

THE NEED TO CREATE A COMMON EUROPEAN CENSUS SYSTEM IN ORDER TO PREVENT TERRORISM

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Abstract. The beginning of the 21st century has brought the world an escalation of terrorism, which has particularly affected the seemingly safe Europe. In the recent years the Old Continent has seen the influx of both refugees and economic immigrants at an unprecedented scale, and the conflicts in the Middle East which have not been resolved for years and the widely understood poverty in Africa are conducive to terrorism. It all gives rise to the urgent need to strengthen the systems of population flow in Europe, which can be done by developing a common census system, common national and European or temporary identity card for residents of Europe, and by strengthening population control in this respect.

Keywords: terrorism, common census system, common European identity card, common census zone.

INTRODUCTION

A lack of security can take many different forms, but no other form of armed activities exploits the feeling of our own weakness and helplessness as much as terrorism¹. Terrorism is a phenomenon that has been paralysing people's minds for many years, by arousing fear and filling our imagination with gory scenes. In the human consciousness, such images have been compounded for years by the increasingly common terrorist attacks made with increasingly more primitive methods, and recently even by means of tools and resources available to the average person. Terrorism is a phenomenon that threatens the security of the contemporary civilised world, penetrating into people's daily life with increasing frequency. We are increasingly confronted with sad information about cruel acts of terror that take miscellaneous forms.

There is also a constant growth in the world population (currently at ca. 7.5 billion), and the related poverty in some regions of the world, such as Africa, along with the unending conflicts in the Middle East, result in streams of people searching for a better life for themselves. The destination of many people's dreams is Europe, enshrouded in the mythical richness and alluring people not only with a series of freedoms and liberties, but primarily with its economic

¹ Townshend Ch., *Terroryzm*, Łódź: Uniwersytet Łódzki, 2017, p. 19.

reality in the form of social minima, benefits and allowances. Even though the system of social benefits is a vital necessity from the perspective of an average European, for people fleeing famine, natural disasters, wars and plagues it seems to ensure unbelievably good living conditions which remain only a dream in such countries as Zimbabwe, the Democratic Republic of the Congo, Burundi, Liberia, Eritrea, Syria or Afghanistan. The relative proximity of Europe and its controversial immigration policy dictated, amongst others, by the diminishing native European population, along with the desire to increase economic profits in large financial and commercial corporations, are conducive to the migration of poor people to Europe – the paradise of their dreams.

Amongst those who arrive in the Old Continent and are in genuine need of help, it is increasingly more common to find persons of unknown identity who may be criminals, escaped convicts or fighters of the so-called Islamic State. The lack of documents, or counterfeited documents held by immigrants and refugees aggravate the identification problems, and Europe seems unable to cope with the influx of people from the south which is reaching record numbers. For this purpose, it seems necessary to strengthen the systems of population flow in Europe, which can be achieved by creating a common European census system, a common national and European or temporary identity card for residents of Europe, and by strengthening population control in this respect, or – briefly speaking – a common census zone.

The purpose of the paper is to demonstrate the necessity to strengthen the population identification systems in Europe as part of terrorism prevention measures.

This will be made possible by creating a common population register system and a common uniform identity card for residents of Europe. Keeping track of the literature on terrorism as well as population registers and identity cards, use was made of the so-called critical source analysis method. Having concrete legal solutions at hand, the dogmatic-legal method was applied. The comparison of the population register systems in selected countries was done by means of the comparative method, and the presentation of selected statistical data was carried out by the empirical-statistical method.

TERRORISM AND THE NEED TO PREVENT IT IN THE ASPECT OF INCREASING MIGRATION TO EUROPE

Terrorism involves deliberate creation and exploitation of fear through violence or the threat of violence in order to create power where there is none or to consolidate power where

there is very little². It is increasingly common for terrorists to try to justify their violence by appeals to religious motives, claiming that the object for their attack threatened the well-being of their faith or ideology. Therefore, it must be assumed that contemporary terrorism is a phenomenon which, through various ideologies and violent acts on an unprecedented scale, is trying to force an action that is intended to result in the opponent's self-destruction³.

