



# REFERENCE PAPERS

INFORMATION DIVISION  
DEPARTMENT OF EXTERNAL AFFAIRS  
OTTAWA - CANADA

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## THE CENSUS OF 1961<sup>xx</sup>

### Introduction

Once every ten years since Confederation, a census has been taken of the people of Canada. The first of these decennial censuses, as they are called, was taken in 1871; the tenth, on June 1, 1961. The latter was a project of the greatest magnitude, since its organization not only extended from the United States border to the most northerly settlements in the Arctic but from the east coast of Newfoundland to the islands off the coast of British Columbia.

The 1961 census was a census of population, housing, agriculture, and merchandising establishments. Its value in determining the progress of Canada is inestimable. Its uses are so varied that there is scarcely a phase of human activity that cannot be related to it. It is of aid to government, business, social welfare, justice and education. Its information being available to everyone, the census is thoroughly democratic in its results.

### Historical Background

Claims to have taken the earliest census in the New World have been made for the Incas of Peru. Censuses were also taken by the Spaniards in 1548 in Peru, in 1576, in North America and again in Peru in 1606. Virginia had a census in 1635 and New York in 1698, and there were 36 other colonial censuses in what is now the United States before the first American decennial census in 1790.

To Canada belongs the credit of taking the first modern census. This was the census of the colony of New France in 1666, which was continued periodically until 1754. The census of 1666 was the first census on a name-by-name basis, taken for a fixed date by a personal canvass, showing age, sex, place of residence, occupation and conjugal condition of each person. It recorded a population of 3,215. When it is recalled that in Europe, and elsewhere in America the first modern censuses date only from the eighteenth century, the census of New France was a remarkable innovation.

During the French regime, censuses were taken no fewer than 37 times, and, in addition, nine partial censuses were made. Some of these obtained information on areas under cultivation and pasture, the production of wheat, barley, oats, peas, corn, flax, hemp and tobacco, the numbers of horses, cattle, sheep and swine, and the numbers of public buildings, churches, grist-mills, sawmills, fire-arms and swords.

<sup>xx</sup>This paper has been revised by the Census Division of the Dominion Bureau of Statistics.

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After the British occupation, there were censuses at various times, but it was not until 1841 that the first Canadian Census Act was passed. Under this act, a census of Upper Canada was taken in 1842 and, in the following year, provision was made for a census of Lower Canada. A regular periodical census, to be taken every ten years, was initiated for the united provinces in 1851 and, since censuses were taken at the same time in 1851 and 1861 in Nova Scotia and New Brunswick respectively, the act of 1851 may be regarded as originating the present decennial census.

Three years after Confederation, an act was passed providing for "the first census in Canada to be taken in the year 1871". The census was to obtain, for the four provinces and each of the electoral districts and their divisions, statistics on population and population characteristics, housing, land, the valuation of real and personal property, agriculture, fisheries, lumbering, mining, manufacturing and other industries, and municipal, educational, charitable and other institutions. The Census Act of 1905 made provision for the quinquennial census of the Prairie Provinces, a step confirmed by the Statistics Acts of 1918 and 1948. It was under the authority of the Statistics Acts of 1918 and 1948 that the decennial censuses of 1921, 1931, 1941 and 1951 and the quinquennial censuses of the Prairie Provinces of 1926, 1936, 1946 and 1956 were taken; the tenth decennial census of 1961 was taken under authority of the Statistics Act of 1948 as amended in 1952.

