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*** All expressions used in this paper for natural persons shall refer equally to both men and women.*

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INTRODUCTION

Human capital is the most critical capital for contemporary societies' well-being and progress. Providing an accurate and reliable assessment of this capital at small-area, regional and national levels is of paramount value for evidence-based action by governments, civil societies, academics, researchers and other stakeholders. The essential purpose of the population and housing census is to provide that assessment.

The role of the population and housing census is to collect, process and disseminate such small-area detailed statistics on population, its composition, characteristics, spatial distribution and organisation (families and households). Censuses are conducted periodically in the majority of the countries in the world and they have been promoted internationally since the end of the nineteenth century, when the International Statistical Congress recommended that all countries in the world conduct them. The essential features of population and housing censuses are individual enumeration, universality within a defined territory, simultaneity, defined periodicity and small-area statistics.¹

A population census is the total process of planning, collecting, compiling, evaluating, disseminating and analysing demographic, economic and social data at the smallest geographic level pertaining, at a specified time, to all persons in a country or in a well-delimited part of a country.

Source: Principles and Recommendations for Population and Housing Censuses, Department of Economic and Social Affairs Statistics Division, United Nations New York, 2017, https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf (13.5.2019)

There are many different ways to conduct a population and housing census. The three main categories of census methods are: the **traditional** census, the **register-based** census, and the **combined** census.

The **traditional (conventional) census** is a census based on the direct count of all individuals and the collection of information on their characteristics through the completion of census questionnaires, either in paper form or electronically. The information is collected in the field across the whole country in a relatively short period of time, normally no more than two weeks. Questionnaires can be completed either directly by the households (with delivery and collection of paper forms undertaken by enumerators, the postal service or other methods, or online in the case of electronic questionnaires), or by the enumerators during an interview of the household.

A totally different approach from the traditional census is the **register-based census** that was developed by the Nordic countries in the 1970s. Denmark was the world's first country to conduct a fully register-based population and housing census in 1981. Under this approach there is no direct collection of data from the population, and the traditional enumeration is replaced by the use of administrative data held in various registers (population register, building/address register, social security register, etc.) through a matching process, normally making use of personal identification numbers. This approach permits the production of census data at a greatly reduced cost and with

¹ *Principles and Recommendations for Population and Housing Censuses*, Department of Economic and Social Affairs Statistics Division, United Nations New York, 2017, https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf (13.5.2019)

relatively limited manpower, once a good quality system of statistical registers has been established.

Since the 1990s, a number of other countries in Europe have developed innovative methods to conduct the census, combining the use of administrative data with a limited collection of data from a field enumeration of the population for specific variables. Under this approach, called a **combined census**, the field data collection can cover the whole population or just a sample. Often this approach is adopted in the transition from a traditional to a register-based census.²

Population census provides a large range of demographic data on size and structure of the **permanently resident population of Montenegro** at national and regional level, and related demographic changes, such as births, deaths, marriages and divorces, immigration, and emigration. Data are also provided on population and its employment, families, housing, and national or ethnic affiliation. To ensure international comparability of Population Census data **Statistical Office of Montenegro (MONSTAT)**³ follows methodology and **recommendations issued by the UN, and the EU** regarding e.g. contents and data definitions as well as classifications to be used in the data collection.

Methodological bases for demographic statistics are covered by the following regulations:

- Regulation EU763/2008; and
- UNECE/ Eurostat CES Recommendations for the 2010 Censuses of Population and Housing.⁴

Thus, according to Article 4 of the *Regulation (EC) No 763/2008 of the European Parliament and of the Council of 9 July 2008 on Population and Housing Censuses*⁵ Member States may base the statistics on different data sources, in particular on:

- a) conventional censuses;
- b) register-based censuses;
- c) a combination of conventional censuses and sample surveys;
- d) a combination of register-based censuses and sample surveys;
- e) a combination of register-based censuses and conventional censuses;
- f) a combination of register-based censuses, sample surveys and conventional censuses;
- g) appropriate surveys with rotating samples (rolling censuses).

