

**Report on the Civic Monitoring of the Census in BiH 2013 –
Popismonitor.ba**

**UG “Zašto ne” - Sarajevo
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INTRODUCTION

Population census represents the most significant research in a country, through which are gathered, processed and published data about the population, households, and dwellings.

Census is conducted in all countries in the world, every ten years, and the latest census in Europe was conducted in 2011. Bosnia and Herzegovina, did not succeed to conduct the census together with the other European countries, because the country had not fulfilled all the legal provisions necessary for the realisation of such process, i.e. it had not adopted the Law on Census (adopted in the beginning of 2012). The census in BiH was organized from 01-15 October 2013, i.e. 30 September, 24:00 is considered a reference date for the population census. This implies, that any changes that occurred following this date will not be registered with the census, and all persons born succeeding this date, will not be registered during this census cycle.

Primary goal of the census is to show how many people live in Bosnia and Herzegovina, where they live, what is their occupation, what is their average salary, and other information which is key for the future social, economic, and other policies, and projects in the country, for attracting foreign investors, as well as for the country's road to the EU.

The population census is conducted on the basis of the Law on Census of Population, Households and Dwellings, adopted in the beginning of 2012. The adoption of the Law on Census was one of the requirements that BiH needed to fulfil, as part of the Stabilization and Association Agreement (SAA) with the EU. Besides the Law on Census on state level, there is also a Law on Census in Republic of Srpska. Bosnia and Herzegovina obliged itself to conduct the population census in accordance with the international standards, defined by UNECE and Eurostat, adopted by the European Commission in 2010. BiH also obliged to follow the fundamental principles of official statistics adopted by the UN Statistical Commission, the European Statistical Code of Practice, as well as the standards for protection of data, stated in the Convention for the Protection of Individuals, of the Council of Europe that refers to the automatic processing of personal data, and relevant European Union's provisions that are in force.

The 2013 Census was a classical, field population census conducted with the engagement of enumerators. Census was organized and conducted by statistical institutions in Bosnia and Herzegovina - Agency for Statistics BiH, Federal Institute of Statistics and the Institute for Statistics of the Republic of Srpska, in cooperation with the Ministry of Communications and Transport, which was were delegated by Council of Ministers of Bosnia and Herzegovina to do coordination of census activities. Census was conducted In cooperation with different administrative bodies and organization, the authorized administrative bodies and organizations on entity level, the authorized bodies in Brčko District, and the units of local self-government. The Agency for Statistics of BiH assessed that a number of 23.000 persons participated in the preparation and the realization of the Census 2013.

The International Monitoring Operation (IMO) was established by the European Commission in 2012, upon invitation of the Council of Ministers of BiH, to ensure that the Census preparations and implementation comply with European and international standards. The IMO is comprised of representatives of: EUROSTAT, chairing the Management Group, European Commission Directorate-General for Enlargement, CoE (Council of Europe), UNSD (United Nations Statistics Directorate), UNECE (United Nations Economic Commission for Europe) and UNFPA (United Nations Population Fund).

UG "Zašto ne" and Koalicija "Jednakost" (Coalition "Equality") launched the PopisMonitor (CensusMonitor) campaign in the beginning of September 2013, due to lack of relevant informative campaign from the authorized state and entity institutions. The campaign aimed to inform the citizens on the census process, to identify the problems occurring during the census, to provide the necessary support in solving emerging problems and to assess the integrity, quality and credibility of census and the data gathered in census-taking process, through direct contact with the citizens.

The planned and implemented activities of the CensusMonitor include: quality analysis of the legal framework for conducting the Census 2013, analysis of the implementation of the official acts which regulate the census (fulfilment of provisions, procedures and deadlines for conducting the census), analysis of compliance of methodology of the 2013 Census in BiH with the international standards, monitoring and analysis of all aspect of the census process (preparation and implementation, data entry, data processing, publishing of results), monitoring of the work on the field through communication with the citizens (civic monitoring), examining of the quality of the census via questionnaires for enumerators, and registered persons, survey of the citizens' satisfaction with the census process and quality analysis of the official media campaign for the census 2013.

Civic monitoring of the census has been put in the focus of the campaign, aiming to help reduce all potential abuses of the process to minimum.

The civic monitoring of the census was conducted in direct communication of the team of CensusMonitor with the citizens, through street actions, website CensusMonitor.ba, e-mail, info-telephone lines, and online social networks. During September and October, www.popismonitor.ba recorded over 40.000 unique visits. A number of app. 120.000 informative brochures with basic information and Q&A on the Census, were distributed. The Facebook page of CensusMonitor, for a little over than a month and a half, was viewed by around 200.000 people, and over 3000 people started following its work. During this course of time, the team of CensusMonitor had over 100 media appearances in media, both local and international, on the topic of 2013 Census.

CHAPTER I: METHODOLOGY OF THE REPORT ON THE CIVIC MONITORING OF THE CENSUS IN BIH 2013

The Report on the Monitoring of the Census 2013 in BiH came out of the need to document the process of census' civic monitoring, assess the census process from the perspective of civil society and citizens in general, and to estimate how useful and credible the census data would be once it is published. Based on that, the goals of the civic monitoring were set as follows:

- Record and document irregularities in the census process
- Survey of citizens' satisfaction with conduction of the 2013 Census
- Survey of the satisfaction of persons involved in the census process
- Analyse the quality of official media campaign conducted by the institutions
- Analyse preliminary results of the census
- Analyse the quality of legal framework for conducting the census
- Analyse the implementation of legal framework and IMO/EuroSTAT recommendations

1.1 Recording and documenting irregularities in the census process

One of the basic goals of this civil monitoring project, was to determine and record irregularities which happened before or during the census, whether they refer to the selection of enumerators, objections to Municipal Census Commissions composition, the way instructors behaved towards the enumerators or, on the other end, the way enumerators behaved towards citizens.

For the purpose of recording all problems and irregularities, CensusMonitor team created an interactive map of all reported problems, so that all website users could easily and anonymously, in just a few clicks, report a problem, or see what problems have already been reported and where they came from. Recording of irregularities and problems was also being done via email address prijava@popismonitor.ba, social networks and calls or text messages to our dedicated telephone numbers (covering all three largest mobile carriers in BiH) which were active before, during and right after completion of the census.

The problems reported via any of these channels were noted and divided into different categories

1.2 Citizens' satisfaction with conduction of the 2013 Census

One of the goals of this monitoring process was to examine the citizens' satisfaction with the census process itself, after the census was finished. For this purpose, an omnibus research with a representative sample was conducted, where the citizens, randomly picked, were asked questions on how satisfied they were with the census process. Omnibus research was conducted by Ipsos agency, and it covered 1015 persons of both genders, over 15 years of age, living in cities and villages all around BiH. The research was conducted in both entities and the sample also covered all 10 cantons in the Federation of BiH. The research was conducted from 105 starting points which were chosen by a random number generator from the Ipsos base of polling places (CIK, 2012), and the households inside starting points were chosen by "random walk" method. Answers were gathered through method of face-to-face interview in interviewee's household.

Question about the level of satisfaction with the census process, used during the survey, included open questions with multiple answers and closed questions with two types of answers (positive and negative).

1.3 Satisfaction of persons involved in the census process

Apart from analysis of satisfaction of citizens, CensusMonitor team conducted the analysis of satisfaction of the persons involved in the census process itself. This was done through half-open questionnaires with specific questions for every group of interviewees: 15 questions for employees of three statistical institutions in BiH and 12 questions for the enumerators.

Surveys with institutions were performed in writing, while surveys with the enumerators were performed via face to face interviews and additional methods such as Skype and phone interviews and email.

1.4 Quality of media campaign conducted by the institutions

Three statistical institutions in BiH conducted media campaigns before and during the census. The campaigns consisted of broadcasting video clips on television stations, radio jingles, adverts on web portals and in print media, informative leaflets and brochures distributed in the cities and outdoor campaign (billboards and city lights).

After the completion of the census, CensusMonitor team gathered information about the costs of media campaign and sources of campaign funding; and analysed the campaign content and reach of messages communicated to the public and their relevance to the citizens.

1.5 Analysis of census preliminary results

One of the goals of civic monitoring was to analyse the implementation of the enumeration and preliminary counting process by examining the data which was published as its result, as well as to assess the influence of possible unlawful actions on the implementation and results of the census.

In this report we analysed the quality of preliminary results published by the Agency for Statistics and we compared them to the previously existing statistical data. Being that the preliminary results of the census contained only the number of enumerated persons in municipalities; the analysis was conducted by comparing census results to the demographic trends in the official records of statistical institutions in BiH.

1.6 Analysis of the quality of census' legal framework and its implementation

The analysis of the legal framework looked into the legislation on the census to establish the areas which were potentially not adequately regulated by the law, opening room for different interpretation, or leaving important parts of the process unregulated entirely. Also, the implementation of the deadlines set out in the census legislation and other recommendations and documents is followed, as well as. This research has been carried out through desk research on census legislation, IMO reports,

media reports, analysis of citizens' reports sent to CensusMonitor, and interviews with persons involved in the census process.

CHAPTER II: LEGAL FRAMEWORK

2.1 History of legal framework adoption and development

The Law on Census of Population, Households, and Dwellings in Bosnia and Herzegovina represents legal framework for conducting the Population Census. This law defines the rights and obligations of all actors, i.e. the organizers, the enumerators, and the citizens.

The draft Law on Census of Population, Households and Dwellings in Bosnia and Herzegovina 2011, was proposed for the first time at the House of Representatives, at the Parliamentary Assembly of BiH (PABiH) by MP Momčilo Novaković (SDS). The Constitutional Commission did not support the principles of the proposed law, and it was removed from procedure at the 36th session of the House of Representatives, held on 08 October 2008.

The proposed law envisaged that the population census in BiH would be conducted in 2011. The same law envisaged that the census of the population, among other data, would also include the question of nationality, faith and mother tongue, which was unacceptable for a number of delegates from Federation of BiH.

Some of them stated that they do not support “ethnic census”, arguing that the law, in its draft version, legalizes the results of wartime ethnic cleansing. Another group stated that the law does not meet the minimum criteria for conducting a legitimate census, and that, at that very moment, the census remained still a political issue.

On the other hand, MPs from RS took the position that it is impossible to conduct a census without including the questions about national and ethnic identity. The MPs from RS also stated that failing to adopt the Law on Census in PABiH, will not prevent RS to conduct a census in 2011 in their entity. The entity census, however, did not take place in 2011.

On 20.08.2009, The Council of Ministers of BiH adopted the draft Law on Census of Population, Households, and Dwellings in BiH 2011, after which the law was sent to parliamentary procedure on 02.09.2009. This draft law was discussed at the 70th session of the House of Representatives of PABiH, held on 21.01.2010. The House of Representatives rejected the draft law in its first reading, with 16 votes in favour of the law (4 from the Federation of BiH, and 12 from the Republic of Srpska), and 19 votes against (17 from the Federation, and 2 from the Republic of Srpska), without any abstentions.

On 21.05.2010, the interim Commission of PABiH House of Representatives confirmed the latest version of the draft Law on Census of Population, Households, and Dwellings in BiH 2011. In compliance with the earlier conclusion, the House of Representatives sent the draft Law on Census to regular parliamentary procedure, in order to improve it through amendments. This suggestion came from the members of the Commission from the Republic of Srpska.

SNSD requested removal of the parts of the draft which envisage that 1991 Census results are applied until Annex VII of Dayton Peace Accords (on return of refugees and internally displaced persons) is fully implemented; or to start applying the 2011 census results beginning with the year 2014. These suggestions were not supported. Besides all the obligatory questions, the draft Law on Census of Population ensured that all citizens of BiH voluntarily declare their ethnic and religious belonging, and to voluntarily answer the question in regard to their mother tongue.

The House of Representatives of PABiH supported the draft Law on Census of Population, Households, and Dwellings in BiH 2011 in the first reading, at the session held on 30.06.2010. This draft law, prepared by the interim Commission of the House of Representatives, was voted for by 23 MPs, with 7 votes against by MPs from Stranka za BiH, and 1 abstention.

This draft also provides that, until the implementation of Annex VII of the Dayton Peace Accords is completed, the 1991 Census data on the ethnic structure of the population would continue to apply for the forming of government at all levels of BiH.

The PABiH House of Peoples supported the draft Law on Census of Population, Households, and Dwellings in BiH 2011, which was previously adopted by the House of Representatives, at the session held on 13.07.2010.

Among other things, the draft law prescribes that the citizens of Bosnia and Herzegovina can, but don't necessarily have to, declare their national/ethnic, and religious belonging. The law also defines that even upon completion of the census 2013, the forming of government at all levels in BiH, will be based on the data, in regard to the ethnic structure, of the population from 1991 Census, until the final implementation of Annex VII from the Dayton Peace Accord. The Deputy of the Chair at the House of Peoples, Dušanka Majkić, during the discussion, presented the position of Serb delegates, stating that they support the principles of the proposed law, but the further support to the law would depend on the removal of this provision. Thus, SNSD submitted an amendment to the Article 48 of the draft law, which defined these matters, requesting that the Law on Census defines who, when and under which conditions can establish that the Annex VII, the return of refugees and dislocated people, is completed.

This law was in procedure under two parliament majorities, in two different mandate structures at the Parliamentary Assembly of BiH. Main obstacle for adopting this law was in the House of People of PABiH, due to the mechanism for entity veto, and veto for protection of the vital national interest.

The law was eventually adopted by both houses of PABiH on 03.02.2012, after the Article 48. (Provision on 1991 Census results), which was the main matter of dispute in previous drafts, has been omitted from the final version of the law.

Upon its adoption, the law has been amended just once, in February 2013, in order to postpone the time of Census from April 2013 to October 2013. The changes introduced new deadlines and timeframes of the Census. The only other change made in the law was the extension of census activities' financing to the year 2016.

2.2 Description of the legal framework of the Law on Census

The Law on Census of Population, Households, and Dwellings in Bosnia and Herzegovina in 2013¹ has defined: content, preparation, organisation and conduction of census, duties and responsibilities of state and other institutions and organisations involved in the census, duties and responsibilities of the people being enumerated and enumerators, publishing of results and the financing of the census.

The law also defined terms related to census, such as: usual place of residence, permanent residents, private household, institutionalised household, housing fund, objects for lodgement, conventional lofts, separate, independent and conventional residence. Units that are covered and units that are not covered by census were also defined, as well as the sum of permanently residing population.

Units covered by census are citizens of BiH with residence in BiH whether they are currently present or not, foreign citizens with permission for part or full time residence in BiH whether they are currently present or not, people without citizenship and the households and dwellings of the above mentioned categories.

Units not covered by census are diplomatic and consular staff of foreign diplomatic and consular branches, representatives of international institutions and their family members if they are residing in BiH with them, members of foreign police and military forces and members of their families if they are residing in BiH with them, and flats which are property of other countries.

Sum of permanently residing population for every territorial unit is a sum of people who have their *usual place of residence* on that territory and are currently present, as well as people who have their *usual place of residence* on that territory and are currently absent (but only if they are absent for under a year). People who are, at the time of the census, present in the territorial unit but they don't live, or aren't expected to live there for at least one year are *temporarily present population* and do not count into the *sum of permanently residing population*.

The law defined the topics that will be covered by the census, such as what is relevant data about the population, households and agricultural economies. The law states that the person who is being enumerated must answer all questions in the census form thoroughly and accurately. It also stated that there should be equality amongst languages and the protection of national minorities must be guaranteed (in a way that all national minorities have the right to see the census form in their own language).

It was also stated that citizens *are not obligated* to answer questions about nationality/ethnicity and religion.

Enumerators and all other working on the census are obligated by law to uphold the secrecy of data presented to them by the citizens during the enumeration process. It is also provided that this data will be used for statistical purposes only.

¹ *Law on Census of Population, Households, and Dwellings in Bosnia and Herzegovina in 2013*, Official Gazette of Bosnia and Herzegovina 10/12, Sarajevo, 2012.

URL: <http://www.bhas.ba/census/Zakon%20o%20popisu-en.pdf>

The law also defined duties and responsibilities of Agency for Statistics of BiH and entity statistics institutes, and the existence of common database; set up of special ad hoc bodies such as census bureaus (Central census bureau, Statistics agency census bureau, census bureaus of entities' statistical institutes), cantonal and municipal census commissions, as well as Ministries involved in the census process (on the state, entity and Brčko District level). It is provided in the law that ethnic/national structure of staff working on inputting, processing and controlling of data, must reflect ethnic/national structure of the 1991 census.

Changing the names and boundaries of municipalities and smaller units of local government was prohibited before 31st of October 2013, as well as changing the street names and numbers.

Enumeration of diplomatic staff and their families, enumeration of prisoners, military personnel and persons living abroad was also defined, along with timeframes for publishing the census results.

The law also defined financing of the census in BiH and abroad and penalties for citizens who refuse or give inaccurate answers to the questions, as well as penalties for census staff.

The law defined that methodology of the census, including tasks for prescribing and publishing methodological instruments of the census, responsibility for printing the census materials, cartography work etc., will be developed by Agency for Statistics and in cooperation with entities' statistical institutes. The Methodology for preparation, organization and taking the 2013 Census of population, households and dwellings in Bosnia and Herzegovina² has been developed and published in August 2013.

Additionally, the full legal framework for 2013 Census in BiH also includes:³

- The Law on changes and amendments to the Law on Census of population, households and dwellings in Bosnia and Herzegovina in 2013
- The Manual for organizing and implementation of the Census on population, households and dwellings in BiH 2013 at the territory of Federation of BiH
- The Law on organizing and implementation of the Census on population, households and dwellings in 2013 in Republika Srpska
- The Law on changes and amendments to the Law on organizing and implementation of the Census on population, households and dwellings in 2013 in Republika Srpska
- Regulation (EC) no 763/2008 of the European Parliament and of the Council of 9 July 2008 on population and housing censuses

² *Methodology for preparation, organization and taking the 2013 Census of population, households and dwellings in Bosnia and Herzegovina*, Agency for Statistics of BiH, 2013.

