

STATISTICAL ORGANIZATION

IN

CANADA

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Historical Sketch of Official Statistics

Canada has a long history of statistical development. Vital statistics of the French population of what is now the Province of Quebec have been compiled from ecclesiastical records and the writings of Champlain and others, back to the year 1608. In 1666 was taken the first systematic census of modern times - a record by name of all persons in the colony, their ages, occupations, conjugal condition, and relationship to the head of the family. No fewer than 36 similar censuses were taken between 1667 and the end of the French régime.

After the taking over of Canada by the British in 1760, Canadian statistics declined both in quantity and quality until about the middle of the nineteenth century, though censuses of some value were taken in the various colonies at different dates in order to meet the demands of the Colonial Office for information on the progress of the various communities.

After the legislative union of the English Province of Upper Canada and the French Province of Lower Canada in 1840 under Responsible Government, an Act of 1841 provided for a census in 1842 and every fifth year thereafter, but the Census of 1842 was taken only in Upper Canada, though supplemented by a Census of Lower Canada in 1844. In 1847, a Board of Registration and Statistics was established, under which a Census of Upper Canada was taken in 1848. Finally, an Act was passed in 1851, providing for a census to be taken in 1852, then in 1861, and every tenth year thereafter, in conformity with the practice in the Mother Country. Since similar censuses were now being taken in the other self-governing colonies on the seaboard, a fairly satisfactory measure of the growth of population in what is now the Dominion of Canada is available over the 100 years from 1851 to 1951.

In the British North America Act of 1867, which is the Constitution of Canada as a Confederation, it was provided by section 51 that, on the completion of the Census of 1871 and of each subsequent decennial census, the representation of each of the provinces in the Dominion House of Commons should be readjusted in accordance with the results of the census, in order to give effect to the principle of "representation by population", now generally accepted in democratic countries. Further, in the division of functions between the Dominion and the provinces, the taking of the census, and the collection, compilation, and publication of statistics was allocated to the Dominion Government by section 91 of the Act. In the subsequent organization of the Dominion Government by departments, these functions were assigned to the Department of Agriculture, presumably in view of the great importance of the census of agriculture in what was then a predominantly agricultural country.

The first Dominion Census of 1871 was, for its time, an excellent census, owing very largely to the work of J. C. Taché, who had long been secretary of the Board of Statistics and was appointed Census Commissioner for the first and second Decennial Censuses of 1871 and 1881. These early censuses, however, were handicapped by the fact that their organizations were ad hoc, disbanded after the work of the census was over. This resulted each time in a great loss of valuable experience in the technique of census-

taking.

While the census was thus provided for within the organization of the Department of Agriculture, other departments of the government undertook the compilation of statistics relevant to their respective spheres of operation. Thus, the Department of Finance became responsible for the monthly compilation of statistics of banks as from Confederation (1867), and for the collection of statistics of insurance companies as from 1876. Again, since the administration of criminal justice is in Canada a function of the Federal Government, statistics of the operations of criminal courts were established in 1876. Statistics of railways were begun in the same year.

A comprehensive approach to statistics in their entirety and inter-relations began in 1887 with the appointment of Dr. George Johnson as Chief Government Statistician. He devoted himself, with a large measure of success, to the establishment of the annual Statistical Abstract and Record of Canada, which later became The Statistical Year Book of Canada, and still later The Canada Year Book. Indeed, the 1894 and 1895 editions of The Statistical Year Book of Canada compare very well with almost any similar works of that period. Dr. Johnson also directed the Third Decennial Census of the Dominion in 1891.

At the end of the last century the collection of social statistics was first recognized as a function incumbent on government with the creation of the Dominion Department of Labour, on which was laid the obligation of regulating the conditions of labour among the growing industrial population. The information collected in this field was published monthly in the Labour Gazette.

In 1900, Mr. Archibald Blue was appointed Chief Census Commissioner for the Fourth Census of 1901, and, in 1905, when the permanent Census and Statistics Office was created under chapters 5 and 6 of the Statutes of that year, Mr. Blue became its chief officer. These statutes also provided for the Quinquennial Census of the Prairie Provinces in 1906, and for the Fifth Decennial Census of 1911. The organization of the permanent Census and Statistics Office, at first under the Department of Agriculture, and later under the Department of Trade and Commerce, provided a permanent census organization which was a nucleus for progress towards the co-ordination of general statistics. But before any comprehensive progress could be made, it was necessary that the existing situation should be carefully reviewed. Accordingly, in 1912, a departmental commission was appointed to report on "a comprehensive system of general statistics adequate to the necessities of the country and in keeping with the demands of the time". To this commission were appointed representatives of the Civil Service Commission, the Census and Statistics Office, and the Departments of Trade and Commerce, Labour, and Customs. The Commission's report dealt with "the lack of coherence and common purpose in the body of Canadian statistics as a whole", and recommended the organization of a central statistical office for the co-ordination, unification, extension, and general improvement of statistics. Other recommendations included the taking of a quinquennial census of population and property, the establishment of an annual census of production, the co-ordination of the statistical branches of the Departments of Customs and Trade and Commerce, the reorganization of canal statistics, the creation of wages and consumption

statistics, the improvement of the statistics of insurance, the development of statistics of prices, and the enlargement of The Canada Year Book. As regards the provincial field of jurisdiction, the Commission urged the co-ordination of vital statistics, and statistics of public health, education, agriculture, provincial and municipal governments, industrial accidents, public lands, public works, hospitals, and charities.

The first step towards implementing the report of the Commission was taken in 1915 with the creation of the office of Dominion Statistician. To this officer was assigned the duty of devising a practical scheme for the creation of a central Canadian statistical office which was to control directly all statistics except those which are mere by-products of departmental administration, to supervise these latter so as to make them as useful as possible from the general point of view, and to establish a scheme of co-operation with provincial governments in order that statistics collected by the provinces in the course of administration might be co-ordinated and compiled into national totals. Memoranda were drawn up descriptive of the procedure to be adopted in various statistical fields, much consultation took place with the various federal and provincial departments, and in 1918 the Dominion Bureau of Statistics was established by the Statistics Act. This Act was largely a consolidation of previous legislation, but additional sections were added to render the scheme comprehensive. Of special interest is the section establishing the Bureau and defining its functions as "to collect, abstract, compile, and publish statistical information relative to the commercial, industrial, social, economic, and general activities and condition of the people" - a very inclusive mandate. The Bureau was also "to collaborate with all other departments of the government in the compilation and publication of statistical records of administration according to the regulations". The Act also dealt with the question of provincial collaboration, empowering the Minister of Trade and Commerce, who administers the Statistics Act, to enter into arrangements with the government of any province for the execution by provincial officers of powers conferred or duties imposed on any officer under the Act, the collection by any provincial officer of any statistical or other information required for carrying out the Act, and the supplying of statistical information by any provincial officer to the Dominion Statistician. Provincial officers carrying out any duty under the Act were deemed to be officers under the Act. Dr. R. H. Coats, Canada's first Dominion Statistician, occupied this position from 1918 until his retirement in July, 1942. He was succeeded by Dr. S. A. Cudmore, who died in October, 1945. Mr. Herbert Marshall, the present Dominion Statistician, was appointed on October 18, 1945.

Since the coming into existence of the Dominion Bureau of Statistics, the immense and varied field of operations entrusted to the Bureau has been effectively occupied, as will be realized from a study of the accompanying chart of organization and the subsequent material describing the work and the publications of the various Divisions of the Bureau. While the supply of Canadian statistics has steadily expanded, there has been a rapidly increasing demand from the government and people of Canada for more detailed, more comprehensive, and more frequent statistics on many subjects of social and economic importance. These increasing demands

have acted as a stimulus to progress, with the result that the publications of the Bureau, from year to year, are including improvements suggested by the accumulating experience of the personnel of the Bureau and their growing consciousness of the interrelations of the statistics gathered by them in many different fields.

World War II brought an unprecedented demand for statistics, and this demand has increased rather than diminished in the postwar period. Early in the war the Bureau was called upon to expand its own statistical compilations to meet new needs. For example, the cost-of-living index became a key figure and an increase in staff was necessary to secure the greatest accuracy. Employment statistics had to be expanded to meet the requirements of war departments and monthly payroll statistics were added to the Bureau's employment series. There was also some expansion in Census of Industry statistics. During the war years the need for special statistics of a temporary nature was met in large measure by separate statistical sections, set up in war departments and agencies to collect detailed information for the administration of controls, etc. Most of this work was not of general or continuing usefulness and was dropped as controls ceased. A small part, however, proved to be extremely valuable in relation to continuing postwar needs and was transferred to the Bureau.

The increased complexity of the world's social and economic problems in the postwar period, the trend towards social security, the acceptance by governments of responsibilities concerning high employment, all led to increased needs for statistics at the national level. For instance, such policies as government tariffs, taxation, unemployment insurance, old age pensions, etc., must be planned, their incidence studied and the extent of the burdens that they impose in relation to the national economy known before they are put into effect. This growth in the statistical needs of national governments has been accompanied by an increase in the needs of non-governmental uses of statistics, due, among other things, to greater industrialization and a growing awareness of the value of statistics to business efficiency. Added to this is the existence of the United Nations, its specialized agencies and numerous commissions, all of which have created a demand for statistics at an international level far beyond anything experienced in the past. The corresponding increase in the administrative functions of government has created an urgent demand for reliable statistics as an aid to administration and policy-making at the higher level.

