



Project “Capacity building for Monstat,
Montenegro”
IPA/2018/399-546

FINAL PROJECT REPORT

Non-Key Expert (Population and Housing Census Expert): Maja BERBER

01/06/2020

Contents

1. INTRODUCTION & BACKGROUND.....	3
2. METHODOLOGY & SITUATION ANALYSIS.....	4
3. GENERAL REMARKS AND SUGGESTIONS FOR POSSIBLE IMPROVEMENTS.....	7
4. CONCLUSIONS.....	10
5. LIST OF ANNEXES.....	11

1. INTRODUCTION & BACKGROUND

As the next Census of population, households and dwellings (Population Census or Census hereafter) in Montenegro (as in most of the European countries) will be conducted in 2021; the Statistical Office of Montenegro is currently undertaking steps for its preparation and successful implementation.

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

In order to successfully prepare and implement the next Population Census, it is of the utmost importance to be completely compliant with the EUROSTAT recommendations as well as European legislation governing the next Census round. Therefore, the aim of this project is to analyse questionnaires from the Pilot Census conducted in Montenegro in 2019 in order to check if it is possible to produce all census topics by their breakdowns as defined by relevant regulation (EC) 543/2017¹, since the questionnaires used in this Pilot Census serve as draft questionnaires for the upcoming Population Census of 2021.

¹ COMMISSION IMPLEMENTING REGULATION (EU) 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 as regards the technical specifications of the topics and of their breakdowns (<https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1589724384689&uri=CELEX:32017R0543>).

2. METHODOLOGY & SITUATION ANALYSIS

The legal basis for the compilation of the Population and Housing census in the Member States of the European Union is the Framework Regulation (EC) 763/2008². However, even candidate countries (as Montenegro) and potential candidate countries follow EU Regulations in order to facilitate their way towards their membership to the European Union. According to this framework Regulation, the Population and Housing census data are to be provided once in every ten years; the next census reference year is 2021. Additionally, Population census has several implementing regulations that regulate its structure and content. Regulation (EC) 543/2017 relates to Technical specification of topic and their breakdowns i.e. defines in detail the structure and definition of census topics and their breakdowns. Compliance with this regulation is crucial in point of production of Census data and international comparability. The Regulation lists all the topics on which the EU Member States must report data. They include geographic, demographic, economic and educational characteristics of persons: international and internal migration characteristics as well as household, family and housing characteristics (for list of Topics – see Table 1). In every Member State, the data about the census topics should follow the same definitions and technical specifications, and the same breakdowns³ - this is a pre-condition for Europe-wide comparability of Census data.

As previously stated, the aim of this project is to analyse questionnaires from the Pilot Census conducted in Montenegro in 2019 in order to check if it is possible to produce all census topics by their breakdowns as defined by relevant regulation (EC) 543/2017, since the same questionnaires

² 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/?qid=1589724434054&uri=CELEX:32008R0763>).

³ Many census topics can be broken down with different levels of detail: **No suffix** means that there is only one level of breakdown detail for the topic in question. The suffix '**L**' indicates a low level of detail. The suffix '**M**' indicates a medium level of detail. The suffix '**H**' indicates a high level of detail. The suffix '**N**' is used only in the breakdowns for 'Place of usual residence' (GEO.N.) and 'Location of place of work' (LPW.N.). It indicates that the geographical level is the whole nation. (<https://ec.europa.eu/eurostat/documents/3859598/9670557/KS-GQ-18-010-EN-N.pdf/c3df7fcb-f134-4398-94c8-4be0b7ec0494>)

are to be used for the Population Census of 2021. In order to do so, we used the two questionnaires (English and Montenegrin version –see Annex 1 and Annex 2) prepared and tested in the Montenegro Pilot Census and analysed its’ structure and content contrasting them to the list of Topics and breakdowns from the Regulation (EC) 543/2017.

Questionnaires used in the Pilot Census are:

- ✓ **Questionnaire 1 (Q1) – Enumeration form** (for persons) which contains a total of 28 individual questions and sub-questions about persons and their socio-economic characteristics.
- ✓ **Questionnaire 2 (Q2) – Questionnaire for dwelling and Households** which is composed of two parts. First part contains 14 questions and sub-questions related to the data for Dwellings and the second part is a table “List of Persons” that captures data about Households and their composition and characteristics.

As defined in the EC Regulation, all of the data for persons collected in the Census should refer to persons who are the *usual residents* of a country in which the Census is conducted. List of questions in Questionnaire 1 (Questions 6, 7, 8) allow MONSTAT to explicitly define its usual resident population and comply with this EU census requirement.

For all topics and breakdowns, a detailed analysis of compliance and possible issues can be found in Annex 3 of this document.

