



COMMONWEALTH OF AUSTRALIA.

CENSUS, 1954.

INSTRUCTIONS

TO

Census Enumerators in the
States of
the Commonwealth.

By Authority :

L. F. JOHNSTON, Commonwealth Government Printer, Canberra.

Instructions to Census Enumerators in the States of the Commonwealth.

A.—PRELIMINARY.

1. **Appointment.**—Notice of your appointment as Census Enumerator will appear in the *Commonwealth Gazette* in due course.

2. **Census Act and Regulations.**—A copy of the Census and Statistics Act, and of the regulations thereunder relative to Census matters, will also be forwarded. The provision of the Act and regulations relating to Census collection should be perused, and any queries, comments, or suggestions in connexion therewith which it is desired to make should be forwarded without delay to the Deputy Field Supervisor of the State. The portions of the Act to which attention is particularly directed are (i) the definitions of “dwelling” and “occupier” in section 3; (ii) section 7; (iii) sections 10 to 15 inclusive; (iv) sections 21 to 26 inclusive. The whole of the regulations should be carefully studied.

3. **Dwelling.**—From the definition of “dwelling” in section 3 of the Act, and the subsequent references in sections 10, 11, &c., it will be seen that the unit for the purposes of enumeration is the habitation of a family group, whether this comprises the whole of any building or only part thereof. Where two or more non-attached buildings in one place are used by one family group for dwelling purposes, the whole should be regarded as one dwelling, and a separate schedule for each will not be required under section 10. Where such a group of separate buildings is used for dwelling purposes, as a hotel, boarding-house, lodging-house, &c., the group should still be regarded as a single

dwelling. Where, however, a building is shared by several resident family groups, as distinct from lodgers, the premises occupied by each separate family group must, under section 10, be treated as a separate dwelling. A "family group" may consist of any number of persons from one upwards, and include ~~servants and lodgers residing with the family.~~ Similarly, (a) any ship or other vessel (i) in a Commonwealth port; (ii) in the inland waters of the Commonwealth; or (iii) on a passage between any two Commonwealth ports; and (b) any long-distance railway train or plane travelling at midnight between 29th and 30th June, 1954, should be treated as a single dwelling.

In the case of offices, stores, &c., with a caretaker in residence, the only portion of the building to be treated as a dwelling is that actually so used by the caretaker and his family, unless other employees sleep on the premises. In this latter case the portion used by the caretaker and his family should be treated as one dwelling, and that occupied by the other employees should be treated as another, these latter persons being classed as a separate "family group", and one of the number being treated as the "occupier" for Census purposes (*see* paragraph 4).

Where two or more distinct household groups occupy different sections of a house, but use some common facilities, such as kitchen, bathroom, lavatory, &c., each portion should be treated as a separate "dwelling", and the occupier of each portion should write "Share of a Private House" in answer to "Question (1)—Class of Dwelling". Each householder in a shared house should answer the questions regarding rooms and weekly rent only for that portion of the house occupied by his or her household. The owner or principal tenant should include the kitchen or any other room shared in his Householder's Schedule, and the sub-tenants only those rooms of which they have exclusive use.

4. Occupier.—Section 3 of the Act does not define the term “occupier”, but merely enumerates certain officials, who, in the case of public institutions, are to be included under this head. In general, it may be said that the occupier of a dwelling is the head of the “family group” resident in that dwelling, and that as such he or she is responsible under section 11 for supplying the information asked for on the Householder’s Schedule. In the case of a party of men or of women batching together, there may be no indicated “head”, but as each of the persons is, in such a case, responsible for furnishing the whole of the particulars, there should be no difficulty in securing a satisfactory return from one of the party, who, for the purposes of the Census, may be regarded as the “occupier” of the dwelling in question. In such a case the premises so occupied should be regarded as a single “dwelling” in the same manner as would be done if they were occupied as a boarding or lodging house.

Where camps on public works or elsewhere consist of tents or similar structures separately occupied, each tent, &c., should be treated as a “dwelling”, and one of the inmates of each as the “occupier” of that dwelling.

5. Undertaking of Fidelity and Secrecy.—It is important that the Enumerator should obtain the Undertaking of Fidelity and Secrecy provided for in section 7 of the Act in respect of all Census officers under his control.

