



CENSUS OF POPULATION, 1991

CONFIDENTIAL

INSTRUCTIONS

TO

ENUMERATORS

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Part I

INTRODUCTION

This instruction manual for Census Enumerators is organised in six parts as follows:

1. **Part I** is a general introduction;
2. **Part II** sets out the necessary preparatory work to be undertaken by Enumerators;
3. **Part III** deals with the Visual Enumeration and distribution of Census Schedules (Forms A);
4. **Part IV** covers the collection of completed Forms A;
5. **Part V** lists the various duties to be carried out by Enumerators after Forms A have been collected (ie checking, summarising, transcribing certain details etc.); and
6. **Part VI** contains the various Appendices referred to in the text.

1 Main Responsibility of Enumerators

A person appointed as an Enumerator¹ is personally responsible for the enumeration of the Census in the area assigned to him in accordance with the instructions in this manual and any other supplementary instructions which may be issued. This responsibility implies that none of the tasks to be performed by the enumerator may be delegated or sub-contracted to a third party.

The Enumerator must ensure that all persons who pass the night of 21 April 1991 within the assigned area or arrive in the area on the morning of 22 April 1991, not having been enumerated elsewhere, are included in the Census enumeration. The area assigned to an Enumerator is called an Enumeration Area (**EA**). **Occasionally an Enumerator may be called on to perform work in more than one EA.**

2 Confidentiality

All the information obtained by an Enumerator relating to individuals or households for the purpose of the Census enumeration must be treated as **strictly confidential**. On appointment, each Enumerator becomes an **Officer of Statistics** as defined in the Statistics Act, 1926 and is duly bound by the conditions of that Act, in particular the provisions of Sections 14 and 15 which are reproduced as follows:

“Section 14(1): Save for the purpose of a prosecution for an offence under this Act, no officer of statistics shall publish or disclose to any person, other than another officer of statistics concerned with the matter in the course of his duties as such officer the contents or any part of the contents of any individual schedule, form, or other document filled in or otherwise completed by any person in pursuance of a requisition made under this Act or any verbal information or answer given relating to any individual person, business or concern.

¹The convention “He” is used for enumerator throughout this manual.

Section 14(2): Every officer of statistics who shall publish or disclose the contents or any part of the contents of any such individual schedule, form, or other document as aforesaid or any such record or document as aforesaid or any verbal information or answer given relating to any individual person, business or concern in contravention of this section shall be guilty of an offence under this section and shall be liable on summary conviction thereof to a fine not exceeding £50 or, at the discretion of the court, to imprisonment for any term not exceeding 6 months or to both such fine and such imprisonment.

Section 15: Every officer of statistics who in the pretended performance of his duties as such officer obtains or attempts to obtain by any means from any person on any occasion any information which he is not lawfully entitled to obtain by that means from that person on that occasion shall be guilty of an offence under this Section and shall be liable on summary conviction thereof to a fine not exceeding £50 or, at the discretion of the court, to imprisonment for any term not exceeding 6 months or to both such fine and such imprisonment. ”

Each Enumerator is provided with a special box for the safe storage of the completed Census returns. **While the returns are in the possession of the Enumerator they must be kept locked in this box at all times except when the Enumerator has them with him in the field or is actually working on them.** Failure to comply with this instruction will be regarded as a very serious breach of the Conditions of Service applying to the post of Enumerator. Enumerators are warned that they are obliged to ensure that nobody, apart from their Field Supervisor, Regional Supervisor or Census Liaison Officer or an official of the Central Statistics Office, has access to the completed returns. **They must guard particularly against members of their own households seeing the returns.** Because of the risk of theft, they must also ensure that Census documents are **not left unattended in cars.**

Enumerators are also provided with satchels in which they are required to keep their supplies of forms, maps, completed returns etc. when at work in the field. It is essential that all Enumerators should carry and use their satchels for this purpose and any failure to do so will be regarded in a very serious light.

Enumerators are warned that they must not discuss the contents of any Census return, or other information given to them for Census purposes, with anybody other than their Supervisors or an official of the Central Statistics Office. They should be careful not to make any remarks (even of a casual nature) especially in other households, about a household or any of its members with whom they have come in contact in the course of the Census Enumeration.

3 Credentials

Every Enumerator will be issued with a certificate of appointment as an Officer of Statistics. This certificate must be produced on demand to any person who asks for evidence of identity or authority to act as Enumerator (it should as a matter of course be produced when establishing contact with members of a household, institution etc.).

