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LEAGUE OF NATIONS  
HEALTH ORGANISATION

STATISTICAL HANDBOOKS SERIES: No. 14

THE OFFICIAL VITAL STATISTICS  
OF THE  
DOMINION OF CANADA

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GENEVA, 1930

LEAGUE OF NATIONS

**PUBLICATIONS OF THE HEALTH SECTION**

**INTERNATIONAL HEALTH YEAR-BOOK 1928**

**Fourth Year.**

Reports on the Public Health Progress of Twenty-nine Countries (Thirty-five Public Health Administrations) in 1927. (Ser. L.o.N. P.1929.III.6)/ 1172 pp.

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The *Contributors* to the *Year-Book* are the Heads of the National Health Administrations in the various countries or persons whom they have selected as being specially qualified for the purpose; they also include members of the League of Nations Health Committee, the Office international d'Hygiène publique, etc.

*In preparation :*

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**Fifth Year.**

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HEALTH ORGANISATION

STATISTICAL HANDBOOKS SERIES: No. 14

THE OFFICIAL VITAL STATISTICS  
OF THE  
DOMINION OF CANADA

GENEVA, 1930

Series of League of Nations Publications

III. HEALTH  
1930. III. 1.



## PREFATORY NOTE

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The Health Section of the Secretariat of the League of Nations presents herewith the fourteenth volume of a series of handbooks on the vital statistics of various countries. In doing so, it wishes to express its gratitude for the generous help given by the competent authorities of the Dominion of Canada.

This handbook was prepared, on the invitation of the Health Section, by Professor Major Greenwood and Major P. Granville Edge, of London, England. The Section appreciates the interest and care with which the authors performed their work and wishes to thank them most cordially.

HEALTH SECTION OF THE SECRETARIAT  
OF THE LEAGUE OF NATIONS.

Geneva, January 1930.

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## CONTENTS

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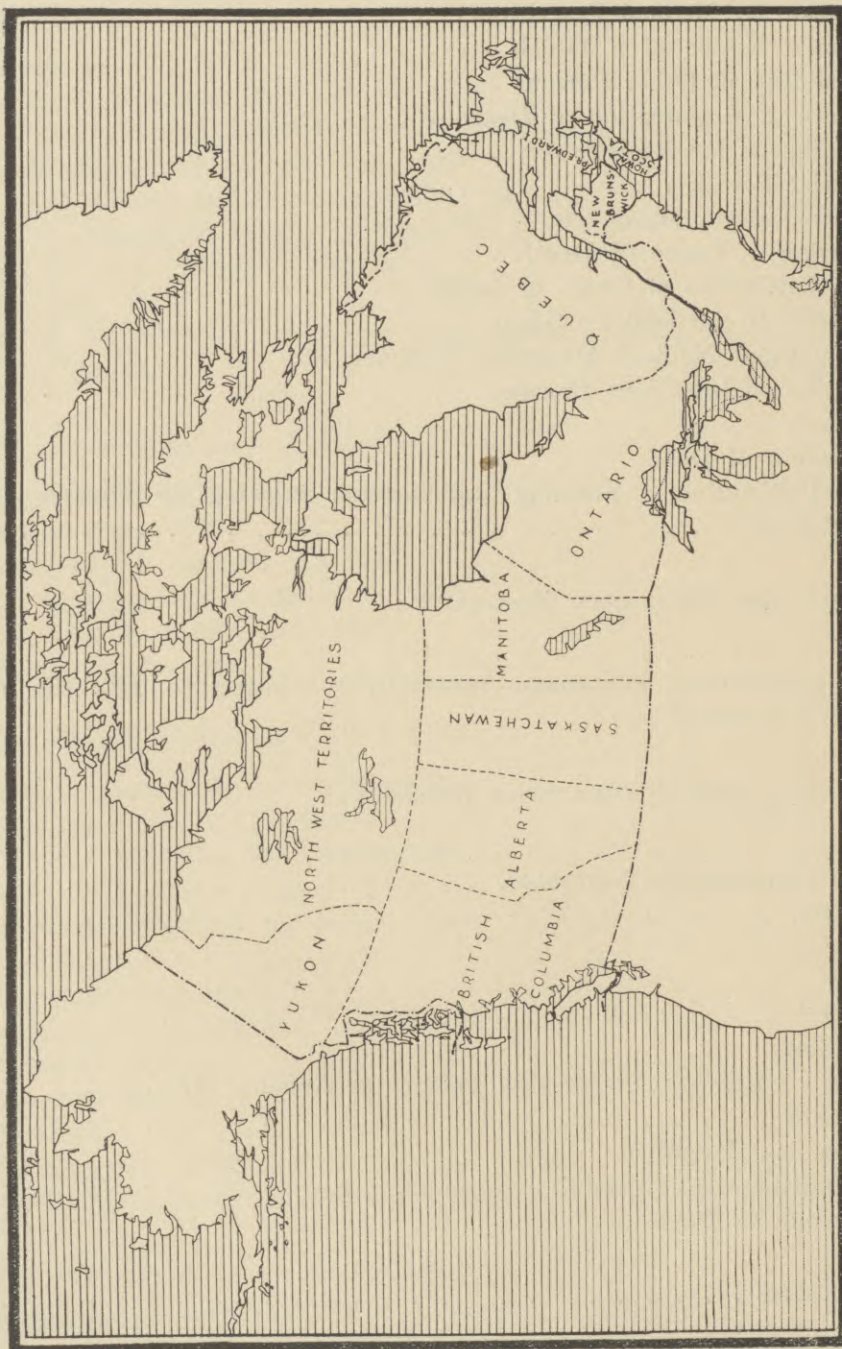
	Page
Prefatory Note. . . . .	3
1. INTRODUCTION . . . . .	9
2. THE DOMINION OF CANADA :	
Area . . . . .	10
Population. . . . .	10
Government :	
Historical . . . . .	11
Central Government :	
I The Governor-General . . . . .	13
II The Senate . . . . .	15
III The House of Commons. . . . .	19
Local Government :	
The Provinces . . . . .	19
Local Government in Smaller Areas . . . . .	20
3. PUBLIC HEALTH ADMINISTRATION :	
The British North America Act, 1867 . . . . .	21
Act respecting the Department of Health, 1919. . . . .	21
4. THE ESTABLISHMENT OF, AND RESPONSIBILITY FOR, STATISTICS :	
Historical :	
Early Statements of Population . . . . .	24
Ecclesiastical Registration. . . . .	25
The Board of Registration and Statistics, 1847 . . . . .	26
British North America Act, 1867 . . . . .	27
Census and Statistics Act, 1905 . . . . .	28
Dominion Bureau of Statistics, 1918 . . . . .	29
Provincial and Municipal Statistics . . . . .	29

	Page
5. SOURCES OF INFORMATION REGARDING THE POPULATION IN CANADA. —	
THE CENSUS :	
Historical :	
Early Records, 1665 . . . . .	32
The Board of Registration and Statistics, 1847 . . . . .	35
British North America Act, 1867 . . . . .	35
The Census and Statistics Office, 1905 . . . . .	35
The Dominion Bureau of Statistics, 1918 . . . . .	35
Objects of the Canadian Census . . . . .	35
Procedure, 1921 Census . . . . .	36
Official Publications containing Information relating to the Population in Canada . . . . .	40
6. VITAL REGISTRATION IN CANADA :	
Ecclesiastical Registration from 1610. . . . .	55
English Act, 1793 . . . . .	55
British North America Act, 1867 . . . . .	56
The Departmental Commission, 1912. . . . .	56
The Vital Statistics Act, 1919 . . . . .	57
Present Organisation . . . . .	59
7. THE REGISTRATION OF LIVE BIRTHS :	
Persons responsible for Notification . . . . .	61
Physician's Notice of a Birth . . . . .	61
Persons responsible for Registration . . . . .	61
Period allowed for Registration . . . . .	62
Particulars required for Registration. . . . .	62
Foundlings . . . . .	63
Illegitimate Children . . . . .	63
Legitimation of Children . . . . .	63
Births at Sea . . . . .	63
Corrected Entries . . . . .	63
Penalties. . . . .	63
Transmission of Data. . . . .	64
Official Publications containing Information relating to Live Births in Canada	64
8. THE REGISTRATION OF STILL-BIRTHS :	
Definition of "Still-born". . . . .	66
Procedure . . . . .	66
Transmission of Data. . . . .	66
Official Publications containing Information relating to Still-births in Canada	66



	Page
9. THE REGISTRATION OF DEATHS :	
Notification by Medical Practitioner . . . . .	67
Physician's Notice of a Death . . . . .	67
Responsibility of Other Persons . . . . .	67
Certificate of Registration of Death . . . . .	68
Period allowed for Registration . . . . .	68
The Burial Permit . . . . .	68
Deaths in Camps, Mines, etc. . . . .	69
Notification of Cause of Death . . . . .	69
Medical Certificate of Cause of Death . . . . .	70
Suggestions to Medical Certifiers . . . . .	71
Deaths without Medical Attention, Violence, etc. . . . .	72
Deaths due to Infectious Diseases . . . . .	72
Penalties. . . . .	73
Transmission of Data. . . . .	73
Official Publication containing Information relating to Mortality in Canada . . . . .	74
10. INFANTILE AND MATERNAL MORTALITY :	
General . . . . .	76
Official Publications containing Information relating to Infantile and Maternal Mortality . . . . .	76
11. THE NOTIFICATION OF INFECTIOUS DISEASES :	
General . . . . .	78
Diseases Compulsorily Notifiable. . . . .	78
Procedure . . . . .	78
Placards. . . . .	79
Isolation . . . . .	79
"Contacts" . . . . .	80
Disinfection . . . . .	80
Exposure or Removal of Infected Persons or Articles, etc. . . . .	80
Vaccination . . . . .	80
Bacteriological Facilities . . . . .	81
Penalties. . . . .	82
Transmission of Data. . . . .	82
12. BIBLIOGRAPHY . . . . .	83

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THE PRESENT DOMINION OF CANADA

# OFFICIAL VITAL STATISTICS OF THE DOMINION OF CANADA.

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## 1. INTRODUCTION.

The need for a ready and reliable source of detailed and descriptive information on the official vital statistics of the various countries has long been keenly felt by statisticians and public health officers. The difficulties which are at once encountered when data from two or more countries are assembled for comparative purposes are familiar to all. When the Health Committee of the League of Nations decided to collect and publish currently data on the prevalence of the chief communicable diseases, important questions arose concerning the comparability of the data. Subsequently, in organising its programme of statistical work, it was planned as a special activity to prepare a series of handbooks describing the official vital statistics of the various countries.

Therefore it is the purpose of these volumes to present a review of the existing practice and procedure in the collection and publication of statistics on population, births, deaths and notifiable diseases, including not only methods of registration but also the current published reports. Effort has been made to include especially those facts the knowledge of which is important when comparisons are made of statistics from two or more countries. The statistics themselves are discussed chiefly with regard to the form and contents of the official reports in which they are presented.

It is realised that, even when meticulous care is exercised in preparing such handbooks as these, errors may not be entirely avoided, and the ultimate utility of the work can be judged best only by actual experience. Nevertheless, it is confidently hoped that they will prove useful and valuable as reference books on the details of method and procedure in the various national offices which collect and publish vital statistics.

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## 2. THE DOMINION OF CANADA.

### AREA.

The Dominion of Canada, which is the largest and most populous of the self-governing Dominions of the British Empire, comprises the whole northern half of the North-American continent with the exception of Alaska and Labrador.<sup>1</sup> The total land and water area of the whole Dominion is returned as amounting to 3,684,723 square miles, of which, approximately 4 per cent of the total may be regarded as water area.

### POPULATION.

According to the census results of 1921, the population of the Dominion and of the constituent provinces, was as follows :

Province	Males	Females	Persons
Prince Edward Island . . . . .	44,887	43,728	88,615
Nova Scotia . . . . .	266,471	257,365	523,837
New Brunswick . . . . .	197,351	190,525	387,876
Quebec . . . . .	1,180,028	1,181,171	2,361,199
Ontario . . . . .	1,481,890	1,451,772	2,933,662
Manitoba . . . . .	320,567	289,551	610,118
British Columbia . . . . .	293,409	231,173	524,582
Alberta . . . . .	342,208	264,246	588,454
Saskatchewan . . . . .	413,700	343,810	757,510
Yukon. . . . .	2,819	1,338	4,157
North-West Territories . . . . .	4,129	3,859	7,988
Royal Canadian Navy . . . . .	485	—	485
The Dominion of Canada . .	4,529,945	4,258,538	8,788,483

It is not without interest to note that approximately 78 per cent of the people are Canadian born, 12 per cent other British born, and 10 per cent foreign born persons. Of the total population, 29 per cent are of English origin, 28 per cent of French origin, 13 per cent of Scottish origin, 13 per cent of Irish origin, the remaining 17 per cent being the descendants of nationals of countries outside the boundaries of the British Empire.

<sup>1</sup> Alaska belongs to the United States and Labrador is a dependency of Newfoundland.

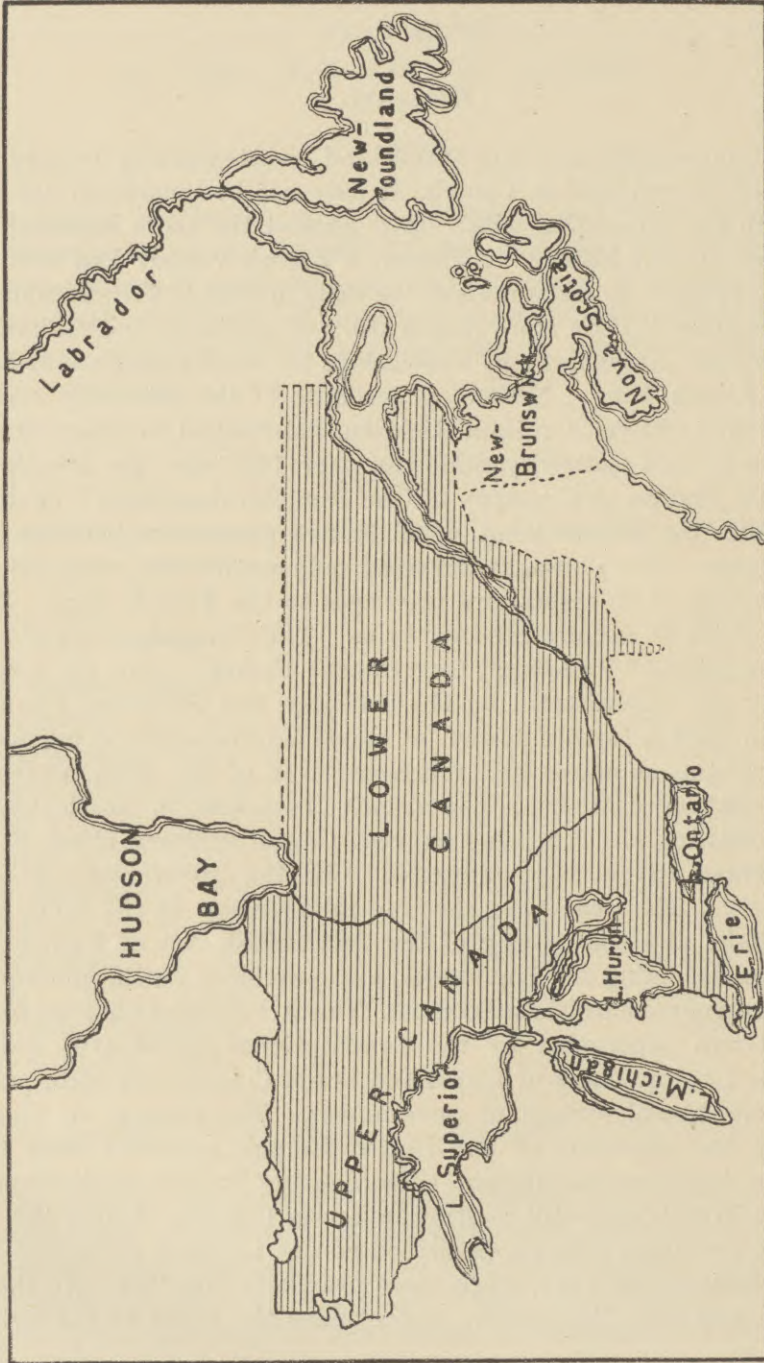
GOVERNMENT.

*Historical.*

While it is unnecessary, in a work of this kind, to attempt any detailed description of the history of Government in Canada, it may not be considered out of place to call attention to the milestones which have marked the more important stages in the development of that history. Although a French viceroy had been appointed in "La Nouvelle France" as early as 1540, the early history of French colonial government in that territory is little more than a story of privileges and authority granted to various merchant companies and associations by royal commissions and patents issued by the French King. Moved by accounts of the miserable condition and prospects of French settlers, Cardinal Richelieu determined to establish a company with wider powers and authority, and the year 1628 saw the creation of "The Company of New France, or Company of One Hundred Associates", having absolute sovereignty, under the French King, of all French possessions between Florida and the Arctic Regions. The Company survived only until 1663, when its insolvency led to the surrender of its rights and privileges to the French King. This failure closes the era which is usually referred to as "The Company Period" and marks the introduction of the "Vice-Regal Government Period". For the next six years the government was administered by the Governor and Sovereign Council of New France, while in 1669 a further system of Royal Government was introduced under which governors, the nominees and representatives of the King, were responsible for the administration of affairs in the French possessions in North America. For fifteen years following the English Conquest (1759), military chiefs at Montreal, Quebec, and Three Rivers were entrusted with the government of the newly acquired territory. The year 1774 saw the intervention of the home Parliament in Canadian affairs and the passing of the first British Act of Parliament having reference to Canada, fixing the boundaries, and providing for the government of the country by a governor and legislative council. This Act remained in force for seventeen years, when it was superseded by the Constitutional Act of 1791 which divided Canada into the two provinces of Upper and Lower Canada (see map, page 12) and provided a more liberal system of government. The passage of this Act was necessitated by the migration of the United Empire Loyalists from the United States after the American Revolution, these desiring English institutions and laws rather than the French laws still existing in Lower Canada. Under the Union Act of 1840 the two provinces were reconstituted as one province under one legislature, the union continuing until 1867, when these provinces, together with the provinces of Nova Scotia and New Brunswick<sup>1</sup> were, under the terms of the British North

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<sup>1</sup> The Confederation of 1867 comprised but four provinces ; provision was made, however, for the admission of other colonies into the Dominion and, of the various areas, Newfoundland alone has not yet sought admission.



THE TWO CANADAS AND THE MARITIME PROVINCES IN 1791

America Act, deemed to form one Dominion under the name of Canada, a constitution "similar in principle to that of the United Kingdom" was provided for, and in November 1867 the first Parliament of the united provinces (see map, page 14) met at Ottawa, the seat of the newly created Federal Government. The Act of 1867 provided that the supreme executive authority of government should be vested in the Sovereign, represented in the Dominion by a Governor-General whose jurisdiction and powers were defined by the terms of his appointment by the Crown, assisted by a Cabinet or Executive Council, while the legislative power should be exercised by a Parliament of two Houses, namely the Senate and the House of Commons. Certain modifications and alterations to the Act of 1867 have been introduced from time to time<sup>1</sup> but perhaps sufficient has been said to indicate that, from the time of the English Conquest in 1759 there has been a continuous and gradual development of powers with a view to conceding a larger measure of self-government to the Dominion together with recognition of the existence of a Canadian nation; the result is seen in the present Canadian constitution which may be described as the British constitution federalised, *i.e.*, with the sovereign powers divided as hereunder.

