

**REPORT ON PREPARATION OF THE POPULATION AND HOUSING
CENSUSES 2021**

Assessment of questionnaire and methodology used for pilot

June, 2019

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INTRODUCTION

The Statistics Office is preparing for the Census of population, households and dwellings (hereinafter referred to as Census 2021) in 2021 in two directions. The first refers to the register based Census and the other to the traditional Census.

- In the framework of the preparation for the register based Census, two main activities were identified, access to the data and establishment of the address register were.
- In the framework of the preparations for the traditional Census, the Statistical Office conducted a Pilot Census of population, households and dwellings in the period from 1-15 April in 2019. Pilot survey is a common activity for the preparation of major, or regular research. An example of good practice is that the Census of population, households and dwellings is implemented two years before the implementation of the main Census.

Regarding population Census 2021, within Statistical Office was constituted Bureau for the preparation and implementation of the Census, whose scope of work was divided into three parts:

1. Methodological part – refers to preparation of a methodology based on international recommendations for the implementation of the Census 2021 and the examination of the possibility of implementing it in Montenegro using paper-based questionnaires by door-to-door method, registry method or their combination;
2. Informatical part – refers to the development of IT software for entering, processing, publishing and storing data according to the defined methodology of the Census of population, households and dwellings in 2021;
3. Organizational part – refers to development and monitoring of the implementation of the organization's instructions for the collection, input, processing and dissemination of the Census data in 2021.

This report describes the activities related to the preparation and implementation of the population Census, as well as the conclusions and recommendations that will serve as a guide for the implementation of the Census of 2021.

Preparation of the population and housing Censuses 2021

1. Conducting Pilot Census

In the framework of the preparations for the traditional Census, the Statistical Office conducted a Pilot Census of population, households and dwellings in the period from 1-15 April in 2019 using paper-based questionnaires by door-to-door method.

Pilot Census of population, households and dwellings was prepared in accordance with the Law on Official Statistics and the Official Statistics System ("Official Gazette of Montenegro", No. 18/12) and the Annual Plan of Official Statistics ("Official Gazette of Montenegro", no. , 9/19).

Pilot Census of population, households and dwellings in 2019 in the territory of Montenegro was performed testing instruments for the implementation of the Census in 2021, such as: questionnaires, methodological instructions, organizational instructions, etc.

The collected results will be processed and will serve to test the data entry and processing program. The data collected by the Pilot Census will not be used to produce the results of official statistics, but will serve to assess the methodology and testing and evaluation of software and application for data input and processing.

1.1 Preparation for Pilot Census in 2019

Pilot Census of population, households and dwellings was prepared in accordance with the Law on Official Statistics and the Official Statistics System ("Official Gazette of Montenegro", No. 18/12) and the Annual Plan of Official Statistics ("Official Gazette of Montenegro", no. , 9/19).

Pilot Census was conducted with financial support from the EU through the IPA 2015 project (grant PP14). The project defined the following activities:

- Budget;
- Preparation of questionnaires and methodology;
- Sample (2% of household from the number of household in 2011 Census) at least in 15 from 24 municipalities;
- Number of participants (50 interviewers, 10 controllers i 5 monstat staff);
- Method for data collection;
- Cartography;
- Training;
- Fieldwork;

Budget was prepared within Monstat and with the approval of Eurostat, which means that each activity had a defined financial amount (printing of questionnaires, allowances for training, travel expenses for the training, the price of the completed questionnaire, fieldwork, etc.). Also, the financial part is harmonized with the Guidelines of Statistical Office. The approved budget in the gross amount is 63 628 euros.

Questionnaires – During the preparation of questionnaires for Pilot Census, all core variables covered by regulation was included and held consultation within Monstat from different fields (education, labor, prices, construction, agriculture, national accounts and energy), resulting to add a certain number of variables for national needs in questionnaires.

The questionnaires were also discussed at the expert collegium of the Statistical Office as well as the Census Bureau whose members provided comments and suggestion. After complying, the questionnaires were sent to Eurostat on January 31, 2019.

Methodology for preparation, organization and conducting the Pilot Census was prepared by Department of demography, education, culture and justice statistics and deliver to Census Bureau for comments and suggestions. After harmonization, the Methodology was sent to Eurostat on February 28, 2019.