Security is one of the most important values necessary for existence and normal functioning of both an individual and a particular social group. It is defined as a state of certainty, peace, protection, absence of threats and safeguards against them⁴, as well as the guarantee of inviolable survival of a given entity and the freedom of its development⁵. At the same time, security is a term which gives hope to individuals, upon which they build their future prospects for themselves and their relatives. It is not a homogeneous state or a condition relating exclusively to the existence of an individual or human collectivities⁶. A special category of security is public security, which is the desired state in a given country and results from effective counteraction of all determinants of threats by state authorities and other bodies governed by law, as well as from implementation of tasks that prevent all acts against the well-being of a country, its public law and order, and the life, health and property of its citizens⁷.

The migrations of the 21st century, which are gradually transforming into political-economic population movements and the recent numerous terrorist attacks in Europe and North America, by undermining the sense of security, have exposed a series of mistakes in the functioning of the systems of public security and control. Therefore, it is necessary to strengthen the population register system, which – in the age of large-scale migrations of people – will make it possible to improve security also in the aspect of preventing terrorism.

According to the official EUROSTAT data, 2.7 million people from non-EU countries arrived in Europe in 2015, with 1.9 million of them moving from one EU Member State to another⁸. It is also estimated that in 2015 Europe was flooded by over a million refugees, the majority of whom can actually be classified as economic migrants from countries and regions, which are poor, undemocratic and largely unaffected by armed conflicts. On January 1, 2016, the EU Member States were populated by 35.1 million people born outside the EU and 19.3

² Hoffman B., *Oblicza terroryzmu*, Warszawa: Politeja – Świat Książki, 1999, p. 42.

³ Kosta R. A., *Terroryzm jako zagrożenie dla bezpieczeństwa cywilizacji zachodniej XXI wieku*, Toruń: Adam Marszałek, 2012, p. 14.

⁴ Zięba R., *Instytucjonalizacja bezpieczeństwa europejskiego*, Warszawa: Scholar, 2004, p. 27.

⁵ Stańczyk J., *Współczesne postrzeganie bezpieczeństwa*, Warszawa: ISP PAN, 1996, p. 19.

⁶ Piwowarski J., *Fenomen bezpieczeństwa*, Kraków: WSBPI Apeiron, 2014, p. 71.

⁷ Czop A., *Udział firm ochrony osób i mienia w zapewnianiu bezpieczeństwa publicznego w Polsce*, Katowice: WSBPI Apeiron, 2014, p. 267.

⁸ <http://ec.europa.eu/eurostat/statistics-explained> (1.04.2018)

million people born in a Member State other than their current state of residence. In Hungary, Ireland, Luxembourg, Slovakia and Cyprus, the number of inhabitants born in another EU Member State was higher than the number of individuals born outside the EU⁹. Although in 2017, thanks to the agreements with Turkey and Libya, the number of refugees and economic migrants started to decrease, Europe must deal with the problem of family reunification amongst the migrants, as more than a half of them are young men, as well as with the integration which, given the origin of the migrants, will not be easy. At the same time, it cannot be ignored that the current terrorism problem spreading across Europe and North America is associated with Islam. Despite the fact that true Islam condemns terrorism and understands jihad differently to how it is currently presented by the mass media, Islamic fundamentalists justify their abominable acts on religious grounds. For example, such motives drove a 24-year-old Tunisian terrorist refugee, Anis Amri, to stage a terrorist attack at the Christmas market in Berlin at Breitscheidplatz on December 19, 2016. Religious motives were also the reason behind the attacks in Paris (including the Bataclan theatre) and Saint-Denis on November 13, 2015, which had been inspired by Muslims born and raised in Europe. Both attacks were claimed by the so-called Islamic State which made jihad the core driving principle of their bloodiest activities. However, as rightly reminded by E. Capan, staging suicide attacks in time of peace is a serious sin. Such cold-blooded murders have absolutely no acceptance in Islam¹⁰.

Contemporary terrorism may not be considered in isolation, but needs to be examined in the context of the challenges of today's world and the changes taking place in our life¹¹. There is no doubt that a significant role in the development of terrorism is played by the processes of globalisation, including the rapid growth of technology, especially the mass media. This is significantly related to a serious blurring of cultural differences. A favourable environment for international terrorisms is therefore created by the processes of globalisation¹². Globalisation, as the process of strengthening the spatial and temporal relationships between the states and peoples as well as the process of blurring the differences between what is intra-state and what is international, is particularly leaving its imprint on culture¹³. One even speaks of time and space compression which is the consequence of such phenomena as de-territorialisation, transnational social space, shaping the vision of the world as one place, mutual conditionality

⁹ Ibidem.

