



# DOMINION BUREAU OF STATISTICS

For the Fiscal Year ended March 31, 1961

*Annual  
Report*



DEPARTMENT OF TRADE AND COMMERCE  
DOMINION BUREAU OF STATISTICS

CATALOGUE No.

11-201

ANNUAL REPORT  
OF THE  
DOMINION BUREAU OF STATISTICS

FOR THE FISCAL YEAR  
ENDED MARCH 31, 1961



CANADA

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1961

July, 1961  
1101-502

Price 40 cents

THE UNIVERSITY OF CHICAGO  
LIBRARY

THE UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO



*To His Excellency Major-General Georges P. Vanier, D.S.O., M.C., C.D.,  
Governor General and Commander-in-Chief of Canada.*

The undersigned has the honour to forward to Your Excellency the report of the Dominion Statistician on the activities of the Dominion Bureau of Statistics for the fiscal year ended March 31, 1961.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "Lester B. Pearson". The signature is fluid and cursive, with a large, sweeping initial "L".

*Minister of Trade and Commerce*

Ottawa, Canada  
July, 1961.

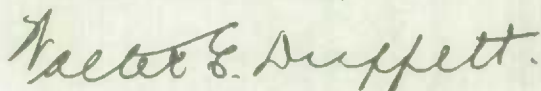


THE HONOURABLE GEORGE HEES,  
MINISTER OF TRADE AND COMMERCE,  
OTTAWA, CANADA.

Sir:

I have the honour to submit the Annual Report of the Dominion Bureau of Statistics covering the operations and services rendered during the fiscal year ended March 31, 1961.

Your obedient servant,

A handwritten signature in dark ink, reading "Robert G. Sneyd". The signature is written in a cursive style with a large, stylized initial 'R'.

*Dominion Statistician*

Ottawa, Canada  
July, 1961.





## GENERAL ACTIVITIES

Under this heading are discussed a number of the highlights of the year's operations in the Dominion Bureau of Statistics as well as certain aspects of the activities of the office of the Dominion Statistician. Subsequent sections deal with the work of each of the Bureau's fifteen divisions.

During the fiscal year ended March 31, 1961, the Dominion Bureau of Statistics was engaged in final preparations for the tenth Decennial Census of Canada. At the same time, the Bureau maintained and further developed its regular statistical series reflecting the growth in social and economic activities of the nation.

The organization and planning work for the Census, which commenced three years ago, culminates in the 1961 Census of Canada. Included are censuses of population, agriculture, merchandising and services and a 20 per cent sample census of housing, income from all sources, size of family and movement of population. The actual enumeration begins June 1, in all parts of Canada except in the far isolated north where, because of difficulties of terrain, the census-taking had to begin in winter. The bulk of the counting is expected to be finished in cities in two weeks and in rural areas in three weeks. The first tabulations resulting from this enumeration will, it is hoped, be available early in 1962, and the last machine runs of the main population document will probably be finished late in 1962 or early in 1963.

For the first time, an electronic computer will be used to compile the data in this nation-wide census, eliminating the need for intermediary punched cards which were employed in the 1951 Census. The computer will be used by the Dominion Bureau of Statistics and other government agencies to do repetitive jobs of large volume and those requiring highly complex tabulations, and it will also enable the Bureau to extend somewhat its seasonal adjustment of important statistical series. In order to accommodate the electronic equipment in the Data Processing Centre, renovations to one wing of the main floor of the building were required.

An important development during the year in the Dominion Bureau of Statistics was the adoption of a new definition of unemployment based on the existing labour force survey. Statistics on employment, as well as unemployment, are being further developed. The Bureau has been endeavouring to fill the gaps and strengthen the existing statistics on government operations at all three levels, and on hospitals and the judicial system. A major revision of the Consumer Price Index was completed. Expansion of energy statistics—production and distribution of solid fuels, petroleum, gas and electricity—is under way in particular response to the new administrative and research needs of the National Energy Board. Preparatory work on productivity statistics is progressing with the tabulation of labour input data by industry. The adoption of a revised standard industrial classification is well under way, and export statistics were first published according to a new standard commodity classification in January, 1961. It is planned to convert import statistics to this classification, starting with January, 1963. To the existing survey on trustee pension plans has been added the non-financial aspects. In forestry statistics, the experimental sample survey on the cut of forest products from private lands has been extended to four provinces. In addition, data on stocks of

necessities required in the event of a national emergency are being compiled by the Bureau in co-operation with the Emergency Supply Planning Branch of the Department of Defence Production.

Statistics on various subjects should be designed so that they fit an overall plan with coherence among the various parts. To this end a Central Research and Development Staff was created in 1944, which subsequently was established as a Division. This Division was responsible for the regular publication of the national accounts, indexes of production and a number of other statistical series. With the growth of its operation and publications responsibility, the Division found it increasingly difficult to maintain its integrating function and at the same time give adequate attention to the large and complex body of statistics for which it was responsible. Accordingly, in September, 1960 this Division was split into (a) a separate National Accounts Division (see page 24), and (b) a Central Research and Development Staff. The latter has been assigned to the Assistant Dominion Statistician for Statistical Integration in keeping with the inter-divisional nature of its duties. The purpose of this staff is threefold: (1) to help integrate and improve further the quality of DBS statistics; (2) to develop projects which cannot be carried out in other divisions either because of the nature of the projects or for other reasons, and (3) to provide, where required, assistance and advice on problems related to statistical subject matter.

Development projects in which members of the Central Research and Development staff were actively engaged in the past year included the further implementation of standard classification systems—industry, commodity and geographic; the initiation of a quarterly survey on corporate assets and liabilities under the guidance of the Interdepartmental Committee on Financial Statistics; the development of a set of estimates on the stock of capital and the improvement of the statistics on capital formation; and research studies of inter-industry flows of goods and services.

A Sampling Research and Consultation Service responsible to the Senior Mathematical Adviser was established during the year, to advise all divisions of the Bureau in the design and analysis of sample surveys, to undertake research in the field of sample surveys and to organize formal training courses in sampling techniques. It not only services divisions within the Dominion Bureau of Statistics, but also does consulting work with other government departments who have projects in common with the Bureau. Much of the research work done within the Bureau has been related to the redesign of the Labour Force Survey. A system to evaluate the quality of the work of the enumerators in the Labour Force Survey was designed and put into operation in November of 1960. During 1960 extensive preparations were made for a quality check of the 1961 Census.

The Advisory Board of Publications continued to examine the publication and distribution of Bureau reports. Further improvements were effected in the program of publications—some reports were discontinued while others were consolidated; some larger annual reports were divided into two or three in the interest of timeliness, and, in addition, new publications were introduced.

Close co-operation continued with departments of the federal, provincial and municipal governments, with suppliers and users of data and with international organizations. Senior officers of the Bureau represented Canada and

took part in the programs of the International Statistical Institute Conference in Japan and the British Commonwealth Statisticians Conference in New Zealand, as well as other conferences, both national and international in scope. During the year DBS welcomed visitors and students from many parts of the globe.

In connection with the Royal Commission on Government Organization under the chairmanship of Mr. J.G. Glassco, the senior officers of the Bureau assembled material in order to facilitate the Commission's inquiry into the operations of the Bureau.

This report would not be complete without mention of the continued contribution of the Bureau's competent and capable staff. Throughout the many and varied activities carried out by the Bureau, their loyalty and devotion to duty have been of vital importance in the accomplishments of the past year.

## AGRICULTURE DIVISION

The Agriculture Division has the major responsibility in the development and carrying out of an integrated program for the provision of agriculture statistics. Although much of the data related to the program is collected by a number of divisions of the Dominion Bureau of Statistics, by provincial governments and the Federal Department of Agriculture, the Agriculture Division assembles such data for statistical analyses and publication in a number of reports.

The specific role of the Agriculture Division in collection of statistics is to undertake surveys (annual, monthly or seasonal) at the farm level for individual crops, the various kinds of livestock, as well as for farm prices and wage rates. It also conducts surveys at the manufacturing or wholesale level of production of dairy products, flour, millfeeds, sugar and oil seed products and stocks of fruits, dairy and meat products held in storage. In the conduct of many of these surveys, the Division co-operates directly with the provinces and other agencies.

Co-ordination of this work is facilitated by an annual Dominion-Provincial Conference on Agricultural Statistics, a Dominion Government Interdepartmental Committee, and several ad hoc interdivisional DBS committees. Close contact is also maintained with a host of industry groups interested in agriculture and with farm organizations. The chief purposes of such co-ordination are to assess demands for statistical series, to determine methods of collection and the agencies best suited to do the collection, to avoid duplication in collection and to promote good public relations with both suppliers and users of agricultural statistics.

The Crops Section maintained its extensive publication service during the year. As usual, much basic source material was derived from the results of mail questionnaire surveys of farmer respondents who report regularly on items such as acreages, yields, farm prices and stocks of major field and special crops. Survey data were supplemented, however, by material supplied by the Board of Grain Commissioners, the Canadian Wheat Board, Marketing Boards, private industry and other government departments. Data from all sources were integrated to provide a wide range of weekly, monthly, seasonal



and annual statistics relative to the production, marketing, processing and consumption of field and special crops. Analyses of the wheat and coarse grains situations are carried in the monthly *Wheat Review* and the *Coarse Grains Quarterly*.

