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

Eleventh Assessment Report

16-19 July 2013

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Contents

LIST OF ACRONYMS	3
INTRODUCTION AND BACKGROUND	4
EXECUTIVE SUMMARY	6
ASSESSMENT OF THE CENSUS PREPARATION	7
CENSUS BUDGET	7
CENSUS LAW IMPLEMENTATION	8
<i>Recommendations</i>	8
MANAGEMENT OF CENSUS PREPARATIONS	8
CENSUS ORGANISATION	8
CENSUS QUESTIONNAIRES AND MANUAL OF INSTRUCTIONS	9
<i>Assessment</i>	9
PLANS FOR TRAINING AND TRAINING MATERIALS	10
CARTOGRAPHY	10
<i>Assessment</i>	12
<i>Recommendations</i>	12
LOGISTICS	12
<i>Recommendations</i>	13
COMMUNICATION AND OUTREACH CAMPAIGN	13
<i>Assessment</i>	14
<i>Recommendations</i>	15
CENTRAL MONITORING INFORMATION SYSTEM (CMIS)	15
<i>Assessment</i>	16
<i>Recommendations</i>	16
DAILY PROGRESS REPORT SYSTEM	16
<i>Recommendations</i>	17
DATA CAPTURE (E-FLOW PLATFORM)	17
<i>Recommendations</i>	18
CODING	18
<i>Recommendations</i>	18
DATA EDITING AND DATA CORRECTION	19
<i>Recommendations</i>	19
CENSUS DATABASE AND PROTECTION OF PERSONAL INFORMATION	19
<i>Recommendations</i>	20
POST ENUMERATION SURVEY (PES)	20
<i>Recommendations</i>	21
DATA DISSEMINATION	21
ANNEXES	23
ANNEX 1. AGENDA	23
ANNEX 2. CENSUS PREPARATION MILESTONES	28

List of acronyms

BiH	Bosnia and Herzegovina
BHAS	Agency for Statistics of Bosnia and Herzegovina
CoM	Council of Ministers of BiH
CMIS	Central Monitoring Information System
CSO	Civil Society Organisation
DB	District Brčko
EA	Enumeration area
FBiH	Federation of Bosnia and Herzegovina
FOS	Federal Office of Statistics (FBiH)
EI	Entity Instructor
EN	Enumerator
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
SA	Statistical Area
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, namely, Mr. Jean-Michel 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 fifth mission took place from 19 to 21 of November 2012 (3 days) and was conducted by one member of the SC, Ms. Katerina Kostadinova-Daskalovska. The objective of the mission was to observe the conduct of the Post enumeration survey (PES) of the Pilot census in the field. The expert covered all 6 EAs (in 6 municipalities) sampled in PES sample in order to observe the PES field operations.

11. The sixth mission took place from 10 to 13 of December 2012 and was conducted by four members of the SC: Mr. Roberto Bianchini, Mr. Bent Noerby Bonde, Ms. Katerina Kostadinova-Daskalovska and Mr. Guido Pieraccini. The objective of the mission was to hear from the Statistical Institutions about the lessons learned from the Pilot Census and to assess whether the preparations are on level that could allow conducting a census in April 2013.

12. The seventh mission took place from 12 to 15 February 2013 and was conducted by one member of the SC, Mr. Roberto Bianchini. The objective of the mission was to assess the situation on the progress of preparation and implementation of the IMO recommendations in the new context of the postponement of the census, with a focus on the achievement of the deadlines regarding cartographic preparations. A second objective was to collect information and materials for a more detailed assessment on the progress of census preparatory activities to be made by all members of the SC in March 2013.

13. The eighth mission was conducted by the complete SC from 18 to 22 March 2013. The objective of the mission was to assess in detail progress made in the preparations with

regard to the milestones given after the sixth mission in December 2012, when the SC recommended postpone the census to October 2013.

14. The ninth mission was conducted by two members of the SC, Jean-Michel Durr and Katerina Kostadinova-Daskalovska from 22 to 25 April 2013. The objective of the mission was to assess the progress made in the preparations with regard to the milestones given in the sixth mission and updated in previous missions.

15. The tenth mission was conducted by the full SC from 28 to 31 May 2013. The objective of the mission was to assess whether the progress made in the preparations was sufficient to consider that the country was ready to conduct a census in October 2013.

16. The eleventh and present mission was conducted from 16 to 19 July 2013. The objective of the mission was to assess whether the preparations were still on track after the positive assessment of the 10th mission to conduct a census in October 2013. A special focus was put on the preparation of data processing.

17. The present assessment is based on the information reported at the meetings during the mission, and on some direct observations during the mission. As a consequence, the comments and recommendations presented below are based on the understanding of the experts, and may not reflect the real situation. This report was prepared by the members of the Steering Committee and was finalised by the Senior Census Expert.

18. 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 for their availability and collaboration, and to the staff of Council of Europe for the perfect organisation of the mission.

Executive Summary

19. The focus of the mission was to assess the situation on the progress of census preparation and implementation of the IMO recommendations since the last recommendation of the IMO Management Group to the BiH authorities to go ahead with the conduct of the census in October 2013. Recommendations given in the previous SC reports were a guideline for the discussions, focusing on the problematic areas, and the annex 2 to the last SC report was taken as reference to measure the progress.

20. Important progress has been made in the preparations, and most of the remaining critical issues highlighted in previous reports were solved.

