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Steering Committee of the International Monitoring Operation on the Population and Housing Censuses in Bosnia and Herzegovina

Fourth Assessment Report – Pilot Census

Jean-Michel DURR, Senior Expert – Team leader

Roberto BIANCHINI, Bent Noerby BONDE,

Meryem DEMIRCI, Katerina KOSTADINOVA-DASKALOVSKA,

Guido Pieraccini

Experts

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List of acronyms

BiH	Bosnia and Herzegovina
BHAS	Agency for Statistics of Bosnia and Herzegovina
CoM BiH	Council of Ministers of BiH
DB	District Brčko
EA	Enumeration area
FBiH	Federation of Bosnia and Herzegovina
FOS	Federal Office of Statistics
EI	Entity Instructor
ESIs	Entity statistical institutions
EUPHC 2	Technical assistance to Population and Housing Census Phase II
GIS	Geographic Information System
ICEI	Department for International Cooperation and External Information
IMO	International Monitoring Operation
IMO MG	International Monitoring Operation, Management Group
IMO SC	International Monitoring Operation, Steering Committee
IT	Information Technology
LFS	Labour force survey
MCC	Municipal Census Commission
MI	Municipal Instructor
PES	Post Enumeration Survey
Q	Question
RS	Republika Srpska
RSIS	Republic Srpska Institute for Statistics
SI	State Instructor
TA	Technical Assistance
TAP	Technical Assistance Project
TOR	Terms of Reference

Introduction and Background

1. A Population and Housing Census shall take place in Bosnia and Herzegovina (BiH) in accordance with the Law on the Census of the Population, Households and Dwellings in Bosnia and Herzegovina in 2013 as adopted by the Parliamentary Assembly of Bosnia and Herzegovina on 3 February 2012. The Council of Ministers of Bosnia and Herzegovina has invited the European Commission to organise the international monitoring of the Census. Therefore, the European Commission, the Council of Europe and the Council of Ministers of Bosnia and Herzegovina signed on 18 April 2012 a Memorandum of Understanding to agree upon the following:

- The general objective of the International Monitoring Operation (IMO) of the Population and Housing Census in Bosnia and Herzegovina is to monitor the compliance of the whole Census exercise, from the preparation to the data dissemination, with:
 - International standards on population and housing censuses as defined by UNECE and Eurostat, and as adopted by the Conference of European Statisticians as Recommendations for the 2010 Censuses of Population and Housing;
 - Regulation (EC) No 763/2008 on population and housing censuses, and its implementing measures;
 - The Fundamental Principles of Official Statistics, adopted by the UN Statistical Commission, as well as the European Statistics Code of Practice, promulgated by the European Commission;
 - Standards on data protection and confidentiality, as provided for in the Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data of the Council of Europe, and the relevant European Union regulations in force.

2. The Operation will be carried out by a Committee of International Organisations, the Management Group (IMO MG) assisted by a Senior Census Expert, experts in population censuses, one or more experts in information technology and persons monitoring the census enumeration in the field.

3. The Senior Census Expert, the Census Experts and the IT Experts will assess the compliance of the Census in Bosnia and Herzegovina with the requirements listed in the Memorandum of Understanding, but they will not provide technical assistance.

4. Under the guidance of the Committee and the Senior Census Expert, the Census Experts shall:

- Examine the technical preparation of the Census including the pilot Census and post-enumeration survey, in particular the drafting of questionnaires and manuals;
- Monitor the collection, processing and dissemination of Census data, verifying the accordance with the requirements defined above;
- Control the fair and proper computation at all levels and whether the confidential nature of the individual data is fully guaranteed;
- Investigate any other matter with relevance for the Census.

5. The Management Group has designated Mr. Jean-Michel Durr as Senior Census Expert and Mr. Roberto Bianchini, Mr. Bent Noerby Bonde, Ms. Meryem Demirci, Ms. Katerina

Kostadinova-Daskalovska, and Mr. Guido Pieraccini as experts in population censuses. The Senior Census Expert and the Experts in population censuses form the IMO Steering Committee (IMO SC) of international experts.

6. The first mission of the IMO SC was conducted from 23 to 26 April 2012. The objective of this mission was to assess the preparations for the population and housing census in their main components, including the preparation of the pilot census. The report of the SC was sent by the Senior Census Manager on May 12 to the IMO MG.

7. The second mission was conducted from 26 to 29 of June 2012. The objective of this mission was to assess the progress made since the first mission in preparations for the population and housing census, including the preparation of the pilot census.

8. The third mission took place on 17 and 18 of September 2012 and was conducted by two members of the SC, Mr. Durr and Ms. Katerina Kostadinova-Daskalovska. The objective of the mission was to assess the implementation of recommendations made in previous reports and to assess the preparation of the pilot census, planned for October 15-29.

9. The fourth mission took place between 10 and 29 of October 2012 and was conducted successively by the members of the SC (5 days each, except the senior expert from 10 to 19 of October). The objective of the mission was to observe the conduct of the pilot census in the field. In addition, a team of four observers, composed of Lidija Naumovska, Gabor Rosza, Jean-Paul Sardon and Per Schöning was present during the whole period of the pilot census. Each of them covered several municipalities, in order to observe the pilot census field operations in all the 60 enumeration areas (EAs) sampled in the pilot.

10. The present assessment is based on the information reported by the observers⁵ and on direct observations of the members of the SC. As a consequence, the comments and recommendations presented below are based on the understanding of the experts⁵ and may not reflect the real situation. This report was prepared by the members of the Steering Committee on the basis of the individual reports of the observers as well as their own observations. The report was finalised by the Senior Census Expert.

11. The experts wish to express their gratitude to the directors and staff of the Agency for Statistics of Bosnia and Herzegovina (BHAS), the Statistical Institutes of the Federation of Bosnia and Herzegovina and Republika Srpska, the Geodetic institutions and the members of the Municipal Commissions for their availability and collaboration⁶, and to the staff of Council of Europe for the perfect organisation of the mission.

Executive Summary

12. Despite late preparation, the pilot census could be conducted in a satisfactory way. All institutions and staff involved demonstrated high commitment to the operation. The population, even in the absence of large communication campaign, was supportive to the operation and participated actively. The media showed great interest in the pilot census and were eager to cover the operation, focusing on the technical and practical aspects for the population. This is very encouraging for the real census, which seems to be eagerly expected by the country.

13. However, the pilot census was conducted on a small number of enumeration areas (60), in 36 municipalities. Each municipality had only one EA, rarely two or three. This leads to be cautious about extrapolating the observation to a full-scale census. Recruitment of hun-

dreds of enumerators, logistics and supervision of fieldwork will be completely different in the real census and problems will arise that were not foreseen in the pilot census.

14. Beyond the general positive appreciation on the operation, the SC noted several issues that require to be treated before full-scale implementation. The main problems relate to:

- a. Questionnaires: there is a need to review the questionnaires in light of the lessons learned from the pilot census. In particular, formulation of some questions, as well as path and skips according to situation of age or activity, should be revised;
- b. Manuals of instructions: they should be revised accordingly, to provide more example and clarification for some difficult questions. Instructions should be presented following the timeline of activities;
- c. Clear instructions have to be given regarding people living abroad. The specific operation provided by the Census Law should be developed, tested, and implemented at the same time of the enumeration in the country to avoid duplicates. In case people living abroad would be enumerated with the P1 form, only the first questions should be asked but not the complete questionnaire;
- d. Training materials should be improved in a more educational way and to adapt them to the target public. Guidelines for trainers should be developed;
- e. Logistics has to be improved. If the principles are good, such as the system of boxes and barcode, the operational implementation shall be improved and tested before enumeration;
- f. Cartography is progressing considerably. However, the numbering of buildings on the maps could be improved in order to have unique ID codes for each address of buildings. Prior to the enumeration, maps should be updated and new buildings listed to better estimate the number of households to enumerate and take decision of splitting in two EAs if needed.
- g. Communication campaign is to develop, in light of the lessons learned. Communication messages should be uniform across the country to avoid discrepancies.
- h. The system for monitoring the enumeration should be developed and tested before the census. This system should state clearly the roles of census actors and should be explicitly described in the manuals.

15. In addition, the difficulties faced by the three statistical institutions to cooperate demonstrated their negative impact during the operation, leading to delays or misunderstanding of instructions. In the field, municipal commissions and the population consider statistical institutions as a whole, and expect smooth collaboration among them to make their task easier. It is urgent that the three institutions agree on what has to be decided in common, what can be decided by the Agency for the whole country, and what can be decided at the entity level. Reasonable consideration of the specificities of each entity should be taken in order to make the operation easier while preserving strictly identical statistical methodology.

16. It was noted during the pilot census and in media articles that some groups were encouraging the population to declare their ethnicity, religion or even mother tongue in a certain way. This confirms how those questions are sensitive and bear risks to jeopardize the census.

This has to be closely monitored before the census and actions taken to not transform the census into a political operation.

17. In conclusion, the SC considers that the pilot census was conducted successfully, but still expresses reservations about the preparation of the population and housing census. The way the statistical institutions will be able to take quick decisions from the analysis of the pilot census and implement on time technical improvements will be determining to meet the objective of April 2013. In particular, the SC considers as a major condition that by the beginning of December 2012, questionnaires are revised according to its recommendations, and a detailed plan for census logistics is prepared.

Assessment of the pilot census

FINAL PREPARATION

Logistics

18. Materials were sent out just before the beginning of the operation. A company was selected to send sealed boxes with questionnaires and manuals corresponding to each enumeration area of the pilot. Each box was identified with a barcode at arrival and additional barcode when sealing the box before sending for scanning. Official badges were made centrally by BHAS, signed and stamped, and sent to the municipal commissions on time. However, these badges were not used in RS where other badges, stamped but not signed, with the mention "Census of Bosnia and Herzegovina conducted on the territory of Republika Srpska" were used.

19. Questionnaires were printed in the three official languages, plus English and Italian. For the census, it is planned to add 17 languages spoken in the country (such as Roma).

Assessment

20. Logistics operations were conducted on time, even if it was at the last moment. Although, in some municipalities, badges were delivered in the starting day of the pilot census. However, considering the small number of municipalities and EAs, this shows that logistics is to be improved for the full-scale census. The barcode system is a good logistical system established for keeping track of materials throughout the process and for batch scanning.

21. The use of different badges for the enumerators and municipal instructors constitutes a serious breach of organisation rules. It can be difficult for the population to recognise the enumerators officially appointed if they have different models of badges.

Recommendations

22. In depth analysis of logistics operation should be carried out in the perspective of the full census to avoid any problem or delay in the distribution of census materials.

23. Badges should be strictly designed on the same model, and the population largely informed. In addition, badges should be personalised with the name and the photo of the enumerator. Badges could be signed by the President of the Municipal Commission to avoid delays due to centralisation.

Manual of instructions

24. Two manuals of instructions were prepared: one manual of organisation for the municipal and cantonal commissions, and one manual for enumerators. Manuals were printed in the three official languages and the two alphabets.

Assessment

25. The two manuals of instructions: a) Instructions for Organising and Conducting Pilot Census, b) Manual for Enumerators and Municipal Instructors for Pilot Census" do not present all duties of MCCs and census field staff properly. In particular, the duties of MIs given in the instructions for organisation were found to be very limited and not given in the appropriate manual.

Recommendations

26. The two manuals – "Instructions for Organising and Conducting Pilot Census" and "Manuals for Enumerators and Municipal Instructors for Pilot Census should be reviewed according to the experience and lessons learned from pilot census and the review of the questionnaires. These are some suggestions to improve the manuals.

