ASSESSMENT OF THE POST-ENUMERATION PHASE OF THE 2011 CENSUS OF MONTENEGRO

Report to the Steering Committee of the Forth Mission

13-15 June 2011

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II. Introduction and background

- 1. Montenegro implemented a population and housing census in April 2011, from 1st to 15th, as planned, at the same time as in other European countries. Among neighbouring countries, Kosovo implemented a census in the same period. In order to ensure transparency and strengthen the trust in the census results Montenegrin authorities requested a peer assessment of the population census. The European Commission, which already supported Montenegro with technical assistance on the preparatory activities, agreed to organise the peer assessment of the 2011 Montenegro census.
- 2. The first mission took place in July 2010, the second in November 2010, and the third mission from 1 to 15 April 2011 during field activities. The aim of the present report is to summarise the outcomes of the forth mission, from 13 to 15 June 2011.
- 3. The main objective of the peer assessment of the population census in Montenegro is to assess whether the census is conducted in line with the international recommendations published by UNECE/Eurostat and as adopted by the Conference of European Statisticians as Principles and Recommendations for the 2010 Census of Populating and Housing.
- 4. As mentioned in the terms of reference, the assessment is carried out by one senior census expert, Mr. Jean-Michel Durr, assisted by Mr. Roberto Bianchini. Mr. Bianchini participated to the first, third and forth missions. In line with the objective of the peer assessment as indicated above, the forth mission was the last mission conducted by the experts.
- 5. After the first mission in July 2010, a report was prepared for the Steering Committee to assess the preparation of the census of Montenegro, to identify factors of success but also risks and special needs for technical assistance as well as to draw some recommendations to Monstat.
- 6. The main objective of the second mission, conducted three months after the first one, was to assess the progress achieved in the preparation of the census and the implementation of the recommendations. In addition, the second mission provided opportunity to meet with external stakeholders such as political parties and municipalities to assess the political and organizational context of the census preparation.
- 7. The third mission aimed at assessing the implementation phase of the census operation and at verifying if the recommendations provided during and after the two previous missions were implemented. Each of the 21 Municipalities of Montenegro was visited during census operations. At the beginning of each visit in municipalities, a meeting was organised with the Municipal Commission. Census municipal premises were visited, state instructors and municipal instructors met, and a number of interviews made by enumerators to the households were observed.

8. The fourth and last mission was organised to assess a) data processing operations, b) census evaluation mainly thought the analysis of the methodology used to conduct a post enumeration survey, and to assess c) the plan for census data dissemination and analysis.

III. Executive Summary

- 9. The mission could conduct the assessment and observation tasks with the very cooperative participation of Monstat. In particular, Ms. Snezana Remiković, Head of the Demography Department in charge of the preparation of the census, facilitated the observation of the data capture process, and Mr. Bozidar Popović, Deputy Director, provided the information on data dissemination and census evaluation, as requested by the experts of the mission.
- 10. The experts concluded the mission with the conviction that the data capture was in general well organised and implemented, with some limitations due to the use of manual quality checks, instead of using automatic procedures.
- 11. As output of the fourth mission, some recommendations were made to Monstat especially for the dissemination and census data analysis. A strategy and plan for the post-enumeration phase seems to be the most urgent action to undertake. In addition, the mission recommends that technical assistance be provided to Monstat in the domain of dissemination, on the elaboration of the strategy as well as in IT tools for dissemination.
- 12. In conclusion, the mission could assess that the 2011 census of Montenegro was prepared, conducted in the field and processed in accordance with the international recommendations, and in particular the Recommendations made by the Conference of European Statisticians for the 2010 round of Populating and Housing Censuses.

IV. Assessment of the post-enumeration phase of the census

- 13. In order to assess the post-enumeration phase, the mission decided to use the same framework as for the previous reports made on the preparation and implementation of the census, but considering only the aspects relevant to the post-enumeration phase. Therefore, this part should be read having in mind the previous reports.
- 14. The list of activities is organized in this report as following: (a) data processing; (b) evaluation; and (c) dissemination and analysis.
- 15. This assessment is mainly based on the direct observation of data processing activities at the "Nikic" Commercial Center in Podgorica, where Monstat organised the data capture process. The information provided on PES, dissemination and analysis was reported by Monstat.