On the territory of Montenegro, the first population census with characteristics of modern census was carried out in the middle of 1879 by commands of duke Nikola. In period between World War I and World War II, only two Yugoslavian population censuses were carried out, in 1921 and 1931. After the World War II, population censuses were carried out in: 1948, 1953, 1961, 1971, 1981, 1991, and 2003, and then in 2011, having fulfilled the international recommendations on conducting the Census of Population every ten years.⁶

² *Guidelines on the Use of Registers and Administrative Data for Population and Housing Censuses*, United Nations Economic Commission for Europe, New York and Geneva, 2018, <https://www.unece.org/fileadmin/DAM/stats/publications/2018/ECECESSTAT20184.pdf> (13.5.2019)

³ *Statistical Office of Montenegro (MONSTAT)* is competent body for the production of official statistics.

⁴ *Statistical Office of Montenegro (MONSTAT)*, <https://www.monstat.org/eng/index.php> (13.5.2019)

⁵ REGULATION (EC) No 763/2008 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 9 July 2008 on Population and Housing Censuses, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32008R0763> (13.5.2019)

⁶ *Statistical Office of Montenegro (MONSTAT)*, <https://www.monstat.org/eng/index.php> (13.5.2019)

I INSTITUTIONAL AND LEGAL FRAMEWORK FOR CENSUS

According to the **Law on Official Statistics and Official Statistical System**⁷, conducting activities on census shall be regulated by special law depending on the type of census. By this Law, the Statistical Office of Montenegro (Monstat), as a competent body, shall be the main holder and disseminator of statistical data, as well as responsible professional body, organiser and coordinator of official statistics system, and it shall represent the official statistics of Montenegro in the international statistical system. Also, Monstat is responsible for the organisation of the census.

Hence, the 2011 census was conducted in accordance with a special law – the **Law on Census of Population, Households, and Dwellings in 2011** (*hereinafter referred to as the "Census Law"*)⁸, and **Methodology for the Preparation, Organisation and Conducting of the Census** (*hereinafter referred to as the "Methodology"*)⁹. The Methodology is fully harmonised with the international standards defining common rules for collecting the population data, such as:

- Conference of European Statisticians Recommendations for the 2010 Censuses of Population and Housing, prepared in cooperation with the UN Economic Commission for Europe and Statistical Office of the European Communities - EUROSTAT;
- Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses as well as Commission Regulation (EC) No 1201/2009 implementing Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses as regards the technical specifications of the topics, and of their breakdowns.¹⁰

The Law on Census of Population, Households, and Dwellings in 2011 was adopted in July 2010, with some additional amendments in October 2010. The amendments were related to the wording of the questions on language and on nationality and replaced the term '*ethnic affiliation*' with '*ethnic or national identity*' and removed the definition of the term '*mother tongue*' from the questionnaire.¹¹ In line with this Law, **census units** were **persons, households, and dwellings**.

The preparation, organisation and conducting of the Census were based on principles of relevance, impartiality, transparency, timeliness, professional independence, rationality, consistency, publicity, statistical confidentiality, and usage of personal data exclusively for statistical purposes.

When it comes to institutional framework, Montenegro had no central census commission and Monstat was responsible for organising the census in accordance with the regulations. The census staff was organised in a three-level scheme with the state

⁷ Law on Official Statistics and Official Statistical System (*Official Gazette of Montenegro* 18/12 from 30 March 2012)

⁸ Law on Census of Population, Households, and Dwellings in 2011 (*Official Gazette of Montenegro* 41/10 from 23 July 2010, 44/10 from 30 July 2010, 75/10 from 21 December 2010).