- a. The structure of each manual should be more operational oriented, for example describing the duties along the timeline of the operation: one week before enumeration, one day, the first day,..., after enumeration... Specific annexes could focus on particular situation, such as "what to do in case of refusal". Each question should be presented in more detail, giving some examples and possible cases.
- b. The manual for enumerators and municipal instructors should provide the roles of the enumerator and MIs in detail and underline their duties, collaborations between them and with the members of municipal commissions;
- c. Duties of the MI in controlling the coverage of the enumeration and the work of enumerators should be improved and explained clearly in the Manual. Also, the methodology for controlling the coverage of housing units and persons in the field should be improved with more professional approaches such as application of independent visits by the MI to check some basic information for a sample of dwellings in order to measure systematic census errors during the enumeration;

Budget

27. For the pilot census, the Agency for Statistics of BiH covered all costs, including staff of entities stat institutes. The Agency contracted directly with enumerators, municipal instructors and municipal commissions. Additional costs for travelling or telephone will be also covered by the Agency.

28. Regarding the payment of field staff, including state/entity/municipal instructors, members of cantonal/municipal census commissions and enumerators, a decision was taken the 4 October by the Director of the BiH Agency (an unofficial translation is provided in annex). In particular, in addition to per diem for training days and telephone expenses, enumerators received in urban area, 1.50 KM for each individual form (P1) and 1.20 KM for each dwelling form (P2). In rural areas, corresponding amounts were: for P1=1.80 KM and

P2=1.75 KM. However, it was reported after the operations that this decision would be amended regarding the per diem and telephone expenses.

Training preparation

29. Training materials were prepared and distributed just in time. Training materials consisted basically in slide presentations, with no trainer's guide. Some exercises were included.

30. State and entity instructors were trained 25-28 September in Sarajevo. Then they trained the municipal instructors, who trained afterwards the enumerators the week preceding the enumeration. Entity instructors were systematically present during the training of enumerators to ensure good transmission and answer specific questions. Candidates selected for municipal instructors and enumerators were all trained. The last day of their training, enumerators had to take a test to decide who would be hired as enumerator and who would be kept in reserve.

Recommendations

31. Training materials should be improved in a more educational way and to adapt them to the target public. Guidelines for trainers should be developed.

ENUMERATION

Conditions and general atmosphere surrounding the census:

32. A very positive atmosphere was observed during the pilot census operation at all levels of the organizers and respondents. People were usually eager to collaborate with the observers in order to go to the best census possible. They had a lot of suggestions to send as feedback to the Statistical offices. In rare cases, a feeling that the monitoring was linked to a certain lack of confidence of international organisations in BiH statistical institutions was noted.

Particular incidents:

33. No particular incident was reported during the pilot census. Regarding the observation, observers and members of the SC could conduct their observation with the full cooperation of the municipal commissions and field workers. In one case only, a member of the SC was refused access to the questionnaires by the Municipal Commission, who argued of confidentiality of the information. It is noticeable that the Director or RSIS, present at the meeting, did not intervene to explain the context of the IMO and the Memorandum of Understanding signed by the government.

CENSUS ORGANISATION:

Establishment and functioning of all census bodies

34. According to the "Instructions for Organising and Conducting Pilot Census", Census Commissions of Local Self-Government -namely the Municipal Commissions- are the direct organisers of the pilot census for the area of every municipality or town and Brcko district in the territory of BiH. The Commissions are responsible for undertaking timely measures aimed to ensure all preparation of the pilot census. In addition, only in the territory of the Federation of Bosnia and Herzegovina, Cantonal Census Commissions were established to

supervise activities related to the preparation, organisation and implementation of the pilot census in the territory of the canton.

35. The municipal census commissions (MCCs) were established everywhere with three members composed of one representative from the municipality, one representative from cadastre office and an entity instructor from FBiH or RS. There was one exception that was observed in Banja Luka where the Entity Instructor (EI) was a statistician teaching at the University of Banja Luka. In general, all members of MCCs were functioning well and were motivated to undertake the activities of the pilot census efficiently.

36. The Cantonal commissions in FBiH consisted of 2 persons: one representative from regional department of FBiH and another from cantonal administration. The role of the cantonal commissions is mainly coordination and supervision of the work of MCCs, however its role was not clearly observed in the pilot census.

37. The representative of the cadastre office of RS in MCC had stronger role than the one from FBiH. This might be due to direct involvement of the cadastre offices of RS in the preparation of census maps whereas this work is carried out by the private company at the Federation level. In FBiH, representatives of cadastre were from the municipality and in RS from the entity geodetic administration.

38. The Entity Instructors (EIs), statisticians from the Federal Office of Statistics (FOS) and RSIS, played a key role in the implementation of the pilot census activities in municipalities. Almost all EIs were professional statisticians with long experiences in producing statistics, carrying out sample surveys and dealing with logistic issues. They all seemed dedicated to ensure that this pilot would be very successful.

39. As not seen in many other censuses, in the pilot census, the members of MCCs were actively involved in controlling the boundaries of Enumeration Areas, controlling the work of MIs and enumerators in most places. Most of the municipalities had only one EA in the pilot census, therefore the MCCs could spend more time in controlling the fieldwork rather than in field organization, logistic issues and monitoring the enumeration.

Selection, appointment of all census staff

40. The procedure for selection of enumerators and municipal instructors was almost identical in all municipalities. The MCCs were provided with a list of unemployed persons that included 3 times more than the requested number. Before training, a test and an interview were conducted for each of the candidates to check their communication skills. The time for selecting census staff was very short and the MCCs expressed their concern about the feasibility of this procedure in the real census. Furthermore the first test was actually an application with census style boxes to test the handwriting only. According to some MCCs, handwriting test could be passed by everyone and did not help to make a good selection of enumerators. The last day of their training, enumerators had to take a test to decide who would be hired as enumerator and who would be kept in reserve.

41. In some rare cases, due to lack of time, the unemployment office sent a full list of unemployed people with university and college education. This entailed difficulties for the MCC to select enumerators and MI.

42. Some MCCs criticised the method used by the unemployed offices to select candidates. Some candidates were selected randomly, while the others were selected directly by the unemployment office. There are few cases that the candidates have physical limitations in

walking. Therefore, selection criteria of potential candidates for enumerators and MIs should be clarified considering physical capacity as well as communications ability to undertake this assignment.

43. The enumerators were almost all relatively young, with a balanced gender mix. They all had very good communication with the respondents and appeared to have quite well assimilated the instructions.

44. Training was very often considered as too short and not necessary adapted to public. It seems that the same slides were used whatever the category of trainees (EI, MI or enumerators).

45. In some rural areas, MIs and enumerators had difficulties to travel to the assigned EA. Because of lack of public transportation they had to use their own cars with no financial support. They expressed concerns if the same situation would happen for the real census.

46. Most of the MIs were well trained and worked very closely with the enumerators, mainly for controlling the census questionnaires.

47. Finally, it was noted that none of the enumerators had received and signed their contracts. Only MCC members had signed a contract with BHAS before the beginning of the pilot census.

On time supply with census materials

48. Everywhere the census materials arrived either on Thursday or Friday preceding the first day –Monday- of the pilot census. In some places, badges were received in the morning of the first day; therefore the enumeration started a little bit late. The badges used in RS were different from the one prepared by the Agency (see above). The MCCs in RS were not aware that official badges were prepared by the Agency.

49. Posters were received early enough by MCCs and distributed in the field before the pilot census, except in RS (see above).

50. Some MCCs complained about the timing of census materials delivery and suggested that it should be earlier enough to organise the fieldwork. Some enumerators run out of pen and correctors during the fieldwork and had to wait for supply from the Agency, as they were not allowed to buy any. However later on they were allowed to buy because no reserves particularly for correctors and pen were available.

51. Some municipalities asked for additional questionnaires. The Agency supplied the additional questionnaires on time. In some case, because of a lack of questionnaire, enumerators were obliged to switch from Latin to Cyrillic forms, but using same alphabet they were using. The only problem was, in some place, the time needed for receiving a new set of questionnaires; sometimes it took 3 days because of the weekend. For example, in Ugljevik, they received too few Cyrillic alphabet questionnaires and reacted immediately to get extras without any reaction from RS central level. In Orasje they received too few Croatian language questionnaires and were waiting for supply. They solved this problem by using Latin alphabet forms fortunately without any respondent reactions.

52. Enumerators were all very recognizable with badges and the logos on the questionnaire bags. Some MCCs proposed the badges should be with a picture in the real census otherwise the badges can be easily replicable and could be misused.

53. All enumerators and MIs had signed a declaration for confidentiality.

Provision of working space

54. All municipalities allocated a room that could be locked for storing census materials and holding a meeting among MCC members and census officials. MCCs expressed that the allocated room for pilot census was used only for this purpose and kept locked to ensure the security of the census materials. For some municipalities, at least at the beginning, the room was still occupied by the material of the elections.

55. Some MCCs said that for the real census the conference room would be used for census activities. On the other hand, some of them mentioned that they might not find enough space for the real census in the municipality premises, as they do not have any idea about the number of EAs, enumerators and MIs for the real enumeration.

Communication among census participants

56. Overall communication among MCC members, MIs and enumerators was very good and no incident was observed showing lack of communication among field staff. Mobile phones were available to all field staff in the municipalities. The list of MCCs members, MIs and enumerators including their phone numbers were also given to international monitoring group as two lists - one for FBiH and the other for RS.

57. MIs were able to have daily communication with the enumerators to check the field-work and the census questionnaires. Considering that most of MIs were supervising only one or two enumerators, there was no problem of time allocation for MIs to supervise and control the enumeration.

58. On the other hand, there was very weak communication between RS and BiH officials at municipal level. This was mentioned as a problem in the municipalities that have some enumeration areas divided in two by the boundary between FBiH and RS.

Assessment

59. The composition of MCC was well designed to organise and implement the enumeration. The three members, one from the municipality, one from the cadastre and the entity instructors complemented one another adequately. In all municipalities, the MCC functioned very well and cooperated efficiently with other members and field staff. This combination will be replicated in the real census, even if the number of members of MCC will be higher.

60. It seems that MCCs were not aware of the purposes of allocation of workspace for the census. Therefore they do not have any idea about the size of working space needed for the real census. And also what kind of IT equipment they would need in the real census. In this regard, the pilot census did not provide any feedback from the field.

61. The unemployment office implemented the first step for selection of MIs and enumerators with no specific criteria considering the ability for communication or difficulties to walk for the fieldwork. In this case, out of the potential candidates, there might be a risk not to find appropriate enumerators and MIs.

Recommendations

62. Unique badges should be used for all census actors in the territory of BiH and RS (see above).

63. Organization of the pre-enumeration activities including appointment of MCC members, selection of MIs and Enumerators, preparing the working space with its specifications, training methods and facilities, the provision of IT equipments needed in the census bureau should be started few months (2, 3 months) before the enumeration to check if all municipalities would be able to prepare everything before the enumeration.

64. In most municipalities, distribution of the posters was undertaken by the secretary of the quarter (mahalle) who is not officially involved in the pilot census according to the instructions for Organisation. If this method is adopted, the secretary of the quarter should be included in the field organisation and their roles included in the manual.