DATA PROCESSING

16. The implementation of the data processing operations started on 4th May 2011 with the data capture process. Census questionnaires were received by Monstat and stored in premises in the municipality of Podgorica, where a first check was performed to ensure completeness of the forms before data capture started.

Data capture

- 17. The data entry operations were organised in premises rented by Monstat at walking distance from Monstat HQ, at the "Nikic" building in Podgorica. The premises were composed of a set of separate rooms for data entry operators (7), for the storage of questionnaires (3), for controllers (1), for the IT support (1). The rooms for data entry operators contained a total of 60 computers, one for each working places, were about 180 operators were entering census data organised into 3 work shifts: the first from 7 am to 14 pm, the second from 14 pm to 21 pm, the third from 21 pm to 1:00 am. The data entered from each client computer were stored in a server. To each operator was assigned a folder containing the census forms of a complete EA to enter, and when all the forms of the EA were entered, the folder was returned to the storage room, ready to be checked by controllers. The delivery of forms to operators and their return was recorded by the person responsible of the storage room.
- 18. As already mentioned in the previous report, data were entered by municipality and by EA. Priority was given to small size municipalities, in order to test the overall procedure before entering large municipalities such as the municipality of Podgorica. In general, a limited set of control tools were included in the application developed for the data entry. These were: a) the provision of drop menus to help operators to enter data and to avoid values not in the range of variables are entered; b) the definition of a set of editing rules for some variables to improve consistency of data. No automatic imputation methods were used. In spite of previous plans, Monstat decided not to include in the application the possibility for the operators to choose in a pre-coded list possible answers already encountered for open questions such as ethnicity, religion and mother tongue. Instead, to report on the data entry what exactly written by enumerators on the P2 forms. The mission observed that even thought it seems the most correct approach to enter such information, it created a large number of different answers which will be difficult to aggregate and interpret. Monstat reported that after 80% of the data entered, about 2,000 different answers were found in the database, but that most of them are due to differences of language spelling characters.
- 19. The estimated data capture rate is in accordance with the previous estimated rate of 200 forms a day by operator. Therefore, taking into consideration the number of operators, around 40 working days will be necessary to complete the capture. On average, about 30,000 questionnaires were entered each day (about 11,000 during the morning and afternoon shifts and 8,000 during the evening shift)
- 20. Backups are performed planned every day, both logically on the servers and physically on a DVD stored in Monstat HQ.

Comments

- 21. The choice to not include controls in the data capture application except field values is justified when automatic edits are performed in a later stage, and a re-starting point is needed if edits are modified. But it the case of manual edits only, it prevents from identifying keying errors and correcting immediately obvious errors of the questionnaire. However, despite the instructions, the mission could notice that some cases of missing answers on sex were corrected by the operator based on the first name of the person.
- 22. The premises rented for data capture offer very good working conditions as well as the necessary security measures.

Coding

23. Coding concerns the following variables: level of education, occupation and industry. The steps are first try to find an exact matching, then approximate matching and then manual. 3 groups of coders are being set up for the 3 variables.

Comments

24. If the application is simple and functions well, Monstat still did not estimate the workload in terms of man-days and had not a clear view of the timetable of the coding phase.

Data editing

- 25. Monstat decided to conduct manual editing and imputation. After the capture phase, automatic controls will be carried out in batch mode on the data base to list discrepancies among variables, within a record and among records within same households. An application will display the problematic records and specialized staff will be requested to correct manually the discrepancies, following a process as well as their own expertise based on the values of each variable. No imputation will be carried out for missing values, Monstat preferring release tables with non-responses. After each phase of manual correction, the batch program is run again to detect new problems, and results proposed a new time for manual correction. Up to sixteen runs are expected.
- 26. This phase is expected to last two months with 20 staff working in two shifts.

Comments

27. Monstat confirmed its decision to conduct manual edits instead of automatic edits. This decision is based on the experience of former censuses, but also considering the lack of experience as well as the insufficient time to learn and develop automatic edits.

Recommendations

- 28. The decision of Monstat makes sense considering the context. However, there is a risk that successive manual controls would slow down significantly the process of cleaning the database, introduce biases or circular correction (by correcting a variable already corrected...).
- 29. Therefore, it is recommended to develop a reasonable set of controls for which manual corrections can be performed, at once. A first set could be performed before releasing the first

results in July, and a second set after coding occupation, industry and educational attainment before releasing the final database.