⁹ The Methodology is prepared in the way that ensures that every person has only one usual place of residence. In international context this is important in order to avoid that persons are included in total number of population in more countries or not to be included at all. Actually, the main objective of the Census is to determine the exact number of persons who live and use the infrastructure of some geographic area. Source: Monstat <https://www.monstat.org/userfiles/file/popis2011/saopstenje/poznavanje%20rada%20na%20racunaru.pdf> (13.5.2019)

¹⁰ Statistical Office of Montenegro (MONSTAT), <https://www.monstat.org/eng/index.php>

¹¹ EU Enlargement countries census Factsheets – Montenegro, [https://circabc.europa.eu/sd/a/aa6b9065-45f5-48f7-9262-0a067584b48b/EU Enlargement countries census Factsheets upd-Mar2014.pdf](https://circabc.europa.eu/sd/a/aa6b9065-45f5-48f7-9262-0a067584b48b/EU%20Enlargement%20countries%20census%20Factsheets%20upd-Mar2014.pdf) (13.5.2019)

instructor from Monstat, the municipality instructors and the enumerators were engaged through advertising.¹² **Census commissions established at the municipality level** were responsible for the organisation of census activities (selection of instructors and enumerators, provision of premises for training and control of material, etc.).¹³ Obligations of enumerators¹⁴ were defined in the census Methodology. Three-day trainings in three levels were organised for participants of the census. A test was performed at all levels, and this was the last condition for participants to enter the census.¹⁵

Overview of the most important development priorities in social statistics

1. To establish the data production for the 2020 Population Census from administrative sources:

- To ensure the access to data with identifiers from all registers in Montenegro;
- To establish a link between administrative registers;
- To work on the establishment of household database;
- To carry out a pilot census using the traditional method for data collection;
- Comparing methodologies and data produced by traditional method and from administrative sources.

2. Capacity strengthening aimed at increased use of existing data:

- Integration of administrative sources and interview-based surveys;
- Non-response analysis;
- Analysis of methods which are used in data collection;
- Education and development of human capacities through trainings for sophisticated data analyses and matching data from different sources.

3. Continuous improvement of methodologies and quality of surveys in social and demography statistics, in accordance with the Eurostat's recommendations:

- International migrations (residence permits, illegal migrations, asylum statistics, immigration, emigration);
- Job vacancy statistics;
- Education statistics;
- Crime statistics; Culture statistics;
- Household budget survey.

Source: Monstat, Programme of Official Statistics 2019 – 2023, Podgorica, 2018, https://monstat.org/userfiles/file/o%20nama/2019/Program2019_2023_eng.pdf

II METHODOLOGY FOR THE COLLECTION OF DATA FOR THE CENSUS

The last **Census of Population, Households, and Dwellings** in Montenegro was carried out from **1st to 15th April 2011**. **The census was conducted in the traditional way, using interview (door-to-door) method.**

The census, that is in accordance with the international recommendations conducted every ten years, is a process of collection, processing and publishing demographic,

¹² In total there were 79 State instructors responsible for ensuring that methodological and organisational rules were applied.

¹³ In total there were 461 municipality instructors, who were responsible for the rules in the field.

¹⁴ In total there were 3,900 enumerators, responsible for carrying out the census in the field.

¹⁵ *Ibid.*

economic, educational, migration, ethno-cultural, and social data related to population of country in certain period. Also, the census covers data on the number of households and dwellings, and their characteristics.¹⁶

When it comes to the census method for the upcoming census, according to the *Peer Review Report on compliance with the Code of Practice and the coordination role of the National Statistical Institute*¹⁷, Monstat has developed an important use of administrative data and **plans to conduct the next population and housing census as a register-based census**, thus saving the huge cost of a traditional census. However, several conditions are yet to be met. Firstly, Monstat should be granted full access to personal identifiers for all administrative sources, including the population register. An amendment to the Statistical Law is in the process of approval but other laws must be amended as well. Secondly, a register of addresses and dwellings must be established by the Cadastre administration.

Therefore, three years ago, Monstat established a Working Group with members of the Ministry of Interior, Cadastre, and Ministry of Finance to consider the possibility of conducting a register-based census. The Working Group prepared a document about the advantages of a register-based census, and the Government adopted the document.

The Census of Agriculture

Previous censuses of agriculture at the ex-Yugoslavia territory only referred to the census of livestock, and they were carried out together with the population censuses. Although the tradition of censuses originates from the 18th century in those areas under the Austro-Hungarian Empire (canton of Kotor and Herceg Novi), there were not carried out statistical census of livestock in Kingdom of Montenegro.