6. Distribution and Collection.—Section 10 of the Act provides that a “Householder’s Schedule” shall be left at every dwelling; while section 11 provides that it shall be filled up and signed by the “occupier” and then “delivered to the authorized Collector”. It is intended that the Collector shall call for the completed return, but failure on his part to do so does not relieve the “occupier” of responsibility, since the Act imposes on such occupier the duty of “delivering” the

schedule, without specifying that the Collector shall call for it. The Householder's Schedule will contain particulars as to the dwelling and also as to each occupant. In addition a "Personal Slip" will be issued only to those persons who object to their particulars being entered on the Householders' Schedule, e.g., visitors, boarders, domestic servants. The name of each person who elects to use a personal slip must be entered by the occupier of the dwelling on the Householder's Schedule and the words "Personal Slip" must be written in the Schedule opposite the name. The Personal Slip when completed must be handed, enclosed in an envelope, to the occupier for delivery to the collector. The Personal Slip will be used also for inmates of hospitals, asylums, institutions, &c., for shipping population and railway and air travellers.

7. Particulars in Schedule.—In addition to the particulars detailed in (a) and (b) of section 12 of the Act, various particulars authorized under (c) are prescribed in Regulation 13. These matters are all duly specified in their appropriate places on the Householder's Schedule and Personal Slip.

8. Assistance by and to Collector.—Sections 13 and 14 of the Act specify the nature of the assistance to be rendered by the Collector to the public, and by the public to the Collector in the performance of his duties.

9. Persons not in Dwellings.—Section 15 of the Act makes provision for the enumeration of persons not resident in dwellings at the date of the Census.

10. Miscellaneous provisions of Census Act.—Sections 21 to 26 of the Act comprise miscellaneous provisions relative to (i) religion, (ii) desertion by officers, (iii) untrue returns by officers, (iv) secrecy, (v) forgery of forms, and (vi) false returns and answers.

B.—DIVISIONS OF STATE.

11. Conformation of Census Divisions.—For the purpose of this Census the States have been divided and subdivided in the same manner as for Federal electoral purposes. In order to preserve stability of Census areas so that comparisons of geographical data may be possible from Census to Census, the Federal Electoral Subdivisions that were used at the 1947 Census have been adopted as Census Subdivisions for this Census, and the outer boundaries determined in 1947 for Collectors' Districts within these Subdivisions have been retained. The Subdivisions have been combined to form Census Divisions, which conform as nearly as practicable to the pattern of the Electoral Divisions determined at the 1949 redistribution. In this way Census Enumerators will be responsible for approximately similar areas to those covered by their existing Electoral Divisions. As at previous Censuses, Census Divisions have been given distinguishing numbers, Census Subdivisions distinguishing capital letters, and Collectors' Districts distinguishing small letters. For administrative reasons it may be convenient in certain cases to combine or subdivide Census Subdivisions.

12. Census Subdivisions.—As already stated in paragraph 11, the Federal Electoral Subdivisions, which were used at the 1947 Census, have been adopted as Census Subdivisions for this Census. Where it may be convenient for administrative reasons to combine or subdivide any Census Subdivisions, the Enumerator shall forward his recommendations for such groupings, &c., to the Commonwealth Statistician through the Deputy Field Supervisor.

C.—ENUMERATORS.

13. Enumerators.—The officer in charge of a Census Division will be known as the "Enumerator" for that Division, and will be responsible for the

collection of Census data therein, subject to the Act and regulations and to the instructions of the Commonwealth Statistician and the Deputy Field Supervisor of the State in which the Census Division is situated. The Enumerator will also be responsible for the financial matters stated in the financial instructions issued by the Commonwealth Statistician.

14. Emergency Appointment of Deputy Enumerators.—Should an Enumerator be unable by sudden illness, or other unavoidable cause, to carry out his Census duties, he should at once communicate the fact to his Deputy Field Supervisor, by telegram if possible, but should there not be sufficient time to enable the Deputy Field Supervisor to recommend the appointment of a successor, the Enumerator should at once appoint a deputy to act pending the formal approval of such appointment.

15. Clerical Assistance.—If, owing to the pressure of Census duties at any stage, the Enumerator is unable to cope with the work satisfactorily, authority to obtain temporary clerical assistance to a specified extent should be applied for promptly to the Deputy Field Supervisor. In all cases the greatest care must be taken to ensure that such assistance is obtained in the most economical manner possible.

D.—SUB-ENUMERATORS.

16. Sub-Enumerators.—For each Census Subdivision an officer will be appointed, who will be known as the "Sub-Enumerator" for that subdivision. The duties of the Sub-Enumerator will consist in assisting the Enumerator in the detailed work of collection in respect of the subdivision to which he is appointed.

17. Selection of Sub-Enumerators.—The duty of appointing suitable Sub-Enumerators devolves upon the Deputy Field Supervisor of the State concerned, but in all cases the advice of the Enumerator will be obtained in making the selection.