21. On the basis of the discussions held during the mission with the Statistical Institutions, the main findings are:

- a) The financial preparation is considered as completed;
- b) Coordination and cooperation among the three statistical institutions is still improving, thanks in particular to the videoconference equipment that allows regular meetings of the directors and working groups;
- c) Cartographic preparation is completed and maps are now printed;
- d) Questionnaires are designed, translated and ready for printing;
- e) Instructions and manuals are completed, proofread, translated and ready for printing;

- f) Training materials are to be finalised by end of July to integrate last changes in the new form of the questionnaires;
- g) Contract for printing is being signed, as the appeal filed against the decision was rejected during the SC mission. The contract for premises is slightly delayed due to some legal issues;
- h) Establishment of Municipal Census Commissions is almost completed, some municipalities are facing difficulties to fulfil the obligation regarding the ethnic composition;
- i) The Central Monitoring Information System is under development and should be operational by the end of July. However, it is recommended to carefully test the system and pay special attention to the training;
- j) The daily reporting system, using SMS, is still in the specification phase. It is recommended to consider alternative procedures that use traditional methods of reporting in case the system would not be ready on time;
- k) In the domain of Communication, still few actions were taken. However, the entity statistical institutions have developed active communication to the municipalities and the media to inform about the preparation of fieldwork. A series of conferences for the media and civil society are planned.
- l) In response to some concerns of the diaspora regarding their inclusion in the operation, it is recommended to largely inform about the specific operation for citizen living abroad, for example via the consulates.
- m) Significant progress has been made in the preparation of the Post Enumeration Survey and the team needs urgent additional technical assistance;
- n) Preparations of data processing activities are in general progressing well despite some delays in the adaptation of the data capture system to the final questionnaire. Decisions have to be taken shortly on the protection of individual data with personal information, and on the location of the servers for the replication of census data.

22. In conclusion, the SC observed significant improvements in the technical preparations of the census. Most of the critical milestones activities were completed, thanks to improved coordination and cooperation among the statistical institutions. Therefore, the Steering Committee considers that the Census is still on track to be conducted in October 2013. Nevertheless, the SC urges the statistical institutions to fulfil all the remaining preparatory work in a timely and efficient manner. Regarding communication activities, the SC continues to recommend that the Statistical Institutions develop strong communication and outreach activities and stresses the importance for the BiH authorities and political forces to create a favourable environment for the Census process.

Assessment of the census preparation

CENSUS BUDGET

23. Since the last mission, the three statistical institutions developed procedures for the payment of enumerators, supervisors, controllers and data processing staff.

24. This point is considered as completed since the last mission.

CENSUS LAW IMPLEMENTATION

Milestone	Date	Done?	Remarks	Nb. of weeks delay
Establishment, maintenance and ownership of “common data base” of Census data;	End Feb.	No	Still in discussion	8

25. Since the last mission, only remaining technical issues are the establishment of a common database that will contain all the data from the Census forms (Art. 20 of the State Census Law), and the establishment of a register of spatial units. On the latter, a meeting was planned for the week following the mission with both entities geodetic and statistical institutions to agree on the specifications.

Recommendations

26. It is recommended that the remaining issues of definition, methodology and content of the register of spatial units (see Cartography) be solved as soon as possible in a positive way, taking into consideration the urgency for census taking. Regarding the common database, it should be considered two separate phases, during data processing, when all three SI have access to the database in the processing centre, and final database.

MANAGEMENT OF CENSUS PREPARATIONS

27. Since the videoconference system was operational, regular and even daily meetings of the three directors and working groups have been held. All three SI reported the considerable improvement this equipment provided to their communication and collaboration.

28. However, planning is still weak and timetable is no more updated by the responsible persons as the management did not really take into consideration deadlines in their decision process.

Recommendations

29. Lessons will have to be drawn for the management of further big statistical operations: the need to communicate regularly, among directors and technicians, but also to apply professional project management methods and to stick to deadlines.

CENSUS ORGANISATION

30. Most of the Self-government Census Commissions have been established since the last mission. However, some municipalities faced problems to established Municipal Census Commissions (MCC) in compliance with the census law in terms of ethnic structure. According to article 26.3 of the census law, "Ethnic composition of the Census Commission of the units of local self-government shall include at least one representative of the constituent people and others". This created some delay and the deadline to establish the commissions was postponed two times. At the moment of the mission, around 3 or 4 municipal commissions

were still not established in RS and in FBiH, the four municipalities of the West Herzegovina Canton claimed that they were not able to fulfil the requirements of the law due to their mono ethnic structure. The two directors of Entity statistical offices were in constant communication with the municipalities and the authorities to solve the issue by 19 July.

31. Call for application for Municipal Instructors (MIs) and Enumerators (ENs) have been launched in all municipalities and thousands of candidates already applied.

32. State Instructor (SI) appointment: list prepared but not officially appointed. 40 SI, 30 are from Agency and 10 from other ministries or institutions.

Recommendations

33. It is recommended to establish the remaining MCCs as soon as possible to not delay more the starting of the preparation of the census in those municipalities.

34. Selection of MIs and ENs shall be closely monitored by the State and Entity Instructors to ensure that the best candidates are selected. It is of high importance for the quality of the census.

CENSUS QUESTIONNAIRES AND MANUAL OF INSTRUCTIONS

35. Questionnaires are now proofread and translated into 3 constituent languages and English and 14 other minorities languages. Auxiliary forms are also completed, proofread and translated in three languages.