URL: <http://www.bhas.ba/Popis%202013/Metodology%20-%20eng.pdf>

³ All the documents mentioned are available at the Agency for statistics of BiH website on the 2013 Census, at the address <http://www.popis2013.ba/index.php/bs/legislativa.html>

2.3 Quality and implementation of Census legal framework

In assessing the quality of the adopted legal framework, we will first give a short overview of IMO's Assessment Report conclusions on the topic. In the First Assessment Report, it is stated that "The law is quite comprehensive and should provide a sound ground for the preparation and the implementation of the census", but that some points have to be further clarified - namely, the enumeration of persons living abroad, the sharing of responsibility between agency and statistical institutions and control of accuracy of answers to census questions. Some concerns are also raised about the role of municipal commissions, more precisely the fact that their members will be nominated by the local self-governments, which cannot be considered an impartial agent in the process. In the Second Assessment Report, the problems regarding financing and budgeting have been acknowledged. In the Third Assessment Report, the possible risk of different interpretations of the Census Law provisions on central database is noted.

However, several serious issues with the Census Law have not been noted in these reports. The first and the most important one is related to personal data protection, which has been regulated rather vaguely in the Census Law. Article 15 of the Law states that:

"(2) The protection of personal data shall be performed in accordance with the Law on Protection of Personal Data and the Law on Statistics of Bosnia and Herzegovina."

However, none of these laws refer to specificities of census-related data, thus offering no clear provisions on numerous situations and issues which arise from the census taking process, the most important one being the destruction of personal data collected through the census. The imprecise provisions on data protection continue further in the law, including Article 16 which states that "Data collected by the Census shall be used for statistics purposes only", without giving any provisions on destruction on data which is not needed for statistical purposes.

Article 20 prescribes that the Agency shall "Take care of storing, safekeeping and destroying the Census material", while Article 22 gives ownership over common database which "includes all collected and processed data" to all three statistical institutions. Article 28 prescribes that

"The director of the Agency shall issue a book of rules on destroying the Census material. The Census forms, organisational and methodological instructions for conducting the Census, and the book of rules on destroying the Census material shall be published in the Official Gazette of BiH and Official Gazettes of the entities and the Brčko District."

The Law failed to prescribe legal deadlines for issuing this book of rules and no sanctions are provided for failing to complete this task. This has proven to be a serious problem, since the method and scope of personal data disposal is still not decided five months after the Census has been completed. The rule book on destroying the census material has never been published, and it is still a complete unknown as to what will happen to personal data gathered through the census and if it will be destroyed at all.

When this fact is taken into account, the provision given in Article 36 of the census law also raises some concerns:

"All the institutions of Bosnia and Herzegovina, the entities and the Brčko District are obliged to allow the Agency to use the databases and records under their competencies (the databases of births, deaths, displaced persons, registers of residence, administrative records of persons sentenced to prison and so on) to carry out control of statistical accuracy and quality of the data collected in the field."

If the matters of destruction of personal data had been precisely defined by the law and/or following legal acts, there would be nothing disputable in this article. However, since this matter is still not solved,

this also leaves room for questions on possible personal data abuse, given that it can also be related to other databases.

The IMO has noted in its reports the problem of enumeration of persons living abroad, referring to persons who are absent from the country longer than one year. However, the situation of persons who are only absent during the census taking period was not taken into account. Article 4 states that "Citizens of Bosnia and Herzegovina with place of usual residence in Bosnia and Herzegovina, regardless of whether, at the time of the Census, they are present in Bosnia and Herzegovina, or absent from Bosnia and Herzegovina", while Article 7 states that "persons usually resident in the place of enumeration but absent, or expected to be absent, at the date of the census for less than one year shall be considered as temporarily absent persons and thus included in the total population of the enumeration area."

However, neither the law, nor the census methodology give any input on the situation where an entire household is absent at the time of the census for a period shorter than one year. No forms or other means of enumeration has been provided for this category of persons. This has also proven to be a problem in the census implementation, one for which no statistical institution had an adequate answer. The result was that families, or single-person households who fall into this category, were not enumerated at all.

The questions 24, 25 and 26 on ethnicity/nationality, language and religion, which were the most discussed and most controversial, were also very poorly regulated within the law itself. Article 12 only states that it is not mandatory to declare ones ethnicity/nationality and religion, while the form of the sensitive questions is left entirely to the statistical institutions' decision. The fact that the law didn't introduce any further provision on this issue has surely influenced the process of formulating this question. If the law provided that the questions cannot be asked in a suggestive manner, or that they need to be formulated as open questions, most of the political issues which arose from the structure of the census form would probably be much less prominent and would have less influence on the public discourse around the census. Furthermore, it is fair to assume that the process of formulating these questions, which took a very long time and considerably polarized the society, giving way for several census-related advocacy campaigns of dubious legality, would be much less critical if the issue was better regulated within the law itself.

Another issue which has potentially compromised the Census' legitimacy is the establishment of cantonal and municipal census commissions, which was also noted in the IMO reports. Articles 25 and 26 of Census law prescribe the establishment of such commissions, but without any provisions that would ensure that they would be free of political influence. It is said in Article 26 that "municipality, town, or Brčko District" will name municipal commissions' members. In practice (and as later established through manuals on census implementation) this meant that both cantonal and municipal commissions were under the control of local/cantonal governments (more specifically cantonal prime ministers and municipal mayors) rather than of an impartial statistical body, which would provide for an environment freed of possible political influences and agendas.

As for the implementation of the legal framework, several issues have been recorded, which both the IMO mission and the local institutions in charge of the Census overlooked, or even misrepresented.

The first and most critical breach of the law was the practice, established on the first day of Census, that census forms were not taken to secure storage spaces for safekeeping of census material. Instead of being stored in secure locations, provided specifically for this purpose with access allowed only to limited personnel as required by the law, the census forms were „stored“ in private homes of the enumerators, where they were taking both the blank and the filled-out forms after their daily work was done. This is in direct breach of both the Law on Census and the Law on personal data protection, since the forms, containing various personal data of BiH citizens, were kept with no oversight whatsoever and could have been accessed by tens of thousands of unauthorized persons. Adding to that the fact that most of the enumerators didn't even sign the statements of confidentiality (let alone the job contracts) before they started working on 2013 census, a conclusion arises that, for the large part of the census-taking process, even the enumerators themselves weren't contractually obliged to keep citizens' personal data confidential.

Additionally, the central location for storage of census material, where all the census forms should have been stored at the end of the whole process, was not provided on time. The storage space was rented at October 9th, only six days prior to the Census closing date. On October 15th (census' closing date) Mirsada Adembegović, spokeswoman for the state statistical agency, announced that the census material won't be distributed to the central storage until next week, adding that the Agency still hasn't employed the necessary personnel for the central storage unit to become fully functional. She also added that census forms will be transferred to the central storage „from the municipal census commissions“– although the forms were not stored in their premises, but in enumerators' homes. This adds to the statement she gave on the second day of census when, confronted with the public outrage on the fact that census material was being taken to enumerators' homes, she falsely claimed that this practice is only endorsed in cases when enumerators are working in distant areas, and that census forms are only kept at enumerators' homes at night, but brought to the commissions' premises the very next day. This claim was proven to be false on the same day when the statement was given.

Legal provisions regarding personal data protection weren't the only ones broken by the institutions in charge of the census process, nor were the census law and the law on personal data protection the only ones being breached. None of the enumerators who were conducting the census were offered to sign a legal contract before the census started, and many haven't signed it until the census was almost done. Prior to census' ending, CensusMonitor recorded a sharp increase in number of reports filed by the enumerators themselves, mostly on the subject of their (illegal) work-status, some of them even reporting that, at a time when all of their work was already completed, they were offered to “give up on the job” because of these issues. This shows that the state institutions had illegally employed app. 20.000 people for census-related jobs. The fact that all the enumerators haven't been put through appropriate training is also in breach of census legislature.

Finally, as mentioned before, the Agency for Statistics of BiH still hasn't adopted all the legal acts required by the law, the most important one being the book of rules on destroying the Census material.

2.4 Effectiveness in the implementation of deadlines and International monitoring operation's recommendations during the census

Preparations for the census were late from the very beginning. The census was first scheduled to be held in April 2013, but because of the unsatisfactory level of technical preparations, the census had to be delayed for six months and was rescheduled to October 2013. This is further explained in the sixth report of the IMO mission in December 2012.

The full report on implementation of IMO's recommendations is available in IMO's reports 1-14, which have been published by the Steering Committee of the International Monitoring Operation on the Population and Housing Censuses in Bosnia and Herzegovina from August 2012 to December 2013.⁴ In this document, we will mostly present the deadlines that haven't been met, according to the IMO Reports. This overview will also present a critical assessment of some of IMO reports' findings in this respect, which were disputed in the process of civic monitoring of 2013 Census.

2.5 Census Law

The Census law has divided the politicians in Bosnia and Herzegovina from its first draft, and it was adopted only after a period of intensive political battle over some articles. The implementation of the law itself went about as fast as the procedure of its adoption, and many deadlines weren't met.

Financial plan (article 38. of Census Law) was adopted with 5 weeks delay, on April 3rd 2013, and was completely finalised in the end of May, with 9 weeks delay.

Establishment, maintenance and ownership of „common data base“ of census data was not finished, being that a common register of spatial units was never established, because, according to the law in Republic of Srpska, jurisdiction over digital register of spatial units belongs not to Republic Agency of Statistics, but to the Geodetic bureau of Republic of Srpska.

Roles, duties and responsibilities of all three statistical institutions were established with 8 weeks delay, although they were mainly already defined by law. A decision that state instructors can work in the entire country was made in May 2013.

Duties and responsibilities of Municipal Census Commissions in Republic of Srpska were harmonized with the state Census law in a way that the Census law in Republic of Srpska was amended. This was done with 8 weeks delay.

Selection of Field Staff in accordance with the Law (article 26., points 4. and 5: ensuring the ethnic composition of the field staff in accordance to the 1991. Census, or, where not possible, providing at least 50% of ethnicities enumerated in the 1991. Census to be represented in the staff structure) was finalised with 12 weeks delay.

⁴ All reports of International Monitoring Operation are available at the Agency for statistics of BiH website on the 2013 Census, at the address <http://www.popis2013.ba/index.php/en/raports-imo-mission.html>

Law regulations in regarding ethnic structure of Municipal Census Commissions were adopted on State level and were transferred to the Census law in Republic of Srpska because of legal hierarchy of the documents. These regulations were 10 weeks late.

2.6 Materials (census forms, maps and training materials)

Logistic preparation of the census (printing of the necessary materials) was also very slow and many tasks were finished at the last moment.

Tender specifications for printing census materials were 8 weeks late and the tender was finally published on April 24th 2013.

The making of draft versions of revised census forms was 4 weeks late. Council of Ministers of BiH adopted the revised census forms on its assembly held on April 16th 2013, with 8 weeks delay. Questions 24. (ethnicity), 25. (religion) and 26. (native language) in the census form were changed to a form of semi-open, and question 19 (entity citizenship) was declared non-obligatory. These changes were made on time.

Adoption of the final versions of census forms happened on time, with adoption of the minutes of the assembly held on April 16th, on the assembly held on April 25th 2013.

Revision and correction of questionnaires and instructions took longer than expected and, as a result, the printing was delayed, but the delay had no influence on planned activities.

Training materials, which were supposed to be revised and adopted in the end of May, were finalised in the end of August, with 10 weeks delay, according to the plan of International Monitoring Operation (according to the plan from the Agency for statistics, the deadline was end of July) and the distribution of the materials was delayed for 2 weeks (mid-September).

Jobs related to making of census maps and final list of enumeration areas by municipality, which were supposed to be finalised by the end of February, were completed with 12 weeks delay. The inclusion of three-digit ID code for buildings on census forms P2 and P3 happened with 10 weeks delay, and the electronic maps for the census were finalised with 6 weeks delay.

Printing and distribution of maps used for census started with 4 weeks delay, although it was supposed to start mid-July.

The detail logistic plan describing the deadlines for workflow of census materials was finalised with 4 weeks delay without any serious implication.

Beginning of printing of the materials was delayed for 4 weeks because of the appeal of one of the bidders, but it was completed on time (mid-July).

Printing of census forms also didn't start on time, but the distribution went on as planned.

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 happened on time, in the end of September.

Distribution of materials for second and third level training (census methodology and census forms) was initially planned from 22nd to 29th of August, but was finalised in the end of August with one week delay. The IMO's report states that, being that the training started on September 6th, this delay had no serious implication.

Most of the MCCs gathered the filled census forms from 16th to 20th October. Until that date, the census forms were stored in enumerators' houses.

Census materials were transported to Central data processing unit in Eastern Sarajevo between 18th and 21st of October.

Procurement of space for Central data processing unit was also late, and the contract was signed well into the Census taking process.

2.7 Enumerators, Municipal Census Commissions, Municipal Instructors and Field Staff

In this domain, the IMO reported that deadlines were met in almost every aspect, but because of late establishment of procedures for payment of enumerators and municipal instructors, significant number of them withdrew from working on the census. Selection of entity, canton and municipal commissions as well as enumerators, was on schedule in almost every municipality. Some municipalities were not able to comply with the deadline for finalised lists (August 31st), and the deadline was moved to September 6th.

Census preparations procedures for payment of enumerators and municipal instructors were established late, which led to a lot of enumerators and municipal instructors not participating in the census.

Contract signing with the enumerators was also late, and some enumerators signed their contracts and the contracts for non-disclosure of personal data, up to 7 days into the census process.

Training for staff involved in the census was completed as planned: first level (state and entity instructors) 26-30th August in Sarajevo and Banja Luka; second level (municipal instructors and members of the MCCs), 6-10th September; third level (enumerators), from 16-20th September.

However, the results of the civic monitoring of 2013 Census dispute some of these findings. The timely selection and training of enumerators, as was reported to CensusMonitor, did not take place in several municipalities. At about ten days prior to the Census, it has been reported by the head of state statistical agency that around 18%, or app. 4000 persons who were selected for enumerators, had decided not to proceed with the job. Whether this trend had continued in the following ten days has not been disclosed, but reports from the field indicate that this could have been the case. Replacements have been hired hastily, some of them only a couple of days before the Census started, so not all of them were able to receive the proper third-level training for the job.

The matter of contract signing with enumerators has also been reported as one of the enumerators' main problems within the whole process. The finding that all contracts were signed 7th day into the process does not correspond with reports which CensusMonitor received from the field. On the contrary, around tenth day of the Census, the number of enumerators who reported that they still haven't been given any contract to sign (either on the job itself, or on nondisclosure on personal data)

started increasing, as they were worried about their legal status as employees and repercussions this might have on the financial reimbursement for their work.

2.8 Census implementation

In this part, recommendations from the IMO weren't met at all until the start of the census in some parts.

An agreement on how to conduct the enumeration in the areas of boundary line was 12 weeks late, and the instructions and methodology on how to conduct the enumeration of BiH citizens who are living abroad for more than 12 months (art. 40-42. of Census Law) were agreed and finalized with 10 weeks delay.

Establishment of a systematic mechanism to number, manage and monitor the coverage of dwellings inside of inside buildings, which was supposed to be finalized by the end of June 2013, was not finished by the start of the Census. This issue was discussed between entities, but a mechanism was not established.

2.9 Internal communication between statistics agencies and communication with the citizens

Unfortunately, communication between entity and state levels in BiH is a problem in almost every part of life in BiH, and that was not different in this case either.

Methods of internal communication between three statistical institutions were established with 12 weeks delay, after the possibility of organising video-conferences was introduced, and the calendar of meetings was scheduled.

Contract for communication campaign with an external company was signed with 7 weeks delay.

Trainings for employees in management and communications were delayed for 66 weeks because of the delay of the census, and Census communications and outreach strategy was also agreed with 16 weeks delay.

The IMO's findings state that information campaign itself was carried out in time, but it is worth mentioning that it was really short and it didn't provide adequate information. The web site which was available was not updated with new information regularly.

2.10 Databases, protection of personal data, information systems and applications

Daily progress report system was completed with 12 weeks delay. Central information monitoring system (CMIS) was also developed with a delay. Its development was finalised just before the census and it was 14 weeks late.

The coding of e-flow platform was finished with 15 weeks delay and testing and full functionality was done with 20 weeks delay. G-code application was programmed with 4 weeks delay and it was not tested in real conditions.

Strategy about protection of personal data was agreed with two weeks delay, and establishment and maintenance of Central database during the processing is not finished yet.

2.11 PES (Post-enumeration survey)

PES survey can definitely be acclaimed as the best part of the census process, being that all obligations regarding the PES survey were done on time.

PES started and was conducted on time (2.-10th November). Training for PES staff started and was conducted on time:

- State instructors (23-25th September)
- Municipal instructors (28-30th October)
- Entity instructors who were just observing the training (31st October, 1st November)

Distribution of PES materials was finalized on time. State instructors controlled the questionnaires and from 11th to 13th November they entered preliminary result into CMIS. Gathering and transport of PES materials to the central data processing place was done on 15th and 16th November (on schedule).

2.12 Conclusion

As this document clearly states, deadlines for completion of most tasks weren't met. One of the main problems that originated from not establishing the procedures for payment of enumerators and municipal instructors was the fact that a significant number of enumerators and MCs withdrew from working on census. Information campaign, which was supposed to be one of the priorities was a total miss, being that it was short, uninformative, and the website was not regularly updated. Protection of personal data, which was, because of the political tensions, most important to the citizens, was seriously compromised being that the questionnaires were kept at houses of the enumerators during the entire census process, and the non-disclosure clauses were signed near the end of census process. Central data processing place was also not made available on time. IT part of the census was also flawed and the fact that is most troubling is that the systems were not tested under real conditions. The census-related bodies were not established in a manner that would protect them from possible political influences and the legal obligation of the states were not met in the process of hiring the enumerators.