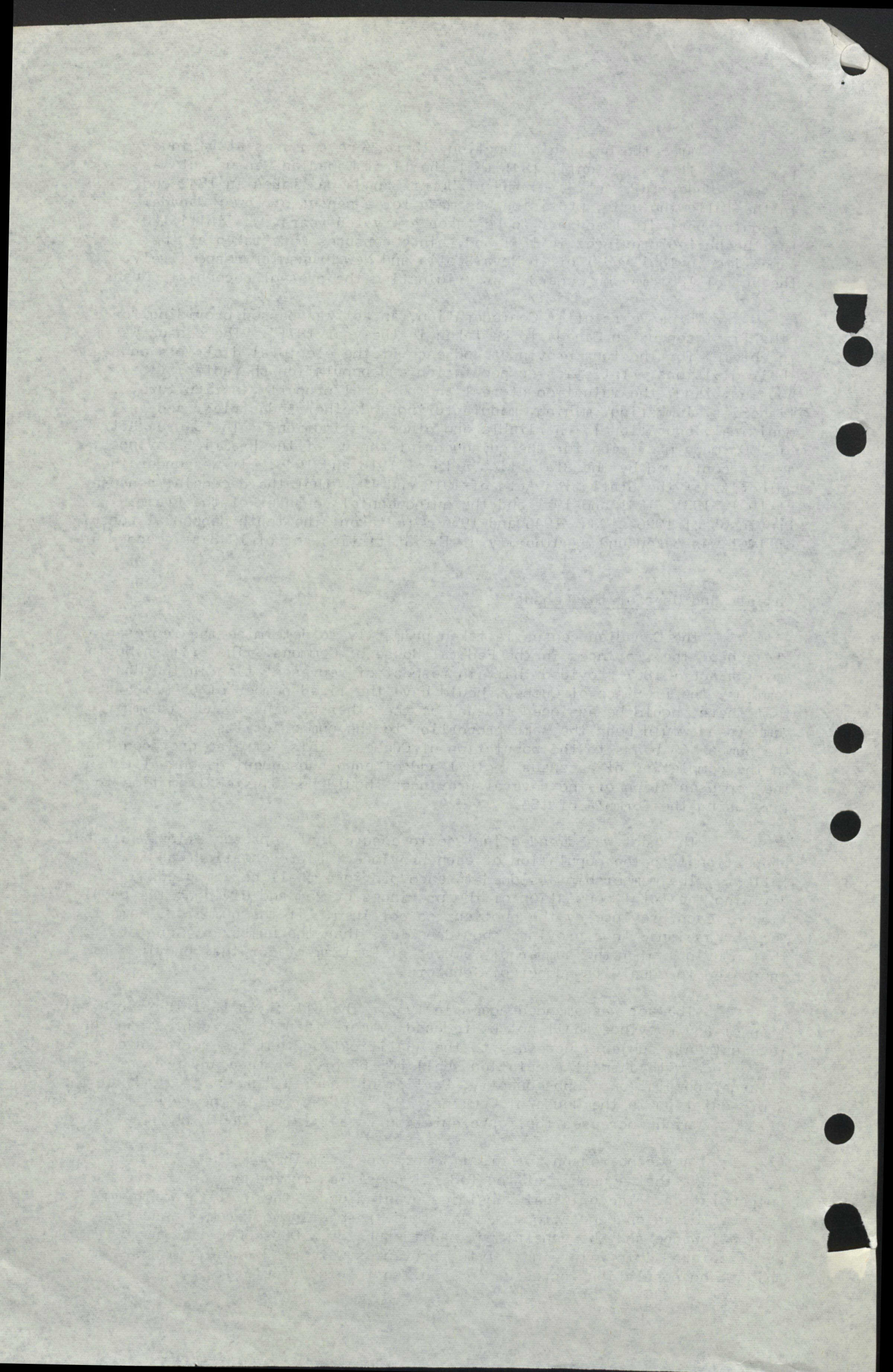
#### Objects and Uses of the Census

The Canadian census is taken primarily to determine the representation of each of the provinces in the Federal House of Commons. The British North America Act of 1867 provided that, in respect of representation in the House of Commons, the Province of Quebec should have the fixed number of 65 Members and that there should be assigned to each of the other provinces such a number of Members as would bear the same proportion to the number of its population as the number 65 bears to the population of Quebec. This act also provided that, on the completion of a census in 1871 and of each subsequent decennial census, the representation of the several provinces should be adjusted from time to time using the formula of 1867.

This act was amended in 1946 to ensure that representation would be proportional to the population of each province. Representation was fixed as follows: The membership assigned to each province shall be computed by dividing the total population of the provinces by 254 and dividing the population of each province by the quotient so obtained. If the number of Members thereby assigned to a province should be less than the number of Senators for that province, then the number of Members of Parliament for that province is increased to equal its number of Senators.