4 Contact with the Public

Enumerators' duties must be carried out at all times, and irrespective of circumstances, with courtesy and consideration. Several hundred people will be met in the course of the Census.

Inevitably, there will be a number of persons who will need assistance in completing the form and occasionally also there may be cases of unco-operative, rude and obstructive behaviour on the part of some members of the public. Enumerators must on no account allow themselves to be provoked into displays of impatience or bad temper by such behaviour.

* * *

The remainder of this manual will deal with the main duties of an Enumerator as set out in the first paragraph.

Part II

PREPARATION

5 Training

5.1 Briefing by Field Supervisor

Your Field Supervisor will thoroughly brief you in all aspects of the duties of your post and you will have to satisfy him that you are competent to carry out these duties before being allowed to commence work in the field. You will be required to attend all training sessions whether or not you have been employed on a previous Census.

5.2 Study of Manual, Forms and Other Instructions

In preparation for this course of training, you should immediately set about making yourself thoroughly familiar with all the instructions in this manual together with any supplementary instructions which may be issued. You should also study the various forms which are to be used in carrying out the enumeration.

6 Principal forms used in the Census Enumeration

Five principal forms are used in carrying out the Census enumeration, viz. Form A, Form A(P), Form B, Form C and Form D. Form A is to be filled in by the head of each household, Form A(P) is for completion by an individual member of a household in certain circumstances, Forms B and D are completed by the Enumerator and Form C is filled in partly by the Central Statistics Office and partly by the Enumerator.

6.1 Form A

This is the basic **Census Household Schedule** and particulars of every person who is in the Enumeration Area (EA) on the night of Sunday 21 April 1991, or who arrives in the EA on the morning of Monday 22 April 1991, not having been enumerated elsewhere, must be recorded on a Form A. The 1991 Household Schedule is in booklet form with a detachable section at the back, containing detailed instructions for completing the form. **There are separate English and Irish versions of Form A.**

Enumerators will be responsible for giving any explanations which may be sought about the Form A and will have to check the entries made in the forms when collecting them. You should therefore study the Form A² carefully so that you will be fully conversant with the way in which each question should be answered.

6.2 Form A(P)

This form is for completion by a member of a household who is unwilling to provide the head of the household with the information required in Form A or from whom the head is unable, or is justifiably reluctant, to obtain this information. The questions in Form A(P) correspond

²See Appendix 1 for method of examination of Forms A and A(P) to ensure that they are accurately completed.

to those in respect of individuals in the Form A. Form A(P) is a bilingual (English and Irish) form.

6.3 Form B

The purpose of this form is to summarise the population figures from the relative Forms A. In general, the Enumerator will complete one or more Forms B for each Townland (see Instruction 8.2 on page 6) in rural areas and for each street in town areas, although, in certain cases, separate Forms B should be completed for portions of Townlands (see Instruction 31.1 on page 34).

6.4 Form C and Yellow Form C

Form C lists the Townlands and/or Streets in each District Electoral Division (DED) or Ward (see Instruction 8.3 on page 6) in the EA. Just as the completed Form B will contain a summary of the population figures shown in the relative Forms A, the Form C will provide a summary of the household and population figures shown in the relative Forms B. This is its primary function but it also furnishes each Enumerator with a detailed breakdown of the EA and provides, furthermore, a means of checking (by comparing the figures for the 1986 and for the current Census) the completeness and accuracy of the enumeration.

Forms C are furnished to the Enumerators in duplicate, the first copy being coloured white and the duplicate copy yellow. The use and purpose of the yellow copy of Form C is explained in Instruction 32.5 et seq. on page 37.

6.5 Book of Forms D

Each Enumerator is supplied with a Book of Forms D in which to record the results of the Visual Enumeration of the EA and the delivery of the Forms A to the households to be enumerated.

The forms in the Book of Forms D are coloured white and green alternately. By the use of carbon paper, a duplicate (green) copy of each completed Form D will be made. The use and purpose of the duplicate Forms D are explained in Instruction 15.1 on page 13.

7 Treatment of Towns

7.1 Municipal and Non-Municipal Towns

Municipal Towns have legally defined boundaries for purposes of Local Government. They comprise:

1. the five County Boroughs (Dublin, Cork, Limerick, Waterford and Galway) and the Borough of Dun Laoghaire;
2. five Municipal Boroughs;
3. forty nine Urban Districts; and
4. thirty two Towns under the Towns Improvement (Ireland) Act, 1854 (ie Towns with Town Commissioners).