The legislative framework was burdened with some serious flaws, but the additional problem was that even those parts which were defined weren't fully implemented in some very important segments. The major problem resulting from all this is that it created more than enough opportunities for data tampering and manipulation in the earliest stages of the process.

Looking at all these facts, particularly those on data protection, it is worrying that no institution, domestic or foreign, had reacted to the fact that the legal provisions on data protection were so severely breached. Moreover, EUROSTAT's representative to IMO mission had even stated that the practice of census materials being taken to enumerators homes is a common one in all the countries that conduct censuses in traditional manner.⁵ However, the survey done by CensusMonitor team has showed that this is not the case. According to replies given by statistical institutions of **Macedonia and Croatia**, the census materials were stored in a special security premises, which satisfied the conditions for storing paper materials. In the case of **Albania**, the enumerators were giving the census forms to the instructors every morning, after which the forms were stored either at the municipality, the local communes, or some rented space. Similarly to the case of Albania, in the country of **Montenegro** the enumerators were turning in the census forms to the municipal instructor on daily basis, after which the municipal instructors took the forms to a specified space at the municipalities, where it was locked. In the end of the census, all census forms were transported to a specially designated space at the Institute for Statistics in Podgorica, where the data was processed.

In **Germany**, although the census is register-based, the questionnaires collected by interviewers during the household survey were delivered and stored at regional census reporting units (ensuring data protection) in the municipalities. For processing (OCR and manual correction), the paper questionnaires were delivered to a small number of OCR service providers. The data of the processed paper questionnaires as well as of the internet questionnaires was stored in a central database. Deletion of paper questionnaires and of their electronic images was scheduled by the census regulation at finalisation of census data processing. In **Poland** the census was entirely done via internet. There were two ways, through self-registration on the website; and by having a visit of the GUS employees. No registration forms were used, and the census was conducting by using HTC smartphones and a special app which immediately encrypted the data. The employees of GUS had no access to the data once it was uploaded and encrypted. A profile could have been created only once and after that, there was no way to change anything on the profile. Out of all the contacted countries, only **Serbia's** statistical office refused to disclose the requested information, leaving room for doubt that its census might have been conducted this way, but not being ready to either confirm or deny this.

In conclusion, BiH institutions haven't adequately done the preparations for the highly demanding task of census taking and by doing so, they compromised the entire process. We hope that this approach will not be seen again in 10 years.

CHAPTER III: CENSUS MONITOR (PopisMonitor.ba) – CIVIC MONITORING OF THE CENSUS

CensusMonitors main ambition was to conduct civic monitoring of the census, which required active participation of citizens as a source of information for irregularities happening in the census process. Apart from that, the goal of CensusMonitor was to provide citizens with all the information needed so they can participate in the census fully aware of their rights and obligations. Monitoring was conducted before, during, and immediately after the completion of the census, and it was conducted through

⁵ The statement was given at the IMO meeting with representatives of civil society, held after the census was completed.

direct contact with the citizens. Answering the citizens' questions regarding the census process, and explaining unclear issues in the census procedures, along with reporting the problems the citizens observed was also done through direct contact.

The monitoring process was conducted using multiple platforms for interactive contact with the citizens. Asking questions and reporting the problems was made possible primarily through our website popismonitor.ba, but also through phone and SMS contact on dedicated numbers for all three major carriers in BiH, social networks (Facebook and Twitter), email (prijava@popismonitor.ba) and through direct contact of the citizens with our activists in the streets of cities all around BiH.

Just before and during the conduction of the 2013. Census, our website (www.popismonitor.ba) recorded over 40.000 unique visits, mostly in a part referring to reporting the problems and irregularities, while around 120.000 pieces of promotional material were distributed in street actions. Judging by all these indicators, it is possible to estimate that our civil monitoring campaign reached around 500.000 citizens, which is around 15% of the entire population of BiH.

3. 1 Awareness raising campaign for 2013 Census

Awareness raising campaign for the census started in the beginning of September, one month before the census was conducted. The campaign included street actions in 34 cities in the entire BiH, information part of the website (www.popismonitor.ba) and outdoor media campaign.

There were 37 street actions with CensusMonitor activists distributing information brochures with frequently asked questions regarding the conduction of the census and rights and obligations of the citizens. The leaflets containing phone numbers of our call centres, through which the citizens could get more detailed answers to their questions and also report the irregularities, were also distributed. Around 120.000 pieces of promotional material was distributed in these street actions.

Street actions were held in following cities:

06.09.2013. – Ilidža; 07.09.2013. – Vogošća; 08.09.2013. – Sarajevo (Wilsonovo šetalište); 09.09.2013. – Sarajevo (Gradska tržnica); 10.09.2013. – Visoko; 11.09.2013. – Kakanj; 12.09.2013. – Ilijaš; 13.09.2013. – Konjic; 14.09.2013. – Goražde; 15.09.2013. – Žepče; 16.09.2013. – Mostar/ Banja Luka; 17.09.2013. – Livno/ Široki Brijeg /Posušje/ Novi grad; 18.09.2013. – Donji Vakuf; 19.09.2013. – Gradiška; 20.09.2013. – Zenica/ Prijedor; 21.09.2013. – Banja Luka; 22.09.2013. – Tuzla; 23.09.2013. – Bijeljina / Brčko; 24.09.2013. – Prnjavor; 25.09.2013. – Travnik; 26.09.2013. – Jajce; 27.09.2013. – Jablanica; 28.09.2013. – Ilidža; 29.09.2013. – Sarajevo (Katedrala Srca Isusova); 30.09.2013. – Doboj; 01.10.2013. – Srebrenica/Bratunac; 02.10.2013. – Prijedor; 03.10.2013. – Hadžići; 04.10.2013. – Ključ; 05.10.2013. Bihać

3.2 Online campaign

The website www.popismonitor.ba was established with the aim of providing user-friendly information to the citizens, as well as provide a depository for their reports and inquiries into the census process. The website contains multiple information sections:

Census 2013. Info – Answers to 48 questions on basic information about the census and its conduction; rights and obligations of the citizens and enumerators; data processing and the protection of data; enumeration of people who are residing outside BiH for a longer time period.

News – This part of the website was used to publish all the relevant news regarding the census, whether it was public statements from the agencies, interviews with relevant persons involved in the census process, news agencies' news, as well as news created by CensusMonitor team, which mostly referenced the irregularities observed by the citizens, who then reported them to CensusMonitor.

Materials and legal regulation – CensusMonitor website provided the relevant documents which regulated the conduction of the 2013 Census. In these sections, the visitors could find final versions of census forms for persons who are currently residing in BiH, as well as the forms for persons who are not residing in BiH for a longer time period; Questionnaires for households; Multilingual collection of questionnaires; Census law; Instructions for organising and conducting the census in BiH and Instructions for instructors and enumerators.

CensusMonitor, in cooperation with Coalition "Jednakost", also created three animated video clips with slogan "Be yourself, declare freely!", as a part of the online video-campaign dedicated to freedom of declaration in the Census. The videos revolved around possible unwanted situations in which the citizens could find themselves before and during the census. The situations and their "solutions" were presented in a relaxed and humorous way, with a common message that *nobody has a right to pressure anyone or jeopardize anyone's freedom of declaration*. Main protagonists of the videos were the humorous "Freedom protectors", showing up when summoned by citizens to defend their freedom of declaration.

The video-campaign's goal was to promote the freedom of declaration on the Census' sensitive issues (primarily questions on ethnicity/nationality), which was seriously threatened due to actions of different advocacy and interest groups, aimed at pressuring the citizens to declare themselves as one of three constituent ethnicities. The problem was made worse with the complete lack of response of Agency for Statistics, or any other state institution in charge of the Census, to these campaigns. Since no reaction came from the officials, CensusMonitor team proceeded with this campaign, along with other means of stressing that freedom of declaration is guaranteed and must be respected.

CensusMonitor's outdoor campaign was conducted in several larger cities in BiH. In total, 14 billboards were put up: 5 in Sarajevo, 2 in Banja Luka and Mostar and 1 in Zenica, Travnik, Tuzla, Brčko and Bijeljina. Billboards were put up on busy locations in the centre of these cities.

CHAPTER IV: RESULTS OF CIVIC MONITORING

4.1 Citizens' inquiries

During the monitoring, CensusMonitor had received a total of 1702 questions from the citizens. Most questions were asked in direct contact with our activists in the streets (a total of 987). Over the phone, 603 questions were received, while 72 was posed through online social networks and 40 via email.

Questions asked by the citizens showed that citizens were fundamentally uninformed in regards to census process, which is a product of delayed and inadequate information campaign conducted by the institutions. Topics that were the most confusing for citizens were: sensitive questions in the census forms (ethnicity/nationality, religion, language), enumeration of absent persons, rights and obligations of enumerators, sanctions for citizens (for giving incorrect answers), content of the census forms and the issue of the data secrecy.

Among the most frequently asked questions were:

“Will I be financially sanctioned if I am not at home when enumerator comes and no-one can give my information for me?”

This question shows that the information campaign conducted by the Agency for Statistics didn't clarify the sanctions in case someone refuses to participate in the census. Official information available only stated the amount of the fines, without clarifying the conditions under which person can be subject to a fine.

“I would ask you to explain what guarantees we have that the census forms will be sent to the Central data processing unit and that the enumerators won't change anything or in worst case just throw away the forms. Is there a way to check if someone was enumerated after the census?”

This kind of question points to the fact that statistical institutions didn't explain the process of storing and keeping the data adequately, which created concerns with the citizens that their personal data might be compromised. These and similar questions were especially asked after it was revealed that the enumerators are keeping the forms in their houses. Also, the location of the Central data processing unit was not known until the census was almost over.

“Can I lose Croatian citizenship if I declare myself as Bosniak and I am a citizen of both Croatia and BiH?”

These questions were asked, in part, because of actions of campaigns carried out to pressure citizens into declaring as one of three constituent ethnicities, and the media was overwhelmed with various misinformation in regards to ethnic/national declaration of citizens, such as one about losing dual citizenship if not declaring as one of the constituencies. Some institutions from neighbouring countries also participated in these campaigns, such as State Office for Croats Abroad which invited all Croats in BiH to declare themselves constitutently. Domestic institutions have done very little in order to eliminate these doubts amongst citizens, which were more than understandable because of wide spreading of various misinformation.

“What will happen to my possessions in BiH if I am not enumerated?”

These types of questions came from people living in the Diaspora, or returnees who feared their legal status, showing that official campaign failed to properly inform them on legal consequences (or, in this case, the lack of such consequences) of the Census. BiH citizens living outside of the country were generally gravely misinformed about the Census by various advocacy campaigns, with no effort made by the official institutions in charge of the Census to prevent spreading of such misinformation.

4.2 Citizens' reports

CensusMonitor recorded 850 reports of the irregularities in the census process, most of which came through telephone lines (458). Citizens reported 205 irregularities through online form on the Popismonitor website, 106 via email and 81 via Facebook page of CensusMonitor.

Most of the reported irregularities were referring to: behaviour of the enumerators - 41,52%; attempt to influence ethnic/national declaration – 24,19%; work of Municipal Census Commissions – 13,72%; employment of the enumerators – 8,66%; personal data secrecy – 7,94%; information campaign – 2,17%; presence of unauthorized persons 1,81%.

As the end of census was approaching, CensusMonitor started receiving reports from citizens who claimed they were not enumerated during the census period from 1th till 15th of October. We have received 62 such complaints, starting with the last two days of the census and continuing after it was finished. The reports came from 17 different cities, majority of which from Sarajevo (33 complaints) but also Bihać, Banja Luka and Tuzla. Most of the reports stated that enumerators have never appeared in their households, or even their streets. Some tried contacting the statistical institutes or census Call center in attempt to get enumerated, without any success.

CensusMonitor recorded problems in 45 municipalities in BiH. Most of the reports came from Sarajevo, Banja Luka, Tuzla, Srebrenica, Prijedor, Gradiška, Trebinje and Mostar.

Of around 850 complaints recorded, 90% of them came from different enumeration areas and present the problems of systematic nature, meaning that they indicate that problem reported was probably occurring repeatedly in that enumeration unit. With that in regard, we can say that the credibility of the census is questionable in more than 500 enumeration areas (around 100.000 census forms). Being that the reach of CensusMonitor's campaign is estimated to around 15% of the population, based on the number of complaints from the citizens there is reasonable doubt in correctness of at least 20% of the census forms.

Some examples of complaints are:

“Enumerators in Domaljevac-Šamac municipality are leading citizens to specific answers on ethnicity/nationality, religion and language, and are filling the census forms themselves for persons who are not currently present.” (Domaljevac-Šamac)

“Enumerator from Pale confessed to me that they got instructions to enumerate people with summer houses twice, once in their place of residence, and once in their summer house.” (Pale)

“Lady who informed me about this event was giving the data for her uncle to the enumerator. She declared him as an Albanian, but the enumerator replied that Albanians in Bosnia are declared as Bosniak Albanians, because that is the agreement made with the Bosnian Albanians Community.”
(Sarajevo)

“The enumerator told me I can’t declare myself as Bosnian and Herzegovinian, only as a Bosnian or Herzegovinian. This doesn’t make any sense, I should be able to declare myself however I want!!!”
(Zenica)

“When he began asking questions, he didn’t read all the offered answers but just the one he thought to be correct; for example, when he came to the ethnic/national declaration the enumerator just read “Bosniak” and without waiting my answer he wrote in “Bosniak”. When I stopped him and told him I don’t want to declare as a Bosniak, he told me: ‘Well, I assumed judging by your name you would want to.’” (Tuzla)

CHAPTER V: POST-CENSUS ANALYSIS OF 2013 CENSUS IMPLEMENTATION

5.1 Institutions, Enumerators, Instructors: Plans, Performance and Issues

In order to provide first-hand information from different actors who were directly involved in the process of conducting the 2013 Census in Bosnia and Herzegovina, we conducted interviews with the entities’ statistics institutes, enumerators and census instructors. The aim was to investigate their experiences, challenges, and issues that each group faced during the census. We used semi-open questionnaires (with specific questions for each group, which can be found in Annex 1. and 2.).

Whenever it was possible, and where there was willingness from the interviewees, the interviews were conducted in person. Other methods involved Skype and phone interviews, or responses to questionnaires via e-mail correspondence. The summary of this assessment is based on responses from a number of seventeen enumerators, the staff of Institute of Statistics of Republic of Srpska, and the Institute for Statistics of FBiH. We contacted the Agency for Statistics of BiH, which informed us that they were unable to give us an interview, because the Central Census Bureau adopted a decision which prohibits everybody at the statistical agencies to give any statements, or respond to any inquiries which refer to opinions or comments of individuals, media, organizations and institutions; to comment on their opinions and information which are outside the scope of their professions; or to engage in any discussions of different types.

The number of conducted interviews is does not aim to present a representative sample, which was obtained by other means.

5.2 Institutions

The information below was provided by the Institute of Statistics of Republic of Srpska and Institute for Statistics of Federation of BiH via e-mail, as a reply to our questionnaire.

5.2.1 Census Campaign in RS and FBiH

In Republika Srpska (RS), the marketing agency Communis was engaged in organizing the census campaign. As officials state, the campaign consisted of different types of TV videos, radio messages, articles in print and electronic media, promotional materials, and billboards that informed the citizens on what census is, what are its goals and the importance of census for planning the societal and economic development. Besides the activities of the agency Communis, officials from the Agency of Statistics contributed to the census campaign by giving dozens of interviews, statements, organized diverse press conferences that informed the citizens about their rights and obligations.

On 01 July 2013, the Institute of Statistics of Republic of Srpska organized a public debate, titled “Popis stanovništva, domaćinstva i stanova u BiH 2013”, where the representatives of the Helsinki Committee, the Association for National Minorities of RS and the Secretariat for Religions of RS got introduced to the importance of the census.

The campaign in the Federation of Bosnia and Herzegovina (FBiH) was under the authorization of the Institute for Statistics of FBiH. According to the information received from the Institute, the campaign activities in this entity started upon the establishment of the Census Bureau, on 06.04.2012. In order to help the citizens to obtain the right information, the established Institute launched the email address “Popis 2013”. From the very beginning of the preparations, until the end of the census process, the Institute received 3.000 inquires, to which it responded in timely manner. Besides the e-mail address, the Institute founded the website www.popis2013.ba where all relevant data was posted.

The website allowed for the visitors of the page to interact with the officials via e-mail and forum. As the officials inform, the website consisted of three parts:

- Results from the census in 1991
- Trial Census 2012
- Census 2013

The subunit Popis 2013 served to inform the citizens on the date of the census, the importance and the goals of the census, who organizes and who conducts it, what is the main role of the Institute for Statistics, which law regulates the census, what are the obligations of the citizens, how is citizens' data protection ensured, what is the manner for registering the army and the prisoners, what are procedures which a person should follow if he/she is not at home, when the enumerators will visit their house, as well as all technical issues which address the fieldwork. The Institute also researched and published on the website the census history as of the beginning of XVII century until today. Among other materials, the Census form available in three languages and different video and radio recordings were also published. The website also contains all the public announcements, news and press conferences

information. Following the census, the updates of the website continued and it now also contains the preliminary results of the census, as well as the bulletin of the preliminary results of the census in FBIH.

5.2.2 Enumerators and Instructors

Instructors' Performance

The response to the question whether the Institutes of Statistics, both in RS and FBIH, are satisfied with the work of the instructors, we received no clear answers. Rather, they responded with what their responsibility and role in the census was. Both Institutes emphasized the key role the instructors played in ensuring good quality training and transfer of knowledge to the enumerators.