The act was amended again in 1952. The effect is that the representation of any province shall not be reduced by more than 15 per cent at any one readjustment, subject, however, to the qualification that the representation of a province with a small population shall not be greater than any province with a larger population. Subsequently, Parliament enacted "an Act to readjust the Representation in the House of Commons, 1952", effective in the general election of 1953, which increased the representation to a total of 265 Members.

A second reason, of great importance from the provincial standpoint, is the fact that a number of the federal subsidies to the provinces are based on population. The original subsidies granted under the British North America Act were based on population, namely, those respecting government and legislation, debt allowance and the general per capita subsidy. Subsequently, the tax agreements entered into with eight of the provinces were predicated, amongst other things, on population increases in relation to other factors.



The census, however, has a far wider application than the fixing of representation and federal subsidies. Periodically, all businesses take inventory of what is on their shelves and in their storerooms, estimate the value of their plants and take stock of their financial position. The government equivalent of this procedure is the taking of the census. The primary asset is the population itself, not merely the number of people but the various attributes that collectively make the Canadian people different from those of other countries. Data about sex, age, occupation, origin, language, years of schooling, etc., are facts in themselves of the greatest moment. They constitute the background against which almost all other facts must be projected if the latter are to have any real significance. The well-being of the state, physical, moral and economic, can be apprehended and interpreted only through the medium of population statistics.

In the allocation of grants by provincial authorities for educational, health and other purposes, population figures for rural and urban divisions are required. Occupational statistics are useful to provincial authorities in setting up public health services, arranging for provincial highway development, etc. In many other ways the provincial authorities place reliance on census figures just as the Federal Government does.

Thus, the census supplies basic information necessary to government in directing the affairs of the Canadian people. By means of the census, government at all levels -- federal, provincial and municipal -- is enabled to work more effectively and economically. Without the census, legislation would be passed and administration carried on in the dark. There would be no adequate means of knowing whether the country was on the road to success or disaster, or what constituted the norm or standard of its progress in almost any particular.

The census also has its uses for the business man. It supplies him with information on the size and potentialities of the home market. It helps him to decide on the advisability of expansion and in what areas expansion is justified. It helps him to determine quotas for his salesmen. It shows him where the occupational skills he needs are to be found. It supplies the investment broker, the banker and other financiers with a variety of information that they need for sound appraisal of business developments and projects and of investment conditions and opportunities.

Boards of trade, chambers of commerce and public utilities are enabled to advise and assist civic and municipal authorities in community planning, locating new schools, determining new bus-routes, erecting new electric and other facilities, etc. They are also better prepared to point out to manufacturers and retailers the advantages of obtaining factory sites and sales outlets in their particular localities by being able to quote a disinterested authority on the labour market and the strength of local purchasing power.

Advertisers and radio-broadcasting companies can more cogently present their case for patronage by prospective customers when they can produce figures on the population characteristics, such as language, origin and religion, of the areas in which they operate.

There is, as a matter of fact, scarcely a branch of business activity -- manufacturing, selling or financing -- that does not have specific uses for census figures. They are as important to business as they are to government.

Census figures are also useful to schools of social work, social agencies and societies interested in the improvement of social conditions generally. They learn which areas are less prosperous than others and where family-income ranges and other factors are such that there is likely to be a greater need of their services.

The Government of India, in its recent report on the  
development of the Indian economy, has pointed out that  
the country is still a developing country. It has  
to make a great effort to develop its economy and  
improve the standard of living of its people. The  
Government has decided to take certain steps to  
achieve these objectives. These steps include  
the following:

1. To develop the public sector and to improve  
the efficiency of the public enterprises.  
2. To encourage private enterprise and to  
attract foreign investment.  
3. To improve the infrastructure, including  
roads, railways, and ports.  
4. To improve the education and health  
services.  
5. To improve the housing and urban  
services.

The Government has also decided to take  
certain steps to improve the standard of  
living of the people. These steps include  
the following:

1. To increase the minimum wage and to  
improve the conditions of work.  
2. To improve the housing and urban  
services.  
3. To improve the education and health  
services.  
4. To improve the food and nutrition  
services.