The maintenance of a representative corps of voluntary farmer correspondents is an important part of the Section's program. The normal attrition of the list and non-response from prospective replacements presents difficult problems in maintaining a balanced, unbiased sample with respect to such general criteria as size of farm and uniform geographical distribution. For estimating production of field crops a general purpose sample of producers is used almost exclusively. Such a sample has obvious advantages with respect to economy, speed and simplicity of collection. However, as production of certain crops becomes more specialized, the general purpose sample loses in efficiency, forcing the introduction of special samples designed to meet the needs for estimating specific crops. Potato production in many provinces now would appear to be entering this special category and the Crops Section has been exploring the possibilities of developing specific sampling methods of this crop.

A new compilation of historical statistics has been completed containing detailed supply-disposition tables for the major grain crops for the past 27 years. This draft has been given limited circulation to principal users of this type of information so that suggested improvements and modifications can be incorporated in an official release.

During the past year experimental work on the preparation of an annual estimate of apple tree removals and plantings in Nova Scotia was continued. Data for the two years which are now at hand appear encouraging and if these estimates are borne out by the results of the 1961 Census it is anticipated that this information will provide a valuable new tool in the general statistical program for fruit crops. During the summer of 1960, the Quebec Bureau of Statistics in co-operation with the Dominion Bureau of Statistics undertook a study of the problems involved in preparing objective crop estimates for apples and work was carried out in a sample of orchards. In addition, a survey of fruit growers in the Niagara District on tender tree fruit disposition and losses was initiated last year. It is hoped that this will provide useful check data for the estimates now being prepared and will be particularly helpful in years of abnormal losses due to adverse weather conditions.

The Livestock and Animal Products Section issues quarterly reports on pig production and numbers, semi-annual reports on numbers of other livestock and poultry on farms, and annual estimates of production and domestic disappearance of meat and wool. Monthly and annual reports are published on output of all dairy factory products, fluid milk sales, total milk production and utilization, egg production and stocks of food products held in storages. Annual reports on fur farm statistics are also issued. During the year, agreement was reached with Alberta to utilize one fur farm schedule to gather data required by the province and for federal statistics thus eliminating the only remaining instance of some duplication in the collection of statistics from fur farms.

New work during the year included a study of fluid milk distribution in Alberta. Data were obtained from all known distributors as to the towns and villages included in their respective market areas. These data were gathered to supplement information which will become available from the 1961 Census in evaluating relative accuracy of fluid milk estimates. Another study involved a review of animal unit conversion factors used to express all livestock and poultry on farms in terms of a common denominator. The objective is to evolve conversion factors for grain-consuming animals which, when applied to inventory numbers, will reflect total feed grain requirements for the ensuing year.

The tabulation of numerous historical series of dairy and livestock statistics to incorporate all revisions to date was continued in preparation for an extension of the series of publications under the title *Handbook of Agricultural Statistics*.

The Special Projects Section continued to deal with the 1958 Survey of Farm Income and Expenditure. This survey was designed to provide: (1) estimates of income and expenditures associated with farming operations for use as benchmarks by the Farm Finance Section; (2) the distribution of expenditures among commodities and services used by farm families for use as weights in the construction of the price index numbers of commodities and services used by farmers; (3) estimates of income received by farm families from sources other than the farm; (4) the distribution of income among farm families, by size and source of income.

A preliminary tabulation of all survey schedules in Manitoba was undertaken and checked for inconsistencies. This operation proved to be very time-consuming and was completed only at the end of the year. Changes in the computer program, necessitated by this checking operation, are being made and as soon as they are complete, general tabulations for all provinces will be run.

The Farm Finance Section is responsible for the semi-annual surveys of crop acreages and livestock numbers and for estimates of cash and net farm income; volume and value of farm production; farm prices of agricultural products; value of farm capital and wage rates paid to hired farm help. In connection with the semi-annual crops and livestock surveys, approximately 540,000 schedules were distributed during each of these surveys in 1960 and approximately 20 per cent were completed and returned. Most of the schedules used in these surveys in Quebec are distributed through the rural schools. However, commencing with the June 1960 survey, direct mailing was instituted in one of the important regions resulting in a doubling of returns from that area and a substantial improvement in quality of information supplied.

Some study was given to the problem of providing more satisfactory estimates of quarterly changes in inventories of livestock for use in the National Income Division. No satisfactory solution was obtained during the year and study will continue. A detailed study of farm prices reported by farmer correspondents was continued; this study includes a consideration of the various channels through which farmers market their produce.

## BUSINESS FINANCE DIVISION

The main functions of the Division are to provide data on current and prospective capital and repair expenditures in Canada, information on scientific research-development expenditures, estimates of construction activity, estimates of profits and other information on corporate activities and data on pension plans. In addition the Division co-ordinates the work of keeping up-to-date a list of new establishments and is also responsible for accumulating and maintaining the standard list of establishments surveyed by the various divisions of the Bureau.

The report *Private and Public Investment, Outlook 1961* was released late in the fiscal year. These estimates cover the capital and repair spending intentions of business, institutions, governments and individuals for housing. The capital investment intentions report is a key statistic for assessing future trends in the economy and is widely used as a basis of decision-making in government and the business community. Capital expenditures account for a large part of national production and the size and content of the program are valuable indicators of the demands likely to be made on the economy.

The report *Construction in Canada, 1958-60* was released during the year. The regular monthly report *Building Permits* continued to provide data on building activity in over 1,000 municipalities.

In co-operation with the National Research Council a report *Federal Government Expenditures on Scientific Activities* was released covering the fiscal year 1958-59, paralleling the survey covering research-development activity in Canadian industry. A survey covering the industrial sector for the year 1959 was conducted during the year and results are to be released shortly.

The regular quarterly reports on corporate profits and related data were published for the fourth quarter of 1959 and the first three quarters of 1960.

The pilot survey undertaken during last year to secure statistics on changes in corporate liquidity was continued and expanded. Further development work was done in this area and it is planned to conduct this survey on a continuing basis covering all sectors of industry beginning early in the next fiscal year.

The Division prepared the regular monthly series of cheques cashed and the quarterly series covering commercial failures which had been transferred from the National Accounts Division during the previous year. These two economic indicators are of special interest to the financial community. It also completed, for the use of the Central Mortgage and Housing Corporation, a survey of mortgages and agreements of sale held in estates, trust and agencies.

The report *Trusted Pension Plans, Financial Statistics, 1959* was published during the year. The survey inaugurated in 1957 is to be continued on an annual basis. Considerable interest is being shown in this information because of the recent rapid growth in the trustee method of funding pension liabilities. In addition, the report indicates what portion of the assets deposited with trust and investment companies is invested in pooled funds on behalf of the smaller employees. Survey of the pension area was expanded late in the fiscal year to cover the non-financial aspects of all pension plans in operation in



Canada. The survey, which is to be conducted annually, is designed to obtain selected information about some of the terms of the plans, such as eligibility, contribution formulae, the type of carrier involved and cash option arrangements.

The Division continued to keep up-to-date and publish annually the *Survey of New Firms*. Names, addresses and principal products manufactured were provided for over 4,000 new establishments. This centralized body of information is used by the Bureau of Statistics and other government departments to keep mailing lists current and by business organizations wishing to keep informed of new entrants in particular industries and areas.

Work of constructing a standard list of establishments for use by all divisions of the Bureau continued during the year. The bulk of the manufacturing sector of the standard list was completed and preparatory work was done to expand the standard list into the non-manufacturing sectors, specifically wholesale trade, transportation and utilities. The list, when complete, will facilitate direct comparability of the main series of industrial statistics and will standardize the application of the Revised Industrial Classification. The bulk of the survey coverage in the Division has been recoded on the basis of the Revised Industrial Classification. This work will continue during the coming year to allow for the publication of survey results on the revised basis to parallel other series issued throughout the Bureau.

## CENSUS DIVISION

The activities of the staff of this Division during the past twelve months have been centered around final preparations for taking the 1961 Census of Agriculture, Population, Housing, Forestry, and Merchandising. These include the preparation of the questionnaires, the administrative forms required in connection therewith, the manuals of instruction for field staff, instructions for editing and coding the enumeration documents, the instructions for machine edits, and the tabulation programs required for the respective subject questionnaires. In addition, the descriptions and maps for some 32,000 Enumeration Areas were prepared for the individual enumerators, as well as District maps for the Census Commissioners and Regional Office staffs. Revisions of the descriptions and maps were made following suggestions from the Commissioners, and were incorporated into the final descriptions for each census district.

The enumeration supplies were packed for the 32,000 Enumeration Areas as well as supplies for the Commissioners and Regional Offices. Owing to the decision to change two of the Population Census Enumeration Forms, a re-packing of the enumeration boxes was necessary. Revisions in the Enumeration and Training Manuals were also necessary to take care of the changes in the enumeration forms.