36. The document named "Methodology" has been completed and translated in English. From this document, instructions were prepared and translated into 3 languages, but these instructions remain to be translated in English. Instructions for organising the census in FBiH and RS are under proof reading, about to be completed. Instructions for persons temporary abroad are under proofreading. It will only remain to attach the final images of forms and should be completed by the end of the mission.

37. Instructions for Consulate, prisons and military completed and proofread.

38. Questionnaire for persons living abroad is completed as well as the manual of short instructions that will be available on Internet.

39. Information was provided to various diaspora organisations, but no official communication was conducted, in particular to consulates abroad.

Assessment

40. The Census questionnaires are now finalised and the enumeration material completed. This is an important milestone completed.

41. Not enough communication is made to inform citizen of BiH living abroad that they can participate in the census through the special questionnaire available on the web. This can lead to call for coming at the moment of the census to be enumerated or to be enumerated by relatives living in BiH, with the risk to increase artificially the resident population.

Recommendations

42. It is strongly recommended to develop communication actions towards citizens living abroad to inform them about the special operation to count them. For example, a leaflet could be prepared, informing about the operation and providing the link to the website where to download the form, and send electronically to the consulates of BiH via the ministry of foreign affairs, asking them to forward it by email to citizens registered at the consulate. This would help also to reach various associations of citizen living abroad, as well as citizens not registered using social networks.

PLANS FOR TRAINING AND TRAINING MATERIALS

Milestone	Date	Done?	Remarks	Nb. of weeks delay
Training material revised and adopted	End May	No	Deadline for finalization in the Agency timetable is end of July.	8
Training census materials printed and distributed	End Aug.	No		0

43. Since the last SC mission, a consultant of the EUPHC TA conducted several missions to update the training materials: 28 presentations and trainer's manual. At the moment of the mission, 50% of the materials were already revised and the remaining 50% should be completed by the end of July.

44. On 12-16 August, a workshop will be organised to train the trainers and serve as rehearsal for training. Trainers are the same people who prepared the materials, they will train each other in order to rehearse for the real training.

45. At first level: 30 training teams will be constituted. They will be divided into 5 groups: 3 in Sarajevo and 2 in Banja Luka. Each group will have 6 trainers and will train SI and EI (~220) during 5 days. Groups will be mixed. Trainers will be specialised by topic.

Assessment

46. The remaining time schedule to finalise the training materials is very tight, and there is no time to spare.

Recommendations

47. It is recommended to ensure proper completion of the training materials by the end of July. Any delay would jeopardize the smooth cascade in the training of field staff.

CARTOGRAPHY

Milestone	Date	Done?	Remarks	Nb. of weeks delay
Establishment of a single list of census spatial units at state level with their corresponding codes and boundaries. (Art. 20 BiH census law)	Mid-July	No	The methodology to establish the list was recently revised by the Agency and transmitted to Entity Statistical Institutions and Geodetic Administrations. A request with the list of the required data was also prepared by the Agency and transmitted to Entities.	0
Establishment of a systematic mechanism to number, manage and monitor the coverage of dwellings inside buildings, relevant for census coverage	End June	No	It was discussed between entities, but no decision was taken by the working group on census methodology.	2
Cartography documentation for enumeration printed and distributed	Mid-July	Yes	Printing of census maps completed in FBiH and RS. In Brcko District maps will be printed by BHAS. Distribution will start immediately as the printing contract can now be signed.	0
Quick field map activity prior to the enumeration: plan for the identification in the field of EA boundaries and buildings/addresses, by the assigned enumerators and supervisors	End Sep.	No	A plan to visit EAs and quickly update maps has been agreed and included in the manuals for enumerators and supervisors.	0

48. Since the last mission, all cartographic material was printed in FBiH and RS and is ready for shipment. For District Brcko, some maps were not of highest quality (building IDs were not included and scale was not adequate) and will be reprinted in the Agency by the end of the July, using new printing equipment.

49. The number of EAs did not change and is still 24,289: 8,053 in RS, 15,782 in FBiH, and 454 in Brcko District.

50. Census printed maps will be delivered to the company selected for the printing of census materials (census forms, manuals, etc.). The plan is that a copy of the EA maps will be included in each EA box by the outsourced company under the supervision of staff from the Statistical Institutes.

51. A meeting of BHAS, Entity Statistical Institutions and Geodetic Administrations will be held the week after the mission to agree on the methodology to establish a single list of census spatial units at state level with their corresponding codes and boundaries. Both Geodetic Institutions expressed their willingness to cooperate, but RS highlighted that the cartographic material remains its ownership and shall not be disseminated without its authorisation.

Assessment

52. Cartographic preparation is now completed. Maps are ready to be distributed.
53. However, the list of census spatial units organised in a single geo-database at BiH level with their corresponding codes and names, was not prepared yet, as prescribed by the article 20 of the BiH census law.

Recommendations

54. The three statistical institutions and Geodetic Administrations are urged to agree on the implementation of a single register of spatial units for census taking. Its implementation is technically feasible combining the three geo-databases and performing the necessary quality checks. The implementation of such single census geo-database will be crucial for the conduction and coverage monitoring of the general enumeration, and for the dissemination of census results.
55. In addition, it is recommended that a systematic mechanism to number, manage and monitor the coverage of dwellings inside buildings should be defined soon and be included in the manuals for enumerators and supervisors. In this respect, training materials and training programmes should be accurately prepared in order to ensure the coverage of each dwelling inside buildings, and to ensure that enumerators will report with precision addresses and building codes on the census forms P2 and P3.

