to follow international recommendations, which are necessary to be met. According to the previous practice, the 2014-2018 period is recognised as a period of producing recommendations and instruments for the census. The mentioned instruments will be tested according to the rule in 2019. In addition to the periodicity recognised as a ten-year one, other elements such as data source, deadlines for collection and publication of data, and survey method will be recognised when the census method is determined.

Expected problems: Depending on the method for the census data collection, several problem groups were recognised. In case of register-based census, the main recognised preconditions defined by the Government's Conclusion are: creating address register and access to individual data with identifier of registers owned by ministries and other bodies of public administration.

International standards and regulations: UNECE recommendations for 2020 Population and Housing Census, Framework regulation EU 763/2008, Implementation regulations 2017/543, 2017/712, 2017/881.

Source: Monstat, Programme of Official Statistics 2019 - 2023, Podgorica, 2018, https://monstat.org/userfiles/file/o%20nama/2019/Program2019_2023_eng.pdf

3. APPLICATION OF THE PRINCIPLE OF ENUMERATION ACCORDING TO THE PLACE OF USUAL RESIDENCE IN RESPECTIVE NATIONAL CENSUSES

First of all, the 2011 census, in accordance to the Census Law, covered citizens of Montenegro, citizens of Montenegro having another citizenship, foreign citizens, and persons without citizenship (stateless persons) who have residence (permanent or temporary) in Montenegro regardless of their stay in Montenegro or abroad at the time of the census, regardless of whether or not they possessed personal identification documents, and regardless of whether they lived in a dwelling, other premises or public areas. **The census did not cover diplomatic personnel of foreign diplomatic and consular representative offices and their family members.** Only people with their usual place of residence in Montenegro were considered to be part of the population of Montenegro.

A **household** was defined as a family or other community of persons living together and spending their income on primary living needs (housing, food, etc.) regardless of the presence of its members in the place where the household lives, or whether some of them live for a longer period in another place, i.e. abroad for the purposes of work, education or other. A household could also be a person living alone in the place of enumeration (a one-person household) without any household in another place or abroad.

The **population in institutions** was numerated as a so-called collective household, i.e. households consisting of persons living in institution for the permanent care of children and adults, hospitals for patients with long-term care needs, monasteries and other religious institutions. People in prison were recorded at the place of the prison and not in their household. With regard to soldiers, there is only a professional army, and soldiers do not live in barracks but in their own private dwellings. They were therefore enumerated as part of the civil population. For the few soldiers outside Montenegro, a questionnaire was sent. Hospitals, older people in nursing homes, religious institutions etc. were enumerated as collective dwellings and the population living there for more than one year was enumerated in the institution. Collective dwellings and the population living there for more than one year were enumerated in the institution.

Buildings were not counted in the census, some of their characteristics only were reported in the dwelling form as appropriate to the dwelling.

“Usual residence shall mean the place where a person normally spends the daily period of rest, regardless of temporary absences for purposes of recreation, holidays, visits to friends and relatives, business, medical treatment or religious pilgrimage.”

Article 2, Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses

The **usual place of residence** was defined as the place where a person usually resides, regardless of temporary absence for the purposes of recreation, holiday, visits to friends or relatives, business, medical treatment or religious pilgrimage. Also the place where a person has resided continuously, from at least 1 April 2010, or he/she arrived in that place later but with the intention of staying there for at least one year. As mentioned above, the population outside Montenegro was reported in the household, but in a special category, and was not counted in the Montenegro population. The government wanted to estimate the number of Montenegrins living abroad. Students were counted in their family's household except if they had their own family. If they lived in a dwelling, this dwelling would be enumerated as vacant. Students who studied abroad were enumerated but not counted in the population.⁸⁷

According to the results of the *Final report of Peer Assessment of the 2011 Population and Housing Census in Montenegro*, for future censuses, it is recommended to create a category of 'occasional dwelling' for dwellings occupied during the week by workers or students. This will allow more accurate measurement of the occupancy and vacancy rates of housing units. The mobile population and homeless people should be enumerated during the first day of the enumeration to avoid counting them several times if they change their location during the two weeks of the enumeration.⁸⁸

In conclusion, mission considered that the 2011 census of Montenegro was prepared, conducted in the field and processed in accordance with international standards, and in particular according to the recommendations made by the Conference of European Statisticians for the 2010 round of Population and Housing Censuses. In addition, the mission noted, with appreciation, the high standard of professionalism of the staff involved at all levels in the census, from Monstat as well as temporary staff. The mission considered that the census had achieved a high level of quality, especially in terms of accuracy and timeliness.⁸⁹

4. COLLECTION OF DATA REGARDING THE ETHNO-CULTURAL CHARACTERISTICS OF THE POPULATION

The issue of the ethno-cultural characteristics of the population is of increasing relevance to a number of countries in the context of migration, integration and minority policy, thus this topic is attracting more attention than in the past. For these reasons, the issue of the

⁸⁷ According to the *Final Report* prepared by population census experts, the definitions of the units to enumerate and place of usual residence were in accordance with the *Conference of European Statisticians Recommendations*.

