

SERBIA-MONTENEGRO*

Introduction

In the present-day Serbia-Montenegro the taking of a population census goes back to 1834, when the first census was taken in the Principality of Serbia. In the period up to the outbreak of the First World War 16 censuses were taken⁽¹⁾. After the formation of the new, common state (the Kingdom of Serbs, Croats and Slovenes, later the Kingdom of Yugoslavia), during the inter-war period, two censuses were taken in 1921 and 1931, while the 1941 census was not conducted because of the outbreak of the Second World War. After the end of the war an extraordinary census was organised in 1948, followed by another in 1953, which had the character of a regular census. Since 1961 a census has been taken regularly every ten years until 1991.

After the collapse of the former Yugoslavia, the first census was planned for April 2001 in the Federal Republic of Yugoslavia, today Serbia-Montenegro. However, it was postponed for financial reasons for one year. There was another postponement of one year, for other reasons, in Montenegro which meant that for the first time the survey was not taken simultaneously throughout the entire territory, but as follows:

- only in Central Serbia and Vojvodina the census was taken as of 31 March 2002 at 24:00;
- in Kosovo and Metohija, the census was postponed for the period following the temporary administration of the United Nations Mission in Kosovo (UNMIK), as stipulated by Article 15 of the Republic of Serbia Census Law;
- in Montenegro, the census date is set for the 31 March 2003.

Despite the similar methodology applied and because of the different survey timetables for the national entities the following description refers to Central Serbia and Vojvodina (hereinafter called Serbia or Republic of Serbia) where the Census has been conducted⁽²⁾. In addition specific information is provided on Montenegro.

As a result of the country's federal structure, three different statistical entities should be introduced:

- o the Federal Statistical Office of Yugoslavia (FSOY)
- o the Statistical Office of the Republic of Serbia (SORS)
- o the Statistical Office of the Republic of Montenegro (SORM)

* This report concerns only Serbia, Montenegro plans to carry out the census in 2003 applying the same questionnaire as well as methodology.

¹ In this period a census was undertaken in the following years: in 1834, 1841, 1843, 1846, 1850, 1854, 1859, 1863, 1866, 1874, 1884, 1890, 1895, 1900, 1905 and 1910.

² Because of the exclusion of Kosovo and Metohija, the 2002 Census in the Republic of Serbia covered about 88% of territory, 76% of localities and about 80% of the 1991 Census total population.

Legislation

As a rule, a census is taken every ten years (in the first year of each new decade). Census taking is governed by the relevant federal and republican laws.

Under the Federal Law on the Census of Population, Households and Dwellings (Sluzbeni list SR Jugoslavije, No. 74/1999 and No. 21/2001), FSOY prescribes the census methods and contents of the tables and coordinates and supervises census taking. According to the two republican laws – the Law No. 12/2000 for the Republic of Serbia and the Law No. 01-2915/2 and its two amendments for the Republic of Montenegro – the project is prepared, organised and conducted by the republics' statistical offices in the respective territories.

According to the law, census data can be used exclusively for statistical purposes. Neither enumerators nor other participants in the survey are allowed to disclose data gathered from persons and households.

The completion of the project is linked to 31 December 2004, when the publication of the last tables containing the final census results is expected or, in other words, to March 2005, when the final census report must be submitted to the Parliaments (of the Republic of Serbia and the FR of Yugoslavia) by SORS and FSOY. The same applies to Montenegro one year later.

Registers

There are no centralised population and administrative registers in Serbia-Montenegro. During the 1980s, the system of unique personal identification numbers (PIN) was introduced. However, in some parts of the country (i.e. regions where ethnic Albanians constitute the majority population), a large number of inhabitants have no identity papers and, thus, no PIN.

Preparatory phases and questionnaires

Preparations for the Census began in 1998 and were linked to the conference entitled 'Population, Household and Housing Census 2001', which was attended by statistical offices' experts and researchers from the universities and research institutes (demographers, sociologists, geographers, etc.).

Four questionnaires (P-1 to P-4) and two ancillary forms (P-1/IN and PL) were prepared and used:

- Form P-1 was the basic individual questionnaire for the enumeration of citizens, foreign citizens and stateless permanently residing in the country, regardless of their presence at census date, as well as all refugees from former Yugoslavia and internally displaced persons (IDP) from Kosovo and Metohija, regardless of whether they had acquired the citizenship or not;
- Form P-1/IN was an ancillary form designed for citizens temporarily

- employed abroad and their family members;
- Form PL designed for persons employed in the country;
- Form P-2 for households and housing units;
- Form P-3 for collective households;
- Form P-4 served as a control form for enumeration districts.

Different to previous experiences, many adjustments were made to UNECE/Eurostat international recommendations for the censuses to be taken around the year 2000. This refers specifically to the concept of resident population (as opposed to earlier censuses, when the *de jure* concept was adopted; the total population obtained by the 2002 Census is based on the *de facto* concept). Questions on religion and ethnic affiliation were not compulsory, based on Article 45 of the Constitution.

The greatest departure from the recommendations was made concerning the enumeration of households in possession of land or those engaged in agricultural production; not stipulated by international recommendations. However, in contrast to earlier censuses, the number of questions on agricultural holdings and production were significantly reduced.