Estimates of staff requirements for processing the census documents in the Regional and Head Offices were prepared and discussed with the Civil Service Commission, as well as the annual budget.

Negotiations for completing the Census in the Northern Areas of Canada, of persons living on Indian Reserves and in military establishments were completed with other Government departments concerned.

Prior to the close of the fiscal year, extensive training programs in both English and French of personnel from the Regional and Head Offices were conducted preparatory to selecting 53 Master Trainers for instructing the 1,336 Census Commissioners.

In the Administration Section, some 45,000 applications for verification of age, using early census and National Registration records, were received and processed during the year.

In the Analysis Section, the regular series of annual, semi-annual, and quarterly estimates of population were prepared and published.

Research studies in connection with preparation of estimates of population for metropolitan areas were continued, and calculations of net migration by counties for earlier censuses were made in preparation for a monograph planned for the 1961 Census.

The Director of the Census and other members of the Division participated in various phases of the United States 1960 Census of Population, Agriculture and Housing. Committee reports, technical papers, and other census material were exchanged between the two countries.

Officers of the Division assisted in the training of International Co-operation Administration and United Nations observers studying census methods in Canada.

## EDUCATION DIVISION

Because of rapidly increasing enrolments at all levels of education, a related demand for more accommodation and more qualified teachers, combined with increasing costs, demands on the Division for information have increased. To meet these demands, schedules are revised and supplemented constantly and new series are added which result in statistical publications concerning public and private, elementary and secondary schools, trade schools and technical institutions, colleges and universities, libraries, museums and adult education activities.

One of the prime functions of the Division is that of co-ordinating provincial educational data on a comparable basis for all Canada from which governments, organizations and individuals benefit. In order to collect and co-ordinate such information, the Division co-operates closely with provincial governments, federal departments and agencies and a large number of organizations including the Canadian Education Association, the Association Canadienne des Educateurs de Langue Française, the Canadian Teachers Federation, the National Vocational Training Advisory Council, the National Conference of Canadian Universities and Colleges, the Canadian Library Association, the Canadian Association for Adult Education, the Canada Council, UNESCO and several American educational organizations. More recently, there has been some indication of greater co-operation among provincial departments of education, teachers' and trustees' organizations, superannuation commissions and others interested in school activities. Increased concern has been shown in relating skilled manpower and education, and in the related topics of pupil progress through grades, drop-outs, student counselling and data on vocational courses.



Preparations for the second Canadian Conference on Education, to be held in February 1962, are under way and in this respect the Division has been consulted on many aspects of education, as well as asked to prepare a special publication. A preliminary report on education, which includes estimates on education finance, was released in May, 1960, in order to meet the demand for current statistics; this will be followed shortly by a second volume. An historic series of data on education from the time of Confederation, where possible, has been undertaken in the past year.

One of the results of the Fifth Dominion-Provincial Conference on Statistics of Elementary and Secondary Education held in 1959 was the collection of much of the data at the beginning rather than the end of the school year so that totals can be made available during the current academic year. Attempts to produce more timely statistics resulted in former biennial reports now being produced annually, such as the *Survey of Elementary and Secondary Education*.

Interest in *The Organization and Administration of Public Schools in Canada*, 1960, continued and a reprint was necessary. As well, *Student Progress through the Schools by Grade*, 1960 had a surprisingly large sale and also had to be reprinted. Future reports, using census data to supplement those of the Division should provide more information on school drop-outs.

In November, the publication *University Teachers' Salaries, 1937-60* was released and the regular report *Salaries and Qualifications of Teachers in Universities and Colleges 1960-61* will be available this summer. *The Survey of Higher Education* is nearing completion despite difficulties encountered and will be published annually in the ensuing years. *University Entrance Awards*, 1960 sold well, evidencing keen interest in this subject, and its companion, *Awards for Graduate Study and Research*, 1961, will be released in April.

The *Annual Survey of Adult Education* was issued for the first time in 1960. It covered the activities of 43 universities and colleges as well as government departments and agencies. It is expected that the scope of the survey will be expanded from time to time until the whole field is covered. In June, 1960, the Special Surveys Division of the Bureau conducted a survey on adult education participation at the same time as the Labour Force Survey and valuable information was obtained which will be published this summer.

Library statistics are now issued in two parts: Part I—Public Libraries and Part II—Academic Libraries. For the first time a brief survey of central school libraries for centres of 10,000 population and over was added pursuant to a resolution of School Library Workshop held in June, 1959. It is expected that within two years information will be made available about six months after the close of the year.

The Vocational Education Section worked in conjunction with the Canadian Vocational Training officials of the Department of Labour to produce reports on vocational education and manpower. The Division is continuing to expand all series in these reports and by next fall coverage should be reasonably complete.

## HEALTH AND WELFARE DIVISION

The Division is responsible for implementing those statutory functions of the Bureau concerned with the health of the Canadian people, with law enforcement and the administration of justice. The health statistics program is carried out by three sections; one of these prepares the comprehensive series of national and provincial vital statistics derived from legal registrations of births, deaths, stillbirths and marriages, and undertakes special analyses of mortality, life expectancy and fertility; the second is responsible for statistics of general and special hospitals, including the characteristics of patients in mental institutions and tuberculosis sanatoria; the third health section produces statistics on illness and health care. Judicial and criminal statistics are produced in a fourth section, based upon returns from police, courts and correctional institutions.

During the year regular weekly statistics of the incidence of notifiable diseases in Canada and each province were released for the use of public health authorities. These were supplemented in early 1961 by the inclusion of special data on the incidence of influenza and other respiratory conditions to assist in an evaluation of the need for immunization programs. In addition to the weekly figures, an annual report of the incidence of notifiable diseases in 1959 was published, together with a special publication on poliomyelitis.

Regular annual reports were released on the amount and nature of illness in the Federal Civil Service, and on the home nursing services provided by the Victorian Order of Nurses throughout the country. Work continued on the winding up of the 1950-51 Sickness Survey in the form of several subsidiary reports on the duration and severity of illness and on the amount of health care received for various diseases.

In the field of vital statistics, extensive basic tables were supplied to the provinces in compliance with the existing Dominion-Provincial agreements, and the regular monthly and annual reports of vital statistics, containing national and provincial data, were published. To meet increasing demands for a fuller analytical treatment of vital statistics a number of special reports were issued on deaths from accidents and life expectancy, while others were planned on infant mortality and on deaths from particular diseases.

Operations of the Division concerned with preparing alphabetical indexes and numerical registers of births, deaths and marriages for the provinces and the Family Allowances administration were eliminated in part during the year in consultation with those agencies. Further curtailment of these indexing functions is being negotiated in order to divert resources to statistical activities. These matters, together with a wide variety of other registration and statistical subjects, were discussed by the Vital Statistics Council for Canada at its annual meeting in November 1960. The Council also adopted a new draft constitution providing for full membership of the Yukon and Northwest Territories.

The expansion of the Division's program in hospital statistics, to meet increased requirements of federal and provincial hospital authorities, was hampered during the year by the delay in securing the completed annual returns from hospitals. These returns have been considerably enlarged to include information used by the provinces and the Department of National Health and

Welfare for hospital insurance purposes. The prospects for securing earlier returns appear, however, to have improved toward the end of the year. The recruitment of specialist personnel with extensive background in hospital work has assisted greatly in editing of source data and the maintenance of liaison with hospital authorities.

The tuberculosis statistics produced in the Division had, up to the present year, been based on mortality and on admissions to tuberculosis sanatoria. The only statistics on the general incidence of tuberculosis, derived from summary returns of notifiable diseases, were limited to simple counts and were of doubtful reliability. During the year under review, the Division implemented the recommendations of a National Tuberculosis Conference held in March, 1960, and commenced publication of a monthly report of new active and reactivated cases, with distributions by age, sex and type of tuberculosis.

The important series of statistics on mental illness was continued during the year, with regular publication of data on mental institutions, including psychiatric units, mental health clinics and hospitals for mental defectives. Based on returns for individual patients, statistics were published on the number, diagnosis and characteristics of patients admitted to mental hospitals and on the lengths of stay and other particulars of patients discharged.

The Division's program covering statistics of crime and corrections emerged from the primary developmental stage initiated the previous year, with the introduction of new reporting and processing procedures for police statistics and the near completion of work on a uniform crime records manual prepared in collaboration with a committee of the Canadian Association of Chiefs of Police. These developments were facilitated considerably by the acquisition of senior personnel with experience in police work. Progress in the area of correctional statistics was less rapid because of difficulties in recruitment of officers with corresponding background in corrections.

Concurrently with this developmental work the regular annual reports were published relating to police work, court proceedings and juvenile delinquency. Special material was also prepared for the Commissioner of Penitentiaries, the RCMP and in response to requests.

The varied program of the Division as a whole required extensive consultation on the part of its officers with those of other federal departments, provincial governments and voluntary associations as well as participation in the work of committees, seminars and institutes in the health and welfare field.