These developments made the expansion of the Dominion Bureau of Statistics inevitable. Since 1939 the Bureau staff has approximately doubled. The alternative to this expansion would have been the creation of separate statistical units by the numerous new departments, economic research branches, control boards, government corporations and commissions which have come into existence since 1939 and which use statistics as the primary material of their studies and research. Such a course would have greatly increased the costs. The principle of statistical centralization has proved its worth in Canada and there is widespread appreciation of the advantages of a co-ordinated overall statistical plan administered by one organization. These advantages include:-

- (1) Fewer highly trained persons such as mathematical statisticians or economists are required in a Central Bureau because a small group can service efficiently all the divisions of statistics. If statistics were decentralized in Departments, every Department would need specialists in several fields for its statistical unit and the total number would be multiplied several times.
- (2) In a Central Bureau there must be a large pool of costly and specialized tabulation equipment, and the problem of keeping it fully occupied is one that can be planned and met. Smaller units on specialized work would not be fully occupied. Only in a large unit like the Bureau is it economical to have a highly paid expert to look after the machinery and to keep abreast of the latest improvements in labour-saving devices.
- (3) There is an enormous saving in time and energy when such overall series as the National Accounts and National Income are in a Bureau which covers all statistical fields. Such series draw from almost every Division of the Bureau, and it is much easier to direct the work of each Division towards the National Income objective than it would be to depend on various Departments co-operating toward that end.
- (4) It is a great saving of time for the public and government officials to be able to go to one source for statistical data rather than having to draw parts from various Departments. This is particularly true of economic research units.
- (5) A Central Bureau is more likely to be considered by the public as an objective fact-finding body not influenced by other than purely statistical aims.
- (6) In Canada the implementation of "A scheme of co-ordinated social and economic statistics pertaining to the whole of Canada and to each of the provinces thereof" requires constant and careful liaison with departments and agencies of the Federal and Provincial Governments on the one hand, and with numerous business and other organizations. This can be achieved much more economically and effectively by a Central Bureau.

PRESENT ORGANIZATION OF THE DOMINION BUREAU OF STATISTICS

Headed by the Dominion Statistician, and an Assistant Dominion Statistician, the Dominion Bureau of Statistics is organized in thirteen Divisions, each of which is further divided into Sections. The Administration Division is responsible for the various aspects of the Bureau's administration. Nine of the Divisions- Census, Agriculture, Education, Health and Welfare, Industry and Merchandising, International Trade, Labour and Prices, Public Finance and Transportation, and Special Surveys - are engaged in the collection, processing, and editing of statistical data. The Research and Development Division develops further the work done in the statistical Divisions. The Mechanical Tabulation Division is concerned with the machine processing of the data supplied by the statistical Divisions. Statistical information supplied by the Bureau Divisions and outside sources is channelled to the public through the Information Services Division.

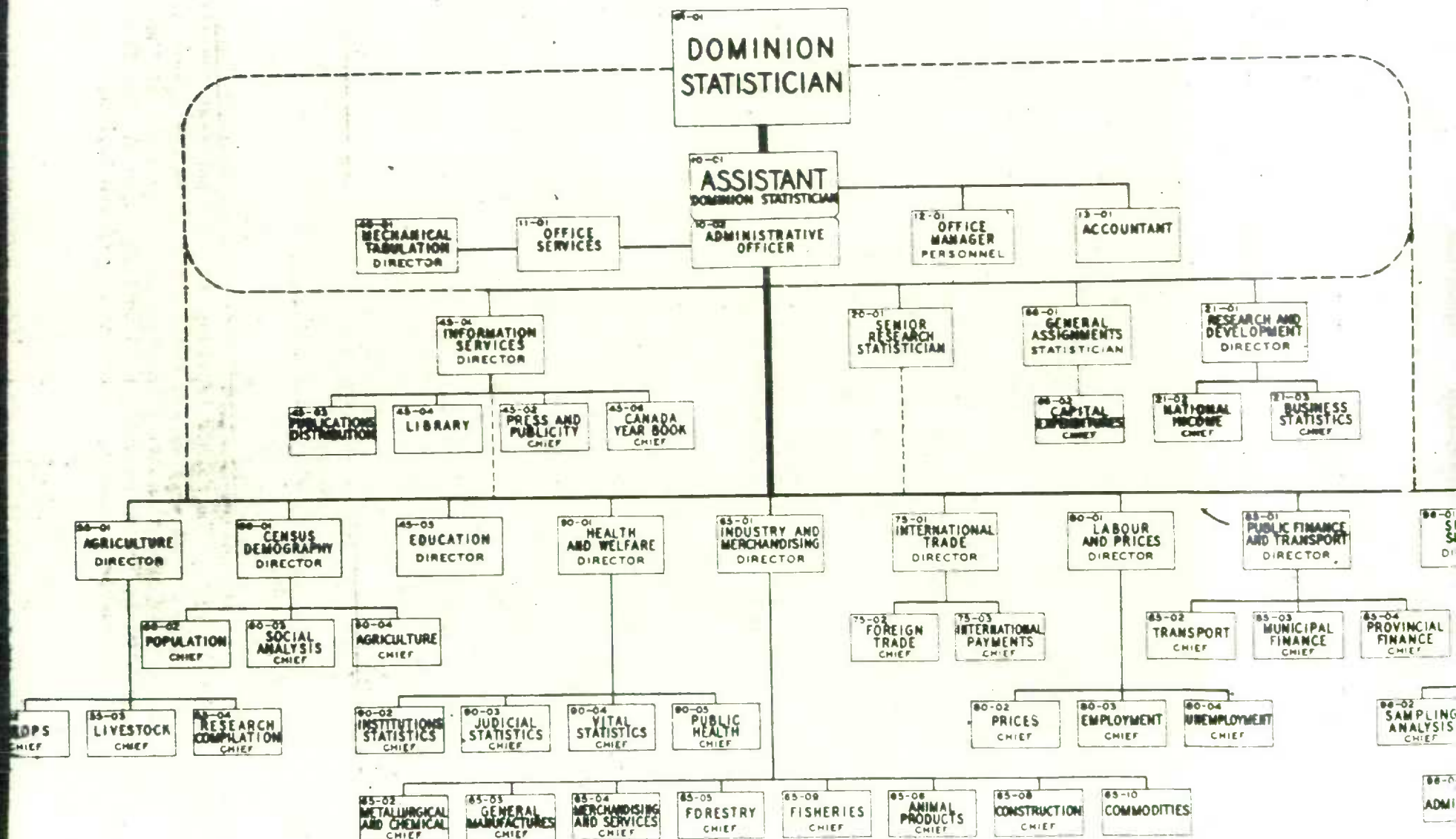
Before dealing specifically with the work of the various Divisions, some general observations on the methods employed by the Bureau for the collection and dissemination of statistical information may be of interest.

The direct enumeration method is employed in the Census. Enumerators call at every household and obtain answers to specific questions. This, the most complete stocktaking in Canada, provides an invaluable fund for all kinds of statistical measurements and a bench-mark for intercensal measurements and estimates. The second method is the use of questionnaires sent through the mails to business firms, etc., annually or at shorter intervals. A third method utilizes co-operative arrangements with other government departments, both federal and provincial, which collect statistical information for administrative purposes, or are required by law to do so, for instance, birth, marriage, and death registrations. Finally, there is the sampling method by which a small staff of trained enumerators, operating from the regional offices of the Bureau, collects information from a scientifically selected cross-section of the population.

The information collected, compiled, and analysed by the Bureau is made available for general use in the form of printed publications, memoranda supplying data of limited demand, and reference papers containing the results of special studies. In addition, a large number of special compilations is supplied regularly, under special arrangement, to firms and individuals. Many inquiries are also received by mail, telephone, and telegraph. A list of Bureau publications is attached.

A brief summary of the organization and work of the several Divisions is given below. The organization of the Bureau is shown graphically on page 7.

DOMINION BUREAU OF STATISTICS



ADMINISTRATION DIVISION

The Administration Division is divided into three main Sections, - Accounts; Office Management; and Office Services.

Accounts Section.- This Section prepares the estimates of funds required for the Bureau, and submissions to Treasury Board for authorization for expenditures. All accounts are checked as to accuracy, and compliance with government regulations, and prepared for submission to the Departmental Treasury Office for payment. In addition, this Section maintains a cost accounting system whereby it is possible to ascertain the cost of the Bureau by the various Divisions.

Office Management.- This Section is concerned primarily with the administration of personnel. Close liaison is maintained with the Civil Service Commission with respect to assignments, terminations, etc.

The staff of the Bureau numbers approximately 1,350, of which about 50 per cent are permanent employees. This number is considerably exceeded when the compilations of the decennial and quinquennial censuses are under way. (At the present time (September 30, 1951) some 1,675 additional employees are engaged in the work of compiling the 1951 Census. Of these, 329 are in Ottawa, while the balance are in the different regional offices of the Bureau).

Professional and Technical Personnel.- The Bureau's professional and technical personnel are university graduates with special training in statistics, mathematics, or economics. Junior personnel are chosen from the graduating classes by means of tests conducted by the Civil Service Commission. Successful candidates enter the Bureau usually as Grade I Statisticians or Economists. There are eight grades of statisticians and ten grades of economists. The higher positions are filled by promotion or on the basis of tests open to all qualified Canadian citizens. Leave of absence may be granted to employees for the purpose of taking post-graduate statistical training. Many junior statisticians in the Bureau take night courses in statistics at universities and colleges situated in Ottawa.

All Civil Service employees are on probation for a period after initial appointment. Promotions in both the professional and clerical grades are made (a) to existing positions which become vacant, or (b) through reclassification because of increased responsibilities in the incumbent's position. Transfers within the Bureau are arranged through the Administration Division. Interdepartmental transfers are arranged through the Civil Service Commission. Retirement is voluntary at age 60 and compulsory at age 65, with certain exceptions for persons with special qualifications.