Sample was prepared by the Statistical Sample Department based on the framework that contained all the enumeration from the Census of population, households and dwellings in 2011 in the territory of Montenegro. The sample covered 50 enumeration areas in 16 Montenegrin municipalities, of which 30 in urban and 20 in rural areas.

Detailed information on the sample is given in Annex 1.

Survey Method - Pilot Census was conducted in a traditional way, by door-to-door interview method using paper questionnaires.

Cartography – maps were prepared by the Department of Statistical Registers and Classifications based on inputs from the Department of demography, education, culture and justice Statistics. The maps were printed in A3 format and contained information about the statistical and enumeration area on one side, while the description of the boundaries of the enumeration area (Census 2011) was on the other side.

Training – public announcement for 50 interviewers and 10 controllers was prepared by the Department of demography, education, culture and justice statistics and forwarded to comments to the Census Bureau 2021, which, after defined criteria, was agreed and published in the period from March 18-20, 2019 . Training was organized for candidates who met the defined criteria.

Public announcement for interviewers and controlers is given in Annex 2.

Fieldwork - carried out in the planned period from 1 to 15 April 2019.

1.2 Realization of the Pilot Census on population, households and dwellings in 2019

Training of participants in the pilot Census

In the Pilot Census of population, households and dwellings in 2019, 59 persons were engaged. Out of that number, 43 interviewers, 11 controllers and 5 state instructors. The training of interviewers, controllers and state instructors was held on March 28 and 29, 2019. Due to the lack of spatial capacities and ensuring efficiency, the trainig were simultaneously held in two instructional places, in the Statistics Office and the Hotel Center Ville in Podgorica.

Training was held by employees from the Statistics Office, three in both places followed by a unique presentation.

All candidates had a test of the acquired knowledge and were selected by the Statistics Office on the basis of the test results.

All participants in the Pilot Census signed a Confidentiality Statement.

Material

For the needs of the training, all participants received paperboard folders whose content was defined in the methodology. At the end of the training, all interviewers, for field work, received cardboard folders whose contents are defined in the methodology.

Premises

Due to the lack of spatial capacity for the needs of the Pilot Census, a separate room was not provided for storage of the pilot Census material, but it was located in the offices of state instructors.

1.3 Questionnaires, additional forms and guidelines in pilot Census

The following instruments were used to collect data in the field:

Questionnaires:

1. Enumeration form (Questionnaire P-1), in which the person's data was entered,
2. Questionnaire for dwelling and household (Questionnaire P-2), in which data on the dwelling and household characteristics were entered,
3. Check list (Questionnaire P-3), which served as evidence of the listed units and the results of enumeration.

Additional forms:

1. List of enumeration area obtained by pilot Census on the level of settlements and units of local self-government (form P-8 AND P-9);
2. Report on dynamics of enumeration and receiving the Census material (FORM P-10);
3. Notice on arrival of enumerator (form P-11)
4. Control of work of enumerators (form P-12);
5. Questionnaire for participants of the Census (form P-13);.
6. Map of statistical area and description of statistical area borders (form ksk-4g)

Depending on the role in the pilot Census, the participants had at their disposal:

1. Methodology for preparation, organization and conducting Pilot Census;
2. Guideline for controllers;
3. Guideline for enumeration.

1.4 Fieldwork

After the training, the interviewers visited the boundaries of the enumeration areas with the controllers.

A Pilot Census of population, households and dwellings envisages fieldwork in 50 enumeration areas on the territory of Montenegro in the period from 1 to April 15, 2019.

At the beginning, 46 interviewers were hired. After the training, on the first day of field work, 2 interviewers gave up, one for the Podgorica municipality and one for the Niksic municipality, while one interviewer for the municipality of Podgorica gave up after 7 days of fieldwork.

Due to the reduced number of interviewers, 7 enumeration areas remained unallocated (two in Bar, Kotor, Niksic and one in Cetinje). During fieldwork, unallocated enumeration areas and enumeration areas of interviewers who gave up (except one in Kotor) were assigned to interviewers who completed their enumeration areas in a relatively short time and in an proper manner.

Thus, for the 49 enumeration areas, 43 interviewers were engaged.