In period from 1918 to 1941 the census of livestock was carried out in 1921, and general census of agriculture in 1931, but because of social circumstances the data processing was slowly performed.

In period from 1945 to 2007 censuses of livestock were carried out in the following years: 1949, 1950, 1951, 1952, 1953, and the general census of agriculture in 1960 containing 111 questions related to the agriculture.

The data on agriculture were also collected by the census of population, and the last one was carried out in 2003 having only 15 questions on agriculture.

Statistical Office of Montenegro carried out the census of agriculture for the first time after 50 years. The census of agriculture was carried out at the whole territory of Montenegro in period from 7 to 21 June 2010.

Source: Statistical Office of Montenegro, *Agriculture census 2010*, <http://monstat.org/eng/page.php?id=58&pageid=58> (13.5.2019)

A more detailed document was prepared about the preconditions for such a methodology. In particular, it implies the need to change several laws. The last part of Article 35 of the Statistical Law (*“unless statistical use of those data is prohibited in accordance with the Law”*) currently prevents Monstat from accessing the personal identification number of the population register as this register is regulated by a Law forbidding the release of this information. Currently, Monstat has access to the population register but only to a statistical identification number created by the Ministry of Interior for statistical purposes, which prevents Monstat from merging with other administrative sources. Monstat is in the process of suggesting changes to the Statistical Law in order to gain access to all registers with personal identifiers. Official support

from the Government to the amendment was received in February 2018, and in March Monstat received confirmation from the EU Commission that the amendment was in line with the **Regulation (EC) No 223/2009 on European statistics**. In the meantime,

¹⁶ *Census of Population, Households, and Dwellings in Montenegro 2011*, Statistical Office of Montenegro, <http://monstat.org/userfiles/file/popis2011/saopstenje/Smetnje%20u%20obavljenju%20svakodnevnih%20aktivnosti%20popisa%202011.pdf> (13.5.2019)

¹⁷ *Peer Review Report on compliance with the Code of Practice and the coordination role of the National Statistical Institute*, Montenegro, November 2018, <http://www.monstat.org/userfiles/file/o%20nama/2019/Peer%20Review%20Report%20of%20Montenegro%202018.pdf> (13.5.2019)

Monstat has been conducting a series of consultations with other ministries, as they also must change some articles in laws which are under their jurisdiction. In particular, the **Law on Personal Data Protection** will have to be changed and it is currently under revision by the Agency for Personal Data Protection and Free Access to Information in order to be harmonised with the **General Data Protection Regulation (GDPR)**.

Besides the population register, it is necessary to establish an address register. Currently, the population register for the address includes only a city code, street and house number, but no geographical coordinates. The address register will be used to include the dwelling code in the population register. This will allow the identification of the members of the households (persons living in the same dwelling). The Cadastre is expected to use the address register to include information on dwellings (such as floor space, and number of rooms) and the address register is expected to be completed by 2020.

The Peer Review team considers that the possibility of conducting a register-based population and housing census in 2021 or immediately thereafter is of paramount importance to the country. It would significantly reduce the cost of the census and the burden on the population, and allow Monstat to continue to develop new statistical operations in line with the EU accession agenda.

2021 Population, Households and Dwellings Census

Description of expected results: The 2021 Population, Households and Dwellings Census will provide the data on total number and spatial distribution of basic census units (population, households, and dwellings), to be able to follow international recommendations, which are necessary to be met. According to the previous practice, the 2014-2018 period is recognised as a period of producing recommendations and instruments for the census. The mentioned instruments will be tested according to the rule in 2019. In addition to the periodicity recognised as a ten-year one, other elements such as data source, deadlines for collection and publication of data, and survey method will be recognised when the census method is determined.

Expected problems: Depending on the method for the census data collection, several problem groups were recognised. In case of register-based census, the main recognised preconditions defined by the Government's Conclusion are: creating address register and access to individual data with identifier of registers owned by ministries and other bodies of public administration.