Attached to the Office Management Section are a Drafting Unit and a Translation Unit. The former provides drafting services for all Divisions of the Bureau as well as for other departments and agencies. Translation is an important activity inasmuch as publications of the Bureau are printed in French as well as in English. Translation from various other languages is also made for the use of the Bureau.

The Office Management Section maintains close liaison with the Health Unit. This Unit, a branch of the Department of Health and Welfare located in the Bureau, interviews all personnel upon return from sick leave and offers constructive welfare counselling. Where the Health Unit is not in a position to help the individual, the resources of the Health Division of the Department of National Health and Welfare are called upon.

Office Services Section.-- This Section includes the Stenographic Pool, Vari-Typing, Printing, Addressograph, Supplies, Messenger and Mail Service Units.

Stenographic Unit.-- In addition to correspondence, typescript releases and stencilled reports are prepared in this Unit. Several electromatic typewriters have been installed recently.

The Printing Unit is under the jurisdiction of the Department of Public Printing and Stationery but is situated within the Bureau which has priority in the allocation of work.

The Vari-Typing Unit was established in 1949. This process of type-composition and printing by offset saves considerable printing cost.

The Supplies Unit fills requisitions for stationery, etc., signed by the Directors of the Divisions or other designated officials, and through the Department of Public Works, requisitions for equipment and services. A visible record system to control purchases and inventories of supplies has been installed as a result of which reduced inventories can be carried and a schedule follow-up of unfilled orders is possible.

The Addressograph Unit is responsible for the preparation and maintenance of addressograph plates and the addressing of questionnaires, form letters, envelopes, etc. therefrom.

Economy in Administration.-- Efficiency of operation and the keeping of staff and general costs to an essential minimum are under continual study.

The Bureau is under constant pressure to undertake new statistical inquiries. With the comprehensive statistical coverage which now exists, embarking upon a new series is considered justified only if the information is essential, either in the formulation of government policy, or if it is going to be of real assistance in leading to better business or social improvement.

The use of the most efficient and up-to-date equipment, the improvement of work-flows, the elimination of superfluous operations, the improvement of working conditions, the standardization of stationery and forms, etc., are under periodic appraisal. A more economical method of tabulating certain broad fields of statistics was recently introduced by substituting the peg board system combined with a special form of questionnaire, for the double-bank adding machine.

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An Advisory Board of Publications was formed in 1948. Its main function is the constant review of the Bureau's publishing program, with a view to the elimination of unnecessary publications, the combining of related reports where savings can be effected thereby, the ensuring that each publication meets a specific need, improvement in such matters as layout, the structure of tabular and accompanying textual matter, and the attainment of uniform standards as between Divisions of the Bureau.

CENSUS DIVISION

The census, as we have seen, dates from the very dawn of Canadian history. In view of the extended area of the Dominion, the sparseness of settlement in certain sections, the detail demanded in a modern census, and the great variety of conditions to be met, it constitutes an administrative problem of the first order. The decennial census in Canada falls in June in years ending in "1". Upon the organization of the Provinces of Saskatchewan and Alberta, a statutory obligation was incurred to take a quinquennial census of the Prairie Provinces midway between the decennial censuses - this in view of the rapid rate of settlement in these Provinces during the early part of the present century. Since the legal raison d'être of the census in Canada is to determine representation in parliament, the country is organized, for census purposes, into districts corresponding, in the main, to the Dominion electoral divisions. These, in turn, are subdivided into enumeration areas corresponding roughly to polling subdivisions. In the field work alone this involves the employment of 262 commissioners, one in charge of each census district, 800 field supervisors, and about 18,000 enumerators for the whole of Canada.

In the earlier decades of Confederation the Canadian Census covered several subjects besides population, such as production in its various phases, educational and municipal institutions, and births and deaths in the census year, the object being to make the overhead involved in the setting up of the census organization yield as large a return as possible since statistics on these subjects were then very fragmentary. But census organization is obviously unsuited to cover a subject like production which breaks up into numerous series, each requiring elaborate and distinctive schedules, or a subject like births and deaths, which must be recorded with exactness as they occur. Moreover, there is an urgent need for current information in many fields. The centralization of statistics under the Bureau and the organization of these and other branches of statistics in collaboration with federal and provincial departments, on an annual basis, and with expert personnel in each case, has enabled the census proper to be confined to Population and Agriculture. The organization for the Census of Distribution is on a separate basis. At the time of enumeration, the regular enumerators list all retail, wholesale, and service establishments in Canada, showing kind and size of business. About six months later, questionnaires are mailed to these firms, requesting details of their operations. A similar procedure was adopted at the 1951 Census with respect to obtaining a list of commercial fishermen who in the fall of 1951 will be visited by enumerators with more specialized training to collect from them detailed information on fisheries. This, the first Census of Commercial Fishermen in Canada, is being made at the request of

the Department of Fisheries. Censuses of Housing, on a sample basis, were taken in connection with the general Censuses of 1941 and 1951.

From the Census of Population are compiled the statistics of rural and urban population, of personal characteristics such as age, sex, marital status, birthplace, etc., as well as statistics on households and families. The Census of Agriculture deals with farm acreage, tenure and equipment, farm value, farm mortgages, crops grown in the year preceding, livestock and livestock products, farm expenditures, and farm machinery and equipment. The Housing Census provides information on tenure of home, physical characteristics of the dwelling, household equipment, etc.

The 1951 Census.- The administrative aims in census taking are three-fold: (1) to obtain accurate and complete information, (2) to do this at the lowest possible cost, and (3) to issue results as early as possible. To accomplish these aims there were, with respect to the 1951 Census, fundamental departures from previous procedures. The major innovations were the use of mark sense documents in the field and of the electronic statistical machine, and, on the organization side, the decentralization of processing to six regional centres. In the past four decennial censuses all the information collected by the enumerators was transferred to cards by hand punching by a staff of punching machine operators in the Dominion Bureau of Statistics - a slow and costly process. The same procedure in 1951 would have intensified the difficulties arising from shortage of personnel and office space in Ottawa. Consequently, officials of the Bureau, in collaboration with a manufacturer of business machines, worked out a process whereby information could be transferred to a punch card mechanically. As the first step in this process the enumerators recorded the particulars of each person on a "mark sense" card with a special pen, using an ink which will carry an electric current. This card is "read" by a machine known as a document punch, specially designed for this census, avoiding many of the human errors and much of the time and cost of hand key-punching. The reading station of the punch is a set of brushes which sweep over the several columns of the document in its passage. When the brushes come to an ink mark an electrical circuit is completed and the resulting impulse causes a die to punch a hole in a punch card in the corresponding position. The punch card thus produced provides the census information in a form which can be fed through subsequent machines which produce the final counts of the census.

The electronic statistical machine edits the punch cards for inconsistencies. It can be set to make many different comparisons at one time and to reject for individual examination cards which show an unacceptable combination of characteristics. For example, it will examine cards to see whether someone with an occupation requiring a great deal of training, such as a doctor, has a predetermined minimum of years of schooling punched in the space for education. It likewise rejects cards with double or missing punches. The machine examines cards for many such inconsistencies simultaneously at the rate of 450 per minute. Even limiting his examination to a single characteristic, a clerk could work at only about one-tenth of this speed. The electronic statistical machine is also the principal piece of equipment for making the final tabulations after the preparatory work of punching and editing the cards has been

accomplished. It counts 60 single facts or combinations of facts in single run and prints the number reporting each of 60 specified categories of information. It also sorts punched cards into 12 pockets according to any 12 classification combinations. For counting as well as editing, a plug-board can be wired in a manner to bring together the facts which are contained on the card. For the Agriculture Census, the use of the bank proof machine for adding the data which are not to be cross classified is an improvement on the machines formerly used for this purpose.

Economy was secured by the use of sampling in several instances in connection with the 1951 Census. A portion of the agriculture questionnaire and a special inquiry on housing applied only to every fifth farm and fifth dwelling. This is the first time that sampling methods were used in a Canadian Census of Agriculture. A 20 per cent sample is to be used for commodity statistics in small merchandising establishments.

Certain demands for information in the census seemed best met by a sample survey at a later date. In the summer of 1952 a sample will be canvassed for details on mortgages on city homes and certain items of farm expense, as well, possibly, as internal migration.

Publication Program.- The requirements of census publication of final results are twofold- information in temporary format issued as tabulation progresses, and a permanent bound record issued after all tabulations are complete. These two purposes are being met in 1951 by a single typing and printing. The format of the volumes is planned from the outset; suitable pages and section numbers assigned; and the several sections are typed and printed by a lithograph process immediately upon the tabulation of the required figures. Copies additional to those required for the initial circulation will be stored, and after all sections of a volume have been so printed, the stored pages will be bound together to constitute the final record.

A condensation of the tables usually printed will be made. Volume I of the 1951 Census will show the population enumerated down to the smallest local areas, while Volume II will show the cross-classifications of population characteristics, the latter taking two volumes in 1941. As in previous censuses, subsequent volumes of the series will deal with the labour force, with families and households, housing, agriculture, and distribution. A summary volume, including a report on methods used, will end the series. In the past, this last volume appeared seven or eight years after the census; for this census it is hoped to publish it in about half this time.

The Permanent Organization of the Census Division.- The permanent organization of the Census Division consists of six Sections: Administration and Old Age Pensions; General Population; Census of Agriculture; Dwellings, Households and Families; Occupations and Employment; and Social Analysis. The titles of the Sections indicate the portions of the census for which they are responsible and in which their field of work lies.