65. The procedure of selection of the census staff should be reviewed taking into account the following suggestions-some of them proposed by the MCCs:

- a. To start the procedure at the beginning of February 2013 in case of April 2013 census. The procedure should include a public announcement and select only candidates who apply for this assignment and do not assume that each unemployed person is interested and qualified to take part in the census.
- b. The criteria and method for selection of enumerators and MIs should be explained in the advertisement. The expected remuneration (salary, transport and telephone costs and other covered reimbursable items) should also be publicly available. This will filter the interest and include candidates who know what is expected.
- c. To strengthen the entry tests by including some questions to check the understanding level for the census questionnaires/forms and other issues.
- d. To select enumerators close to region of enumeration to avoid transport costs and provide local knowledge of the terrain especially in rural areas.

EVALUATION OF SUPERVISION

How municipal instructors controlled the work of enumerators

66. In all municipalities, the MI controlled the work of enumerators every day. In most places, the MI controlled the census questionnaires that were completed the previous day every morning, while in some places the MI controlled the census forms every day in the evening. It was frequently observed that the MI controlled the form together with the enumerator. When the MI met with the enumerator to control the forms, they also discussed specific cases or some questions for clarifications.

67. According to the "Instructions for Organising and Conducting the Pilot Census", one of the duties of the MI is to monitor the work of enumerators with regular visits in the field and reviewing the completed census forms. In the pilot census, MIs visited the enumerator or controlled the forms every day. As most of the MIs were responsible for only one enumerator, everyday visit was not a problem for them; however, some MIs expressed their worries about the feasibility of this method in the real census.

68. The MIs controlled the work of the enumerators only through controlling the census questionnaires, there is no other way described in the Manual to monitor or control the work of the enumerators

How entity instructor controlled the work of municipal instructors and enumerators

69. Entity instructors were very active in all activities including the training, control of the work of MIs and enumerators, quality control of census materials during and after enumeration and preparing preliminary results of enumeration. Most of the time, the EIs worked with MIs closely and even controlled the census forms together.

70. In the pilot census, EIs had time to control every questionnaire during the field work. However, some of EIs emphasized that it is not possible to replicate this work in the real census.

How filled census questionnaires were controlled

71. Each questionnaire was controlled by MI every day. At the end of the enumeration, the MI and the enumerator went through all the questionnaires, ordered them by numbers as in the control book.

72. After completing the fieldwork, EIs went through all questionnaires and cross-checked with control forms and finally summarized for the quick-count. Barcodes for sealing EA boxes were in place and all appeared very professional.

Monitoring of the enumeration

73. In the pilot census, EIs in FBiH and RS played a key role for monitoring the enumeration. Nevertheless, in most of the municipalities, MCC and often the president followed carefully how things were going in the field, including sometimes managing refusals.

74. The enumeration was monitored through the daily report prepared by the EIs with key points of the enumeration: number of P1, P2, refusals, empty dwellings, etc. This report was sent to the cantonal census commissions in the FBiH and to the Entity Census Commissions in the RS.

Assessment

75. According to the “Instructions for Organizing and Conducting the Pilot Census”, the MIs controlled the census forms during the enumeration. The instruction gave also many responsibilities to the EIs for “controlling the work of enumerators in households”, “control of the enumerated units”, “quality control of the census materials” and “coverage control and checking the accuracy of the census materials”. The field observation indicated that the EIs are key actors for monitoring the enumeration and controlling the census materials. In the pilot census, EIs were able to supervise and monitor the work of both MIs and enumerators. However, it seems that this method cannot be replicated in the real census considering that there will be many EAs in one municipality and EI would not be able to control all questionnaires and work directly with the enumerators.

76. The methodology prescribes the use of the form P-18b to record the observation of the MIs when controlling the work of enumerators in households. During the Pilot Census, MIs were not well informed when and how they should fill this form. Part I and II of the form only allow record observation for one household. According to instructions for organization, EIs are also responsible for controlling the coverage of enumeration by checking whether the enumerator has visited all buildings in specific EA.

77. Regarding the daily control of the census forms by the MIs, there were different practices among the municipalities. In some places, the MIs had a meeting with the enumerators every evening to control the questionnaires. After controlling the questionnaires, MIs collected the questionnaires that do not have any mistakes and stored the completed questionnaires in the room used for pilot census activities. On the contrary, most of the enumerators had a meeting with MI in the morning and were keeping the questionnaires with them until the end of enumeration. Collecting the questionnaires on a daily basis and storing them in the municipalities will require enough space for storing all questionnaires in the municipality. The instruction for organization of the pilot census does not explain explicitly how this work will be undertaken; therefore there were different applications in the field.

78. Reporting procedures for monitoring the fieldwork and the progress of the enumeration are not explained in the instruction manuals. Nevertheless, in the pilot census the EIs were preparing a daily report for basic statistics and sent to the entities to monitor the progress in the enumeration. This method might be successfully implemented in the pilot census, but it was not possible to evaluate the system in the field. It should be mentioned that without using any technology for collecting data, it might not be possible to monitor the field work appropriately.

79. The roles and responsibilities of MIs are not given in detail in any instruction. It is given briefly in the instruction for organization but no instruction is provided in "Manual of Enumerators and Municipal Instructors for Pilot Census".

Recommendations

80. Instructions for monitoring and controlling the enumeration should be reviewed and responsibilities of each participant, in particular the EI and MI, should be explained step by step. Special attention should be paid on how the roles of census actors complement one another.

81. Some suggestions to improve the role of EI and MI:

- a. Main duty of EI is to supervise and control the work of the MCC and MI. In this regard, EI should work very closely with the members of MCC to follow up all activities according to the given work plan and time schedule. Also, EI should monitor the work of the MI periodically to understand whether the MI accomplishes their duties properly and on time.
- b. Main duty of the MI is to supervise and control the work of enumerator and visit some households to check the work of enumerator. Also MI should be responsible for checking the coverage of enumeration by controlling some of the enumerated households and empty dwellings in the field. For this purpose, households to be verified can be sampled. For example, ten percent of enumerated households and fifty percent of empty dwellings could be revisited by the MI for coverage control.
- c. The duties of EI and MI should be described for each specific phase of the enumeration. For example, the duties can be given under three titles such as activities before enumeration, during enumeration and after enumeration.

82. Part I and II of the Form P-18b should allow to record observations at least for three households. In addition, a new part should be added in the form to record findings on cover-

age of enumeration when controlling some of the enumerated households and empty dwellings in the field. Finally, MIs should be well informed about the purpose of this form and should be trained when and how they should filled the form.

83. As suggested in the previous IMO reports, it is strongly suggested that a system for monitoring the enumeration and quality of the work undertaken by census actors be clearly identified. A web application or other technological tool such as SMS text message should be used to collect daily information and evaluate the results. In the pilot census, this important part of the field organization was not tested. According to the monitoring system, the roles of MCC and other census actors would be revised and equipments needed for this system should be identified and purchased.

CENSUS MAPS AND EA DESCRIPTION

84. For the pilot census only EA maps were used, one for each EA. A map was also prepared for BiH to show municipalities where the pilot census was conducted. Maps were printed by BHAS, from PDF files received from FBiH and RS.

85. All EA maps were in colour, in A4 or A3 format, and in some cases in A2 format for some areas in RS. EA maps included orthophotos in background, and polygon vector layers representing boundaries of Entities, cantons in FBiH, municipalities, settlements, statistical areas, and EAs. A line vector layer was representing street names, and a point layer was included to indicate addresses for buildings, when available.

86. To each EA map were associated information on names and codes for the administrative and statistical units, a list of available addresses, a description on the location and characteristics of the EA to help enumerators and municipal instructors to identify EA boundaries in the ground (for maps in RS on a separate sheet). An arrow on the map indicated the point from where the enumerator had to start field operations, assigning consecutive numbers to dwellings, households, and buildings. Figures 1, 2, and 3 show an example of the EA maps used in the pilot in FBiH, RS and DB.



Figure 1. Example of an EA map used for the pilot census in FBiH



Figure 2. Example of an EA map used for the pilot census in RS



Figure 3. Example of an EA map used for the pilot census in DB

87. The EA maps used in FBiH, RS and DB present several common elements and some differences. The main difference is the system of addresses used by Entities and in DB:

- In FBiH, addresses were updated in the field and reported on the map for each building (each building can have more than one address). When the address was missing, “bb” was reported on the map. In addition, a new ID code was assigned to each address from 1 to N within each EA. Enumerators did not use the ID code during the pilot.
- In RS, addresses were also updated in the field but not for all the EA maps used in the pilot. When the address was missing, no number was assigned to buildings.
- In DB, addresses were updated in the field during 2010, and reported in the maps. When the address was missing, “bb” was used, but no additional ID code was assigned to building addresses.

88. The observation showed that EA maps provided in general good orientation to enumerators within their assigned areas and that EA boundaries were in most of the cases easily recognised on the ground. In Gacko municipality, and in general in large EAs of RS, the small-scale maps did not allow a clear identification of buildings. In Grad Mostar, Vihovici EA, both the EA boundary and the area inside the EA were unclear and disorienting. In the latter case, the EA was split into two EAs. In the municipalities of Bihać and Cazin, in FBiH, no street names or addresses are available.

89. A considerable amount of new buildings not reported on the maps was observed in some EAs, due probably to the outdated orthophotos used. The use of the ID codes on census maps in FBiH did not create confusion to the enumerators.

90. Addresses reported in the EA maps were missing or were different from the ground, almost everywhere with different proportions.

91. Enumerators usually ticked on their map the buildings already visited, but no systematic mechanism was followed to keep track of the visited and not visited dwellings in the same building. It was observed that in some cases Enumerators listed on a notepad non-visited dwellings.

92. Because of the limited number of EAs used in the pilot census, was not possible to observe the eventual overlapping between adjoining EAs. This aspect would have been particularly interesting to observe, especially along the boundary line between the two Entities. Unfortunately, no cases of two adjoining EAs were selected across the line, as it was decided with a technical note requested by the SC in June 2012, on the selection criteria established for the EAs of the pilot census.

Assessment

93. In comparison to the previous assessments made by the SC on the census maps, it was noted a considerable progress in census mapping from both Entities and DB. EA maps used for the pilot census show significant improvements in terms of technical characteristics in line with international standards and in terms of uniformity across BiH. However, some elements remain a concern for conducting a full census operation. Others require some technical improvements in order to increase further quality conditions for the general enumeration.

94. This assessment was based on the observation of the pilot census operations and on the basis of information reported in specific meetings held in 30 and 31 October 2012 with the Directors and staff from the Institutes of Statistics of RS and FBiH and the BHAS, Representatives from Geodetic Administrations from both Entities and DB, Representatives from the private companies working in the FBiH for the preparation of census maps.

95. Additional elements of the assessment maybe considered when will be available the results of the analysis of the data collected with the pilot census, as well as the results of the PES. As an example, it was observed during the pilot census that in many cases the number of enumerated households were significantly different in comparison to their estimated numbers. This may led to the need of adjusting the size (and boundaries) of demarcated EAs, in order to ensure that about 80-100 households are assigned to a single enumerator.

96. The main concern of this current assessment is the unreliable address system in BiH, and the missing or erroneous addresses reported on the EA maps. Indeed, the present coding scheme at building level does not ensure a direct link between maps, control form and questionnaires. This does not allow implement an accurate control on the coverage during and at the end of the enumeration, and may have consequences on the quality of data processing activities and for census dissemination purposes. Even though no main coverage issues were observed during the pilot exercise, it is expected that during the full census state/entity/municipal instructors will be not able to check the coverage of EAs without a coding scheme at building level which allows the exact identification of each building from the control form/questionnaires, and vice versa.