#### *Central Government.*

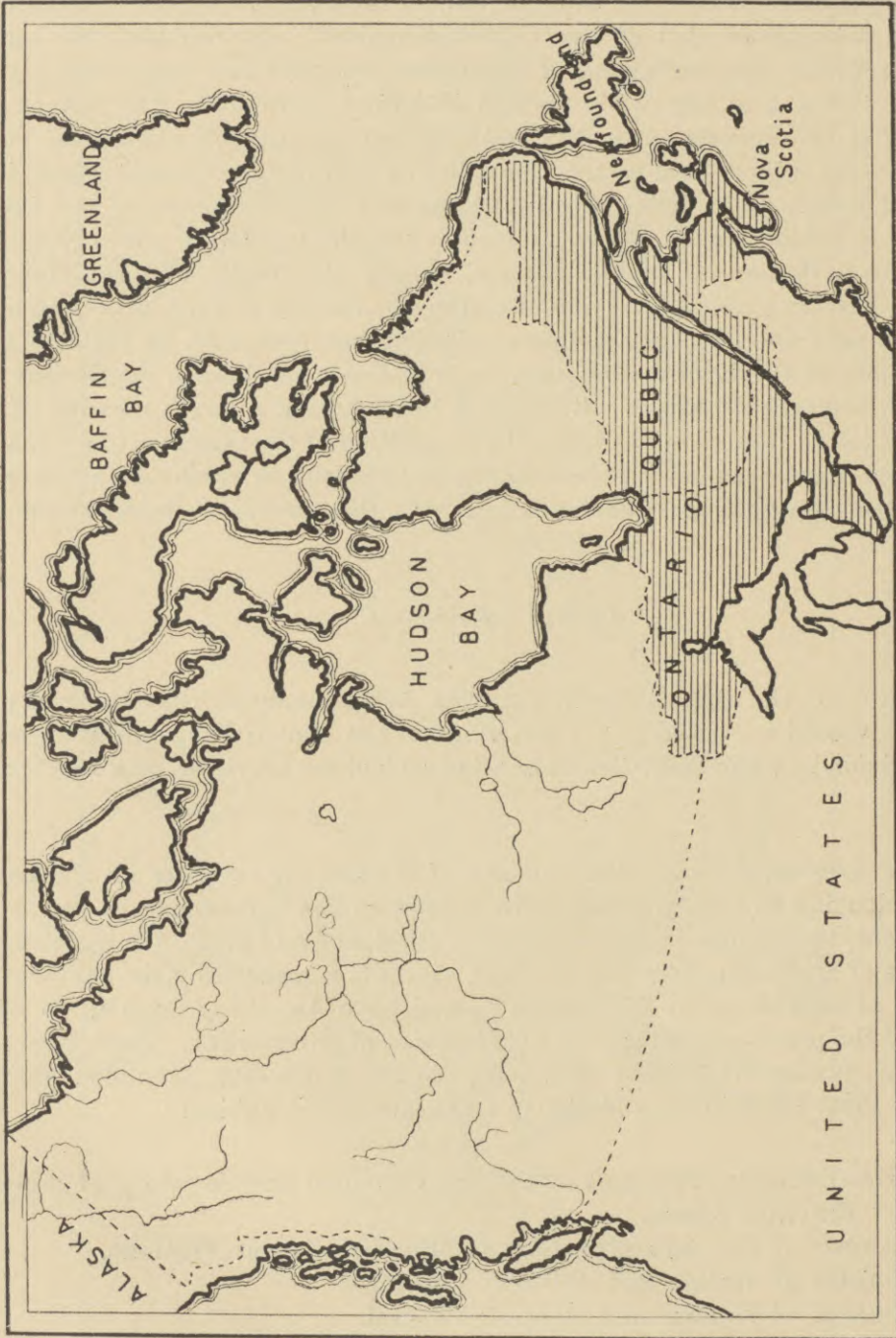
Section 9 of the British North America Act announced that the executive government should be vested in the Sovereign of the United Kingdom, represented in the Dominion by a Governor-General, and in each of the provinces by a Lieutenant-Governor.

I. *The Governor-General*—the nominee of the Crown, exercises all the powers lawfully belonging to the Sovereign with respect to the summoning or dissolution of Parliament, the administration of oaths of allegiance and office, the appointment of Ministers of State and other public offices, etc. He is assisted by the deliberations and advice of the Cabinet of Ministers (a Committee of the Privy Council) to which is entrusted the practical discharge of the functions of government. There is no legal limit to the number of Cabinet Ministers; in the fourteenth Dominion Ministry (formed in 1926) the following Ministers had seats in the Cabinet:

Prime Minister, President of the Privy Council and Secretary of State for  
External Affairs,  
Member of the Administration as Minister without Portfolio,  
Minister of Justice and Attorney-General,  
Minister of Finance and Receiver-General,

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<sup>1</sup> *E.g.*: The British North America Act, 1871; The Parliament of Canada Act, 1875; The Amendment of the British North America Act, 1867 (1915), etc.



CANADA IN 1867

(Ontario, Quebec, Nova Scotia and New Brunswick)



Minister of the Interior, Minister of Mines and Superintendent-General of Indian Affairs,  
 Minister of Agriculture,  
 Minister of Pensions and National Health,  
 Minister of Marine and Fisheries,  
 Minister of Railways and Canals,  
 Minister of Public Works,  
 Solicitor-General,  
 Minister of National Defence,  
 Postmaster-General.  
 Minister of National Revenue,  
 Secretary of State,  
 Minister of Trade and Commerce,  
 Minister of Immigration and Colonisation,  
 Minister of Labour.

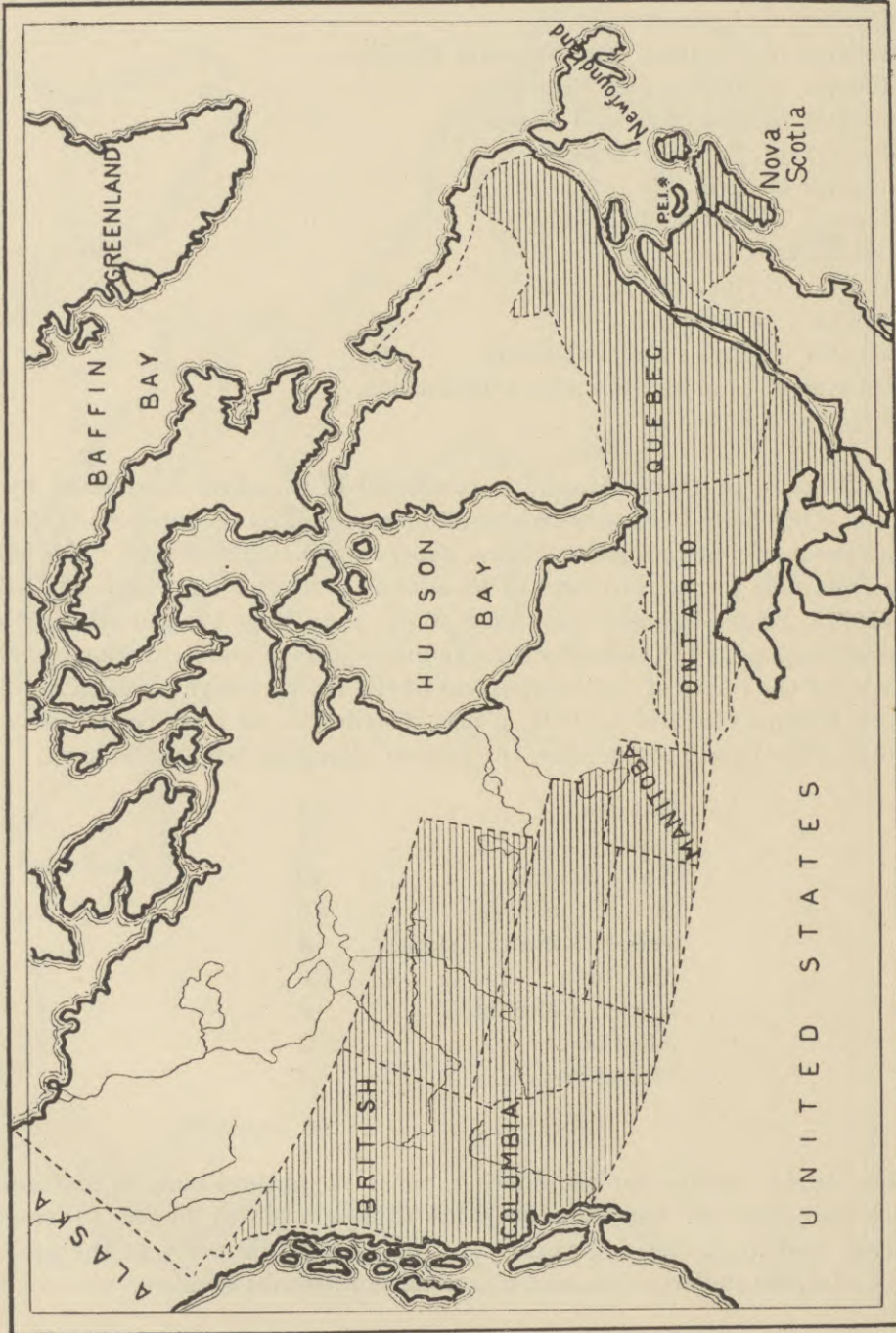
II. *The Senate*—or Upper House, is composed of members nominated by the Crown for life. Originally <sup>1</sup>, seventy-two Senators represented the interests of Quebec, Ontario, and the maritime provinces of Nova Scotia and New Brunswick. The admission to the Dominion of the provinces of Manitoba (1870) (see map, page 16), British Columbia (1871), Prince Edward Island (1873) (see map, page 17) and other areas at later dates (see map, page 18), called for some redistribution of representation from time to time, until, by the terms of the Amendment of the British North America Act, 1867 (1915), which became effective in 1917, a new distribution of seats (which may not exceed a total of 104) was provided for, the present allocation being as follows:

Ontario . . . . .	24
Quebec . . . . .	24
Nova Scotia . . . . .	10
New Brunswick . . . . .	10
Prince Edward Island. . . . .	4
Manitoba . . . . .	6
British Columbia . . . . .	6
Alberta . . . . .	6
Saskatchewan . . . . .	6

Total . . . . . 96 Senators.

Senators, to be eligible for nomination, must be natural-born or naturalised male British subjects, not less than 30 years of age, resident in the province of representation, and must, besides, possess real or personal property in the province to the value of 4,000 dollars, over and above all debts and liabilities.

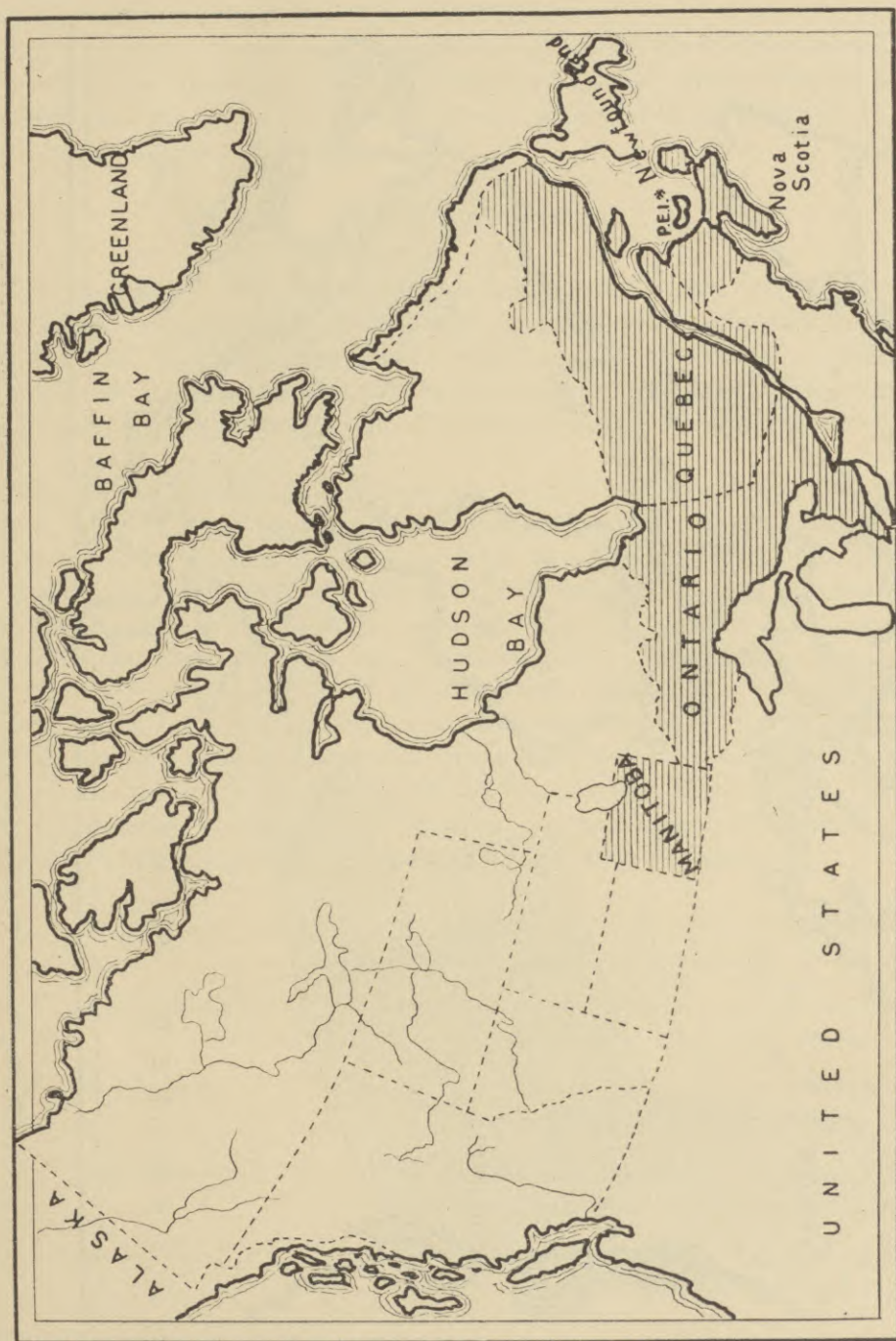
<sup>1</sup> Sections 21-22, British North America Act, 1867.



CANADA IN 1870

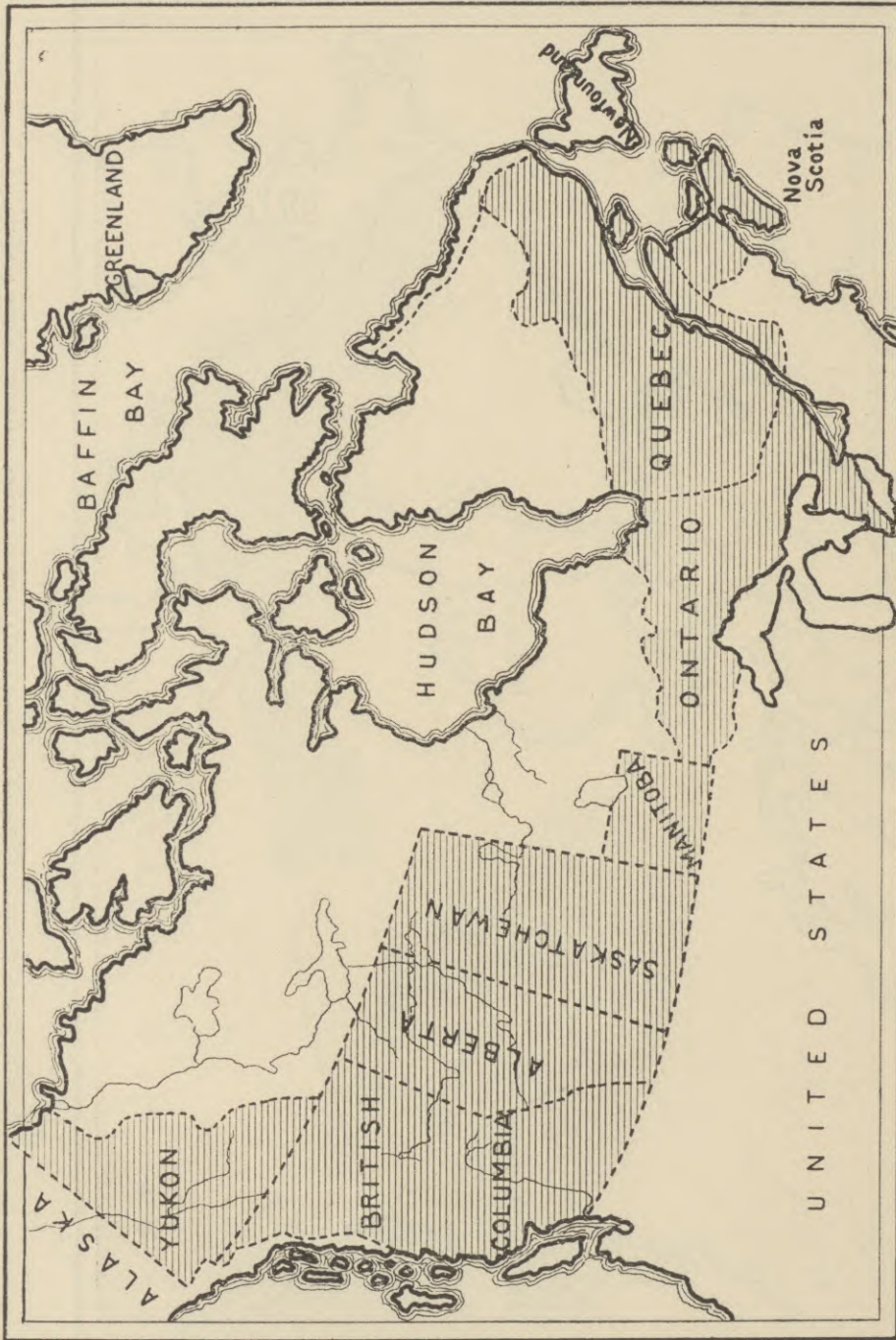
(Includes Manitoba and N. W. Territories as then organised)

\* Prince Edward Island.



CANADA IN 1873  
(Showing the addition of British Columbia (1871) and of Prince Edward Island (1873))

\* Prince Edward Island.



CANADA IN 1905

(Showing the new Provinces of Saskatchewan and Alberta and the Yukon Territory)

III. *The House of Commons*—is composed of members elected by universal suffrage,<sup>1</sup> ordinarily for five years, if Parliament is not sooner dissolved by the Governor-General. Seats are distributed on the principle of proportional representation, with the exception of the province of Quebec which remains at the fixed standard of sixty-five seats. There are at present 245 members of the Canadian House of Commons.

*Local Government.*

*The Provinces.* — Under the British North America Act of 1867, the Dominion Government occupied towards the local governments a somewhat similar position to that of the Imperial Government towards each of the colonies. Each of the nine provinces has its own separate parliament and administration, at the head of which is a Lieutenant-Governor, appointed by the Governor-General in Council for a term of five years.

The provincial Lieutenant-Governor is assisted by an Executive Council, or Cabinet, chosen from among the members of the Provincial Parliament who are elected as representatives of the people of the province for a term of four or five years. Each Provincial Government is provided with full powers for the administration of affairs within the sphere of action of the province, as defined in sections 92 and 93 of the British North America Act, as interpreted by the Supreme Court of Canada and the Judicial Committee of the British Privy Council. With the exception of Quebec, which has two Chambers, the provinces have each one Chamber, while the North-West and Yukon Territories are administered by the Department of the Interior of the Dominion Government. The number of members comprising the various legislative bodies varies between one province and another, the present composition of these provincial administrations being as follows :

<i>Alberta :</i>	A Lieutenant-Governor, an Executive Council and a Legislative Assembly of 60 members.
<i>British Columbia :</i>	A Lieutenant-Governor, an Executive Council and a Legislative Assembly of 48 members.
<i>Manitoba :</i>	A Lieutenant-Governor, an Executive Council and a Legislative Assembly of 55 members.
<i>New Brunswick :</i>	A Lieutenant-Governor, an Executive Council and a Legislative Assembly of 48 members.
<i>Nova Scotia :</i>	A Lieutenant-Governor, an Executive Council and a House of Assembly of 43 members.

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<sup>1</sup> This is true of all provinces with the sole exception of Quebec, where women are neither enfranchised nor eligible for election to the Legislature.

- Ontario* : A Lieutenant-Governor, an Executive Council and a Legislative Assembly of 111 members.
- Prince Edward Island* : A Lieutenant-Governor, an Executive Council and a Legislative Assembly of 30 members.
- Quebec* : A Lieutenant-Governor, an Executive Council, a Legislative Council of 24 members and a Legislative Assembly of 86 members (no female suffrage in this province).
- Saskatchewan* : A Lieutenant-Governor, an Executive Council and a Legislative Assembly of 63 members.
- Yukon* : A Gold Commissioner and Territorial Council of 3 members. These are Dominion Government officials.
- North-West Territories* : A Commissioner, Deputy-Commissioner and 5 councillors. These are Dominion Government officials.

*Local Government in Smaller Areas.* — The establishment of responsible local government in smaller areas within the Canadian provinces passed through many and various stages of development before the introduction of the present systems, which provide a considerable measure of local autonomy. In some of these areas, prior to Confederation in 1867, the local government of counties and towns was confided to magistrates who held their commissions for life, and were in no way responsible to the electorate; in other areas, Courts of Quarter Sessions, whose members were appointed by the Governor in Council, were responsible for local administrative affairs. It is unnecessary in a work of this kind to discuss the varying differences of practice which have marked the history of the gradual development of local systems; it will be sufficient to say that such areas now enjoy large powers of local self-government, conferred upon them by their provinces whose creatures they are, but may not frame local regulations containing provisions which are incompatible with the Dominion laws.

Broadly speaking the provinces are sub-divided, for purposes of local government, into municipalities (as in the province of Alberta) or county districts (as in the province of Nova Scotia), or counties and townships (as in the province of Ontario), each such area being governed by an elected council composed of a number of councillors varying with the size and importance of such districts. Within these areas are found the city or town councils, composed of a mayor and councillors, the local government of such areas being administered under the special charters granted by the provincial legislatures.

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### 3. PUBLIC HEALTH ADMINISTRATION.