The Population Section compiles population statistics by various categories. These are published in a series of census bulletins and later in census volumes. The Census Division's work on population, it may be noted, is not restricted entirely to the census. Population studies take into consideration the findings of the labour force surveys, vital statistics, immigration, emigration, etc. Population estimates of various kinds (by age, sex, marital status, etc.), estimates of households and families, and so on, are made at regular intervals during intercensal years.

The Occupations and Employment Section prepares bulletins dealing with occupations and employment. It also prepares classifications of occupations and industries used in the census.

The Dwellings and Households Section is responsible for the preparation of tables on families and households from the population schedule and housing data from the Census of Housing.

The Old Age Pensions Section was set up after statutory provision was made by the Old Age Pension Act of 1927 to enable applicants for old age pensions to obtain proof of age from census records when no other proof was available. In 1946, the same privilege was extended to applicants for delayed birth registration.

The Agriculture Section compiles the data from the decennial censuses of agriculture for Canada and the quinquennial censuses of the Prairie Provinces, prepares bulletins and census volumes, analytical studies, etc.

The Social Analysis Section is chiefly concerned with the analysis and interpretation of the data collected at the census and supplementary statistics from other sources. It prepares the Summary and Analysis Volume of the Census. This Section also prepares certain types of population estimates, including estimates of households and families.

HEALTH AND WELFARE DIVISION

This Division is organized in four Sections: Vital Statistics; Public Health; Institutions; and Judicial. The vital statistics of Canada are obtained by co-operation between the Bureau and the Registrars General of the provinces, the recording of births, marriages, and deaths being under provincial jurisdiction. The provinces have enacted uniform legislation (based on a "model" Vital Statistics Act agreed upon in federal-provincial conferences). The standard forms for registration of births, marriages, and deaths are supplied by the Bureau. Microfilm copies of all registrations are forwarded to the Bureau and compilation and tabulation are made for the use of both federal and provincial authorities. An extensive annual report is published by the Bureau as well as advance monthly and quarterly bulletins. The annual report contains, in addition to statistics of births, marriages, and deaths, comparative and analytical tables on birth, marriage, and death rates, fertility, and so on. The Bureau also publishes a series of vital statistics analytical reports. Among these, Life Tables for Canada is published periodically. The latest (1948) shows that in Can-

ada the average life expectancy of males at birth is 65, and at birth, 69.

The microfilm copies of provincial registrations are used for the preparation of the National Vital Statistics Indexes. In 1945, numeric and alphabetic indexes of all births, deaths, and marriages have been prepared in tabular list form and issued to the Provincial Vital Statistics Office on a current monthly basis. Copies of the monthly listing of births and deaths are issued to the Regional Family Allowances Offices in each province for verification and control purposes in connection with the payment of allowances. The microfilm records are complete for each year, annual alphabetic indexes which consolidate and replace the monthly listings, are prepared and issued to each province. On the whole, Canadian vital statistics have now attained a high degree of completeness and comprehensiveness.

Immigration Statistics.- While natural increase is the important element in Canada's population growth, immigration is of considerable importance. Immigration statistics are now secured with greater detail than formerly, the ethnic origin, birthplace, nationality, and intended occupation of each immigrant being ascertained at the ports by immigration officials (on schedules which observe uniformity of definition and terminology with the census and vital statistics). The compilations are made from cards punched from the entries and forwarded to the Bureau for machine processing. Entries of persons returning from the United States to resume permanent residence in Canada are likewise recorded. Various analyses of immigration figures are shown in the Canada Year Book. Until very recently direct figures of emigration from Canada were lacking. For an approximate idea of the magnitude of the emigration movement the immigration records are compared with countries (particularly United States and United Kingdom) providing similar information, as also do the checking of immigration figures with the figures of the immigrants resident at the time of the census (the latter required to state the year of immigration).

Public Health Section.- The work of the Bureau on health statistics is carried out in close collaboration with the Department of National Health and Welfare, with provincial Health Departments and other agencies. The Dominion Council of Health and the Medical Committee to the Dominion Statistician are currently consulted and kept informed on major projects undertaken in this field. The report of Cases of Notifiable Diseases in Canada is issued weekly. A Reference Book, issued at regular intervals since 1945, presents a comprehensive survey of the entire health field in Canada with a reference to health services provided by public and private agencies. A series of annual reports, Statistical Study of Illness in the Service of Canada, published before the War by the Department of National Health and Welfare, has been resumed. Special projects are taken from time to time. Among recent ones are a study of mortality in Canada and, in collaboration with the Department of National Health and Welfare, a survey of sickness and pension plans in Canadian industries. Currently, the largest project being undertaken is a nationwide sample survey of the general population, which will provide for the first time ex-

formation on the volume of sickness, medical and nursing care, and expenditures for health services.

Institutions Section.- The marked development of social services in Canada and the paucity of factual data in this connection led to the inclusion in the 1931 Census of a special survey of institutions and to the establishment in the Bureau in the same year of a separate branch to deal with statistics of institutions.

This Section collects and publishes extensive annual information on all hospitals, tuberculosis sanatoria, and mental institutions, including their ownership, administration and operations, specialized services available, educational and training facilities, utilization, movement of patients, revenues and expenditures. For sanatoria and mental institutions, detailed information on the characteristics and diagnoses of patients is compiled.

At five-year intervals similar data are collected for charitable, benevolent and welfare institutions including orphanages, refugee shelters, day nurseries, child welfare societies and child-placing agencies, thus covering all custodial care rendered to aged, infirm, and dependent adults, and children.

Judicial Statistics Section.- This Section carries on the work of one of the older branches of Canadian statistics, dating from 1876; its historical records are of great interest to students of penology, covering as they do a period of more than seventy years. Statistics are collected from courts and police departments and compiled for each class of indictable and non-indictable offences. For the former, the age, sex, marital status, religion, educational status, and occupation of each convicted person is obtained for use in relating the criminality of each element in the population to that of the population as a whole. Special attention is given to the provision of adequate statistics of juvenile delinquents, major offenders being analyzed by age, sex, occupation of father, standing at school, etc. - all as throwing light upon the causation of juvenile crime and the background of juvenile delinquents. Tabulations are prepared for the Commissioners of Penitentiaries, showing admissions and discharges, offences, sentences, and various characteristics of offenders. Published annually are Statistics of Criminal and Other Offences, Juvenile Delinquents, and Police Statistics.

EDUCATION DIVISION

A separate branch of the Bureau to deal with education statistics was founded in 1919 in consequence of the generally unsatisfactory character of Canadian education statistics and the incomparability of the statistics collected in the various provinces (education according to the British North America Act being under provincial administration). A plan was drawn up and a meeting arranged with the education authorities of the different provinces in October, 1920 (see Report of Dominion-Provincial Conference on Education Statistics, 1920), since which time an annual Survey of Education was issued by the Bureau until 1936 when the survey became biennial. It covers such features as enrolment,

attendance, teachers, accommodation, expenditures, etc., of all specially-controlled schools of whatever class. In certain provinces data are forwarded to the Bureau in the form of the original teaching reports, while in others the reports are compiled in the provincial departments of education and the totals supplied to the Bureau according to an agreed scheme of tabulation. Supplementing these materials the Bureau collects directly the statistics of private schools and universities and colleges throughout the country, so that its picture of education is comprehensive. In addition, the Division carries a biennial survey of Canadian libraries. It keeps in close touch with the educational press and with teachers' organizations throughout the Dominion.

Altogether, the enrolment in Canadian educational institutions as recorded by the Bureau in a typical recent year is around 2,500,000 and the total cost of the support of schools, colleges, and universities exceeds \$350,000,000.

AGRICULTURE DIVISION

As already stated, two Divisions within the Bureau are concerned with agricultural statistics - the Census Division and the Agriculture Division. The Agriculture Division is responsible for current agricultural statistics. Close co-operation exists between the two divisions. Personnel from the Agriculture Division staff were members of a committee which decided on the 1951 Agricultural Census schedule. Members of the Census staff attend interdepartmental and provincial agricultural statistics committee meetings. Such liaison is of great importance. Provision for bench-mark material necessary for agricultural estimates has been made and special tabulations to give a more adequate description of the agriculture universe will be forthcoming from the 1951 Census.

The development of the present organization for agricultural statistics in Canada came about primarily for two reasons: first, to provide Canada totals for the various series collected by individual provinces and to obtain statistics in provinces where none were collected; and, secondly, to have some central agency responsible for the co-ordination of statistical work in order to avoid duplication and to achieve consistency in methods of collection.

The Agriculture Division is divided into three Sections - Crops; Live Stock; and Research and Compilation.

The Crops Section is responsible for estimates of acreage and production of all field and special crops, including fruit and vegetables. A monthly census of sugar refineries, flour mills, and crushers is conducted and reports on all the above issued. Food balance sheets and consumption of food per capita statements are prepared and two reports of an analytical nature are also published - The Review (monthly), and the Grains Grains Quarterly.

The Live Stock Section is responsible for the semi-annual live stock and poultry estimates, annual wool and meat statistics, monthly information on eggs, milk, milk products, and reports on cold storage holdings of food products.

The Research Section is divided into a Compilation Unit, a Research Unit, and a Farm Finance Unit. The Compilation Unit edits and compiles the semi-annual acreage and live stock surveys and doubles as a work pool for other Units. The Farm Finance Unit has charge of the primary surveys of prices received by farmers and wages paid by farmers; it is responsible for the construction of the monthly index of farm prices and the annual index of farm production; it undertakes the secondary documentation of farm cash and net income and prepares annual statements on the value of agricultural production, farm capital and the average value of farm lands. The Research Unit inquires into processing and estimating procedures for voluntary mail sample surveys both current and historical. It assists in maintaining a close co-ordination of technical operations.