Enumerators' Performance and issues

The work of the enumerators during the census was controlled by the entity instructors. One of the issues which both entities faced was the absence of signed service contracts and confidentiality statements with the enumerators prior to the start of the census. The Institute of Statistics of RS stated that this occurred due to mainly technical reasons (update of registration, and withdrawal of certain number of enumerators). They requested from PKLS (Census Commissions of the Units of Local Self-government), that they collect the data (bank account numbers, ID numbers, and birth numbers) of the enumerators while they attended the training. This information was needed for their registration at the CMIS system, so the Institute could prepare the contracts and the privacy statements for signing. However, due to other activities that could not have been postponed (such as allocation of enumerators in different regions, as well as recruiting additional enumerators due to withdrawal of the first choice enumerators, in accordance with the ethnic structure), PKLS did not manage to insert this data in CMIS system on time. Besides the technical challenges, according to the information from the Institute, they distributed the contracts within the first two days of the start of the census, with exemption to the cases of individual enumerators, who were lacking certain data, or have given wrong information. They added that, regardless of the lack of signed privacy statement, the law obliged the enumerators to keep the privacy of data. The Institute did not provide us with the exact number of withdrawals. Among the main reasons for the withdrawal are: finding a full-time job, inability to coordinate university obligations and field work for the census and inability to endure the 12 hour fieldwork. The Institute initially secured additional twenty percent of enumerators and in cases when this number was not sufficient, the entity instructors organized additional training for the new personnel.

The Federal Institute for Statistics explained that the lack of signed contracts and statements occurred due to great number of enumerators' withdrawals prior to the start of the census. Another reason was the fact that all contracts were published collectively for the whole municipality. The process was postponed due to lack of certain data, or incorrectly given data, which led to additional correction of contracts. Nonetheless, they emphasized that this did not have negative influence on the work on the enumerators. According to the information provided from the Federal Institute, the number of enumerators who withdrew was 3.799, whereas the number of instructors was 353. Due to the great number of withdrawals of enumerators during the Census, in accordance with the Procedures for Selection, the census bodies, had to organize two short-term additional training for the new enumerators. They were selected from the preliminary list, but sometimes in order to meet the legally

required ethnic structure, they contacted other municipalities whenever they had additional enumerators of the needed ethnic background.

In regard to the overall enumerators' performance and the irregularities in their work, the Institute of Statistics of RS reported that they have registered a total of 10 irregularities. In four cases, the PKLS was requested to replace these persons, and to abolish the census forms they were in charge of. The irregularities involved filling-in census forms at cafe bars, transfer of census forms over state borders, and conducting census under the influence of alcohol. The enumerators that were filling-in census forms in cafe bars were replaced, in the case of transfer of census materials over border, the enumerator was suspended and all census material was abolished and taken away, the census process in the region 6, 8, 32, 84, and 96 in Srebrenica was repeated and a criminal charge was filed against the responsible persons. The officials from the Institute stated that they will be able to give final evaluation of the enumerators' performance once the data is processed, but they state that there were no major incidents, and the work was conducted according to the given procedures.

The Institute for Statistics of FBiH stated that they haven't registered any irregularities, stating that irregularities reported in the media proved to be manipulations and did not really happen. The officials at the Federal Institute are satisfied with the work of the enumerators and, although there were sporadic occurrences of different issues, they were timely handled.

5.2.3 Payment

In Republic of Srpska, the Institute of Statistics of RS is responsible for the payment of the enumerators. 70% of the payment of the enumerators was done on December 13th 2013, and the remaining 30% were paid on January 29th 2014.

In Federation of BiH, the Institute for Statistics is responsible for the payment of the enumerators. 70% of the payment was provided from an EU grant, and was paid during December 20-27th 2013, depending on the municipality, whereas the payment from the budget of the Federation was paid between December 07-09th 2013. According to the information provided by the Institute, they have come across several challenges which contributed to delay in payment: wrong information in CMIS applications for the name of the bank, the bank account number, the delayed delivery of the information of the Census Commissions, and the replacement of the Federal Minister of Finance.

5.2.4 Conducting the Census: Irregularities

Storage of census forms and privacy issues

According to the information provided by the Institute of Statistics of RS, all census commissions have, in accordance with the procedures, ensured a space for storage of census materials, and security of the place. They state that while the census was on-going the enumerators stored the census forms at their homes because, in accordance with the traditional way of conducting census, there is no practice to deport the census forms to the storage place. They claim that during the census the personal information of the citizens was not endangered at any point, because the census forms were under special control during all phases of the realization, the gathering, the control, the processing, and the

publishing of the census results. The secrecy of data was ensured by signing the secrecy statement by the enumerators, with the Law on Organization and Conducting Census of Population on the territory of Republic of Srpska and the Law on Census of BiH. As we were informed, the Institute in RS has not registered any irregularity in regard to data secrecy.

According to the information provided by the Federal Institute, all PKLS had ensured storage spaces for the census materials with video monitoring, alarm system, and physical protection. The same as in the case of RS, the census forms were stored in the houses of the enumerators while the census was going on, because the traditional way of conducting census (using 'door to door' or 'face to face' method) requires this. They state that they informed the public about the manner of conducting the census, both prior to and during the census, via different special radio and TV programs.

The Federal Institute also claims that the secrecy and protection of personal information was never brought to question and it was ensured at all times. Besides the secrecy statements which all enumerators signed, they were all informed of their obligations under the Law on Census of Population, Households and Dwellings of BiH 2013 and the Law on Protection of Personal Information. Additionally, the Institutes for Statistics signed a "Protocol for Protection of Personal Information" which defines all aspects for protection of personal information during the processing of data. According to the procedures, during the data processing all personal information will be coded, and will not be available neither to the administrators of the data base, nor the administrators of the system. The scanned census forms will also be coded. The safest methods and algorithms will be used to prevent unauthorized access to data, even if someone manages to reach the coded materials themselves. The code for access to the system is divided in three parts, and each institution possesses only one part of the code. Moreover, the document "Data Security Policy" prescribes all aspects for protection of census materials, including the space where the information is stored in print or electronic version, as well as all other aspects of data protection, from the printing of the census forms to the processing of the census material.

Have all the citizens of BiH been enumerated?

Both the Institute of Statistics in RS and in the FBiH stated there are a small number of citizens which have not been enumerated. As they claim, this number is very small, and it is of no significance to the validity of the results. The Federal Institute reiterated the role of each actor while conducting the census, emphasizing that the conducting of census is a time framed process during which the enumerators were obliged to return to the homes which they found empty three times, while leaving a notice for their future arrivals. In some cases, the people were not found at home, and were not enumerated. The Institutes confirmed that the work of the enumerators was under constant supervision of the instructors.

Residential confirmation mechanisms and the Diaspora Issue

In regard to the question whether somebody is a resident of BiH or not, both Institutes of RS and FBiH informed that there were cases of people who live abroad who were enumerated as residents. However, they will strictly follow the procedures and definition stated in the Law on Census, when analysing the data. Upon analysing the data, they will be able to give more specific information of the number of irregularities of this type.

5.2.5 Reactions from the Institutes to external factors influence and political uses of census

Reactions to the campaigns on ethnic declaration

The Institute in RS reacted to the campaigns for ethnic declarations by organizing positive campaign, through which they tried to inform the citizens on the right values of the census, and to explain that the goal of the census is to provide the entity with different demographic, ethnic, educational, economic, migration, and other characteristics of the residents, as well the number of households, which will be used when preparing different economic and social developmental policies, for the use of different EU funds, and other purposes.

The Institute in the FBiH, responded that although they did not react directly, they reacted indirectly by establishing the Call Centre, through which they gave the correct instructions in accordance with the Methodology and the Recommendations of the Conference of European Statisticians for conducting the population census. Moreover, the Institute organized themed and special TV and radio programs, whose aim was to educate the broader public about the importance of the census.

5.2.6 “Unofficial results” published by political parties

The Institute of RS did not react to the publication of the unofficial and unconfirmed data on census results by the political parties. The Institute in the FBiH stated that they had inquiries in regard to these unofficial data published by the political parties and they responded accordingly.

Both Institutes claim that they are not informed on the source of this information published by the parties, and the Institutes of Statistics are the only official bodies which can provide the public with this information. The Institute in RS considers that the information published by the political parties were just assumptions and as such were not in breach of the law, whereas the Institute in the FBiH considers that any publication of such data does imply breach of the law.

5. 3 Interviews with the enumerators

5.3.1 Contract

According to their statement, all enumerators have attended training prior to the census, which lasted 5 working days. Another thing they share in all cases is lack of signed service contract and signed privacy statement. There is only one interviewed enumerator who stated that he signed the contract prior the start of the census (and additional one more person, who joined the team of enumerators as replacement, who signed the agreement on the day when he started working). The remaining enumerators signed both the service contract and privacy statement in the second week of the census process, although the official date on the signed contracts and statement states to be October 1th 2013.

80% of the interviewed enumerators were satisfied with the payment, whereas 20% of them were not satisfied. At the moment when the interview was conducted (January 2014), the enumerators were paid 70% of their salaries provided by the grant of the European Union.

5.3.2 Training

The satisfaction with the training given by the appointed instructors is around 50%. One group of enumerators expressed great satisfaction with the collaboration and help their instructors provided. On the other hand, there is a group of enumerators completely dissatisfied with the training. In their opinion, the training was very superficial and the inputs given by different instructors were not unified. What both groups share to a certain extent, is the perception that the instructors did their job as best as they could, taking into consideration the very short training which the instructors themselves received by the state and the entity institutes. They underline that the instructors had very general knowledge and what they lacked in their training was review of more specific situations that could be expected while conducting the census (e.g. who is authorized to enumerate a person with visual impairment, which person can be considered to be a guardian of a child, how to enumerate the diaspora, etc). Moreover, they consider that the training would have been more beneficial if it lasted longer, and if it was not done in last minute before the very start of the census.

5.3.3 Conducting the Census

Problems

All enumerators unanimously responded that they stored the census materials in their home for the whole time the Census lasted, until its very completion.

Although 80% of the interviewed enumerators announced that they have not come across some major problems while conducting the census, among the 20% most frequently mentioned problems and issues are the ones that concern the Diaspora. As they state, there was ambiguity and lack of unified information from the centre on how to address and enumerate the Diaspora (one group of enumerators was told to enumerate them, whereas another was told not to enumerate them). They consider they were not elaborately trained to enumerate families who live abroad, but wanted to be enumerated (for example at the address of their relatives, etc).

In regard to technical problems, some of the enumerators mentioned the lack of transportation to reach certain areas, which aggravated the process, as they had to walk for hours to reach a certain location. Another problem which several enumerators mentioned was the lack of census forms.

In regard to possible pressures, all enumerators stated they nobody has exercised pressure of any form on them. However, they stated that there were instances where they observed pressure exercised on the local population. Some of them were given papers, and were instructed (mainly from the Islamic community) how to answer the questions that refer to the national/ethnic belonging and religion.

Irregularities

Besides the already stated irregularities (lack of signed contracts, privacy statements, census forms and unified information) the issue reiterated once more by majority of enumerators was the enumeration of the Diaspora.

Another irregularity observed by the enumerators was the lack of transparency in the procedure for granting the number of areas that each enumerator received (which influenced both the amount of work they had to do, and the height of their payment). The enumerators stated that the criteria for the decision on this number were unclear.

5.3.4 Positive and negative sides of involvement in the census process

Positive sides

Most of the enumerators expressed their positive feedback for participation in the process. In their words, they met many interesting people, got new knowledge and were made aware of conditions of people living in different areas.

Negative sides

Among the negative sides mentioned by the enumerators were:

- The lack of legal protection for the enumerators in the contracts,
- Lack of official information for the second part of the payment,
- The fact that they had to take the census materials to their homes,
- Selection of enumerators on ethnic basis which led to employing incompetent people just because they were of certain ethnicity
- Lack of information from the official institutes to the people,
- No good training provided for the instructors and the enumerators.

CHAPTER VI: SATISFACTION OF THE SOCIETY WITH THE CENSUS PROCESS AND EXPECTATIONS ON CENSUS RESULTS

One of the goals of this report was to assess the public opinion on the census process and its various aspects, in order to see what credibility does the process have in the overall public in BiH and what would be the credibility of census results. This was done through a representative sample survey done from January 10th to 25th in BiH. It was done through an omnibus questionnaire with 1015 people (522 women and 493 men) participating. The sample was stratified and individual face-to-face questionnaires were conducted.

The questionnaire consisted of 11 questions related to different aspects of the census:

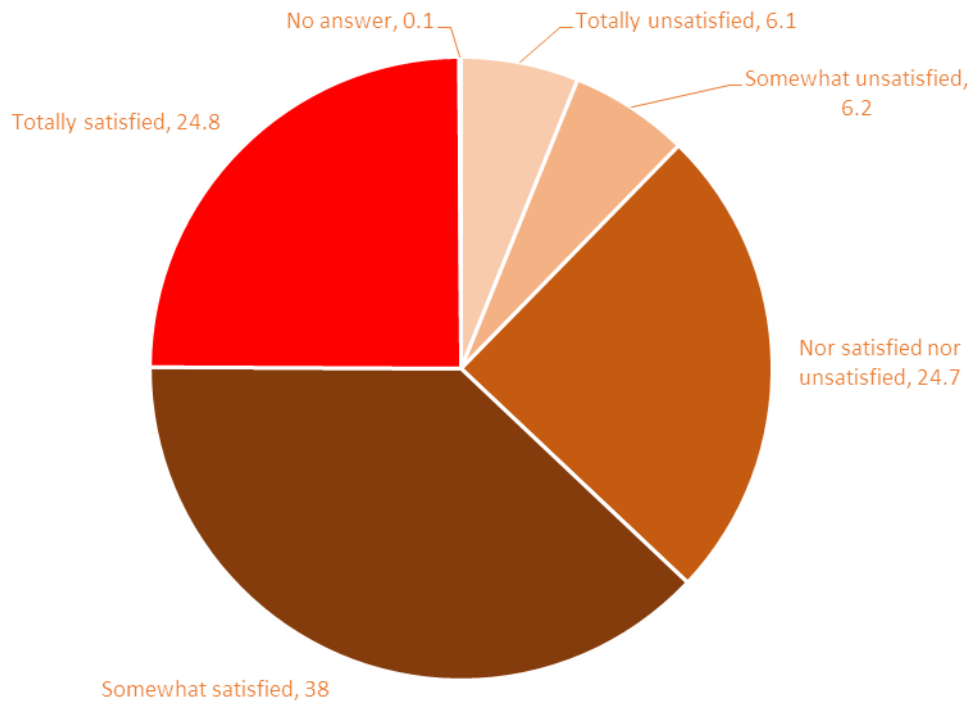
- In general, how satisfied are you with the implementation of the census process?
- How satisfied are you with the availability of the information on the census?
- How satisfied are you with the selection and the training of the enumerators?
- How satisfied are you with the performance of the enumerators?
- How satisfied are you with the work of the responsible institutions (Agency for Statistics BiH, Republic Agency for Statistics RS and Agency for Statistics FBiH)?
- How satisfied are you with the work and involvement of the international community (EUROSTAT, EU)?
- How useful were the information on the census provided by the responsible institutions?
- In your opinion, to what extent was privacy of citizens endangered in the census process?
- In your opinion, to what extent will the census results present the realistic picture of the situation in BiH?
- What is your position on whether the question on ethnicity should have been a part of the census questionnaire?
- To what extent have public campaigns for the ethnic declaration endangered the census process?

6.1 Analysis of citizens' answers and basic findings from the poll

The general satisfaction of the population with the census shows that there is a split within the citizens in their opinion about the census. The general conclusions we can make are that there is only a minority of the population that feels the census was conducted completely to their satisfaction, while there is general satisfaction only in the citizens' attitudes towards the enumerators.

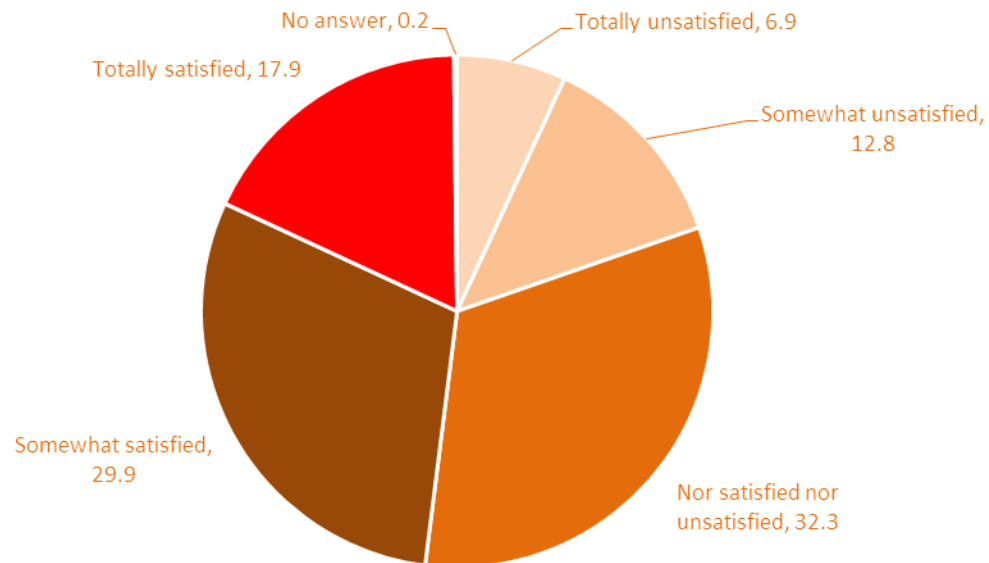
When asked about their satisfaction with the census process implementation in general, 12,3 % of population is dissatisfied, while almost one quarter (24,7 %) of population is neither satisfied nor dissatisfied with the process. Also, only one quarter of the population (24,8 %) is totally satisfied with the census results.