#### THE BRITISH NORTH AMERICA ACT, 1867.

*The British North America Act, 1867*, specifically assigned to the authorities of each of the Canadian provinces, all the responsibilities and duties concerned with the maintenance and administration of public-health activities within provincial boundaries. But while this decentralised system of control made for provincial independence in such matters it had the disadvantage of introducing the evil of isolation, under which each provincial health authority carried forward a health programme unconcerned by, or with, the health activities of other provincial authorities throughout the Dominion; the consequent results were manifested in overlapping, wasted effort, and some measure of retarded progress in the application of medical science, and the formulation of more comprehensive and uniform regulations in the interests of public health.

#### ACT RESPECTING THE DEPARTMENT OF HEALTH, 1919.

The system introduced under the Act of 1867 still persists ; each of the provincial authorities has complete autonomy in all matters appertaining to public health within the province, and diversity in methods of administration is not far to seek, yet, considerable improvement followed, and some of the defects of isolation were remedied by the passing of the *Act respecting the Department of Health, 1919*, which provided for the creation of a Dominion Department of Health for the preservation of the health and promotion of the social welfare of the people of Canada. The Act announced that the duties of the Minister of the Crown responsible for the administration of the Department of Health should “extend to and include all matters and questions relating to the promotion or preservation of the health of the people of Canada over which the Parliament of Canada has jurisdiction ; and, without restricting the generality of the foregoing, particularly the following matters and subjects :

“(a) Co-operation with the provincial, territorial, and other health authorities with a view to the co-ordination of the efforts proposed or made for preserving and improving the public health, the conservation of child life and the promotion of child welfare ;

“(b) The establishment and maintenance of a national laboratory for public health and research work ;

“(c) The inspection and medical care of immigrants and seamen, and the administration of Marine Hospitals ;

“(d) The supervision, as regards the public health, of railways, boats, ships and all methods of transportation ;

“(e) The supervision of Federal public buildings and offices with a view to conserving and promoting the health of the Civil Servants and other Government employees therein ;

“(f) The enforcement of any rules or regulations made by the

International Joint Commission, promulgated pursuant to the treaty between the United States of America and His Majesty relating to boundary waters and questions arising between the United States of America and Canada, so far as the same relate to public health ;

“(g) The administration of the statutes mentioned in the Schedule to this Act, and of Acts amending the same, and also of all orders and regulations passed or made under any of the said Acts ; and all the duties and powers of any Minister of the Crown under either of the said Acts or any of the said orders or regulations, are hereby transferred to and conferred upon the Minister of Health ;

“(h) Subject to the provisions of the Statistics Act, the collection, publication and distribution of information relating to the public health, improved sanitation and the social and industrial conditions affecting the health and lives of the people ;

“(i) Such other matters relating to health as may be referred to the Department by the Governor in Council.”

The Dominion Department of Health is, then, the central authority responsible for the consideration of all matters appertaining to health questions so far as the Dominion “as a whole” is concerned, while to assist in the exercise of the independent powers granted to provincial authorities at the Confederation (1867) and in an endeavour to secure some uniformity and co-ordination of effort in provincial health services, the Health Act, of 1919, further provided :

“There shall be a Dominion Council of Health consisting of the Deputy Minister of Health, who shall be chairman, the chief executive officer of the Provincial Department of Board of Health of each province, and such other persons, not to exceed five in number, as may be appointed by the Governor in Council, who shall hold office for three years. The Dominion Council shall meet at such times and places as the Minister may direct, and shall be charged with such duties and powers in respect to this Act as the Governor in Council may prescribe.”

This provision enables health officers to meet on common ground twice a year for the purpose of discussing health matters of interest to all, to establish where possible uniform methods of procedure in health administration, and to adopt standard measures of practice.

Commenting upon the work of this body, the following passage occurs in the *Canada Year-Book* for 1925.

“Regulations governing quarantine for contagious diseases previously differed in each province. These have been standardised by the Dominion Department of Health, discussed at the meetings of the Council and subsequently adopted.



“The good work accomplished through the Dominion Council of Health cannot be over-estimated. It is a clearing-house between the Dominion and Provincial Governments for questions of vital importance which cannot be settled except by open discussion among its members. Each of the provinces has reaped inestimable benefit. Where before there was doubt and misunderstanding there is now mutual understanding, progressive administration and uniformity of procedure. Public health has made great strides in Canada during the five years that the Dominion Council of Health has been functioning.”

The purpose of this manual is not to present a detailed and comprehensive description of Public Health Administration in the Dominion, and in the several provinces of Canada, but merely to indicate in broad outline the principles of the system governing Public Health Administration in the Dominion so far as is relevant to the comprehension of medical-statistical organisation. In this brief survey we have endeavoured to show that, in Canada, the system of public health control comprises :

1. The Department of Health of the Dominion — a central health authority whose powers extend to and include all questions affecting public health matters over which the Dominion Parliament has jurisdiction.
2. The nine Provincial Departments (or Bureaux) of Health, responsible for public health administration in each of the nine provinces, in which they enjoy complete autonomy and may frame their own legislative measures in the interests of the public health of the province concerned. Their co-operation with the Dominion Department of Health is purely voluntary.
3. The health activities within each province are carried out by the sub-division of the province into health districts, each of which is directed by a District Medical Officer of Health.
4. Municipal Health Authorities within the health district, controlled by municipally appointed health officers.

The closest liaison is maintained between the Dominion and provincial health officials, as well as between municipally appointed health officers and officials of the health departments of Provincial Governments.

So far as statistical matters are concerned, it is of importance to note that the Registration of Births, Marriages and Deaths, by virtue of the British North America Act, 1867, is a matter entirely within the jurisdiction of the provincial authorities. Data relating to these, and other vital statistical items, are compiled by the Provincial Governments, the Dominion Government being entirely dependent upon what data are furnished by provincial authorities when compiling the vital statistical records of the Dominion as a whole (see comments on pages 28, 30).

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#### 4. THE ESTABLISHMENT OF, AND RESPONSIBILITY FOR, STATISTICS.

##### HISTORICAL.

###### *Early Statements of Population.*

It must by no means be assumed that the comparatively recent establishment of the Dominion Bureau of Statistics (in 1918) is evidence of the fact that prior to the opening years of the twentieth century statistical matters received but little or no attention in Canada. The contrary is, indeed, the case and, in fact, it may be said that the history of Canadian statistics extends so far back in time that its beginnings are almost contemporary with the history of the very earliest European settlements in that country; in other words, the foundations of Canadian statistics were laid so long ago as the opening years of the seventeenth century, the establishment of the Bureau of Statistics in 1918 merely marking the introduction of a new era in a long and continuous history of statistical development which is of particular interest and value to all students of the science.

It will be remembered that France formally laid claim to Canadian territory following the visit of Giovanni Verrazano, commissioned by Francis I of France, in 1524, and thereafter from time to time numerous French expeditions having various objects in view were fitted out, sailed for "La Nouvelle France" and served to preserve the monopolising pretensions of France towards that territory. Yet, in spite of the semi-official character of the majority of these expeditions, it was to the annual voyages of the Basque, Breton, and other fishermen, and to private enterprise, rather than to royal commissions and decrees that France was indebted for a permanent settlement of Canada, for, although the Seigneur de Roberval was appointed the first viceroy in 1540, little or no attention was paid to matters Canadian for upwards of half a century, and it was not until 1605 that the first successful French settlement was effected by the foundation of Port Royal in Acadia (later known as Annapolis, Nova Scotia) with some forty-four colonists, and later, in 1608, the foundation of Quebec by Champlain (incidentally, the first Governor of "La Nouvelle France") with some twenty-eight settlers. From these very modest beginnings, and in spite of the vicissitudes which marked the early settlement of these vast territories, it is somewhat remarkable to note that population records relating to the French population are available with remarkable continuity from the beginning of the seventeenth century.

Such a continuous history of reasonably dependable population records is almost without parallel, but yet another interesting and important fact is associated with Canadian statistical history. It is well known that the United States has long claimed to be the first country in the world to establish a system of regular census-taking, with the introduction of that principle in 1790; yet the credit, in fact, belongs to Canada, where the French authorities provided for a census of the people in 1665, and continued such enumerations at more or less regular intervals until 1754 (see also pages 32-34). This early introduction of a system not generally adopted by the

principal European states until the nineteenth century, was no doubt due to the predominant importance of French influence in this field of statistics, for such distinguished administrators as the Duc de Sully (1560-1641) and Jean Baptiste Colbert (1619-1683) had long advocated such enquiries.<sup>1</sup> Apart from "Statements of Population"<sup>2</sup> of which numerous records are extant, the French authorities carried out fifteen censuses between 1665 and the time of the English Conquest in 1759. Under the English regime numerous censuses of separate areas of the Dominion were taken from time to time, and these, together with various official memoranda relating to the people, constitute the available population records prior to the establishment of regular census-taking at decennial intervals in 1851.

### *Ecclesiastical Registration.*

Having regard to this long and continuous history of population statistics in Canada, which so clearly demonstrates the exceptional interest and attention manifested by the French authorities in their efforts to establish dependable statements of the populations within their boundaries, it is scarcely surprising to find continuity preserved in the maintenance of records of births, marriages and deaths in that territory, for registers containing such vital facts were introduced by the priests who accompanied the adventurers who founded the first French settlements on Canadian soil.

It will be remembered that such registers had been in common use in France from about the middle of the sixteenth century, the first French effort in this direction being expressed in the Ordinance of Francis I, in 1539, prescribing that parish priests should maintain registers of baptisms and burials relating to persons within the limits of the parish, while later, the Ordinance of Henry III, 1579, extended the requirement to include registration of marriages also. The system introduced into French Canada at the beginning of the seventeenth century was, however, probably established under the terms of an Ordinance of Louis XIV at the inspiration of his famous minister Jean-Baptiste Colbert (1619-1683) of whom Schöne<sup>3</sup> remarks — ("*Pendant toute la durée de son ministère, c'est un dialogue continu avec les intendants et ses autres subordonnés pour s'informer de la statistique, essayer de surprendre le secret des causes de population*"). The custom became firmly established, and at various times during the period of the French regime there appeared numerous regulations designed for the improved compilation of such records, as for example, the establishment of registers of births and deaths in duplicate under the terms of Article 17, of April 9th, 1736, which prescribed that "*curés, vicaires, desservants, chapitres, supérieurs des communautés ou administrations des monastères, sont*

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<sup>1</sup> See also pages 20 to 24, "The Official Vital Statistics of the French Republic", League of Nations document C.H.530, Geneva 1927.

<sup>2</sup> These statements of population were not unlike the "Memoires des Intendants des Provinces" (1679-1700) which were carried out in France at the suggestion of the Duc de Beauvilliers. See page 21, "The Official Vital Statistics of the French Republic", League of Nations document C.H.530, Geneva 1927.

<sup>3</sup> Lucien SCHÖNE: "Histoire de la population française", page 140.

*tenus de déposer chaque année au greffe du bailliage royal dans le ressort duquel ils sont situés, un double de leurs registres de baptêmes, mariages et sépultures,*” together with the adoption of standardised forms of the *actes* of births and deaths. Records by parish clergy continued to be maintained from the beginning of the seventeenth until towards the close of the second half of the nineteenth century; they presented the defects which characterised such records maintained under an ecclesiastical system, in that entries were meagre and irregular, uniformity of compilation was at a discount, they related only to specified religious denominations and failed to include a large body of persons professing other religious faiths, while registers relating to different areas were by no means equal in value from the point of view of reliability. Nevertheless, they are interesting documents providing some measure of, and information relating to, the demographic movement of the colony from times of early settlement.

Efficient official control of such records was, however, lacking, and in 1847 the first legislative effort towards regularising these and other statistics of the country was made by the creation of the Board of Registration and Statistics for the Province of Canada, which then comprised the present-day provinces of Quebec and Ontario.

*The Board of Registration and Statistics, 1847.*

This Board—whose members then comprised the Receiver-General, the Provincial Secretary, and the Inspector-General—were required, under the Law of 1847, to collect statistics, adopt measures for disseminating the same, lay before the Legislature an annual statistical report, and arrange for the carrying out of a general census of the population at decennial intervals. In 1857, the Minister of Agriculture<sup>1</sup> was substituted for the Inspector-General, made chairman of the Board, and became responsible for all executive duties under the Board of Registration and Statistics but, though during succeeding years earnest efforts were persistently made to organise the statistical services of the country on thoroughly efficient lines, the desired results do not appear to have been attained, for in his annual report<sup>2</sup> for the year 1864, the Minister of Agriculture submitted the following comments:

“Our Canadian statistics, such as they are, have not yet been thoroughly sifted; for hitherto the staff and the circumstances of the Department could not have permitted it. But the researches recently made have been quite sufficient to establish the very painful fact that the printed reports of the last two Censuses are not to be relied upon.

“The Board of Registration and Statistics, created by law in 1847, has not, apparently, been called together more than a dozen times during the whole period between the date of the creation and the end of the year 1864.”

The following extracts, taken from the “Memorial” of Dr. Taché (Secretary to the then Board of Registration and Statistics) appended to the annual report of the

<sup>1</sup> The statistical department continued to be attached to the Ministry of Agriculture from 1857 to 1912, in which year it was transferred to the Department of Trade and Commerce.

<sup>2</sup> Annual Report of Minister of Agriculture for 1864, Quebec 1865.

Minister for Agriculture for the year 1865, suggest grave defects in the working of that system :

“There have been no statistics worthy of the name ever collected, and none at all published, except such as are contained in the reports of the two Censuses of 1851 and 1861, of which I shall speak by and by . . .

“After seventeen years of the existence of the Board of Statistics ; after having kept up for that length of time a certain staff of officers . . . it is hard to come to say that our statistics have to be created ; but it is the truth, however unpalatable. What are to-day called our statistics— I mean the Census reports of 1851 and 1861—are fallacious statements, and not to be relied upon in any essential point. And really, it would be more than wonderful if they were not so, knowing the circumstances under which they were taken and the system which presided over the whole proceeding.

“There are no perfect statistics anywhere ; but owing to the peculiar causes, there is no civilised country in the world where official statistics are more erroneous than in the North American Continent as a whole, and in North America there are few places where they are so defective as in Canada.

“Not to speak of the deficiency in form, of the gross errors of calculation, of the want of indexes, the four volumes published on the last two Censuses can be said, *a priori*, to be nearly worthless : for they give as facts, figures which express absolute impossibilities.

“The addition of the columns do not always agree ; but they do sometimes agree in totals, while they quite disagree in the details forming the elements of the calculation. I have learned, by consulting the traditions of the office, that such a wonderful result was obtained by a high handling of the figures, called at the time—to make them correspond.”

After describing in detail a scheme for the reorganisation of the statistical machinery of Canada, which he hoped would “make a new era in the history of Canadian statistics”, Dr. Taché concludes :

“Such a mass of well-prepared information on the territorial, vital, religious, educational, administrative, military, judicial, agricultural, commercial, industrial, and financial statistics of our country would constitute a monument at which the enlightened part of the population would certainly look with complaisance, and other countries with a great deal of interest.”

#### *British North America Act, 1867.*

Under the terms of the British North America Act, 1867, “the census and statistics” were exclusively assigned to Dominion control as distinguished from provincial legislative authority since such activities were regarded as matters of federal and national importance, though it must be remembered that, under the terms of the

same Act, the registration of births, marriages, and deaths, were matters left to the entire jurisdiction of the provinces, so that the Dominion Government had at its disposal, in subsequent years, only such data relating to these items as were furnished by the provincial authorities: the vital statistics, compiled from such records and published in the *Statistical Year-Book of Canada*, are, in consequence, fragmentary and incomplete. Under the Act of 1868, "the Census, statistics, and the registration of statistics" were placed under the control and direction of the Dominion Minister for Agriculture.<sup>1</sup>

*Census and Statistics Act, 1905.*

A further step in statistical progress was achieved by the establishment and organisation of a permanent census and statistics office as a branch of the Ministry of Agriculture under the terms of the *Census and Statistics Act of 1905*, the office being required, among other duties to "collect, abstract, and tabulate agricultural, commercial, communal, educational, vital, and other statistics from time to time in the intercensal years of each decade in such ways and manners as are found to be the most practicable."

In 1912, this office was transferred to the Ministry of Trade and Commerce. In a report dated May 28th, 1912, the Minister of Trade and Commerce commented at length upon the insufficiency of the Dominion statistical system, and upon the lack of co-ordination and co-operation in statistical matters between the Provincial and Dominion Governments. As a result of this report, a Departmental Commission was appointed to enquire into the statistical activities of various departments, to examine the scope, methods employed, and reliability of those statistics, to communicate with the various Provincial Governments in order to ascertain what branches of statistical work were conducted by those authorities and to formulate a scheme which should provide a comprehensive system of general statistics adequate to the necessities of the country.

The Commissioners came to the conclusion<sup>2</sup> that the scope of Canadian statistics had been so restricted that, on not a few points of vital interest and importance to the country, little or no statistical information existed suitable for practical application; there was considerable duplication in that several bodies were working inde-

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<sup>1</sup> It should be mentioned at this point that, though miscellaneous statistics had been published for the Province of Canada prior to the Confederation, the need of a publication that would present, in convenient summary form, the principal comparative statistics of Canada led to the origin of the *Canada Year-Book* in the first year of the Dominion, which was published annually from 1867 to 1879 under the title of *The Year-Book and Almanac of British North America* with the sub-title "An Annual Register of Political, Vital and Trade Statistics, Customs Tariffs, Excise and Stamp Duties and all Public Events of Interest in Upper and Lower Canada, New Brunswick, Nova Scotia, Prince Edward Island, Newfoundland and the West Indies". Subsequently the title was altered to *The Year-Book and Almanac of Canada*, "An Annual Abstract of the Dominion and a Register of Legislation and of Public Men in British North America", while, in 1886, following the passing of the General Statistics Act, there was prepared in the Statistical Branch of the Department of Agriculture an official publication entitled *The Statistical Abstract and Record of Canada*, which was published annually until 1904, but in 1905, as the result of reorganisation, the year-book appeared under the title of *The Canada Year-Book*.

<sup>2</sup> Report of the Departmental Commission on the Official Statistics of Canada, etc., Ottawa 1913.

pendently on similar lines; the statistics were unequal in quality and value; there was delay in the issue of reports, and as a result, it was impossible to establish dependable comparisons between the data of Canada and those of other countries. Among other recommendations submitted by the Commission, the following are of particular interest :

(1) The creation of a Central Statistical Office to organise and co-ordinate, under a single comprehensive system of control, the statistics of Canada.

(2) Fresh legislation to amend the existing Census and Statistics Acts in order to give effect to (1) above.

(3) The Central Statistical Office to carry out the general policy and specific recommendations of the report<sup>1</sup> by collaborating with departments of the Dominion Government and departments of the several Provincial Governments.

#### *Dominion Bureau of Statistics, 1918.*

This report led first to the creation of the specific office of Dominion Statistician in 1915, and secondly, in 1918, to the reorganisation and centralisation of all statistics by the establishment of the Dominion Bureau of Statistics. The Act of 1918, which provided for the change, was based upon the recommendations contained in the 1912 report, and served to consolidate all previous statistical legislation in the one measure, thus constituting the Bureau as a comprehensive statistical office, having a very definite and direct connection with provincial statistics since it was provided that the Bureau should have right of access to provincial, municipal and corporation records. Armed with this mandate, the Bureau has endeavoured, since its foundation, to unify the national statistical system in order that a comprehensive picture of all phases of social and economic life may be presented and it can be said that, in striving towards the desired goal, its efforts, thus far, have been crowned with a considerable measure of success.

#### PROVINCIAL AND MUNICIPAL STATISTICS.

Although comparable data relating to the different provinces of the Dominion of Canada have been available only since 1920, it must not be forgotten that vital statistics had been prepared and published by certain Provincial Governments long before that year.

But each Provincial Government could, and did, with complete independence, frame its own legislative measures relating to registration within the province, and administer such measures by a system designed to meet purely local requirements, without reference to, or consideration of, the systems and methods existing in other provincial areas; the data resulting from such defective and widely differing systems

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<sup>1</sup> Report of the Departmental Commission on the Official Statistics of Canada, etc., Ottawa 1913.

permitted no inter-provincial comparisons to be undertaken, while the inadequacy and incomparability of such figures effectively precluded their compilation into national statistics. Yet the reader should be made aware that, unreliable though they may be, vital statistical data relating to individual provinces for earlier years are available in the reports published by such provinces. The first of these, relating to Ontario, appeared in 1869; other provincial authorities followed this example at varying dates, *e.g.*, Manitoba 1883, Prince Edward Island 1906, Alberta 1907, Nova Scotia 1909, Quebec 1912, etc.