18. Enumerator's Recommendations.—To facilitate the selection of Sub-Enumerators, each Enumerator must furnish without delay to his Deputy Field Supervisor a list of persons whom he considers suitable for the purpose, together with any comments which he considers desirable. The name of a person who holds the position of Commonwealth Electoral Registrar or who has acted as Assistant Returning Officer, or such other person as the Enumerator approves, should appear on the list of recommendations. Persons without electoral experience should possess the following qualifications:—

- (a) Accurate knowledge of the Census Sub-division.
- (b) Administrative capacity.
- (c) Integrity.
- (d) Good education.

19. Appointment of Sub-Enumerators.—On approving the appointment of the Sub-Enumerators for any Census Division, the Deputy Field Supervisor will notify the persons concerned through the Enumerator, and will arrange for each person so appointed to furnish an Undertaking of Fidelity and Secrecy and a Contract of Service, on special forms to be forwarded for the purpose. The original undertakings and contracts must be retained by the Enumerator until the completion of his duties as Enumerator, and must then be forwarded to the Commonwealth Statistician through the Deputy Field Supervisor. A duplicate of his contract of service must be retained by the Sub-Enumerator.

20. Emergency Appointment of Sub-Enumerators.—In the event of accident, sickness, death, or other cause preventing a Sub-Enumerator from carrying out the duties of his office, it will be necessary for the Enumerator, with as little delay as possible, to appoint a suitable substitute to act in a temporary capacity

pending the formal approval of his appointment. The Enumerator must in these cases at once forward a concise report to the Deputy Field Supervisor.

21. Remuneration of Sub-Enumerators.—(a) The Sub-Enumerator will receive such remuneration for his services in connexion with the Census as may be approved by the Minister. At the time of the appointment of Sub-Enumerators the Deputy Field Supervisor should be advised of any special circumstances in any subdivision which may warrant the payment of increased remuneration above the ordinary rate to the Sub-Enumerator in that subdivision.

(b) In special cases where the Enumerator authorizes the Sub-Enumerator to travel in duties absolutely necessary for the collection of the Census, travelling allowance in accordance with paragraph 21 of the Financial Instructions will be allowed for the time so occupied in travelling. No payments, however, of this nature must be made without the prior approval of the Deputy Field Supervisor.

E.—COLLECTORS' DISTRICTS.

22. Enumerators' Maps, &c.—The Commonwealth Statistician will forward to the Enumerator the following documents:—

- (i) a booklet of instructions,
- (ii) a diagram map of his Census Division,
- (iii) a map of each Census Subdivision within his Division showing—
 - (a) the Local Government Area boundaries brought up-to-date and
 - (b) the outer boundaries of each Collector's District within the Subdivisions, and
- (iv) a written description of the boundaries of each Collector's District within his Division.

23. Review of Subdivision by Enumerators.—As already stated in paragraph 11, the outer boundaries of Collectors' Districts that were determined in 1947 will be retained at this Census. On the subdivisional maps forwarded to the Enumerator these boundaries will be delineated with similar designations of small letters as in 1947, and will include any alterations consequent upon changes in Local Government Area boundaries since 1947. Where a revised boundary of a Local Government Area splits a Collector's District into two or three parts, each such part has been made a separate Collector's District and has been designated on the map as "a1" "a2" "a3" to preserve comparison with the outer boundaries of the related Collector's District "a" in 1947.

In accordance with his instructions, it will be the duty of the Enumerator, on receipt of these maps, to review carefully the areas of Collectors' Districts marked thereon to ensure that they are of such size that the work of distributing and collecting Census forms therein may be readily carried out in the prescribed time. Where practicable, this work should be done in consultation with the Sub-Enumerator of the Subdivision concerned. Where changes in population since the 1947 Census necessitates increases in the numbers of Collectors' Districts to ensure uniform distribution and collection of Census forms, it is anticipated that such changes can be made by subdivision of the areas of existing Collectors' Districts without altering their external boundaries. Wherever subdivision is necessary, the area of such subdivision shall be made a separate Collector's District and shall be indicated on the subdivisional map as "a1" "a2" or "b1" "b2", as the case may be. In these cases a written description of the proposed boundaries of the new Collectors' Districts must be supplied. Such descriptions should be given in sufficient detail to enable Collectors to identify without difficulty the boundaries of such districts. In the review and

allotment of Collectors' Districts the Enumerator may consider it desirable to use local maps to supplement the maps forwarded by the Commonwealth Statistician. In such cases two copies of the local maps used for this purpose should be forwarded to the Deputy Field Supervisor when the proposals relating to Collectors' Districts are forwarded for approval.

24. Boundaries of Collectors' Districts.—In the allocation of additional Collectors' Districts, well marked natural or artificial features, such as creeks, rivers or other streams, streets, roads, lines of railway, telegraph or telephone lines, boundary fences, &c., should wherever possible be adopted as the boundaries of such districts. Where streets, roads, railways or rivers are used as boundaries, the boundary line must be understood as running in the centre of the street, road, railway or river, so that dwellings on one side will be in one Collector's District, and those on the other side in the adjoining Collector's District. Lines drawn from point to point on maps without natural or artificial features are not readily followed, and should be adopted only in cases where no others are available.