How satisfied are you with the implementation of the Census?



Only 17,9% of the people are totally satisfied with the availability of information about the census that were supplied by the institutions, while a fifth of the population (19,8 %) is not satisfied with this. One third of the respondents are neither satisfied nor unsatisfied with the availability of the information provided.

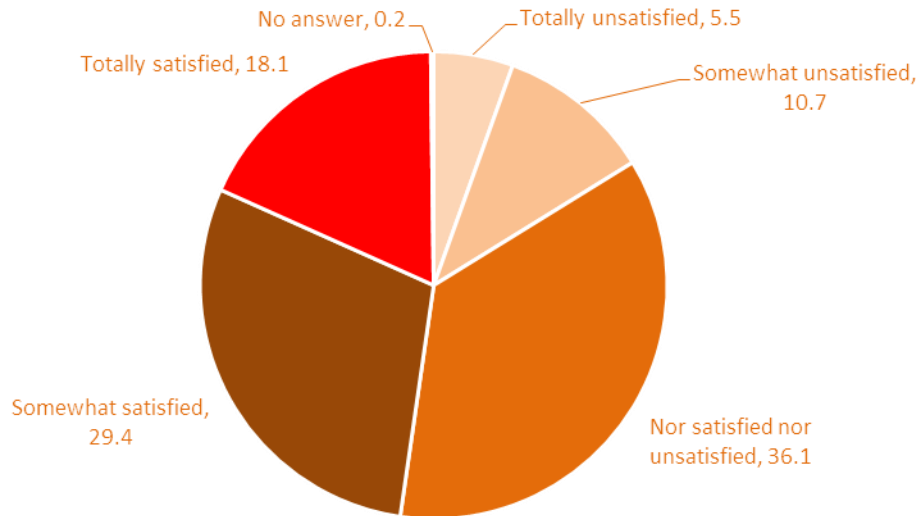
How satisfied are you with the availability of the public data on the Census?



In general, respondents were rather satisfied with the enumerators, both in terms of their selection and training and their behaviour. More than two thirds of all respondents gave a "somewhat satisfactory" or "satisfactory" opinion on this question. However, it is clear that the dissatisfaction is bigger in Republika Srpska, as well as in younger age groups (under 40 years of age).

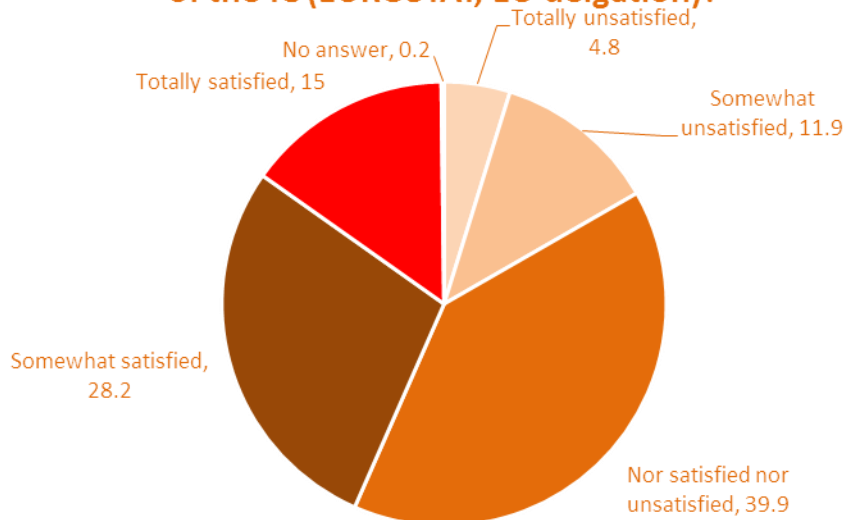
On the question of the work of the responsible institution, the respondents have shown a low level of satisfaction – less than half of the population (47,5 %) is satisfied with the work of the institutions, while only 18,1 % is fully satisfied. This percentage is roughly the same when we look at the distribution between the entities or age groups. Regionally, it the dissatisfaction is highest in Sarajevo canton and Central Bosnia canton (34 and 22 % unsatisfied respondents respectively, with only 9 and 8 % totally satisfied).

How satisfied are you with the work of responsible institutions?



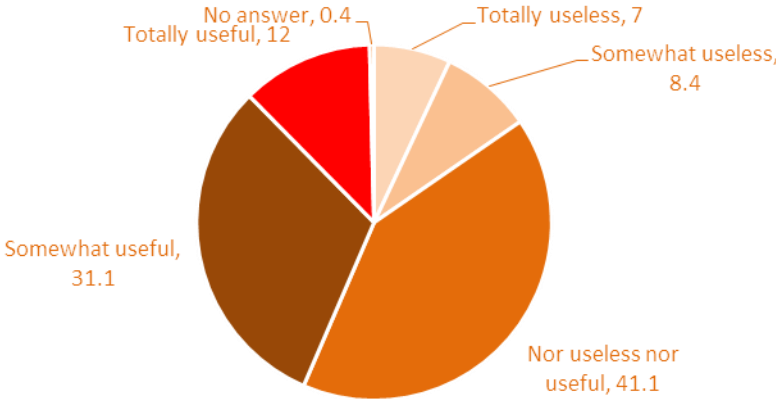
Satisfaction with the work of the international community (EUROSTAT and EU) is even lower than in the case of local institutions. There is only 43,2 % of the respondents that are satisfied, while only 15% are fully satisfied.

How satisfied are you with the involvement and work of the IC (EUROSTAT, EU delgation)?



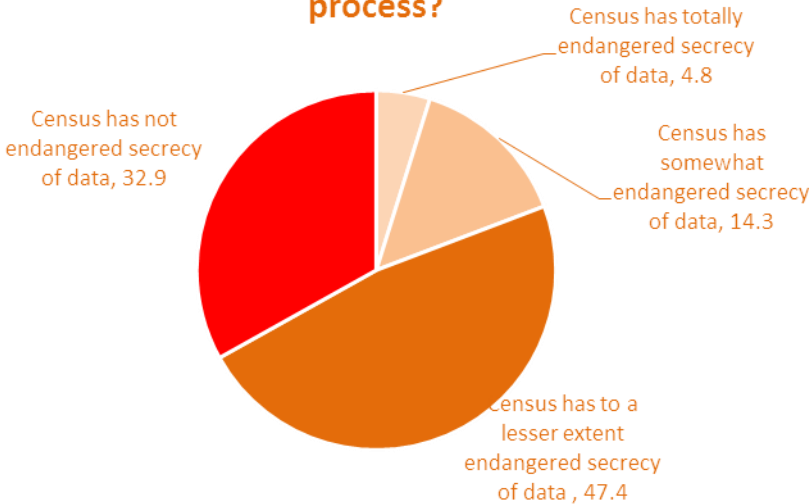
The usefulness of information provided by the responsible institutions corresponds with the level of satisfaction with their work. There were 43,2 % respondents declaring that they found the information useful, while 16,7 % of population finds that the information was not useful to them. Almost 2/5 of the population (39,9%) are neither satisfied nor dissatisfied with the information provided to them.

How usefull was the information provided by the responsible institutions?



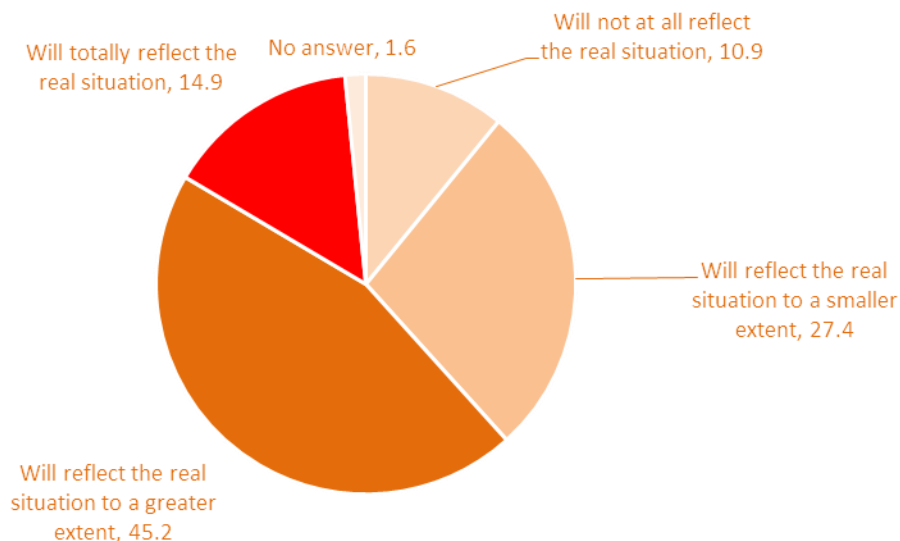
On the question of privacy, approximately one third of the respondents (32,9%) think that there were no problems with protection of privacy, around half of the respondents (47,4%) think that data privacy was endangered to a smaller extent, while one fifth (19,1%) thinks there were substantial threats to the privacy of the citizens. This opinion is distributed in a similar way throughout entities, regions and age groups.

According to your opinion, to what extent was the security of the citizens data endangered in the census process?



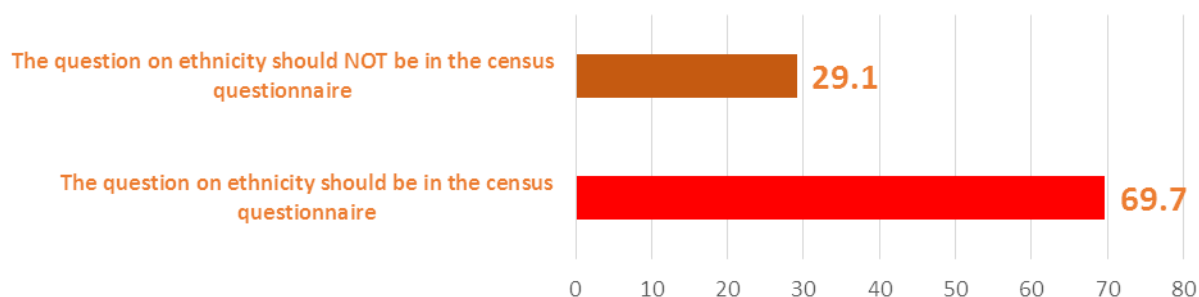
Probably the most interesting question was to learn how much the people think that the census results would show the real situation on the ground. Among the respondents, 2 in 5 persons (38,3%) think that it would not show the real situation, while 3 in 5 think it would to a great or moderate extent. Only 14,9 % of the people believes that the census would show the real situation in BiH to the full extent.

According to you, to what extent will the results of the census reflect the real situation in BiH



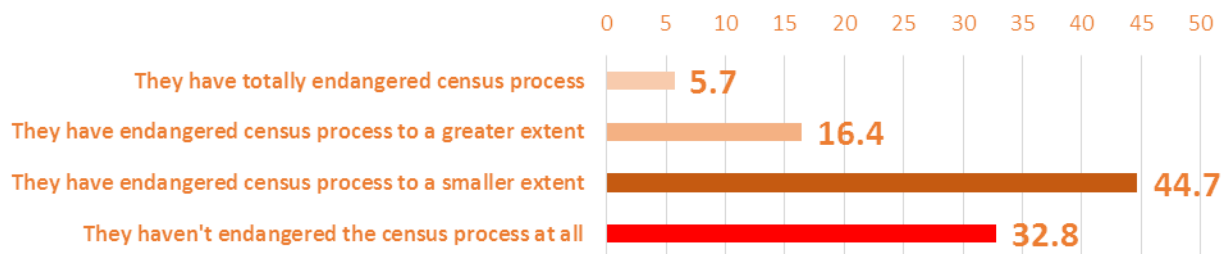
A substantial number of people who answered the questionnaire think that the question on ethnicity should not have been a part of the census questionnaire. Almost a third of the respondents (29,1 %) think that this question should not have been asked, while 69,7 % think it should have been asked. The poll also shows that the number of people that think that the question should not have been asked changes regionally, so this number is slightly bigger in FBiH (32%) and even more bigger in some cantons like Sarajevo, Zenica-Doboj, Central Bosnia or Tuzla canton (46%, 36%, 49%, 34% respectively).

Which of the following statements is closer to your opinion:



When asked how much did the campaigns for ethnic declaration endanger the census process, one third of the respondents (32,85%) think they have not endangered it, 44,7% think that they have done it to a lesser extent, while 22,1% think that they have endangered it totally or to a greater extent. The number of people who think that the ethnic declaration campaigns have endangered the process is also bigger in the RS than the Federation BiH (29 vs. 19 percent) and it is highest in Sarajevo canton (36%).

To what extent have the campaigns for ethnic declaration endangered the census proces?



6.2 Conclusions

Based on the findings of the representative opinion poll, we can draw several conclusions about the satisfaction of the people in the census process. The overall feeling of the survey is in line with the general feeling on the census that could have been seen from the media reports on the census, civil society organizations thoughts and reports and individual reports by the people. In general, it is clear that the census implementation in all of its phases should have been done in a more efficient, transparent and educated way and that the problems that occurred in the process should have been foreseen and mitigated. This all resulted in a very big split in the opinion of the public in terms of their satisfaction on the census and specific aspects of it. However, it is also obvious that this attitude was not something that comes out of previous prejudices, which is proved by a much more positive attitude that the people show towards the enumerators and their work.

Specific conclusions of the research, put together, would be:

- Only a quarter of the respondents are totally satisfied with the implementation of the census, which shows that majority of the population recognizes some problem with it. Good thing is that another 38% of the respondents find it not to be too disturbing for their attitude towards the process;
- Less than half of the people are satisfied with the information they got from the institutions on the census, as well as with the availability of the information, which is showing that the institutions, despite the preparation and the resources, failed to deliver the proper and desired information. People are also particularly dissatisfied in Sarajevo canton and, to some extent, in Tuzla canton;

- The general satisfaction with the enumerators and their work is good and that is apparently the best side of the census process. The satisfaction is however somewhat lower in Republika Srpska;
- Less than half of the respondents think that the institutions have done their job properly, while even fewer respondents think that the international community (EUROSTAT and the EU) had a positive presence in the census;
- 1 in every 5 persons think that the privacy of the citizens was endangered through the census process totally or to a great extent, while another half of the population thinks that it was endangered to some extent. We can conclude that, with only one third of the population totally believing that privacy was protected, it is apparent the constant problems in this segment, that the institutions were unable or unwilling to cope with, had a severe effect on the citizens' perception of this issue;
- Finally, the fact that there is around 40% of the respondents believing that the census results will not be credible and reliable, is a direct product of the ethnic question being a part of the census questionnaire and the institutions not being able to cope with the problems and wrong-doings this has started.

CHAPTER VII: 2013 CENSUS OFFICIAL MEDIA CAMPAGIN ANALYSIS

Agency for Statistics of BiH started its Census information campaign relatively late, in the middle of September 2013. Information campaign consisted of video clips, radio jingles, promotional leaflets, posters, outdoor billboards and city lights, as well as ads in daily and weekly newspapers and on most popular web portals in Bosnia and Herzegovina.⁶

The Agency for Statistics of BiH made a website for the Census (www.popis2013.ba), which consisted of answers to the most frequently asked questions and of the rulebooks and law acts which regulated the implementation of the census. Similar content was introduced on the websites of Institutes for statistics in Federation BiH and Republic of Srpska.⁷

⁶ It is worth noticing that problems with timely informing the public were present ever since the Pilot Census, which took place in October 2012. Pilot census started on 15th of October, as it was proposed by IMO 3 report. But, just as with Census in October 2013, the promotional info campaign was late, practically starting only one day before the Pilot Census begun. In this case, Agency didn't provide a visible media or outdoor campaign, but settled for informational announcements through electronic media. The media reports at the time of the Pilot Census indicate that announcements were sent and published mostly on 14th of October.

⁷ The institutes had established separate pages within their websites which mirrored the Agency's website in content and style
 URL: http://www.fzs.ba/popis.htm#_POPIS2013, http://www.rzs.rs.ba/front/category/330/?up_mi=22

7.1 Campaign financing

To establish who was hired to do the census media campaign and what were its finances, we contacted several institutions in charge of the census process. According to the information of Republic of Srpska Institute of Statistics, information campaign was carried out by marketing agency Communis from Sarajevo.

CensusMonitor contacted the Agency in order to get the information regarding the amount of money spent on the campaign and the Agency's activities in this process. However, we were directed to the EU Delegation in BiH, who was, according to the Agency, responsible for this process:

„European Commission has, through the project of support to the Census of residents, households and dwellings in BiH in 2013., financed the information campaign. They chose a marketing company in a public bidding procedure and contracted it to run the campaign, so they should provide you with the information you requested.“ was the reply to our inquiry.

When we contacted the EU Delegation, their response was:

„EU provided financial help to the Census 2013. in the amount of 12.3 million Euros. These funds were used to provide technical assistance, necessary equipment and a grant to the Agency for Statistics for field support of the census. Media campaign: „My step into the future“ was led by the Agency for Statistics of Bosnia and Herzegovina in cooperation with Federal and RS statistics institutes. EU supported media campaign through project of technical assistance to the census, funded by Swedish Agency for International Development (SIDA), and the funds were managed by EU Delegation in BiH.

For more details about the campaign please contact Agency for Statistics of BiH, which was, in accordance with the Census law (art. 20, Responsibilities of the Agency), responsible for organising, leading and coordinating the campaign.“

According to the information from Swedish Agency for International Development (SIDA), this agency's funds, in the amount of 280.000 euros, were incorporated in EU funds transferred through IPA project for conducting of the 2013 Census. These funds were allocated for capacity building, organising round-table discussions, conferences and media campaign.