Processing control

- 30. As recommended, Monstat set up a control process for data capture. After an EA is captured by an operator, it is controlled randomly by a supervisor. Each operator has an identification number in the system and is controlled individually.
- 31. At the end of the data capture phase, it is planned to conduct a quality control on a sample of EAs. The questionnaires of these EAs will be entirely captured again, and the results compared with the original capture. A supervisor will then decide what is the correct value in case of discrepancies between the two captures.

Comments & recommendations

- 32. The control by a supervisor is not as effective as capturing by another operator and then comparing the two captures by a supervisor, and Monstat followed the recommendation to include a double-capture control. However, at the time of the mission, more than 1000 EAs were captured but not yet controlled, which represented 44% of the total number of EAs captured. This shows that the control was too complex and long to follow the capturing rate, with the risk to cancel the control of the last EAs. It was recommended to review the control, for example to control only a sample of questionnaire, to speed up the process while maintaining a control system during the whole life of the data capture process.
- 33. In addition, coding should be controlled too, as the variables are complex to code.

Data capture quality control performed by the mission

- 34. In order to assess the accuracy of data capture, especially in a sensitive context regarding the processing of the questions on ethnicity, mother tongue and religion, the mission conducted a control of data capture.
- 35. 50 EAs were sampled and in each EA, two dwellings were chosen randomly. The responses on category of dwellings, surface and the household list were compared with the corresponding record values in the database. For each individual in the household, responses on sex, date of birth, ethnicity, religion, mother tongue and activity status were controlled. In total, 100 dwellings and 337 individuals were controlled. No differences were found between the questionnaires and the database, confirming the high level of quality of the data capture. The related details are reported in Annex1.

DISSEMINATION OF THE RESULTS

36. The preliminary results were published on 13 May 2011. Monstat will release a first set of results by July 15, mostly on ethnicity, religion and mother tongue, to answer the insistent demand of some political parties. However, the mission considered that Monstat should include in this first release basic demographic and social characteristics, such as sex and age structure or size of households. This would convey a message that Monstat is not only working under the

pressure of political parties and also show to the public that these three sensitive questions may not be the most important ones in terms of knowledge of the population of the country.

37. Beyond the plan for first release, Monstat did not develop a complete timetable of the dissemination of census results, including dates and the description of the data to be released.

Recommendations

- 38. The mission strongly recommends Monstat to develop a strategic plan considering the potential users and their needs. It is recommended to consider the following points:
 - The first category of public is the inhabitants of the country, and the way to return them the information they provided (and paid for in their tax contribution), is to convey messages through the media. Therefore, it is recommended to spread the dissemination over time instead of releasing all results at the same time. The media have a limited capacity to convey the messages if they are too numerous. It is also good to develop short analysis that "tell a story". This is helpful for journalist to convey the main messages of the census
 - Identify the potential users and their needs. In that regard, it is not sufficient to showcase the products and services available. Many users are not conscious that they could use statistical data in their daily job and it is the responsibility of the NSO to "sell" the data. A deep analysis of each category of users is necessary to understand their work, and to determine if and how census results could help them in their responsibilities. For example, Monstat should develop the cooperation with the municipalities. The mission could notice that there are few expectations regarding the results of the census from the municipalities. It shows the need for educating the municipalities about the use of census results for their policy management. Monstat should develop a programme of dissemination specifically targeting municipalities. A short document, presenting in a user friendly way the main results for the municipality (small tables, graphs and maps) is a good introduction to the wealth of information a census can provide. Then, Monstat could organise systematic meetings with the municipalities to present the results and to better understand the needs in order to propose appropriate products and services, such as on-request tables, maps...
 - Give priority to online dissemination. Figures are more easily used on electronic format than on paper. Limit the paper publications to analysis, and not to raw tables. It requires a lot of time to prepare a publication with tables, due to the physical constraints of format on paper whereas preparing standard
 - Take the opportunity of the availability of the census data to develop internal capacity on dissemination and analysis of statistical data. This would include also the transfer of know-how of basic mapping capabilities, and digital census maps

from the Real Estate Administration inside the Institute, as already recommended in the previous reports

- Release data only if they have a high degree of confidence, considering also the timeliness of dissemination.
- 39. Monstat would highly benefit from technical assistance on dissemination, on both aspects of the elaboration of a detailed plan and technical IT tools (including mapping).