¹⁰ Capan E., *Terroryzm i zamachy samobójcze. Muzułmański punkt widzenia*, Warszawa: Dialog, 2007, p. 137.

¹¹ Bukowski S. Z., *Terroryzm europejski. Geneza i współczesne zagrożenia*, Słupsk: Akademia Pomorska, 2010, p. 15.

¹² Koziński M., *O bezpieczeństwie narodowym w Polsce*, Słupsk: Fundacja Pro Pomerania, 2008, p. 14.

¹³ Hrynicki W. M., *Potrzeba działań na rzecz bezpieczeństwa kulturowego w aspekcie jego współczesnych zagrożeń*, Kultura Bezpieczeństwa. Nauka – Praktyka – Refleksje Nr 20/2015, p. 226.

of all things global, irrespective of the location in space¹⁴. In our times, as never before in history, there are processes of mutual dependency and interactions on a worldwide scale, thereby making the activities of terrorists a global problem where no country can feel secure from them¹⁵. New information technologies and the world, which has become the so-called global village, boost the globalisation of terrorism¹⁶.

Globalisation makes people more willing and flexible to change their location, and the progressing migration – especially on the European continent with its many countries – significantly hinders the identification of people. This is because Europeans sometimes alternate between two or more locations (states), use two or more identity cards and have a few identification numbers. On the other hand, non-European refugees and economic migrants often have no identity documents or want to conceal their identity, thus making it highly problematic for administrative bodies to determine who they really are. These circumstances are particularly significant in affecting the public security and the need for terrorism prevention. This is because it is no secret that many of the suicide bombers have recently entered Europe with the wave of refugees.

THE POPULATION REGISTER IN EUROPE AND THE NECESSITY TO STRENGTHEN IT

Given the above considerations, it seems necessary to create a common system of transnational population register so that the administrations of the particular states regain control over who arrives in their territory and where this person actually comes from, and hence what potential threats s/he may pose. To this end, several legal solutions should be implemented on the European continent to create a common register system for people permanently residing in Europe and those arriving for non-tourist purposes for longer periods. The best tools to create this would be the following: 1) a common census zone, 2) a common national and European identity card for residents of Europe, 3) a temporary identity card for those wishing to settle in Europe and 4) strengthening population control in terms of holding and using an identity document.

It should be pointed out that population registers have always underpinned the administrative policy, and their degree of detail has varied significantly – from rare censuses to

¹⁴ Pietraś M. (red.), *Oblicza procesów globalizacji*, Lublin: Uniwersytet Marii Curie-Skłodowskiej, 2002, p. 37-38.

¹⁵ Małkiewicz A., *Terroryzm – wybrane zagadnienia*, Nysa: Oficyna Wydawnicza PWSZ, 2014, p. 7.

¹⁶ Lisowski G., *Terroryzm – próba sprecyzowania pojęcia* [in:] Jakubczak R., Radziejewski R. (red.), *Terroryzm a bezpieczeństwo państwa w erze globalizmu*, Warszawa: Wojskowa Akademia Techniczna, 2011, p. 101.

regular records of population movement and flow of travellers¹⁷. A population register is as important as giving names and surnames to individuals, which it related to the functions of both¹⁸. As also rightly stated by W. Maciejko, the very meaning of the term “population register” indicates roughly a kind of authoritarian intervention by public administrative bodies in the realm of the rights and freedoms of every citizen related to his/her residence and movement. The essence behind maintaining a population register is the creation, recording and updating of data concerning individuals that make up a group referred to as population, inhabiting a specific territory¹⁹. The territory in the case at hand must be the area of Europe and, more specifically, of the European countries that would like to (or even should) enter into the project.

Population registers also play a service role in many areas of state activity and social life. For instance, they make it possible to determine the current number of residents in the particular localities and the population movement, which is of major importance for the broadly-conceived socio-economic planning, enable the drafting of various lists of persons, such as voters’ registers or records of persons liable for military service, facilitate the protection of public security, law and order, by counteracting the hiding of criminals and individuals dodging their responsibilities specified by the law or acts of the individual state authorities and, lastly, make it possible to provide information about the addresses of wanted or missing persons²⁰. It is important to note that the possibility of a versatile use of the population register system (including the identification number) is very common in some of the European countries.