The work of the interviewers was monitored by 11 controllers and 5 state instructors.

Bearing in mind diversity of the enumeration areas that relates to their size, area and distance within the enumeration area, the work of the interviewers differed, especially in rural areas. During the fieldwork, in some of enumeration area, especially in the coastal region, there were large differences between the estimated number of dwelling and households from the sample and the situation on the field due to new construction, which required the additional printing of the Questionnaire for dwelling and household and Enumaration area. In addition, the interviewers had problems with a large number of refusals, especially in Podgorica, and with the situation that the persons did not open the door of the dwelling. In that case, the interviewers, controllers and state instructors were in doubt whether to record such a case as a refusal or empty dwelling.

According to the Contract, the controllers visited the field, controlled the work of the interviewers in the households and controlled the material. In the first week of field work, the controllers were daily with interviewers in the field in order to detect and correct mistakes in the work of the interviewers in due time. On the end of the day, state instructors submitted reports on the control of the work of the interviewers.

The instructors also visited the field and controlled the work of interviewers and controllers, as reported by the head of the methodology group for the preparation of the Census of population, households and dwellings in 2021.

An overview of the estimated and enumerated number of households and persons, as well as the number of households that refused to cooperate and empty dwellings, is given in Annex 3.

1.5 Quality of work of iterviewers

Interviewers generally performed quality and responsible collection of data on households, persons and dwellings in the Pilot Census of population, households and dwellings in 2019, except one, for which, before the end of the field work, it was found that it provided incorrect data in questionnaires. In this case, statement was given by the interviewer and controller in the presence of state instructor, and applied provisions defined by the contract.

The work of the interviewers in the household was satisfactory, but the impression was that they were not sufficiently familiarized with and used the Instructions, having in mind the number and type of mistakes recorded in the material.

Sporadic errors of interviewers during fieldwork:

- Use of a graphite pencil and later correction with a pen;
- Failure to complete identification data in the Enumaration form and Quesstionnaire for dwellings and households;
- Non posses Gudeline for enumeration and in a small number of cases maps for fieldwork.

Errors and omissions that were often repeated:

Questionnaire P-2

- Incorrect coding of the relationship with the head of the household;
- Incorrect identification of the family within the household.

Questionnaire P-1

- There were no data on ID, the last 6 digits, and in a large number of cases the whole data was not collected;
- Don't understanding the question „Has person moved in the current place of residence from other place in Monetenrgo?“ (for example, a person was interviewed in Podgorica, born in Cetinje, and the place of permanent residence of the mother at the time when that person was born is Podgorica. In that case, there is no migration. On the other hand, where the place of birth of the person and the place of permanent residence of the mother at the time when the person was born in the same municipality, for example, Cetinje, and the person was interviewed in Podgorica, there must be information about migration);
- Education (no attention was paid to age limits, for example, data on pre-school children and primary school students were entered);
- Economic activity, especially in the area of occupation. Often, the term clerk entered as an i occupation.

1.6 Quality of work of controlers

On the basis of reports by state instructors, which, among other things, related to observations on the work of the controller, the majority performed the task in accordance with the obligations stated in the Methodology and the Contract.

A smaller number of controllers were not at the task level, that is, they did not understand the importance and role in the Pilot Census, and accordingly, there were mistakes in organizing and controlling the material. Failures in the organization were mainly caused by the absence of controllers during field work. The recorded errors in the material after control by the controller are the result of insufficient knowledge of the Methodology. In such situations, state instructors returned the material to the controllers several times in order to correct the errors.

All controllers provided reports on the work to the interviewers.

1.7 Quality of work of state instructors

As a state instructors, in Pilot Census were engaged the employees of the Statistical Office, who had no experience in the previous Censuses of the population. There were 5 employees engaged in the task of monitoring the work of the controllers and interviewers in predetermined municipalities. The work of state instructors was followed by the head of the methodological group for the preparation of the Census of population, households and dwellings in 2021. Although the state instructors performed tasks in accordance with the methodology, there is enough space for improving the work to the regular Population Census, primarily in terms of understanding the importance of the role that state instructor has in the Population Census, as well as greater direct control (in the field) that is necessary to implement over the other participants in the Census.