## INDUSTRY AND MERCHANDISING DIVISION

The Industry and Merchandising Division is responsible for statistics in two broad fields of activity: (1) *Industry*, comprising logging, fishing, mining and manufacturing; and (2) *Merchandising and Services*, comprising retailing, wholesaling, and the service trades. Statistics on these and related activities are widely used by governments and business in making policy and administrative decisions, in keeping informed on business trends, in appraising markets, in planning capital expenditures and in many other ways.



In the industry sector the basic survey is the annual Census of Industry which has been carried out each year since the formation of the Bureau in 1918. It provides standard industry-type statistics on mining, logging and manufacturing. The report forms ask for data for each establishment on number of employees, salaries and wages, man-hours worked, cost of materials, fuels and electricity, factory value of shipments and the year-end value of inventories. It also provides a great deal of commodity data; the forms ask for quantities and cost at works of the principal materials used, and complete details on quantities and values of products shipped. Up-to-date information on the value of manufacturers' shipments and inventories is provided by a monthly sample survey of large firms, and on important commodities by means of monthly or quarterly complete-coverage surveys. The census compilations for 1959 were completed for the mining industries in December, 1960 and for manufactures in April, 1961. Results are being published in about 200 industry reports. In addition, 65 monthly or quarterly reports, covering about 500 items, are issued regularly.

In merchandising and services the basic survey is the Decennial Census which provides data by trades and by geographical distribution on employment and payrolls, sales, inventories, receivables, and some commodity estimates. The first such census was taken in 1931, others followed in 1941 and 1951 and preparations are almost completed for the 1961 survey. In the inter-censal years estimates of retail and wholesale sales and inventories are prepared by using complete-coverage surveys of large stores and a 10 per cent sample of small independents. Annual surveys are carried out for a few service trades. Estimates of consumer credit are prepared monthly and quarterly.

Four special major assignments were completed or were well under way in 1961. Firstly, the revised Standard Industrial Classification was implemented in the Census of Industry for 1960. This necessitated the re-coding of all establishments, the re-design of many reporting forms and, in order to provide a link between the new and the old series, the recompilation of principal statistics for 1957, 1958 and 1959 on the basis of the new classification. The 1961 Census of Merchandising will also be on the new classification.

Secondly, a great deal of work was done in preparation for the change to the "new establishment definition" planned for 1961. Briefly this new concept demands coverage of all activities of the establishment in a single report and the classification of the report in total to the major-activity industry, whereas former practice attempted to procure separate reports for each activity, this resulting very often in arbitrary breakdowns. Correspondence is being carried on with all multi-unit firms or establishments to determine the activities for which proper accounting records are available.

Thirdly, the plans for 1961 Census of Merchandising and Services were brought to the final stages. Meetings were held with trade associations, representatives of business firms, with government departments and other organizations. Census report forms were tested in the city of Galt, Ontario, in 1959 and the results were published. The content of the forthcoming Census will differ from previous censuses in that it provides for information on costs of merchandising, makes possible more precise classification of establishments, provides more precise measures of labour input, and requires comprehensive data on operating expenses in the wholesale and service trades.

Fourthly, the research being done on productivity was expanded in scope. The compilation of man-hours worked in manufacturing industries was nearly completed for 1957 and a start was made on 1958 and 1959 schedules. Editing procedures were developed for the use of the Operations Section which will assist with the work in 1960. Part of the limited resources was devoted to a pilot study on integration of data reported to the Census of Manufactures and to the employment division for long-term productivity series. Preparatory work was started on some non-manufacturing industries.

During the year, a revised Chemical Directory was sent to the printers; it lists all chemical products made in Canada along with the names of the manufacturers. Beginning with January, 1961 the seasonally adjusted data on manufacturers' inventories, shipments and new orders are being published in the regular monthly report. The January issue carries the series back to 1952. Much work was done for government departments and for industry in connection with the tariff hearings on textiles and on chemicals. Arrangements were completed whereby the Division will collect and compile data on stocks of foods, clothing and other items considered by the Emergency Supply Planning Board to be essential to survival in the event of a nuclear war. Attention was given to a review of the usefulness of present surveys. An intensive study of collection procedures was carried out and certain changes are being tried out for the 1960 census of manufactures in an effort to improve timeliness of publications. Again there were significant increases in the demand for special compilations, in answering mail inquiries, and in meeting visitors.

Work on historical statistics was continued as resources permitted and, in addition, the Division gave considerable assistance to the historical statistics project being sponsored by the Canadian Political Science Association. Special tabulations of fisheries statistics were prepared for the International Commission on North Atlantic Fisheries from the record cards maintained by the Fisheries Research Board, and special punch-card runs were made for the Department of Fisheries and the Department of Public Works. In forestry, the experimental sample surveys conducted in co-operation with provincial departments to determine the cut of forest products from private lands were extended to cover all of New Brunswick and to selected forest districts in Nova Scotia, Prince Edward Island and Alberta. The first official federal-provincial conference of mining statisticians was held in May, the principal objectives being to bring about uniformity in published data and to eliminate duplication in collection and compilation. The development of more comprehensive statistics on wholesaling was carried a step further with the publication of the results of the 1958 complete-coverage survey of wholesalers proper, and of data for 1957-59 relating to agents and brokers.

## INFORMATION SERVICES DIVISION

This Division serves as the focal point for the release and dissemination of the published information of the Dominion Bureau of Statistics and produces two official compendia of information and the Canadian economy. In performing these functions, it compiles and publishes the *Canada Year Book*, the *Official Handbook Canada*, the *DBS Daily and Weekly Bulletins* and the Bureau's

catalogue of *Current Publications*. In addition, it maintains a suitably stocked library for statistical research and study, answers general enquiries, and promotes good public relations.

A specific example in the sphere of public relations was the inauguration on February 20, 1961, of a policy change authorizing an advance release of DBS publications to the Press Gallery and the Canadian Press, thereby facilitating more adequate analyses and press coverage.

The Division has contributed also to the planning and implementation of the Bureau's 1961 Census advertising and public relations program, while at the same time lending the services of its Chief of Press and Publicity to the Secretariat of the O'Leary Royal Commission on Canadian Magazines and Other Periodicals.

The program of work of the Canada Year Book Section, concerned with the editing and production of both English and French language editions of the 1300-page *Canada Year Book* and the 320-page illustrated handbook *Canada*, was redistributed among the Chief of the Section and a slightly enlarged senior editorial staff with a view to expediting the publication schedules and bringing out both language editions of each book almost simultaneously in the early summer and autumn. Considerable progress in this regard was achieved during 1960, with the English and French editions of *Canada 1960* being released in October and November, respectively, and the *Canada Year Book 1960* in December, to be followed in April, 1961 by *Annuaire du Canada 1960*. Publication schedules for the two 1961 editions of both the Handbook and the large reference Year Book were so well advanced at the close of the fiscal year as to suggest their completion by July and October, respectively.

The functions of the Press and Publicity Section are to publicize the Bureau's services and obtain the most effective distribution of DBS material. It produces the *DBS Daily and Weekly Bulletins* which serve to release and to summarize each day's and week's publications; it replies to a large number of inquiries requiring the assembling of published statistical material from a variety of sources or special investigation; it endeavours to maintain good public relations with the daily and periodical press and prepares special articles, information folders, and conference display material promoting DBS services. It has established special promotional mailing lists covering over a dozen major-interest-groups. In addition, it publishes the annual DBS catalogue of *Current Publications*, the 1960 edition bringing up-to-date the 1959 listings and containing a title index and other new features to facilitate the use, ordering and filing of hundreds of DBS publications of various periodicity.

The Division provides the latest Canadian statistical material regularly to a score of national and international year books, almanacs, and booklets, including the United Nations Statistical and Demographic Year Books.

The DBS Library maintains a large stock of books, periodicals, documents and reports for the use of the staff and research workers. In addition to Canadian and Commonwealth material, this collection includes the statistical publications of foreign countries received on an exchange basis from nearly all areas of the world. Library resources have been used heavily during the year not only by Government departments but representatives of business firms. There has been a considerable increase in requests from libraries in both the United States and Canada for inter-library loans of material.



Because of limited library space, considerable energy has gone into co-ordinating the library's resources with those of other libraries of the Federal Government, and transferring material not required for permanent DBS reference to the National Library. Space obtained from these endeavours has been used to rearrange the directory collection and to start organization of a central periodical section.

The basic work on an *Historical Catalogue of DBS Publications* has now been completed and plans are being made for suitable arrangement of the material with a view to its publication.

## INTERNATIONAL TRADE DIVISION

The field of statistical information with which the International Trade Division is concerned covers a wide range of economic and financial transactions between Canada and other countries. It is composed of two main sections, one dealing with external commodity trade and the other with balance of payments, investment position and international travel. The statistics are in demand by a broad group of users in both the business world and governments, being used for a great variety of purposes, including economic and financial analysis, market studies, and commercial relations.