Co-ordination of Agricultural Statistics— Other Divisions in the Bureau provide certain information relative to agriculture, particularly with respect to processing and utilization of agricultural products. Such information is of great importance to the agricultural statistician in secondary documentation work. The Industry and Merchandising Division makes periodic surveys of a number of industries related to agriculture — mills, breweries, canners, meat packers, etc. The Labour and Prices Division maintains an index of wholesale prices of farm products and an index of the cost of things farmers buy, as well as a farm family cost-of-living index. The Special Surveys Division makes quarterly estimates of the farm labour supply. The Agriculture Division maintains close touch with all this work by personal contact and through liaison committees. Of importance, too, is a joint National Income and Agricultural Farm Finance Committee which co-ordinates the work of providing agricultural data needed for National Income and Accounts.

Provincial government agencies assist in the compilation of results for certain surveys. The Bureau had no formal agreements with the provinces in carrying out this work. Nevertheless, a high degree of co-operation on a partnership basis has developed over the years. Motivations for this co-operative effort come chiefly from mutual desires to avoid wasteful duplication in efforts to provide timely statistics. Liaison is maintained with the provinces by personal visits of federal officers to the various offices from time to time, and by an annual federal-provincial conference or meeting each year.

Liaison with the Federal Department of Agriculture is maintained chiefly by personal contact. A formal interdepartmental committee has been set up, however, and six sub-committees are functioning, namely; field crops, fruits and vegetables, live stock, dairying, poultry, and farm finance. Most of the work is done at the sub-committee level and personnel of the committees includes representatives from the Economics Division of the Department of Agriculture, the Bureau of Statistics, and administrative officers from the Production and Marketing Services

of the Department of Agriculture. National association representatives such as officials of the National Dairy Council, Farm Federation, and Fruit and Cannery associations frequently sit in at these meetings.

INDUSTRY AND MERCHANDISING DIVISION

The organization of a comprehensive scheme of industrial statistics involves an extremely wide range of activities. The first Canadian statistics of industrial production, apart from those of the decennial census, were those of federal and provincial departments having administrative functions in different sections of this varied field. But, as executive departments very properly adapt their methods to their executive needs, the applicability of such statistics to other than their immediate purpose was limited. Co-ordination as between provinces in the same field was difficult; comparison of one field with another was impossible; overlapping was prevalent; gaps existed; and there was no attempt to cover the general economic background.

It was therefore decided in 1918 to create new machinery in the Bureau for the treatment of industrial production. Two sections of the Statistics Act (20 and 21) provide for a comprehensive Census of Industry (mines, fisheries, forestry, furs, manufactures, and construction) and this was subsequently placed on an annual basis.

According to the Act, the census is an industrial as opposed to a production census, i.e., in addition to production it covers such phases as raw materials consumed, labour, wages, fuel, power, etc.; in other words, it is in the nature of a general economic survey. Thus, though some hundreds of different schedules are used in the different branches of the inquiry (in view of diversities in production, raw materials, etc., data being collected relating to about 4,000 different commodities), a common series of questions is included on such features as labour, power, fuel, etc. As a result, the Industrial Census brings together a wealth of general material for the intensive study of numerous cross-sections of the industrial structure of Canada.

A brief review of the work in the several Sections of the Industry and Merchandising Division follows.

Mining, Metallurgical, and Chemical Section—The Mining, Metallurgical and Chemical Section is concerned, first, with the collection and publication of statistics of the mining industry, and, secondly, with the collection and publication of statistics of those manufacturing industries which use mineral products as their chief raw material, these industries being in seven groups, namely, iron and steel products, non-ferrous metal products, non-metallic mineral products, chemicals and allied products, transportation equipment, electrical apparatus, and products from petroleum and coal. Co-operation with the mining authorities of the various provinces is maintained, joint schedules printed by the Bureau being used thus avoiding duplication of effort. Since the mining industry is conceived as an integral part of industry in

general, the schedules cover not only production but employees and their salaries and wages, expenditures for fuel and for power used, etc.

Annual reports are published on each of the mining industries such as gold mining, coal mining, asbestos mining, etc.; these are prepared, in a form suitable for binding, to make up a complete report on the mineral industries. A preliminary report of the mineral production of Canada is prepared at each year end. Monthly figures on the production of the leading minerals and mineral products (gold, silver, copper, nickel, lead, zinc, coal and coke, petroleum, gas, asbestos, salt, gypsum, feldspar, lime, cement, and clay products) are collected and published.

The statistics of the seven major groups of manufacturing industries whose chief raw materials are minerals and mineral products are collected and issued in annual industry reports, also in a form suitable for binding. Further, monthly bulletins are issued on a number of major commodities such as motor vehicles, pig iron, steel, radio receiving sets, washing machines, etc. Altogether, during the last year, 90 annual, 2 quarterly, and 24 monthly bulletins were distributed by this Section. From time to time, special statistical surveys are made for other government departments and for industry.

The Forestry Section - The Forestry Section collects and publishes statistics relating to- (1) operations in the woods; (2) the primary industries based on these operations, namely, (a) lumbering, and (b) pulp and paper; and (3) the secondary industries using (a) lumber and (b) wood-pulp and paper, respectively, as their principal raw materials. Some provincial forestry services provide lists of sawmills and assist in the collection of returns from the smaller operators. Close co-operation is also maintained with the Federal Department of Resources and Development.

This Section's publications include a comprehensive annual estimate of forest production (operations in the woods), and separate annual reports on the lumber industry, the pulp and paper industry, several wood-using and paper-using industries, and the printing trades.

Monthly figures are also published on production, shipments, and stocks of lumber, and on production and domestic sales of rigid insulating board, asphalt roofing, and asphalt floor tiles. Monthly statistics are also available, but not published, for pulpwood, peeler logs, veneers and plywoods, wood shingles, sawn railway ties, and wood lath. Figures on current production of wood-pulp are obtained from the Canadian Pulp and Paper Association, while the Newsprint Association of Canada and the Newsprint Service Bureau supply monthly data on Newsprint.

Animal Products Section - This Section compiles statistics of dairy factories, processed cheese, oils and fats, fur goods and fur dressing, slaughtering and meat packing, tanning of leather products such as boots and shoes, gloves, miscellaneous leather products, and miscellaneous animal products.

Fisheries Section - The fishing industry is covered in two parts,

(1) the primary industry of catching the fish, including a record of vessels, gear, employees, etc., and (2) the factory operations of fish canning and curing. This work is carried out in co-operation with the Dominion Department of Fisheries whose officers collect a large part of the data except in the case of inland waters where arrangements exist with the provincial governments concerned.

General Manufactures Section-- This Section has two major functions. Probably the more important of these is the integration of the manufacturing statistics collected by itself and the other Sections of the Industry and Merchandising Division into comprehensive totals for Canada and provinces, and the publication of reports dealing with the Canadian manufacturing industry as a whole.

There are three bases of integration: industrial, geographical, and commodity. The statistics of individual industries are compiled, for ordinary presentation, in accordance with the industrial groupings of the recently adopted Standard Industrial Classification and subsequently recompiled according to three other classifications, namely, component material, use or purpose, and origin of material used. The data are arranged so as to show the geographical distribution of manufacturing by provinces, counties, cities, and towns. Commodity totals are obtained by assembling the quantity of each product manufactured in each industry and an alphabetical list of products manufactured in Canada is prepared.

These integrated statistics provide the material for the Section's main reports on Canadian manufacturing, namely, The Manufacturing Industries of Canada and The Geographical Distribution of the Manufacturing Industries. They are also used in connection with special studies and in the preparation of reports having to do with manufacturing in general.

In addition to its integrating functions, this Section is responsible for the collection, compilation, and publication of statistics of the six major groups into which manufacturing is classified, namely: food and beverages, tobacco and tobacco products, rubber products, textile products (except clothing), clothing, and miscellaneous industries. Annual reports are published on each of the industries comprising the groups. Monthly or quarterly statements are issued on production of processed foods, stocks of canned fruits and vegetables, consumption of rubber, shipments and inventories of prepared stock and poultry feeds, etc.

Construction Section-- This Section makes an annual survey of all classes of construction throughout Canada, including types of materials used and their cost, values and kinds of the finished product, wages and salaries paid, etc. In addition to all ordinary building operations of contractors engaged in the construction of dwellings, office buildings, factories, etc., further records of construction on highways, bridges, subways, water and sewage systems, dams, reservoirs and water-power projects, electric power plants, railways (steam and electric), telephone, telegraph and transmission systems and lines, docks, wharves and breakwaters, canals and waterways and reclamation works are collected and co-

ordinated with the statistics of building construction in order to arrive at a grand total of all construction, including repair and alteration work. The Section also collects a monthly classification of building permits issued by 546 municipalities which shows, by provinces, values (new and repair), of permits issued for residential, institutional, commercial, industrial, and "all other" structures. An annual report, The Construction Industry in Canada, is published.

Commodity Section.— This Section was created in 1949 to meet specific demands which may be summarized as follows:—

- (a) Improved commodity statistics, both in terms of consistent definition and timeliness.. In this connection, the annual Census of Industry schedules, collected by the other Sections of the Division have been used to publish preliminary data on approximately 1,000 important commodities, with a considerably reduced time-lag. Studies are being made to develop schedules designed to secure total production of primary or intermediate process products. Preparations are being made to collect sales of a limited number of important commodities in the monthly sample survey of manufacturers' sales and inventories, mentioned in (c) below, which will permit estimates of total value of sales each month, for each of the specified commodities.
- (b) Short form used in the Annual Census of Industry by manufacturers, with an annual gross value of production below \$50,000. Appropriate forms have been developed requesting in most instances, total gross value only. Commodities are specified separately when no means of estimating can be devised. Estimates made from these short forms are incorporated in the total industry statements.
- (c) Value series for National Income, and other economic series: Annual Surveys, (1) Calendar year end value of manufacturers' inventories at all levels of ownership, and (2) Calendar year values of manufacturers' sales, with detail as to own products, other products, and transfers.