EVALUATION OF THE RESULTS

- 40. A Post Enumeration Survey (PES) was conducted immediately after the census enumeration, from 17 to 27 April, to estimate the coverage of the census and some content errors. 55 EAs were sampled (around 1% of the total EAs) with probability proportional to size, stratified by urban/other type of settlement. In each sampled EA, every household listed with the number of members. In one on ten households, each member was enumerated and a subset of census questions asked. The PES was conducted with the same reference date of the census.
- 41. The methodology was revised following the recommendations of the previous mission. In particular, the sample of 10% of households was directly sampled in the field using a table of random numbers, and not from the census control list, in order to ensure independence between the census and the PES.
- 42. The matching operation was carried out manually by a working group.

Comments

43. The mission could not review in details the methodology and process of the PES. Based on the review of the documentation provided by Monstat, the mission concluded that the PES was conducted in accordance with international recommendations. In particular, recommendations made earlier regarding the independence between census and PES were followed.

ANALYSIS OF THE RESULTS

44. As part of the dissemination strategy, a first programme for analysis was initiated. Since the last mission, no update was made on this step, priority being given to the data processing phase. The mission recommends Monstat to develop a programme of analysis, alone or in partnership with some institutions (universities, ministers...) to analyse in depth the results of the census. For example, the comparison of the demographic growth of the municipalities should lead to deeper analysis of internal migrations and movement of population from the municipalities of the North of the country to the capital city or the South. As first census of the country since its independence, the 2011 census should be extensively used for policy decisions.

V. General Conclusion of the Assessment Mission

45. In conclusion, the mission could assess that the 2011 census of Montenegro was prepared, conducted in the field and processed in accordance with the international recommendations, and in particular the Recommendations made by the Conference of European Statisticians for the 2010 round of Populating and Housing Censuses. In addition, the mission noted with appreciation the high professionalism of the staff involved at any level of the census, from Monstat as well as temporary staff. The mission considers that the census has reached a good level of quality, especially in terms of accuracy and timeliness.

Annex 1: Data capture observation

Table 1: Number of entered questionnaires assessed, by enumeration area (in order of assessed data)¹

Legend:

Y = correspondence between questionnaires and database

P1 = questionnaire P1

P2 = questionnaire P2

Q = Question number

Dwelling location: EA Urban/No urban	No Households members	P2- Q3	P2- Q4	P2- LIS T 10	P2- LIS T 11	P2- LIS T 12	P2- LIS T 13	P2- LIS T 14	P2- LIS T 15	P2- LIS T 16		P1- Q3	P1- Q13	P1-Q13 TXT	P1- Q14	P1-Q14 TXT	P1- Q15	P1-Q15 TXT	P1- Q2 1	REMARKS
No urban	4	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	crnogorac	Y	pravoslavac	Y	srpski	Y	
No urban	0	у	у																	Vacant dwelling Vacant
No urban	0	у	у																	dwelling
No urban	6	у	у	у	у	у	y	y	у	у	у	у	у	crnogorac	y	katolicka	y	crnogorski	у	
Urban	4	у	у	у	у	у	y	y	у	у	у	у	у	crnogorac	у	rimokatolicka	у	crnogorski	у	
Urban	2	у	у	у	у	у	y	y	у	у	у	у	у	crnogorac	у	pravoslavac	у	srpski	у	
No urban	4	у	y	у	у	y	y	y	у	у	у	у	у	crnogorac	y	katolik	y	crnogorski jezik	у	
No urban	4	у	у	у	у	у	y	y	у	у	у	у	у	srbin	у	pravoslavac	у	srpski jezik	у	
Urban	1	у	y	у	у	y	y	y	у	y	у	у	у	srbin	y	pravoslavna	y	srpski	у	
Urban	4	у	у	у	у	y	y	y	у	y	у	у	у	srbin	y	pravoslavna	y	srpski	у	
No urban	2	у	у	у	у	y	y	y	у	y	у	у	у	bosnjak	y	islam	y	bosnjaćki	у	
No urban	4	у	y	у	у	у	y	у	у	у	y	у	у	ne želi da se izpasni	у	islam	у	srpski	у	
No urban	1	у	у	у	у	y	y	y	у	y	у	у	у	srpkinja	y	pravoslavna	y	srpski	у	
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¹ ID codes of the questionnaires assessed are not reported in the table for confidentiality reasons. They are available for Monstat upon request.