At the Dominion-Provincial Conferences on vital statistics, held in June and December 1918, it was agreed :

(1) That the model Vital Statistics Act prepared by the Dominion Bureau of Statistics, when accepted by the Legislatures, should form the basis of the vital statistics legislation of the several provinces, thus securing uniformity and comparability ;

(2) That the provinces should undertake to obtain the returns of births, marriages and deaths on the prescribed forms as approved and adopted at the conference, the Dominion Bureau of Statistics to supply the forms free of charge ;

(3) That the provinces should forward to the Dominion Bureau of Statistics, at such times as might be agreed upon, either the original returns of births, marriages and deaths, or certified transcriptions of the same ; the Bureau of Statistics to undertake the mechanical compilation and tabulation.

Apart from these provincial data, the Dominion Government under the authority of the Census and Statistics Act, 1879, instituted a plan in the early eighties for bringing together and publishing the annual mortality statistics of the more important cities of Canada, and to this end subsidised the Boards of Health of selected cities to supply the necessary information. The first of these reports, relating to cities having a population of 25,000 and over, appeared in 1883, and has reference only to the five cities of Montreal, Toronto, Hamilton, Halifax, and St. John's, but, by 1890, the data relating to twenty-five Canadian cities were being recorded and published. Since 1920, detailed vital statistics relating to individual cities belonging to specified population groups, have been published in the annual reports of the Dominion Bureau of Statistics, while many of the larger cities publish annual reports on the sanitary administration and vital statistics of their populations.

So far as official publications of the Provincial Governments are concerned, the following may be cited :

*Prince Edward Island :*

Annual Reports of the Provincial Auditor relating to public health and vital statistics.



*Nova Scotia :*

Annual Reports of the Deputy-Registrar-General ;  
Annual Reports of the Board of Health ;  
Annual Statistics of Incorporated Towns and Municipalities.

*New Brunswick :*

Annual Reports of the Department of Health (including vital statistics).

*Quebec :*

Annual Reports of the Superior Board of Health ;  
The *Statistical Year-Book* ;  
Municipal Statistics.

*Ontario :*

Annual Reports of the Registrar-General ;  
Annual Reports of the Department of Health.

*Manitoba :*

Annual Reports of the Board of Health (including vital statistics).

*Saskatchewan :*

Annual Reports of the Department of Health (including vital statistics).

*Alberta :*

Annual Reports of the Department of Health (including vital statistics).

*British Columbia :*

Annual Reports of the Board of Health (including vital statistics) ;  
The *British Columbia Year-Book*.

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## 5. SOURCES OF INFORMATION REGARDING THE POPULATION IN CANADA. — THE CENSUS.

### HISTORICAL.

#### *Early Records, 1665.*

We have already briefly referred to the fact that to the primitive French colony of "La Nouvelle France" (Quebec) belongs the credit of instituting, in 1665-66, what eventually became regarded as being one of the principal instruments of government in every civilised community, namely, the census (see pages 24 and 25) though even before that time, statements of the population of Port Royal, Quebec, St. John's, as well as of the Indian communities in the territories now comprising Nova Scotia, New Brunswick and other states, had been recorded. The census of 1665-66 was, however, a *de jure* record of each individual by name, together with distinction as to age, sex, civil state, occupation, and family condition,<sup>1</sup> the results of this enumeration which recorded 3,215 souls, being tabulated as follows :

TABLE I.  
New France. — Families, Population, Sexes, Conjugal Condition.

Localities	Families	Population	Sexes		Married			Widowed			Children and unmarried		
			M	F	M	F	Total	M	F	Total	M	F	Total
Quebec . . . . .	71	547	360	187	65	53	118	1	9	10	294	125	419
Beaupré . . . . .	89	533	315	218	84	83	167	2	4	6	229	131	360
Beauport . . . . .	29	185	117	68	28	28	56	2	2	4	87	38	125
Isle of Orleans . .	96	452	291	161	93	84	177	2	—	2	196	77	273
St. John . . . . .	27	153	99	54	24	26	50	1	2	3	74	26	100
St. Francis . . . . .													
St. Michael . . . .													
Sillery . . . . .	23	140	93	47	23	21	44	2	—	2	68	26	94
Notre Dame des Anges . . . . .	24	112	67	45	28	24	52	—	—	—	39	21	60
St. Charles River.													
Charlesbourg . . .													
Lauzon . . . . .	3	13	9	4	3	3	6	—	—	—	6	1	7
Three Rivers and environs . . . . .	69	455	299	156	75	64	139	2	5	7	222	87	309
Montreal and environs . . . . .	107	625	384	241	105	105	210	1	7	8	278	129	407
Total . . . . .	538	3,215	2,034	1,181	528	491	1,019	13	29	42	1,493	661	2,154

<sup>1</sup> The results of this enumeration occupy 154 pages of manuscript and are preserved in the Archives Nationales, Paris. A copy is also to be found in the Parliamentary Library, Ottawa.

TABLE II.  
Age of the Population.

Age	Localities										Totals
	Quebec	Beaupré	Beauport	Isle of Orleans	St. John St. Francis St. Michael	Sillery	N. D. des Anges St. Charles Charlesbourg	Lauzon	Three Rivers	Montreal	
0-1 .....	21	23	7	28	6	6	6	1	27	38	163
1-2 .....	17	36	6	35	7	9	4	—	20	43	177
2-3 .....	9	28	8	21	4	5	2	—	13	31	121
3-4 .....	10	19	4	16	5	4	3	1	20	32	114
4-5 .....	10	14	4	11	3	3	3	—	10	32	90
5-6 .....	12	20	6	7	5	6	2	1	13	19	91
6-7 .....	11	17	7	14	3	3	1	—	11	13	80
7-8 .....	15	17	6	12	3	8	3	1	10	6	81
8-9 .....	9	8	5	7	4	3	1	—	10	20	67
9-10 .....	5	15	8	6	4	2	3	—	7	9	59
11-15 .....	44	44	21	12	10	12	4	1	34	27	209
16-20 .....	32	37	16	27	15	13	6	—	46	26	218
21-30 .....	136	112	41	165	47	29	42	2	101	167	842
31-40 .....	74	78	16	60	14	20	17	2	82	98	461
41-50 .....	31	38	12	22	9	13	11	4	29	42	211
51-60 .....	24	17	8	4	5	3	4	—	13	17	95
61-70 .....	8	7	6	4	8	1	—	—	6	3	43
71-80 .....	—	3	2	—	1	—	—	—	2	2	10
81-90 .....	1	—	2	—	—	—	—	—	1	—	4
91-100 .....	—	—	—	—	—	—	—	—	—	—	—
Over 100 years	—	—	—	—	—	—	—	—	—	—	—
Not given .....	78	—	—	1	—	—	—	—	—	—	79
Total .....	547	533	185	452	153	140	112	13	455	625	3,215

TABLE III.  
Age in Relation to Conjugal Condition.

Age	Married			Widowed			Children and Unmarried			Totals
	M.	F.	Total	M.	F.	Total	M.	F.	Total	
0-10 .....	—	—	—	—	—	—	546	497	1,043	1,043
11-15 .....	—	8	8	—	—	—	110	91	201	209
16-20 .....	—	45	45	—	—	—	153	20	173	218
21-30 .....	120	239	359	3	3	6	455	22	477	842
31-40 .....	225	113	338	—	9	9	111	3	114	461
41-50 .....	117	54	171	5	2	7	30	3	33	211
51-60 .....	45	19	64	1	8	9	16	6	22	95
61-70 .....	14	12	26	2	5	7	8	2	10	43
71-80 .....	5	1	6	1	2	3	1	—	1	10
81-90 .....	2	—	2	1	—	1	1	—	1	4
91-100 .....	—	—	—	—	—	—	—	—	—	—
Over 100 years	—	—	—	—	—	—	—	—	—	—
Not Given .....	—	—	—	—	—	—	62	17	79	79
Total .....	528	491	1,019	13	29	42	1,493	661	2,154	3,215

TABLE IV.  
Professions and Trades according to Localities (50 Titles).

	Quebec	Northern	Orleans and Southern	Three Rivers	Montreal	Total
Professions and Trades (50 Titles)	202	238	101	85	137	763

In 1667, a second census was carried out, when, in addition to the facts recorded during the preceding census, particulars relating to the extent of areas under cultivation, and the numbers of sheep and cattle were obtained, while enumerations continued to be made at more or less regular intervals right up to the time of the English Conquest; apart from statements and estimates of the population which were made at frequent intervals, no less than fifteen censuses were taken during the period of French occupation between 1666 and 1760. It is not without interest to note the steady increase of the population during this period, and we therefore append the totals extracted from some of these early records :

<i>Population of New France.</i>			
Year	Persons	Year	Persons
<sup>1</sup> 1665-66 .....	3,215	1713 .....	18,119
<sup>1</sup> 1667 .....	3,918	1714 .....	18,964
1668 .....	6,282	1716 .....	20,531
1673 .....	6,705	1718 .....	22,983
1675 .....	7,832	<sup>1</sup> 1719 .....	22,530
1676 .....	8,415	<sup>1</sup> 1720 .....	24,434
<sup>1</sup> 1679 .....	9,400	<sup>1</sup> 1721 .....	24,951
1680 .....	9,719	1722 .....	25,053
<sup>1</sup> 1681 .....	9,677	1723 .....	26,479
1683 .....	10,251	1724 .....	26,710
<sup>1</sup> 1685 .....	12,263	1726 .....	29,396
1686 .....	12,373	1727 .....	30,613
<sup>1</sup> 1688 .....	11,562	1730 .....	33,682
<sup>1</sup> 1692 .....	12,431	1732 .....	35,164
<sup>1</sup> 1695 .....	13,639	<sup>1</sup> 1734 .....	37,716
<sup>1</sup> 1698 .....	15,355	1736 .....	39,063
<sup>1</sup> 1706 .....	16,417	1737 .....	39,970
1707 .....	17,204	<sup>1</sup> 1739 .....	42,701
1712 .....	18,440	<sup>1</sup> 1754 .....	55,009

Quite apart from the records from which the above results were taken, other population figures relating to such particular areas as Acadia (Nova Scotia), the English and French settlements in Newfoundland, St. John Island, etc., at various periods are extant, as well as numerous *memoirs* containing details of the Indian population in the territories now comprising certain geographical divisions of present-day Canada and the United States.

Following the English Conquest in 1759, in addition to the censuses, which continued to be taken at more or less regular intervals, there remain on record the numerous memoranda by colonial governors and other officials, together with the various estimates compiled by private persons, which provide data for the study of the movement of the population in Canada during the second half of the eighteenth and first half of the nineteenth centuries.

<sup>1</sup> Actual enumerations.

*The Board of Registration and Statistics, 1847.*

But during the whole of this period, covering some two hundred years, no definite system seems to have been adopted for the taking of censuses at definitely appointed intervals. In 1847, this desultory policy was abandoned and the first legislative attempt to bring under proper control the official statistics of the country was made by the creation of a Board of Registration and Statistics under the terms of an Act which, while empowering the said Board to "collect statistics and adopt measures for disseminating the same", provided also for the taking of a census of the population at decennial intervals. In 1857, the Minister of Agriculture became nominally responsible for the control of all census operations and, under his authority, the censuses of 1851 and 1861 were taken.

*British North America Act, 1867.*

The results of these two censuses appear, however, to have been unreliable (see pages 26 and 27) and the consequent criticisms led the authorities to assign the exclusive legislative authority for all matters touching the census and statistics to the Dominion, as distinct from Provincial Parliaments, under the terms of the British North America Act of 1867, which created the Confederation of Canada. The new Federal Parliament almost immediately passed an Act for the reorganisation of the Ministry of Agriculture which controlled "the census, statistics, and the registration of statistics", and on May 12th, 1870, was passed the special Act providing for the taking of the first census throughout the newly created Dominion. This census (1871) was carried out under the direction of Dr. Taché; in 1881, further legislation provided for the taking of the Dominion census at regular decennial intervals, and all subsequent censuses have been taken under the authority which that Act provided.

*The Census and Statistics Office, 1905.*

In 1905, a permanent "Census and Statistics Office" was established as a branch of the Department of Agriculture, and became responsible, among other duties, for the taking of the decennial census.

*The Dominion Bureau of Statistics, 1918.*

In 1912 the Census Office was transferred to the Ministry of Trade and Commerce, while subsequently, under the Act of 1918, this office became merged in the Dominion Bureau of Statistics, under whose authority all arrangements for the sixth Dominion census of 1921 were made.

OBJECTS OF THE CANADIAN CENSUS.

While the results of a regular enumeration are applied to a variety of useful purposes, the primary *raison d'être* of the decennial census of the Canadian people is to determine the legal parliamentary representation in the Dominion House of Commons, for though, under the terms of the British North America Act of 1867, the province of Quebec was permanently allocated the sixty-five seats formerly held by Lower Canada in the Canadian Legislature prior to Confederation, the number of seats assigned to other provinces was to be determined on a *pro rata* population

basis, a plan which called for redistribution of seats after each decennial census. These requirements of parliamentary representation have led the Canadian authorities to adopt the *de jure* principle of census taking, for this method allocates each person enumerated to the locality of habitual residence at the time of the census, irrespective of the locality in which enumerated,<sup>1</sup> and is therefore better suited for the appointment of seats to electoral areas.

#### PROCEDURE, 1921 CENSUS.

(a) The country was first divided into census districts, each of which, corresponding as nearly as possible with the parliamentary constituencies in each province, was placed under the charge of a census commissioner.<sup>2</sup> The census districts were further subdivided into census sub-districts, varying in size according to locality, the rural sub-districts having each approximately 600 to 800, and the urban sub-districts approximately 1,200 to 1,800 persons. (Where parliamentary constituencies were too large, they could be divided into more than one census district, and the delimitation of the sub-districts also could be amended in order to secure units of territory which could be efficiently controlled by the officer in charge within the prescribed period allowed for the various census operations).

(b) Some three months in advance of the day appointed for the census, each census commissioner was provided with schedules, instructions, a map of his particular area, and such other literature as was necessary for the proper understanding of the duties which he would be shortly called upon to perform. With the aid of these advices he was required thoroughly to familiarise himself with every phase of the work—if necessary seeking further information from the central authorities—he was visited by an officer of the Census Bureau, who discussed the work in detail, satisfied himself that the commissioner was competent to discharge all the duties for which he was responsible, and administered the oaths of office. The commissioner was responsible for the appointment of enumerators to each sub-district in his area of control, and these, on appointment, were instructed in their duties by the commissioner himself, and were further required to demonstrate their capability and grasp of detailed duties by written examination. Enumerators and commissioners were remunerated according to a scale of fees and allowances for expenses incurred, which had reference to particular items of duty performed during the course of the operation. In addition to the commissioners and enumerators, special arrangements were necessary for the conduct of the census in remote and little known areas of the Dominion, and in the small and widely separated settlements, inhabited by nomadic natives; in such areas, the authorities secured the assistance and

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<sup>1</sup> In Great Britain the *de facto* principle is followed — *i.e.*, each person enumerated is allocated to the locality where counted. France and Germany enumerate their populations by both *de jure* and *de facto* methods.

<sup>2</sup> For the first four censuses in Canada, a chief census officer for each province was appointed, but this office was dispensed with at the censuses of 1911 and 1921.

co-operation of the officers of the great trading companies, missions, members of the Royal Canadian Mounted Police, and agents of the Indian Department.

(c) The date selected for the census of 1921 was June 1st of that year. The entries for each individual enumerated (as well as the schedules relating to agriculture) were made by the enumerator, who visited each household in his area for this purpose, the following form being used :

SCHEDULES, SIXTH CENSUS OF CANADA, 1921. — POPULATION.

Province . . . . . District No. . . . . Sub-district No. . . . . in . . . . .  
(city, town, village, township or parish)

NUMBER IN THE ORDER OF VISITATION :

1. Dwelling-house.
2. Family, household or institution.

NAME AND RESIDENCE :

3. Name of each person in family, household or institution.

PLACE OF ABODE (In rural localities give parish, section, township, range and meridian. In cities, towns and villages, give street and number of dwelling) :

4. Parish or township.
5. Municipality.

TENURE AND CLASS OF HOUSE :

6. House owned or rented.
7. If rented, give rent paid per month.
8. Class of house (see instructions).
9. Materials of construction (see instructions).
10. Rooms occupied by this family.

PERSONAL DESCRIPTION :

11. Relationship to head of family or household.
12. Sex.
13. Single, married, widowed, divorced or legally separated.
14. Age at last birthday.

NATIVITY (Country or place of birth of this person and of parents of this person. If born in Canada give province. If foreign born give country) (see instructions) :

15. Person.
16. Father.
17. Mother.

CITIZENSHIP :

18. Year of immigration to Canada.
19. Year of naturalisation.
20. Nationality (Country to which this person owes allegiance).

RACE, LANGUAGE AND RELIGION :

21. Racial or tribal origin.
22. Can speak English.
23. Can speak French.
24. Language other than English or French spoken as mother-tongue.
25. Religious body, denomination or community to which this person adheres or belongs.

EDUCATION :

26. Can read.
27. Can write.
28. Months at school since September 1st, 1920.

(In following page, see to be continue Schedule.)

SCHEDULES, SIXTH CENSUS OF CANADA, 1921. — POPULATION (*continued*)

PROFESSION, OCCUPATION AND EMPLOYMENT :

29. Chief occupation or trade (be specific, give as definite information as possible).
30. Employer (E), employee or worker (W), working on own account (O. A.).
31. (a) If employer state principal product ;  
(b) If employee state where employed as farm, cotton mill, foundry, grocery, etc. ;  
(c) If on own account, state nature of work.
32. Total earnings in past twelve months (since June 1st, 1920).
33. If an employee, were you out of work on June 1st, 1921 ?
34. Number of weeks unemployed in the past twelve months (since June 1st, 1920).
35. Number of weeks unemployed since June 1st, 1920, because of illness.

For persons absent from a household at the time the enumerator called the following schedule was left with the head of the household for completion :

INDIVIDUAL FORM. — POPULATION.

Province ..... Census district ..... Enumeration sub-district .....  
write name ..... number .....

For boarders, lodgers, miners, employees on railway construction, etc. who may be out of reach when the enumerator calls upon the head of the family or household.

1. House number on schedule .....
2. Family number on schedule .....
3. Name of person .....
4. Relationship to head of household .....
5. Sex .....
6. Single, married, widowed, or divorced .....
7. Age .....
8. Country or place of birth of person ..... of father of person ..... of mother of person .....
9. Year of immigration to Canada .....
10. Year of naturalisation .....
11. Nationality .....
12. Racial or tribal origin .....
13. Can you speak English ? .....
14. Can you speak French ? .....
15. Language other than English or French spoken by you as mother-tongue .....
16. Religion .....
17. Can you read ? .....
18. Can you write ? .....
19. Chief occupation or trade (state definitely what you work at) .....
20. Are you an employer, employee, or working on own account .....
21. If employee state where employed as farm, cotton mill, foundry, etc. ....
22. Total earnings in past twelve months (since June 1st, 1920) .....
23. Were you out of work on June 1st, 1921 ? .....
24. Number of weeks unemployed in the past twelve months (since June 1st, 1920) .....
25. Number of weeks unemployed since June 1st, 1920, because of illness .....
26. Post office address of home .....

The foregoing form is to filled in by the head of the family or household or person named in the schedule and delivered to the undersigned, when called for, not later than the day of ..... 1921.

..... Enumerator.

(Fill in date and sign form before leaving the schedule.)



On finding a closed house, the enumerator was required to make a note of the fact upon the "Closed Houses Card", and similarly, he was required to record details of non-residents and visitors on a special "Absentee Card"; these special cards are reproduced below :

<b>CLOSED HOUSE CARD.</b> (To be used in reporting closed houses or dwellings in cities or towns.)		
<i>Permanent Home of this Family.</i>		
City or town .....	Street .....	No. ....
District .....	Sub-district No. ....	
Name of head of family .....		
Number of persons in family .....		
<i>Temporary Home of this Family.</i>		
Province .....	County or District .....	
Post office address .....		
(Signed) .....		
<i>Enumerator.</i>		
(See instructions.)		

<b>ABSENTEE FAMILY CARD.</b> (To be used in reporting family occupying temporary home or lodgings in enumerator's Sub-district.)	
Name of head of family .....	
Number of persons in family .....	
Permanent Home: City or town.....	
Street .....	House No. ....
Province .....	County or district .....
(Page and line of population schedule upon which this family is enumerated by me.)	
Page .....	Line .....
Enumerator's name .....	
Census district .....	Sub-district No. ....
(See instructions.)	

In carrying out the collection of the above schedules enumerators were required to commence promptly on June 1st and to continue their work uninterruptedly until its completion. Generally speaking the organisation of the work and the size of the sub-districts made it possible for this to be achieved within three weeks from commencement, though in remote and difficult districts the period was variously extended. During the 1921 census, 93.7 per cent. of the returns had been received by the end of August of that year.

OFFICIAL PUBLICATIONS CONTAINING INFORMATION RELATING  
TO THE POPULATION IN CANADA.

*The Census Reports of Canada.*

1870-71. — This was the first census taken after the passing of the British North America Act, 1867. Information concerned the four provinces of the Canada of that time: Ontario, Quebec, New Brunswick and Nova Scotia.