⁸⁸ *Peer Assessment of the 2011 Population and Housing Census in Montenegro, Final Report*, Prepared by population census experts Jean-Michel Durr and Roberto Bianchini, 25 November 2011

http://monstat.org/userfiles/file/popis2011/1288217%20Final%20report%20of%20peer%20assessmet%20in%20Montenegro%2025_11.pdf (13.5.2019)

⁸⁹ *Ibid.*

ethno-cultural characteristics of the population received more attention in the 2011 census recommendations than ever before.

Ethno-cultural characteristics possess a very subjective dimension, and they may be very sensitive in political terms. Because of this, an open and free declaration by each individual is of key importance.⁹⁰

Therefore, all questions related to ethnicity in the 2011 census were in compliance with the UNCES recommendation for census. Questions on ethnicity, religion, mother tongue and disability were considered as sensitive and it was not mandatory to answer these questions. The questions were also open-ended with an empty line for self-declaration. Furthermore, Monstat had consultations with national minority councils in written before drafting the questions.⁹¹

Hence, in the 2011 census on question on ethnicity 4.87% of citizens gave as answer “*don't want to declare*”, 3.99% provided the same answer on question on mother tongue and 2.62% of citizens on religion. If a person did not want to declare on mentioned questions, he/she would fill in the answer “*does not want to declare*”.⁹²

The great interest of the general public regarding the data on ethnic affiliation, religion and mother tongue immediately before start of 2011 census, created additional requirements of the users, certain risks and specific environment for conducting the census. Respecting the significance of population census, as well as the greatness of the action whose implementation required wider social support and confidence in the process of the implementation of census, the Statistical Office accepted a number of additional requirements of the users while conducting the census: introduced a copy of the enumeration form which stays in households; accepted proposal that two representatives of opposition political parties be members of census commissions in each municipality; started the process of data entry for control purposes by political parties; accepted request to publish final results on ethnic affiliation, religion and mother tongue, within 90 days from the day of finalising data collection, etc. These are just some of the activities that are the result of the additional requests. Activities which were not planned required took additional effort by Monstat in order to carry them out, especially with regards to preserving three most important principles of official statistics: professional independence, protection of individual data and equal access to data for all users at the same time.⁹³

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⁹⁰ Children in Montenegro, Data from the 2011 Census, UNICEF Montenegro, 2012,

https://www.monstat.org/userfiles/file/vijesti/Djeca_u_Crnoj_Gori_engleski.pdf (14.5.2019)

⁹¹ 2011 Population census framework, Factsheets on population censuses in the Enlargement countries, European Commission, Eurostat,

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⁹³ Census Of Population, Household and Dwellings in 2011, Report On Conducted Activities, <https://www.monstat.org/userfiles/file/popis2011/Report%20of%20the%20realized%20activities%20from%20P%20opulation%20Census.docx> (14.5.2019)

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VI. SLOVENIA

1. Methodology for the collection of data for the census, in terms of choice of one of the optional data sources stipulated by the Article 4 of the Regulation (EC) No 763/2008 of the European Parliament and of the Council of 9 July 2008 on population and housing censuses⁹⁴, as well as in terms of its practical implementation.

The 2011 Census⁹⁵ was the first complete **register-based census** in Slovenia, i.e. by linking numerous data from existing administrative and statistical sources without additional fieldwork or conducting additional statistical surveys (see SURS, People, Families, Dwellings).

The 2011 Census differs from the previous traditional/field census⁹⁶ conducted in 2002 in several aspects:

- the census reference date was 1 January (since 1953 it has always been 31 March);
- the obligation to conduct a census was (for EU Member States) for the first time determined by the Regulation (EC) No 763/2008 (censuses used to be conducted on the basis of UN recommendations). In accordance with Article 4 of the Regulation No 763/2008 EU Member States may base the statistics on different data sources, including register-based censuses;
- implementation of the register-based census was included in the Medium-Term Programme of Statistical Surveys 2008-2012⁹⁷ (for the implementation of previous censuses a special act was adopted, mainly because of large costs) and the Annual Programme of Statistical Surveys for 2011.⁹⁸

The register-based census is one of the regular statistical surveys conducted by the Statistical Office of the Republic of Slovenia (SURS). The method of data collection used in the register-based census is also used in most of the statistical surveys. That is, the *Statistical Office (SURS)* links existing statistical and administrative data sources (see SURS, Register-based Census 2011).