International standards and regulations: UNECE recommendations for 2020 Population and Housing Census, Framework regulation EU 763/2008, Implementation regulations 2017/543, 2017/712, 2017/881.

Source: Monstat, *Programme of Official Statistics 2019 - 2023*, Podgorica, 2018, https://monstat.org/userfiles/file/o%20nama/2019/Program2019_2023_eng.pdf

III APPLICATION OF THE PRINCIPLE OF ENUMERATION ACCORDING TO THE PLACE OF USUAL RESIDENCE IN RESPECTIVE NATIONAL CENSUSES

First of all, the 2011 census, in accordance to the Census Law, covered citizens of Montenegro, citizens of Montenegro having another citizenship, foreign citizens, and persons without citizenship (stateless persons) who have residence (permanent or temporary) in Montenegro regardless of their stay in Montenegro or abroad at the time of the census, regardless of whether or not they possessed personal identification documents, and regardless of whether they lived in a dwelling, other premises or public areas. **The census did not cover diplomatic personnel of foreign diplomatic and consular representative offices and their family members.** Only people with their usual place of residence in Montenegro were considered to be part of the population of Montenegro.

A **household** was defined as a family or other community of persons living together and spending their income on primary living needs (housing, food, etc.) regardless of the presence of its members in the place where the household lives, or whether some of them live for a longer period in another place, i.e. abroad for the purposes of work, education or other. A household could also be a person living alone in the place of enumeration (a one-person household) without any household in another place or abroad.

The **population in institutions** was numerated as a so-called collective household, i.e. households consisting of persons living in institution for the permanent care of children and adults, hospitals for patients with long-term care needs, monasteries and other religious institutions. People in prison were recorded at the place of the prison and not in their household. With regard to soldiers, there is only a professional army, and soldiers do not live in barracks but in their own private dwellings. They were therefore enumerated as part of the civil population. For the few soldiers outside Montenegro, a questionnaire was sent. Hospitals, older people in nursing homes, religious institutions etc. were enumerated as collective dwellings and the population living there for more than one year was enumerated in the institution. Collective dwellings and the population living there for more than one year were enumerated in the institution.

Buildings were not counted in the census, some of their characteristics only were reported in the dwelling form as appropriate to the dwelling.

“Usual residence shall mean the place where a person normally spends the daily period of rest, regardless of temporary absences for purposes of recreation, holidays, visits to friends and relatives, business, medical treatment or religious pilgrimage. “

Article 2, Regulation (EC) No 763/2008 of the European Parliament and of the Council on population and housing censuses

The **usual place of residence** was defined as the place where a person usually resides, regardless of temporary absence for the purposes of recreation, holiday, visits to friends or relatives, business, medical treatment or religious pilgrimage. Also the place where a person has resided continuously, from at least 1 April 2010, or he/she arrived in that place later but with the intention of staying there for at least one year. As mentioned above, the population outside Montenegro was reported in the household, but in a special category, and was not counted in the Montenegro population. The government wanted to estimate the number of Montenegrins living abroad. Students were counted in their family's household except if they had their own family. If they lived in a dwelling, this dwelling would be enumerated as vacant. Students who studied abroad were enumerated but not counted in the population.¹⁸

According to the results of the *Final report of Peer Assessment of the 2011 Population and Housing Census in Montenegro*, for future censuses, it is recommended to create a category of 'occasional dwelling' for dwellings occupied during the week by workers or students. This will allow more accurate measurement of the occupancy and vacancy rates of housing units. The mobile population and homeless people should be enumerated during

¹⁸ According to the *Final Report* prepared by population census experts, the definitions of the units to enumerate and place of usual residence were in accordance with the *Conference of European Statisticians Recommendations*.

the first day of the enumeration to avoid counting them several times if they change their location during the two weeks of the enumeration.¹⁹