97. A second concern is the absence of a systematic mechanism to manage (from the enumerator) and to monitor (from the Municipal Instructor) the coverage of dwellings inside buildings with one or more dwelling. The observed practice followed by enumerators to put a tick on visited buildings is sufficient for buildings with one dwelling, usually in rural areas, and the use of notepad to list visited and not-visited dwellings may be useful but not sufficient. No forms were provided to enumerators for tracking the dwelling units in which was not possible to access, and the number and dates of the second and third visits. The fact that enumerators were usually from the same areas of their residence helped them to remember in which housing units they had to come back. However, the absence of such procedures for classifying visited and not visited housing units, may pose an issue of under-enumeration.

98. A third concern is the need that emerged in some observed EAs to update maps, since a number of buildings were not present on the maps, as some observers reported. As mentioned above, this could be due to the use of outdated maps in some areas. Therefore, it would be useful to investigate in which areas a map updating exercise would be need prior to the general enumeration.

99. Some other minor technical problems were noted:

- The scale of EA maps used for the pilot census was in general suitable for orientation and identification of buildings. In RS small scale maps were used for large rural areas, in A2 format. However, even with this format was difficult in specific areas to locate buildings and to read address numbers from the maps. It is suggested to use only A4 and A3 formats for EA maps, and for large areas to represent the whole territory of the EA at small scale, and in addition large-scale maps only for inhabited places within the EA.

- The location of EA maps in the municipality was easy for the pilot census because of the limited number of EAs involved. However, for the full census state/entity/municipal instructors may have difficulties to locate single EAs in the Municipality. Therefore, it is suggested to add on each EA map a small-scale location map showing where the EA map is located within the Municipality or Settlement.

100. In addition to the assessment of the census maps used for the pilot census, an assessment on the cartographic preparations for the full census was also made.

101. In RS, cartographic work has considerably improved and progressed since the Geodetic Administration started to collect orthophotos derived from aerial photographs taken in 2012. The work is shared between the premises of the Geodetic Administration in Banja Luka and Bijeljina. The orthophotos are provided by a foreign contractor in the framework of the EU funded project "IPA-spatial information services for Bosnia and Herzegovina-phase 2: digital orthophoto maps". It was reported that about 29% of the orthophotos had been delivered and that the remaining part would be collected by mid-December 2012, when the whole territory of RS would be covered by updated orthophotos. An updated detailed plan was provided together with a map showing which municipality is covered by orthophotos, which is covered by orthophotos but not yet by vector layers, and in which municipality are available both, orthophotos and vector layers. It was reported that the field activities to collect street names and addresses were completed. At the date of the assessment, the cartographic work organised in a GIS database ready to print maps was finalised in three municipalities, and planned to be completed in all municipalities by 31 December 2012.

102. In FBiH, the cartographic preparatory work is progressing according to the plans. It was reported that field activities on the collection of street names and addresses was completed at about 80% and that the update GIS database ready to print maps for the whole territory of FBiH will be completed by 5 December 2012.

103. In DB, the recommended update of street names and addresses has been carried out and is now completed. It was reported the GIS census database ready to print maps would be ready by 30 November 2012.

104. The possibility to introduce a new ID code to each address on the EA map and in the control form and/or P2 form was discussed in RS, FBiH, and with BHAS.

105. The following issues have been identified while assessing cartographic preparations for the full census:

- There is no defined number of EAs in BiH. The number and boundaries of EAs used in 1991 census is being modified while updating maps, and the analysis of the data collected with the pilot census may show the need to resize some areas with large differences between the estimated and enumerated number of households. Preparatory census cartographic activities are planned to be finalised in December 2012. However, the results of the pilot census have not been taken into account in the plan, and the preparatory activities may be delayed in RS because of shortage of available funds or for a late delivery of orthophotos. According to the census law, art. 20, the Agency "Determine, in cooperation with entity statistical institutes, a unified methodology for setting up and keeping a single register of spatial units". The registry has not been established yet.

- Map printing. As already mentioned in the previous report, the census law, art. 30 prescribes that “The entity geodetic offices and the Department for Public Register of the Brcko District Government in cooperation with the other bodies of local administration should complete technical documentation required for carrying out the Census...” and the art. 29 that “The printing of the Census material shall be organised by the Agency”. The Agency confirmed the plan to print census maps also for the general enumeration, while in the FBiH map printing is planned by the private companies working on map preparation and in RS the Geodetic Administration confirmed its technical capacity to print census maps if funds would be available. If BHAS will be in charge for printing as it seems, an international tender should be launched and should ~~remain~~ remain open for 40 days before starting the evaluation for the selection of the successful candidate. The estimated time to print census maps is between 1 to 2 months, depending on the capacity of the contractor. The tender cannot be launched without knowing the approximate number of EAs in BiH.
- Boundary line between Entities. It was decided by the working group at State level that the Geodetic Administrations would precise a 100 m zone identifying buildings across the line and provide the central bureau of census with the information needed to take appropriate decision for conducting the census in these places. However, it was understood that no investigation was made and no test carried out in those areas. It was also understood that Entities might have a different representation of the boundary line on their maps.
- Census spatial data dissemination. As understood, a plan for the dissemination of census data with spatial components was not drafted yet. This would be important to verify that the data models and coding systems used in the GIS databases developed at Entity level and for DB would allow the dissemination of census data by administrative and statistical units, and that would ensure the development of a new sample frame for other statistical surveys.

Recommendations

106. Even though cartographic work is in general progressing well, at the present phase of census preparatory activities it is recommended to implement the following activities prior to the conduction of the full census.

- As already recommended, a new ID progressive code from 1 to N in the same EA, should be assigned to each address in the GIS census database, and reported on the EA maps. Ideally, the new ID code should be reported also on the census form P2. As an alternative, the ID code can be reported in the Control Form adding a column after “building ordinal number”. A list of the ID codes should be also reported on the EA maps giving to the enumerator the possibility to include additional ID codes for new buildings. The instruction manuals should be revised accordingly.
- An additional form should be prepared and provided to enumerators for tracking the dwelling units in which is not possible to access during the first visit, and the number and dates of the second and third visits. The form should be monitored by

the Municipal Instructor and the instruction manuals should be revised accordingly. An option should be to include in the control form such information.

- A map updating activity should be carried out in the areas where orthophotos are out-of-date and it is known there are buildings recently constructed. It is again recommended to develop an inventory at municipality level in order to select such areas.
- It is suggested to prepare EA maps only in A4 and A3 formats. For large rural areas, large-scale maps of inhabited places should be added to the EA map. Small-scale reference maps to locate the EA within the municipality should be also included in the EA map.
- The number of EAs in BiH should be defined very soon, taking into consideration the results of the analysis of the pilot census in relation to the size of EAs. The number of EAs is crucial to organise the logistics of the census and to start the procurement for map printing. A single register of spatial units in BiH should be established very soon in order to verify that the country is covered by EAs, not overlapping, and that their boundaries are consistent with the administrative and statistical territorial division.
- In case of centralised map printing, the tender procedure should be launched at least five months before the commencement of operations for the full census, and concluded at least 3 months before. The following maps should be prepared:
 - EA maps at A4 and A3 formats,
 - Maps for municipal instructors for their assigned areas,
 - Maps of Municipalities for the Municipal Commission and Entity Instructors,
 - Maps for Entity Instructors.
- All the maps should report administrative boundaries and also boundaries of statistical areas. All the boundaries should be consistent with each other's.
- Decision should be taken at State level on how to conduct the enumeration on the inhabited places across the boundary line between the two Entities.
- A dissemination plan for spatial census data should be developed and agreed at State and Entity levels.

CENSUS QUESTIONNAIRES

107. The evaluation of census questionnaires given in this part is based on the observed interviews in the enumerated households done in the field by the SC members and IMO observers as well as based on discussions held during the field observation with the enumerators, municipal instructors and entity instructors. The SC members had brief meetings with the three statistical institutions as well to hear from them about the progress of the Pilot Census, and what were the main issues and methodological questions from the field staff during the enumeration.

108. The content of the forms and the formulation of the questions seem to be the same in the questionnaires in the three local languages, but there are some discrepancies in English questionnaires that were given to the IMO observers.

109. In Form P-1, Q2, 3, 6, 7, 9, 10, 11 in local languages is used term "permanent residence" and in English translation is used term "usual residence".

110. In P-2 there are differences in the Q10, 16 and 18:

- In Q10. Water supply system, the last modality: in local language "No piped water installations in the dwelling" and in English "No piped water in the dwelling";
- Q16. In local language "Year of construction of the building" and in English "Dwelling by period of construction";
- Q18. In local language "Materials of which is constructed the supportive system of the building" and this is consistent with the list of offered answers. In the English translation, the title of the question is "Dwellings by the main structural materials of which the outer walls of the building".

Understanding of census questions, difficulties encountered by the enumerators during the interview

111. The use of alphabet for filling in the census questionnaires played little role the enumerations. Only in 17% of the interviews observed, Enumerators asked about the alphabet to be used when filling in the questionnaire. However, except in one case, people were not concerned about the alphabet used. During the fieldwork, all combinations of alphabet and ethnicity were observed.

112. All reports are indicating that enumerators seem to have good general understanding of the questionnaire content and structure, but at the same time difficulties with some questions or with the application of some instructions.

113. However the enumerators hardly expressed problems with the questionnaires (at least when were asked by the IMO observer or SC member). In some cases, it seems that the enumerators were adjusting the terminology used in the questionnaires in order to make some questions functional for them and for the respondents, but were avoiding to do so in presence of the IMO observer or SC member.

Control Form (P-3)

114. Good systematic filling and assigning of the ordinal numbers of the enumerated dwellings and household were observed. The order of enumeration and consequently the recorded enumerated dwellings suppose to be supposed to be following the planned route on the map. In cases where the settlement places had a street system and house numbers, the Control book could be a good instrument for coverage checking by the enumerator as well by their supervisor.

115. However in the settlement places with no street system and house numbers, or with street system but no house number, all houses were recorded with *bb* in the P-3 and the enumerated units in P-3 were distinguished only by the name of the resident of the dwelling. In such case there was no connection established between the enumerated and recorded dwelling in the Control form and in the map.

116. Isolated cases were reported, where the enumerator upon received instructions, in the column "Name and surname of the reference person" recorded the owner of the dwelling instead the tenant who was residing there.

Questionnaire on household and dwelling (P-2)

117. **List of persons.** Some difficulties in assigning codes for households and family members were observed for cases with not classic situation. In few cases the enumerator was not sure what code to assign for a stepson/ stepdaughter.

118. **Q1. Type of housing unit.** The terminology “housing unit” is not common in everyday’s life and is not well understood by the respondents. In cases where the enumerator was reading the exact wording of the question without the offered answered some people did not understand the question. Further, when enumerator was reading the possible offered answers, the question was clear for those living in residential buildings, but still confusing for those living in individual houses. They did not know what to answer since “house” is not in the list of offered answers. Also the enumerators were reading the remaining 4 modalities of the question even the respondent already gave the answer.

119. **Q3. Use of housing unit.** Difficulties to define “Secondary dwelling that household uses and which is located in the same building” were observed and “Vacant dwelling” forms for vacant dwellings were not always compiled.

120. **Q5. “Useful floor space of dwelling (m^2)**” is clear, but difficult in terms of having a precise response.

121. **Q6. Total number of rooms in dwelling (4 m^2 at least).** Different approach in counting the total number of rooms due to different interpretation for kitchen. Open areas for kitchen, living and dining were sometimes considered by the enumerator only as a kitchen and not counted in the number of rooms.