Monthly Surveys: (1) Sample survey of manufacturers' sales (factory shipments) and inventories, used at present in conjunction with annual to estimate total value of inventory each month. This will be used also to estimate total value of the month's sales. (2) Sample survey of manufacturers operating on a binding order basis covering new orders, unfilled orders, and cancellations.

Special questions are asked annually to ascertain the extent of binding order manufacture, progress payments, and the value of imported materials used.

This Section does not work primarily for publication under its own

name, and releases, as such, only the Monthly Report of Manufacturers' Inventories and Shipments.

Merchandising and Services Section-- This Section collects and publishes statistics in the fields of retail and wholesale trade, repair and services. The basic statistical undertaking is the decennial Census of Distribution. As already stated (see 1951 Census, under Census Division) the census enumerators were required to list the names and addresses of all business establishments in their respective territories and this record will serve as the basis for a mail questionnaire survey to be conducted early in 1952. This, the third census of this kind will provide data for comprehensive analyses of Canada's distributional organization.

While the census establishes the basic content and pattern of the distributional scheme, the Merchandising and Services Section also collects current statistics for each segment of trade and publishes the information in various annual, biennial, quarterly, monthly, and weekly reports.

Retail trade is measured monthly under 21 kind-of-business classifications in each of seven geographical areas. This sales series is constructed from figures supplied each month by some 8,000 independent stores and 237 chain companies, operating about 5,200 retail outlets. Weekly and monthly percentage changes in department store sales are also issued. Sales and inventories for department stores are reported in dollar values each month, also sales and stocks for six kinds of retail chain stores.

Monthly reports of wholesale trade give indexes of sales by regions and kinds of business. A summary and analysis of the monthly indexes is published annually.

Operating results reports showing sales, inventories, operating expenses, net profit, etc., are issued biennially for independent retail stores, retail chain stores, and wholesale establishments.

Annual surveys of the more important classes in the repair and services field of trade are made, also annual surveys of theatres, laundries, and hotels.

Annual reports on the operations of sales finance companies reflect the position of these in relation to the distribution of consumer goods - mainly automotive and household durables. The financing of motor vehicles by these companies is measured each month and the results as well as the sales of new motor vehicles published in one report. Also issued annually is a report showing provincial sales of farm implements and equipment.

LABOUR AND PRICES DIVISION

In addition to the detailed data on occupations, earnings, employ-

ment and unemployment collected at the decennial and quinquennial censuses; such data serving as an invaluable bench-mark, current data in these fields are collected by the Labour and Prices Division. Certain other Divisions of the Bureau also collect information on employment and earnings, e.g., employment and aggregate wages and salaries are obtained in the annual census of industry, information on employees on federal and provincial government payrolls is collected in the Public Finance Division, etc. Material relating to rates of wages, conditions of work, trade disputes, etc., is collected and published by the Department of Labour.

The Labour and Prices Division consists of three Sections: Employment; Unemployment Insurance; and Prices.

Employment Section.- This Section compiles and publishes monthly and annual bulletins on employment and payrolls based on reports from firms in practically all the industries open to wage-earners in Canada with the exception of agriculture, fishing and hunting, and governmental, educational, health, and certain other services. Although the surveys are limited, in the main, to firms usually employing 15 persons and over, the coverage is high - approximately 85 per cent of the total paid workers in the industries surveyed. The data tabulated show the total number of employees and the number of females on the staffs of the co-operating firms and the disbursements of these firms in wages and salaries in one week in the latest month, with figures of employment and payrolls in one week in the preceding month and in the base period. From these, index numbers of employment, payrolls, and average weekly wages and salaries are constructed. In most industrial divisions the record of employment goes back to 1921; for financial organizations, however, statistics are available only since 1938. Payroll statistics have been collected monthly since March, 1941, and information on sex distribution of employed persons periodically since 1942, with monthly figures from 1946.

Preliminary summary figures appear in monthly press letters entitled Advance Statement on Employment and Weekly Payrolls. Monthly reports on Employment and Payrolls are published, also an Annual Review of Employment and Payrolls, which summarizes and further analyses the data contained in the monthly reports.

Statistics of average hourly earnings, weekly wages, and average hours worked per week are published in a monthly bulletin, Man Hours and Hourly Earnings. The data in this report cover a smaller number of industries, firms, and workers than those represented by data in Employment and Payrolls, since they relate mainly to hourly-rated wage-earners, i.e., largely to production workers. The coverage of total wage-earners in manufacturing and construction is, nevertheless, high.

Annual surveys are conducted in the autumn to obtain data on the hours and earnings of male and female wage-earners and salaried employees in manufacturing establishments usually employing 15 persons and over. At present, detailed statistics of hours and earnings are reported for workers of the two sexes in a three-year cycle; in one year, the emphasis

is placed on hours of work, material being obtained for workers in specified groups of hours, ranging from 30 hours or less, to 65 or more; in the second year, statistics are requested for men and women employees distributed according to ranges of earnings, in intervals from under \$10.00 a week to \$100.00 and over; in the third year, no interval detail is collected, but aggregate figures on weekly hours and earnings of male and female wage-earners and salaried employees are obtained. The results are issued annually for a lengthy list of manufacturing industries in Canada, and for selected industries in the provinces; data are also given for some 30 of the larger cities.

Estimates of wages and salaries, including allowances for living accommodation, are published monthly in Estimates of Labour Income for the main divisions of the national economy. Supplementary labour income, which consists of all employers' expenditures, other than salaries, wages, bonuses and commissions, that can be regarded as compensation for employees' services is also given; these items include employer contributions to unemployment insurance and other security benefits.

Unemployment Insurance Section.- Data on monthly hirings and separations are collected through semi-annual surveys by the Unemployment Insurance Commission and the Bureau. The numbers of hirings and separations in each month are expressed as percentages of the average number on the payroll and the resulting rates are published for five regions and for the major industrial groupings within each region. A bulletin, Hiring and Separation Rates in Certain Industries, covering surveys for the last two years and presenting the rates by sex is published regularly. Hiring and separation rates are a useful adjunct to employment data since they indicate the extent of general turnover of labour as well as being indicative of changes in employment levels.

At the time of renewal of insurance books in April, a 10 per cent sample of the books renewed is tabulated by the Bureau. This tabulation provides information on the number of insured persons by occupation, industry, age, and sex for each province, and is published in the annual report on Current Benefit Years Under the Unemployment Insurance Act. The coverage of these statistics is, of course, co-extensive with the coverage of the Unemployment Insurance Act, and, therefore, excludes persons engaged in agriculture, fishing and trapping, domestic servants, teachers, policemen, employees of non-profit welfare organizations, and permanent government employees. This report also contains detailed tabulations on those who established benefit rights during the year and those whose benefit rights terminated. For each person who establishes benefit rights under the Unemployment Insurance Act, certain information is sent to the Bureau where it is recorded on punch cards. From these, tabulations are made on the personal characteristics of those who establish benefit rights, the amount of benefit entitlement, the amount of benefit paid, and the past employment characteristics of the individual as indicated by his occupation, the industry in which last employed, and the daily rate of benefit.

Each month a Statistical Report on the Operation of the Unemployment Insurance Act is compiled and published. This gives the number of claims filed, the number of persons on the live unemployment register at the end of the month, the number of persons not entitled to benefit and the reason

therefor, the number of persons receiving benefit with benefit days and the amount paid for the last week of the month. These data, in addition to providing information of general interest on the operation of the Unemployment Insurance Act, are indicative of trends in unemployment.

The Unemployment Insurance Commission operates a free employment service. Statistics on the operations of the National Employment Service provide information as to the number of applications for employment in a period, the number of placements effected, the number of vacancies unfilled at the end of the period, and the number of applicants unplaced at the end of the period. These data are published in the Labour Gazette and are released also in bulletins having a restricted distribution. Unplaced applicant data provide current figures on the number of applicants for employment by relatively small geographical areas and are, therefore, widely used as indicators of the direction in which unemployment is moving in the various areas of the country.

Prices Section— This Section collects and compiles data on prices and prepares index numbers therefrom.

The wholesale price indexes are based on approximately 600 quotations, usually for the fifteenth of each month, although monthly averages are used for the more sensitive commodities. The average of the years 1935-39 constitutes both the time and weight base for the wholesale index.

In addition to the general wholesale prices index based on component material and the eight sub-groups thereof, current and historical series are published regularly for general building and industrial materials, raw and partly manufactured goods, and farm products. Residential building materials by principal components constitute a second important series of wholesale prices.

The Bureau's cost-of-living index measures the effect of the changes in the retail prices of goods and services upon the cost of a representative urban wage-earner family budget. It is a measurement of price change, not the total cost of things bought. The index is compiled from the retail prices of food, rent, fuel, clothing, home furnishings, and services, and miscellaneous items. Figures have been published for an historical series back to 1913. A separate series of commodity prices in the cost-of-living index is also published regularly, along with nine separate cost-of-living indexes for regional cities. For purposes of comparison with Canada, index numbers of cost of living and wholesale prices in fifteen other countries are published. Weekly and monthly index numbers of security prices covering common stocks, preferred stocks, and long-term Government of Canada bond yields are published. Index numbers of United States stock prices are shown for comparison as well as foreign exchange rates based on nominal quotations available in London and New York, and converted into Canadian terms at the mid-rate for sterling or par for the United States dollar.