25. Census Subdivision to be Completely Allocated.—It shall be the duties of the Enumerator to check carefully all boundaries to ensure that no part of any Census Subdivision is left unprovided for. No particular area may be ignored on the assumption that it is uninhabited, or for other reasons. A Collector's District should, wherever practicable, consist of one continuous portion of the State, and should not, except in the case of an island or islands, be made up of two or more detached parts.

26. Time Allotted for Distribution and Collection.—The division into Collectors' Districts should be such that, wherever practicable, the **maximum** time allowed for the distribution of the Census Forms should be the four days, commencing Saturday, 26th June, 1954,

and terminating Wednesday, 30th June, and the **maximum** allowed for their collection the six days commencing Thursday, 1st July, 1954.

The separate lists provided for Sub-Enumerators showing the numbers of dwellings and populations in the various Collectors' Districts in each Census Sub-division at the Census of 1947 may be used to assist in allotting times for distribution and collection, but subsequent changes should be borne in mind. In general, the time allotted should be kept as much below the maximum time stated above as is consistent with the ability of the collector to cover his district with reasonable effort. In every case arrangements should be made that the collection will be completed by 31st July, 1954, at the latest. The number of working days that should be allowed each collector as sufficient for the distribution and collection of the Census Forms must be carefully considered by the Enumerator and entered on Census Form 16 before the document is returned for approval. The distribution should be completed on or before Wednesday, 30th June, and the collection commenced on Thursday, 1st July. Except in special circumstances, collectors will not be allowed payment for any time in excess of that so allotted for distribution and collection.

27. Density of Population to be taken into Account.—In reviewing Collectors' Districts consideration must be given to the distance to be travelled by the Collector in going from dwelling to dwelling. A district should thus comprise more dwellings when these lie close together, and a fewer when they are far apart.

Thus, in densely populated centres, from 250 to 350 inhabited dwellings may be included in each Collector's District. On the other hand, in certain suburban areas, or in villages or townships, where dwellings are fairly close together, but are yet farther apart than in a closely-built town, the number may

be 150 to 250; in the more settled agricultural districts the number may be from 50 to 150; while in districts where the population is very widely scattered, less than 50 will be ample. Where an Enumerator has a fair idea of the number of electors enrolled for any area, a rough approximation to the number of dwellings may usually be obtained by dividing the number of such enrolments by two. This result will usually be slightly in excess of the true number of dwellings. Due consideration must in all cases be given to the Collector's method of travelling, when estimating the number of days to be allowed.

28. Special Arrangements for Scattered Population.—In arranging for the collection in districts where the population is very scattered, as for example in the case of mining prospectors and large pastoral holdings, the special circumstances of each locality must be taken into account, whether as regards the time to be allowed, the means of travelling, or the number of dwellings to be allotted to each Collector. In out-back areas where the population is centred at widely scattered pastoral stations, arrangements should be made, if possible, for a resident at each station to act as Collector for that locality, in order to avoid the unnecessary expense of a Collector travelling long distances between such stations.

29. Useful Collectors for Remote Parts.—In cases of scattered populations, persons possessing their own horses, or their own motor vehicles, will often prove useful Collectors.

30. Shipping Population.—(a) In coastal districts where it will be necessary to collect Census Forms from vessels in the various ports, care must be taken that adequate arrangements are made for the collection of data from shipping in port; from fishing and whaling fleets; from pearling fleets; from lighters, dredges, and hulks and other craft in bays and rivers on which people are living, according to requirements. A special form

will not be printed for the shipping population, but the ordinary Personal Slip as used for those living in hotels, boarding houses, &c., will be used for each person on board, and a householder's schedule for each vessel. Each Personal Slip and the Householder's Schedule must be clearly marked, "Shipping SS. . . .". An estimate of the number of Householders' Schedules and Personal Slips required for the shipping population should be prepared, and should be shown separately from the estimate of Householders' Schedules and Personal Slips required for dwellings. Special arrangements for the collection on board war vessels will be made by the Deputy Field Supervisor.

(b) The Enumerator must make arrangements to furnish the master of each vessel—other than a war vessel—leaving a port in his Census Division for any other port in the Commonwealth during the three days preceding Census night with Census Forms in order that these may be handed in without delay at the next port reached subsequently to Census night.