The uses to which External Trade statistics are put demand that they be published promptly and in considerable detail by commodity and country. Export statistics were published as promptly as is economically possible throughout the fiscal year 1960-61 and some progress was made in reducing the delays in producing import statistics.

It has not yet proven feasible to implement a production schedule for import statistics owing in part to the diversion of resources to the task of adapting these tabulations to the new electronic computer. It is expected that once import tabulations are fully programmed for the computer there will be a very considerable gain in timeliness over what is feasible using traditional punch card equipment.

A new Export Commodity Classification was introduced with statistics for January 1961. The new classification is based on the Standard Commodity Classification which was developed in the Dominion Bureau of Statistics as a tool for integrating statistical series derived from different sources. The new classification is intended to provide export data which are more comparable with other commodity series and also to provide a framework which will facilitate some expansion of the degree of detail shown in Canadian export statistics. The introduction of the new classification will delay the publication of detailed export statistics for several months in 1961, but these delays are expected to be overcome by the end of the calendar year.

Considerable progress has been made in preparing the new Import Commodity Classification, also based on the Standard Commodity Classification, and a number of classes extracted from the new classification were introduced on January 1, 1961. While overall implementation of this new classification has been delayed until January 1, 1963, it is expected that in the interim other portions will be introduced to ease the eventual full implementation of the new framework.

The resources of the Balance of Payments Section continued to be almost all absorbed by the current production of regular reports. A modest improvement was achieved in the release date for the annual report, and quarterly publications continued to be released on schedule. It was possible, nevertheless, to carry out some marginal improvements of a developmental character. During the year there was a net addition of nearly 500 companies to the record of those in which non-resident capital is associated directly or indirectly, bringing the total to nearly 9,400. Consolidation of a number of schedules used to produce quarterly data was effected, and the work load was also reduced by providing for their mechanical preparation.

A special industrial analysis of dividend payments to non-residents was carried out and was published in the last annual report of the *Canadian Balance of International Payments*. This report also contained more extensive data than has heretofore been available on non-resident holdings of Canadian treasury bills. Further developmental work is being carried out as opportunities permit on the measurement of short-term movements of capital which are assuming increasing importance in the international financial economy. Work is also in process on new bench-mark data for Canadian-owned holdings of stocks of United States companies.

Statistical series covering non-resident automobile movements in Canada were altered through a change in procedure introduced by the Department of National Revenue for admitting foreign vehicles into Canada. The document in use has been simplified without seriously affecting the statistical data available but the volume of forms to be processed for this category of traffic has been more than doubled. The monthly publication of preliminary information on the number of permits issued for the admission of foreign vehicles has been re-introduced after a lapse of fifteen months arising from the changes. Special studies have been made to blend the statistics from the new classifications with those of previous years in an effort to reduce incomparabilities to a minimum. The new procedure has a tendency to encourage wider use of commuting permits for extended periods and this has necessitated further studies to improve the estimates for this category. Travel between Canada and overseas countries, particularly by Canadians, continues to expand rapidly each year. In order to improve the quality of the estimates in the Canadian balance of international payments it was necessary to expand the sampling of Canadians returning, and distribute questionnaires to overseas visitors at ocean ports and international airports. Closer liaison with the Department of Citizenship and Immigration has made it possible to improve the sampling of Canadians returning from visits to the United States by non-automobile types of transportation.

## LABOUR DIVISION

The Labour Division consists of three Sections: the Employment Section, the Unemployment Insurance Section, and the Labour Income and Research Section. The Employment Section collects industrial establishment records of employment, hours of work and wages and salaries; it publishes index numbers of employment and payrolls, and per capita figures of hours and earnings. The employment index numbers are widely used for industry and



area analysis of employment changes, while per capita data on earnings and hours of work have several uses, perhaps the most important of which is in collective bargaining between labour and management. The Unemployment Insurance Section provides the Unemployment Insurance Commission with operational statistics; it also publishes statistics of public interest concerned with unemployment insurance claims and the amounts of benefits received by beneficiaries. The Labour Income and Research Section issues labour income estimates giving industry and area totals and undertakes research and analysis pertaining to the general field of labour statistics.

During the year the Employment Section added to its monthly publications a number of seasonally adjusted industry series and area consolidations for the Atlantic and Prairie regions. The number of monthly reports being tabulated to produce statistics on employment, per capita earnings and hours of work increased by 8 per cent, and the volume of correspondence concerned with requests for this information continued at a high level.

Further progress was made in a major revision program which will take several years to complete; it involves adoption of a revised Standard Industrial Classification and a standard definition of the term business establishment, as well as the adoption of a new 1961 base period for employment index numbers. This revision together with the re-working of historical series to maintain continuity with past years must proceed for a limited time as an operation paralleling the production of current statistics in their present form. Temporary positions have been secured for the project but they have not yet been filled. This is work which requires highly specialized experience and which is very difficult to find outside of the existing staff engaged in regular operations.

The program of the Employment Section was further extended during the year following a recommendation by an inter-departmental committee concerned with the need of new employment series to fill gaps in existing records for the analysis of employment and unemployment conditions. Subsequently, a number of new positions were established to sample employment in small establishments and to prepare on a monthly basis major industry employment estimates for individual provinces. Collection of sample data representing some 300,000 business establishments is to be undertaken in 1961, but regular publication of estimates from these data will not follow until sampling and data processing operations have been carefully tested.

Meanwhile, the Labour Income and Research Section has completed series of provisional estimates of employment for major industries in each province for the years 1953-60 inclusive. These series may be revised and extended after a period of testing.

The Unemployment Insurance Section continued its regular program of preparing statistics used by the Unemployment Insurance Commission, the Actuary and the Unemployment Insurance Advisory Committee. A substantial amount of this material is purely of interest to those concerned with the Commission's operations, but some aspects are of public interest and this information is summarized in published reports.

In meetings with the Unemployment Insurance Commission the general program of unemployment insurance benefit statistics was reviewed during the year from the standpoint of improving usefulness of published data and eliminating any unnecessary collection or processing procedures. As a consequence, provision was made for inclusion in the annual report *Benefit Periods Established and Terminated under the Unemployment Insurance Act* of more provincial data for seasonal benefit cases, and for discontinuing processing of cases involving payment of benefit during periods of illness.

At the request of the Unemployment Insurance Commission a detailed investigation was undertaken of the incidence and duration over a number of years of claims from married women and older workers. Results of this inquiry were used by the Commission in recommending to the Unemployment Insurance Advisory Committee measures for protecting the fund against an undue drain in respect of claims from such persons.

Arrangements were made with the Unemployment Insurance Commission for obtaining index cards for firms included in the Commission's Master Index of Employer Registrations. The co-operation of the Commission was also secured in notifying the Employment Section of Index changes and investigating discrepancies between information supplied from the Index and data available for the same firm from Bureau sources. This material is being used to establish and maintain a frame for sampling employment in small business establishments.

During the year, the Section prepared for use primarily in the coding of the 1961 Census data, a list showing the name, location and the new Standard Industrial Classification code of some 90,000 business establishments.

## NATIONAL ACCOUNTS DIVISION

The National Accounts Division was created in September, 1960, by a re-organization of the former Research and Development Division into two parts:—a National Accounts Division, with responsibility for operating the major sets of economic statistics originally developed and maintained in the Research and Development Division; and a Central Research and Development Staff, with responsibility for carrying forward research, development, and statistical integration throughout DBS. The re-organization thus broadly has the effect of assigning operations and analysis to the newly created National Accounts Division, with the research and development functions assigned to a Central Staff attached to the office of the Assistant Dominion Statistician responsible for statistical integration.

The National Accounts Division carries responsibility for preparing and analyzing major sets of economic statistics such as the National Accounts and the Index of Industrial Production. These data are widely used as comprehensive measures of economic activity by government departments, the business community, and the general public. The Division is also responsible for publishing the *Canadian Statistical Review*, a compendium of the most important monthly or quarterly economic indicators, as well as for preparing the articles contained therein.

The Division's work is organized into four sections—the National Product Section, the National Expenditure Section, the Industrial Output Section and the Current Business Indicators Section. The National Product and National Expenditure Sections together prepare the regular quarterly and annual National Accounts reports, reviewing current economic conditions in terms of the major national income and expenditure flows. The Industrial Output Section publishes the monthly Index of Industrial Production, a widely used economic indicator, covering output in the manufacturing, mining, and utilities industries. The Current Business Indicators Section is responsible for the preparation and publication of the *Canadian Statistical Review*, and for the program of seasonal adjustment of economic time series.

During the year, the statistical material carried in the quarterly National Accounts was considerably expanded. In collaboration with the Public Finance and Transportation Division tables on quarterly government revenues and expenditures, by levels of government, and on national saving and investment, for the years 1950 to 1960, were prepared and published on both a seasonally adjusted and unadjusted basis. This material is now part of the regular publication program of the quarterly National Accounts. It is expected that the new material will contribute significantly to the usefulness of the quarterly National Accounts for current economic analysis. Changes in the surplus or deficit position of the government sector have an important effect on the composition of the nation's saving and on the flows of income between the public and private sectors of the economy.