7.2 Campaign content

It is interesting to analyse the contents of messages communicated to the public, especially if we take into consideration the great public interest in census, both in BiH and abroad, where a lot of people were denied relevant information about the census process.

All promotional materials, whether they were in electronic or in printed form, had the message „My step towards future“ and the information that Census will be conducted from 1st to 15th October.

After the completion of the Census, the Agency communicated notices about the PES survey.

7.3 Video campaign

First version of video clip, which lasted 10 seconds and was broadcasted on state, local and private television stations in Bosnia and Herzegovina, communicated only that the Census of population, households and dwellings will take place from 1st to 15th October, along with the slogan „My step into the future“. Messages that were also visually communicated were ones about „guaranteed secrecy of personal data“ and „conduction of census for statistical purposes“.

Second version of video clip that was broadcasted during the census, lasted 30 seconds and, apart from messages about period in which the census is conducted and the slogan, it also communicated the message that census will give demographic, educational and economic characteristics, numbers and characteristics of housing fund and basic data about agriculture. The clip also explains that the data gathered through the census will be the basis for planning future development projects for Bosnia and Herzegovina.

Third version of video clip also lasted 30 seconds and was broadcasted during the census and, apart from the slogan and the message period in which the census is conducted, it communicated the message about the visit from the official enumerator with an ID and census materials every day between 9 AM and 9 PM. Citizens were invited to participate in the census, and it was also explained that the data gathered through the census will be used to plan development of the country, entities, Brčko District, cantons and municipalities in BiH. Messages that were randomly communicated visually are: economy, new jobs, investments, better health care, better education, better life conditions etc.

Second and third video clip offered, apart from the initial messages present in the first 10 seconds video, additional data regarding the purpose of the census (in the second video), and the notice about the working hours of the enumerators in the third video. However, all the information communicated through these videos and other promotional materials were already known to the general public since May 2013 and the adoption of the Census Law. Messages did not contain a number of important technical details for citizens, which was clearly showed by sheer number of questions citizens asked the CensusMonitor staff. Messages which were communicated visually were flashing very quickly in the video clips and were hard to notice at first sight.

7.4 Radio campaign

First radio jingle of 30seconds, just like the television one, contained information about the period of the conduction of the census and the slogan „My step into the future“. Apart from that, it communicated that participation in the census was obligatory and that citizens must provide the enumerators with accurate data. It was also communicated that all gathered data will be used for statistical purposes only.

Second radio jingle, apart from the information about the period of conduction of the census and the slogan, communicates that the census will provide us with realistic picture of the population in BiH, and its demographic, education and economic characteristics, number and characteristics of housing fund

and basic agricultural info which are vital for development of Bosnia and Herzegovina and its advancement towards the EU.

Third radio jingle, which was broadcasted during the census, contained the message that the census has started and it will last until October 15th, and the information that the enumerators can visit the household every day from 9 AM and 9 PM. Citizens were asked to participate in the census and to answer all questions completely and accurately. Messages that this data is needed to plan economic and social development and that all data given to the enumerator is secret, were also communicated.

In regards to the radio information campaign, we can conclude that it communicated the same messages as did the television campaign.

7.5 Print campaign

Print campaign didn't differ from video and radio campaigns. Posters that were posted in the entrances of housing units and the entire outdoor campaign (billboards and city lights) communicated the slogan „My step into the future“ and the information about the period when the census will be conducted.

Leaflets contained information on frequently asked questions about the census. In total, 21 questions were answered: What is census?, Critical moment of the census, Advantages of data gathered by the census, Language and script of the census, Duties of citizens and enumerators, Organisation of the census, Basic forms for conduction of the census, Units which are enumerated, Individual data is classified, Legal grounds, method of enumeration, Goal of the census, Benefits of the census, Compatibility, Census gathers same data in the entire BiH, Users of census data, Publishing of the results, Who conducts the enumeration, What if the enumerator doesn't find you at home, Control of the enumerator's work, PES survey.

By reviewing the leaflet, it can be easily determined that at least half of this information doesn't have anything to do with the citizens' involvement in the census. Information that did concern the citizens and was in the leaflet was not thoroughly explained, and a lot of them were not in the leaflet at all, which led to a number of unanswered questions of the general public.

7.6 Call Centre of the Agency for Statistics of BiH

The Agency had set up an official Call Centre which was supposed to be available to the citizens during the census. It started working on September 26th, and its working hours were between 8 AM and 5 PM on working days, until October 15th.

However, if we take into account that September 26th was Thursday, and that the census itself started on Tuesday 1st October, it is clear that the centre actually worked just two days before the beginning of the census, which was certainly not enough time for the citizens to get adequate information. Besides that, the number of the centre was not communicated during the information campaign, and the fact it was established just four days before the census proves that the Agency was late in this segment of the information campaign. Also, during the two weeks when census took place, Call Centre has been

operational only at workdays from 8 am to 5 pm, although the census was being conducted every day from 9 am to 9 pm. This means that, during the census, out of 180 hours of field activities of enumerators, the Call Centre was only available to the citizens for 99 hours.

According to the data presented by the director of the Agency Željko Milinović in a press conference held on the day after the completion of the census (October 16th) this call centre recorded 6.911 calls, with the largest per-day number recorded on October 14th (693 calls).

CHAPTER VIII: 2013 CENSUS OF POPULATION, HOUSEHOLDS AND DWELLINGS IN BOSNIA AND HERZEGOVINA: PRELIMINARY RESULTS

First preliminary results of 2013 Census of population, households and dwellings in Bosnia and Herzegovina were published on November 5th, 2013, 20 days after the census was completed. Preliminary results were presented by the state Minister of Communications and Transport Damir Hadžić, director of Agency for Statistics of BiH Zdenko Milinović, and entity Institutes for Statistics' directresses, Hidajeta Bajramović and Radmila Čičković.⁸

The preliminary results were published in three separate reports: report on Federation of BiH,⁹ Republika Srpska¹⁰ and Brčko District.¹¹ Preliminary results presented in these reports show, as stated in reports' methodologies, the total number of enumerated persons, number of enumerated households and number of enumerated dwellings. These numbers are given for each municipality in Bosnia and Herzegovina, as well as for the two entities and Brčko District in total.

According to preliminary results, the number of persons enumerated in whole of Bosnia and Herzegovina is 3.791.622; out of which 2.371.603 are enumerated in the Federation of BiH; 1.326.991 in Republika Srpska, and 93.028 in Brčko District.

As the reports' methodology states, the preliminary results were obtained by summing up first results on the level of lowest enumeration units, which were entered into the P-3 form (Control book). It is emphasized in methodology that preliminary results will be subject to change during the statistical data

⁸*Preliminary Results of 2013 Census of Population, Households and Dwellings in Bosnia and Herzegovina Made Public*, BiH Council of Ministers' web page, November 2013. URL: <http://www.vijeceministara.gov.ba/saopstenja/ministri/default.aspx?id=15955&langTag=en-US>

⁹*Census of population, households and dwellings in Bosnia and Herzegovina 2013: Preliminary results by municipalities and settlements in the Federation of Bosnia and Herzegovina*, Institute for statistics of FB&H, Sarajevo, 2013.

URL: <http://fzs.ba/PopisNaseljenaM.pdf>

¹⁰*Census of population, households and dwellings in BH 2013, on the territory of Republika Srpska - Preliminary results*, Republika Srpska Institute of Statistics, Banja Luka, 2013.

URL: http://www2.rzs.rs.ba/static/uploads/bilteni/popis/PreliminarniRezultati_Popis2013.pdf

¹¹*Census of Population, Households and Dwellings in Bosnia and Herzegovina 2013: Preliminary results by settlements for the Brcko District of Bosnia and Herzegovina*, Agency for statistics of BiH, Sarajevo, 2013.

URL: http://www.popis2013.ba/images/dokumenti/Saopcenje_Preliminarni_rezultati_Bos.pdf

processing, which will provide the final results of the Census. Final census results will, as stated in the methodology, show the total number of resident population, which is different from total number of enumerated persons. It is further explained, "Data on the total number of enumerated persons refers to all persons for whom the Personal Questionnaire (P-1 form) was filled in. Given the fact that it could have happened that the same person was included twice in the preliminary results, that is, first in the settlement where his/her household lives and second in a place he/she works or studies, this double enumeration shall be eliminated in the Census final results after the completed data processing".¹²

8.1 Analysis of Census' preliminary results: Comparison of preliminary results to demographic data of statistical agencies

In this chapter, a comparison will be made between the 2013 Census' preliminary results, and existing demographic data, published regularly in statistical institutions' yearly reports. The aim of this analysis is to provide for the most accurate assessment of legitimacy and correctness of Census' results.

The 2013 Census' preliminary results show significant deviations in number of enumerated persons compared to the statistical institutions' estimates of population numbers. Although the Census methodology does state that preliminary results show only the number of enumerated persons (and not the number of population), the comparison will show that divergence of census results and statistical data is of such a nature and scope, that it cannot be explained or justified with the aforementioned disclaimer. These differences raise serious concerns that the official Census' results are not in accordance to the actual situation, that they are severely compromised and it is highly questionable if they can be treated as relevant and usable statistical data.

8.2 Methodology of the analysis

The analysis is based on the comparison of following sets of data: 1) the average growth rate (positive or negative) of population in municipalities in the previous three years (2010, 2011 and 2012), based on the estimated number of population in BiH municipalities obtained from statistical institutions' yearly reports; 2) the preliminary results of 2013 Census for the municipalities.

The first variable (average population growth rate 2010-2012) has been taken into account in order to establish what the trends are in each municipality, i.e. at which rate the population is increasing or decreasing. Since the census has been taken in year 2013, it could be expected that number of population obtained from census results should drift from 2012 demographics data at the same average rate as the drift between population numbers from 2010 to 2012 (provided, of course, that both statistical data and census results are accurate).

¹² *ibid*: 2

To further clarify the methodology of the analysis, it is necessary to give some input on sources of statistical data used in the analysis. Statistical institutes of the two entities regularly publish an estimated number of population for each entity, while estimates for Brčko District are published by the Agency for statistics of BiH. Along with these data, their reports on demographics also include vital statistics (births and deaths) and migrations (immigration and emigration) for each municipality and Brčko District. While the total number of population is an estimate, the vital and migration statistics are based on numbers collected from the registrars' offices and other institutions in charge.

It is also important to notice that Institute for statistics of FBiH publishes detailed yearly reports on each of the 10 cantons, including the estimated number of persons in each municipality for every canton; while Republika Srpska Institute of Statistics only publishes the vital statistics and migration data for the municipalities. The estimated number of population in RS municipalities used in this analysis, has been calculated based on other existing data, using the method which the Institute itself uses.¹³

8.3 Federation of Bosnia and Herzegovina

According to the statistics, the population in Federation of BiH has been growing at the rate of 0,02% over the past three years, while the census results show a growth of 1,44%. In 2012, it was estimated that FBiH has population number of 2.338.000,¹⁴ while the total number of enumerated persons in FBiH in 2013 was 2.371.603.

Entity	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
FEDERATION OF BIH	2,337,000	2,338,000	2,338,000	2,371,603	500	33,603	0.04%	0.00%	0.02%	1.44%

While there is no major difference between the census and statistical data on the entity level, this seemingly correct result doesn't show the considerable fluctuations which are recorded between statistical and census data on cantonal and municipal level. Looking at the cantons, in some of them a considerably smaller number of people has been enumerated than would be expected looking at the statistical data, while in others an inexplicable increase of population has been presented in the census results.

¹³ In 2010, upon request from the website "Moje mjesto", the RS Institute of Statistics has released the population number by municipalities for years 2007-2010 (this data is available at the address <http://www.mojemjesto.ba/bs/statistika/procjena-stanovnistva>). Applying the same method which the institute itself uses, we added the vital and migration statistics to 2010 numbers, to obtain the number of population for each RS municipality for years 2011 and 2012. The sum total of all the municipality population numbers obtained this way, matches that of Institute's yearly data on sum total RS population.

¹⁴ *Statistical Yearbook 2013*, Institute for Statistics of FBiH, Sarajevo, 2013. URL: <http://www.fzs.ba/SG2013.pdf>

8.3.1 Cantons

The biggest fluctuation is recorded in Posavina Canton, which has been decreasing in population at the average -0,27% rate from 2010 to 2012, but, according to census results, in just one year its' population suddenly grew from 39,307 to 48,089 people. In percentage, if the census results are even close to correct, it would mean that Posavina Canton achieved a growth rate of 22,34% in a single year, even though statistical data are nowhere near such growth in previous years. Other cantons where census results indicate either census fraud or an inexplicable population boom, include West Herzegovina Canton (jump from 0,03% to 20,13% growth rate); Canton 10 (from -0,61% to 14,34%) and Central Bosnia Canton (from -0,19% to 7,71%).

Canton	Population number : statistical estimate (2010)	Population number : statistical estimate (2011)	Population number : statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
UNSKO-SANSKI KANTON	287,869	287,835	287,885	299,343	8	11,458	-0.01%	0.02%	0.00%	3.98%
POSAVSKI KANTON	39,520	39,585	39,307	48,089	-107	8,782	0.16%	-0.70%	-0.27%	22.34%
TUZLANSKI KANTON	499,047	499,221	499,099	477,278	26	-21,821	0.03%	-0.02%	0.01%	-4.37%
ZENIČKO-DOBOJSKI KANTON	400,126	399,856	399,485	385,067	-321	-14,418	-0.07%	-0.09%	-0.08%	-3.61%
BOSANSKO-PODRINJSKI KANTON	32,931	32,818	32,675	25,336	-128	-7,339	-0.34%	-0.44%	-0.39%	-22.46%
SREDNJOBOS. KANTON	254,572	254,003	253,592	273,149	-490	19,557	-0.22%	-0.16%	-0.19%	7.71%
HERCEGOVAČKO-NERETVANSKI KANTON	225,268	224,902	224,652	236,278	-308	11,626	-0.16%	-0.11%	-0.14%	5.18%
ZAPADNOHERCEGOVAČKI KANTON	81,433	81,414	81,487	97,893	27	16,406	-0.02%	0.09%	0.03%	20.13%
KANTON SARAJEVO	436,572	438,757	440,744	438,443	2,086	-2,301	0.50%	0.45%	0.48%	-0.52%
KANTON 10	80,322	79,879	79,351	90,727	-486	11,376	-0.55%	-0.66%	-0.61%	14.34%

On the other side of the scale is the Bosnian Podrinje Canton, where the drift went into the opposite direction. The 2012 statistics estimate number of population in this canton at 32,675, but only 25,366 has been enumerated. In percents, this is a -22.37% difference between latest statistics and census results (while this canton's usual growth rate is at -0,39%). Other cantons with deficit in enumerated

population are Tuzla; Zenica-Doboj and Sarajevo Canton.

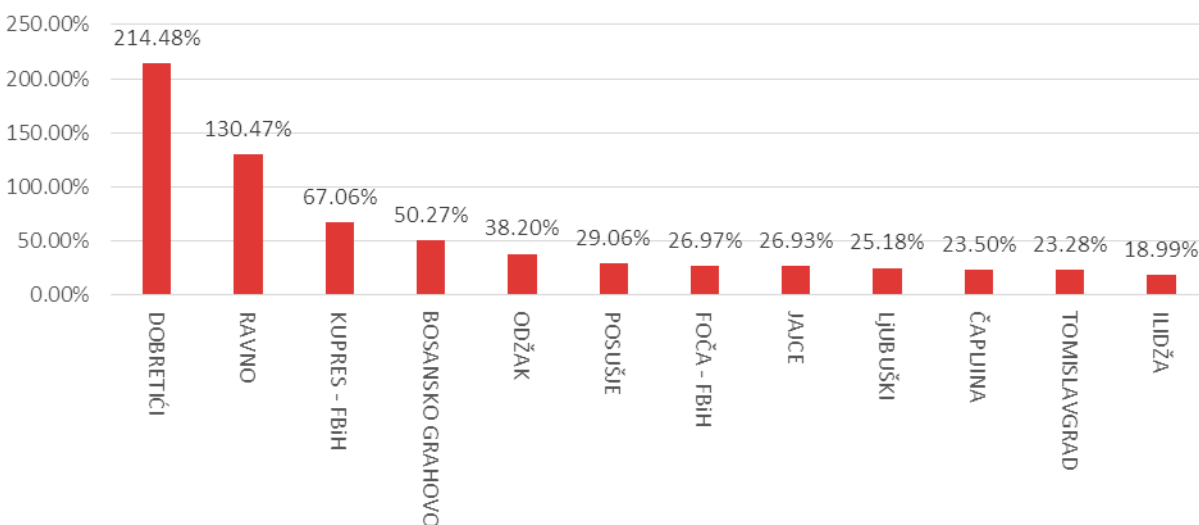
However, even with difference between BPC and PC's growth rate as high as 44,71%, the full census results' drift from statistical trends is still not shown on the cantonal level. The full scope of census results' aberrations from the actual population number is seen at the municipal level, including the differences not just between municipalities in different cantons, but also between municipalities which belong to one same canton.

8.3.2 Municipalities¹⁵

Federation of BiH consists of 79 municipalities, majority of which show considerable disproportions between census results and statistical data. Among those municipalities where the number of enumerated people is significantly larger than 2012 statistical estimate, the single largest deviation is recorded in Dobretići municipality (Central Bosnia Canton), where average 2010-2012 population growth rate shows a negative trend of -0,45%, while the number of people enumerated in 2013 (2041 persons) is at astonishing 214,48% higher than the population number in year 2012 (649 persons). Second largest deviation is recorded in Ravno (Herzegovina-Neretva Canton), which has a very small average growth rate of 0,38%, but there is as much as +130,47% difference between census results and 2012 statistics. The statistics of municipalities Kupres and Bosansko Grahovo (both in Canton 10) show population decrease of -0,70% and -1,2% respectively, but the census results are 67,06% and 51,59% percent higher than 2012 statistical data.