Finally, it must be highlighted that the population register system should be constructed in a manner ensuring constant updating of the information gathered. Oriented to a great extent towards the perception of migration, it also acts as a tool for obtaining a series of other data used in the particular state structures for the achievement of their relevant objectives²¹. The fundamental desired characteristic of the system must be its ongoing pertinence. Otherwise, the existence of this system for the purpose of terrorism prevention would make no sense, especially in the light of such a rapid movement of people, as is the case in today's Europe.

¹⁷ Lipowicz I., *Ewidencja ludności i dowody osobiste* [in:] Lipowicz I., Niewiadomski Z., Strzyczkowski K., Szpor G. (red.), *Prawo administracyjne. Część materialna*, Warszawa: LexisNexis, 2004, p. 47.

¹⁸ Hrynicki W., *Nadawanie oraz zmiana imion i nazwisk. Komentarz*, Wrocław: Gaskor, 2010, p. 47-49.

¹⁹ Maciejko W., *Osobowe prawo administracyjne*, Warszawa: C.H. Beck, 2008, p. 3.

²⁰ Smoktunowicz E., *Administracyjne prawo osobowe* [in:] Smoktunowicz E. (red.), *Administracyjne prawo materialne. Zagadnienia wybrane*, Białystok: Pro Veritate, 2003, p. 44-45.

²¹ Wilczyński P., *Ewidencja ludności* [in:] Stahl M. (red.), *Materialne prawo administracyjne. Pojęcia instytucje, zasady*, Warszawa: Difin, 2002, p. 85.

The common census zone in Europe could be similar to the Polish Universal Electronic System for Registration of the Population (PESEL)²², but it might also be used on a wider scale than for state-related purposes alone, as is the case in some European countries. The PESEL system in Poland was developed in the years 1970-1974 and implemented in 1976 by the Act of 10 April 1974 on registration of population and identity cards²³, subsequently replaced with the Population Register Act of 24 September 2010²⁴. The Polish citizen identification number (PESEL number) is given to all children of Polish nationality upon birth as well as to adults after obtaining the Polish citizenship in order to unambiguously identify a given natural person. The unique PESEL number consists of eleven digits, with the first six representing the code of one's date of birth, the penultimate encoding one's sex (odd numbers specify males, while zero and even number – females), and the final one acting as the so-called check digit. The PESEL register is a source of data on the place of residence, births, changes in marital/partnership status, citizenship, names and surnames, and deaths²⁵.

The Lithuanian identification number, referred to as Asmenskodas, like in Poland consists of eleven digits encoding the sex and date of birth. The first digit signifies the sex, the subsequent six – the date of birth, whereas the next three – a serial number. The last one is a check digit as well. The application of the Lithuanian identification number is similar to that in Poland.

In Norway, the identification number (Fødselsnummer), like in Poland, has eleven digits that encode the date of birth and sex of a given person. However, it has a wider range of applications, because it is not merely limited to the public-legal realm, but also commonly used in the realm of private relations (such as employment, bank account agreements, and commercial insurance). The Swedish Personnummer has a similarly wide range of applications. It consists of ten digits, which also encode the date of birth and sex of a given citizen²⁶.

On the other hand, the Czech identification number (rodné číslo) is automatically given not only to babies born in the territory of the Czech Republic and foreigners who register for permanent or temporary residence in the Czech Republic, but also to entrepreneurs (along with cooperating family members), company managers and employees commuting from abroad who

²² The acronym of the initial name for the Polish Universal Electronic System for Registration of the Population.

²³ Dz. U. z 2016 r. nr 139, poz. 993 ze zm.

²⁴ Dz. U. z 2017 r. poz. 657 ze zm.

²⁵ Kopacz Z., *Administracyjnoprawna sytuacja osób fizycznych* [in:] Bednarek W. (red.), *Wybrane zagadnienia administracyjnego prawa materialnego*, Olsztyn: Uniwersytet Warmińsko-Mazurski, 2000, p. 28.

²⁶ Ludvigsson J. F., Otterblad-Olausson P., Pettersson B. U., Ekblom A., *The Swedish personal identity number: Possibilities and pitfalls in healthcare and medical research*, *European Journal of Epidemiology* Nr 24(11)/2009, p. 659–667.

are not residents of the Czech Republic, but are registered for the mandatory pension and health insurance²⁷.