LOGISTICS

Milestones	Date	Done?	Comments	Nb. of week de-lays
Completion of bidding procedures	End June	Yes	Procedure concluded.	4

56. Following the decision to select a company, an appeal was filed by one of the candidates. The appeal was rejected by the BiH appeals office on 17 July, and the contract was approved by the Public Attorney. The contract can now be signed.
57. This implies delay in the printing of census material and the Agency has developed a plan to print in priority material for the training.
58. Regarding the contract for the premises of the data processing centre, some complications were found regarding the municipal authorisation for this activity. In case the selected company would not fulfil all legal requirements, the contract would be allocated to another company.

Recommendations

59. The remaining issue regarding premises for the data processing centre should be solved as soon as possible not to hamper the receipt of questionnaires after enumeration and starting of data processing.

COMMUNICATION AND OUTREACH CAMPAIGN

Milestone	Date	Done?	Remarks	Nb. of weeks delay
Census information campaign carried out	20 Sept	No	Contract has been signed with external company	0

60. Since the 10th mission a two-day training of the management of the three institutes was conducted by the PR company employed to assist during the campaign leading up to the census. The training was described as very useful.

61. The Communication and Outreach Strategy has been approved albeit too late to be usefully implemented.

62. The first of a series of conferences with editors and journalists was organised by the agency in Brcko District. All directors were present but close to no journalists took part. The format of 4 hours will in the future briefings be changed to 1½ hours brunch briefing and organised by the PR company.

63. The census preparations have entered the operational phase during which the activities are very much targeted towards the fieldwork. This has also been reflected in the outreach and communication activities of the entity statistical institutes.

64. The RSIS has recently focused on communication with the media and with the municipalities in order to set up census commissions. In some cases the coordinators and in other case the director responds to media enquiries. The RSIS corrects different articles and papers on a daily basis, use press conferences, interviews, and press releases for radio, TV and print media. Sometimes statements are given by the director, sometimes by the coordinators, depending on the subject and level.

65. The FOS organised meetings in the ten cantons and has recently established communication with the municipalities and gained their support for carrying out the census. The institute finds the initiative excellent and wished it had done it earlier. This activity is also part of the outreach and communication strategy, but since the communication and outreach has never started from the Agency, the FOS is carrying out the activities with the municipalities on its own.

66. The SC met with 12 journalists and editors, 4 of them in Banja Luka and the others in Sarajevo. The journalists were representing different media with different degrees of ethnic and political bias. All media representatives found that the key benefits from the census had drowned in a political debate about the three sensitive questions. Other issues popping up in

the public sphere are questions about the neutrality of the enumerators, adequate international control of the operation in the field, as well as the usual questions on possible manipulation of the data after census and the anonymity of the citizens and their data. The journalists found that the main responsible for this were the statistical offices that had left the entire media scene to politicians and NGOs pursuing particular goals. The media will of course have to reflect criticism and conflict issues but would rather also have other facets of the census on the public agenda.

67. In RS there was some feedback that the RSIS was open and transparent towards the media, but in general the three institutes taken under one are described as being very passive towards the media, as for example the Agency requesting written questions before answering later. The media representatives found that there was little or no understanding of how journalists work.

68. The Agency has not employed a spokesperson as recommended in the 10th mission report from the SC. It is still considered internally but no decisions have been made yet. The newly employed PR person regularly sends out press releases about the census and helps organising other related information and is preparing the campaign with the PR-company. Detailed plan for the PR-campaign activities is being finalised. Some journalists describe the press releases as very general and not a very interesting basis for reporting.

69. The responsible person for communication has drafted suggestions proposing what sorts or levels of questions from the media can be answered by whom internally in the Agency, and what sort of information can be provided by the different operational levels in the census – e.g. Canton and Municipal census commissions, instructors or enumerators. However, nothing has been decided yet.

70. The website for the census is still not functional in the sense that it is not possible to find questions and answers, updated information and description of the enumeration procedures, listing of municipal commissions, the questionnaire, the latest SC report and other useful information.

71. Outreach activities targeting civil society organisations, local religious, social and political leaders are still not carried out and there is some scepticism from the Agency to deal with civil society because of criticisms.

Assessment

72. The PR campaign from 1st September is expected to be on track with reasonable details of planning.

73. It is necessary to stress again that all other communication and outreach activities are limited and implemented far, far too late to ensure a positive and supportive public opinion instead of a highly politicised atmosphere around the implementation of a professional census.

74. It is also fair to say that the Agency has been very slow in its decisions about communication and outreach and has not served as the light tower guiding and coordinating with the entity statistical offices in this field.

75. It is encouraging that the entity statistical offices in the operational phase have taken the initiative to implement comprehensive outreach activities, and open and transparent contact with the media.

Recommendations

76. It is recommended that:

- Entity statistical offices continue implementing and strengthening their local outreach and communication activities towards media, civil society, municipal and cantonal authorities. It must however be stressed that the line to follow as described in the 10th SC Mission report must be strictly followed by the entity statistical offices as well as the Agency in order to ensure coherent messages.
- Agency implement as quickly as possible the remaining recommendations on communication and outreach from the 10th SC Mission Report

77. In addition, it is essential for a successful census that the BiH authorities continue their support and help create a favourable environment for the Census process based on European and International standards.