The following schedules were employed during the Census:

(1) *Nominal Returns of the Living* (twenty-three questions): Names, sex, birth, place of birth, religion, origin, profession, civil state, education, mental and other infirmities—of the people living at the time of census;

(2) *Nominal Returns of the Deaths* (twelve questions): Names, sex, birth, religion, place of birth, profession, civil state, cause and month of death—of the people who died within twelve months prior to the census date;

The other schedules referred to: Public institutions, land, industry, trade, animal and forest products, etc.

These enquiries produced a vast amount of detailed information.

The detailed contents of the census report, relating to the population, include:

(1) Area, inhabited and uninhabited dwellings, population by sex and civil state for each district and sub-district of each province;

(2) Population by religion—in each district and sub-district of each province;

(3) Population tabulated by nationality—in each district and subdistrict of each province;

(4) Population tabulated by country of birth—in each district and subdistrict of each province;

(5) Comparative tables for two censuses, 1861 and 1871—the population in each district ;

(6) Population of cities having over 5,000 inhabitants ;

(7) Sex and age of population in each district and sub-district of each province, the age-groups being : 0-1, 1-6, five-year periods to 21 years, and ten-year periods to 100 years ;

(8) Number of married persons, by sex, in each district of each province ; these numbers are further tabulated by sex at quinquennial age-groups ;

(9) Number of widowers and widows, in each district of each province, tabulated at quinquennial age-groups ;

(10) Population by sex, in each district of each province, distinguishing the degree of instruction ;

(11) Number of blind persons, in each district of each province, by sex, and in age-groups under 16, 16-21, and thereafter in ten-year periods ;

(12) Numbers of insane persons in each district of each province, by sex, in age-groups as above ;

(13) Occupation of population in each district of each province ;

(14) Deaths by sexes and months of deaths, in each district of each province ;

(15) Number of deaths, tabulated by civil state, place of birth, religion—in each district of each province ;

(16) Age-distribution of deaths in each district of each province, the age-groups being 0-1, one-year periods to 5, 5-11, ten-year periods 11-41, twenty-year periods 41-101, 101 and above ;

(17) Occupational mortality—total deaths in each district of each province ;

(18) Causes of death—total number of deaths in each district of each province, by sex, in age periods of 0-1, 1-4, 4-11, 11-21, twenty-year periods 21-101, 101 and over.

(19) Religion of population in each district of each province, distinguishing Catholics, Church of England, Methodists, Presbyterians, others.

1880-81 (Ontario, Quebec, New Brunswick, Nova Scotia, Manitoba, N. W. Territories, British Columbia, Prince Edward Island). — The only important change during this census provided for the tabulation of the living population in new-age-groups, viz., under 1 year, and each year of life to 100 years, 100 years and over—distinguishing the sex.

1890-91. — (1) A new classification of the living population by age : viz., under 1 year, each year of life to 5 years, total for 5 years, 5 yearly periods to 95, 95 and over.

(2) Ages of married persons tabulated in a slightly different way :

Previous census : Under 16, 16-21, and ten-yearly periods upwards.

1890-91 census : Under 15, 15-19, 20-24, and 10-yearly-periods upwards.

(3) Tables relating to occupation now gave the population by age-groups : under 15, 15-65, 65 and over, distinguishing the sex.

1900-01. — (1) Two special forms added : (a) persons temporarily absent, (b) persons such as boarders and lodgers not present when the enumerator called and of whom particulars could not be given by the head of household.

(2) The schedules of mortality were very nearly the same as before, the number of enquiries being 10 in 1891, and 15 in 1901.

(3) While in 1891 persons were asked if they could write and read, in 1901 there were additional questions as to time at school in the year, and languages spoken.

1910-11 (Alberta added 1905, Saskatchewan 1905). — Mortality statistics ceased to form a part of the census reports.

1921. — No mortality statistics included in census reports, which contain the following information :

## CENSUS OF 1921.

### Volume I.

Letter of transmittal.

Errata.

Preface.

Report on the sixth census of Canada by the Dominion Statistician.

Introductory.

Historical.

Objects and uses of the census.

The Canadian census a *de jure* census.

Date of the census.

Scope of the 1921 census.

Census schedules, 1921.

Secrecy.

Organisation for collection and compilation.

Date of completion.

Results of the census—population growth, 1911-1921.

Representation in the House of Commons of Canada, 1867-1921.

Intercensal estimates of population.

Appendix I. — Excerpts from the Statistics Act.

Appendix II. — Schedules.

Appendix III. — Allowances paid to Census Enumerators and Commissioners. Sixth Census of Canada.

Appendix IV. — The Calculation of Intercensal Population Estimates.

TABLES.

*Growth and Geographical Distribution.*

- Population of Canada, its provinces and territories, 1871-1921.
- Per cent distribution of the population, by provinces, 1871-1921.
- Numerical increase in population of Canada by provinces and territories, 1871-1921.
- Increase per cent of population by provinces, 1871-1921.
- Population at each census period and its increase over preceding census, 1871-1921.
- Area and density of population of Canada by provinces in 1921, 1911 and 1901 together with the percentage of increase made in each decade.
- Area and density of population of Canada by electoral districts, 1921, 1911 and 1901.
- Population by districts and sub-districts according to the Redistribution Act of 1914 and the amending Act of 1915, compared for the census years 1921, 1911 and 1901.
- Population contained within incorporated urban centres, and its per cent proportion of the total population at each census, 1921, 1911 and 1901.
- Area and density of population of cities and towns, 1921, 1911 and 1901, as classed in 1921.
- Population of incorporated villages, 1921, 1911 and 1901, as classed in 1921.
- Population of cities, towns and villages of 1,000 population and over, 1871-1921, arranged according to size in 1921.
- Cities and towns of Canada having a population of 5,000 and over in 1921, arranged according to rank in each census since 1871.

*Population by Sex.*

- Population, Canadian-, British-and foreign-born, classified by sex for Canada and provinces, 1921.
- Population, Canadian-, British-and foreign-born, classified by sex for Dominion electoral districts, 1921.
- Population, Canadian-, British-and foreign-born, classified by sex for counties or census divisions, 1921.
- Population by sex in cities and towns of 10,000 and over, 1871-1921.

*Rural and Urban Population.*

- Rural and urban population by provinces and territories, 1891-1921.
- Per cent distribution of rural and urban population by provinces and territories, 1891, 1901, 1911, 1921.
- Population, urban and rural classified by sex for provinces, counties or census divisions, and proportion of males to females, 1921.
- Estimated population, by provinces and territories, as at June 1st of each year, 1912-1920.

*Racial Origin.*

- Origins in 1921, 1911 and 1901 and proportion per cent which the people of each origin form of the total population.
- Population in 1921, 1911 and 1901 classified according to principal racial origins by provinces.
- Population classified according to racial origin by provinces, 1921.
- Population, male and female, classified according to racial origin by provinces, 1921.
- Population, male and female, classified according to racial origin by federal electoral districts, 1921.
- Population classified according to principal origins of the people by counties or census divisions, 1921.
- Population of cities and towns of 2,500 and over, classified according to racial origin, 1921.
- Racial origin of the Canadian-born by provinces, 1921.
- Racial origin of the United States-born resident in Canada, by provinces, 1921.

*Religion.*

- Principal religions by provinces, 1921, 1911, 1901 and 1891.
- Numerical and proportional distribution of the male and female population by religions, 1921.
- Religions in 1921, 1911 and 1901 with proportion per 100,000 which each denomination forms of the total population.
- Total population classified according to religious denominations by provinces, 1921.
- Male population classified according to religious denominations by provinces, 1921.
- Female population classified according to religious denominations by provinces, 1921.

- Population classified according to religious denominations by Dominion electoral districts, 1921.
- Population classified according to principal religions of the people by counties or census divisions, 1921.
- Population of cities and towns of 5,000 and over classified according to religious denominations, 1921.
- Ratio per cent of specified denominations to total population by census years, 1881, 1891, 1901, 1911 and 1921.

*Appendix.*

- Divisions of prairie provinces for census purposes.
- Index of names of localities.

**Volume II.**

- Letter of transmittal.
- Erratum.

**INTRODUCTION.**

- Scope of the census.
- General description of sections.

*Age Distribution :*

- Errors in age returns.
- Age variation.
- Persons of unknown ages.
- Comparison with other countries.
- Centenarians.

*Conjugal Condition :*

- Definition of terms.
- Margin of error.
- Age and sex.
- Rural and urban communities.
- Divorced persons.

*Birthplace :*

- Plan of report.
- Comparative data.
- Natural increase.
- Inter-provincial migration of the native-born.
- Distribution of the native-born.
- Nativity of parents of Canadian-born.
- Immigrant population—British-born—foreign-born.

*Year of Immigration :*

- Sources of immigration.
- Proportion immigrants of total population.

*Citizenship of the Foreign-Born :*

- Scope of enquiry.
- Definition of Canadian national.
- Naturalisation of foreign-born minors
- Voting strength of the naturalised foreign-born.

*Language Spoken and Mother-Tongue :*

- Language spoken.
- Mother-tongue.

*Educational Status :*

- Scope and nature of enquiry.

*Illiteracy :*

- Margin of error.
- Illiteracy by age-groups.
- Illiteracy Canadian-born.
- Illiteracy of voting population.

*School Attendance :*

- Basis of information.
- Provincial laws governing school attendance.
- Comparative data.

*Blind and Deaf-Mutes :*

- Scope of census enquiry.
- Definition of terms.
- Accuracy of data.

TABLE SECTIONS.

(A detailed table of contents is shown at the beginning of each section.)

- Age distribution.
- Conjugal condition.
- Birthplace.
- Year of immigration.
- Citizenship of the foreign-born population.
- Language spoken and mother-tongue.
- Educational status of the population.
- Illiteracy.
- School attendance.
- Blind, deaf-mutes, blind deaf-mutes.
- Appendix : Census divisions, Manitoba, Saskatchewan and Alberta.
- Maps : Manitoba, Saskatchewan and Alberta.

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TABLES.

- Numerical distribution of the population by quinquennial age-groups, for provinces, 1921.
- Per cent distribution of the population by quinquennial age-groups, for provinces, 1921.
- Number of males to every 1,000 females by age-periods at each census, 1881-1921.
- Population classified by sex and quinquennial age-groups, 1881-1921.
- Per cent distribution of the male and female population by quinquennial age-groups, 1881-1921.
- Population classified by quinquennial age-groups according to nativity and sex, for provinces, 1921.
- Rural and urban population classified by quinquennial age-groups and sex, for Canada, 1921.
- Per cent distribution of the rural and urban population classified by quinquennial age-groups and sex for Canada, 1921.
- Per cent proportion of the population reported at each age-group, rural and urban, for provinces, 1921.
- Numerical distribution by quinquennial age-groups of the rural and urban population classified as Canadian-, British- or foreign-born, for provinces, 1921.
- Number of persons, male and female, at, over and under each year of age, 1921.
- Ages of the people by single years of age, for provinces, 1921.
- Population in cities and towns of 7,500 and over by age-groups and sex, 1921.
- Per cent distribution of the total population in cities and towns of 7,500 and over, by age-groups and sex, 1921.
- Per cent distribution of the male population in cities and towns of 7,500 and over by age-groups, 1921.
- Per cent distribution of the female population in cities and towns of 7,500 and over by age-groups, 1921.
- Population in cities and towns of 7,500 and over by single years of age, 1921.
- Number and percentage single, married, widowed or divorced of the population classified according to nativity and sex for Canada, 1921.
- Number single, married, widowed or divorced of the population in each sex by age-groups, for Canada, 1921.
- Percentage single, married, widowed or divorced of the population in each age-group by sex, for Canada, 1921.

- Per cent distribution of the single, married, widowed or divorced by sex and age-groups, for Canada, 1921.
- Number and percentage single, married, widowed or divorced of the total population, for provinces, 1901, 1911 and 1921.
- Number and percentage single, married, widowed or divorced of each sex, for provinces 1901, 1911 and 1921.
- Number single, married, widowed or divorced of the population 15 years of age and over, male and female, classified as Canadian-, British- or foreign-born, for provinces, 1921 and 1911.
- Percentage single, married, widowed or divorced of the population 15 years of age and over, male and female, classified as Canadian-, British- or foreign-born for provinces, 1921 and 1911.
- Proportion of males to females in the single, married, widowed or divorced of each quinquennial age-group of the population 15 years of age and over, for provinces, 1921 and 1911.
- Conjugal condition of the rural and urban population, for provinces, 1921.
- Conjugal condition of the rural and urban population 15 years of age and over by sex and age-groups, for provinces, 1921.
- Number and percentage single, married, widowed or divorced, in each quinquennial age-group of the population 15 years of age and over, 1921 and 1911.
- Conjugal condition by quinquennial age-groups of the population 15 years of age and over, classified as Canadian-, British- or foreign-born, for provinces, 1921.
- Conjugal condition by quinquennial age-groups of the population 15 years of age and over classified as Canadian-, British- or foreign-born, for cities of 25,000 and over, 1921.
- Conjugal condition of the total population by nativity and sex, for counties or census divisions, 1921.
- Conjugal condition of the total population by nativity and sex in cities and towns of 5,000 and over, 1921.

#### *General Analysis.*

- Birthplace of the total population, together with variations and per cent distribution in each decade, for Canada, 1901-1921.
- Birthplace, by certain broad divisions, of the total population, for provinces, 1881-1921.
- Birthplace of the total population, for provinces and territories, 1921 and 1911.
- Per cent distribution by birthplace of the total population, for provinces and territories, 1921 and 1911.
- Per cent distribution by birthplace of population in cities and towns of 7,500 and over, 1921 and 1911.

#### *Canadian Born.*

- Canadian-born population classified by province of residence, 1921 and 1911.
- Canadian-born population classified by province of birth, 1921 and 1911.
- The Canadian-born rural and urban population resident in each province distributed according to province of birth, 1921.
- Percentage of population born in specified province dwelling in rural and urban parts of province of residence, 1921.
- Canadian-born population classified by age-groups according to nativity of parents, for provinces, 1921.
- Per cent distribution of the Canadian-born population classified by age-groups and nativity of parents, for provinces, 1921.
- Canadian-born population classified according to nativity of parents, for counties or census divisions, 1921.
- Numerical distribution of the Canadian-born population, by age-groups and nativity of parents in cities and towns of 7,500 and over, 1921.
- Per cent distribution of the Canadian-born population classified by age-groups and nativity of parents in cities and towns of 7,500 and over, 1921.
- Numerical and per cent distribution of the native-born population of each racial origin, by nativity of parents, for Canada, 1921.
- Canadian-born population classified by racial origin and broad age-groups, according to nativity of parents, for provinces, 1921.

#### *Immigrants.*

- Numerical distribution of the immigrant population residing in rural and urban localities, by birthplace and sex, for provinces, 1921.
- Per cent distribution of the immigrant population residing in rural and urban localities, by birthplace and sex, for provinces, 1921.



*General Tables.*

- Birthplace of the total population by sex, for provinces, 1921.  
Birthplace of the total population by counties or census divisions, 1921.  
Birthplace of the total population in cities and towns of 7,500 and over, 1921.  
Total immigrant population by sex and year of arrival, for Canada, 1921.  
Immigrant population by year of arrival and province of residence, 1921.  
Per cent distribution of the immigrant population in each province by year of arrival, 1921.  
Per cent distribution of total immigrants of each period, for provinces, 1921.  
Per cent distribution of British-born and foreign-born immigrants by year of arrival in Canada, for provinces, 1921.  
Immigrants in cities of 15,000 and over, and their per cent proportion of total population, 1921.  
Numerical distribution of the immigrant population by birthplace, sex and year of arrival in Canada, for provinces, 1921.  
Per cent distribution of the immigrant population by birthplace, sex and year of arrival in Canada, for provinces, 1921.  
Numerical and per cent distribution of the immigrant population classified according to country of birth, for provinces, 1921.  
Immigrant population classified according to sex and year of arrival in Canada, for cities of 15,000 and over, 1921.  
Voting strength of the foreign-born population 21 years of age and over by sex, for provinces, 1921.  
Naturalisation of the foreign-born population resident in Canada classified by country of birth, in 1901, 1911 and 1921.  
Citizenship of the foreign-born population by age-groups, for provinces, 1921.  
Citizenship of the foreign-born population classified according to birthplace and year of arrival in Canada, for provinces, 1921.  
Citizenship of the foreign-born population classified according to birthplace, age and sex, for provinces, 1921.  
Citizenship of the foreign-born population classified according to birthplace, age and sex, for cities of 25,000 and over, 1921.  
Citizenship of the population born in the United States and resident in Canada classified by racial origin, for provinces, 1921.  
Citizenship of the foreign-born population, 21 years of age and over, by year of arrival in Canada, for provinces, 1921.  
Citizenship of the foreign-born population, 21 years of age and over by year of arrival in Canada, for cities of 15,000 and over, 1921.  
Inability to speak English of the total population 10 years of age and over, classified according to racial origin, for Canada, 1921.  
Percentage unable to speak English of the population 10 years of age and over, classified according to racial origin, for provinces, 1921.  
Numerical and per cent distribution of the population of Canada 10 years of age and over by specified classes and language spoken, 1921.  
Number and percentage of population 10 years of age and over unable to speak English, classified by racial origin, for provinces and territories, 1921.  
Language spoken by the population 10 years of age and over resident in Canada June 1st, 1921, classified according to racial origin and sex, for provinces and territories.  
Language spoken by the population 10 years of age and over resident in Canada, June 1st, 1921, classified according to racial origin and nativity, for cities of 15,000 and over.  
Mother-tongue of the population 10 years of age and over, exclusive of aborigines, for provinces, 1921.  
Mother-tongue of the population 10 years of age and over, exclusive of aborigines, by specified origins, for provinces, 1921.  
Educational status of the total population 5 years of age and over, for provinces, 1921.  
Educational status of the total population 10 years of age and over, for provinces, 1921.  
Educational status of the total population 21 years of age and over, for provinces, 1921.  
Educational status of the total population 5 years of age and over for provinces, 1901, 1911 and 1921.  
Educational status of the total population 5 years of age and over, classified according to nativity and sex, for provinces, 1921 and 1911.  
Educational status of the total population 5 years of age and over for cities and towns of 7,500 and over, 1921 and 1911.  
Educational status of the total population 10 years of age and over, classified according to nativity, for provinces, 1921.  
Educational status of the rural and urban population 10 years of age and over by sex and nativity, for provinces, 1921.

- Educational status of the rural and urban population 10 years of age and over by sex, for counties or census divisions, 1921.
- Educational status of the male and female population 10 years of age and over, classified as Canadian-born, British-born or foreign-born, for provinces, 1921.
- Educational status of the population 10 years of age and over by sex in cities and towns of 7,500 and over, 1921.
- Illiteracy of the population 10 years of age and over by sex and age-groups, for provinces, 1921.
- Illiteracy of the Canadian-born 10 years of age and over classified by age-groups and nativity of parents, for provinces, 1921.
- Illiteracy of the Canadian-born 10 years of age and over classified according to nativity of parents, for counties or census divisions, 1921.
- Illiteracy of the Canadian-born 10 years of age and over classified by age-groups and nativity of parents, in cities and towns of 10,000 population and over, 1921.
- Illiteracy of the rural and urban population by certain age-groups, sex and nativity, for provinces, 1921.
- Illiteracy of the population classified according to racial origin and age-groups, for provinces, 1921.
- Illiteracy of Indian population by sex and age-groups, 1921.
- School attendance of the total population 5 to 19 years of age, inclusive, for all Canada, 1901, 1911 and 1921.
- Percentage of school attendance of the total population 5 to 19 years of age, inclusive, for all Canada, 1901, 1911 and 1921.
- School attendance of the total population 7 to 14 years of age, for provinces, 1911 and 1921.
- Number and per cent proportion of the male and female population, 5 to 19 years of age, attending school for any period of the school year, 1920-21.
- Number and per cent proportion of the male and female population, 7 to 14 years of age attending school for any period of the school year, 1920-21.
- School attendance of the population 5 to 19 years of age by sex, nativity and periods of school attendance, for provinces, 1921.
- Number and per cent of the population 5 to 24 years of age reported at school for some period by sex and single years of age, for provinces, 1921.
- School attendance by age-groups of the rural and urban population 5 to 24 years of age, together with the proportion of males to females receiving education in each province, 1921.
- School attendance of the rural and urban population 5 to 19 years of age by single years, classified by nativity and months at school, for provinces, 1921.
- School attendance of children 7 to 14 years of age classified as rural and urban, for provinces, 1921.
- Number and percentage of children 7 to 14 years of age at school by months, classified as rural and urban, for counties or census divisions, 1921.
- School attendance of children 7 to 14 years of age in cities and towns of 7,500 population and over classified as Canadian-, British- or foreign-born, 1921.
- Total number of blind, deaf-mutes and blind deaf-mutes in Canada, for provinces, 1921.
- Deaf-mutes by totals and proportion per 10,000 population, for provinces, 1891-1921.
- Blind by totals and proportion per 10,000 population, for provinces, 1891-1921.
- Blind population in Canada classified by age-groups and sex, for provinces, 1921 and 1911.
- Per cent distribution of the blind population by age-groups and sex, for provinces, 1921 and 1911.
- Blind population classified according to conjugal condition, age-groups and sex, for provinces, 1921.
- Blind population 15 years of age and over classified according to conjugal condition and literacy, for provinces, 1921.
- Blind population classified according to age-groups and birthplace, for provinces, 1921.
- Blind population 10 years of age and over classified according to literacy and birthplace, for provinces, 1921.
- Blind population classified by age-groups and racial origin, for provinces, 1921.
- Occupations (past or present) of the blind population classified by age-groups and literacy, for provinces, 1921.
- Deaf-mutes classified according to conjugal condition, age-groups and sex, for provinces, 1921.
- Deaf-mutes classified by age-groups and sex, for provinces, 1921 and 1911.
- Per cent distribution of deaf-mutes by age-groups and sex, for provinces, 1921 and 1911.
- Deaf-mutes 15 years of age and over classified according to conjugal condition and literacy, for provinces, 1921.
- Deaf-mutes classified according to age-groups and birthplace, for provinces, 1921.
- Deaf-mutes 10 years of age and over classified according to literacy and birthplace, for provinces, 1921.
- Deaf-mutes by age-groups and racial origins, for provinces, 1921.
- Occupations (past or present) and literacy of deaf-mutes by age-groups, for provinces, 1921.
- Blind deaf-mutes classified according to conjugal condition, age-groups and sex, for provinces, 1921.
- Blind deaf-mutes classified by age-groups and birthplace, for provinces, 1921.
- Blind deaf-mutes by age-groups and racial origin, for provinces, 1921.