The situation is completely different for the identification number in Croatia. Even though its osobni identifikacijski broj (OIB) consists of eleven digits like in Poland, but unlike its predecessor (the identification number in force in the former Yugoslavia), it contains no personal data. It consists of a random string of 8 digits and a check digit at the end²⁸.

The existence of identification numbers in Germany and Italy is or was related to tax obligations. The German Steuernummer, which is typically used for tax purposes and varies across the particular German Bundesländer, was replaced with the Identifikationsnummer (IdNr) in 2008 for non-tax purposes. The latter consists of eleven digits and is issued by the Federal Central Tax Office for each citizen. This number does not encode an individual's date of birth and sex²⁹. On the other hand, the complicated Italian number (codicefiscale) contains both letters and digits encoding not only the date of birth and sex, but also the name and surname, place of birth and a check digit. This number is primarily used for tax purposes³⁰.

As can be seen, the population register systems in Europe vary significantly, yet share a common goal for which they have been established. Their second common feature is that they are useless outside the country where they have been issued, which by no means can pave the way for the construction of a common European administration, especially in the EU structures. It should be added that it is also the identity documents that differ in the particular European states – including the elements that include, their physical features, the rules for issuing and recognising them in the public space. This is why there is no effective system of population register in Europe, and hence no effective and efficient control measures for the flow of people can exist on the Old Continent, which makes it vulnerable to terrorism. The idea behind building common values, which undoubtedly also include security, should be the common provisions of law implementing uniform principles and rules in this area. The regulation of population registers should skilfully combine the interests of individuals and groups with the legal system of a given state, its economic and civilisational level as well as its specific internal and international situations³¹.

In the first place, the changes should encompass the particular EU Member States, before being further extended to cover non-EU European countries. It seems reasonable to agree with

²⁷<https://www.firmawczechach.pl> (1.04.2018).

²⁸<https://narodne-novine.nn.hr> (1.04.2018).

²⁹<https://www.bzst.de> (1.04.2018).

³⁰<http://www.agenziaentrate.gov.it> (1.04.2018).

³¹Szreniawski J. (red.), *Prawo administracyjne. Część szczegółowa*, Bydgoszcz: Branta, 1997, p. 21.

the statement that Community law basically takes priority over national laws, which results from both the founding Treaties and the general principle of the EU³². An important objective of the regulations within the Community administrative law is to secure its effective enforcement throughout the Community. This objective, besides numerous practical legal regulations, is served by the judge-made law's principles of direct effect, priority and uniformity of Community law³³.

It is therefore proposed that each European inhabitant, immediately after birth or taking residence, be assigned an unalterable common European number of population register, which would encode the necessary identification data, such as sex and date of birth. This system should be managed electronically in a uniform database containing the personal data of each individual. After all, administration is obtaining more and more information which must be processed, and the traditional methods which were used in the past are costly due to high labour intensiveness³⁴. This database should be initially created within the area of the European Union only to be gradually extended to other European countries, irrespective of their integration with the EU (in the first place to states associated with the EU, such as Switzerland, Norway, Island, Ukraine, Serbia, Macedonia, Montenegro, Moldova, but also to Belarus and Kosovo). This number would serve all administrative purposes, including tax, insurance and banking, which would be essential to avoid duplicating identification numbers in various cases. Besides, this number would finally prevent the same individual from being counted twice in two European countries as is currently the case. It must be emphasised that a particular role in the administrative cooperation is played by information exchange, which is at the core of these activities. Because of its fundamentals alone, the law of cooperation is consequently an administrative law of information³⁵.

The common European identity card should be held by all EU citizens once they have reached the age of preliminary independence (e.g. 13/15 years). Nevertheless, age is a matter of debate in this regard, requiring further agreements and a compromise. It would be desirable for such a uniform identity card to include, besides personal data and a photograph and the above-mentioned common European number of population register, also biometric data and a

³²Maurer H., *Ogólne prawo administracyjne. Allgemeines Verwaltungsrecht* (translated Nowacki K.), Wrocław: Kolonia Limited, 2003, p. 73.