2. Conclusions with suggestions for improvement

The general conclusion is that by Pilot Census in 2019, the main goal is fulfilled, ie. testing the instruments for the implementation of the Census 2021. Disadvantages in the preparation and organization, as well as the disadvantages of the methodology, the used questionnaires and additional forms were identified, which is explained by the items below of this Report.

2.1 Methodology of Pilot Census

After the completion of the Pilot Census and in relation to the Methodology for the preparation, organization and implementation of the Pilot Census, following omissions were detected:

- Insufficient explanation of some questions;
- Lack of completed examples of Enumeration form, Questionnaire for dwelling and household and Checking list;
- Letter and technical mistakes.

Suggestions for improving Methodology

- On the basis on doubt during training and fieldwork it is necessary to improve explanation about following:

Questionnaire for dwelling and household:

- The interviewers did not understand the difference between what the Census cover and what not. Determine these 2 questions in more detail, or make a difference;
- Add an explanation for the area of the balcony. Define whether or not the house includes a balcony or not, i.e. to emphasize that it is necessary to differentiate the terrace or veranda from the balcony. Additionally, if there is no balcony, 00 should be entered;
- When asked about installations, add in methodology to whether 1 or more responses can be given;
- List of persons - Define what is meant by renting and what under the sub-tenant household (differences);
- List of persons – Relationship to head of household (explain using more examples);
- List of persons - Who makes the family (explain using more examples).

Enumeration form:

- Detailed explanation of usual place of residence with examples;
- Detailed explanation what is implied by the migration which should be recorded;
- Detailed explanation the difference between vocation and occupation using examples;
- Define filling of empty fields, what is entered when the field is empty;
- More examples of correct filling the questionnaires for different situations.

Methodology:

- Add examples of filled Enumeration form, Questionnaire for dwelling and household and Checking list;
- Correct mistakes and technical errors.

2.2. Questionnaires, guidelines and additional forms used in the Pilot Census

Suggestions given during the training and field work on the Questionnaire and the guidelines in the Pilot Census:

Check list

Add on the first page a column that refers to refusals and empty dwellings.

Questionnaire for dwelling and household

5 and 6 question: (Person List) - (Parent Name / Partner Name), expand fields - there is not enough space for writing.

16 question: Material of external walls of a building / house - It is not considered that all options / modalities are offered, e.g. stone blocks, reinforced concrete, etc. When rounding up the options, it is necessary to emphasize in the remark what *other* means.

The same applies to other issues that have modality - *other*.

Enumeration form

Question 11. : Total number of live-born children including those not alive at present (only for female) The interviewers were not sure whether this only applies to live-born female children, is, total number. It is unclear whether the answer to the question pertaining to women in the household could be given by male persons from the household.

The suggestion of the solution is to add the word "ask" in brackets (ASK only women over 15 years of age).

Questions 15 to 24 , mistake in the questionnaire, framed part - should be from 16 to 24.

Question 27:, framed part, "persons with restrictions on performing activities, vision, hearing ... even if such limitations have been improved with the use of aids or with the support of the environment." The interviewers did not understand the term "environmental support". The methodology needs to give a better explanation of this term or find another term.

Additional forms

Explain in detail the purpose of the additional forms and how to fill in. The proposal is to reduce the number of additional forms.

2.3 Training of participants in the Census 2021.

During preparation for the Census of 2021, the suggestions of all participants in the Pilot Census should be taken into account, which relate to the short duration of the training.

The suggestion is that the training lasts for 5 days. Also, the proposal is to separate training at levels, because in the Pilot Census, as interviewers, controllers and state instructors have attended training together and in the same duration, the conclusion is drawn that they all had the same knowledge, which made it difficult for controllers and the state instructors to control materials and fieldwork due to insufficient knowledge of matter.

2.4 Fieldwork in Pilot Census

The Pilot Census was conducted in a traditional way using paper questionnaires, interview method, door to door principle. The advantage of this method is the direct contact between interviewers and respondents since data are collected on the basis of a person's statement. On the other hand, the lack of this method is a non-response, a large number of refusals, as well as the failure to open the door of the dwelling. In the case of non-launching, the interviewers were in doubt whether they would register such a case as a refusal or empty dwelling, because they received information from the neighbors that the dwelling was resident.