122. **Q7. Kitchen.** Different approach in counting “useful Kitchen floor space in m^2 ” due to different interpretation for kitchen. In cases when a bigger premise consisting of open areas for kitchen, living and dining was considered by the enumerator only as a kitchen, the whole floor space was assigned to the kitchen.

123. **Q9. Toilet facilities.** In some EAs, enumerator chose “No toilet” when toilet was inside the bathroom.

124. **Q16 “Year of construction of the building”** is clear, but difficult in terms of having a precise response, especially in collective buildings.

125. **Q18. “Materials of which is constructed the supportive system of the building”.** This question was differently interpreted, some of enumerators were asking about the supportive system of the building and some about materials of which the outer walls were constructed. This is due to the wrong understanding of the instructions in the Manual. Namely the manual provides very comprehensive and expert explanation, but it seems difficult to understand for people out of the construction field. The Manual provides explanation that there could be three type of supportive system (frame supportive construction of the building, supportive walls and supportive pillars). In some observed cases with noticeable supportive pillars made by concrete and steel, the enumerator asked about the materials of which the outer walls were constructed and recorded “bricks and brick blocs” or “ combination of mixed building materials”.

126. **Q21. Accessibility to building.** In the CES Recommendations the question is about Accessibility to the dwelling.

127. **Q22 State of the building.** Respondent were confused and a majority chose to answer that the building needed repairs. Consequently, results for this question will be useless for planning.

Part of Agricultural data

128. Agriculture questions were sometimes found confusing and too numerous, and the responses not very accurate.

129. The manual includes comprehensive instructions. However, there were situations in the field in which the owner had not officially divided the land between his children and no one was able to report the land to the enumerator.

130. Mainly the difficulty with data on agriculture is the fear of some people that data can be used for tax purposes.

Assessment

131. The content and structure of P-2 form, the technical design and the formulation of questions did not present major problems for enumerators. The questionnaire was usually understandable for the respondents as well. However, some minor flaws were observed that require improvement.

132. The difficulties observed and different interpretation of some questions as Q 5-7, Q 9 and Q18 could influence the quality of the collected information, but are not of nature that they can prevent data collection on the mentioned topics. The instructions for the mentioned questions in the Manual are comprehensive and good.

133. Questions on agriculture are understandable and consistent with the instructions given in the Manual. Enumerators, at least in rural areas, showed good understanding of the questions. Where respondents were willing to answer, the enumeration was going smoothly and quickly. Still the accuracy of the collected data mainly depended on respondents' willingness to give the correct answer. However, it does not seem necessary to ask the whole group of questions to people not performing any agricultural activity.

Recommendations

134. The difficulties encountered can be overcome with improvement of the formulation of the questionnaire, appropriate amendments in the instructions given in the Manual and better training, putting more stress on the concerned topics:

- More emphasis should be put in training on the definition of people to list in "List of persons" in P-2 form and the choice of codes, especially for non-classic situations. More practical examples should also be included in instructions and training;
- In the list of "Relation to the reference person", the description of code number 04 "Daughter/son/adopted child" should be added "stepson/ stepdaughter";
- In Q1. "Type of housing unit", for "housing unit" use if possible terminology that is of common use in local language. Also in the first modality should be added "house" i.e. the modality should read "Dwelling/ house";
- More explanation should be given in the training for "Secondary dwelling that household uses and which is located in the same building" and "Vacant dwelling";

- Instructions for vacant dwellings should be given;
- Q7 (kitchen) should be reformulated and explanation given in P-2 form (part with definitions) to describe different types of kitchen that can be found: (1) kitchen as a separate premise, (2) kitchen as an open area in premise consisting of part for kitchen and part for dining, (3) kitchen as an open area in premise consisting of part for kitchen, part for dining and part for living. Instructions on how to calculate the “useful kitchen floor space” for each type should be given.
- More attention should be paid to Q7 in the training and in that regard to Q5 “Useful floor space of dwelling (m^2)” and Q6 "Total number of rooms in dwelling".
- It is recommended to add explanations in the Manual and in the training that the dwelling has toilet facilities when toilet is inside the bathroom (and not only in cases when the toilet is a separate room).
- Instead of asking the year of construction in Q16, it should be asked the period of construction, giving appropriate periods corresponding to the country.
- Q18 should be reformulated as "Material of which the outer walls of the building are constructed". It is proven to be too difficult to ask about the type and material of supportive system and answers would be reliable.

135. The Manual should provide instructions for situation in which the owner has not officially divided the land between his children in order to avoid the situation where no one would report the land to the enumerator or to have duplication. More attention should be paid on this topic in the training. A filter should be put at the beginning of the block of questions on agriculture to avoid asking all the questions to households that have no land or any agricultural activity.

136. The census campaign will have to explain more about the use of the collected census data pointing out the intended use of agricultural data and other data connected to property (as the size of the dwelling in private ownership) in order to eliminate the fear of some people that such data can be used for tax purposes.

Observations referring Personal Questionnaire (P-1)

137. Generally, the enumerators were doing well and filling the form P-1 without major problems and in most of the cases the questions were filled correctly. However it was observed cases where enumerators had difficulties and/or misinterpreted some questions.

138. **Q1, "Situation of the person in the place of enumeration"** was sometimes not clear for respondent if read by the enumerator as written. When explained, it was clear.

139. Difficulties to answer Q4 (Duration of residence/absence) for persons included in the household list, living abroad or in other places of BiH, but present in the place of enumeration in critical (reference) census moment (because of vacation, holidays or some reason as for example elections that were held before the Pilot Census). For such cases, if the enumerator did not strictly follow explanations of the Manual (that the person should be considered as absent even present in the reference census moment), the persons would be considered as present and no answer would be given to questions 3-7 on duration of absence/presence.

140. Cases were observed where people living abroad were registered as “temporary absent” (reported as absent in the List of persons) and for the duration of absence (Q4) the

number of months elapsed since their last stay was recorded, and for Q5, "how long the person intends to be absent" the answer was the number of months until the person come back on holidays.

141. **Q8. Place of birth.** Incorrect answers were observed, in cases the person was born (for example) in a hospital in a town and their mother was living (for example) in a village, the village was recorded as "Place of birth of person being enumerated". Such cases could be result misinterpreting of the enumerator or due to wrong instructions received during the training.

142. It was noted frequent misinterpreting of "place" (place of residence; place of birth; place of census; place of living of the mother etc.). Almost all enumerators (with few exceptions) as well municipal instructors considered the municipality as "place off..." and not the settlement place. Consequently, migration was determined and recorded wrongly and in most observed cases, migration from one settlement to another within the same municipality were not recorded.

143. In some EAs enumerators did not accept that somebody answered "Yes" to both questions Q10 ("Has the person lived since birth in the place of permanent residence?") and Q16 ("Did the person have the status of displaced person?"), so people concerned were not enumerated as displaced persons. There were cases where the enumerator, according to instructions they received from the instructor, asked the person being enumerated to show the document proving their legal status of Internally Displaced Person. If the manual explain that "Persons who have the legal and actual status of a displaced person should have certain documents (certificate or ID on status of the displaced person issued by a competent authority)", it does not request that they show this document to the enumerator.

144. Enumerators did not know how to deal with questions 14-18 (referring to refugees and Internally Displaced Persons) for children of refugees or displaced persons born after 1991. Most of enumerators were a little bit confused about the year 1991 and thought that the question was only to ask to people born before that date.

145. In Sarajevo municipalities, displaced persons from one to other part of Sarajevo belonging to different municipalities (and different entities) were not recorded as such. It seems some instructions regarding this topic were changed during the Pilot.

146. Questions 10 to 18 about migration were difficult for some enumerators and time consuming. Month of migration was difficult to answer if the migration was years ago. There were cases where the person being enumerated was displaced person after 1991 and the answers in Q11, 13 and 16 overlapped.

147. Q18. "Does the person still have the legal and actual status of a displaced person": difficulties were observed, respondents usually saying they did not understand the question. Actually, it seems that people are reluctant to answer because if a person has no longer a legal status of displaced person, they have no longer rights to IDPs' demands.

148. **Q19. Citizenship:** Very often people living in RS were answering BiH and RS citizenship and enumerators were ticking the box BiH and in the open line filling Republika Srpska.

149. **Q20 and 21 (legal marital status and consensual union)** were asked to all persons, including small children (at least in presence of observers). Instructions mention that it is

considered that the children under 16 years of age have not entered marital community, that is, the answer single (never married) is marked without asking the question..

150. **Q22 and Q23 (number and age of children born-alive)**, even if not presenting difficulties were obviously very painful for women who had lost children during the war. Enumerators were not comfortable to ask young girls 14-15 years old about having children.

151. The enumerators generally were following instructions on the way of asking the questions of **ethnicity and religion**. In only 61% of the observed cases enumerators informed the persons being enumerated that they had the right to refrain from answering these two questions. In general enumerators were not giving any explanation for these two questions. But they complained that they had difficulties with some respondents from older generations that did not understand the question. Thus, enumerators were asking if possible the instructions to allow some flexibility and giving examples to such respondents. In most of the observed cases the respondents had no problem in understanding or answering the Q24-26. Small number of cases was observed where answers were not corresponding to the question; respondents did not understand or did not want to understand distinctions between citizenship, ethnicity/nationality, religion and mother tongue. The formulation of the Question 24-26 had influence in few cases where the respondent had changed their statement after seeing the proposed boxes in the questionnaire.

152. **Q28 (computer literacy)**: in some cases, the enumerators ticked all the boxes (word processing, spreadsheet, internet and emails) as soon as the respondent said they were using computer.

153. **Q30."Whether the person is able to read and write short text?"** answered only by persons born before 14/10/2002) " was asked for all persons whatever their level of completed education. The Manual has clear instructions that the questions should be asked only for persons aged 10 and more and those who marked the answer "No formal schooling" or "Incomplete basic education" in the question 28.

154. If read without interpretation, **Q32 "Did the person work in the week from 25-31 August, even if only for one hour, for either pay or profit, or unpaid family member?"** was difficult to understand for many interviewed people. However the enumerators often rephrased to "Do you work?".

155. In **Q 35. Status of inactive person**" in the offered non-activity list, it was difficult to find appropriate answer for a "Housewife" and very often such persons were included in "other". The offered answer "person who is doing house/home works" supposes to be the applicable one for "Housewife", but was not recognised as such in many cases.

156. **Q37. Status in employment** was difficult to understand for respondents. The question became clear only when items were read by the enumerator, except the item "unpaid family worker".

157. In some cases **occupation** (Q38) was confused with job title or qualification obtained with highest level of completed education. Q39, **main activity of the employer** was also difficult to obtain due to misunderstanding or confusion.

158. In some cases of unemployed persons during the reference week, but who had worked before, enumerators recorded answers **for Q40 and 41 (place of work and mean of transportation)** even if the Manual clearly stated they were not concerned.

159. Q42. “**Main source of livelihood throughout the year**” is not offering answer “without any income” and such cases were observed in the field (persons living from charity of neighbours, other people etc.).

Assessment

160. The content and structure of P-1, the design and the formulation of questions did not present major problems for enumerators. However, a certain number of minor flaws were observed that require improvement.