A release, Price Movements (Preliminary) is issued about the fourth day of each month, giving the cost of living for the first business day of the preceding month. Weekly price indexes of Canadian farm products, in-

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dustrial materials, and securities are also shown in this bulletin. A new "consumer price" index which will eventually replace the present cost-of-living index is now in course of preparation.

A bulletin entitled Price Index Numbers of Commodities and Services Used by Farmers is published three times a year. Separate series for equipment and materials, taxes and interest rates, farm wage rates, and farm-family living costs are included, as well as sub-group index numbers of equipment and materials and of farm-family living costs.

INTERNATIONAL TRADE DIVISION

This Division deals with the total international exchange of goods and services, capital movements and other financial transactions such as international investments. It is divided into two Sections: External Trade; and Balance of Payments.

External Trade Section - The basic information on imports and exports is obtained from customs import entries and invoices and from customs export entries supplied by the Department of National Revenue. From these, statistics are compiled by machine processing. Imports are classified in approximately 2,700, and exports in 1,000 separate categories. A comprehensive report entitled Trade of Canada, in three volumes, is issued annually. Volume I contains historical and analytical tables of Canadian trade with the United Kingdom, United States, Commonwealth and foreign countries; of duty collected, etc. In addition to the basic component material classification there are classifications according to degree of manufacture, origin, and purpose. A summary table comparing value, prices, and physical volume of the trade of Canada by commodity groups is also given. Volume II gives detailed figures of exports by commodities and countries for the current and two preceding years. Volume III gives similar information for imports as well as duties collected.

Two quarterly reports are published, one on exports the other on imports, showing countries by commodity for the elapsed period of the year with comparison for the previous year.

Monthly reports are issued on both exports and imports by commodities and countries. There is also a Summary of Foreign Trade showing monthly totals of trade, imports, exports, and balance of trade with all countries, the United Kingdom, and the United States.

Balance of Payments Section - Investigations of the Canadian balance of payments were begun in the Bureau in the 1920's. Annual reports entitled The Canadian Balance of International Payments are issued. A summary report for the period 1926-1948 is also available. These reports present an analysis of the trends in exports, imports, and other current transactions, and capital movements showing separately, transactions with the United States, the United Kingdom and the rest of the Sterling Area, European Recovery Program countries, and other foreign countries. Statistical tables summarise current and capital transactions between Can-

ada and other countries. Various special reports on Canada's international investment position have been prepared, the most recent being Canada's International Investment Position, 1926-1949. A monthly bulletin, Sales and Purchases of Securities Between Canada and Other Countries is also issued.

A special Unit of this Division deals with International Tourist Trade Statistics. It collects data on the volume of travel to and from Canada by automobile, rail, bus, boat, and plane, and prepares estimates on the expenditures involved and a detailed analysis of international automobile movements. The figures on volume of traffic are based on an analysis of customs permits and counts made by Canadian customs and immigration officers at the border. The expenditure estimates are on the basis of sample questionnaires. An annual report Travel Between Canada and Other Countries, and two monthly reports, (a) Travel Between Canada and the United States, and (b) Volume of Highway Traffic Entering Canada on Travellers' Vehicle Permits, are published.

The International Trade Division publishes also an annual and semi-annual Review of Foreign Trade. The annual review presents an historical summary and an analysis of the leading developments in trade in the preceding year in relation to other years. The export and import price and volume indexes are also prepared in the Division and published in the Review. The semi-annual Review is similar except that historical material is omitted.

PUBLIC FINANCE AND TRANSPORTATION DIVISION

Public finance in Canada includes federal, provincial, and municipal finance. The administrative systems of the Dominion and the provinces are separate and their accounting systems, as well as those of the municipalities which are under provincial jurisdiction, developed independently and differed widely in terminology and setup. One of the major functions of this Division is to gather, from official reports and other sources, data on the finances of the three levels of government in Canada and to recast the data so as to obtain complete uniform coverage on a comparable basis.

Over the years much work has been directed towards the attainment of uniformity, more specifically, establishing standard practice and usages in the classification of accounts and in accounting and reporting principles and procedures mutually satisfactory to the Bureau and the authorities concerned. Successive federal-provincial conferences have been organized with a view to achieving the desired degree of co-operation and collaboration with provincial authorities in the fields of provincial and municipal finance statistics. Continuing committees work between conferences, drafting proposals and preparing the ground work for conference consideration. A Manual of Instructions and Municipal Accounting prepared in this Division is now in general use.

Special compilations of data are made for conferences between the Federal and Provincial Governments on financial and fiscal arrangements.

At the present time, considerable work is being directed toward the establishment of suitable classifications for analyzing federal finance statistics.

Statistics of employment and payrolls of the Federal Civil Service are compiled in this Division. A similar series for Provincial Government employees is being developed.

The regular reports published by this Division include three on Provincial Government Finance, being estimates, preliminary, and actual figures, progressively as data for each fiscal period become available. Preliminary and actual Financial Statistics of Municipal Government Finance are also issued annually as well as Federal Civil Service Employment and Payrolls.

This Division also collects forecast information from Provincial and Municipal Governments concerning capital, repair and maintenance expenditures for use in the annual survey Public and Private Investment in Canada, and is responsible for providing other Divisions of the Bureau with data required for various current statistical series, e.g., provincial finance data for quarterly estimates of National Income, etc.

Transportation Section.-- This Section collects and compiles the statistics of the transportation, communication, and warehousing services of Canada, as well as those for central electric stations. Canadian railway statistics date from 1876, and were greatly extended in scope in 1908. In 1918, the Railway Branch was transferred to the Bureau of Statistics from the Department of Railways and Canals; since that time further extensions and improvements have been effected. The present annual report of the Bureau on Steam Railway Statistics is designed to serve the needs of the Board of Transport Commissioners for Canada (the Railway Act providing that both steam and electric railway reports required by the Board from transportation companies shall be made through the Dominion Statistician). Monthly statistics on railway revenues and expenditures are released; also data on monthly railway traffic statistics as indicative of inter-provincial trade, 76 leading commodities being listed and the tonnages of each loaded and unloaded being recorded by provinces. Weekly statistics of car-loadings of revenue freight, with respect to 32 chief classes of commodities transported are also published. Details are given for Eastern and Western Divisions of the country. Both this and the preceding record are useful indicators of the trend of general business. Special analyses of freight and passenger traffic are frequently made for the railways. Special long-term studies are also issued on railway employment, the Canadian National Railways and the Canadian Pacific Railway Company. Annual reports on statistics of electric railways, express, civil aviation, telephone, telegraph and cable companies, and monthly reports on transit systems and civil aviation are also compiled in this Section.

The field of highway and motor transport is covered by annual reports on Highway Statistics which give road mileages and expenditures on highways, bridges, etc., and by a report on Motor Carriers - Freight - Passenger. An annual Motor Vehicle report gives registrations, gasoline sales, provincial revenues from motor vehicles, and accident data.

For water transportation there are monthly and annual reports on the statistics of traffic passing through the canals of Canada, the data being collected for the Bureau by officers of the Department of Transport. The annual Shipping Report gives the arrivals and departures, number and registry of vessels, coasting and foreign service, as well as the details of commodities loaded and unloaded in foreign trade, by the principal ports. Commencing with January 1, 1952, cargo detail will be made available on coastwise trade. In addition, a report is issued annually on Water Transportation giving summaries of the financial statements of companies and operators engaged in "for hire" transportation by water. A report is also issued on International Bridge, Tunnel, and Ferry Companies.

Central electric stations are the chief source of power in Canada, especially in the coal-less provinces of Ontario and Quebec—the industrial centre of Canada. The Transportation Section publishes an annual report on Central Electric Stations, and also annual index numbers of the cost of electricity for domestic service and representative bills for domestic, commercial, and power services for the principal cities and larger towns. A monthly statement of electrical energy generated is issued, giving production, exports, and consumption by provinces and by types of power.

A recent addition has been statistics of oil pipe lines, giving the operations of the principal gathering and trunk lines on a monthly and annual basis.

The operations of the public warehousing industry in Canada are outlined in an annual report entitled, Warehousing.

The projects at present under active development include statistics of radio broadcasting, data on movement of natural or manufactured gas by pipe line, and the improvement of detail on the carriage of freight and passengers by trucks, motor buses and other common or private carriers on highways.

SPECIAL SURVEYS DIVISION

This is a postwar development. It was created so that the Bureau might make use of the economy and speed of the sampling method. Statistical sampling has been developed in recent years to a point where it is now recognised as an essential scientific technique. It permits surveys to be made much more quickly and with a fraction of the staff required for complete enumeration, yet it can yield results well within the margin of error necessary for practical purposes. Being a highly flexible instrument, extra questions can be readily added to a regular sampling design to obtain special information. Sampling also lessens the questionnaire burden.

This Division conducts quarterly surveys of the labour force (on a sample basis) which produce an overall picture of the size of the labour force, the number employed and unemployed, etc. Numerous other sample surveys have been made, including those made for other government departments.

Six regional offices (located at St. John's, Halifax, Montreal,

Toronto, Winnipeg, and Vancouver) have been established to organize and supervise the field work in connection with the sample surveys. These offices were key points in the decentralized plan for the 1951 Census, in which the sampling organization played an important part. The Bureau is gradually expanding the use of the sampling method with a view to curtailing the need for extra staff.