For the needs of conducting the Pilot Census, 50 enumeration areas were selected in the territory of Montenegro, for which 43 interviewers were engaged. In addition, for certain municipalities, for example, Petnjica and Plav were not registered interviewers from the mentioned municipalities, which led to the allocation of enumerated areas to the interviewers from Berane. This allocation has led to significant operating costs on the field, which should be taken into account when defining the financial criteria. Also, there were enumerated areas in rural areas with great distances, which also required much higher costs than those provided for criteria for work in urban and rural areas.

It is necessary to pay attention to the rational allocation of the enumeration area among the interviewers in terms of size, distance and discordance of the enumeration area, especially in rural areas. Also, make sure that controllers and state instructors are in charge of approximately the same number of enumeration areas which they should control.

In certain enumeration areas, there were less number of households than the estimated number based on the sample, for example, Beri (Podgorica), while there were also enumeration areas predominantly on the coast (Budva, Ulcinj), but also in Zagoric (Podgorica), where due to the new construction there was a much larger number of dwellings than the estimated number.

Because of these situations, it is recommended to take into account the actual cost.

After the training, the tour of the boundaries of the enumeration areas assigned to the interviewers lasted on March 30 and 31, 2019. It was the duty of the controller to, together with interviewers, go through the enumeration area in the case that the interviewers were not clear boundaries of the enumeration area.

Certain difficulties in navigating were in the north and the coast, predominantly in rural Census area. In such situations, assistance was provided by Monstat colleagues in charge of cartography. Also, the descriptions of the boundaries of the enumeration areas did not reflect the actual situation on the field, bearing in mind that the descriptions are from the 2011 Census.

It is necessary to update the description of the boundaries of the enumeration areas, which requires better hardware-software equipment of the Statistical Office and more intensive cooperation with the Real Estate Administration.

Also, special attention should be paid to the territorial registry and the possibility of producing grid statistics. Namely, the new EU regulation foresees that, regardless of the type of Census, the population should be produced per km². In order for this requirement to be respected, it is necessary to connect each person to the geo-coordinated entity.

Anex 1

Table 1: Basic characteristics of the sampling frame and the sample for Pilot Census of population, households and dwellings in 2019

Table 1	Sampling frame - Census 2011						Sample - Pilot Census 2019						Sampling fraction, in relation to the frame
	Number of enumeration areas		Number of households		Number of persons		Number of enumeration areas		Number of households Census 2011		Number of persons Census 2011		
	urban	rural	urban	rural	urban	rural	urban	rural	urban	rural	urban	rural	
MONETE-NEGRO	1655	1999	126087	66155	399264	220765	30	20	1957	956	6258	3259	1.37%
North	314	940	23965	28919	79036	98801	8	5	737	288	2476	1129	1.04%
Centre	326	359	23620	9092	77915	29657	5	5	404	282	1267	902	1.46%
South	466	471	30027	19772	86588	62095	7	6	517	412	1547	1395	1.39%
Podgorica	549	229	48475	8372	155725	30212	10	4	1036	262	3444	962	1.80%

Table 2. Overview of sample size and estimated number of households by municipalities – Pilot Census of population, households and dwellings in 2019

Municipality	Number of enumeration areas	Estimated number of household
Bar	4	220
Berane	3	249
Petnjica	1	43
Bijelo Polje	4	315
Budva	1	50
Cetinje	2	128
Danilovgrad	1	46
Kotor	2	152
Niksic	7	512
Plav	1	107
Pljevlja	2	103
Podgorica	14	1298
Rozaje	1	87
Tivat	2	155
Ulcinj	4	352
Zabljak	1	121
Montenegro	50	3938



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Podgorica, 15.03.2019

Na osnovu člana 62 Zakona o zvaničnoj statistici i sistemu zvanične statistike („Sl. list CG“, br. 18/12) i čl. 4 i 5 Uputstva za pripremu i implementaciju Grant programa br. 01-2974 od 01.10.2015. godine, Uprava za statistiku, raspisuje

JAVNI POZIV

Za izbor **ANKETARA** – pedeset (50) izvršilaca i njihovo učešće u statističkom istraživanju "Probni popis stanovništva, domaćinstava i stanova u 2019. godini" koje će se sprovoditi u periodu od 1. do 15. aprila 2019. godine za sljedeće opštine: Bar (4 anketara), Berane (3 anketara), Petnjica (1 anketar) Bijelo Polje (4 anketara), Budva (1 anketar), Cetinje (2 anketara), Danilovgrad (1 anketar), Kotor (2 anketara), Nikšić (7 anketara), Plav (1 anketar), Pljevlja (2 anketara), Podgorica (14 anketara), Rožaje (1 anketar), Tivat (2 anketara), Ulcinj (4 anketara), Žabljak (1 anketar).