161. The Census Law established that the Census shall encompass all Citizens of Bosnia and Herzegovina with place of residence or place of stay in Bosnia and Herzegovina, regardless of whether, at the time of the Census, they are present in Bosnia and Herzegovina, or absent from Bosnia and Herzegovina. Starting from this point, the content of the questionnaires and the sequence of the questions from Q1 to Q7 suppose to enable differentiation of usual resident population in the place of enumeration from other categories of population as household members who are living or staying abroad for more than one year and from temporally present persons who are usually (permanently) living elsewhere in BiH or abroad. The correct differentiation requires accurate data from the respondents.

162. Based on observations it can be concluded that enumerators usually did not read the whole manual, or were not remembering all the instructions in the manual. So very often instructions that were only in the manual but not on the questionnaires were not followed. In the pilot this was proven for Q20 (legal marital status) and Q30 (literacy), as well as for Q40 and 41. Despite clear instructions in the Manual about which persons should not be asked these questions, enumerators were asking them to all persons.

163. During the Pilot Census, misinterpretation of "place" (place of residence; place of birth; place of census; place of living of the mother etc.) was observed almost in all EAs (with few exceptions). Almost all enumerators (with few exceptions) as well municipal instructors consider the municipality as "place off..." and not the settlement place. As well some were mixing Q8 and 9.

164. Consequently the migrations were determined and recorded wrongly and in most observed cases the enumerators were considering as a movement only if person moved from one to other municipality. So all migration from one to other settlement in the same municipality were not recorded.

165. The enumerators were generally following instructions for way of asking the questions of ethnicity/nationality and religion. The general impression based on observation is that the filling of the questions about ethnicity and religion was running smoothly, with small number of observed cases where the responded did not (or did not want to) understand the questions.

Comment [SM1] : I am not sure if it should be mentioned generally if only 61% mentioned that the questions on ethnicity... were not mandatory

Recommendations

166. Based on observation from the Pilot, P-1 should be checked and improved as follows:

- From technical aspect, P-1 form needs in-depth checking and introducing appropriate skips as for example in questions 28, 29, 39;
- To explain that the list of persons refers the address of the census (exact house/dwelling) and in the questions in P-1, “place” refers settlement place;

- To consider the possibility of improving the formulation of the set of questions 1 to 7 so that the questions in the form would directly show to which persons the questions refer. As these questions are crucial it is better to include instructions in the questionnaire.
- To check the questions where instead of “place” can be put settlement place in order to avoid further misinterpretation. To clean the manual of possible unclear determination that can lead for misunderstanding of the term settlement place;
- To find out and remove the reason for misinterpretation of Q8, place of birth;
- To find out and remove the reason for misinterpretation of migrations. To put more appropriate examples in the Manual and to devote more training on that topic;
- To provide explanations in the Manual for children of displaced persons and refugees. To clarify the fact that displaced persons and refugees have not to show documents to prove their situation;
- To put a minimum age for Q20 and 21;
- To train the enumerators in which cases the question should be skipped even there is no skip, but based on the received answers on previous relevant question;
- To give more examples for occupation in the Manual as requested from the enumerators;
- To prepare examples for the training based on real cases observed in the Pilot (this was suggested by participants in the Pilot Census).

167. Finally, the Statistical institutions should make comprehensive and detailed analyses of the Pilot Census, analysing not only collected data but also census staff reports. Analyses should point out the sources of mistakes as well shortages and encountered difficulties (mentioned in the parts referring to field observation). Based on these findings possible improvements should be introduced in questionnaires, manuals and in the training.

CENSUS INFORMATION AND COMMUNICATION CAMPAIGN

Information of the population

168. A press conference was organised by the EU Delegation on 12 October. The EU Deputy Head of the Delegation stressed the importance of the census in the country. The Director of the State Agency presented the objectives of the pilot census and the two directors of Entity Statistical Institutes explained the practical implementation of the pilot census in their entity. The press conference was well attended by journalists who asked many questions, essentially practical. The press media, including radio and television, gave large echo to the operation during the first days of the enumeration, following enumerators during their fieldwork to broadcast images of interviews.

169. A jingle was recorded for radios and sent just at the beginning of the enumeration. A poster was prepared by the Agency to inform the population. However, the Director of RSIS refused this poster due to the mention "Pilot Census of Bosnia and Herzegovina", and gave instructions to all Municipal Commissions to not display it. A flyer was prepared for distribution and advertisement in the newspapers, but the draft was not approved by the Director of Republic Srpska Institute for Statistics (RSIS). As a consequence, the EU Delegation, who

had offered to finance the printing of this material, did not proceed. Finally, the Director of the Agency decided to finance on his budget an advertisement campaign in 7 newspapers.

170. In many places the residents were not aware about the census on the first day of enumeration but became gradually aware. In other places they were very well informed about the pilot census. The large media coverage helped inform the public about the pilot census, and some people were very happy to open their door to the municipal instructor and the enumerator they had seen few days ago on TV. The Agency and the Entity Statistical Institutes or the individual as well as municipalities often took part in one or more programmes about the pilot census. Some of the municipalities had mentioned the pilot census on their website.

171. In border regions it is worth mentioning that many people living in BiH listen or watch the radio and television of the neighbouring country and could have to be reached through this.

172. The posters distributed from the Agency were placed outside the municipalities premises and in the enumeration areas. However, the RS Institute of Statistics had instructed the municipalities not to use the posters.

173. In few places outreach to religious communities, NGOs or others had taken place, but this was relatively seldom.

174. Some household representatives hesitated to take part because the enumerators were perceived as coming from the tax authorities; and it took time to build confidence that the purpose of the operation was only statistical.

Assessment

175. There has been big interest from the media to cover the pilot census. In spite of the lack of training and coordination, the statements given by the managers of the three statistical offices were professional and without disagreements. It was noted that some media in Federation of BiH encouraged answers according to constitutional nationalities. The FOS noted that concern and dissatisfaction was especially expressed because of the possibility of splitting the Bosniaks (during the Census) into two different ethnic groups.

176. For different reasons there was no coherent communication strategy. It also appears from the feedback of the communication groups of the three statistical offices that the collaboration with the EUPHC2 experts preparing the communication and outreach strategy and promotional materials was weak. Collaboration between the two entity institutes and the Agency has been strained. The joint communication group has only met once; and there has been no clear division of responsibilities and tasks between the institutions.

177. Neither the communication staff nor the management had been trained; and none of them had received any guidelines on how to deal with media and NGOs. Messages, target groups, and which media to address were not discussed or provided and the reporting on selection of independent experts and on the company for information campaign was not provided by the EUPHC 2 experts. Both entities felt that the collaboration with the company preparing promotional material was not good and materials were prepared and comments from the entities requested in the very last moment.

178. It is however worth noting that great efforts have been carried out locally by the MCCs to inform about the census, and also that the management of the three institutions have been successfully taking part in radio and TV programmes.

179. The process of finalising communication and outreach strategy and to transparently procure a company for placement of advertisement and production of information materials ahead of the real census is deemed to be very slow and not involving the communication staff of the institutes sufficiently.

180. It seems that there was no political interest in organising systematic boycott of the census process. It is however clear that the initial NGO-umbrella promoting open answers to the three sensitive questions has been followed by other NGOs and media outlets seeking to persuade people who could consider answering differently than the three constitutional nationalities to stick to those.

Recommendations

181. It is strongly recommended that:

- the joint Communication Group meet regularly;
- the EUPHC 2 involve the communication staff of the three institutions in finalising and implementing the Communication and Outreach Strategy, including detailed plans, guidelines and trainings;
- the outreach strategy strengthen the efforts to commit politicians to use the census operations as a technical exercise and not as a political tool. Particular focus should be given to the communication about the three sensitive questions.

182. Technically, it is recommended that the communication campaign ahead of the real census use alternative means of communication in areas where media in neighbouring countries are the primary source of information.

How enumerators managed refusals

183. Very few refusals were observed during the pilot census. Some refusals were from people socially or mentally fragile, or because they did not want to waste their time on a pilot census, or because they were angry against the government, or for other reasons. It is however important to note that there was no systematic, organised boycotts of the pilot census.

184. Generally the potential refusals were visited a couple of times by the enumerator alone, then with the enumerator and the municipal instructor and this normally solved the problem. In a few cases the president for the MCC went to the household as a last possibility to convince people to participate.

185. The fact that many neighbours had already been enumerated was frequently the key factor for reluctant respondent to accept the enumeration.

Assessment

186. In absence of political developments ahead of the real census there should be no organised boycotts of the census operations and the population should accept to be enumerated. The actions conducted by enumerators, municipal instructors and MCCs to convince people that were hesitating seem to be the right ones.

187. With an effective communication and outreach strategy stressing the professionalism, confidentiality and neutrality of the census results it should be possible to reach a high level of participation.

Recommendations

188. It is recommended to continue using the method described above to counter potential refusals.

189. It is further recommended to emphasise in the communication and outreach strategy that the statistical offices are professional, neutral and observe the strict respect of confidentiality vis-à-vis not only tax authorities but also all other public registers.

PROCESS AND ROLES OF CENSUS ACTORS FOR COLLECTING CENSUS MATERIALS

190. In most of the EAs selected for the pilot census, the enumeration was concluded before 29 October, the last day planned for field operations. In general, enumerators kept census materials until the last day in order to visit again households who refused to be interviewed in the previous visits, or households it was not possible to contact earlier, or dwellings provisionally classified as vacant dwellings. In few EAs, census materials were returned to the Municipal Census Commissions (MCCs) before the last day of field operations. Therefore, only in few cases was possible to observe how the materials were collected, checked and stored, taking also into consideration that the period of observation ended on 29 October.

191. In the observed cases, census materials were packed using the same box used for delivering purposes at the beginning of the enumeration, and usually stored in the census office in a locked room. However, it was not always clear for municipalities how to pack the materials and how and when it would have been delivered to BHAS.

192. On 26 October, it was reported that a communication from BHAS was transmitted to the MCCs informing that detailed instructions would be provided to the MCCs on 1st November, after the finalisation of the web-based application developed to enter summary data for the preliminary census results (Form P9). BHAS devoted two rooms at the HQ premises in Sarajevo for the storage of returned materials.

193. It was observed that in general census actors were aware about the procedures to be followed at the end of the enumeration, as described in the manual “Instruction for Organising and Conducting the Pilot Census of Population, Households and Dwellings in Bosnia and Herzegovina in 2012”, chapters 8.4, 8.5, 8.6, 8.7, 9.5. Enumerators and state/entity/municipal instructors performed a control on the coverage of the EAs by comparing data on the P12 form with the enumerated households, and it was reported also with the EA map, even though this case is envisaged by the instructions only if there is a large difference between estimated and enumerated households.

194. While observing the correspondence between the filled questionnaires P2 and P1 with the information reported in the control form of some EAs, it was always observed consistency on the number of dwellings, households and persons. On the contrary, some missing data was identified in the questionnaires, while assessing data quality on a set of P1 and P2 forms, randomly selected.

195. It was reported that after the control of coverage and data quality performed by enumerators and state/entity/municipal instructors, the census materials were transmitted to the MCCs for a control on the number of forms used, invalidated, and remaining (Form P12a). The boxes of census materials prepared in some municipalities were well assembled, with all questionnaires organised as instructed, including the auxiliary forms used during the enumeration (Forms P5-P20).

Assessment

196. On the basis of the small number of cases observed for the collection of census materials at the end of the enumeration, the process of collecting the materials, storing and packing was in generally well organised and implemented. An issue, reported also in other parts of this document, is the appropriate storage and security of the census materials. Indeed, not all municipalities seem to have enough and secured space to store census materials after the general enumeration.