CENTRAL MONITORING INFORMATION SYSTEM (CMIS)

Milestone	Date	Done?	Remarks	Nb. of weeks delay
Central Monitoring Information System (CMIS) developed	End July	Partially	Draft version agreed by the three institutions. Will be developed by 10th of June. By the end of July the system should be operational.	12

78. The Central Monitoring Information System (CMIS) allows to store and manage the information related to EAs, the staff assigned to them and their contracts, the labelling of the questionnaires and boxes with a unique barcode, the tracking of the materials to/from the field and other logistic information that are crucial for the management of the fieldwork.

79. The CMIS application consists of a web-application connected to a central database. The System was originally supposed to be developed by the company that is preparing the e-flow platform but is now developed directly by the Agency staff, with some help from the technical assistance team. This is the part in which most of the advancement happened from the last SC mission.

80. The application is currently used by the municipalities to store the information about the applicants for MCC positions, their evaluation and the final MCCs composition. The system also supports the generation of the MCC members contracts but at the moment there is still a discussion about the contract templates to be adopted. A similar approach is used for what concerns the selection and management of MIs and ENs. A user guide for this section is available.

81. The section for the association between EAs and ENs, MI Areas and MIs is still under finalization. It is not yet clear who is going to enter these associations in the system, especially in municipalities that have a large number of EAs.

82. Concerning the logistic monitoring module, the section for managing the boxes status is almost ready while the section for the assembly of the boxes is under finalization.

83. Regarding the preliminary results entry, this part was already developed and tested during the pilot census and - except some minor changes - it remained the same.

84. As for the monitoring of the progress of the enumeration during the fieldwork, the system will include a specific section for storing the daily summary information for those areas in which it will not be possible to use the SMS system. This section of the CMIS will be used by the MIs.

Assessment

85. The system allows managing the different logistics phases and will improve the management of the census. However, not all the duties and responsibilities of the different actors involved are completely defined, especially concerning the association between EAs and ENs, EAs and MIs.

Recommendations

86. First of all, it is recommended to finalize the system as soon as possible in order to allow proper training of the users.

87. Manuals and training materials for the different actors involved in the process are partially developed and should be finalized.

88. It is recommended to define alternative procedures to transfer the information for the management of the fieldwork staff in case it is not possible to use the system during the fieldwork.

DAILY PROGRESS REPORT SYSTEM

Milestone	Date	Done?	Remarks	Nb. of weeks delay
Daily progress report System developed	Mid Sept.	Partially	The system is in a conceptual stage	12

89. An innovative approach agreed by the three statistical institutions for monitoring the fieldwork coverage is the use of SMS messages. In this approach each enumerator is instructed to daily transmit via SMS basic information regarding the progress of their enumeration to a central database. The information sent will be the number of dwellings, number of household, number of persons. No information on the refusals will be collected via SMS.

90. The system is still in a conceptual stage, even if the technical specifications are drafted and agreed by the three Institutes. A tender procedure for developing the SMS System was initiated in July and it is expected to end by mid of August.

91. Following the recommendation of the 10th mission of the SC, an alternative procedure that uses a more traditional way of monitoring the fieldwork coverage - giving responsibility to Municipality Instructors - is also under discussion.

Recommendations

92. The system should be developed as soon as possible and carefully tested.

93. A session on the use of the system should be added to the training for the enumerators. Short instructions for the enumerators should be produced.

94. References to the alternative procedure using the traditional method of monitoring the fieldwork coverage should be added to the training materials of the MI.

DATA CAPTURE (E-FLOW PLATFORM)

Milestone	Date	Done?	Remarks	Nb. of weeks delay
e-flow platform developed with the final questionnaires	End May	Partially	The company is requesting extension of contract to finalise the development	7
e-flow platform tested with real questionnaires	End June		New deadline end of September	3
e-flow platform operational	MidOct			

95. The developing of the e-flow platform was completely outsourced and developed on the base of the pilot census questionnaires. A set of training sessions on how develop such platform started in April and now the Agency IT staff was more involved in the developing process.

96. The last SC recommendations were endorsed by the Institutions and transferred to the Company. The Agency currently does not have the source code of the platform and is not able to do any changes by itself. An informal agreement by the two parts foreseen that the source code will be given to the Agency when the platform will be in its final stage.

97. No significant advancement was observed in this field due to the fact that the company developing the platform had requested an extension of its contract, and additional payment. The company motivated its request by the fact that questionnaires were changed since the pilot census, some features of the application were changed too and that the timing of the whole operation was longer than planned. At the moment of the mission, the EU delegation was discussing with the company but it was expected that an agreement between the two parts would be found.

98. The success of the data capture process depends to a certain extent on the training of the staff involved in the data capturing operations. Specific manuals are finalized for the different actors involved in the data capture phase: scanning operators, completion operators and supervisors.

99. An alternative data entry application was developed with the support of the TA Project to process those questionnaires that are damaged or not properly recognized by the Data Capture System. This manual entry system was actually used to enter the questionnaires of the pilot census.

Recommendations

100. Recommendations suggested by the SC in the last report are reaffirmed. One of the most important recommendations is that no coding would happen during the e-flow process: all the coding should be performed in a separate phase (see Coding).

101. The alternative data entry application used to process the questionnaires that are damaged or not properly recognized should be revised, introducing the same changes that were recommended for the e-flow platform after the pilot census.