General Assignments Unit. - This Unit was transferred to the Dominion Bureau of Statistics from the Economic Research Branch of the Department of Trade and Commerce in 1950. Its duties are to organize, develop, and assemble statistical material required by government departments and others for the study of current economic problems and to investigate numerous possible sources of information which may lead to improving the basis for economic study. It collects data on private and public investment in Canada and makes forecasts of same. Since capital expenditures on construction and machinery and equipment comprise about one-fifth of total national expenditure on all goods and services, it is of particular value to have advance knowledge of their probable level and effects on employment and income. Experience has shown that it is possible to forecast these expenditures a year in advance with a reasonable degree of accuracy and consequently both business and government may be forewarned of any sudden change in trend. Two reports are published each year, - Private and Public Investment in Canada, Mid-Year Survey, and Private and Public Investment in Canada, Outlook. A report Supply of Building Materials in Canada, Outlook is also published annually. Summary statements entitled Appraisal of Construction Prospects are prepared every two months based on sample surveys conducted by the Canadian Construction Association. These have a restricted circulation. The foregoing reports are all joint projects of the Dominion Bureau of Statistics and the Economic Research Branch of the Department of Trade and Commerce.

This Unit is responsible for conducting a continuous survey of all new firms as they come into existence. The purpose of this is to maintain complete and up-to-date indexes of all branches of industry and business.

Tabulations on various phases of Canadian merchandise trade are prepared for the Economic Research Branch and other government departments, also a number of special purpose tabulations, e.g., for the Department of Defence Production.

MECHANICAL TABULATION DIVISION

The work of the Bureau has been increasingly facilitated by the use of tabulating machinery which has enabled a greatly increased quantity of statistics to be secured at minimum cost.

The punch card system of tabulating information has come into general use. This Division has the largest key punching installation in Canada. After being key punched, the cards are processed through verifying, sorting, and alphabetic accounting machines in order to obtain the desired breakdowns.

All large-scale tabulating work of the Bureau is centralized in this Division. It also analyzes specific tabulation problems and recommends the most efficient methods for securing the desired tabulations.

At the present time there are in operation 60 key punching, 25 verifying, 27 sorting, and 13 alphabetic accounting machines, 4 interpreters, 3 reproducers (of punch cards), 3 summary punches, 3 collators, and 1 calculating punch.

In this Division also is a Calculating Section which operates adding machines, comptometers, and various other types of calculating equipment. This Section performs work which is not readily adapted to punch card methods.

A separate unit has been set up for the machine processing of the 1951 Census data. (See under Census Division)

RESEARCH AND DEVELOPMENT DIVISION

The world wide depression of the 1930's and the war emergency provided a powerful stimulus to improve and extend existing statistical series. To meet this situation the Bureau, in 1944, created a Research and Development Division with a personnel of highly trained economists. One of the principal functions allotted to it was the complete reorganization of National Income estimates and the National Accounts. In addition, it was given the task of doing research work designed to improve some of the series of economic statistics produced by the Bureau and to advise on the removal of gaps in such series. Thus the work of various Divisions of the Bureau was co-ordinated to fit into the framework of the National Accounts.

National Income Section - The first task of this new Division was the re-organization of national income statistics, and the report National Accounts. Income and Expenditure as now published presents a set of consolidated income and expenditure accounts which measure the production of the Canadian people in two ways - on the one hand through costs and profits arising in production, and, on the other hand, through sales adjusted for imports and inventory charges. In summarizing the results of all economic activity, the statement shows the sources of the nation's income from productive activity and reveals how total output is absorbed by governments, consumers, exports to other countries, and by business for capital investment in plant, equipment, housing, and inventories.

While the consolidated accounts bridged an important gap in government economic intelligence, they did not at first provide a system whereby the major transacting groups in the economy could be traced. For this purpose a more elaborate classificatory framework was needed. A system of accounts was accordingly developed which portrayed the transactions among the following sectors: (1) business, (2) household, (3) government, (4) non-resident, and (5) capital. These sector accounts were essentially an extension of the basic income and expenditure table. They were first published in Canada in November, 1948.

The "National Accounts" provide a framework for further statistical research. Estimates of personal income by provinces were published in 1949. An industrial distribution of net income has also been published. A study of the distribution of the Canadian population by size of income they receive is now in progress. Tabulations of financial data of a sample of corporations including items such as profits, interest, rents, dividends, depreciation, and capital expenditure are at present being carefully analyzed with a view to improving a number of the components of the National Accounts back to 1926. Information obtained from a sample study also permits more complete analyses of the corporate sector of the economy. The deflation of the gross national expenditure to constant dollars has been completed for the period 1926-1950, providing information on movement of the volume of national output. Quarterly estimates of gross national product and expenditure, and personal income and expenditure are being developed. A survey of consumer income and expenditure was made in 1948. Surveys have recently been made, too, of incomes in dental, legal, and medical professions.

Much work has been done in collaboration with the Industry and Merchandising Division to develop a comprehensive series of inventory holdings and numerous improvements have been made. Monthly estimates of the value of inventory holdings in wholesale and retail trade for the use of various government agencies are also prepared in this Division.

A monograph on government transactions related to the National Accounts 1926-1950 has been prepared. Because public finance statistics are normally drawn up in terms of accounting rather than economic concepts, adjustments must be made to enhance their usefulness for economic analysis. The present series has recast the public accounts in terms of the economic classifications developed for the National Accounts.

In 1949, estimates of the savings of Canadian policy holders through life insurance companies were published.

During 1950 this Section assumed responsibility for monthly articles on current economic conditions published in the Canadian Statistical Review. These articles interpret and analyze the Bureau's main statistical series against the background of current economic events.

A major project yet to be undertaken is the development of wealth estimates for the Canadian Economy. Broadly speaking, it implies the construction of a national balance sheet for the economy in contrast to the national income and expenditure statement which has formed so large a part of the Bureau's developmental work in the past few years.

Business Statistics Section— The major research job of this Section is the revision of the Index of Industrial Production measuring movements of manufacturing, mining, and electric power output in the country. This index is being extended to cover the economy as a whole. The Section also prepares the annual Survey of Production. This publication presents tables showing the net value of Canadian commodity production by industrial groups and by provinces.

The Section assembles and edits the tables included in the Canadian Statistical Review which is issued monthly. Monthly and annual releases of statistics on Cheques Cashed in Clearing Centres are also prepared, the basic data being supplied by the Canadian Bankers' Association. Released quarterly, are statistics of commercial failures, by industry and province, under the provisions of the Bankruptcy and Winding-Up Acts.

INFORMATION SERVICES DIVISION

This Division is organized in four Sections: Canada Year Book; Press and Publicity; Publication Distribution; and the Library.

The Canada Year Book Section— This Section plans, assembles, and edits the annual Canada Year Book, the official source of authentic information about Canada. It presents a synthesis of all the important reports and publications of Federal and Provincial Governments; it summarizes and co-ordinates statistics of physiography, demography, health, welfare, education, labour, national income, resources, production, trade, transportation, communications, finance - in fact, of every important subject that has a bearing on the national economy. Much of the material is obtained from the different Divisions of the Bureau. Various other departments of the Government, both federal and provincial, and various non-governmental bodies make important contributions.

Also prepared in this Section is the annual official handbook, Canada, which presents, with illustrations, a balanced picture of Canada's general economic and social structure. It is much briefer and less expensive than the Year Book. The Handbook is designed particularly for the use of teachers and pupils in the public schools and for the general public, and has a large distribution outside Canada.

This Section also revises and brings up to date material relative to Canada which appears in some 30 standard annuals and almanacs of leading countries and other important international publications, with the object of supplying accurate statistical information regarding Canada through these channels. It answers general inquiries which cannot be referred to any one Division. These vary from simple requests to the preparation of statistical digests and abstracts relating to group phenomena, often involving a considerable amount of research. Regular series of statistics are supplied each month to the United Nations, the International Labour Office, and various other organizations.

The Press and Publicity Section— In order that the more important facts and data issued by the Bureau from day to day may reach the public promptly and in readily assimilable form, Daily and Weekly Bulletins are issued consisting of notes and excerpts from, and a list of, reports being currently issued. These are widely reproduced in the Press, and in this way a useful link is established between the Bureau and the general public. The Weekly Bulletin goes also to foreign legations in Canada and Canadian representatives in other countries.

Special press releases are issued from time to time. Selected charts from Bureau reports on the cost-of-living index, housing, and other subjects of general interest are supplied to the Canadian Press for distribution to its member newspapers. These are widely reproduced. This Section also handles many special inquiries from press representatives.

Publication Distribution.-- The distribution and sale of the printed publications of the Bureau are effected through the Queen's Printer. The Bureau handles the distribution of all publications printed by the offset method. The Publication Distribution Section compiles and maintains mailing lists for the distribution of the Bureau publications, and answers numerous inquiries in connection therewith. To promote the sale of publications, circulars and letters are sent to carefully compiled lists of persons. The general policy of the Bureau is to charge for all reports. The charge includes the cost of press work and paper, but not compilation and overhead. A considerable number of publications is sent free on an official exchange basis.

The Library.-- The Dominion Bureau of Statistics library is the leading specialized statistical library in Canada. It contains a complete collection of all publications of the Bureau and those of its predecessors. It has also a comprehensive collection of the official publications of the Federal and Provincial Governments, the statistical publications of all foreign countries, international organisations such as the United Nations and its agencies, the International Labour Office, etc., and statistical journals published by private organisations and statistical societies. All periodicals received are circulated to members of the Bureau staff who are interested in receiving them regularly.

In addition to serving the staff of the Bureau, the library is utilised by officials of government departments and other individuals who rely on its extensive resources of statistical material. These are available also to research workers and students across Canada. Interlibrary loans are made to university and research libraries in Canada and the United States.

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