(c) Where a vessel, other than a war vessel, was on a voyage from one port in the Commonwealth to another at midnight between the 30th June and 1st July, 1954, and the first port at which it arrives on or after Thursday, 1st July, is in the Enumerator's Census Division, such vessel must be treated in the same manner as if it had been on Census Day in the port at which it so arrives. Arrangements must be made to ascertain from the master of every vessel which arrives from another port in the Commonwealth during the first week after Census Night whether Census Forms have been filled in, and if so, to whom they have been delivered. If not already supplied, the requisite returns must be furnished.

31. Islands off Coast.—Where any islands or lighthouses are included in a Census Division, care must be taken that appropriate arrangements are made for collecting the data in respect of the inhabitants. Where

there is a difficulty of access the matter should be discussed by the Enumerator with his Deputy Field Supervisor at an early date, so as to prevent the possibility of a hitch at the last moment.

32. Railway and Air Travellers.—Special arrangements will be made by the Deputy Field Supervisor of each State for the collection of particulars relative to persons travelling on long-distance trains and planes throughout Census Night.

33. Gaols, Hospitals, Asylums, Other Public Institutions and Defence Establishments.—As a general rule the Collector of a district will obtain from the officer-in-charge of any public institution and defence establishment in his district the requisite information respecting the persons therein.

In special cases, however, the Enumerator may arrange for the officer-in-charge to be the Collector for that institution, the returns to be forwarded direct by such officer to the Sub-Enumerator. In these cases the Collector for the district concerned should be clearly advised so that no doubt will arise as to his duties in the matter.

34. Precautions Concerning Possible Omission of Travellers.—Arrangements must be made by the Enumerator for the collection of returns from travellers by road, river, and sea transport, and from persons who camped out in any part of his Census Division on Census Night.

35. Submission of Revision of Collectors' Districts to Deputy Field Supervisor.—On completing his revision of Collectors' Districts, the Enumerator must make out, in duplicate, Census Forms 16 and 17 in respect of each Census Subdivision, one copy to be retained by the Enumerator, the other to be forwarded to the Deputy Field Supervisor, together with the map showing the amended boundaries, and also two copies of any supplementary maps which may have been obtained

locally by the Enumerator to facilitate the work of the Collectors. Forms 16 and 17 together with the maps of the Census Subdivision and any supplementary maps will be forwarded by the Deputy Field Supervisor to the Commonwealth Statistician for approval, with such comments and suggestions as the Deputy Field Supervisor considers desirable. The Enumerator will be advised, through the Deputy Field Supervisor, of the Commonwealth Statistician's approval of the revision. The requisite maps for Collectors will then be prepared by the Commonwealth Statistician with the boundaries of the Collectors' Districts amended wherever necessary. The Enumerator will be supplied by the Commonwealth Statistician with the original set of subdivisional maps of his Division; the Sub-Enumerator with a map of his Subdivision showing the Collectors' Districts, and the Collector with a map of his District and a description of the boundaries of his District. The Collector's map and description of boundaries will be pasted in the Collector's Record Book. The Record Book containing maps and description of boundaries will be forwarded to the Sub-Enumerators for distribution to the Collectors of his Subdivision.

F.—COLLECTORS.

36. Selection of Collectors.—On receipt of the Commonwealth Statistician's approval of Collectors' Districts, each Enumerator must select suitable persons for the positions of Collectors. In most cases a Collector will be required for each Collector's District, but where the area and population of any Collector's District do not appear such as to warrant the appointment of a separate Collector for it, two or more Collector's Districts may be entrusted to the same Collector. In every such case the return for the several Collectors' Districts must be kept entirely distinct and separate. In no case should a single Collector's District be shared by two Collectors. If any area is too extensive for a single Collector, two districts with a Collector for each

should be created, or other suitable arrangements should be made. For special instructions concerning outback areas *see* paragraph 28 above.

37. Qualifications of Collectors.—Any person selected as Collector should possess the following qualifications:—

- (a) Accurate knowledge of his district.
- (b) Fair elementary education.
- (c) Ability to write neatly and legibly.
- (d) Integrity.
- (e) Sobriety.
- (f) Physical fitness to carry out his duties.

38. Residence of Collectors.—It is desirable that each Collector should live in or near his own Collector's District, so that he may not have to travel far before commencing his duties. In this matter, however, the Enumerator must exercise his discretion, remembering that reliability and general fitness are the qualities to be considered essential in a Collector.

39. Assistance by Sub-Enumerator.—In the selection of Collectors, each Enumerator should avail himself largely of the assistance and local knowledge of the Sub-Enumerators appointed for his Census Division.

40. Interpreters.—If, in any locality, there are large numbers of persons who are ignorant of the English language, it may be necessary for the Enumerator to secure the services of an interpreter to accompany the Collector, or if practicable, to act as Collector. This action should only be taken with the approval of the Deputy Field Supervisor.