The regular quarterly National Accounts reports, reviewing current economic developments during 1960, continued to be prepared and published on schedule. The annual National Accounts report for the year 1959, containing detail of main aggregates and supplementary tables, was released at mid-year.

The monthly Index of Industrial Production continued to be released throughout the year, and further work was carried out on the extension of the Index to cover all industries in the economy. This latter project is still in the developmental stage, but the material continues to be circulated within the government for purposes of testing and checking the results. When completed, this material will provide a measurement of the physical volume of output for the entire Canadian economy, classified by major industries. It will thus permit the developing strengths or weaknesses in the economic situation to be traced to the industry in which the changes have occurred, and provide a cross-check on the measure of total production derived by deflating the expenditure side of the National Accounts.

Twelve articles dealing with current economic conditions or some new phase of the Bureau's statistical activities were prepared for release in the monthly issues of the *Canadian Statistical Review*. An article, *Recent Developments in the Work of the Dominion Bureau of Statistics* was prepared for publication in the *Canadian Journal of Economics and Political Science*. The timing on the release of the *Canadian Statistical Review* was speeded up by about one week, and further improvements in timing are expected.

The number of seasonally adjusted time series carried in the *Canadian Statistical Review* was expanded during the year, with about 50 additional series now available on a seasonally adjusted basis. These include data on manufacturing inventories, shipments, new orders, unfilled orders, labour



income by industry and by region, and retail sales by region. A program for seasonally adjusting time series by means of an electronic computer was completed during the year, and DBS data are now being seasonally adjusted on the new 705 electronic computer, recently installed. This work has been given a high priority by users of DBS data. The marked repetitive seasonal pattern which is characteristic of most Canadian economic time series tends to obscure the underlying cyclical trend in the economy. The seasonal adjustment process greatly facilitates analysis and interpretation.

Closer collaboration with the Statistical Office of the United Nations and the newly formed Organization for Economic Co-operation and Development was also established during the year. In the past, the main information which was furnished to these two organizations consisted of annual data relating to the National Accounts and the Index of Industrial Production. Both organizations are now issuing monthly or quarterly releases containing the significant economic statistics of member countries. The National Accounts Division has assumed the responsibility for supplying these two international agencies with such monthly and quarterly economic statistics as they require.

During the year, the Director of the Division attended a meeting of international experts on techniques of seasonal adjustment, sponsored by the Organization for European Economic Co-operation in Paris, France. A report on this Conference was prepared and circulated to technical staff in Ottawa. A paper on moving amplitude adjustment was given by one member of the Division at the Americal Statistical Association Conference at Palo Alto, California.

## PRICES DIVISION

The function of the Division is to collect and publish data on prices and on urban consumer expenditures. It consists of five sections: Retail Prices, Consumer Expenditure Surveys, Wholesale Prices, Farm Prices, and International Prices. The principal emphasis in the work program is on the construction and publication of price indexes but data on average prices are published for selected commodities. Surveys of urban consumer expenditure are conducted biennially to provide a basis for revising the item content and item weights in the Consumer Price Index. The resultant body of material on expenditures of Canadian families is published and is widely used by business organizations and welfare agencies.

A major revision of the Consumer Price Index was completed by the Retail Prices Section with publication in March of an occasional paper containing a complete description of the revised index and comparisons of the monthly movements of the old and new indexes for the period 1957-60. Regular publication of the index on the revised basis was begun in the March issue of the monthly publication *Price Movements* and the old index was discontinued. The primary purpose of the revision was to bring the items included in the index and their relative importance as represented by item weights into line with more current family spending habits as reported in the 1957 Urban Family Expenditure Survey. The items and weights in the index from 1949 to 1960 were based on family expenditures in 1947-48. The time base 1949 = 100 was

retained, however, and the revised index continues to measure current retail prices as a percentage of prices in 1949. An improved technique for use of seasonally changing weights for food was incorporated which will provide a better measurement of seasonal price movements. Indexes for traditional groups of items in the index, e.g., food, clothing, shelter, have been continued and supplementary indexes for new groups of items such as commodities, services, non-food, durables and non-durables, were also developed to facilitate analysis of retail price movements.

The Section also prepared and published an occasional paper on *Urban Retail Food Prices 1914-59* which provides a main reference document in this field. Analysis of special tabulations of urban rent statistics classified by rental characteristics such as number of rooms, facilities, and age of rental unit was completed in preparation for publication. Field training of prices representatives was continued and was of particular importance in extensive changes in items priced for the revised Consumer Price Index.

Two occasional papers containing full descriptions of methods, detailed tabulations and textual analysis of the 1957 family expenditure surveys were completed by the Consumer Expenditure Surveys Section and published, namely, *Urban Family Food Expenditure, 1957* and *City Expenditure, 1957*.

Field work on the 1959 survey of consumer expenditures was completed in May 1960. Editing has been completed and considerable progress made in the processing of expenditure schedules and analysis of survey response. The survey was larger and wider in scope than the surveys of 1953, 1955 and 1957. Usable expenditure records were collected from almost 2,000 families and individuals in 60 urban centres which were selected to represent all urban areas with populations of 15,000 and over, and will produce Canadian and regional averages of urban expenditure as well as averages for selected individual cities. The survey provides information on the spending habits of urban groups for whom expenditure data have not been collected since 1947-48, such as unattached individuals, low-income families, high-income families and large families, and will be a basis for review of the criteria which define the population group to which the Consumer Price Index relates.

The Wholesale Prices Section completed development of a new series of industrially classified price indexes relating to manufacturing industries. The indexes were introduced in an occasional paper entitled *Industry Selling Price Indexes, 1956-59* in which indexes for about 100 manufacturing industries were presented together with supporting descriptive text, charts and weighting diagrams. The new series was developed to supplement, but not replace, the long standing, commodity classified General Wholesale Index and its component series. This latter index relates to wholesale transactions in Canada regardless of the industry or country of origin of the commodity whereas the industry indexes relate to the total output of individual manufacturing industries in Canada and refer to a single and precise level of distribution. The dual system of commodity classified and industry classified indexes is designed to serve the increasing diversity of purposes of the growing number of users of wholesale price statistics which neither series alone could adequately satisfy. Progress has been made in revising the component commodity groups of the General Wholesale Index to conform with the new Standard Commodity Classi-

fication as a system of organizing and publishing statistics of commodities. The Section also has taken preliminary steps to produce a gross output price index for the mining industries and to develop gross input price indexes for the manufacturing industries.

In addition to indexes of prices of commodities and services used by farmers and prices of farm products at terminal markets, the Farm Prices Section produces indexes of prices of industrial materials, building materials and common and preferred stocks. The Section continued to co-operate with the Agriculture Division in further development of the tabulation program of the Farm Income and Expenditure Survey and in the checking of initial preliminary tabulations produced on the electronic computer. The tabulation program will provide basic data for revision of the Index of Commodities and Services Used by Farmers. A program of revision of the Index of Prices of Canadian Farm Products at Terminal Markets was brought close to completion. Progress was also made in development and construction of indexes for components of fixed capital formation, viz., machinery and equipment, provincial highway construction, and the construction of electric generation and transmission facilities.

Preliminary indexes of prices of machinery and equipment were completed for the period 1956-59 but publication was withheld pending confirmation of the representativeness and adequacy of the items included in the indexes and their relative importance. Further progress in development of price indexes of highway construction was achieved with continued analyses of cost and price data supplied by co-operating provinces and the construction of tentative indexes for several provinces. The Canadian Good Roads Association continued to provide technical assistance in this project. Substantial progress was made in the collection of construction cost data from public and private utilities covering specific electric generation and transmission projects completed during 1950-60. Tabulation of the data was begun to provide a basis for decision on the items of cost to be included in the index and their relative importance in construction of generating plants and facilities. Very able technical assistance was contributed by a senior engineer, provided by the Canadian Electrical Association, in developing schedules, arranging reporting procedures with utilities and advising on methods of handling data on engineering construction of this type.

During the year, the International Prices Section kept abreast of changes in living cost conditions being encountered by Canadian personnel serving abroad, both by means of detailed price surveys at numerous foreign cities and by assessing the impact of price and exchange rate movements on previous comparative living cost studies. Considerable progress was made towards the establishment of a series of foreign retail price indexes related to concurrent price conditions in Ottawa, as required in connection with impending changes in the Canadian foreign allowance system. The Section also continued to produce comparative food cost indexes for remote locations within Canada, and extended these studies to include a selection of non-food items at some of the larger communities.



## PUBLIC FINANCE AND TRANSPORTATION DIVISION

Data on a wide range of statistics covering the financial structure of the three levels of government in Canada, employment and payrolls of government, and the operations of transportation and public utilities are collected and published by the five sections which comprise the Public Finance and Transportation Division.