In all these cases, population figures must always be compiled for the area within the legally defined boundary even though this may not coincide with the present built-up area which has often spread beyond that boundary.

Non-Municipal Towns do not have legally defined boundaries.

7.2 Suburbs and Environs of Towns and Town Boundaries

The built-up areas which lie just outside the legal boundary of a Municipal Town are termed "Suburbs" in the case of a County Borough or the Borough of Dun Laoghaire and "Environs" in the case of the other Municipal Towns. For the purpose of the 1991 Census, the Central Statistics Office has assigned boundaries to the non-Municipal Towns and to the Suburbs or Environs of Municipal Towns and these boundaries must be meticulously observed in carrying out the enumeration.

8 Areas to be distinguished in the Enumeration

8.1 Need for separate Forms B and Forms C

In the Census enumeration, Streets, Townlands and District Electoral Divisions (DEDs) or - in the County Boroughs - the Wards have to be distinguished separately. Thus, the Enumerator has to prepare a separate Form B for each Street or Townland in the EA and is furnished with a separate Form C for each DED or Ward, or part thereof, in the EA.

8.2 Townlands

The Townland is the smallest territorial division used for administrative purposes in the country. It should be noted that, for Census purposes, Townland boundaries are generally not observed within Municipal Towns. However, in the case of a very small Town, the Townlands on which it stands are listed, in alphabetical order, immediately after the Town's name on Form C so as to ensure the enumeration of houses which cannot be associated with a street or road.

8.3 District Electoral Divisions or Wards

The District Electoral Division (DED) or Ward is the smallest administrative area for which population statistics are regularly published. Outside Municipal Towns, DEDs generally consist of a number of complete Townlands. A Municipal Town is usually comprised of one or more complete DEDs or Wards.

9 Different types of Enumeration Areas

9.1 Urban EAs and Rural EAs

EAs are divided into two main groups - Urban EAs and Rural EAs. A Rural EA may include all or part of a non-Municipal Town or of the Environs of a Municipal Town as well as territory which is wholly rural in character.

9.2 EAs with more than one boundary

In the great majority of cases an EA consists of an area **within one** clearly defined boundary. An exception to this general rule is where an EA consists of all or part of the Environs of a Municipal Town comprising geographically separate clusters of houses around the Municipal boundary. Another exception is where a town, which has been designated as one or more Urban EAs is completely surrounded by a Rural EA. In such a case, the Rural EA has, of course, both an outer and an inner boundary. Finally a small number of EAs in the larger cities may consist of two or more distinct smaller areas which are geographically separate.

10 Enumerator's Maps

10.1 Scale of the maps

In addition to the Forms C, which list the Streets and Townlands in their EAs, the Enumerators are also furnished with maps which give complete coverage of the EAs. A simple "key" is provided with each set of maps to show how they should be assembled to give a composite map of the whole EA. In general the maps supplied are on a scale of 6" to the mile for rural areas and 25" to the mile for town areas. For some of the more densely populated EAs in the larger cities, maps of a scale larger than 25" may be used (sometimes in combination with 25" maps). If a Rural EA contains a Town or part of a Town (see Instruction 9.1 above) the Enumerator will be furnished with a 6" map covering the Rural portion of the EA and a 25" or larger scale map for the portion which is in the Town.

While the maps supplied are the most recent available, many of them are considerably out of date. However, they have been up-dated, where possible by annotating them in pencil to show the location of known extensive building development not appearing on the original maps.

10.2 Use of colour coding in the maps

Colour-coding is used to distinguish boundaries and other features in the various maps as follows:

Colour Coding Scheme for Maps

EA Boundary	Continuous Purple line
DED boundary which is not also EA boundary	Continuous Red line
Townland Name	Underlined in Blue
Townland Boundary which is not also a DED or EA Boundary	Broken Blue line
Municipal Town inside EA but not included in EA	Outlined in Green and cross-hatched in Black
Non-Municipal Town or Environs of Municipal Town the boundary of which is not also an EA or DED boundary	Outlined in Pink and if not part of the EA cross-hatched in Black

11 Boundaries of Enumeration Area

11.1 General

Upon receiving the Form(s) C and map(s) relating to your EA you should make yourself thoroughly familiar with the boundaries and contents, not only of the EA as a whole, but also of each Townland and each Street for which you are responsible. If you observe any apparent contradiction between the map and the Form C; or if you have any queries about the boundary of your EA you should raise the matter immediately with the Central Statistics Office through your Supervisors.