41. Remuneration of Collectors.—(a) It is proposed to remunerate Collectors at the rate of 60s. per day, plus the following allowances where applicable:—
 5s. per day when on bicycle, 15s. per day when on horseback, or in a horse-drawn vehicle, 20s. per day when on motor bicycle, 40s. per day when using a motor

car. In each case the Collector will be required to provide his own bicycle, horse, vehicle, petrol, fodder, &c. Where the use of a faster modern form of transport is permitted, a reduction in the times previously allowed to Collectors in the districts concerned may reasonably be expected. If it is found impossible in some of the remoter districts to obtain suitable Collectors at the rates quoted above, and it is thus necessary to offer higher rates to secure competent men, the Enumerator must refer the matter to the Deputy Field Supervisor, and must state fully the reasons for proposing such higher rate. This will also apply in cases where it is necessary for a Collector to hire camel or boat, or where any exceptional circumstances occur.

(b) Payment is not usually to be allowed to Collectors for time taken in receiving instructions from Enumerator or Sub-Enumerator, or in handing in returns when the Census is over.

(c) Where it appears necessary to the Enumerator that a Collector should incur expense in travelling for the purpose of receiving special instructions, or for some other special cause prior to or subsequent to the actual period allotted for the distribution and collection of schedules, the Enumerator may recommend that an allowance should be paid in respect of the expense so incurred. No payments of this nature are to be made without the prior approval of the Deputy Field Supervisor.

(d) Before any person is appointed as Collector, the Enumerator must ascertain whether such person will agree to perform the work of distribution and collection within the number of days, and at the rate of payment per day suggested. In each case the Collector should be given to understand that the payment which will be made to him will be that for the number of days specified at the rates above-mentioned. Payment must not be made to the Collector until the Sub-Enumerator has certified that all the Collector's duties have been completed satisfactorily.

42. Lists of Collectors to be forwarded to Deputy Field Supervisor.—On the completion of the list of persons suitable and willing to act as Collectors for his Census Division, the Enumerator must forward Census Form 18 in duplicate without delay for the information of the Deputy Field Supervisor of the State. One copy will be forwarded by the Deputy Field Supervisor to the Commonwealth Statistician.

43. Appointment of Collectors.—On the completion of the list of Collectors for any Census Division, the Enumerator will arrange for each person so selected to furnish an undertaking of fidelity and secrecy, and a contract of service on special forms to be provided for the purpose. The original undertakings and contracts must be retained by the Enumerator until the completion of his work, and a duplicate of his contract of service must be kept by the Collector concerned. On the completion of his Census work the Enumerator must forward such original undertakings and contracts to the Deputy Field Supervisor for transmission to the Commonwealth Statistician.

44. Emergency Appointment of Collectors.—In case of accident, sickness, death, or other cause, preventing a Collector from carrying out the duties of his office, it will be the duty of the Sub-Enumerator to advise the Enumerator, who must, with as little delay as possible, appoint a suitable substitute. Any such vacancy should be filled as in the case of an original appointment, the letter of appointment being delivered to the Collector by the Enumerator or Sub-Enumerator after the requisite undertaking of fidelity and secrecy has been made and the contract of service has been signed. Where the time available will not admit of delay, it will be necessary for the Sub-Enumerator to appoint a substitute pending the formal approval of his appointment.

45. Terms of Engagement to be Impressed upon Collector before Commencement of the Work.—The Enumerator should impress upon the Collector that—

- (a) he is liable to a penalty of £20, under section 22 of the Census and Statistics Act, if he refuses or neglects to perform his duties without just cause;
- (b) payment will not be made to a Collector until the Sub-Enumerator has certified that all the Collector's duties have been completed satisfactorily;
- (c) payment will not be made to a Collector who has not faithfully performed his duties;
- (d) the Householders' Schedules and all other forms are confidential documents, and their contents must not be divulged to the public. The Act renders a Collector or a householder liable to a penalty of £50 for every such offence.

G.—CENSUS FORMS, ETC.—REQUISITION AND FORWARDING TO COLLECTORS.

46. Census Schedules and Slips Required.—In the appropriate column of Census Form 16 a statement must be made by the Enumerator of the estimated number of Householders' Schedules, and the estimated number of Personal Slips required for each Collector's District. The estimated requirements for the total of all Collectors' Districts in each Subdivision should be compared with the Commonwealth Statistician's estimate on Census Form 15. In making this estimate it will be remembered that a Householder's Schedule will be required for every dwelling in the Collector's District, whether occupied or unoccupied. If the number of electors on the roll for the Collector's District is known approximately, the number of dwellings may—as pointed out in paragraph 27 above—usually

