

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

Sixth Assessment Report

10-13 December 2012

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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 cen-

suses. 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 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 present assessment is based on the information reported during mission meetings, and on some direct observations of 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. The report was prepared by the experts that performed the mission and was finalised by the Senior Census Expert.

13. 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

14. The mission was conducted seven weeks after the end of the pilot census with the objective to assess the way the statistical institutions would be able to take quick decisions from the analysis of the pilot census and implement on time technical improvements. This would be decisive in determining whether the date of April 2013 for the enumeration could be met. In particular, the SC considered as a major condition that by the beginning of December 2012, questionnaires were revised according to its recommendations, and a detailed plan for census logistics prepared.
15. Whereas the three Statistical Institutions made separate analyses of the Pilot Census, they seem to have drawn the same findings. While the Methodology group planned to hold a two-days' workshop on Lessons learned from the Pilot Census on 17 and 18 December 2012, at the time of the SC mission, the Statistical Institutions did not have a common written report on the Pilot Census nor have held a meeting or a workshop to discuss the lessons learned from the Pilot Census.
16. Based on discussions with the three Statistical Institutions, the SC came up with the following findings:
- a) Review of the census questionnaires in light of the lessons learned from the pilot census is not yet done. The three Statistical Institutions have their own views and had prepared their own proposals, but no common draft was prepared yet and agreed;
 - b) Consequently, manuals of instructions are not revised accordingly and not yet improved as recommended by the SC in the report on the Pilot Census;
 - c) A census form and clear instructions on enumeration of the BiH citizens residing abroad (in accordance with article 40-42 of the Census Law) was not prepared yet;
 - d) The activities on improvement of the training materials and development of guidelines for trainers have not yet started;
 - e) Cartographic preparations for the full census have been finalised in the Brcko District. In FBiH, they are expected to be concluded by mid-December. In RS it was reported that census maps would be ready by end December. However, it was also reported that orthophotos are available only for 70% of the territory of RS, and that the remaining 30% will be available in January 2013. Census maps for the 30% of the territory not covered by orthophotos will be prepared using cadastral maps, which were already assessed by the SC as not suitable for census operations.
 - f) The recommended inclusion of unique ID codes for addresses on the census maps and census forms, relevant for census coverage, was discussed in RS and FBiH, but no common decision was taken yet.
 - g) The recommended establishment of a systematic mechanism to number, manage and monitor the coverage of dwellings inside buildings, relevant for census coverage, was discussed in RS and FBiH, but no common decision was taken yet.

- h) The recommended technical meeting between entities aimed at discussing and agree how to conduct the enumeration in the areas of the boundary line did not take place.
- i) Procurement for printing of maps and forms has not started, as the exact number of EAs was not known yet. The procurement procedure will need at least 3 months, if there is no contestation of the decision of award of the tender.
- j) The number of EAs resulting from the cartographic preparation is largely exceeding the initially expected number. This will entail higher costs and organizational issues, such as recruiting more enumerators and instructors.
- k) The communication and outreach strategy has not been finalised yet; no media training of management and staff has taken place; there is not capable communication experts within the agency; no active involvement of agency and entities in developing strategy.

17. In addition to the technical preparations, there are still unresolved issues as a result of the diverging interpretations of the census law, the unclear division and level of the budget available. Finally, as regularly pointed out, the coordination among the three statistical institutions is still unsatisfactory and the decision making process is not yet functioning properly.

18. In conclusion, the SC considers that the technical preparations are not at a satisfactory level that could allow conduct a census in April 2013. The SC unanimously strongly recommends a postponement of 6 months minimum (first possible period October 2013). This will give time to the Statistical Institutions to finalize preparations and fix all remaining issues. This will also bring Bosnia and Herzegovina in line with most of the countries that conduct a census no less than one year after the pilot census in order to draw all lessons and implement appropriate modifications of the various components.

19. However, the SC will give a positive assessment for the organization of the Census in October 2013 only if the Statistical Institutions complete the required preparations on time, with satisfactory quality of the deliverables and respect of the deadlines, as reflected in Annex II of the present report.