CODING

Milestone	Date	Done?	Remarks	Nb. of weeks delay
g-Code application and Logical check application are operational	Mid Sept.	Partially		

102. A global strategy was developed on how to perform the coding of the three main international classifications adopted for the census (ISCO, NACE and ISCED) and an ad-hoc application called g-Code is under development to approach this issue.

103. The g-Code application for coding the Occupation is ready and tested with the pilot census data. The application is composed of two parts: a first part that is running in background and that - on the base of a thesaurus derived from the last LFS survey - is trying to automatically code the description and a second application that is used to manually code the description that are not automatically coded.

104. The codification of Municipality, Settlement, Country, Citizenship, Ethnicity, Religion and Mother tongue will also be performed with the g-code application: the same approach used for the codification of the Occupation will be adopted.

Recommendations

105. Estimation of the timing and of the resources needed for coding should be produced and reflected in the budget.

106. Concerning the codification of Municipality, Settlement, Country, Citizenship, Ethnicity, Religion and Mother tongue it is to be underlined that by e-flow platform only the textual values will be acquired. The codification of those variables will happen at this stage.

107. The validity between Municipality and Settlement should be checked at this stage.

DATA EDITING AND DATA CORRECTION

Milestone	Date	Done?	Remarks	Nb. of weeks delay
Contingency control application is operational	Mid Sept.	Done		
Define a proper strategy to approach the editing and correction of the Census micro-data	End Oct.	Started		

108. A discussion was initiated between the three Institutions on the opportunity to use more sophisticated statistical methods for data correction. The option suggested by the SC of using the Fellegi-Holt approach and the related imputation methods was discussed and agreed by the Institutions, considering also the fact that they are not completely new on this approach since it was used in several recent surveys.

109. To correctly adopt the Fellegi-Holt approach and the related imputation methods, the statistical institutions believe they will need technical assistance and are asking to have some international experts that could help in conceptualizing the work.

110. The application that performs contingency controls is now developed. This application checks inter-records consistencies (relation between P1, P2 and P3, relations with the reference person, etc.) and identifies the usual resident population. The rules are actually under testing using the pilot census data.

Recommendations

111. It is recommended to define a proper strategy to approach the correction of the relationships pertaining to the family nucleus inside the households, or to the individuals inside a nucleus.

CENSUS DATABASE AND PROTECTION OF PERSONAL INFORMATION

Milestones	Date	Done?	Remarks	Nb. of weeks delay
Establishment, sharing and maintenance of the common database of Census data during the data processing	End July		Still under discussion.	

Ensure that there is no risk of disclosure or misuse of Personal names and potentially sensitive information	End Aug.		Still under discussion.	
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112. Protection of personal information is a central issue. Violation of this principle may lead to the identification of individuals. Names should be processed according to strict rules of individual data protection and used only for the essential statistical purposes planned within the census data processing. During the processing of census data, names are needed for two main aims: identify duplicate records and perform the record linkage of the census individual data with the PES records.

113. Also the scanned images of the questionnaires are a possible mean of disclosure or misuse of personal information and potentially sensitive information. For that reason they should be kept secured, not copied or transferred to any external supports and destroyed at the end of the data processing phase.

114. The BiH census law states that a single census database of collected data should be established and that the three statistical institutions would have access to it (art. 22). However, no practical decision was taken on how to implement this provision. The open issue is who will have access to the database, during and after data processing, at which level and how to deal with the protection of personal information.

Recommendations

115. It is recommended to analyse the law on protection of personal data and the statistical law to understand what are the legal requirements that apply to census data. Then, taken into consideration these requirements, to prepare a comprehensive strategy to ensure that there is no risk of disclosure or misuse of personal names and potentially sensitive information, both during and after the data processing, was again submitted to the Agency from the SC. The SC will take a final decision on the adequacy of this strategy after it will be available.

116. If no strategy will be submitted or if it will not be found satisfactory, the SC see as unique solution to strongly recommend not acquiring any personal information (Name, Surname, Father Name, Address, Personal identification number) during the scanning phase.

117. It is also recommended to define a detailed strategy for the establishment and maintenance of the common database of Census data during the data processing, including a detailed plan on who will have access to the database, at which level and how to deal with the protection of personal information.

POST ENUMERATION SURVEY (PES)

Milestones	Date	Done?	Comments	Nb. of weeks de-lays
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PES questionnaire, manuals and organisation approved	End June	Yes		0
PES questionnaires and manuals printed and distributed	End October	No	Any delay in final questionnaire and manual will jeopardize the process of printing and distribution of PES materials	
Selection of EAs	Mid October	No		

118. Since the last mission, the working group developed the remaining materials with the help of the EUPHC TA consultant. The plan of activities was completed, as well as the main PES questionnaires and auxiliary documents. The manual for PES was finalised and is being translated into local languages, from which will be extracted manuals for controllers (interviewers of PES) and MI and MCCs.

119. In addition, the manual for matching data, the methodology for controlling coverage, the document on manual check of PES questionnaire before data entry, the templates of PES reports and for press release were also prepared. Finally, the group drafted the procedures to select controllers and MI

Assessment

120. Significant improvement has been made in the preparation of the PES, which is now on track. Recommendations made by the SC were also taken into consideration. However, communication activities for the PES were not included in the communication campaign.

Recommendations

121. The SC maintains its recommendation to inform the population about the PES: firstly it shows the seriousness of statistical institutions who will evaluate the coverage of the census, and secondly it is necessary to inform the population in the PES sample in order for them to be prepared for the PES interviewer.