Table 1. Topics in the Regulation (EC) 543/2017 and their (non)existence in the Montenegrin Pilot Census Questionnaires

Name of topic (EU REGULATION)	Abbreviation		EXISTS (Y)/DOES NOT EXIST (N)- In Pilot Census	QUESTIONNAIRE 1 (Q1) and QUESTIONNAIRE 2 (Q2)
<i>Location of place of work</i>	<i>LPW</i>		<i>Y</i>	<i>Q1</i>
<i>Locality</i>	<i>LOC</i>		<i>N</i>	
Sex	SEX		Y	Q1

Age	AGE	Y	Q1
Legal marital status	LMS	Y	Q1
<i>Current activity status</i>	<i>CAS</i>	<i>Y</i>	<i>Q1</i>
Occupation	OCC	Y	Q1
Industry	IND	Y	Q1
Status in employment	SIE	Y	Q1
Educational attainment	EDU	Y	Q1
Country/place of birth	POB	Y	Q1
Country of citizenship	COC	Y	Q1
Ever resided abroad	YAT	Y	Q1
Year of arrival in the country (from 1980)	YAE	Y	Q1
Previous place of usual residence and date of arrival in the current place; or Place of usual residence one year prior to the census	ROY	Y	Q1
Family status	FST	Y	Q2
Type of family nucleus	TFN	Y	Q1 + Q2
Size of family nucleus	SFN	Y	Q2
Household status	HST	Y	Q2
Type of private household	TPH	y	Q2 + Q1 AGE
Size of private household	SPH	y	Q2
Housing arrangements	HAR	y	Q2
Tenure status of households	TSH	y	Q2
Type of living quarters	TLQ	Y	Q2
Occupancy status of conventional dwellings	OCS	Y	Q2
<i>Type of ownership</i>	<i>OWS</i>	/	<i>Q2</i>
Number of occupants	NOC	Y	Q2
Useful floor space	UFS	Y	Q2
Number of rooms of housing units	NOR	Y	Q2
Density standard	DFS	Y	Q2
Water supply system	WSS	Y	Q2
Toilet facilities	TOI	Y	Q2
Bathing facilities	BAT	Y	Q2
Type of heating	TOH	Y	Q2
Dwellings by type of building	TOB	Y	Q2
Dwellings by period of construction	POC	Y	Q2

Topics marked in ***bold italic***, present possible issues or improvement possibilities that are described in the following chapter.

3. GENERAL REMARKS AND SUGGESTIONS FOR POSSIBLE IMPROVEMENTS

In general, the Pilot Questionnaires prepared by MONSTAT and planned to be used for the upcoming Census of 2021 allow the production of census topics and breakdowns as defined in the EU Regulation (EC) 543/2017. However, several smaller issues were found that need to be corrected and adjusted before the implementation of the 2021 Census as to completely comply with the abovementioned Regulation. The issues recognized are:

- **Location Place of Work (LPW)** – “No fixed place of work inside or outside the Member State” does not exist as a category in the Pilot Questionnaire. However, there are two open lines for answers under this question – one line to write the “Place-settlement in Montenegro” and other for “Municipality in Montenegro / State if out of Montenegro”. If the enumerator is trained correctly, he/she could insert here the answer “No fixed place of work inside or outside the Member State” and MONSTAT could code it appropriately. However, we did not have access to the codebook (“šifrarnik”). If this is not possible by the codebook, we recommend to insert an additional option “No fixed place of work inside or outside the Member State”.
- **Locality (LOC)** - This classification does not exist in Montenegro as well as in some other Member States (Croatia, Slovakia, etc.). Member States who do not have this classification use "settlements" instead which is the case with Montenegro as well. Regulation (EC) 543/2017 also stipulates that: “LAU 2 regions with a total population of less than 2 000 can be assumed to be one locality”. We recommend that Montenegro clearly stipulates in their methodology that they use “size of settlements” instead of “size of locality”.
- **Current Activity Status (CAS)** – Regulation (EC) 543/2017 differentiates explicitly “Students” as a separate category whilst in the Pilot questionnaire “Students” are combined with children and pupils, which can lead to some possible misclassifications that could not

allow to differentiate students from other groups. We strongly suggest to create a separate category for “Students” only which would differentiate them from other categories.

18. Reason why person has performed no work in the period from 25-31. 03.

2019

1. Child, pupil or student...

- **Type of ownership (OWS)** – The breakdowns offered in the Pilot Questionnaire for this question do not give enough information in order to comply with the Regulation. It is our suggestion to completely remove this question from the questionnaire since the breakdowns for the OWS topic can be deducted from the Questionnaire 2 “List of persons” Table 4.
- Category “Not stated” does not exist in Pilot Questionnaires while it is a category for most of the Topics in Regulation (EU) 543/2017. Even if it is not a crucial issue and in majority of situations, census experts in MONSTAT can conclude that “no answer” in questionnaire equals “not stated”, however it cannot always, with 100% certainty, be deducted if the enumerator forgot to ask the question or the person did not want to provide an answer. Nevertheless, as inserting the “Not stated” category implies some other issues (for example: persons always choosing “not stated” since they do not want to be “bothered” or enumerator completing the form at home by choosing “not stated” as default answer, etc.), it is up to MONSTAT and their previous experience to decide how to deal with this observation.
- English translation of the Pilot Questionnaires has some language deficiencies which, sometimes, are just “cosmetic” but other times can be significant as in the case of “Status in Employment” (see below). We suggest that MONSTAT makes a revision and correction of the English Questionnaires.
- **Status in Employment (SIE)** – Issue exists only with English version of the Questionnaire. Answers 2 & 3 in this version have exactly the same meaning. The option “Self-employed