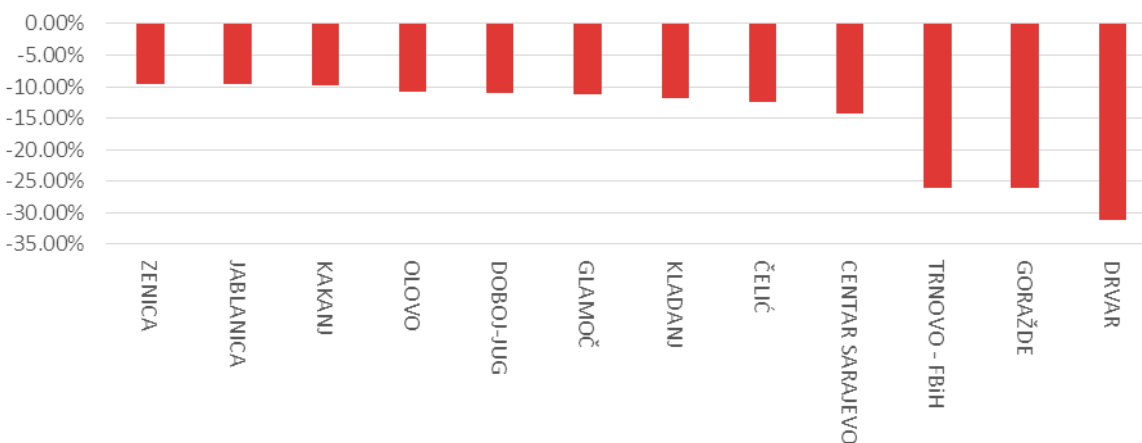
¹⁵ The statistical data on population number in the Federation of BiH municipalities has been obtained from the set of publications "Cantons in numbers", published yearly by the Institute for Statistics of Federation of BiH. All ten publications in the "Cantons in numbers" edition are available at the address <http://fzs.ba/kantoniubrojka.htm>

Municipalities with biggest difference enumerated vs. population 2012



Among those municipalities where number of enumerated people has been much smaller than the 2012 statistical data, the biggest drift is recorded in Drvar (Canton 10), which has an average population decrease of -1,32%, while census results show decrease of -31,15%. Drvar is followed by Goražde (Bosnian Podrinje Canton) and Trnovo (Canton Sarajevo), whose populations are decreasing at -0,44% and -0,42% rate, but the number of enumerated persons is -26,05% and -26% smaller than their 2012 population statistics. Another Canton Sarajevo municipality, Center Sarajevo, is at the fifth place of this list, with -14,34% less persons according to census results, while during the past three years its population had been decreasing at the much smaller rate of -0,53%.

Municipalities with biggest negative difference enumerated vs. population 2012



When looking at differences between municipalities that belong to the same canton, the situation is even more complex.

1. Una-Sana Canton¹⁶

Una-Sana Canton has 8 municipalities, out of which the biggest population surplus on the census is recorded in Bužim, which has 12,58% more enumerated people than number of population recorded in 2012; followed by Bosanski Petrovac with 11,93% surplus. On the other end of the scale is Velika Kladuša, where a deficit of -4,94% is recorded. The administrative center of the Canton is Bihać with statistical growth rate of 0,17% and the enumeration deficit of -0,61%.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
BUŽIM	17,911	17,942	18,030	20,298	59.5	2,268	0.17%	0.49%	0.33%	12.58%
BOSANSKI PETROVAC	7,412	7,273	7,099	7,946	-156.5	847	-1.88%	-2.39%	-2.13%	11.93%
CAZIN	62,510	62,632	62,741	69,411	115.5	6,670	0.20%	0.17%	0.18%	10.63%
SANSKI MOST	44,322	44,080	43,969	47,359	-176.5	3,390	-0.55%	-0.25%	-0.40%	7.71%
BOSANSKA KRUPA	28,062	28,107	28,123	29,659	30.5	1,536	0.16%	0.06%	0.11%	5.46%
BIHAĆ	61,358	61,491	61,564	61,186	103	-378	0.22%	0.12%	0.17%	-0.61%
KLIJUČ	19,535	19,399	19,263	18,714	-136	-549	-0.70%	-0.70%	-0.70%	-2.85%
VELIKA KLADUŠA	46,759	46,911	47,096	44,770	168.5	-2,326	0.33%	0.39%	0.36%	-4.94%

2. Posavina Canton¹⁷

Posavina Canton consists of three municipalities, and census results for all three show a significant population surplus when compared to statistical data. The most striking difference is recorded at Odžak, which has a negative growth rate of -0,86%, but the number of enumerated people is 38,2% bigger than 2012 statistical data. The administrative center of the Canton is Orašje, with statistical growth rate of -0,52%, but the enumeration surplus of 11,3%.

¹⁶ Statistical data source: *Unsko-Sanski kanton u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/01.pdf>

¹⁷ Statistical data source: *Posavski kanton u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/02.pdf>

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
ODŽAK	15,674	15,566	15,405	21,289	-134.5	5,884	-0.69%	-1.03%	-0.86%	38.20%
DOMALJEVAC-ŠAMAC	4,252	4,551	4,510	5,216	129	706	7.03%	-0.90%	3.07%	15.65%
ORAŠJE	19,594	19,468	19,392	21,584	-101	2,192	-0.64%	-0.39%	-0.52%	11.30%

3. Tuzla Canton¹⁸

Tuzla Canton has 13 municipalities, out of which the biggest enumeration surplus (9,87%) is recorded in Živinice, while Čelić municipality has the biggest deficit (-12,46%). The administrative center of the Canton is Tuzla, with statistical growth rate of 0,02%, but the enumeration deficit of -8,6%.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
ŽIVINICE	55,305	55,507	55,704	61,201	199.5	5,497	0.37%	0.35%	0.36%	9.87%
DOBOJ-ISTOK	10,243	10,237	10,207	10,866	-18	659	-0.06%	-0.29%	-0.18%	6.46%
TEOČAK	7,400	7,391	7,365	7,607	-17.5	242	-0.12%	-0.35%	-0.24%	3.29%
SREBRENİK	41,692	41,784	41,714	42,762	11	1,048	0.22%	-0.17%	0.03%	2.51%
KALESIJA	35,751	35,857	35,961	36,748	105	787	0.30%	0.29%	0.29%	2.19%
SAPNA	12,862	12,801	12,753	12,136	-54.5	-617	-0.47%	-0.37%	-0.42%	-4.84%
GRAČANICA	52,212	52,319	52,426	48,395	107	-4,031	0.20%	0.20%	0.20%	-7.69%
LUKAVAC	50,998	50,845	50,733	46,731	-132.5	-4,002	-0.30%	-0.22%	-0.26%	-7.89%
TUZLA	131,718	131,768	131,778	120,441	30	-11,337	0.04%	0.01%	0.02%	-8.60%
GRADAČAC	46,154	46,132	46,018	41,836	-68	-4,182	-0.05%	-0.25%	-0.15%	-9.09%
BANOVIĆI	25,786	25,816	25,831	23,431	22.5	-2,400	0.12%	0.06%	0.09%	-9.29%
KLADANJ	14,981	14,900	14,806	13,041	-87.5	-1,765	-0.54%	-0.63%	-0.59%	-11.92%
ČELIĆ	13,945	13,864	13,803	12,083	-71	-1,720	-0.58%	-0.44%	-0.51%	-12.46%

¹⁸ Statistical data source: *Tuzlanski kanton u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/03.pdf>

4. Zenica-Doboj Canton¹⁹

Zenica-Doboj Canton has 12 municipalities, out of which the biggest enumeration surplus is recorded in Usora (10,02%), while Doboj-jug has the biggest deficit (-10,95%). The administrative center of the Canton is Zenica, with statistical growth of 0,08%, but the enumeration deficit of 9,55%.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
USORA	6,938	6,888	6,879	7,568	-29.5	689	-0.72%	-0.13%	-0.43%	10.02%
MAGLAJ	23,381	23,360	23,329	24,980	-26	1,651	-0.09%	-0.13%	-0.11%	7.08%
ZAVIDOVIĆI	37,983	37,967	37,890	40,272	-46.5	2,382	-0.04%	-0.20%	-0.12%	6.29%
BREZA	14,483	14,247	14,070	14,564	-206.5	494	-1.63%	-1.24%	-1.44%	3.51%
VISOKO	40,320	40,277	40,277	41,352	-21.5	1,075	-0.11%	0.00%	-0.05%	2.67%
ŽEPČE	31,056	31,022	31,105	31,582	24.5	477	-0.11%	0.27%	0.08%	1.53%
TEŠANJ	48,266	48,351	48,427	46,135	80.5	-2,292	0.18%	0.16%	0.17%	-4.73%
VAREŠ	10,554	10,384	10,193	9,556	-180.5	-637	-1.61%	-1.84%	-1.73%	-6.25%
ZENICA	127,103	127,202	127,296	115,134	96.5	-12,162	0.08%	0.07%	0.08%	-9.55%
KAKANJ	43,300	43,209	43,199	38,937	-50.5	-4,262	-0.21%	-0.02%	-0.12%	-9.87%
OLOVO	12,213	11,993	11,869	10,578	-172	-1,291	-1.80%	-1.03%	-1.42%	-10.88%
DOBOJ-JUG	4,529	4,956	4,951	4,409	211	-542	9.43%	-0.10%	4.66%	-10.95%

¹⁹ Statistical data source: *Zeničko-dobojski kanton u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013.
URL: <http://www.fzs.ba/Podaci/04.pdf>

5. Bosnian Podrinje Canton²⁰

Bosnian Podrinje Canton has 3 municipalities, out of which the the biggest enumeration surplus is recorded in Foča (26,05%). Goražde, which is The administrative center of the canton, has a deficit of -26,05%, even though its statistical growth rate is just -0,44%.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
FOČA - FBiH	1,740	1,734	1,743	2,213	1.5	470	-0.34%	0.52%	0.09%	26.97%
PALE - FBiH	1,068	1,067	1,073	1,043	2.5	-30	-0.09%	0.56%	0.23%	-2.80%
GORAŽDE	30,123	30,017	29,859	22,080	-132	-7,779	-0.35%	-0.53%	-0.44%	-26.05%

6. Central Bosnia Canton²¹

Central Bosnia Canton has 12 municipalities, out of which the the single largest enumeration surplus is recorded in Dobretići (214,48%), which is also the biggest surplus recorded in the entire country. The only municipality in this canton with a deficit in census results compared to statistical data is Bugojno (-7,09%), while all the other municipalities have enumeration surplus, even though all but one (Novi Travnik) show negative statistical trends in population growth. The administrative center of the Canton is Travnik, with statistical growth of -0,28%, but the enumeration surplus of 5,45%.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
DOBRETIĆI	655	645	649	2,041	-3	1,392	-1.53%	0.62%	-0.45%	214.48%
JAJCE	24,328	24,290	24,232	30,758	-48	6,526	-0.16%	-0.24%	-0.20%	26.93%
GORNJI VAKUF-USKOPLJE	19,112	19,003	18,888	22,304	-112	3,416	-0.57%	-0.61%	-0.59%	18.09%
BUSOVAČA	16,068	16,013	16,009	18,488	-29.5	2,479	-0.34%	-0.02%	-0.18%	15.49%
FOJNICA	12,016	11,895	11,812	13,047	-102	1,235	-1.01%	-0.70%	-0.85%	10.46%

²⁰ Statistical data source: *Bosansko-podrinjski kanton u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/05.pdf>

²¹ Statistical data source: *Srednjobosanski kanton u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/06.pdf>

VITEZ	25,109	25,137	25,214	27,006	52.5	1,792	0.11%	0.31%	0.21%	7.11%
KISELJAK	20,727	20,688	20,653	21,919	-37	1,266	-0.19%	-0.17%	-0.18%	6.13%
DONJI VAKUF	13,992	13,949	13,948	14,739	-22	791	-0.31%	-0.01%	-0.16%	5.67%
TRAVNIK	54,878	54,771	54,567	57,543	-155.5	2,976	-0.19%	-0.37%	-0.28%	5.45%
KREŠEVO	5,594	5,548	5,524	5,638	-35	114	-0.82%	-0.43%	-0.63%	2.06%
NOVI TRAVNIK	24,884	24,880	24,899	25,107	7.5	208	-0.02%	0.08%	0.03%	0.84%
BUGOJNO	37,209	37,184	37,197	34,559	-6	-2,638	-0.07%	0.03%	-0.02%	-7.09%

7. Herzegovina-Neretva Canton²²

Herzegovina-Neretva Canton has 9 municipalities and a very large margin of enumeration-to-statistics rate between the municipalities. In seven municipalities, enumeration surplus has been recorded, ranging from astronomical 130,47% in Ravno, to minor 1,19% in Mostar (which is also the administrative center of the Canton). Only two municipalities, Jablanica and Konjic, have negative enumeration results of -9,58% and -5,03%, respectively.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
RAVNO	1,433	1,436	1,444	3,328	5.5	1,884	0.21%	0.56%	0.38%	130.47%
ČAPLJINA	23,050	22,918	22,770	28,122	-140	5,352	-0.57%	-0.65%	-0.61%	23.50%
ČITLUK	15,761	15,760	15,813	18,552	26	2,739	-0.01%	0.34%	0.16%	17.32%
STOLAC	13,084	13,010	13,006	14,889	-39	1,883	-0.57%	-0.03%	-0.30%	14.48%
NEUM	4,542	4,497	4,460	4,960	-41	500	-0.99%	-0.82%	-0.91%	11.21%
PROZOR	15,984	15,937	15,847	16,297	-68.5	450	-0.29%	-0.56%	-0.43%	2.84%
GRAD MOSTAR	111,364	111,602	111,833	113,169	234.5	1,336	0.21%	0.21%	0.21%	1.19%
KONJIC	28,266	28,002	27,778	26,381	-244	-1,397	-0.93%	-0.80%	-0.87%	-5.03%
JABLANICA	11,784	11,740	11,701	10,580	-41.5	-1,121	-0.37%	-0.33%	-0.35%	-9.58%

²² Statistical data source: *Hercegovačko-neretvanski kanton u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/07.pdf>

8. West Herzegovina Canton²³

West Herzegovina Canton has 4 municipalities, all of which have recorded enumeration surplus, the biggest being that of Posušje (29,06%), followed by Ljubuški (25,18%). The administrative center of the Canton is Široki Brijeg, with statistical growth of 0,17% and the smallest enumeration surplus (13,09%).

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
POSUŠJE	16,012	15,994	16,038	20,698	13	4,660	-0.11%	0.28%	0.08%	29.06%
LJUBUŠKI	23,689	23,634	23,583	29,521	-53	5,938	-0.23%	-0.22%	-0.22%	25.18%
GRUDE	15,465	15,482	15,507	17,865	21	2,358	0.11%	0.16%	0.14%	15.21%
ŠIROKI BRIJEG	26,267	26,304	26,359	29,809	46	3,450	0.14%	0.21%	0.17%	13.09%

9. Sarajevo Canton²⁴

Sarajevo Canton has 9 municipalities, with 4 belonging to the City of Sarajevo (Center, Novi grad, Novo Sarajevo and Stari grad), all of which recorded a negative enumeration result, ranging from -14,34% in Center Sarajevo, to -0,78% in Novi grad Sarajevo - the results which do not correspond to their statistical population growth rates. Aside from the city's municipalities, the biggest deficit is recorded at Trnovo municipality (-26%), while the biggest enumeration surplus is recorded in Ilidža (18,99%).

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
ILIDŽA	59,271	60,060	60,417	71,892	573	11,475	1.33%	0.59%	0.96%	18.99%
HADŽIĆI	22,727	22,705	22,731	24,979	2	2,248	-0.10%	0.11%	0.01%	9.89%
VOGOŠĆA	23,038	23,470	25,450	27,816	1206	2,366	1.88%	8.44%	5.16%	9.30%
ILIJAS	18,436	18,928	19,102	20,504	333	1,402	2.67%	0.92%	1.79%	7.34%
NOVI GRAD SARAJEVO	124,742	125,395	125,447	124,471	352.5	-976	0.52%	0.04%	0.28%	-0.78%

²³ Statistical data source: *Zapadnohercegovački kanton u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/08.pdf>

²⁴ Statistical data source: *Kanton Sarajevo u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/09.pdf>

NOVO SARAJEVO	73,394	73,584	73,748	68,802	177	-4,946	0.26%	0.22%	0.24%	-6.71%
STARI GRAD SARAJEVO	42,580	42,509	42,220	38,911	-180	-3,309	-0.17%	-0.68%	-0.42%	-7.84%
CENTAR SARAJEVO	69,889	69,673	69,156	59,238	-366.5	-9,918	-0.31%	-0.74%	-0.53%	-14.34%
TRNOVO - FBiH	2,495	2,433	2,473	1,830	-11	-643	-2.48%	1.64%	-0.42%	-26.00%

10. Canton 10²⁵

Canton 10 has 6 municipalities, with stark differences between them in terms of census results, even though their comparative statistics show no considerable differences in population growth rate. However, two out of six municipalities have recorded enumeration deficit (Drvar at -31,15% and Glamoč at -11,29%), while all others have surplus, the biggest one being 67,06% in Kupres. The administrative center of the Canton is Livno, with negative statistical growth rate of -0,24%, but the enumeration surplus of 18,15%.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
KUPRES - FBiH	3,383	3,368	3,336	5,573	-23.5	2,237	-0.44%	-0.95%	-0.70%	67.06%
BOSANSKO GRAHOVO	2,089	2,057	2,039	3,091	-25	1,052	-1.53%	-0.88%	-1.20%	51.59%
TOMISLAVGRAD	27,116	26,997	26,795	33,032	-160.5	6,237	-0.44%	-0.75%	-0.59%	23.28%
LIVNO	31,878	31,785	31,727	37,487	-75.5	5,760	-0.29%	-0.18%	-0.24%	18.15%
GLAMOČ	4,660	4,602	4,552	4,038	-54	-514	-1.24%	-1.09%	-1.17%	-11.29%
DRVAR	11,196	11,070	10,902	7,506	-147	-3,396	-1.13%	-1.52%	-1.32%	-31.15%

²⁵ Statistical data source: *Kanton 10 u brojkama 2013*, Federalni zavod za statistiku, Sarajevo, 2013. URL: <http://www.fzs.ba/Podaci/10.pdf>

8.4 Republika Srpska

According to the statistics, the population number in Republika Srpska has been decreasing at the average rate of -0,13% over the past three years, while the census results show a decrease of -7,16%. In 2012, it was estimated that RS has population number of 1.429.290,²⁶ while the total number of enumerated persons in RS in 2013 was 1.326.991.