In addition to its regular publications, the Public Finance Section prepared a comprehensive report entitled *Comparative Statistics of Public Finance, 1956 to 1960* containing data on revenue, expenditure and debt on the three levels of government for the officials attending the Dominion-Provincial Fiscal Conference in July, 1960. Further improvements were made in the calculation of government revenue and expenditure on a quarterly basis for incorporation in the National Accounts and, in addition, an historical table covering the years 1950 to 1960, by quarters, unadjusted and seasonally adjusted, was prepared for inclusion in the report *National Accounts, Income and Expenditure, Fourth Quarter and Preliminary Annual, 1960*.

The annual report *Principal Taxes and Rates* was expanded to include the Yukon and Northwest Territories and arrangements were made with the Newfoundland government for collection of data on a quarterly basis. In order to encourage standardization of municipal finance reporting, a third edition of the manual has been prepared in both English and French for distribution through the provincial Departments of Municipal Affairs to all municipalities in Canada. Commencing with the quarter ended March 31, 1961, a sample survey of municipal receipts and payments was initiated. In addition, a municipal road and street expenditure survey for the year 1959 was conducted and the resulting data compiled.

Throughout the past year, the Government Employment and Payrolls Section of the Division was called upon to prepare special tabulations, 64 in number, on federal government employment for the Pay Research Bureau of the Civil Service Commission. In order to study federal government statistics, a committee comprising representatives of the Treasury Board, Pay Research Bureau and DBS was established. Discussions took place with the staff of the Civil Service Commission concerning improvements to forms and employee records. Efforts to reduce the time-lag between the event and the reporting of it in the monthly publication *Federal Government Employment* were effected. Preparations for the conversion of these statistics from a punch card record to the 705 computer were advanced and at the same time they were converted to the Standard Geographical Code used for manufacturing industries. A special annual survey of federal government employment in fifteen selected metropolitan areas was undertaken for the first time.

Provincial government employment statistics were revised in order to provide for a greater degree of comparability between federal and provincial governments and arrangements were made for the introduction of data from the Yukon Territory. In the fall of the year, a monthly survey of municipal government employment was introduced, beginning with large municipalities in nine provinces, and a complete survey of municipal government payrolls for the calendar year 1960 was also carried out.

The first report in a new monthly series *Gas Pipeline Transport*, containing financial, property and traffic statistics, was released during the year. This will be followed shortly by two annual publications entitled *Gas Distribution* and *Gas Bills*. Arrangements were completed with the provinces of British Columbia, Alberta, Saskatchewan and Ontario for the joint collection of monthly reports from gas distribution companies. Commencing in January, 1961, the Bureau undertook the distribution of the forms which incorporate the requirements of the provinces and DBS. Progress was made in the revision of the monthly report *Oil Pipeline Transport* and the January, 1961 report was the first on the revised basis.

A new report, *Inventory of Prime Mover and Electric Generating Equipment* was published in the past year. This survey will be repeated in 1961 and at five year intervals thereafter.

Arrangements were made with the Telecommunications and Electronics Branch of the Department of Transport and the Board of Broadcast Governors for joint collection procedures for reports from radio and television broadcasting stations to be instituted in connection with the 1961 survey.

A long term plan was initiated to improve transportation statistics to the point where comparability of data for the five modes of transport will be sufficient to justify the publication of a report containing data on the total Canadian transportation industry. Details of comparable tonnage of trailer-on-flat-car (piggyback) loading were submitted by railways. A breakdown of passenger revenues and traffic was obtained to show the extent of commuter and non-commuter services, thus consolidating commutation traffic with other urban transit data, and excluding rail commutation from intercity passenger traffic.

Owing to a sharp increase in interest in the operations of the St. Lawrence Seaway, the annual report on *Canal Statistics* was expanded to provide more detailed information as to port of loading and unloading, registry of vessel and type of cargo. In January, the revised Standard Commodity Classification was adopted for both the canal and shipping statistics series.

The monthly *Air Transport* report was revised as of January, 1961, and now provides more detailed information as to services performed by aircraft, as well as more complete financial statistics. Data on helicopter operations and specialty flying have been added and statistics for foreign carriers have been expanded to show the area of service. The Trans-Atlantic and Polar Air Passenger Survey was discontinued as of June 30, 1960; tabulations and analysis of the results are being completed this year.

A new quarterly report showing traffic statistics by commodity for private intercity and for-hire carriers has been printed. This should be of value in determining the major commodities carried by trucks on both long and short hauls. A revised *Classification of Financial Accounts of Motor Carriers of Freight in Canada* was completed and circulated to the major carriers. Estimated ton miles performed by various modes of transport for the period 1938 to 1959 were published for the first time and a new *Warehousing and Cartage* reporting form was designed for use in 1961.



## SPECIAL SURVEYS DIVISION

The main functions of the Special Surveys Division are, through its eight Regional Offices, to obtain current information by sampling methods on population and housing by means of household interviews, and to carry out field work for other Divisions of DBS. The work at Head Office is organized in two sections, Field Administration and Processing and Analysis.

The monthly Labour Force Survey, which obtains information on population, labour force and related information, is one of the Division's main responsibilities. Trained enumerators visit a sample of households every month and the information elicited results in a monthly report *The Labour Force* which presents details of the employment situation for the country as a whole and for the six regions. At the same time, enumerators enquire about rents paid and facilities provided; this information is used to compile the rent component of the Consumer Price Index.

An annual interview survey is also conducted from which a report *Household Facilities and Equipment* is published. As the name implies, this is a study of the facilities and equipment present in Canadian homes. Other interview surveys are also carried out to obtain information on a variety of subjects such as income, assets, debts, family expenditures, adult education and immigration.

As part of their continuing duties, the Regional Offices collect data on retail prices of commodities for use in compiling the Consumer Price Index. They also maintain, for the convenience of local business firms and others, a file of all current DBS publications. The collection of business reports which other Divisions of DBS have not been able to obtain by mail is also carried out through these offices.

The Regional Offices are responsible for the field organization and supervision of the Decennial and Quinquennial Censuses of Canada. These responsibilities include the field testing of questionnaires and procedures, the interviewing of Census Commissioners, the supervision of field work, the processing of Census documents, and procedures to control and evaluate quality.

## DATA PROCESSING SERVICES

In processing statistical data, the Dominion Bureau of Statistics has historically made extensive use of mechanical means of processing and has recently been assigned a large electronic computer. The IBM 705 computer located in the DBS will be used to serve the processing needs of a variety of government departments. Priorities in use of this computer will be assigned by the Interdepartmental Committee on Electronic Computers. Principal application of the computer to date has been assembling and testing programs required for tabulating the 1961 census information.

In addition to the present electronic equipment in the Data Processing Centre at DBS, an IBM 1401 computer is now on order and will be installed early in the new fiscal year; with its "on line" or "off line" availability, this new computer will be capable of working in conjunction with the 705 computer or independently.

For some time, the seasonal adjustment of time series has been accomplished by taking advantage of a service supplied by the United States Bureau of the Census involving their electronic computer in Washington. These calculations are now being made on the 705 computer in the Dominion Bureau of Statistics, and adjusted series are being provided for a number of departments and agencies of government.

The Electronic Data Processing System is composed of twenty-three pieces of equipment including a central processing unit and a unique Document-to-Tape Reader. The mark-sense principle, which was introduced for the 1951 Census, has been further developed for the 1961 national Census and will effect the transfer of the census data from marks on the field document to electronic tape. This electronic system is expected to speed up the tabulation of the census returns, to facilitate cross-classification, as well as to improve the quality of the statistics.

In order to handle its own applications, the Dominion Bureau of Statistics has a computer programming staff of twenty-two persons who, during the fiscal year, were largely engaged in preparing programs for the 1961 Census. The programming staff will increasingly become available to adapt other DBS statistical series to the computer. One of the continuing statistical series of magnitude to be first processed by the computer system will be external trade statistics. A planned transfer of certain other DBS series from mechanical to electronic processing is being considered.

A large part of the data gathered by the subject-matter divisions of the Bureau and which form the basis for statistical tables is processed using a variety of more conventional tabulating equipment. The greatest part of the work is done on punch card equipment. About 45 per cent of the staff of the Mechanical Tabulation Division records the data from the source documents onto punch cards; one group of operators punches the cards and a second group verifies, independently, the accuracy of the punching. Another 35 per cent of the staff operates other punch card equipment, such as sorters and tabulators, to group the punch cards by the various characteristics of the data and to produce in printed form the totals required.

When only simple aggregates are required involving a minimum of cross-classification, these are produced directly by means of comptometers, desk calculators and peg-board methods of compilation. This group, about 15 per cent of the staff, handles a considerable volume particularly of data referring to the Census of Industry where monthly, quarterly and annual tabulations of a repetitive nature constitute a large part of the work. The remaining 5 per cent of the staff are engaged in day-to-day operation of the computer.