Data sources used in the register-based census are:

- **“Administrative registers managed by state authorities:**
Central Population Register – Ministry of the Interior,
Household Register – Ministry of the Interior,
Real Estate Register – Surveying and Mapping Authority of the Republic of Slovenia,
Register of Spatial Units – Surveying and Mapping Authority of the Republic of Slovenia,
Business Register of Slovenia – Agency for Public Legal Records and Related Services.

⁹⁴ Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1412688957286&uri=CELEX:32008R0763>.

⁹⁵ The 2011 Census was the sixteenth population census conducted on the territory of present-day Slovenia. The first modern population census was conducted in 1857. Censuses were conducted approximately every ten years.

⁹⁶ The 2002 Census was the last field census in Slovenia (the first one in independent Republic of Slovenia) conducted by about 10,000 field enumerators, who collected data directly from the households. Already at the 1991 Census and to a much larger extent at the 2002 Census administrative data sources were used (especially the Central Population Register). For more see: <https://www.stat.si/doc/pub/people.pdf>.

⁹⁷ Official Journal of the Republic of Slovenia, No. 119/2007.

⁹⁸ Official Journal of the Republic of Slovenia, No. 93/2010. For more see: <https://www.stat.si/doc/pub/people.pdf>
<https://www.stat.si/popis2011/eng/Default.aspx?lang=eng>.

- **Statistical Register administered by the Statistical Office (SURS):**
Statistical Register of Employment.

- **Regular statistical surveys conducted by the Statistical Office (SURS):**
Births,
Migration,
Student enrolment in tertiary education,
Tertiary education,
Recipients of scholarships (students),
Census of Population 2002.

- **Databases of various data managers:**
Unemployed persons – Employment Service of Slovenia,
Graduates – National Examination Centre (RIC),
National examinations – National Examination Centre (RIC),
Recipients of pensions – Pension and Disability Insurance Institute,
Insured persons – Health Insurance Institute of Slovenia,
Recipients of social transfers – Ministry of Labour, Family and Social Affairs,
Income tax – Tax Administration of the Republic of Slovenia” (see SURS, Data sources).

Acquisition and integration of data is stipulated in Articles 32 and 33 of the National Statistics Act.⁹⁹ The results of this integration and data processing are aggregated data and the identification of individuals is not possible (see SURS, Register-based Census 2011).

With the transition to the register-based census, Slovenia joined few European countries that have already implemented this way of collecting and processing data on population, households and dwellings (Denmark, Finland, Netherlands, Iceland) or do so for the first time in 2011 (Austria, Belgium, Sweden, Norway). By doing this, Slovenia has not only reduced the administrative burden but also saved EUR 14 million (see SURS, People, Families, Dwellings).

The 2015 Census - in accordance with the Regulation (EC) No 763/2008 and on the basis of the Annual Program of Statistical Surveys for 2015,¹⁰⁰ the second registration census of population was carried out according to the same methodology and with the same administrative sources as in 2011 (see Dolenc, 2017 and Census regarding the ethnicity).¹⁰¹

2. Application of the principle of enumeration according to the place of usual residence¹⁰² in respective national censuses.

Data on population in Slovenia (otherwise published quarterly in the scope of the regular demographic survey on population) as of 1 January 2011 are produced also according to the above mentioned Regulation (EC) No. 763/2008 on population and housing censuses.¹⁰³

“Population” is defined as persons with registered permanent and/or temporary residence in Slovenia who live or intend to live in Slovenia for one year or more and are not temporarily absent from Slovenia for a year or more (see SURS, Definition of population).

⁹⁹ [National Statistics Act](#) (Official Journal of the RS, No. 45/95 and 9/2001; consolidated text).

¹⁰⁰ Official Gazette of the Republic of Slovenia, No. 83/2014.

¹⁰¹ For more see: <https://www.stat.si/statweb/File/DocSysFile/9251> (Abstract in English).

¹⁰² As defined in the Article 2 of the *Regulation (EC) No 763/2008 of the European Parliament and of the Council of 9 July 2008*, as well as by the *Conference of European Statisticians Recommendations for the 2010 Censuses of Population and Housing* (available at:

https://ec.europa.eu/eurostat/documents/6031840/6032103/CES_2010_Census_Recommendations_English.pdf, pp. 35-39).