11.2 Consultation with Enumerators for adjoining EAs

As EAs are mutually exclusive and exhaustive (ie they do not overlap and together they account for the whole country) it is particularly important that you become familiar with the precise location at all significant points of the boundaries you have to observe. In this connection, it is essential that you consult **through your Field Supervisor** with those Enumerators whose EAs adjoin yours with a view to avoiding any misunderstanding on either side as to the location of the boundary between the EAs. Field Supervisors will also have consultations with their colleagues in adjoining Districts and will advise the Enumerators concerned accordingly.

12 Planning your Route

12.1 General

For the purpose of the next stage of the work - the Visual Enumeration and the distribution of the Forms A - you will have to visit every building and other habitation in your EA. To ensure that you cover the whole EA, missing no building or habitation, while, at the same time, keeping your travelling to a minimum, it is essential that you plan your route in advance, using the map(s) supplied³.

If you are dealing with an urban area, it is suggested that you divide it into "blocks" and complete one block before passing on to the next. The sketch map in Appendix 2 provides an example of this. If your EA is rural in character, a convenient way to plan your route might be to identify where the EA boundary intersects one of the principal roads leading into it and to work systematically inwards from that point. Alternatively, you might take as your starting point an easily identifiable land-mark - such as an important road junction - in or about the middle of the EA and, using this as the centre, divide the whole area roughly into segments which can then be dealt with separately like the "blocks" in an urban area.

13 Use of the notebooks supplied

13.1 Proper use of notebooks is essential

If they are to carry out their duties with maximum efficiency, Enumerators must make full use of their notebooks as recommended throughout these instructions. For ease of reference, the pages of the notebook should be numbered either before use or according as they are used. Each Enumerator is also required to enter, on the front cover of the notebooks, his name and

³Appendix 2 illustrates how best to plan your route for both an urban and rural EA.

Employee Number together with particulars of the assigned EA - ie the name or reference number of the County or County Borough and the EA number.

13.2 Confidentiality of information recorded in notebooks

Some of the information entered in the notebooks is likely to be of a confidential nature and Enumerators are, therefore, obliged to exercise the same degree of care in regard to safeguarding the notebooks as in the case of the Census returns themselves.

Part III

THE VISUAL ENUMERATION AND DISTRIBUTION OF FORMS A

14 General Issues relating to Visual Enumeration

14.1 Publicity campaign

An intensive publicity campaign, designed to enlist the active co-operation of the public in the taking of the Census will be launched about the time the distribution of the Census forms is due to commence. Both the national and provincial press, as well as television and radio will be used in this campaign which will also provide for the extensive display of posters relating to the Census in suitable locations such as Post Offices, Garda Stations, Central and Local Government Offices, Public Libraries, Schools etc. throughout the country. In addition, a special explanatory brochure will be distributed with the Census forms and will also be made widely available to the public through other channels.

14.2 Definition of Dwelling Unit

For Census purposes, a “dwelling unit” is defined as living accommodation which is occupied or, if vacant, is intended for occupation, by one household. Note that, under this definition, there is a dwelling unit for each separate household you encounter (see Instructions 17.2 and 17.3 for the definitions of “household”) irrespective of the conditions in which the household is living or the type of accommodation it occupies. Thus, a single room in a dwelling house which is let as a “bed sitter” is a dwelling unit as is also a makeshift encampment on the side of the road occupied by a travelling family.

In the case of vacant accommodation, if it is intended for occupation by one household, it should be regarded as a dwelling unit. Thus, for example, two vacant rooms in a dwelling house which the owner has for letting as “bed sitters” should be treated as two separate dwelling units.

14.3 Definition of Business Unit

For Census purposes a business unit is defined as any undertaking (excluding farms) in which economic activity is taking place. Such units will be listed in the Forms D as part of the visual enumeration process and subsequently extracted to Forms R to enable a register of businesses to be compiled in order to code details of place of work (Q 23 of Form A).

The following types of units will be covered:

mines and quarries (in current production); factories; workshops; repair garages; shops; supermarkets; fuel merchants, builders providers, DIY stores and other retailers, wholesalers; hotels, guest-houses and B&Bs (operating as such at Census time); restaurants and cafes; Transport companies (including bus operators and private taxi companies); travel agents; storage companies; banks; insurance companies; offices etc.