In conclusion, mission considered that the 2011 census of Montenegro was prepared, conducted in the field and processed in accordance with international standards, and in particular according to the recommendations made by the Conference of European Statisticians for the 2010 round of Population and Housing Censuses. In addition, the mission noted, with appreciation, the high standard of professionalism of the staff involved at all levels in the census, from Monstat as well as temporary staff. The mission considered that the census had achieved a high level of quality, especially in terms of accuracy and timeliness.²⁰

III COLLECTION OF DATA REGARDING THE ETHNO-CULTURAL CHARACTERISTICS OF THE POPULATION

The issue of the ethno-cultural characteristics of the population is of increasing relevance to a number of countries in the context of migration, integration and minority policy, thus this topic is attracting more attention than in the past. For these reasons, the issue of the ethno-cultural characteristics of the population received more attention in the 2011 census recommendations than ever before.

Ethno-cultural characteristics possess a very subjective dimension, and they may be very sensitive in political terms. Because of this, an open and free declaration by each individual is of key importance.²¹

Therefore, all questions related to ethnicity in the 2011 census were in compliance with the UNCES recommendation for census. Questions on ethnicity, religion, mother tongue and disability were considered as sensitive and it was not mandatory to answer these questions. The questions were also open-ended with an empty line for self-declaration. Furthermore, Monstat had consultations with national minority councils in written before drafting the questions.²²

Hence, in the 2011 census on question on ethnicity 4.87% of citizens gave as answer “*don't want to declare*”, 3.99% provided the same answer on question on mother tongue and 2.62% of citizens on religion. If a person did not want to declare on mentioned questions, he/she would fill in the answer “*does not want to declare*”.²³

The great interest of the general public regarding the data on ethnic affiliation, religion and mother tongue immediately before start of 2011 census, created additional requirements of the users, certain risks and specific environment for conducting the census. Respecting the significance of population census, as well as the greatness of the action whose implementation required wider social support and confidence in the

¹⁹ *Peer Assessment of the 2011 Population and Housing Census in Montenegro, Final Report*, Prepared by population census experts Jean-Michel Durr and Roberto Bianchini, 25 November 2011

http://monstat.org/userfiles/file/popis2011/1288217%20Final%20report%20of%20peer%20assessmet%20in%20Montenegro%2025_11.pdf (13.5.2019)

²⁰ *Ibid.*

²¹ Children in Montenegro, Data from the 2011 Census, UNICEF Montenegro, 2012, https://www.monstat.org/userfiles/file/vijesti/Djeca_u_Crnoj_Gori_engleski.pdf (14.5.2019)

²² 2011 Population census framework, Factsheets on population censuses in the Enlargement countries, European Commission, Eurostat,

https://circabc.europa.eu/sd/a/aa6b9065-45f5-48f7-9262-0a067584b48b/EU_Enlargement_countries_census_Factsheets_upd-Mar2014.pdf (14.5.2019)

²³ Census of Population, Households and Dwellings in Montenegro 2011, Population of Montenegro by sex, type of settlement, ethnicity, religion and mother tongue, per municipalities, Statistical Office of Montenegro – MONSTAT, [https://www.monstat.org/userfiles/file/popis2011/saopstenje/saopstenjef\(1\).pdf](https://www.monstat.org/userfiles/file/popis2011/saopstenje/saopstenjef(1).pdf) (14.5.2019)

process of the implementation of census, the Statistical Office accepted a number of additional requirements of the users while conducting the census: introduced a copy of the enumeration form which stays in households; accepted proposal that two representatives of opposition political parties be members of census commissions in each municipality; started the process of data entry for control purposes by political parties; accepted request to publish final results on ethnic affiliation, religion and mother tongue, within 90 days from the day of finalising data collection, etc. These are just some of the activities that are the result of the additional requests. Activities which were not planned required took additional effort by Monstat in order to carry them out, especially with regards to preserving three most important principles of official statistics: professional independence, protection of individual data and equal access to data for all users at the same time.²⁴

²⁴ Census Of Population, Household and Dwellings in 2011, Report On Conducted Activities, <https://www.monstat.org/userfiles/file/popis2011/Report%20of%20the%20realized%20activities%20from%20Po%20pulation%20Census.docx> (14.5.2019)

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