DATA DISSEMINATION

Milestones	Date	Done?	Comments	Nb. of weeks delays
Dissemination strategies	End June	Yes		0
Dissemination plan for preliminary results adopted	End July	No	Prepared	

122. The overall frame will be finished by end of July. Five thematic reports are already defined: 1) preliminary results, 2) population by sex and age, 3) entity by sex, 4) education and computer literacy, 5) ethnicity, religion and mother tongue.

Recommendations

123. All recommendations regarding dissemination strategies with all components given in the previous assessment report of the SC should be taken into account in the process of further activities on dissemination.

ANNEXES

ANNEX 1. AGENDA

Eleventh mission of the International Monitoring Operation Steering Committee

Date: 16 - 19 July 2013

Tuesday, July 16, 2013, Republika Srpska Institute for Statistics (RSIS), Banja Luka		
09:00 10:30	– Meeting with the Director and top management of RSIS <ol style="list-style-type: none">1. Radmila Čičković, director2. Radosav Savanović, deputy director3. Bogdana Radić, assistant director, sector for statistics of population, education, social statistics and justice4. Radoslav Latinčić, assistant director, ICT and publishing sector	RSIS, Banja Luka
10:30 13:00	– Meeting of the IMO SC with working group members from RIS <ol style="list-style-type: none">1. Bogdana Radić, assistant director, sector for statistics of population, education, social statistics and justice2. Radoslav Latinčić, assistant director, ICT and publishing sector3. Mladen Radić, head of department for the development of IT and publications4. Vladan Sibinović, head of publication databases and statistical publications5. Mladen Marić, head of department for data entry, application development and databases administration6. Rajko Vranješ, senior officer for population censuses and projections7. Dara Petković, senior officer for national population change statistics8. Nataša Dragić, senior officer for register of spatial units and GIS9. Darko Marinković, senior officer for statistical sample and analysis10. Dean Arežina, senior officer for population censuses and projections11. Dragana Mandić, senior officer for migration statistics12. Vanja Vilipić, senior officer for social protection, health and gender13. Gordana Grbić, head accountant for financial affairs14. Vanja Đuran, officer for planning and realization of statistical activities	RSIS, Banja Luka

10:30-16:00	Meeting with representatives of the media Bent Noerby Bonde	
13:00-14:00	Lunch break	
14:00–15:30	Continuation with the staff from RSIS	
14:00–15:30	Meeting with all relevant staff for the Census cartography <ol style="list-style-type: none"> 1. Dragan Macanović, assistant director, Geodetic Administration 2. Velibor Vitor, head of IT department 3. Miladin Đokanović, advisor, Geodetic Administration 4. Radoslav Latinčić, assistant director, ICT and publishing sector 	RS Geodetic Administration, Banja Luka

<u>Wednesday, July 17, 2013, Institute for Statistics of FBiH (FOS), Sarajevo</u>		
8:30 – 10:00	Meeting with the Director, Deputy Director, Census coordinator and Head for Statistics of Statistics Service in Tuzla Canton of the Institute for Statistics of FBiH <ol style="list-style-type: none"> 1. Hidajeta Bajramović, Director 2. Galiba Karačić, Secretary of FOS 3. Hidajeta Čolović, Assistant Director 4. Mehmed Krajinović, Head for Statistics of Statistics Service in Tuzla Canton 	FOS, Sarajevo
10:00–13:00	Meeting with all relevant staff for the Census preparation (methodology, logistics, data processing, dissemination, communication etc.) <ol style="list-style-type: none"> 1. Jasmina Velić, Head of the Department of Population Statistics and Population Register 2. Nusreta Imamović-Kaljanac, Head of the Department of Industry, Construction and Energy Statistics, 3. Sanela Čengić, Head of the Financial Affairs Department 4. Zehra Kaba, Head of the Publishing Department 5. Nermina Ibrisević, Head of the Department of National Accounts Statistics 	FOS, Sarajevo

	<ol style="list-style-type: none"> 6. Nermina Sarajkić, Head of Department for Developing of Applications for Data Entry 7. Šemso Šurković, Head of Department of Information Systems and Technical Support 8. Muamera Idrizović, Adviser for Demographic Analysis and Projections 9. Arijana Muhić, Head of the Department of Statistical Methods and Coordination 	
13:00-14:00	Lunch	
14:00-16:00	Meeting with all relevant staff for the Census cartography <ol style="list-style-type: none"> 1. Munira Zahiragić, Assistant Director 2. Belmira Hadžiabdić, Head of the Department of GIS and Spatial Unit Register 3. Suada Lokvančić, Special Advisor for the Register of Spatial Units 4. Valentino Vlašić (FGO) 5. Ivan Medić (FGO) 6. Nedžad Pašalić 	FOS, Sarajevo
14:00-16:00	Meeting with representatives of the media Bent Noerby Bonde	

<u>Thursday, July 18, 2013, Agency for Statistics of BiH (BHAS), Sarajevo</u>		
09:00–10:30	Meeting with the Director, Deputy Director and Census co-ordinator of the Agency for Statistics of BiH <ol style="list-style-type: none"> 1. Zdenko Milinović, director 2. Slavka Popović, deputy director 3. Fadil Fatić, deputy director 4. Admir Kulić, coordinator 	BHAS, Sarajevo
10:30–13:00	Meeting with all relevant staff for the Census preparation (update of the milestones of the Census preparations) <ol style="list-style-type: none"> 1. Admir Kulić, Census coordinator - Census organisation 2. Vladimir Mijović – Census forms and manuals; Training materials 3. Bakir Sujoldžić - Cartography 4. Dajana Mitrović – Logistics 	BHAS, Sarajevo