The Government has also decided to take  
certain steps to improve the standard of  
living of the people. These steps include  
the following:

Origin, language and religion figures are of value to church authorities in planning the location of new churches, church buildings and schools. Provincial and church authorities find schooling statistics useful in measuring the educational level of various parts of the country.

Teachers and students, authors and lecturers and many other private citizens write to the Bureau for population figures, and the United Nations and its agencies reproduce in statistical publications census material supplied by the Bureau.

Last, but not least, the individual Canadian citizen uses census statistics even though he may not be conscious of this. He does this in reading his newspaper, listening to his radio, scanning the advertisements and in many other ways.

### Census Documents

Seven documents were used in the 1961 census. These dealt with (1) population, (2) housing, (3) agriculture, (4) irrigation, (5) livestock and greenhouses elsewhere than on farms, (6) farm woodland, and (7) merchandising and service establishments.

The population document had 26 questions that were to be asked of each person by the enumerator, who recorded the name, address, relation to head of household, age, sex, marital status, birthplace, citizenship or nationality, origin, language, religion, education, occupation and employment, etc., of every individual.

The housing document recorded for every fifth household such things as type of dwelling, number of dwelling units in the structure, condition of dwelling, number of rooms, water supply, heating and other facilities, tenure and monthly rent.

The general farm schedule of the census of agriculture recorded information about the farm operator; the location, area, tenure and value of the farm; field crops, fruits, greenhouses and nurseries; condition of the land; irrigation, new breaking and forest fires; farm machinery and equipment; employment; livestock; forest products; dairy products, etc. This schedule was drawn up in consultation with federal and provincial departments of agriculture and other agricultural authorities and in the light of suggestions made for a world census of agriculture by the Food and Agriculture Organization of the United Nations.

On the enumeration folio for the census of merchandising and service establishments, the enumerators entered details concerning the name, address, kind of business and relative sales-size classification of all retail, wholesale and service establishments. This provided a mailing record that served as a basis for the conduct of a mail-questionnaire survey early in 1962.

The irrigation schedule was applicable only to those sections of Canada where irrigation is an important aspect of the farm picture, and supplied basic data, for the government departments concerned, of the acreages affected and other relevant facts.

In connection with these somewhat elaborate and searching inquiries, three points should be emphasized:

- (1) that no question was inserted merely to gratify idle curiosity but only because the resulting tabulation of the information has a distinct bearing on basic social or economic conditions;
- (2) that census information obtained from or about an individual may not be used for taxation or military purposes; and

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- (3) that the answers given by the individual are absolutely confidential, every enumerator and all other employees of the Bureau being under oath not to reveal any single item about any individual under penalty of fine or imprisonment or both. (The Bureau itself is also forbidden by the Statistics Act of 1952 to issue any statement that would lay bare any personal matter. Though the name of every person is taken down by the enumerator, this is not for the purpose of associating the individual with any of the facts recorded but merely to serve as a check on the accuracy and completeness of the enumeration. The census is first and last for statistical purposes only. It should also be noted that enumerators are required to use courtesy and tact in collecting the information.)

### Organization for Taking the Census

The Statistics Act of 1918 provided for the establishment of the Bureau of Statistics as a means of "organizing a scheme of co-ordinated social and economic statistics pertaining to the whole of Canada and to each of the provinces there".

The centralization of a major part of the statistical work of the Canadian Government under the Dominion Bureau of Statistics permits unified planning and integration of a comprehensive body of statistical information. The census data, produced by the Census Division, relate to the periodical statistical data produced by the Bureau in a vital and complementary way. Indices of economic activity became more meaningful when related to the characteristics of those persons who are engaged in the activity.

Considered as an administrative task and apart from the importance of its results, the census is one of the largest activities of the Government, both as to the extent of organization required for collecting the data and the magnitude of the operations involved in compiling, analysing and adapting these data to the many public and private uses for which they are designed.