be roughly estimated by dividing the number of enrolments by two. An estimate will be required also of the number of Personal Slips which, as stated in paragraph 6 above, will be required to be issued to those persons only who object to their particulars being entered on the Householder's Schedule, e.g., visitors, boarders, servants, &c. The Personal Slip will be used also for inmates of hospitals, asylums, institutions, &c., for shipping population and railway and air travellers on long-distance trains and planes. In these estimates it will be better for the Enumerator to err on the high side, making due allowance for a proportion of the Schedule and Slips being spoilt or lost, since it may perhaps be impossible to furnish a second supply if the necessity should arise. As a provision against such an emergency it is intended to provide each Enumerator and each Sub-Enumerator with a small reserve supply of Schedules and Slips. An envelope will be issued with each Personal Slip, but an envelope will not be required for the Householder's Schedule. Arrangements should be made also by the Enumerator for a small reserve supply of Householders' Schedules and Personal Slips to be left at every Post Office, as the Census Poster will contain instructions to any person who has not been issued with a Census form on or before the 30th June, 1954, to make inquiries at the nearest Post Office.

47. Collectors' Material to be Supplied in Good Time.—(a) The Enumerator should make early and satisfactory arrangements with his Sub-Enumerators for the forwarding of Census Schedules and Slips, Collectors' material, &c., to his Collectors. Arrangements will be made by the Deputy Field Supervisor for this Census material, as a rule, to be forwarded direct to the Sub-Enumerator who must at once advise his Enumerator as to the material received. On Census Form 15 the Enumerator must furnish the Deputy Field Supervisor with information as to the latest date before which the requisite material must be forwarded

by the Deputy Field Supervisor to the Sub-Enumerator and also as to the most suitable means of transmission of this material to the Sub-Enumerator. Upon receipt the Sub-Enumerator must forward a sufficient number of Schedules and Slips, &c. (according to the estimate of requirements) to each Collector in his Subdivision in sufficient time to permit of the distribution being started by the Collector on the date provided for in each case.

(b) Where in any special circumstances the Enumerator is of the opinion that the material should not be forwarded through the Sub-Enumerator, a report setting out the circumstances of the case and the suggested alternative arrangements should be forwarded by the Enumerator to his Deputy Field Supervisor in time to allow other arrangements for distribution to be made.

(c) Except in cases of extension of time, every Collector within the four days commencing Saturday, 26th June, 1954, and terminating Wednesday, the 30th June, 1954, must leave at each dwelling in his district a copy of the Householder's Schedule to be filled up. It is consequently necessary that in ample time prior to the date of commencing distribution he should be supplied with the requisite material. This should comprise—

- (1) An adequate supply of (i) Householders' Schedules; (ii) Personal Slips; (iii) Envelopes (for Personal Slips only); (iv) Census Forms 38 (for use when a large number of Personal Slips is issued to an institution, &c.); and (v) Census Forms 1A—Dwellings being Built.
- (2) His Certificate of Appointment.
- (3) A copy of Instructions to Collectors.
- (4) A map of his District and a description of its boundaries.

- (5) A copy of Collector's Record Book.
- (6) A copy of Collector's Compilation Book.
- (7) A list of material to be accounted for by the Collector at the completion of the Census.

The Commonwealth Statistician will arrange for an adequate supply of the above-mentioned material to be forwarded to each Sub-Enumerator, either directly or through the Deputy Field Supervisor. The Collector is required to provide himself with pen and ink.

The Sub-Enumerator should obtain a receipt from the Collector for the material received by him. On the completion of the work the Collector must account for the disposal of his material, and hand over to the Sub-Enumerator any balance remaining.

48. Schedules, Slips and Envelopes to be Marked and Numbered.—(a) All Schedules and Slips will have the name of the State printed on them as well as the number of the Census Division and the capital letter representing the Census Subdivision.

(b) It will be the duty of the Collector to insert on every Schedule before it is left at a dwelling the small letter, denoting his Collector's District, in the place provided for that purpose. Where Personal Slips are required they should each be similarly marked with the small letter denoting the Collector's District.

(c) Before delivery, the Schedule must be given a consecutive number in accordance with the number of the entry in the Record Book. In those cases where Personal Slips are required also, this same record number must also be written on each Personal Slip and Envelope left at the dwelling.

(d) The appropriate blank spaces on the Schedule, and Personal Slip where required, must be filled in, and the name of town, &c., must be written on the Schedule and Personal Slip by the Collector on delivery.

H.—CENSUS FORMS, ETC.—COLLECTION AND TRANSMISSION TO THE DEPUTY FIELD SUPERVISOR.