Uslovi koje kandidat mora ispunjavati:

OPŠTI USLOVI:

- da je punoljetno lice;
- da ima najmanje srednju stručnu spremu;
- da je državljanin Crne Gore, sa prebivalištem u Crnoj Gori.

POSEBNI USLOVI:

- iskustvo anketara u statističkom istraživanju;
- prebivalište u regionu za koji je zainteresovan za angažovanje, zbog dobrog poznavanja terena;
- da upotrebljava jezik koji se koristi u anketiranom području;
- da lice nije zaposleno.

DOKUMENTA KOJA JE POTREBNO PRILOŽITI:

- formular za prijavu anketara na javni poziv Probni popis stanovništva, domaćinstava i stanova u 2019. godini (u prilogu javnog poziva);



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Podgorica, 15. 03. 2019

Na osnovu člana 62 Zakona o zvaničnoj statistici i sistemu zvanične statistike („Sl. list CG“, br. 18/12) i čl. 4 i 5 Uputstva za pripremu i implementaciju Grant programa br. 01-2974 od 01.10.2015. godine, Uprava za statistiku, raspisuje

JAVNI POZIV

Za izbor **KONTROLORA** – deset (10) izvršilaca i njihovo učešće u statističkom istraživanju "Probni popis stanovništva, domaćinstava i stanova u 2019. godini" koje će se sprovoditi u periodu od 1. do 15. aprila 2019. godine za sljedeće opštine: Bar i Budva (1 kontrolor), Tivat i Kotor (1 kontrolor), Ulcinj (1 kontrolor), Nikšić, Danilovgrad i Žabljak (2 kontrolora), Podgorica, Cetinje i Pljevlja (3 kontrolora), Bijelo Polje (1 kontrolor), Berane, Petnjica, Plav i Rožaje (1 kontrolor).

Uslovi koje kandidat mora ispunjavati:

OPŠTI USLOVI:

- da je punoljetno lice;
- da ima visoku stručnu spremu;
- da je državljanin Crne Gore, sa prebivalištem u Crnoj Gori.

POSEBNI USLOVI:

- iskustvo kontrolora u statističkom istraživanju;
- prebivalište u regionu za koji je zainteresovan za angažovanje, zbog dobrog poznavanja terena;
- da upotrebljava jezik koji se koristi u anketiranom području;
- da lice nije zaposleno.

DOKUMENTA KOJA JE POTREBNO PRILOŽITI:

- formular za prijavu kontrolora na javni poziv Probni popis stanovništva, domaćinstava i stanova u 2019. godini (u prilogu javnog poziva);
- kopija lične karte;

Annex 3

Municipality	Estimated number of household	Enumerated household	Household who are refused cooperation	Estimated number of persons	Enumerated persons	Empty dwellings
Bar	220	168	10	770	590	96
Berane	249	227	0	782	739	109
Petnjica	43	31	0	204	128	46
Bijelo Polje	315	297	0	1 156	1 043	78
Budva	50	20	3	127	76	370
Cetinje	128	130	6	369	300	34
Danilovgrad	46	38	0	147	126	11
Kotor	152	71	16	402	52	49
Niksic	512	425	9	1 653	1 370	163
Plav	107	82	0	469	374	21
Pijevlja	103	123	0	318	366	31
Podgorica	1 298	878	192	4 406	3 063	400
Rozaje	87	80	0	340	303	22
Tivat	155	262	17	459	400	124
Ulcinj	352	177	10	1 184	607	610
Zabljak	121	88	1	336	273	124
TOTAL	3 938	3 097	264	13 122	9 810	2 288