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No urban	1	у	у	у	у	у	у	y	у	у	у	у	у	crnogorac	у	pravoslavna	у	crnogorski	у
No urban	2	у	у	у	у	у	у	у	у	у	у	У	у	crnogorac	у	pravoslavna	y	crnogorski	у
Urban	4	у	у	у	y	у	y	y	у	у	у	y	у	crnogorska	y	pravoslavna	y	crnogorski	у
Urban	4	у	у	у	у	у	y	у	у	у	у	у	у	crnogorska	y	protenstanska	y	srpski	у
Urban	1	у	у	у	у	у	y	y	у	у	у	у	у	srpska	у	pravoslavna	y	srpski	у
Urban	4	y	у	y	y	у	y	y	y	у	у	у	у	srbin	y	pravoslavna	y	srpski	y
Urban	5	у	у	у	у	у	у	у	у	у	у	у	у	crnogorac	у	pravoslavna	y	crnogorski	у
Urban	2	y	У	у	у	y	y	y	у	у	y	У	y	cronogorac	y	pravoslavna	y	crnogorski	y
Urban	3	v	v	v	v	v	y	v	v	v	v	v	v	crnogorac	v	pravoslavna	y	crnogorski	v
Urban	1	v	v	v	v	v	v	v	v	v	v	v	v	crnogorska	v	islamiska	v	crnogorski	v
Urban	1	v	v	v	v	v	v	v	v	v	v	v	v	crnogorac	v	pravoslavna	v	crnogorski	v
Urban	7	v	v	v	v	v	v	v	v	v	v	v	V	srpkinja	v	pravoslavna	v	srpski	v
Urban	4	v	v	v	v	y V	v	v	v	v	v	y V	y 1/	hrvat	v	katolicka	v	crnogorski	v
	† ·		,	,		y ,,		,	,		,	y v	y				,		
Urban	3	У	У	У	У	У	У	У	У	У	у	У	У	crnogorac	У	pravoslavna	У	crnogorski	У
Urban	2	У	У	У	у	У	у	у	У	у	У	У	У	srbin	у	pravoslavna	у	srpski	У
Urban	4	У	у	У	у	У	у	у	У	У	У	У	У	crnogorac	у	ateista	у	crnogorski	У
Urban	7	у	y	y	y	у	y	y	y	y	у	y	y	srbijanka	у	pravoslavna	У	srpski	у

Urban	2	у	у	у	у	у	y	у	у	у	y	у	у	crnogorac	y	agnostik	y	srpski	у
No urban	2	у	у	у	у	у	у	у	у	у	у	у	y	srbin	y	pravoslavna	у	srpski	у
No urban	6	у	y	у	у	у	у	y	у	y	у	y	у	ne želi da se izpasni	y	ne želi da se izpasni	у	ne želi da se izpasni	y
Urban	3	y	у	у	у	y	у	у	y	y	у	у	y	srbin	y	pravoslavna	y	srpski	у
Urban	3	y	у	у	у	y	у	y	y	y	у	у	y	srbin	y	pravoslavna	y	srpsko-hrvatski	у
No urban	2	у	у	у	у	у	у	у	у	y	у	у	y	crnogorac	y	pravoslavna	у	crnogorski	у
No urban	2	у	у	у	у	у	у	у	у	y	у	у	у	crnogorac	y	pravoslavna	у	crnogorski	у
No urban	2	y	у	у	у	y	у	y	y	y	у	у	y	srbin	y	pravoslavna	y	srpski	у
No urban	1	у	у	у	у	у	у	у	у	y	у	у	у	crnogorac	y	pravoslavna	у	srpski	у
Urban	1	у	у	y	у	у	у	у	у	у	у	у	y	crnogorska	y	agnostik	у	crnogorski	у
Urban	4	у	у	у	у	у	у	у	у	y	у	у	y	crnogorac	y	pravoslavna	у	crnogorski	у
No urban	2	Y	у	у	у	у	y	у	y	у	у	y	у	crnogorska	у	pravoslavna	y	ne želi da se izpasni	y
No urban	1	y	у	у	у	y	у	у	y	у	у	у	y	srbin	y	pravoslavna	y	srpski	у
No urban	4	y	y	y	y	y	y	y	y	у	y	у	y	srbin	y	pravoslavna	y	srpski	у
No urban	1	у	y	у	y	y	у	y	у	у	у	y	у	srbin	у	pravoslavna	у	srpski	у
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