¹⁰³ For more see: <https://www.stat.si/Popis2011/eng/Popul.aspx?lang=eng>.

In methodological clarifications of the register-based census the term usual residence is also used - in connection with registered permanent and/or temporary residence. For example, *“the population of Slovenia is composed of all persons who have usual residence in Slovenia, that is, all persons, irrespective of citizenship, who have the intention to reside in Slovenia for at least one year”* (SURS, Prebivalstvo Slovenije).

This includes the following:

- persons who have registered permanent residence in Slovenia, excluding those who are abroad for one year or more. These persons are counted as residents at the address of their permanent residence;
- persons who have registered temporary residence in Slovenia, whose total duration is at least one year. These persons are counted as residents at the address of the last registered temporary residence;
- persons who have registered permanent and temporary residence in Slovenia, excluding those who are abroad for one year or more. These persons are usually counted as residents at the address of their temporary residence (see SURS, Prebivalstvo Slovenije).

In methodological clarifications of the register-based census it is also defined that usual residence is a person's place at which person spends most of his daily night-rest (see SURS, Metodološko pojasnilo, Registrski popis prebivalstva, gospodinjstev in stanovanj). As such, usual residence is used in clarifications/definitions of types of dwellings (e.g. collective living quarters, occupied conventional dwellings, the number of occupants, etc.).¹⁰⁴

3. Collection of data regarding the ethno-cultural characteristics of the population - is it collected, which data is collected, specific standards regarding the collection and processing of this type of data and possible problems regarding the collection and processing of this type of data

As was mentioned above, in 2011 the first register-based census was carried out. The Regulation (EC) No. 763/2008 defines the mandatory content - data regarding the ethno-cultural characteristics are not stipulated. Accordingly, data on nationality/ethnicity were not collected in the 2011 register-based census because they are not available for the entire population in any of the administrative data sources used in Slovenia (see Census regarding the ethnicity).¹⁰⁵

In short:

- data on nationality in Slovenia are no longer collected with the censuses;
- according to the provisions of Article 41 of the Constitution of the Republic of Slovenia, no one shall be obliged to declare his religious or other beliefs (that is, also with regard to national / ethnic affiliation);
- the Residence Registration Act (2016) has abolished the collection of data on nationality;¹⁰⁶

¹⁰⁴ For more see: <https://www.stat.si/Popis2011/eng/DefDw.aspx?lang=eng>.

¹⁰⁵ The Statistical Office (SURS) does not carry out any statistical surveys in which to collect data on national / ethnic affiliation. Likewise, in the Medium-Term Program of Statistical Surveys for the period 2018-2022 no research about ethnicity is envisaged.

¹⁰⁶ Before 2016, collection of data on ethnic affiliation was defined by Article 7 of the Residence Registration Act: it stipulated that nationality is one of the data that might be declared at the registration or deregistration of residence and change of address. People declared their nationality to the competent authority only if they wanted to; the

- data regarding ethno/national/religious characteristics are classified as sensitive personal data, according to the Personal Data Protection Act (see Census regarding the ethnicity).

In the last field 2002 Census data about ethno characteristics were collected for all residents. In order to collect these data, the 2002 Census was subject to special rules:

- the answer to question about ethnicity was not obligatory;
- respondent aged 14 or more had to answer for himself (for the younger than 14 the answers were given by their parents or guardians);
- the answer about ethnicity had to be marked exactly (literally) as the respondent said it;
- it was also possible to answer question about ethnicity without present of enumerator or other persons (with a special questionnaire).

That is, in 2002 Census, each respondent was allowed to either declare nationality / ethnicity or refuse to answer. In order to provide answers to this questions from temporary absent persons (persons who were absent during the visit of the enumerator in the household or at the time of the census in general), a separate questionnaire was prepared - the Statement on nationality / ethnicity / religious beliefs. It was given by the enumerator with an envelope for reply (paid postage) (see Census regarding the ethnicity).¹⁰⁷

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authority that conducted the procedure had to remind them that they were not obliged to answer this question (see SURS, the 2011 Census, Frequently asked questions).

¹⁰⁷ In the 2002 Census about 200,000 inhabitants identified their ethnicity (or they indicated on the questionnaire that they did not want to answer this question). Actually, the issue for almost 50 thousand inhabitants (2.47%) was unsuitable for various reasons, as they did not want to answer it. Data on ethnicity was not collected for an additional 126,000 inhabitants (6.43%). They were mostly absent and did not return the separate questionnaire that was left at the address of their residence. Thus, the total non-response rate in the 2002 Census was 8.9 %.

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