	<ul style="list-style-type: none"> 5. Ivona Bulić – Communication and outreach strategy 6. Sulejman Hasanović – data processing 7. Edin Šabanović – PES 	
13:00–14:00	Lunch break	
14:00–15:30	<p>Meeting with all relevant staff for the Census preparation (update of the milestones of the Census preparations)</p> <ul style="list-style-type: none"> 1. Admir Kulić, Census coordinator - Census organisation 2. Vladimir Mijović – Census forms and manuals; Training materials 3. Bakir Sujoldžić - Cartography 4. Dajana Mitrović – Logistics 5. Ivona Bulić – Communication and outreach strategy 6. Sulejman Hasanović – data processing 7. Edin Šabanović – PES 	BHAS, Sarajevo
14:00-16:00	<p>Meeting with representatives of the media</p> <p>Bent Noerby Bonde</p>	
15:30–16.00	<p>Meeting with EUPHC TA</p> <p>- Progress on the census preparation. Main aspects and issues</p>	BHAS, Sarajevo Participants: Ede JOHN, Team Leader, EUPHC Phase2, BiH Census

<u>Friday, July 19, 2013, Agency for Statistics of BiH (BHAS), Sarajevo</u>		
10:00-16:00	<p>Meeting with representatives of the media</p> <p>Bent Noerby Bonde</p>	
8:30 – 13:00	<p>Continuation with Agency to deepen the subject not treated on Thursday</p> <ul style="list-style-type: none"> 1. Admir Kulić, Census coordinator - Census organisation 2. Vladimir Mijović – Census forms and manuals; Training materials 3. Bakir Sujoldžić - Cartography 4. Dajana Mitrović – Logistics 5. Ivona Bulić – Communication and outreach strategy 6. Sulejman Hasanović – data processing 7. Edin Šabanović – PES 	BHAS, Sarajevo

13:00–14:00	Lunch break	BHAS, Sarajevo
14:00–16:00	Continuation with the staff from BHAS	BHAS, Sarajevo

Wednesday, Thursday, Friday, July 17, 18, 19 Agency for Statistics of BiH (BHAS), Guido Pieraccini		
09:00-13:00	IT and data processing working group (staff from all three statistical institutions)	BHAS, Sarajevo
13:00–14:00	Lunch break	
14:00–16:00	IT and data processing working group (staff from all three statistical institutions)	BHAS, Sarajevo

ANNEX 2. CENSUS PREPARATION MILESTONES

Milestone	Date	Done?	Remarks	Nb. of weeks delay
Training material revised and adopted	End May	No	Deadline for finalization in the Agency timetable is end of July.	8
e-flow platform developed with the final questionnaires	End May	Partially	The company is requesting extension of contract to finalise the development	7
Completion of bidding procedures	End June	Yes	Procedure concluded.	4
Establishment of a systematic mechanism to number, manage and monitor the coverage of dwellings inside buildings, relevant for census coverage	End June	No	It was discussed between entities, but no decision was taken by the working group on census methodology.	2
e-flow platform tested with real questionnaires	End June		New deadline end of September	3
PES questionnaire, manuals and organisation approved	End June	Yes		0
Dissemination strategies	End June	Yes		0
Cartography documentation for enumeration printed and distributed	Mid-July	Yes	Printing of census maps completed in FBiH and RS. In Brcko District maps will be printed by BHAS. Distribution will start immediately as the printing contract can now be signed.	0
Establishment of a single list of census spatial units at state level with their corresponding codes and boundaries. (Art. 20 BiH census law)	Mid-July	No	The methodology to establish the list was recently revised by the Agency and transmitted to Entity Statistical Institutions and Geodetic Administrations. A request with the list of the required data was also prepared by the Agency and transmitted to Entities.	0
Central Monitoring Information System (CMIS) developed	End July	Partially	Draft version agreed by the three institutions. Will be developed by 10th of June. By the end of July the system should be operational.	12

Establishment, sharing and maintenance of the common database of Census data during the data processing	End July		Still under discussion.	
Dissemination plan for preliminary results adopted	End July	No	Prepared	
Training census materials printed and distributed	End Aug.	No		0
Ensure that there is no risk of disclosure or misuse of Personal names and potentially sensitive information	End Aug.		Still under discussion.	
Daily progress report System developed	Mid Sept.	Partially	The system is in a conceptual stage	12
g-Code application and Logical check application are operational	Mid Sept.	Partially		
Contingency control application is operational	Mid Sept.	Done		
Census information campaign carried out	20 Sept	No	Contract has been signed with external company	0
Quick field map activity prior to the enumeration: plan for the identification in the field of EA boundaries and buildings/addresses, by the assigned enumerators and supervisors	End Sep.	No	A plan to visit EAs and quickly update maps has been agreed and included in the manuals for enumerators and supervisors.	0
e-flow platform operational	Mid Oct.			
Selection of EAs	Mid October	No		
Define a proper strategy to approach the editing and correction of the Census micro-data	End Oct.	Started		
PES questionnaires and manuals printed and distributed	End October	No	Any delay in final questionnaire and manual will jeopardize the process of printing and distribution of PES materials	