**Volume III.**

Letter of transmittal.

**INTRODUCTION.**

General statement.

**PART I.**

Instructions to enumerators.  
Dwellings.  
Materials of construction.  
Class of dwelling.  
Rooms per dwelling.  
Rooms occupied.  
Persons per dwelling.  
Persons per household.  
Family population.  
Rentals.  
Families with children.  
School attendance and illiteracy.  
Orphanhood.

**PART II.**

Scope of report.  
Workers 65 years and over.  
Average number of weeks employed.  
Children of wage-earners.  
Illiteracy of wage-earners.  
Earnings of heads of families.  
Comparison of reports on earnings.  
Cost of living index.  
Availability of earnings.

**TABLE SECTIONS.**

*Part I.*

Dwellings : Number, materials of construction, kind, size.  
Families : Tenure, rooms occupied, rent paid.  
Conjugal condition of family head.  
Children : Effect educational status of parents on school attendance.  
Orphanhood.

*Part II.*

Wage-earners.

*Tables.*

Wage-earners : Per cent distribution of male wage-earners by age-periods in certain industrial groups for cities of 30,000 and over, 1921.  
Average number of weeks employed per male wage-earner in census year in certain industrial groups classified by age-groups for cities 30,000 and over, 1921.  
Average weekly earnings per male wage-earner in census year classified according to ages, in certain industrial groups for cities of 30,000 and over, 1921.  
Average number of weeks employed per male wage-earner in census year, in selected occupations, classified by age-groups for cities of 30,000 and over, 1921.  
Average earnings per male wage-earner per week in selected occupations for the census year, classified by ages for cities of 30,000 population and over, 1921.  
Average number of weeks employed in selected occupations for cities of 30,000 population and over in the census year, 1921.  
Average weekly earnings in selected occupations for cities of 30,000 population and over in the census year, 1921.  
Wage-earners 10 years of age and over by age-groups, weeks employed and earnings, for the census year, in cities of 30,000 and over, 1921.

- Statistics of families of wage-earners showing family population, earnings and education, classified according to occupation of male head for cities of 30,000 and over, 1921.
- Dwellings and households, by provinces, 1881-1921.
- Dwellings and households in rural and urban communities, by provinces, 1921.
- Dwellings and households, classified as rural and urban, by counties or census divisions, 1921.
- Dwellings and households in cities and towns of 7,500 inhabitants and over, 1921 and 1911.
- Dwellings classified according to materials of construction, by provinces, 1891-1921.
- Dwellings, rural and urban, classified according to materials of construction, by provinces, 1921.
- Dwellings, rural and urban, classified according to materials of construction, by counties or census divisions, 1921.
- Dwellings, in cities and towns of 7,500 inhabitants and over, classified according to materials of construction, 1921.
- Dwellings, rural and urban, classified according to kind, by provinces, 1921.
- Dwellings, rural and urban, classified according to kind, by counties or census divisions, 1921.
- Dwellings, in cities and towns of 7,500 inhabitants and over, classified according to kind, 1921.
- Dwellings, classified according to number of rooms, by provinces, 1921 and 1911.
- Dwellings, classified according to number of rooms, by counties or census divisions, 1921.
- Dwellings, classified by number of rooms, for cities and towns of 7,500 population and over, 1921.
- Private families, classified according to tenure of home, by provinces, 1921.
- Private families, rural and urban, classified according to family population and tenure of home, 1921.
- Private families, in cities of 10,000 population and over, classified according to family population and tenure of home, 1921.
- Private families, rural and urban, classified by tenure and number of rooms occupied, for provinces, 1921.
- Private families in cities and towns of 10,000 population and over, classified by tenure and number of rooms occupied, 1921.
- Private urban families living in rented homes, classified according to rent paid per month and number of rooms occupied, by provinces, 1921.
- Private families living in rented homes, classified according to rent paid per month for cities and towns of 10,000 population and over, 1921.
- Private families, rural and urban, classified according to number of children per family, for provinces, 1921.
- Private families classified according to number of children per family and nativity of head, for provinces, 1921.
- Private families classified according to number of children per family, in cities and towns of 10,000 population and over, 1921.
- Private families, with or without children, classified according to conjugal condition, nativity and sex of head, by provinces, 1921.
- Private families, with or without children, classified according to conjugal condition and sex of head in cities and towns of 10,000 population and over, 1921.
- Private families : School attendance and illiteracy of children classified according to nativity and educational status of parents, by provinces, 1921 (families of widowers and widows not included).
- Private families : School attendance and illiteracy of rural and urban children classified according to educational status of parents, for provinces, 1921 (families of widowers and widows not included).
- Private families : School attendance and illiteracy of children classified according to educational status of parents in cities and towns of 10,000 population and over, 1921 (families of widowers and widows not included).
- School attendance and illiteracy of orphans, classified according to educational status of living parent, by provinces, 1921.
- Orphanhood of children under 15 years by age-groups, for provinces, 1921.
- Orphanhood of children under 15 years by age-groups in cities and towns of 10,000 population and over, 1921.

#### Volume IV.

- Occupations of the population 10 years of age and over, by sex, for Canada 1881, 1891, 1901, 1911 and 1921.
- Occupations of the population 10 years of age and over, classified by sex, for provinces, 1921.
- Occupations of the population 10 years of age and over, classified by sex in cities of 20,000 population and over, 1921.
- Occupations of the population 10 years of age and over, classified by sex and age-groups, for provinces, 1921.
- Occupations of the population 10 years of age and over, classified by sex and age-groups, for cities of 30,000 population and over, 1921.
- Occupations of the population 10 years of age and over, classified by birthplace, for provinces, 1921.

Volume V.

This volume is mainly devoted to matters appertaining to farms, crops, live-stock, though the following information relating to age, birthplace, residence and farm experience of operators, is available :

Birthplace of farm operators, by provinces, 1921.

Residence in Canada of British-born farm operators, by provinces, 1921.

Residence in Canada of farm operators born in United States, by provinces, 1921.

Residence in Canada of farm operators born in foreign countries other than United States, by provinces, 1921.

Farm operators classified according to age, by provinces, 1921.

Farm operators classified according to years a farmer, by provinces, 1921.

Farm operators classified according to years on present farm, by provinces, 1921.

Canadian-born operators by age and years a farmer, 1921.

Canadian-born farm operators by years a farmer and years on present farm, 1921.

Birthplace of immigrant farm operators by residence in Canada, 1921.

British-born farm operators by age and residence in Canada, 1921.

British-born farm operators by age and years a farmer, 1921.

British-born farm operators by residence in Canada and years a farmer, 1921.

British-born farm operators by years a farmer in Canada and years on present farm, 1921.

Farm operators born in United States by age and residence in Canada, 1921.

Farm operators born in United States by age and years a farmer, 1921.

Farm operators born in United States by residence in Canada and years a farmer, 1921.

Farm operators born in United States by years a farmer in Canada and years on present farm, 1921.

Farm operators born in foreign countries other than United States by age and residence in Canada, 1921.

Farm operators born in foreign countries other than United States by age and years a farmer, 1921.

Farm operators born in foreign countries other than United States by residence in Canada and years a farmer, 1921.

Farm operators born in foreign countries other than United States by years a farmer in Canada and years on present farm, 1921.

*The Canada Year-Book.* — First published in 1867, under the title of *Year-Book and Almanac of British North America* and subsequently altered to *The Year-Book and Almanac of Canada*. In 1885, the *Statistical Abstract and Record of Canada* was substituted and continued annually until 1904. In 1905 the year-book was remodelled and published under the title of *The Canada Year-Book* (Second Series). The following notes refer to contents since 1920 :

1920. — Population of Canada by provinces and territories; percentage distribution of Canadian population by provinces and territories; absolute and percentage increase of population by provinces and territories, for each census year, 1871-1921 (persons only).

Rural and urban populations by provinces and territories, and percentage distribution of these populations for each census year, 1891-1921 (persons only).

Urban populations of Canada tabulated by population-groups, 1901-1921 (persons only).

Area and population of Canada by provinces and electoral districts, 1901-1911-1921 (persons only).

Population of cities and towns having over 5,000 inhabitants in 1921, compared with populations of the same towns at each census, 1871-1911 (persons only).

Population of towns and villages having between 1,000 and 5,000 inhabitants in 1921, compared with populations in 1901 and 1911 (persons only).



Population of the prairie provinces at each census, 1901-1921 (tabulated by sex).

Population of Manitoba at each census period, 1870-1921, and of Saskatchewan and Alberta, 1901-1921 (with distinction of sex).

City population of the prairie provinces at each census, 1901-1921 (with distinction of sex).

Area and population of the British Empire, tabulated by countries (persons only).

1922-1924. — Additional information as follows :

Sex distribution of the population, and proportion of each sex per 1,000 of the population in Canada, tabulated by provinces for each of the census years 1871-1921.

Excess of males over females in each 100 persons of various countries, for a series of years.

Total population, tabulated by sex and civil state — absolute numbers and percentages — for each of the census years 1871-1921.

Total population, tabulated by sex and civil state, according to the census results of 1921, tabulated for each province.

Total population aged 15 years and over, tabulated by sex and civil state, at quinquennial age-periods 15-100 years, for the year 1921.

Number of dwellings and families in Canada in 1921, tabulated by provinces.

Proportions per 1,000 of the population, tabulated by age-groups for Canada, in each census year, 1871-1921, the age-groups being: under 1 year, 1-4 years and 5-9 years. Thereafter in ten-year age-periods to 60 years and over. Similar information for each of the provinces for 1921, in age-groups 0-9 years, 10-19 years, etc., to 70 years and over.

Total population of Canada in each census year 1881-1921, tabulated by sex and age; single years of life under 5 years, thereafter by quinquennial age-periods.

Racial origin of the population, according to each census, 1871-1921. Absolute numbers and proportions per cent which the people of each class form of the total population. Racial origin of the population in 1921 is also tabulated by provinces and territories, and for each of nine cities having populations of 60,000 and over.

Religions of the people at each census, 1871-1921. Absolute numbers and ratios per cent of specified denominations to total population.

Religion of the people in 1921, tabulated by provinces.

Birthplaces of the population, according to each of the censuses of 1871-1921; these are tabulated as, Canadian-born, British-born, foreign-born (*e.g.*, U.S.A. and other foreign countries). Absolute numbers and percentage proportions.

Population in 1921, tabulated by sex and country of birth, for each province and territory.

Total population in urban and rural areas<sup>1</sup> in each of the provinces and territories,

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<sup>1</sup> These terms are no indication of the size of agglomerations of population in such areas. The population residing in cities, towns, and incorporated villages is regarded as urban and populations outside such localities as rural.

according to the results of each census, 1891-1921. Absolute numbers and percentage distribution.

Urban population in Canada in 1901, 1911, and 1921, tabulated by population-groups.

Ratio of females to males in rural and urban populations in 1921.

Cities and towns having over 5,000 inhabitants in 1921, compared with their populations in each census year, 1871-1911.

Population of towns and villages having between 1,000 and 5,000 inhabitants in 1921, and their population in 1901 and 1911.

Quinquennial population of the prairie provinces, 1901-1921 ; absolute numbers by sex ; absolute and percentage increases by sex at each census period.

Number and density of population of various countries of the world.

1925. — Additional information includes :

Estimated population at the middle of a series of years.

Number of naturalised persons among the foreign-born residents of Canada. Countries of birth are given and number of persons naturalised from each. These figures are given for the years 1901, 1911 and 1921.

Total foreign-born and naturalised foreign-born population of 21 years and over. Absolute numbers and percentages of total population, tabulated by sex for each province, 1921.

Citizenship of the foreign-born population, tabulated by country of birth and year of arrival in Canada, 1921 (years of immigration 1919-21, 1915-18, 1911-14, 1900-10, before 1900).

Population aged 5 years and over able to (a) read and write, (b) read only, (c) cannot read or write, tabulated by provinces for the years 1901, 1911 and 1921. Similar information for the population aged 10 years and over classified as Canadian-born, British-born, foreign-born, tabulated by age-groups for the year 1921. Similar information for the population aged 10 years and over, tabulated by sex and provinces, 1921.

Numbers and percentages of illiterates in the adult population of each of the nine provinces, 1921.

Mother-tongue of the population aged 10 years and over, tabulated by provinces, 1921.

Numbers and percentages of total population, of British-born population, and of foreign-born population, unable to speak English aged 10 years and over. These are tabulated by country of origin, 1921.

Percentage of population aged 10 years and over unable to speak English, tabulated by provinces and racial origins, 1921.

Number of the population aged 10 years and over, able to speak French, tabulated by racial origins, 1921.

1926. — Blind, deaf-mutes, and blind deaf-mutes in Canada 1921, tabulated by sex and provinces. Total and proportions per 10,000 population are presented for blind and for deaf-mutes, by provinces for the years 1891, 1901, 1911 and 1921, but with no distinction of sex.

*Vital Statistics: Canada.* — The first of this series of comprehensive annual reports relating to the whole registration area of Canada appeared in 1923, and related to the vital statistics of Canada for the year 1921. The reports are mainly statistics of births, infant mortality, general mortality and the causes of death, and marriages, while the following data relating to the population are also available :

Total population annually, in each province (persons only). (The actual population according to the results of the last census, and estimated populations for intercensal years are presented.)

Names of cities and towns in each province having populations of 1,000 to 5,000, 5,000 to 10,000 and 10,000 and over.

Names of cities having a population of 40,000 and over.

These population-groups were amended in subsequent reports (*e.g.*, in 1924) when the population distributions were as follows: Cities and towns of 1,000 and over, cities and towns of 7,000 and over, cities and towns of 10,000 and over and cities of 40,000 and over.

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## 6. VITAL REGISTRATION IN CANADA.

### ECCLESIASTICAL REGISTRATION FROM 1610.

We have already called attention to the fact that the foundations of the vital statistics in Canada were laid with the introduction of the registers of baptisms, marriages, and burials, maintained by the ecclesiastical authorities at the time of the very earliest French settlement in the country (see page 24 *et seq.*). For many years following the date of their introduction (1610), no special regulations were framed for the maintenance of these registers, neither were they kept in duplicate, but, in all probability, the methods adopted and the registers themselves closely followed the system of parochial registration which had been introduced in France in 1539. In 1678, however, the Sovereign Council of Quebec ordained that, throughout the twenty-eight established parishes of "La Nouvelle France", all parish registers should be maintained in duplicate, and that, at the end of each year, one copy should be transmitted to the civil authorities,<sup>1</sup> while, in order that this procedure should be strictly followed, it was enacted that "*ecclesiastics are obliged to conform to the ordinance on pain of forfeiture of their temporal goods, and the churchwardens likewise under a penalty of twenty livres*". In spite of this instruction and threat, it would seem that there existed some defect in organisation for the enforcement of such regulations for, in 1715, the Sovereign Council had occasion to call attention to the fact that registers were, in some instances, not being regularly kept. The system, however, remained in force until after the English occupation, though it should be remembered that such records as were maintained referred only to professed Catholics.<sup>2</sup>

### ENGLISH ACT, 1793.

Under the English regime an Act was passed in 1793, requiring that "*in every parish church of the Roman Catholic communion, and also in every Protestant church or congregation, two registers of the same tenor to be kept, each of which shall be reputed authentic*". So far as the English-speaking community was concerned, this Act proved to be practically a dead letter, largely due to the fact that settlers were in the habit of advancing into wild and unexplored territory and establishing their new homes far beyond the authority of government or the

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<sup>1</sup> This regulation appears to have anticipated a course of procedure adopted in France under the terms of Article 17 of the Declaration of April 9th, 1736.

<sup>2</sup> The same condition held in France until 1787, when the regulations were amended to permit the registration of Protestants also.

ministrations of the clergy. So far as the French Catholic population is concerned, however, these records have been maintained with reasonable accuracy throughout the history of Canada, statistics of that community—total population, marriages, births, and deaths—being available from the year 1610.

#### BRITISH NORTH AMERICA ACT, 1867.

In succeeding years efforts continued to be made for the establishment of reliable vital records, but without much success; the British North America Act, of 1867, provided that the registration of births, marriages and deaths should be under the jurisdiction of the separate provinces, which could introduce and administer regulations of their own framed to meet their particular needs. It is, therefore, not surprising to find, during the period, an absence of uniformity in inter-provincial legislation as applied to vital registration, resulting in unreliable and incomparable data. The Dominion Government had at its disposal only such fragmentary and incomplete records as the provincial authorities cared to supply, so that vital statistics compiled upon a national basis were utterly unable of achievement. With a view to amending this condition of affairs, conferences of Dominion and provincial officials were held from time to time, yet, in spite of various resolutions passed at these conferences, no practical results were attained for many years, in fact it was not until 1912 that definite progress in the desired direction became manifest.

#### THE DEPARTMENTAL COMMISSION, 1912.

In that year (April 1912) the Census and Statistics Office (see page 28) was transferred to the Ministry of Trade and Commerce, and in May of the same year a Departmental Commission was appointed "to examine and report upon the official statistics of Canada". While it is unnecessary to refer at length to the deliberations and conclusions of this Commission, the following extracts, directly bearing as they do upon the subsequent development of vital statistics in Canada, might be included:

"Though many of the statistical reports issued by various departments and branches are of undoubted excellence and value, there is apparent in the body of Canadian statistics, considered as a whole, a lack of coherence and common purpose. This is traceable to imperfect appreciation in the past of the fact that the statistics of the country, whether the produce of one agency or several agencies, should constitute a single harmonious system, with all divisions in due correlation . . .

"While this detachment has characterised the departments of the Dominion Government, still more has it been evident as between the several provinces and the Dominion, and between province and province,

notwithstanding that the national importance of many of the functions of the Provincial Governments under Confederation calls urgently for statistical uniformity and homogeneity . . .

“The scope of Canadian statistics has been restricted. On not a few points of vital interest to the country little or no statistical information exists in a form suitable for practical application . . .

“Where the statistical activities of several bodies working along similar lines are virtually independent, duplication is inevitable. The notes of evidence show many cases both of actual duplication and of serious waste of effort through lack of co-operation between statistical authorities . . .

“The statistics are unequal in quality and value. There are instances, both Dominion and provincial, of imperfect statistical method resulting from (a) lack of expert knowledge of the subject under investigation and (b) lack of appreciation of the nature and conditions of statistical measurement. The absence of leadership is nowhere more apparent than in the varying extent to which statistical methods have been developed in different branches . . .

“The restriction of outlook has impaired promptitude in the issue of reports . . .

“Lack of unity and co-ordination prevents true comparisons between Canada and other countries . . .”

The Commission recommended further :

“That there be created a Central Statistical Office to organise, in co-operation with the several departments concerned, the strictly statistical work undertaken by the Dominion Government.

“In order to give effect to this recommendation, it may be necessary to enact fresh legislation or to amend the present Census and Statistics Acts.

“The Central Office referred to should, we think, carry out the general policy and the various specific recommendations of the present report.”

#### THE VITAL STATISTICS ACT, 1919.

Following the report and recommendations of the Commission, a first step in reorganisation was effected by the creation of the office of Dominion Statistician<sup>1</sup> in 1915 ; plans were formulated for the establishment of a new centralised statistical system, the resulting scheme being provided for by the establishment of the Dominion

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<sup>1</sup> Formerly the editor of the *Year-Book* had borne this title, but the newly created post comprehended wider activities and responsibilities.