During the course of the year, as in the past, quite a number of projects were undertaken for other government departments and agencies on a cost reimbursement basis under individual agreements. Tabulation services for the

DOMINION BUREAU OF STATISTICS

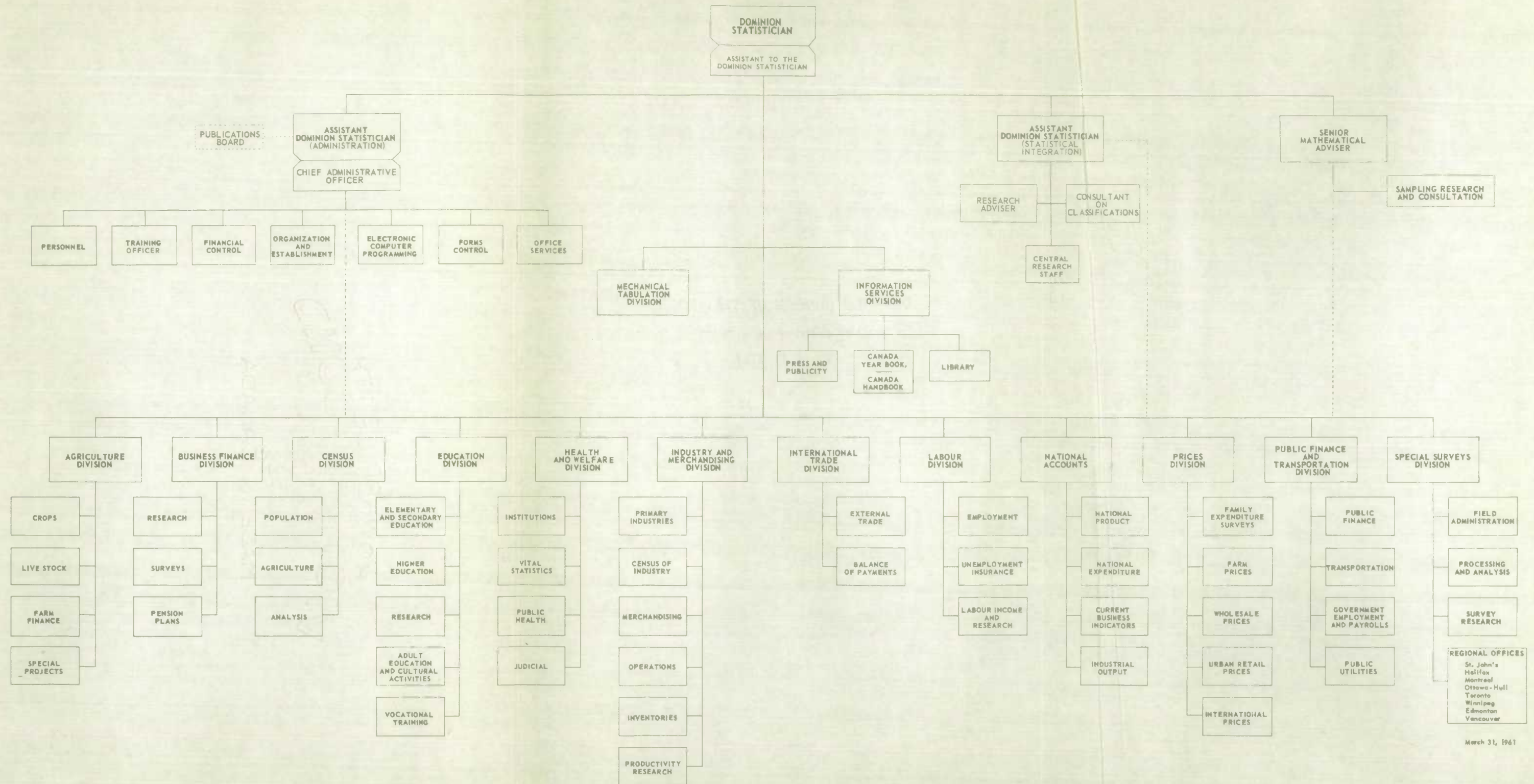
Chart showing organization

March 31, 1961





DOMINION BUREAU OF STATISTICS  
GENERAL ORGANIZATION



Immigration Branch, Department of Citizenship and Immigration were continued. Considerable work was carried out for the Department of Labour, particularly in connection with surveys of wage rates and of members of scientific and technical professions. A special survey of the unemployed conducted by the Senate Committee studying employment and unemployment was tabulated. Atomic Energy of Canada and DBS co-operated in studies of family linkage of vital and health records; the Bureau prepared the punch cards and tabulations. In addition, DBS prepared tabulations which formed the basis for a number of tables in the Annual Report of the Department of Insurance. Extensive tabulations were prepared for the Pay Research Bureau of the Civil Service Commission relating to salaries and employee classifications.

## ADMINISTRATIVE SERVICES

Under this general heading are found a series of functions serving the Dominion Bureau of Statistics as a whole, including general administration, staff organization, financial control, forms control and office services such as the addressograph unit, composing and drafting units, stenographic pool, supplies, mail and messenger service.

Renovations and additions to the building which were completed during the past year necessitated a great deal of planning as well as consultation with the Department of Public Works. In order to house the Data Processing Centre, extensive renovations to one wing of the first floor were required. In all, about 30,000 square feet of area was added to accommodate the computer and the increasing number of personnel.

### Staff Organization

Arrangements for the maintenance of an effective work force is the function of the Personnel Section and the Establishment and Organization Officer who was appointed in the previous fiscal year. In addition, a full-time Training Officer was appointed during the past year who will be responsible for development of a training program specifically designed to meet the needs of DBS.

As at March 31, 1961, the regular staff numbered 1,875, an increase of 196 over the total at the same date in 1960. During the year 450 persons were recruited and 254 separated. The professional staff totalled 254, with 18 economists and statisticians recruited and 15 separated in the 1960-61 fiscal year. In addition to the regular staff, 22 research students were employed during the summer of 1960 and 218 promotional competitions were conducted throughout the year. Arrangements were completed with the Civil Service Commission to recruit some 2,700 temporary clerks across Canada to assist in processing the 1961 Census of Canada.

### Financial Control

During 1960-61, the Accounts Section of the Administration Division and the Publications Distribution Unit of the Information Services Division were combined to establish the Financial Control Section of the Administration

Division. The functions of this Section are to administer generally the financial matters pertaining to the operation of DBS, such as the preparation of the annual estimates of funds required, the collection and transmission of revenue, the review, certification, documentation and approval of accounts for payment, and distribution of expenditures by divisions and regional offices.

Considerable additional work was required during the past year in preparation for the 1961 Census of Canada, such as preparing estimates of funds for this purpose, the drafting of instructions and forms for payment.

In addition to financial matters, the Publications Distribution Unit of this Section is responsible for the supply and distribution of the Bureau's publications.

### Forms Control

Work continued on the simplification, standardization and revision of forms, methods and publications. In addition, necessary office layout studies relating to changes in the building were undertaken.

During the year under review, the Forms Control Section processed 2,945 forms consisting of 7,061 pages, excluding miscellaneous forms required for the 1961 Census. Of these, 847 pages were reprints, 5,005 were revisions and 1,209 new pages were designed. Envelopes numbering 216 were also reprinted, revised or redesigned. For use in the 1961 Census of Canada, 188 forms and questionnaires were processed totalling 2,205 pages of which 38 pages were reprints, 129 pages revised and 2,038 pages redesigned. In addition, 250 forms were processed in connection with the work of DBS but due to pressure of work in the Printing Unit within the Bureau had to be printed elsewhere.

Analytical study with a view to revising the arrangement of material on the Census of Industry schedules was initiated.

### Office Services

In the Addressograph Unit of the Office Services Section, 10,137,000 forms were addressed for the various divisions of the Bureau during the fiscal year under review. In addition, 306,976 plates were embossed, 96,554 plates corrected and 370,981 plates deleted.

The Composing Unit planned, vari-typed and prepared for printing 14,413 pages of tabular and textual material. In addition, 8,212 hours were devoted to miscellaneous vari-typing of forms, an increase of 32 per cent over the previous year. Based on the current average of 1.5 hours per page, this represents a theoretical production of 5,475 pages of publication, bringing the Unit's total production to 19,888 pages.

The Drafting Unit completed 2,008 economic charts, maps, diagrams and various illustrations, in addition to the ruling of tables for the Composing Unit which totalled 7,067.

Outgoing mail numbering 21,021 bags, containing approximately 6,486,594 pieces, were deposited with the Post Office.

In addition to supplying stenographic and typing service to the various divisions of the Bureau, the Stenographic Pool provided members of the staff on a loan basis to divisions for 163 days. A total of 24,580 pages were typed of which 4,870 were plastiplast pages, 7,588 pages of photography, 10,461 pages of copywork, lists and letters and 1,661 pages of statements. Letters transcribed from dictation numbered 1,462. As well as the foregoing 50,158 forms, letters and envelopes were filled in and prepared for mailing.

The Supplies Sub-Unit received from the Department of Public Printing and Stationery materials for a value of \$602,720. Requisitions numbering 370 were completed for goods and services for which the Department of Public Works is responsible.









STATISTICS CANADA LIBRARY  
BIBLIOTHEQUE STATISTIQUE CANADA



1010748253



ANNUAL REPORT