³³Schmidt-Aßmann E., *Das allgemeine Verwaltungsrecht als Ordnungsidee. Grundlagen und Aufgaben der verwaltungsrechtlichen Systembildung*, Berlin: Verlag Springer, 2006 (translated Wasilewski A., *Ogólne prawo administracyjne jako idea porządku. Założenia i zadania tworzenia systemu prawnoadministracyjnego*, Warszawa: C.H. Beck, 2011, p. 493.).

³⁴Knosala E., *Zarys nauki administracji*, Warszawa: Wolters Kluwer business, 2010, p. 258-259.

³⁵Hatje A., *Informationsaustausch und Datenschutz in der Europäischen Union*[in:] Magiera S., Sommermann K. P. (red.), *Verwaltung in der Europäischen Union*, Berlin: Duncker & Humblot, 2001, p. 193 and n.

blood group. Similarly to the identification number, the uniform identity document should be initially introduced in the territory of the European Union and then gradually extended to other European countries, which would (as in the case of the identification number) form a common European census zone.

On the other hand, the temporary identity card with parameters similar to those of the identity card issued for European residents could be issued to all individuals wishing to settle in the EU (and subsequently the common European census zone). This would make it possible for the administrative bodies of the particular European countries to regain control over people entering Europe with a view to living here. The borderline between the identity card issued to a European citizen and the temporary identity card could be the status of citizenship. Citizenship of one of the countries from the common European census zone would be related to the obligation to hold a common European identity card issued permanently.

Lastly, in order for the population register system in Europe to be able to prevent terrorism, it must be reinforced by strengthening population control in terms of holding and using an identity document. This competence should be given to all state authorities under the common census zone and to public service institutions, with primary emphasis being placed on introducing the option of detaining a person who fails to produce the European identity card and imposing a financial penalty in an efficient manner. However, account should be taken of the fact that the essence of control is to examine whether administrative activities correspond to the requested (legally required) state of affairs and formulate conclusions in case of deviation from this state of affairs (...) ³⁶. Control in the public sphere is an indispensable component of security, as well as a factor preventing terrorism. Taking account of both the controlling areas and the types of control, it must be assumed that the purpose of control is, as a matter of fact, the security (improvement of security) of the controlled area ³⁷.

CONCLUSIONS

Recapitulating, it is important to point out that the increasing terrorism, especially on the European continent, calls for the creation of a common population register system in Europe, which would be linked to the common European identity card issued for European residents and those wishing to settle here temporarily. The need to build a common census zone along with an effective control system is determined not only by the necessity to ensure security on

³⁶Zimmermann J., *Prawo administracyjne*, Warszawa: Wolters Kluwer business, 2010, p. 408.

³⁷Hrynicky W. M., Morozewicz E., *Kontrola jako nieodzowny element bezpieczeństwa na przykładzie Regionalnego Centrum Krwiodawstwa i Krwiolecznictwa w Krakowie*, Kultura Bezpieczeństwa. Nauka – Praktyka – Refleksje Nr 25/2017, p. 93.

the Old Continent, but also by the need to prevent the abominable terrorist acts which have recently become more widespread across Europe, as well as by the existing diversity of (national) identification systems, which are not uniform or compatible, and by the lack of a common European personal identity card.

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POREIKIS SUKURTI BENDRĄ EUROPOS GYVENTOJŲ SURAŠYMO SISTEMĄ SIEKIANŲ UŲKIRSTI KELIĄ TERORIZMUI

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Santrauka

XXI a. pradžioje pasaulyje suaktyvėjo terorizmas, kuris ypač paveikė iki tol saugiai atrodančią Europą. Pastaraisiais metais Senasis žemynas patyrė precedentu neturintį pabėgėlių ir ekonominių imigrantų antplūdį, o daugelį metų neišspręsti konfliktai Vidurio Rytuose ir skurdas plačiaja prasme Afrikoje prisideda prie terorizmo plitimo. Visa tai rodo esant neatidėliotiną poreikį fiksuoti Europos gyventojų srautus kuriant bendrą gyventojų surašymo sistemą, bendrą Europos gyventojams skirtą nacionalinę ir europinę ar laikiną asmens tapatybės kortelę, taip pat stiprinant gyventojų populiacijos kontrolę.

Pagrindiniai žodžiai: terorizmas, bendra gyventojų surašymo sistema, bendra europinė asmens tapatybės kortelė, bendra gyventojų surašymo teritorija.

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