Bureau of Statistics under the terms of the Statistics Act, 1918. At the same time it was realised that uniform standard legislation and administration throughout the provinces, with the Dominion Bureau as the central directing and advisory authority, was the only remedy which could produce dependable inter-provincial vital statistics fit for combination into national totals. Dominion-Provincial Conferences<sup>1</sup> were held in June 1918 at the conclusion of which, among other matters, it was agreed that :

(a) The Model Vital Statistics Act, prepared by the Dominion Bureau of Statistics, after acceptance by the legislatures, should form the basis of the vital statistics legislation in the several provinces.

(b) Model forms, as approved and adopted by the conference, should be adopted in all provinces, such forms being printed and supplied by the Dominion Bureau.

(c) Provinces should forward to the Dominion Bureau, either original returns or certified true copies of all inscriptions made in the civil registers ; the Dominion Bureau to undertake compilation and tabulation of these data.

An Order in Council, dated April 22nd, 1919, approved and ratified the resolutions passed by the conference and, without further delay, the necessary legislation was introduced in the various provinces with the result that, by 1920, eight of the nine Canadian provinces were engaged in the collection of the statistics of births, marriages and deaths on a uniform basis. In the case of Quebec, the recommendations were not adopted until 1926.

In conclusion, it remains to say that, though uniform systems of vital registration are now followed in the nine Canadian provinces and that consistent progress has characterised the efforts of the registration authorities throughout the country, because of the vast extent of the Dominion and the isolation of many of the people it is difficult to secure universal registration, in spite of all efforts to attain that aim.

From the foregoing descriptions it will have been gathered that, prior to 1920, there existed no dependable national vital statistics in Canada. Certain provincial records were compiled, but as these were collected under widely different systems, the resulting data were incomparable, and inadequate to the national requirements. The first comprehensive annual report on Canadian vital statistics was not issued until 1921.

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<sup>1</sup> A memorandum of comments and suggestions, drawn up by the Census and Statistics Office, had been submitted to the provinces in 1916. Correspondence followed and, by the close of 1917, sufficient progress had been made to justify the authorities in calling the conference with a view to arriving at definite decisions and formal action.

## PRESENT ORGANISATION.

*The Vital Statistics Act*, 1919, the result of an agreement between the provinces and the Bureau of Vital Statistics of the Dominion, became effective on and from January 1st, 1920. It provided for the establishment of compulsory civil registration of all classes of the population of the provinces, on lines which, though allowing for slight variations to meet provincial needs, nevertheless permitted the compilation of the data according to a uniform standard. Briefly summarised the various provincial measures provide for :

1. The Provincial Secretary (or other member of the Executive Council) in each province responsible for the administration of the Act, to be the Registrar-General for the province.

2. The partition of each province into registration divisions in such a manner that every part of the province should form part of some such division ; every city and incorporated town in the province (including necessary additional areas) to be deemed as separate division. The establishment of divisional registration offices and divisional registrars. Supply of the necessary schedules, forms, documents, and such other items required for registration duties. Specification of the office and duties of divisional registrars.

3. The specific information required for the registration of each birth, marriage, or death ; the regulations governing, and the official schedules to be utilised, in these operations.

4. The maintenance of records in duplicate.

5. The safe custody of all records by the Registrar-General, and the preparation and maintenance of indexes to facilitate the searching of records.

6. Penalties for failure to comply with the regulations in force.

7. The transmission of records, data, reports, etc., by divisional registrars, and provincial registrars, at fixed intervals of time.

Attention is called to the following matters which find a place in the system of Canadian official vital statistics :

1. *Inspection of Vital Statistics.* — As a means towards securing complete reliability of the records, an Inspector of Vital Statistics may be appointed, whose duty is to visit registration offices, examine the records, and ensure that entries are completed satisfactorily and in accordance with the regulations.

2. *Indian Statistics.* — Indian agents in the respective provinces are required to make a return of the numbers of births, marriages, and deaths of the Indians within their spheres of control.

3. *Official Literature.* — It is to be noted that the Dominion Bureau of Statistics prints, and supplies free of charge to provincial authorities, all schedules and other literature necessary for the maintenance of a complete system of vital registration. The service also provides for free transmission by post of all correspondence, returns, etc., between provincial authorities and the Dominion Bureau of Statistics as well as between divisional registrars and provincial authorities.

Further particulars of the above system as applied to the registration of births and deaths are described in the pages which follow.

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### 7. THE REGISTRATION OF LIVE BIRTHS.

#### PERSONS RESPONSIBLE FOR NOTIFICATION.

Under the Vital Statistics Acts of the several provinces, the medical practitioner attending the mother during a confinement is responsible for notification of the occurrence of a live birth in the prescribed form, to the Registrar of the area in which the child was born; this information must be supplied "forthwith" or within a specified period<sup>1</sup> after the birth of the child, the physician's notification being in the following form :

#### PHYSICIAN'S NOTICE OF BIRTH.

Province of .....

To the Divisional Registrar of .....

I beg to notify you of the following birth in accordance with the Vital Statistics Act :

Date of birth .....	Sex .....
Where born .....	
Name of father .....	
Name of mother .....	
Address of parents .....	Twin, triplet, illegitimate or still-born .....
Signature of physician .....	Date .....
Address .....	

*Note.* The physician or nurse is requested to inform the parents or guardian of the child as to registration and the name and address of the Divisional Registrar with whom the birth must be registered by the parent or other person responsible within ..... days.

In the absence of a medical attendant the duty of notification devolves upon the following persons : the nurse in attendance on the mother, or, in her absence or default, upon the occupier of the house in which the child was born.

#### PERSONS RESPONSIBLE FOR REGISTRATION.

The particulars necessary for the registration of the birth of a child by the Registrar of the area in which the birth took place must be supplied by the father of the child, if alive ; or, in case of his inability, by the mother ; or, in the case of her inability, by the guardian or person having custody of the child ; or, in case of inability on their part, by the occupier of the house in which the birth took place, or by the nurse, or other person present at the birth.

<sup>1</sup> This time limit varies, between one province and another, from twenty-four hours to thirty days.

PERIOD ALLOWED FOR REGISTRATION.

Registration must be effected by the persons responsible for this duty within eight to sixty days <sup>1</sup> after the date of birth (in special circumstances a birth may be registered at any time within one year after birth occurred).

PARTICULARS REQUIRED FOR REGISTRATION.

The following information must be supplied to the Registrar by the declarant at the time of registration :

CERTIFICATE OF REGISTRATION OF BIRTH  
(By Parent or Guardian.)

---

Reg. No. \_\_\_\_\_  
For use of Registrar

Place of birth : County ..... Township .....

City, town or village .....  
Name .....

Street and number .....  
(If in hospital, give name instead of street)

Name of Child : Surname .....  
Given names in full .....

Sex ..... Single, twin or triplet ..... Was child born alive ? .....

Are parents married ? ..... Date of birth .....  
Answer, Yes or No. (month, day, year)

Father : Full name .....  
Usual residence .....  
Racial origin ..... Age last birthday .....  
Birthplace .....  
Occupation : Trade or profession .....  
Kind of industry or business in which employed .....

Mother : Full maiden name .....  
Usual residence .....  
Racial origin ..... Age last birthday .....  
Birthplace .....  
Children of this mother { Number born Number now Number still-born  
..... } alive ..... living ..... (born dead) ....  
(including this Birth)

Was this a premature birth .....

Informant :  
Name .....  
Address .....

Name of physician in attendance .....

Date of return .....

Marriage of parents : Place of marriage .....  
Date of marriage .....

<sup>1</sup> Period varies between one province and another (see Appendix, page 73).



### FOUNDLINGS.

Any person finding a newly born child exposed, or person having charge of such a child, is required, within seven days, to supply the Registrar of the division in which the child was found, with all possible relevant particulars necessary for registration.

### ILLEGITIMATE CHILDREN.

Of children born out of wedlock, the word "illegitimate" is added in the appropriate column in addition to the registrable particulars. The name of the father of an illegitimate child may not be inscribed at the time of registration unless the putative father, and the mother of the child, make such request in writing that the name be so entered.

### LEGITIMATION OF CHILDREN.

In all the provinces of Canada, illegitimate children, born out of wedlock, are legitimised by the subsequent marriage of their parents.

### BIRTHS AT SEA.

Any Divisional Registrar may proceed to the registration of the birth of any child of Canadian parents born at sea, on receipt of established proof that entry of the fact of such birth was made in the log-book of the vessel on which such birth took place.

### CORRECTED ENTRIES.

When, within one year from the registration of a birth, omission or error in recorded particulars is detected, a Divisional Registrar may, after satisfying himself as to the true conditions of the case, correct the error according to the fact, by entering the correction in the margin of the record, noting the fact that correction has been made, and the date thereof, without, however, making any alteration of the original entry.

### PENALTIES.<sup>1</sup>

(a) For wilfully making or causing to be made, any false statement touching particulars to be reported : 50 dollars.

(b) For failing to report a birth : Not exceeding 10 dollars.

(c) Violation of any provision of the Act for which no other penalty is provided : Not exceeding 20 dollars.

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<sup>1</sup> Penalties vary between provinces.

TRANSMISSION OF DATA.

It is the duty of each Divisional Registrar to make a complete copy of every schedule. On or before the prescribed day of each month he is required to forward to the Registrar-General of the province, all originals and copies of records of births registered in the month preceding. Where no birth is registered during the period, a nil return must be rendered on the prescribed form.

The monthly schedule used in the transmission of returns is as follows :

MONTHLY RETURN.

To .....

Enclosed please find returns in duplicate for the month of ..... 19....

Births .....

Marriages .....

Deaths .....

Still-births .....

Total .....

Date ..... (Signed) .....

*Divisional Registrar.*

OFFICIAL PUBLICATIONS CONTAINING INFORMATION RELATING TO LIVE BIRTHS IN CANADA.

*The Canada Year-Book.* — First published 1867 (see also page 28). The following notes refer to contents since 1920 :

1920. — Total live births, birth rates per 1,000 living, tabulated for each of the nine provinces for the year under review ; no distinction as to sex.

Total live births with distinction of sex, single births, twin births, triplets, illegitimate births and still-births, tabulated for each of the nine provinces, for the year under review.

Total live births during the year under review (no sex distinction) tabulated by principal cities in each province.

1922. — Additional information includes births per 1,000 married women of child-bearing age (15 to 45) tabulated by provinces, 1921.

Births by sex in each of the provinces, 1921, absolute numbers and percentages of total births tabulated by sex, together with ratio of male to female births.

Total illegitimate births in each province, tabulated by age of mother.

1925. — Additional information includes percentage of legitimate children born alive to Canadian-born, British-born, or foreign-born mothers in each province.

Births by sex and ratio of males to females in each province presented annually for a series of years.

Number and percentage of births to fathers and mothers of specific racial origins.  
Crude birth rates of various countries in recent years.

1926. — Additional information includes live births in cities of 40,000 and over, annually for a series of years.

*Vital Statistics of Canada.* — The first annual report in this series was published in 1921 (see also page 54). In addition to the introductory tables which present, in summary form, the principal tabular contents of each volume, the following information is available :

Total births in each province annually, tabulated by month of occurrence.

Total births in provinces, counties or districts, towns by specified population-groups, annually, tabulated by sex, legitimacy and sex, single and multiple births by sex.

Total births in the Dominion and in each province, annually, tabulated by age of fathers and of mothers.

Total births annually, tabulated for the Dominion and for each province classified according to (a) birthplace of parents and (b) racial origin of parents.

## 8. THE REGISTRATION OF STILL-BIRTHS.

### DEFINITION OF "STILL-BORN".

For the purposes of registration, the term "still-born" is held to connote all children born, who do not live any time, however short, after birth. By "birth" is meant the instant of complete separation of the entire body of the child from the body of the mother. A child dead or dying a moment before the instant of birth is a still-birth, and one dying a moment, no matter how brief, after birth, is registered as a live birth.

### PROCEDURE.

Under the regulations in force throughout the Dominion, a still-born child is registered both as a birth and as a death; the procedures followed are those described on pages 61 to 64 of the present manual.

The particulars of the still-birth require, in place of the name of the child, the word "still-born". A medical certificate of the cause of death, signed by the attending medical practitioner, must be in the prescribed form (see page 70). In the absence of an attending physician, nurses, and other persons present may not sign certificates of death; in such cases Divisional Registrars may complete and sign the necessary certificate from the statements of relatives or other persons acquainted with the particulars of the case.

Still-births are not included among either the statistics of births or of deaths but are separately tabulated.

### TRANSMISSION OF DATA.

The procedure followed has been described on page 64, and its repetition is therefore unnecessary.

### OFFICIAL PUBLICATIONS CONTAINING INFORMATION RELATING TO STILL-BIRTHS IN CANADA.

*The Canada Year-Book.* — First published in 1867 (see also pages 28 and 64). Since 1922. — Number of still-births in 1921 and 1922, tabulated by provinces, married and unmarried women, and age of mother.

*Vital Statistics of Canada.* — First published in 1921 (see also pages 54 and 65). Total still-births annually in each province, tabulated by age of mothers, married and unmarried mothers.

---

## 9. THE REGISTRATION OF DEATHS.

### NOTIFICATION BY MEDICAL PRACTITIONER.

Every qualified medical practitioner in attendance during the last illness of a person is required to notify the death of such person within a prescribed period <sup>1</sup> after death has occurred. This notification, which must be transmitted to the Divisional Registrar of the area in which death took place, is made after an officially prescribed form, and though slight differences are observable between one province and another, the essential particulars demanded by each provincial authority are similar, viz.

#### PHYSICIAN'S NOTICE OF DEATH.

Registration division.....  
City or town .....  
Street ..... No. ....  
Name of deceased .....  
Date of death .....  
Signature of attending physician.....  
Dated .....

Such notifications require no postage stamp for their transmission.

#### RESPONSIBILITY OF OTHER PERSONS.

It is the duty of the undertaker, or person acting as undertaker, to obtain all the particulars necessary for the certificate of registration of death, and to file this information with the Divisional Registrar of the area in which the death occurred. The undertaker obtains the required information from the surviving relatives, occupier of the house in which death took place, or, if the occupier was the deceased person, then from competent persons resident in the house in which death took place, or from others acquainted with the relevant facts. Superintendents of hospitals, public and private institutions, etc., are also under obligation to notify the competent authority of particulars relative to the death of any patient, inmate, etc., under their charge. The certificate of registration of deaths is in the form which appears on the following page.

---

<sup>1</sup> This time limit varies, between one province and another, from twenty-four hours to seven days.

CERTIFICATE OF REGISTRATION OF DEATH.

Province of ..... No. ....  
County ..... Municipality.....  
Street and number .....  
(or if in a hospital or institution, give name)  
Name of deceased :  
Surname .....  
Full given name .....  
Residence (usual place of abode) .....  
Sex ..... Racial origin.....  
Single, married or widowed .....  
Birthplace .....  
Age in years..... months..... days.....  
If less than one day ..... hrs. or ..... mins.  
Date of birth ..... Date of death .....  
Occupation :  
Trade, occupation or kind of work .....  
Kind of industry .....  
Length of residence : At place of death .....  
In Ontario .....  
In Canada (if an immigrant).....  
Parents :  
Name of father .....  
Birthplace of father (province or country).....  
Maiden name of mother .....  
Birthplace of mother (province or country) .....  
Name of informant .....  
Address .....  
Relation to deceased .....  
Name and address of doctor .....  
Place of burial .....  
Date of burial .....  
Name of undertaker .....  
Address .....

(Signed) .....  
(Divisional Registrar).

PERIOD ALLOWED FOR REGISTRATION.

No actual time limit is prescribed but since a dead body may not be buried, removed, or otherwise disposed of until registration has been effected, and a permit of burial issued by the Divisional Registrar, little delay actually occurs.

THE BURIAL PERMIT.

When registration has been completed in the manner prescribed by the regulations in force, the responsible Divisional Registrar is required to deliver immediately

to the person concerned, a burial permit, announcing that the death has been duly registered. No undertaker or person acting as such may assist in the removal or burial of a dead body, nor may any clergyman or other person except under certain specified conditions perform a burial service, before obtaining this notification of the registration of a death, which is in the following form :

NOTICE OF REGISTRATION OF DEATH.

Province of .....

I .....  
Divisional Registrar at ..... do hereby certify that the particulars of the death of ..... (name of deceased) of ..... (address) have been duly registered in compliance with Section 38, Vital Statistics Act, and permission for interment is hereby granted.

Given under my hand at ..... this ..... day of ..... 19.....

(Signed) .....  
(Divisional Registrar).

This certificate must be delivered to the sexton or person in charge of the cemetery or other place of burial before interment or other disposal of the body, or attached to the coffin containing the corpse when conveyed by rail or otherwise to another area for burial. No sexton, caretaker, or other person in charge of a place of interment may permit the burial or disposal of the dead body without the above written authority. A record of each interment must be made in a prescribed manner and a monthly return of such entries forwarded to the Registrar-General of the province.

DEATHS IN CAMPS, MINES, ETC.

The prescribed particulars relating to the death of any person occurring in a camp, mine, etc., must be reported to the competent Divisional Registrar, by the owner, manager, or other responsible person in charge of the undertaking ; removal, burial, or disposal of the body may not take place until this duty has been completed to the satisfaction of the Registrar.

NOTIFICATION OF CAUSE OF DEATH.

Under the present regulations a medical certificate in the prescribed form must be drawn up and signed by the medical practitioner attending the deceased person during his last illness. Inter-provincial differences are observable in the *format* of these certificates, but all supply information touching such matters as :

- (a) Name of deceased,
- (b) Period of attendance upon deceased person,
- (c) Time medical attendant last saw deceased alive,
- (d) Date and hour of death,
- (e) Cause of death—course of disease, a sequence of causes resulting in death, naming primary and contributory causes and duration of each.

MEDICAL CERTIFICATE OF CAUSE OF DEATH.

A specimen medical certificate in use in the Province of Ontario is reproduced below :

MEDICAL CERTIFICATE OF DEATH.

PROVINCE OF ONTARIO.

No .....

County .....

Municipality .....

Street and number .....  
(if in a hospital or institution, give name instead of street and number)

Name of deceased .....

Date of death .....

I hereby certify that I attended deceased from.....  
to .....

That I last saw h..... alive on the date stated above at.....m.

The cause of death was ..... (duration) .....  
.....years .....months .....days.

Contributory ..... (duration) .....  
.....years .....months .....days.

Where was disease contracted if not at place of death ?.....

Did an operation precede death ?..... Date of.....

Nature of operation .....

Was there an autopsy ? .....  
M. D. ....

Address .....

In death from violent causes, state (1) means and nature of injury ; and  
(2) whether accidental, suicidal or homicidal. In case of still-births write "born  
dead".

Date of filing certificate. — The foregoing certificate was filed at..... hrs.  
.....day ..... month .....

(Signed) .....

(Divisional Registrar).

Burial permit was issued by :

Name .....

Address .....

Date .....



## SUGGESTIONS TO MEDICAL CERTIFIERS.

In an effort to secure accuracy in the certification of causes of death, medical practitioners are required to register their name, address and qualification with the Divisional Registrar of the area in which they reside. Upon receipt of this information, the Divisional Registrar provides the physician with copies of the rules and regulations governing vital registration and responsibilities of medical practitioners in regard to the notification of births and deaths, certification of cause of death, etc. As a further safeguard, each certificate of death contains the following suggestions (uniform throughout the Dominion) in regard to the statement of the cause of death.

*Cause of death.* — Name, first, the *Disease causing Death* (the primary affection with respect to time and causation), using always the same accepted term for the same disease. Examples: *Cerebro-spinal fever* (the only definite synonym is “epidemic cerebro-spinal meningitis”); *diphtheria* (avoid use of “croup”); *typhoid fever* (never report “typhoid-pneumonia”); *lobar-pneumonia, broncho-pneumonia* (“pneumonia” unqualified, is indefinite); *tuberculosis of lungs, meninges, peritoneum, etc.*; *carcinoma, sarcoma, etc.*, of . . . . (name organ; “cancer” is less definite; avoid use of “tumour” for malignant neoplasms); *measles*; *whooping-cough*; *chronic valvular heart-disease*; *chronic interstitial nephritis, etc.* The contributory (secondary or intercurrent) affection need not be stated unless important. Example: *Measles* (disease causing death), 29 days, *broncho-pneumonia* (secondary), 10 days. Never report mere symptoms or terminal conditions, such as “asthenia”, “anæmia” (merely symptomatic), “atrophy”, “collapse”, “coma”, “convulsions”, “debility” (“congenital”, “senile”, etc.), “dropsy”, “exhaustion”, “heart failure”, “hæmorrhage”, “inanition”, “marasmus”, “old age”, “shock”, “uremia”, “weakness”, etc., when a definite disease can be ascertained as the cause. Always qualify all diseases resulting from childbirth or miscarriage, as “*puerperal septicæmia*”, “*puerperal peritonitis*”, etc. State cause for which surgical operation was undertaken. For *violent deaths* state *means of injury* and qualify as *accidental, suicidal, or homicidal*, or as *probably* such, if impossible to determine definitely. Examples: *Accidental drowning*; *struck by railway train—accident*; *revolver wound of head—homicide*; *poisoned by carbolic acid—probably suicide*. The nature of the injury, as fracture of the skull, and consequences (*e.g., sepsis, tetanus*) may be stated under the head of “contributory”.