Since 1991, there has been extensive (re)construction throughout the territory. However, the process of updating statistical area boundaries based on the Cadastre of Communes was slow and incomplete. Later the FSOY Information Technology Centre used the settlement database derived from the 1981 and 1991 censuses. The new census provided an impetus to the efforts to revise the entire census territory and establish continuous settlement statistics. FSOY established a Census Working Group and GIS specialist post and in co-operation with other national authorities and private companies proceeded to update the address register (streets and building numbers), to verify the existing statistical area boundaries and their descriptions, to divide each statistical area into enumeration districts and to produce relative maps⁽³⁾. Finally boundaries were allocated to 7 393 settlements and 210 communes were established with a detailed mapping system at the city level. The maps were prepared in a digital format linked to settlement codes. For specified regions (e.g.: Belgrade Urban Area), GIS tools were applied to enumeration districts.

Staff training began in 1999. Otherwise, the training of census enumerators, trainers and inspectors directly involved in the census process lasted three days each. The 2000 Pilot Survey was not based on a representative sample.

Preparatory work in Montenegro is proceeding well. Thanks to the implementation of a PHARE project, started in April 2002, SORM is receiving technical assistance from international experts. This opportunity is mainly targeting census geography and data processing.

³ In the Republic of Serbia, the Geode Office is responsible for updating mapping, while in the Republic of Montenegro the Land Use Office is preparing to adopt remote sensing techniques for this purpose.

Publicity and information

Just before the census, as well as during, messages were placed in the media TV and newspapers, concerning the census. The importance of the census was stressed and the population was invited to take an active part. Modern advertising methods were used, including billboards in five languages, and press conferences were held at statistical offices (SORS and FSOY) where representatives from the media were supplied with more detailed information. The same information was provided over the Internet on the FSOY website, in Serbian and English. Generally, the public was well informed of the organisation and relevance of the census. The public displayed a significant interest in this major statistical undertaking.

In Montenegro, publicity activities are being prepared under broader procedures to increase visibility of the SORM and its activities. Design of a logo and the creation of the Internet site are part of this objective.

Field operations

The census questionnaires were completed by the enumerators through interviews based on the response of each inhabitant or other member of the household in the name of those absent. Only persons temporarily employed abroad, soldiers and prisoners were exempted, as they were able to personally fill in the form and return it via mail (or the Internet for persons temporarily abroad). In addition, ancillary forms for employed respondents were completed at their work place and collected by enumerators visiting their households.

Field operations were undertaken from 1 to 15 April 2002, except for the communes of Bujanovac, Presevo and Medvedja where they continued until 25 April (only for IDPs from these communes located in Kosovo and Metohija). A large number of ethnic Albanians (about 90%) in the three above-mentioned communes had no PIN, thus making checking more difficult.

Data quality control was performed on the basis of 0.5% of the sample.

Data processing

Data entry was carried out manually. Because of the lack of financial resources, optical reading was not possible (in contrast to the 1991 Census). Logical control and coding were applied. SORS and FSOY used their own software programs, and no other software program currently available on the market was used.

The exploitation of data will be total. One result of the census means a database exists covering the entire population to the settlement level. At the communal level, databases exist covering occupation, activity and education. Only partial use of GIS applications is planned. Results will be disseminated in printed format, in almost 20 books containing the relevant regulations. The final results will be available on CD-

ROM, as well as on the SORS and FSOY websites. All final results will be available by December 2004.

In accordance with data protection measures individual data, such as name and surname of an individual, were not used but became anonymous data, absolutely protected from possible abuse.

Costs

The census in Serbia is financed solely from domestic financial sources, without any foreign aid. It was anticipated that the total costs should amount to about €18 million – about 95% from the budget of the Republic of Serbia and the rest from the federal budget.

Of the total amount of these resources:

- 92% was earmarked for the SORS;
- 4.5% for the FSOY (for the costs of census taking as stipulated by the Federal Census Law), and
- 3.5% for the Republican Surveying Institute (for the costs of delimiting enumeration districts).

The Law stipulates that the funds for covering census costs should be allocated out of budgetary resources over four years (2001, 2002, 2003 and 2004). The breakdown of costs by main/special budget lines is not anticipated. However the responsible offices are obliged to submit the financial report to the Parliaments on budgetary resources and their use and on the task performed within the programme for that year by the end of next March.

The original amount of funds for Montenegro (as under the Census Law) is around €2.7 million, 77% of which is to be disbursed in the calendar year and will include enumeration.

Conclusion and future plans

The 2002 census encountered numerous problems in the preliminary phases. This was a result of international sanctions against the country (lack of communication with international institutions and non-participation at international conferences organised for the 2000 census round under the auspices of UNECE and Eurostat). Because of the difficult economic situation, and the unavailability of international grants, available financial resources to cover census costs were relatively small, thus preventing the use of new technology.

Frequent political crises had an unfavourable effect on preparations for census taking and on the process itself. As mentioned above, the 2002 Census was the first census that was not taken throughout the entire territory. Moreover, it was not known if the census would be boycotted by the Albanian minority in southern Serbia until about ten days before enumeration. Some political parties used the census to promote their

political views, which was in contravention of the law (i.e. direct political pressure relating to reporting of one's ethnic nationality, religion and mother tongue).

Despite these limitations the first results showed that the census, where it was taken, achieved almost total success. A successful result is expected for the survey in Montenegro next year.

There is wide scope for direct application of census results because of their abundance. The results used for statistical purposes provide a basis for annual population estimates (there is no subsequent revision of earlier annual population estimates for the inter-censal period), as well as for population sampling for further surveys.

At the time it is not contemplated that census taking will be abandoned. Most likely the next regular census will be taken in 2011. In view of the fact that the country's international isolation is over, conditions have been created for a more intensive adjustment to international statistical standards. It is anticipated that there will be an increase in financial resources for statistical purposes. It is planned that a more intensive introduction of the population register and the application of new technology on a larger scale – especially GIS – will be implemented.