The carrying out of this far-flung investigation and the reduction of its results to comprehensible and usable form necessarily require a large organization. Its nucleus exists in a small permanent staff constituting one of the divisions of the Bureau of Statistics. This division maintains connection between censuses, so that experience is continuous and cumulative. This organization was expanded for the planning of the census by the creation of a Census Executive Committee, into which were drawn other senior officers of the Bureau with appropriate administrative or technical skills that served to complement the resources of the Bureau's Demography (Census) Division. The Executive Committee acted as the authority for establishing policy in all census matters. Nine separate committees with specific terms of reference presented reports recommending procedures for all technical, administrative and subject material matters. As decisions were made by the Executive Committee, the implementation of these decisions was undertaken by the staffs of Census Demography and other divisions of the Bureau.

### Field Organization

Since one object of the census is to determine Parliamentary representation, the Act directs that census districts and subdistricts shall correspond respectively, "as nearly as may be, with the electoral divisions and subdivisions for the time being", i.e., with the federal constituencies and polling subdivisions.

In planning the field work, the electoral districts were grouped for administrative convenience into eight areas. Eight regional offices across Canada were responsible for census activities in their assigned areas.



Within each regional office area, the electoral districts were subdivided into census districts, which in turn were subdivided into enumeration areas. There were 1,336 census districts, each supervised by a census commissioner who reported to the regional office. A total of some 32,000 enumeration areas were allotted to census enumerators. The enumerators went from door to door collecting the information required by the census. They were the only officials with whom the general public came in direct contact.

Census commissioners were appointed by the Minister of Trade and Commerce with the assistance of the Members of Parliament, and were instructed by officers of the Dominion Bureau of Statistics in their administrative and technical duties. The appointment of enumerators was recommended by the commissioners on the basis of their suitability. For the most part, enumerators were paid on a piece-work basis, i.e., according to population, farms, etc. enumerated.

For a census that covers half a continent, embracing the most varied conditions of nature and settlement, uniformity of plan is clearly impossible. In Labrador, the northern parts of the Prairie Provinces, the Eastern Arctic, certain areas of Quebec and the remote parts of the North, the census was taken by the Royal Canadian Mounted Police and officials of the Department of Northern Affairs and National Resources. Representatives of the Departments of Citizenship and Immigration, National Defence, External Affairs and Trade and Commerce also assisted in the enumeration of the Canadian population living at home and abroad.

Practically every known means of transportation was used. Some enumerators did, of course, go on foot and others used automobiles. In the Far North, river steamers and dog-sleds were employed, and to reach many of the settlements in Newfoundland it was necessary to go by ship or boat. In some districts aircraft were used.

#### Compilation of Census Statistics

As enumerators complete the collecting of information in their enumeration areas, so must this material be forwarded to the regional office and then to head office for the various operations required to prepare the figures for the final stages of tabulation and publication.

Before 1951, this processing was strictly a head-office task, but the increased volume of material raised difficulties in space and staff and decentralization was introduced. Eight regional offices across Canada now carry the processing through from the point of receiving the material from the field, determining acceptability, taking the necessary action to correct unacceptable material, forwarding the checked returns to head office, and the authorizing of payment of accounts for temporary field staff by the local Treasury Office.

A series of step-by-step operations is required to complete the processing in the eight regional offices. Wall-type record systems are used to ensure control of these operations. Movement of material from one operation to the next is a priority matter, i.e., on a "first-in-first-out" basis.

Each regional office is, within limits, a complete operating unit, under the co-ordinating direction of the regional officer, a full-time employee thoroughly experienced in dealing with field problems. One or two staff members from head office are assigned to each regional office. They are familiar with census procedures and requirements and are able to assist with technical processes and problems. Staff estimates and production rates are worked out in advance and temporary office staff is recruited from the surrounding area by the Civil Service Commission and the supervisors for the separate operations are selected from the clerical staff.

The following information was obtained from the records of the National Security Council, Office of the Director of Security, which are being furnished to you for your information.

On August 1, 1953, the National Security Council, Office of the Director of Security, advised that the following information was obtained from the records of the National Security Council, Office of the Director of Security:

The following information was obtained from the records of the National Security Council, Office of the Director of Security, which is being furnished to you for your information:

The following information was obtained from the records of the National Security Council, Office of the Director of Security, which is being furnished to you for your information:

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### Head Office Processing

The processing of the enumeration area material when it arrives in Ottawa is organized, directed and implemented by a permanent staff consisting of statisticians, technical officers, clerks, typists, machine operators. Members are assigned to various operations according to their field of experience in the Census Division and form the nucleus of an operating staff. In addition, a temporary staff is hired and trained to assist in stages of the operation. As in the regional offices, the processing consists of a series of operations following each other closely, permitting flexibility in the sizes of staff, who may be assigned and re-assigned according to the requirements of the different stages of the processing.