WITHOUT employees” is missing. However, in Montenegrin version of the Questionnaire, this issue does not exist – the above-mentioned questions are formulated correctly. We suggest to correct the English version of this question.

24. Professional status of person performing or having performed work

1. Employed (in private or public sector)
2. **Self-employed with employed persons**
3. **Self-employed with employees**
4. Family worker (contributing household member)
5. Person not classifiable with status

- **Questionnaire 2 – Question 3 “Using of Dwelling”** – Response “In Family House” is not clear since from the formulation of the given answer we can not deduct if this Family House is occupied, temporarily occupied or unoccupied. This observation has no impact to the creation of the variable “Occupancy status”.

Additional observations:

- Even if the subject of this analysis was a compliance of the Montenegrin Pilot Census questionnaire with the Regulation (EC) 543/2017, it is important to emphasise that MONSTAT should also include questions in their Questionnaires that will satisfy the national needs for statistical data that can only be provided by the Census. There already exist some questions that are not requested by the Regulation (EC) 543/2017 and are created solely for the national needs. MONSTAT can add additional questions that they deem important for the national needs and in order to do so, they could consult their usual national data users on one hand, and on the other follow the suggestions of UNECE

Recommendations for the 2020 Censuses of Population and Housing⁴ on the non-core topics.

- The other observation refers to the interaction between Population Census and Agricultural Census. If the Agricultural Census in Montenegro is to be conducted after the Population one, it should be taken in consideration to add some “filter” questions to the Population Census i.e. to insert a small set of question that would allow to the Agricultural Census team to quickly identify agricultural holdings that are units of their interest of enumeration. This set of questions should be identified by collaboration of both Census teams with the aim not to overburden the Population Census but to provide a solid starting point for the Agricultural Census.

4. CONCLUSIONS

Production of the 2021 Census data is, generally, possible by the same questionnaires used in Pilot Census conducted in 2019 in Montenegro. However, the remarks and suggestions mentioned in the previous chapter should be taken in consideration and discussed by the MONSTAT Census team in order to slightly improve the Pilot questionnaires so there should be no “surprises” or setbacks once the “real” Census is being implemented. Moreover, MONSTAT should have in mind that the European Regulation insists on the *usual resident population*⁵ while national definitions of population could differ. Therefore, in order to comply with the Regulation (EC) 543/2017, MONSTAT should solely use the concept of the *usual resident population* while producing all the Topics and breakdowns, while for their national needs they are, of course, allowed to use different population concepts.

Census data in Montenegro in the upcoming Census of 2021 could be produced by technical specification of Topic and their breakdowns regulated by (EC) 543/2017. Nevertheless,

⁴ https://www.unece.org/fileadmin/DAM/stats/publications/2015/ECECES41_EN.pdf

⁵ The definition of ‘usual residence’ is given in Article 2(d) of Regulation (EC) No 763/2008.

Montenegro should implement, in the final version of the Census questionnaires, a set of additional questions that will cover national needs for statistical data after consulting the national users of data together with the UNECE proposal of non-core topics.

In doing so, it is important to make a good balance between the data that needs to be collected and the burden that this procedure could put on the respondents. The European Statistics Code of Practice⁶ in Principle 9 (Non-excessive Burden on Respondents) stipulates that: *the response burden is proportionate to the needs of the users and is not excessive for respondents. The statistical authorities monitor the response burden and set targets for its reduction over time.*

All of the other Principles of the European Statistics Code of Practice relevant for the production of Census data and from the point of view of this project have been respected and followed – especially Principle 7 Sound Methodology (*Sound methodology underpins quality statistics. This requires adequate tools, procedures and expertise*) and Principle 14 Coherence and Comparability (*European Statistics are consistent internally, over time and comparable between regions and countries; it is possible to combine and make joint use of related data from different data sources*).

By following the EUROSTAT recommendations as well as European legislation governing the next Census round, MONSTAT is in line with the abovementioned principles.

5. LIST OF ANNEXES

- Annex_1_Questionnaires_MONTENEGRIN
- Annex_2_Questionnaires_ENGLISH
- Annex_3_Topics and breakdowns

⁶ <https://ec.europa.eu/eurostat/documents/4031688/8971242/KS-02-18-142-EN-N.pdf/e7f85f07-91db-4312-8118-f729c75878c7>