14.4 Articles to be carried during the Visual Enumeration

When carrying out the Visual Enumeration and delivering the Forms A, you should bring with you in the satchel provided, the following articles:

1. Sufficient supplies of Form A (both English and Irish versions) and Forms A(P).
2. A sufficient supply of the explanatory Census brochures.
3. Your Book of Forms D with interleaved carbon paper.
4. Your clipboard.
5. The map(s) covering your EA.
6. A black pencil (for making entries in Forms D and Forms A etc.).
7. An eraser.
8. A red biro for marking the map(s). Do not use a felt pen.
9. A supply of envelopes for persons who wish to make Personal Returns (see Instruction 21.1 on page 21) or to return their forms by post (see Instruction 21.2 on page 22).
10. A supply of Forms PR (see Instruction 21.2).
11. Your Enumerator's Manual
12. Your Certificate of appointment as Enumerator (Your appointment card).
13. Your notebook.
14. A pencil sharpener.

14.5 Scope of the Visual Enumeration

The purpose of the Visual Enumeration is to compile in Form D a comprehensive list of all dwelling units, business units and other buildings in the EA while, at the same time, identifying their location in the map(s) supplied.

You should enter the particulars required on the outside of the front cover of the book of Forms D before commencing the Visual Enumeration. Entries should be made in the Forms D themselves as you carry out the Visual Enumeration. It is most important to note that, as far as possible, entries should be made in Form D in precisely the same order as that in which the premises in question are encountered in the course of the Visual Enumeration. **In particular, you should not delay listing a dwelling unit in Form D because you have not been able to deliver Form A to the household concerned on the occasion of your first visit.** All entries in Form D should be in pencil.

14.6 Forms A to be distributed during Visual Enumeration

As far as possible, the distribution of the Forms A (see Section 20 on page 20) must be carried out in conjunction with the Visual Enumeration. As you visit each dwelling unit in the course of the Visual Enumeration you should deliver the Form(s) A for completion in respect of the household residing in that dwelling unit. **Forms A should be delivered following personal contact with a household member** and should not simply be left in a letterbox except in the circumstances outlined in Section 23.3 on page 24. Repeat visits will be necessary if, for example, you find nobody at home on your first call. In any such case you should keep a record in your notebook of each repeat visit you made for the purpose of delivering Form A. Ultimately you will have to record the date of delivery of Form A in Column (8) of Form D.

14.7 Explanatory brochure to be distributed with Form A

As indicated above (see Instruction 14.1 on page 10), this brochure, which gives a concise explanation of the nature and purpose of the Census and the benefits which derive from it, should be given, as a matter of course, to every household with the Form A. It should also be distributed with each Form A(P) (see Instruction 21.1 on page 21).

14.8 What to record in Form D

You are required to record in Form D all **permanent structures** consisting of walls and a roof (with certain exceptions which are given below) in your EA. All habitations which are not permanent structures must also be recorded.

INCLUSIONS

Examples of permanent structures for which details must be recorded are:

dwelling houses, blocks of flats, hotels, restaurants, military barracks, Garda stations, hospitals, religious institutions, railway stations, theatres, cinemas, club-houses, garages or filling stations, factories, warehouses, schools, churches, offices etc.

Habitations other than permanent structures include caravans, mobile homes, ships and house-boats: these should be recorded in Form D even if they appear to be untenanted at the time you visit them. Other kinds of vessels (eg small boats used for pleasure or sporting purposes) should be listed only if they are being used as living accommodation at the time of the Census. A travelling family's encampment should of course, be recorded in Form D.

Buildings which are not habitations and which are built of materials such as timber, corrugated iron or asbestos sheeting should be included if they are likely to have a life of at least 10 years.

EXCLUSIONS

The following structures should not be recorded in Form D:

barns and outhouses (eg stables, hay-sheds, milking parlours, etc.) on farms; garden sheds, green-houses, domestic outhouses and garages which are attached to, or stand within the grounds of the parent houses, street traders' stalls; ESB sub-stations; public conveniences; telephone kiosks; badly run-down buildings which, though still roofed or partially roofed, lack doors and/or windows; bus shelters; rain shelters (eg in parks, golf courses, beauty spots, etc.); dressing rooms and spectator stands in sports fields and stadia; wayside religious shrines and