49. Preliminary Count.—It will be the duty of each Sub-Enumerator, as soon as he receives from the Collectors the result of a preliminary count for the whole of his Subdivision based on the Collectors' Compilation Books, to forward it to the Enumerator in charge of the Census Division. As soon as such preliminary count for any Census Subdivision has been received from the Sub-Enumerator, the Enumerator will send by letter (or telegraph if specially instructed to do so) both to the Deputy Field Supervisor and to the Commonwealth Statistician the total number of males and females respectively in each Subdivision, exclusive of full-blood aboriginals, to enable preliminary counts of the population to be issued as early as possible. If the numbers are telegraphed they should be transmitted in words, not figures.

50. Collectors' Compilation Books, Record Books, &c.—The Sub-Enumerator must examine and check each Collector's Compilation Book to ascertain that it has been correctly filled in, and must sign at the last page certifying that this check has been carried out. The Sub-Enumerator must then prepare a summary of population on Census Form 6, and must forward it promptly to the Enumerator. The Enumerator, after satisfying himself that the subdivisonal summaries are in order, must forward them, together with a summary for the Census Division on Census Form 7, to the Deputy Field Supervisor for transmission to the Commonwealth Statistician.

51. Checking Householdors' Schedules and Slips.—Upon receipt of the Householdors' Schedules and Slips from the Collectors, the Sub-Enumerator must check all the returns in the manner laid down in his instructions, and having satisfied himself that the whole of his Census Subdivision is satisfactorily accounted

for, he must forward them without delay to the Enumerator, the Deputy Field Supervisor, or the Commonwealth Statistician, according as he has been advised to that effect by the Deputy Field Supervisor or the Enumerator.

52. Transmission of Householders' Schedules and Slips to the Deputy Field Supervisor.—On receiving Householders' Schedules and Slips from his Sub-Enumerators, the Enumerator must see that all the Collectors' Districts are duly accounted for. A detailed examination of the Schedules and Slips by the Enumerator is not required. The Schedules and Slips should then be securely packed in boxes or parcels, with a label attached to each, indicating the State and Census Division to which they relate, and should be forwarded to the Deputy Field Supervisor or to the Commonwealth Statistician direct in accordance with the instructions to that effect issued by the Deputy Field Supervisor.

53. Unused Forms, &c.—After the whole of the work connected with the Census is completed, the Enumerator must hold all unused Schedules, Slips and other articles supplied in connexion with the Census pending instructions as to their disposal.

I.—GENERAL.

54. Preliminary Work to be Completed in Good Time.—As the Census is to be taken as at midnight between Wednesday, 30th June, and Thursday, 1st July, 1954, each Enumerator should take all necessary preliminary steps in good time, so that nothing will remain unsettled or undecided on Census Day.

55. Application for Explanations to be made to Deputy Field Supervisor.—Where an Enumerator is in any doubt concerning his duties, or those of his subordinates, prompt application for explanation or

advice should be made to the Deputy Field Supervisor. In such cases the telegraph should not be used except where time will not admit of communication by letter.

56. Precautions against Omissions.—Prior to the commencement of the actual enumeration, the Enumerator should take every precaution to prevent any localities or inhabitants being overlooked by the Collectors, and to satisfy himself that adequate arrangements have been made for the enumeration of travellers by road, river, sea and air transport throughout the Census Division.

57. Familiarity with Duties of Sub-Enumerators and Collectors.—The Enumerator should make himself thoroughly familiar with the duties of the Sub-Enumerators and Collectors, as defined in sections 8 to 15 of the Census and Statistics Act, and set out in full in the detailed instructions to these officers.

58. Personal Explanation to Sub-Enumerators and Collectors.—The Enumerator should personally explain to his Sub-Enumerators the nature of their duties in accordance with their printed instructions. Similarly, as far as possible, the Enumerator or Sub-Enumerator should personally explain to the Collectors the nature of their duties and the boundaries of their districts. Opportunity should be taken where possible to ascertain in each case whether the instructions to Collectors are properly understood, to remove any difficulties that may exist and also to make certain that the Collectors fully understand the instructions issued to householders for filling in the Householder's Schedule and Personal Slip. Such instructions are printed on the back of the Schedule and Slip. Every Collector must be instructed that he is responsible for the enumeration of all persons in the area, enclosed by the boundaries of his district.

59. No particulars as to Results to be Divulged by Enumerators.—An Enumerator must not disclose any information relating to the result of the Census

to the press, to any broadcasting organization, or to any individual, excepting the Commonwealth Statistician and the Deputy Field Supervisor of the State.

J.—FINANCIAL.

60. Financial Instructions.—Special instructions relating to the Enumerator's duties in regard to finance will be forwarded by the Commonwealth Statistician. These instructions must be very carefully studied and observed. The Enumerator must explain to the Sub-Enumerators and Collectors the method in which claims are to be prepared, in order that there will be no delay in settlement.

S. R. CARVER,

Acting Commonwealth Statistician.

Commonwealth Bureau of Census and Statistics,
Canberra, A.C.T., 30th October, 1953.

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