Certificates have to be returned for additional information which give any of the following diseases, without explanation, as the sole cause of death: Abortion, cellulitis, childbirth, convulsions, hæmorrhage, gangrene, gastritis, crsipelas, meningitis, miscarriage, necrosis, peritonitis, phlebitis, pyæmia, septicæmia, tetanus.

In addition to the foregoing suggestions, the following, or a similar, instruction appears on the medical certificate of cause of death in some provinces (*e.g., Alberta*).

NOTICE TO PHYSICIANS.

The physician's responsibility is usually confined to the correct statement of the cause of death, but he may, in some instances, note errors in the personal and statistical particulars concerning the deceased, the correction of which will be of service to statistical accuracy as well as to more truthful legal records.

CAUSE OF DEATH.

The following are undesirable terms and must not be used unless qualified by the disease causing these conditions. A record containing any of these as the sole cause of death without explanation will be returned for additional information.

Abscess	Convulsions	Heart Failure	Peritonitis
Accident	Childbirth	Hæmorrhage	Pneumonia
Anæmia	Cancer	Hysterectomy	Phlebitis
Asthenia	Debility	Inanition	Pyæmia
Atrophy	Dropsy	Marasmus	Septicæmia
Abortion	Exhaustion	Meningitis	Shock
Collapse	Erysipelas	Miscarriage	Tetanus
Coma	Gangrene	Necrosis	Tuberculosis
Cellulitis	Gastritis	Old age	Uræmia

For *violent deaths*, state the means of injury and qualify as accidental, suicidal or homicidal.

A *still-birth* must be registered both as a birth and a death.

DEATHS WITHOUT MEDICAL ATTENDANCE, VIOLENCE, ETC.

Section 44 of the Act provides that : "In case of any death occurring without medical attendance, the Divisional Registrar is authorised to prepare and sign a certificate, hereinbefore provided for, from the statements of relatives or other persons having adequate knowledge of the fact ; and any coroner who holds an inquest on the body of any deceased person and makes the certificate of death required for a burial permit, shall state on his certificate, if possible, the name of the disease causing death, or, if caused by violence, the probable means of death, whether accidental, suicidal or homicidal, as determined by the inquest, and shall, in either case, furnish such information as may be required by the Registrar properly to classify death".

DEATHS DUE TO INFECTIOUS DISEASES.

Divisional Registrars are kept informed as to what diseases, in the opinion of the provincial Board of Health, are considered as infectious, contagious, or communicable, and dangerous to the public health. In order to prevent the spread of such diseases, no permit for burial of the body of any person whose death was due to one of the scheduled diseases, may be issued by the Divisional Registrar, except under special conditions prescribed by the provincial Board of Health.

PENALTIES. <sup>1</sup>

(a) Attending physicians failing to forward the notice of death or to supply the requisite medical certificate of cause of death, upon conviction : 20 to 50 dollars,

(b) Physicians wilfully returning a false declaration of death, upon conviction : 50 to 200 dollars.

(c) Undertakers, sextons, or other persons, found guilty of interring, removing, or otherwise disposing of the body of a dead person, without first receiving the necessary authority of a burial permit : 10 to 100 dollars.

(d) Any other person or persons violating any of the provisions of the Act : 5 to 100 dollars.

(e) Carrying companies, their agents, or employees, guilty of accepting and conveying the body of any deceased person without the necessary written authority : 50 to 200 dollars.

TRANSMISSION OF DATA.

Monthly returns of all records of deaths, in duplicate, are forwarded to the Registrar-General of the province (see also page 64).

SUMMARY.

THE REGISTRATION OF BIRTHS AND DEATHS IN CANADA.

Province	Births		Deaths	
	Notification by physician	Registration	Notification by physician	Registration
Prince Edward Island.....	24 hours	30 days	48 hours	Before burial
Nova Scotia.....	24 hours	30 days	24 hours	Before burial
New Brunswick.....	10 days <sup>2</sup>	10 days	7 days	Before burial
Quebec.....	8 days <sup>3</sup>	8 days	None	Before burial
Ontario.....	48 hours	30 days	24 hours	24 hours <sup>4</sup>
Manitoba.....	24 hours	10 days	24 hours	Before burial
Saskatchewan.....	24 hours	30 days	24 hours	Before burial
Alberta.....	24 hours	1 month	24 hours	Before burial
British Columbia.....	24 hours	60 days	48 hours	Before burial

<sup>1</sup> Penalties vary in the different provinces.

<sup>2</sup> Duty of registering birth falls on physician (if any) in attendance.

<sup>3</sup> For non-Roman Catholics.

<sup>4</sup> Registration also required for burial permit.

Monthly returns in duplicate of births, marriages, deaths and still-births, are despatched as follows :

Prince Edward Island,	on the	7th	day of the	month	next	following
Nova Scotia,	„ „	7th	„ „	„ „	„ „	„ „
New Brunswick,	„ „	2nd	„ „	„ „	„ „	„ „
Quebec,	„ „	15th	„ „	„ „	„ „	„ „
Ontario,	„ „	7th	„ „	„ „	„ „	„ „
Manitoba	„ „	15th	„ „	„ „	„ „	„ „
Saskatchewan,	„ „	7th	„ „	„ „	„ „	„ „
Alberta,	„ „	7th	„ „	„ „	„ „	„ „
British Columbia,	„ „	th*	„ „	„ „	„ „	„ „

OFFICIAL PUBLICATIONS CONTAINING INFORMATION RELATING TO MORTALITY  
IN CANADA.

*The Census Reports.* — The census reports of 1870 to 1900 each contained mortality data. These are discussed on pages 40-42 and their repetition is unnecessary.

*Mortuary Statistics.* — These data are included in the *Annual Sessional Papers of the Parliament of Canada*, commencing with the year 1883. Eleven cities were first invited to supply the information required but, for the year 1883, returns from nine cities only were rendered. Gradually the list increased, until the principal cities and towns of Canada were represented, and the number of deaths tabulated by sex, age, cause of death, civil state, were presented for each area.

*The Statistical Abstract and Record* (later entitled *The Statistical Year-Book of Canada*). — First appeared in 1885. For many years the information relating to mortality was confined to data relating to the principal towns and cities of Canada. Publication continued until 1904, but in 1905, the report was remodelled and appeared in 1905 under the title of *The Canada Year-Book*. Since that year, the following information or changes are to be noted :

1905. — Total deaths in 1871, 1881, 1891, 1901, tabulated by sex and age, the age-groups being : 0-1 ; 1-5 ; five-year age-periods 5-25 ; ten-year age-periods 25-75.

Total deaths in 1871, 1881, 1891, 1901, tabulated by sex and cause of death.

1912. — Total deaths and death rates, tabulated for each province.

Total deaths in each of the principal cities of each province.

1922. — Total deaths and death rates tabulated annually for a series of years, for each province.

Total deaths by sex, tabulated for each province.

Total deaths in each of the provinces tabulated according to the twenty most important causes of death. No sex distinction.

Deaths due to tuberculosis and cancer, separately, tabulated by sex for each of the provinces.

\* Any particular date not specified.

1925. — Additional information includes : Total deaths and percentage distribution of deaths by sex and age, annually for a series of years, the age-group being : 0-1 year ; each year of life 1, 2, 3, 4 years ; thereafter at quinquennial periods 5-90 years and over. Death rates per 1,000 living in each age-group (11 groups of age) tabulated for each province. Crude and standardised death rates for each sex, tabulated for each province. Total deaths and death rates by principal causes.

1926. — A short analysis of deaths due to violence was added.

*Vital Statistics of Canada.* — First published 1921 (see also page 54, 65).

Total deaths annually in provinces, cities, and towns of 10,000 population and over. These data are presented by sex for (a) children under 1 year of age, (b) total deaths, (c) deaths in public institutions.

Total deaths annually, tabulated by month of occurrence, for each province.

Total deaths annually in the Dominion and in each province, tabulated by sex, single years of life, and in 5-year age-groups.

Total deaths annually in the Dominion and in each province, tabulated by sex and racial origin of decedents.

Total deaths annually in the Dominion, provinces, and in cities and towns of 10,000 population or over, tabulated by sex and birthplaces of decedents.

Total deaths annually in the Dominion and in each province, tabulated according to birthplaces of parents of decedents.

Total deaths annually in the Dominion and in each province, tabulated by sex and cause of death (detailed International List of Causes of Death). This information is tabulated in a later table by age and sex in conjunction with cause of death, the age-periods being : 0-1 year ; each year of life, 1, 2, 3, 4 years ; 5-year age-periods 5-30 years ; 10-year age-periods 30-100 years ; for provinces, and cities of 40,000 population and over.

Total deaths annually in the Dominion, in each province, and in cities of 40,000 population and over, tabulated by sex and cause of death in conjunction with

- (a) Place of birth (Canadian, British, foreign) ;
  - (b) Civil state ;
  - (c) Month of occurrence.
-

## 10. INFANTILE AND MATERNAL MORTALITY.

### GENERAL.

In recent years, the Dominion, provincial and municipal health authorities throughout Canada have devoted particular attention and energy to reducing the comparatively large number of infant deaths which occurred annually, and the deaths of mothers due to diseases of pregnancy, parturition and lactation. Already there is evidence that these efforts have met with a considerable measure of success, since noticeable decreases are manifested in the official returns.

In 1920, over 10 per cent of all children born alive, died within the first year of life: this proportion fell to below 8 per cent during 1925, and the improvement represents a saving of some 7,000 infant lives in the latter year. In every province the death rate per 1,000 live births is below the rate recorded for the year 1920, as may be seen from the following figures:

Province	Infant Death Rate per 1000 Live Births	
	1920	1925
Prince Edward Island. . . . .	80.0	69.3
Nova Scotia . . . . .	116.6	77.8
New Brunswick . . . . .	134.9	100.1
Ontario . . . . .	103.7	78.9
Manitoba . . . . .	102.7	79.6
Saskatchewan . . . . .	85.7	80.8
Alberta . . . . .	93.5	75.4
British Columbia . . . . .	60.8	55.0
Quebec . . . . .	163.7	115.9

### OFFICIAL PUBLICATIONS CONTAINING INFORMATION RELATING TO INFANTILE AND MATERNAL MORTALITY.

In the matter of maternal mortality, a subject so closely associated with infant mortality, the Dominion Government and Provincial Governments, as well as numerous voluntary societies throughout Canada, have not only carried out exhaustive studies into this problem, but have organised and applied extensive remedial measures in established centres for maternal welfare. Apart from the annual reports of the provincial health services, the publications of the Dominion Bureau of Statistics contain the following information relating to these matters:

*The Canada Year-Book.* — First published 1867 (see also pages 28, 64, 66, 74).

1922. — Total infant deaths, and infant death rates, tabulated annually for a series of years, for each province.

Similar information also tabulated with distinction of sex.

Infant mortality in each province, tabulated by sex and principal causes of death.

Infant mortality rates in various countries and great cities of the world.

Maternal mortality in each province: total deaths tabulated according to age of mother.

Maternal mortality tabulated by cause of death for each province.

1925. — Additional information includes:

Total infant deaths in Canada, tabulated by sex and principal causes of death. Absolute numbers, percentage distribution by cause of death, and mortality rates per 1,000 live births.

Proportion per 1,000 deaths of children under one year occurring at various age periods (*e.g.*, under 1, 2, 3, 4 weeks, and each month of life) tabulated for each province.

*Vital Statistics of Canada.* — First published 1921 (see also pages 54, 65, 66, 75).

Total annual deaths of children under one year, in age-groups under one year, tabulated by sex for each province.

Total annual deaths of children under one year, tabulated for each province by month of occurrence.

Total annual and monthly deaths of children under one year, tabulated by provinces, counties or districts, cities, towns, etc.

Total deaths of children under one year, in age-groups under one year, tabulated by sex and specified causes of death for the Dominion and for each province.

Maternal mortality in each province tabulated by (a) age of mother and (b) cause of death.

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## 11. THE NOTIFICATION OF INFECTIOUS DISEASES.

### GENERAL.

The various regulations governing the control and notification of communicable diseases in the different provinces of the Dominion of Canada are made under authority of the Public Health Act of each province and in accordance with regulations approved by the Dominion Council of Health on the recommendation of the provincial health officers of Canada.

### DISEASES COMPULSORILY NOTIFIABLE.

Under existing regulations, the following diseases are recommended for notification in each of the provinces of Canada :

- |  |  |                                  |
|--|--|----------------------------------|
| 1. Anthrax   | 14. Gonorrhœa  | 28. Puerperal septicæmia         |
| 2. Actinomycosis   | 15. Influenza, epidemic  | 29. Rabies                       |
| 3. Botulism  | 16. Glanders   | 30. Rocky Mountain spotted fever |
| 4. Cerebro-spinal meningitis, epidemic                               | 17. Leprosy  | 31. Scarlet fever                |
| 5. Chaneroid   | 18. Malaria  | 32. Septic sore-throat           |
| 6. Chicken-pox   | 19. Malignant œdema  | 33. Smallpox                     |
| 7. Cholera, Asiatic  | 20. Malta fever  | 34. Syphilis                     |
| 8. Conjunctivitis, acute infectious, including ophthalmia neonatorum | 21. Measles  | 35. Tetanus                      |
| 9. Diphtheria  | 22. Mumps  | 36. Trachoma                     |
| 10. Dysentery, amœbic and bacillary                                  | 23. Paratyphoid  | 37. Trichinosis                  |
| 11. Encephalitis   | 24. Pellagra   | 38. Tuberculosis                 |
| 12. Erysipelas   | 25. Plague   | 39. Typhoid fever                |
| 13. German measles   | 26. Pneumonia :<br>(a) Acute lobar<br>(b) Bronchial or lobular | 40. Typhus fever                 |
|  | 27. Poliomyelitis, acute anterior                              | 41. Whooping-cough               |
|  |  | 42. Yellow fever                 |

In regard to the above list it is to be noted that the provincial health officer may, by regulation, at any time, add the names of other diseases, or may remove the name of any disease from the above list, if he considers such action advisable in the interests of public health.

### PROCEDURE.

Upon the occurrence of any case or suspected case of a notifiable disease, it is the duty of the physician, nurse, householder, or other person having knowledge of



the case, to notify the particulars immediately to the district medical officer concerned. Such notification may be made by letter or card, by post, telegraph, or telephone, or by personal communication. The particulars required at the time of notification are : Surname and christian name of person affected : place of residence ; name of disease.

Where notifications are submitted by qualified medical practitioners, necessary action in accordance with the regulations governing the particular disease notified, is immediately taken, but in such cases where notifications are made by lay persons, these are first investigated either by the Medical Officer himself, or by a properly qualified medical practitioner appointed for the purpose.

#### PLACARDS.

Where a person is affected by a disease manifesting dangerous epidemic conditions, it is provided that the house or dwelling in which such patient lies shall be indicated by the display, in a conspicuous position thereon, of a yellow flag or card at least nine inches long and twelve inches wide, advertising the name of the disease existing in the house and the period of quarantine required ; such placards may not be removed without the permission of the Medical Officer of Health. Placards are displayed when any one of the following diseases is notified :

- |   |                                     |                    |
|---|-------------------------------------|--------------------|
| 1. Plague                                 | 6. German measles                   | 11. Smallpox       |
| 2. Chicken-pox                            | 7. Leprosy                          | 12. Typhus fever   |
| 3. Asiatic cholera                        | 8. Measles                          | 13. Whooping-cough |
| 4. Cerebro-spinal meningitis,<br>epidemic | 9. Poliomyelitis,<br>acute anterior | 14. Yellow fever   |
| 5. Diphtheria                             | 10. Scarlet fever                   |                    |

#### ISOLATION.

When any person is suffering from any notifiable disease, the Medical Officer may require his removal to an isolation, epidemic, or other proper hospital or place, set apart for the reception of such cases. The Medical Officer of Health may further forbid any person, except the attending physician, health officer, clergyman, nurse, sanitary inspector, or, in the case of death, the undertaker, from entering or leaving premises wherein lies a person suffering from any notifiable disease, without his permission. This ban, which further forbids the conveyance to the said premises of materials or articles liable to retain or convey infection, may not be removed until after clinical recovery of the patient, nor until the premises, dwelling, clothing, and other contents by disinfection, cleansing, or other means, have been rendered free from infection.

### “CONTACTS”.

Persons who have been, or are in contact with, or exposed to, any notifiable infectious disease, are subject to quarantine control which may be either absolute or modified. *Absolute* quarantine (observed in cases of plague, cholera, smallpox, typhus) applies to all persons living in the house wherein the patient lies, ingress or egress being forbidden to everyone but specified authorities. *Modified* quarantine requires complete isolation of the patient and his attendants within the house in such a manner as will prevent communication between them and other persons of the household and serve to make transmission of the disease impossible.

### DISINFECTION.

The regulations provide for the disinfection of the room occupied by the patient (in the case of smallpox, this requirement extends to the whole house) and disinfection or destruction of infected clothing and bedding, and all other articles which may be considered likely to retain infection. Disinfection operations must be carried out in accordance with the instructions and procedure established by the Medical Officer and must be completed to his satisfaction.

### EXPOSURE OR REMOVAL OF INFECTED PERSONS OR ARTICLES, ETC.

No person suffering from any notifiable infectious disease may remove, or be removed, from one residence to another without the written permission of the Medical Officer of the area, nor may such a person wilfully expose himself in any street or public place, or use any public vehicle as a means of conveyance, nor may he, nor anyone in charge of a person so suffering, give, lend, sell, or otherwise remove or expose without previous and proper disinfection and official permission, any article whatsoever likely to retain infection. Other regulations prohibit the letting or hiring of any house or room in which any person has been suffering from any notifiable disease, until such premises have been cleansed and disinfected to the satisfaction of the Medical Officer, nor may any person suffering from such disease engage in any trade or business.

### VACCINATION.

Parents are required to ensure that each of their children is vaccinated by a qualified medical practitioner, within twelve months of the birth of each child; on demand by the local Board of Health parents must produce a certificate signed by

a medical practitioner, testifying that a child has been successfully vaccinated or has proved insusceptible to vaccination. Children are re-vaccinated on attaining the age of twelve years. If, in the opinion of a medical practitioner vaccination would prove prejudicial to the health of the child, the operation may be postponed until such time as it may be performed with safety. Parents may also secure temporary exemption upon making a statutory declaration before a competent authority of their conscientious objection to vaccination; such declarations are valid only for one year. Children may not be admitted to any school, whether public or private without production of a certificate declaring that successful vaccination, or vaccination with negative reaction has been effected, or that the operation is considered inadvisable by reason of the health of the child, or that vaccination is unnecessary as the child has passed through an attack of smallpox, or that a statutory declaration of conscientious objection has been made.

### BACTERIOLOGICAL FACILITIES.

Under the Board of Health of each province, there are established in the capital cities well equipped laboratories devoted to bacteriological, clinical and pathological diagnosis.

Taken by provinces, the following table shows the location of each laboratory :

Alberta . . . . .	Edmonton (University of Alberta).
British Columbia . . . . .	Vancouver (Vancouver General Hospital).
Manitoba . . . . .	Winnipeg ((a) University of Manitoba ; (b) at Board of Health Building).
New Brunswick . . . . .	St. John (General Hospital).
Nova Scotia . . . . .	Halifax (Provincial Laboratory Building).
Ontario . . . . .	Toronto (Parliament Buildings).
Prince Edward Island . . . . .	Summerside (Public Health Offices).
Quebec . . . . .	Montreal (Bureau of Health Building).
Saskatchewan . . . . .	Regina (Department of Health Building).

With the exception of that of Prince Edward Island, all laboratories are thoroughly well equipped. That of Prince Edward Island is at present under active development and should be ready to carry full work in the near future.

The province of Ontario, in addition to the laboratory maintained in Toronto, has eight branch laboratories in the chief towns of eight districts of health established throughout the province.

In addition to provincial laboratories, several well. equipped laboratories are maintained in the larger cities of the Dominion and are under civic control.

### PENALTIES.

Adequate penalties are provided for the punishment of persons wilfully violating any of the regulations governing the control of notifiable diseases, or wilfully disobeying or resisting any lawful order of any health officer or other official acting under such regulations.

### TRANSMISSION OF DATA.

Records of all notifications received are preserved in a register specially kept for the purpose by the Secretary of each local Board of Health in each province. Weekly returns of all notified cases are transmitted to the provincial Board of Health.

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