197. While the procedure explained in the Instructor Manual is generally comprehensive, the role and responsibilities of the involved census actors seem not clear enough on some points, for instance in relation to the role of state/entity instructors for coverage control and data quality checks on census questionnaires. These aspects are particularly important for the general enumeration, when the large amount of census materials should be accurately managed, with precise roles and responsibilities of each census actor. State/entity instructors should also be given the possibility to check the coverage of the EAs using maps in connection with the control form, where buildings should be reported with the same address or unique ID code used on the maps.

198. The procedure to return materials to the Agency of Statistics should be also defined ~~in advance~~ and well organised, in advance. This in order to reduce the time of storage of the materials in the municipalities, taking also in consideration logistics constraints, e.g. the organisation of transport from remote areas.

Recommendations

199. The collection of census materials at the end of the enumeration is an important activity which needs to be accurately planned and managed in order to ensure that data collected is checked in terms of coverage and data quality, stored ~~and~~ secured and delivered without damages to the data processing centre. This is particularly important for census operations using OCR/ICR technologies for data capture, when paper forms should be kept in good conditions.

200. On the basis of the observation carried out, and information reported by the census actors who participated to the pilot census, the following recommendations can be made for the ~~full~~-census:

- Each municipality should plan to allocate appropriate and secured space where to store census materials at the end of the enumeration. This space should be checked in advance by Entity instructors in order to verify that the logistics fits with technical requirements;
- The Instructor Manual and the Manual for Enumerators and Municipal Instructors should be revised to include a more precise definition of role and responsibilities of the census actors at the end of the enumeration, including the procedure to be followed to return census materials to BHAS.
- The role of State/Entity Instructors should be better and clearly defined for the coverage control at the end of the enumeration, in each EA.

EVALUATION OF ENUMERATION

Coverage of households and housing units. Under and over counting

201. Enumerators were using signs on the map and the Control Form to track the buildings, dwellings and households already enumerated. They mostly used notepads in order to know which dwelling was still to be enumerated inside a building.

202. When the civic number of a building was not available *bb* was pre-printed in red on the maps, together with a progressive number (in black) of the building into the map. When a dwelling was enumerated, the Enumerators were instructed to write on the Control Form *bb* as code of the building, losing in this way the links with the object in the map.

203. A Post Enumeration Survey was planned to be conducted after the pilot census enumeration in November and will be observed by the SC as well. However, as this report was prepared before, it does not include this observation.

Assessment

204. The functionality of census bodies in reporting about data collected and about the progress of the enumeration during the pilot census worked quite well. In most of the cases maps were of good quality and buildings were easy to identify. Nevertheless sometimes few new buildings were missing and some buildings not suitable for housing purposes were listed.

205. No systematic control of the dwellings coverage was performed during the pilot census. Instructions did not take into account the fact that when several building has the code *bb*, the link between the dwelling and the building in the map was lost. This makes complicated, and sometimes impossible, monitoring dwelling coverage. However, the general impression reported by the observers to the SC is that the dwelling coverage was satisfactory.

206. Many empty dwellings were reported and should be noticed that the information filled for those dwellings is questionable, especially in rural areas.

207. Coverage of households living in the EA was also reported to be satisfactory, mainly because of the very careful way of the Enumerators accomplished their task. A relatively small number of cases of households who were suspected of being at home but failed to answer the door was registered.

208. Because the pilot started just a few days after the elections, it is possible that some people living abroad who came to vote were enumerated. Therefore the number of empty dwelling could be a little lesser than usual.

209. Entity Instructor played a key role in reporting about the progress of the enumeration even if - functionally seen - this operation will be much more complex when the exercise will be scaled up to the real census.

Recommendations

210. Maps were relatively updated (i.e. few missing buildings) but buildings undercounting can be largely avoided instructing the enumerators to check all the buildings in the maps during the preliminary visit to the EA. It should be also noted that an updating of the buildings and/or dwellings before the finalization of the map would be very useful.

211. When the civic number of a building is not available, instead of writing on the control form only *bb*, it would be helpful to add also the sequential number of the building into the map, so that the links between the dwellings and the buildings will not be lost.

212. On the basis of the Pilot Census experience, a more structured and efficient system should be planned for monitoring the dwelling and household coverage. A rough approach to this problem may be possible by introducing estimation of the average number of dwellings per building and households per dwelling in each EA.

213. Reporting progress of enumeration could be improved with the use of SMS messages. Each Enumerator would be instructed to contact his Municipality Instructor daily and transmit to him by SMS some key figures about collected census forms. Then the Municipality Instructor would aggregate those figures at the level of the Instructor area and transmit them to the competent statistical office.

214. It is recommended to develop and test carefully the system for monitoring the dwelling and household coverage; and to produce short instructions for the fieldwork staff on how to use the system.

215. Over-counting can be checked during data cleaning of the pilot census data using the personal ID code. On the other hand the use of the personal ID code could become a controversial aspect of the census if media focus their attention on it: it may be seen as in conflict with confidentiality.

216. For the assessment of the coverage of the full census a random sample based Post Enumeration Survey (PES) should be conducted immediately after the data collection. It would also be very useful if available relevant statistics would be in place for the full census for comparative purposes, even though it is unlikely they would be fully satisfactory, given the significant number of years that have elapsed since the previous census.

Absentee households

217. Empty dwellings were reported to be quite common during the pilot census. After starting the enumeration in a systematic way, most of the enumerators found necessary to cross back and forth their enumeration area due to empty dwellings. Notepads were mostly used to keep track of visited/unvisited dwelling. Notes were left on the doors at the first visit. Enumerators were also consulting neighbours when deciding if a dwelling was empty or might have been inhabited.

218. In case of explicit refusals Enumerators first leave a note and try to come for a second time. If this did not work, MCC was informed and normally sent one of its members in order to persuade the household to accept to be enumerated. This worked in few cases.

Assessment

219. The observers reported a relatively small number of cases of households who were suspected of being at home when the Enumerators came around but failed to open the door. In some cases empty dwellings could be problematic. Observers also underlined that sometimes it could be difficult to enumerate people living unofficially in a dwelling.

220. Final status report revealed that there were not many refusals and that they were managed according to standard procedures.

221. It was reported that Enumerators had some problems to enumerate family in which the main couple was split, with one member living in the dwelling of the parents, the other living in the dwelling of the parents-in-law and both staying together for limited amount of time (some weeks, some months) in one of the two dwellings. That seems to be a common situation in some part of BiH.

Recommendations

222. Communication campaign is key to inform the population of the date of the census. Clear instructions should be given to persons who intend to be absent during the period of enumeration.

Aspects concerning the definition of usual residents

223. Despite that the official definition of usual resident population is quite precise, with the limitation to 12 months, in some municipalities Enumerators were reported to enumerating all persons with ID cards, even if they live abroad.

224. People living abroad since several years and coming back in BiH only for vacations, were sometimes considered as temporary present while other times enumerated as part of the usual resident population. In those cases for the duration of absence was recorded the number of months elapsed since his last stay, and for the question on how long the person intends to be absent the answer recorded was the numbers of months until the person will come back for the next holidays.

225. Entire households living abroad were sometimes enumerated sometimes not, depending on the wish of their relatives and on the intention of the enumerator. No consistent approach was applied but, in general, no tendency to enumerate a complete households living abroad was noticed except few cases.

226. Only a few cases of temporary present persons were reported by the observers.

227. Some Enumerators, accordingly to the instructions received, considered people who rent a flat as temporary present, noting on the Control Form the data referring to the owner of the dwelling.

Assessment

228. No systematic approach was adopted for people living abroad. In general, the enumerator filled in the questionnaire for absent persons in the way the respondent requested, after in some cases a clarifying discussion. It seemed difficult to verify the reliability of the information provided by the respondent in such cases.

229. People living abroad since several years and visiting BiH only for vacations, were sometimes enumerated as part of the usual resident population. In those cases the number of months elapsed since his last stay was recorded as duration of absence, and the numbers of months until the person will come back on holidays was recorded for how long the person intends to be absent. Following this approach, many of the people working and living abroad can results as part of the usual resident population.

230. In some municipalities, people who rent a flat were considered as temporary present. If this could be understandable for students, it is wrong for all the other categories of persons.

Recommendations

231. Who shall be enumerated and who shall not has to be clearly explained in the manuals and training, with some more detailed examples. More emphasis must be put on difficult real situations, such as diverse cases of people working abroad, in order to put the enumerators in condition to determinate if the person has to be enumerated. A special operation is provided by the census law for nationals living abroad. This operation should be clearly explained and conducted simultaneously with the census enumeration to avoid that people living abroad be enumerated in the field operation.

232. Training is one of the key points for the success of the census. It is necessary that the training stress much more the way to establish the list of persons in the P2 forms and to determinate which is the right status of the enumerated person (temporary present, absent, etc.). The cascade approach used during the pilot census training may be responsible for the diverse interpretations observed in the field.

233. Both in the manual and in the training, the way to handle situation in which a dwelling is rented must be clarified. Students renting a flat in another place than their usual place of residence should be considered as temporary present but persons, even single, moving in a new place for other reasons should be treated as they changed their places of usual residence.

Ethnicity, language and religion issues

234. These questions were handled as instructed. However, only in 61% of the interviews observed, the Enumerators informed the respondents about their right to refrain from answering.

235. The filling in of questions about ethnicity/nationality and religion was running smoothly with little debate and a very small percentage of non-response.

Assessment

236. Some of the respondents did not understand the distinctions between citizenship, nationality and ethnicity. In those cases most of the enumerators did not give any further support or explanation apart of repeating the question as written on the form. Few cases, in which the Enumerators did not report carefully on the questionnaire the respondent answer, were reported to the SC.

237. Considering the media coverage about the way people would answer these questions, it is in the opinion of the SC that, from a political point of view, these questions remains in the frontline of interest and can become an issue for the real census.

Recommendations

238. It must be stressed in the manual and in the training that enumerators have to write exactly what the respondent answers.

239. Some guidance should be given to the enumerators to provide explanation on question 24 to help them sorting out cases in which the respondents have not clear the distinctions between citizenship, nationality and ethnicity. The definition of those topics, for example using the CES Recommendations should be included in the enumerator manual.

240. It is recommended for question 19 to use the formulation "Country of citizenship" instead of "Citizenship" to avoid confusion. In particular, it should be clearly stated that this refers to country and not to sub-national entities.

241. As provided in International Recommendations, it is recommended that the classifications of ethnic groups be comprehensive and include at the finest level, ethnic groups, self-perceived groups, regional and local groups as well as groups that are usually not considered to be ethnic groups (for example religious groups, groups based on nationality in the sense of citizenship etc.). It is also reminded that classifications at the highest level depend on national conditions and concepts and no internationally comparable classification is recommended.

Understanding of questions on activity, employment

242. In order to produce accurate and comparable statistics on employment, five questions were included in the P1 questionnaire to allow classify people as employed, unemployed or economically inactive, according to standard definitions developed by the International Labour Organisation (ILO).

243. The questions included in the P1 questionnaire that allow people to be classified according to their economic activity using the ILO definitions are:

- a. Whether or not the person was working in the week before census (Q32);
- b. Whether the person was looking for work in the four weeks before census (Q33);
- c. Whether the person was available to start a job within two weeks (Q34);
- d. Reason for not working (Q35);
- e. Whether the person have ever worked (Q36).

Assessment

244. If read without any further explanation, Question 32 was difficult to understand for many respondent. However the enumerators often rephrased it into "did you work?