Although the difference between statistical data and census results on total number of population in RS is bigger than in Federation of BiH, the fluctuation of these numbers between this entity's municipalities are smaller, although far from insignificant. While in the FBiH the difference between the highest and lowest enumeration-to-statistics rate is 245,63%, in RS it is less than half of that, but still at a very high rate of 117,06%.

Similarly to the Federation of BiH, Republika Srpska's statistics-to-enumeration rate is not representative of the fluctuations between individual municipalities, where fluctuations are much more significant.

8.4.1 Municipalities

Republika Srpska has 62 municipalities, out of which the total of 19 municipalities have enumeration surplus, while other 43 have enumeration deficit when 2013 Census' results are compared to the statistical estimates of population number.

Republika Srpska is a single administrative unit, with the administrative center in Banja Luka, which has a 2010-2012 population growth rate of 0,48%, and enumeration deficit is of -12,88%. Other larger municipalities and/or cities are: Bijeljina, with 0,26% population growth rate and 4,83% enumeration surplus; Prijedor, with -0,44% population decrease and 4,24% enumeration surplus; Doboj, with almost exact statistic and enumeration growth rate (-0,32% and -0,33%); Gradiška (-0,4% and -3,62%); and Zvornik (-0,35% and 23,74%).

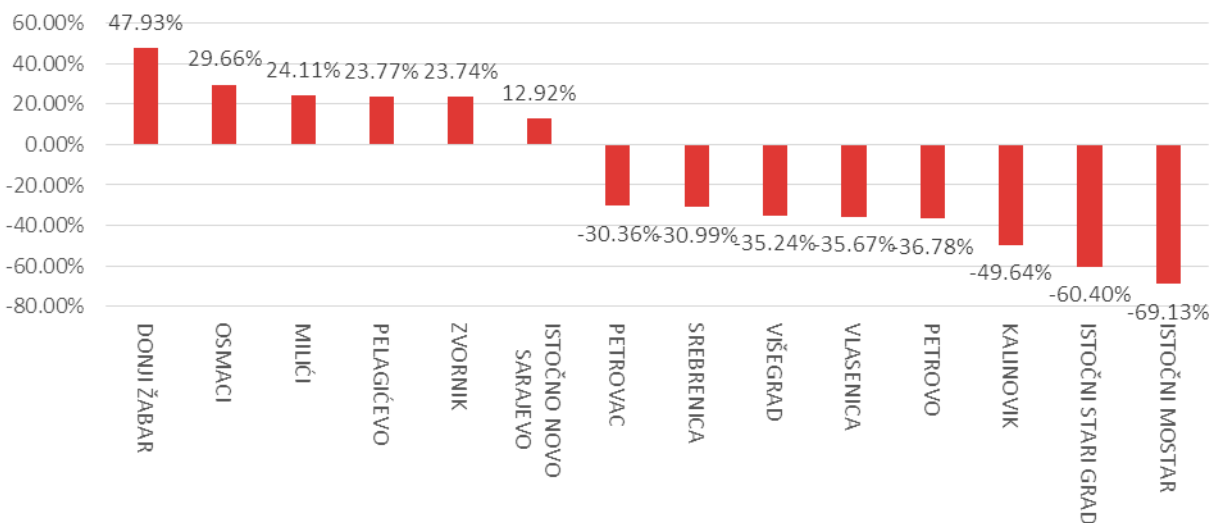
The municipality with highest enumeration surplus is Donji Žabar, which has a statistical population growth rate of only 1,32%, but enumeration surplus of 47,93%. This is followed by Osmaci (1,71% growth rate and 29,66% enumeration surplus), Milići (0,10% and 24,11%), Pelagićevo (with negative population growth rate of -0,34% and enumeration surplus of 23,77%) and Zvornik.

On the other end of the scale, the biggest enumeration deficit is recorded in Istočni Mostar, whose population has been growing at the average rate of 8,06%, but the difference between census results

²⁶ Statistical data source: *Demographic statistics 16*, Republika Srpska Institute of Statistics, Banja Luka, 2013. URL: http://www2.rzs.rs.ba/static/uploads/bilteni/stanovnistvo/Demografski_bilten_16_3.izdanje.zip. Some data was obtained as explained in footnote 13

and 2012 statistical data is -69,13%. Second largest deficit is recorded in Istočni Stari Grad (growth rate of 0,32% and enumeration deficit of -60,40%), Kalinovik (-0,9% and -49,64%), Petrovo (-0,62% and -36,78%), Vlasenica (-0,13% and -35,67%), Višegrad (-0,43% and -35,24%) and Srebrenica (1,96% and -30,99%).

Municipalities in RS with biggest pos and neg difference enumerated vs. population 2012



Municipalities Istočni Drvar and Petrovac can be singled out as peculiar examples of statistics-to-enumeration deviations, unpaired in either of the entities. Istočni Drvar had an unparalleled 2010-2012 growth rate of 140,34% according to statistical estimates, while the number of enumerated people is -19,85% smaller than in 2012. Petrovac also had a considerable growth rate of 14,02%, but the enumeration deficit was at -30,36%.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
DONJI ŽABAR	2,663	2,657	2,733	4,043	35	1,310	-0.23%	2.86%	1.32%	47.93%
OSMACI	4,602	4,613	4,760	6,172	79	1,412	0.24%	3.19%	1.71%	29.66%
MILIĆI	9,868	9,849	9,888	12,272	10	2,384	-0.19%	0.40%	0.10%	24.11%

PELAGIČEVO	5,964	5,942	5,924	7,332	-20	1,408	-0.37%	-0.30%	-0.34%	23.77%
ZVORNIK	51,829	51,610	51,467	63,686	-181	12,219	-0.42%	-0.28%	-0.35%	23.74%
ISTOČNO NOVO SARAJEVO	9,796	9,978	10,164	11,477	184	1,313	1.86%	1.86%	1.86%	12.92%
KOTOR VAROŠ	19,912	19,875	19,782	22,001	-65	2,219	-0.19%	-0.47%	-0.33%	11.22%
ČAJNIČE	5,012	4,959	4,953	5,449	-29.5	496	-1.06%	-0.12%	-0.59%	10.01%
ŠIPOVO	10,070	10,007	9,922	10,820	-74	898	-0.63%	-0.85%	-0.74%	9.05%
LOPARE	15,585	15,422	15,195	16,568	-195	1,373	-1.05%	-1.47%	-1.26%	9.04%
JEZERO	1,242	1,225	1,265	1,341	11.5	76	-1.37%	3.27%	0.95%	6.01%
BIJELJINA	108,814	109,167	109,376	114,663	281	5,287	0.32%	0.19%	0.26%	4.83%
NOVO GORAŽDE	2,972	2,931	3,237	3,391	132.5	154	-1.38%	10.44%	4.53%	4.76%
PRIJEDOR	94,460	93,991	93,622	97,588	-419	3,966	-0.50%	-0.39%	-0.44%	4.24%
UGLJEVIK	16,121	15,999	15,952	16,538	-84.5	586	-0.76%	-0.29%	-0.53%	3.67%
KRUPA NA UNI	1,685	1,661	1,635	1,687	-25	52	-1.42%	-1.57%	-1.49%	3.18%
TREBINJE	30,789	30,764	30,654	31,433	-67.5	779	-0.08%	-0.36%	-0.22%	2.54%
MODRIČA	27,524	27,375	27,259	27,799	-132.5	540	-0.54%	-0.42%	-0.48%	1.98%
VUKOSAVLJE	5,270	5,295	5,330	5,426	30	96	0.47%	0.66%	0.57%	1.80%
NOVI GRAD	29,268	28,956	28,690	28,799	-289	109	-1.07%	-0.92%	-0.99%	0.38%
DOBOJ	77,967	77,672	77,476	77,223	-245.5	-253	-0.38%	-0.25%	-0.32%	-0.33%
ČELINAC	17,126	17,026	16,999	16,874	-63.5	-125	-0.58%	-0.16%	-0.37%	-0.74%
BILEĆA	11,788	11,728	11,660	11,536	-64	-124	-0.51%	-0.58%	-0.54%	-1.06%
RUDO	9,070	9,005	8,948	8,834	-61	-114	-0.72%	-0.63%	-0.67%	-1.27%
BRATUNAC	22,235	22,133	22,235	21,619	0	-616	-0.46%	0.46%	0.00%	-2.77%
MRKONJIĆ GRAD	19,048	18,901	18,699	18,136	-174.5	-563	-0.77%	-1.07%	-0.92%	-3.01%
GACKO	10,106	10,064	10,077	9,734	-14.5	-343	-0.42%	0.13%	-0.14%	-3.40%
GRADIŠKA	59,334	59,103	58,855	56,727	-239.5	-2,128	-0.39%	-0.42%	-0.40%	-3.62%
OŠTRA LUKA	3,187	3,147	3,175	2,997	-6	-178	-1.26%	0.89%	-0.18%	-5.61%
LJUBINJE	4,082	4,042	4,009	3,756	-36.5	-253	-0.98%	-0.82%	-0.90%	-6.31%
KNEŽEVO	11,595	11,387	11,265	10,428	-165	-837	-1.79%	-1.07%	-1.43%	-7.43%
TRNOVO - RS	2,362	2,360	2,387	2,192	12.5	-195	-0.08%	1.14%	0.53%	-8.17%
ISTOČNA ILIDŽA	16,578	16,631	16,612	15,233	17	-1,379	0.32%	-0.11%	0.10%	-8.30%

BROD	19,885	19,769	19,706	17,943	-89.5	-1,763	-0.58%	-0.32%	-0.45%	-8.95%
LAKTAŠI	40,813	41,095	41,159	36,848	173	-4,311	0.69%	0.16%	0.42%	-10.47%
ŠAMAC	21,576	21,454	21,336	19,041	-120	-2,295	-0.57%	-0.55%	-0.56%	-10.76%
TESLIĆ	48,133	47,945	47,881	41,904	-126	-5,977	-0.39%	-0.13%	-0.26%	-12.48%
BANJA LUKA	226,459	227,603	228,641	199,191	1091	-29,450	0.51%	0.46%	0.48%	-12.88%
KOSTAJNICA	7,412	7,371	7,320	6,308	-46	-1,012	-0.55%	-0.69%	-0.62%	-13.83%
PALE - RS	26,208	26,182	26,111	22,282	-48.5	-3,829	-0.10%	-0.27%	-0.19%	-14.66%
HAN PIJESAK	4,636	4,585	4,557	3,844	-39.5	-713	-1.10%	-0.61%	-0.86%	-15.65%
BERKOVIĆI	2,732	2,705	2,695	2,272	-18.5	-423	-0.99%	-0.37%	-0.68%	-15.70%
SRBAC	23,435	23,319	23,225	19,001	-105	-4,224	-0.49%	-0.40%	-0.45%	-18.19%
FOČA – RS	24,441	24,293	24,306	19,811	-67.5	-4,495	-0.61%	0.05%	-0.28%	-18.49%
ŠEKOVIĆI	9,690	9,609	9,545	7,771	-72.5	-1,774	-0.84%	-0.67%	-0.75%	-18.59%
ROGATICA	14,338	14,262	14,278	11,603	-30	-2,675	-0.53%	0.11%	-0.21%	-18.74%
RIBNIK	8,261	8,161	8,072	6,517	-94.5	-1,555	-1.21%	-1.09%	-1.15%	-19.26%
PRNJAVOR	48,145	47,939	47,824	38,399	-160.5	-9,425	-0.43%	-0.24%	-0.33%	-19.71%
ISTOČNI DRVAR	38	35	136	109	49	-27	-7.89%	288.57%	140.34%	-19.85%
KUPRES - RS	425	418	417	320	-4	-97	-1.65%	-0.24%	-0.94%	-23.26%
SOKOLAC	16,837	16,709	16,636	12,607	-100.5	-4,029	-0.76%	-0.44%	-0.60%	-24.22%
NEVESINJE	18,496	18,428	18,273	13,758	-111.5	-4,515	-0.37%	-0.84%	-0.60%	-24.71%
DERVENTA	41,709	41,551	41,412	30,177	-148.5	-11,235	-0.38%	-0.33%	-0.36%	-27.13%
KOZARSKA DUBICA	32,711	32,407	32,153	23,074	-279	-9,079	-0.93%	-0.78%	-0.86%	-28.24%
PETROVAC	406	481	527	367	60.5	-160	18.47%	9.56%	14.02%	-30.36%
SREBRENICA	21,258	21,167	22,086	15,242	414	-6,844	-0.43%	4.34%	1.96%	-30.99%
VIŠEGRAD	18,339	18,159	18,181	11,774	-79	-6,407	-0.98%	0.12%	-0.43%	-35.24%
VLASENICA	19,248	19,195	19,197	12,349	-25.5	-6,848	-0.28%	0.01%	-0.13%	-35.67%
PETROVO	11,227	11,140	11,089	7,010	-69	-4,079	-0.77%	-0.46%	-0.62%	-36.78%
KALINOVIK	4,529	4,479	4,448	2,240	-40.5	-2,208	-1.10%	-0.69%	-0.90%	-49.64%
ISTOČNI STARI GRAD	2,948	2,935	2,967	1,175	9.5	-1,792	-0.44%	1.09%	0.32%	-60.40%
ISTOČNI MOSTAR	779	797	907	280	64	-627	2.31%	13.80%	8.06%	-69.13%

8.5 Brčko District

According to the statistics, the population number in Brčko District has been decreasing at the average rate of -0,01% over the past three years, while the census results show a growth of 22,95%. In 2012, it was estimated that Brčko District had a population number of 75.666,²⁷ while the total number of enumerated persons in RS in 2013 was 93.028.

Municipality	Population number: statistical estimate (2010)	Population number: statistical estimate (2011)	Population number: statistical estimate (2012)	Enumerated persons (Census 2013)	Average growth per year based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012	Growth rate based on statistical estimate 2010-2011	Growth rate based on statistical estimate 2011-2012	Average growth rate based on statistical estimate (2010-2012)	Difference between enumerated persons and population in 2012 (percentage)
BRČKO DISTRICT	75,674	75,625	75,666	93,028	-4	17,362	-0.06%	0.05%	-0.01%	22.95%

8.6 Conclusions

When all the numbers for both entities and the district are summed up and compared, the results for the whole of Bosnia and Herzegovina are as follows: average population growth rate 2010-2012 was -0,04%, while the number of enumerated persons is -1,34% lower than 2012 statistical estimate of population number.

This difference is, once again, not reflective of the actual deviations of census results from statistical data recorded on the municipal level. Unfortunately, the data on smallest enumeration units is not accessible, nor is a corresponding set of data from the statistical institutions' reports, so the similar comparison on the lowest level on enumeration cannot be made.

In conclusion, it can be said that full implications of this census "fraud" is still too early to estimate, but it will certainly be more clear upon the release of final census results. Based on the available data, there are, however, several serious issues which stem from these results:

1. The census methodology offers no explanation for such large differences, both between estimated population number and number of enumerated persons, as well as drifts between different municipalities' in that respect. The only disclaimer given by census methodology - that some persons could have been enumerated twice - doesn't come close to explaining the whole range of huge

²⁷ Statistical data source: *Demografija u Brčko Distriktu BiH 2008-2012 godina*, Agencija za statistiku BiH, Brčko, 2013.

URL: http://www.bhas.ba/publikacije/Demografija%20za%202012%20bilten_BOS.pdf

aberrations in numbers of enumerated people compared to previously existing statistical data and statistical trends. Even if the statistical estimates were flawed to begin with, this would not explain the fact that, for example, different municipalities within one same canton can show such differences in enumeration accuracy.

2) Large discrepancies in results between municipalities within one same canton and/or entity, suggest the crucial role of municipal census commissions in allowing - and perhaps encouraging or facilitating - these irregularities. There is also a strong possibility that political influence, installed through municipal mayors who were given a key role in forming and overseeing the commissions, was a significant factor in this misdemeanor. Paired with strong political campaigns around the 2013 Census, which were lead or supported by political parties, the influence of political factors on these results seems to be a very plausible assumption.

3) It is particularly surprising that significant deficits in number of enumerated persons have been recorded in large city centers such as Tuzla, Sarajevo, Banja Luka, etc. These urban areas otherwise show either a very small rate of population decrease, or, in some cases, even population growth - as they represent the centers where people come to work, study and live from all over the country. Compared to very small municipalities, which recorded three-figured increases in enumerated population against their previous continuous population decline, it is clear that these discrepancies cannot be a result of population movement, but rather of vast - and very possibly organized - enumeration irregularities. It is also telling that all of the reports which PopisMonitor received from people who claimed that none came to enumerate them (sometimes claiming that their entire building or street has been omitted from enumerators' route), come from the same municipalities which recorded a deficit in number of enumerated persons, the most prominent being Tuzla and Center Sarajevo.