A number of steps are required to process the material when it arrives in Ottawa from the regional offices. Shipments must be received, registered and controlled at all times. The documents must be sorted into processing units and cut to the correct size. Information from the questionnaires is transferred to magnetic tape by means of the electronic "document reader" at the rate of 150 documents (up to 600 persons) a minute. The records are then decoded into computer language and edited for omissions, inconsistencies and impossible codes. If the percentage of errors is unacceptable, all the documents in the enumeration area must be reviewed, corrected and re-taped. The final tape is fed into the computer, which re-arranges and summarizes the data to produce the tabulated results.

As the individual tabulations are received from the computer, the staff of the Census Population, Housing, Occupations and Agriculture Units check, analyse and evaluate the results and assemble the information in a series of tables and reports for publication.

### Publication Programme

The census publication programme is designed to make its statistical information readily available in the form in which it is most frequently wanted. The Publications Section of the Bureau maintains up-to-date mailing lists of users. This section also carries out the work involved in storing, packaging, mailing, invoicing and accounting the publications. There is a limited amount of free distribution to libraries, the press, certain government officials and co-operating organizations. The list of 1961 census publications contains some 225 titles, all of which are available at nominal cost. The Census Division and others within the Bureau frequently meet requests for statistical information not contained in its publications by the supply of data from its files. A charge based on the clerical time and machine processing involved is made for this service when it requires more than brief research and compilation.

The results of a census are issued in the form of individual reports as the information becomes available. The 1961 census reports comprise four main series and a preliminary series, as follows:

- (1) Preliminary Series - This series performs a useful function in making population totals available to municipal and other authorities as soon after the taking of the census as possible. These figures are not final and are subject to revision, but they can be compared with local estimates and differences investigated before the release of final census counts.
- (2) Advance Series - This provides information on basic topics for which there is a wide demand, and is published earlier than the regular series. The data provided are final, but the figures issued are in a summarized form.

The first step in the preparation of a report is the selection of a topic. This should be done in consultation with the supervisor and should be based on the student's interests and the needs of the organization. The topic should be broad enough to allow for a comprehensive study, but narrow enough to be manageable within the time and resources available. Once the topic has been selected, the student should conduct a preliminary search of the literature to determine the scope and depth of the study.

A number of steps are involved in the preparation of a report. The first step is the selection of a topic. This should be done in consultation with the supervisor and should be based on the student's interests and the needs of the organization. The topic should be broad enough to allow for a comprehensive study, but narrow enough to be manageable within the time and resources available. Once the topic has been selected, the student should conduct a preliminary search of the literature to determine the scope and depth of the study.

The student should then conduct a thorough search of the literature to determine the scope and depth of the study. This should be done in consultation with the supervisor and should be based on the student's interests and the needs of the organization. The student should also identify the key authors and works in the field and read their work carefully.

Methodology

The methodology section of the report describes the methods used to collect and analyze data. This section should be written in a clear and concise manner and should provide a detailed description of the procedures used. The student should describe the sources of data, the methods of data collection, and the methods of data analysis. The student should also describe any limitations of the study and any steps taken to minimize bias.

The results of the study should be presented in a clear and concise manner. This section should provide a detailed description of the findings of the study and should include any tables or figures that are necessary to illustrate the results. The student should also discuss the implications of the findings and any limitations of the study.

The conclusion section of the report summarizes the findings of the study and provides a final assessment of the results. This section should be written in a clear and concise manner and should provide a detailed description of the findings of the study and should include any tables or figures that are necessary to illustrate the results. The student should also discuss the implications of the findings and any limitations of the study.

The final step in the preparation of a report is the writing of the report. This should be done in consultation with the supervisor and should be based on the student's interests and the needs of the organization. The student should write the report in a clear and concise manner and should provide a detailed description of the findings of the study and should include any tables or figures that are necessary to illustrate the results.