245. Questions are understood as concerning only the formal employment, but after clarification, people seem not willing to give the right answer to Q32. As a consequence in Q37 (status in employment) and in Q42 (main source of living) enumerators got some contradictory answers. The impression here is that these persons wanted to be registered as non-workers because they were not officially employed and they feared to lose some state benefits.

246. Sometimes housewives and other categories of non-workers may results out of the labour force by declaring without hesitation/discussion that they did not look for job in Q33. The importance of this question may not have been clear enough to the involved staff and to the respondents.

247. In Q38 (occupation), respondents often mixed up the school qualification, with the work they are doing.

Recommendations

248. People having worked in the past have to answer on their past occupation and past economic activity, which is in conformity with ILO recommendations. However, the past

place of work and the means used in the past to go to work are not very relevant for the census and should be skipped.

249. The manual should be completed with more examples as discovered in the pilot. The labour questions should be explained very clearly, with examples, stressing that informal sector is also to be included. Also the one-hour criterion (ILO) for activity has to be explained more clearly. This topic also requires substantial support not only in the training, but in the preliminary information campaign as well.

250. The informal sector may be explicitly added to the questionnaire. In that case it could be useful to add a specific answer "informal sector" in Q32 and in Q37 and explain what it means-

ANNEXES

ORGANISATION AND QUANTITATIVE RESULTS OF OBSERVATION OF THE PILOT CENSUS

- Four observation zones were delineated to cover the 60 EAs of the pilot census. Each observer was in charge of monitoring the work of the enumerators, controllers, municipal instructors, members of Municipal Census Commissions and other persons involved in their zone.

Table 1 - Observation zones

Monitoring Zone	Municipality	Monitoring Zone	Municipality
Banja Luka	Bihać	Mostar	Mostar
Banja Luka	Cazin	Mostar	Neum
Banja Luka	Bihać	Mostar	Mostar
Banja Luka	Banja Luka	Mostar	Široki Brijeg
Banja Luka	Banja Luka	Mostar	Široki Brijeg
Banja Luka	Banja Luka	Mostar	Široki Brijeg
Banja Luka	Kozarska Dubica	Mostar	Livno
Banja Luka	Šipovo	Mostar	Livno
Banja Luka	Prijedor	Mostar	Livno
Banja Luka	Prijedor	Mostar	Trebinje
Banja Luka	Pmjavor	Mostar	Foča
Banja Luka	Doboj	Mostar	Gacko
Banja Luka	Doboj	Mostar	Foča
Banja Luka	Teslić	Sarajevo	Zenica
Tuzla	Orašje	Sarajevo	Kakanj
Tuzla	Orašje	Sarajevo	Zenica
Tuzla	Orašje	Sarajevo	Goražde
Tuzla	Tuzla	Sarajevo	Goražde
Tuzla	Lukavac	Sarajevo	Goražde
Tuzla	Tuzla	Sarajevo	Travnik
Tuzla	Bijeljina	Sarajevo	Travnik
Tuzla	Bijeljina	Sarajevo	Travnik
Tuzla	Ugljevik	Sarajevo	Centar
Tuzla	Zvornik	Sarajevo	Ilići
Tuzla	Brčko	Sarajevo	Novi Grad
Tuzla	Brčko	Sarajevo	Novo Sarajevo
Tuzla	Brčko	Sarajevo	Stari Grad
Tuzla	Brčko	Sarajevo	Ilijaš
Tuzla	Brčko	Sarajevo	Pale
Tuzla	Brčko	Sarajevo	Istočno Novo Sarajevo

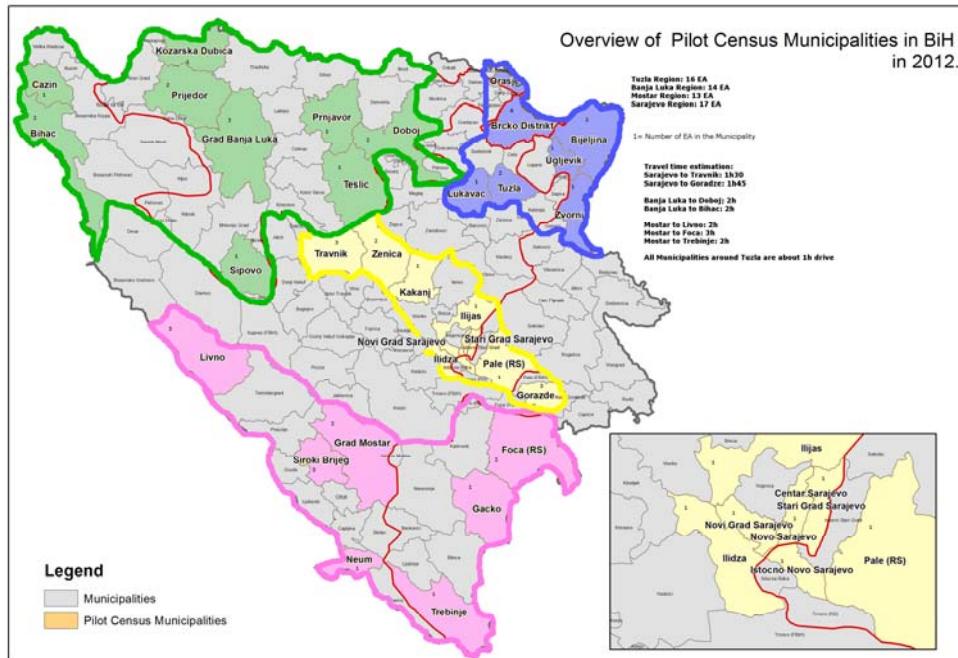


Figure 1 - Map of observation zones

Observers and members of the SC observed in total 180 household interviews, representing 530 persons enumerated. All the enumeration areas were observed during the period of the enumeration. For each interview, a control list was filled. The summary results are as follows:

Total number of interviews observed	Did the enumerator explain the pilot Census operation properly?	Was the Household aware of the pilot census?	Was the household informed that they could:		The enumerator:	
			choose language of enumeration	refrain from answering ethnicity and religion	transferred the reference numbers	established coverage of usual residents
180	168	154	30	110	178	178
100%	93%	86%	17%	61%	99%	99%

Were the census forms	Did the enumerator speaks the
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filled in systematically	totally completed	filled in with a ball-point pen	shown to the household afterwards	same language as the household?
178	167	179	171	180
99%	93%	99%	95%	100%

Number of persons in the household	Total number of enumerated absent persons	Interview duration (minutes)
530	46	39

PAYMENT OF PILOT CENSUS FIELD STAFF

Agency for statistics of Bosnia and Herzegovina

**PILOT CENSUS, 2012
BOSNIA AND HERZEGOVINA**

Based on article 18, 20, 38 and 39 of Law on Census of population, households and dwellings in Bosnia and Herzegovina 2013 (Official Gazette of BiH, number 10/12), Agency for statistics of Bosnia and Herzegovina (BHAS) that is represented by director Zdenko Milinović, with agreement of FOS of FBiH that is represented by director Hidajeta Bajramović and RSI of RS that is represented by director Radmila Čicković, is adopting

DECISION ON MODE OF PAYMENT OF PERSONS ENGAGED IN THE FIELD WORK IN THE PILOT CENSUS OF POPULATION, HOUSEHOLDS AND DWELLINGS IN BOSNIA AND HERZEGOVINA 2012

Article 1.

This decision prescribes the rules of payment of state/entities instructors, members of Cantonal Census Commission (hereafter CCC), members of Census Commission of Local Self-government (hereafter CCLS), municipal instructors and enumerators engaged in the Pilot on Census of population, households and dwellings in Bosnia and Herzegovina 2012

Article 2.

(1) State/ entity instructors, Team for training and Group for coordinator have rights for reimbursement based on:

- a) Paid expenses for accommodation with breakfast in all phases of engagement if it is out of place of residence (training, preparation of the fieldwork, fieldwork, finalization of the field work...).
- b) DSA (daily substance allowance) in accordance with legislation of BiH and entities for all days spent in the field out of the place of residence for performing the assigned works (training, field visits...).
- c) Travel expenses to the place of performing the assigned works (training, field visits...).
- d) Lump sum of 400 KM.

(2) Members of CCC have rights for reimbursement based on:

- a) Paid expenses for accommodation with breakfast in all phases of engagement if it is out of place of residence (training, preparation of the field work, field work, finalization of the field work...).
- b) DSA (daily substance allowance) in accordance with legislation of BiH and entities for all days spent in the field out of the place of residence for performing the assigned works (training, field visits...).

- c) Travel expenses to the place of performing the assigned works (training, field visits...).
- d) Lump sum of 250 KM.

(3) Members of CCLS have rights for reimbursement based on:

- a) Travel expenses to the place of performing the assigned works (training, field visits...).
- b) Lump sum of 250 KM.

(4) Municipal instructors have rights for reimbursement based on:

a. Expenses for telephone calls, sum of 10 KM

b. Lump sum calculated with the following formula: $P = \text{AVG } (N_p) + [\text{AVG } (N_p) * (B_p * 10)] / 100$

Where

N_p - reimbursement of the enumerators for who the instructor is responsible

B_p – number of enumerators for who the instructor is responsible

For example: The instructor who is responsible for 2 enumerators with reimbursement of 200 KM and 300 KM will get: 250 KM + 20% = 300 KM (*250 is average of the 2 sums of the 2 enumerators*).

(5) Enumerators have rights for reimbursement based on:

- a. Expenses for telephone calls, sum of 5 KM
- b. Sum based on number of enumerated (*filled*) census forms as follows:
 - a. Urban area, for $P_1 = 1.50$ KM and $P_2 = 1.20$ KM
 - a. Rural area, for $P_1 = 1.80$ KM and $P_2 = 1.75$ KM

Article 3.

(1) For all participants in the trainings who don't receive DSA will be paid agreed sum of 17.00 KM that is covering all expenses for each day spent on training. This applies as well for persons who will not be selected for further engagement, but will be invited to attend the training.

(2) For all engaged persons entity statistics and Branch of BHAS in District Brčko will send to BHAS all data required for signing a service contract. The payment will be made after the completion of the work.

(3) The employees BHAS will be paid for overtime work by reimbursement in accordance with the legislation of BiH.

(4) Reimbursement of the travel expenses will be paid in the amount of bus fare for directions to the place of work and return to the place of residence based on information about the price of the ticket obtain from BiH Treasury or value of the ticket in the public transportation. For places that do not exist in the BiH Treasury list or for places to which there are no lines of public transportation will be reimbursed value based on passed kilometers in amount of 20 % of the price for one litter gasoline for one passed kilometer. The calculation of the kilometers will be made based on recommended directions on www.viamichelin.com.

Article 4.

(1) Expenses that will be borne by engaged persons in the Census, connected with personal expenses based on use of car, as well expenses that will be borne by using public transportation should be approved by Groups coordinator and State/ entity instructors, and will be paid after the completion of the work.

(2) For recognition of the expenses mentioned in paragraph (1) of this article, the State/ entity instructors before the field work (and the latest to 12.10.2012), based on distance of the EA from the place of residence, should determine participants that should have right for reimbursement as well as the distance from the place of residence of the participant and his/her assigned EA.

Article 5.

BHAS bears the expenses for accommodation.

Article 6.

All fees prescribed with this Decision will be paid through BiH Treasury after signed Report on realized activities by coordinator of the group, state and entity instructors and signatures of directors of the statistical institutions.

Article 7.

This Decision will be in power the day of its adoption.

Date: 04.10.2012

Number: 11-43-2-12-1108/1/12

DIRECTOR
Zdenko Milinović