

1911.

COMMONWEALTH OF AUSTRALIA.

BUREAU OF CENSUS AND STATISTICS, MELBOURNE.

THE FIRST COMMONWEALTH CENSUS,

3RD APRIL, 1911.

NOTES

BY

G. H. KNIBBS, C.M.G., F.S.S., ETC.,
COMMONWEALTH STATISTICIAN.



PUBLISHED UNDER THE AUTHORITY OF THE HON. KING O'MALLEY, M.P.,
MINISTER OF STATE FOR HOME AFFAIRS.

(For Public Distribution.)

By Authority:

J. KEMP, GOVERNMENT PRINTER, MELBOURNE.

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PREFACE.

It is hoped that the following notes will serve to bring before the public the chief features of the purport and significance of the forthcoming Census, which is to be taken as at midnight between the 2nd and 3rd April next. The operation of Census-taking can be perfected only by obtaining intelligent and accurate answers to the inquiries instituted, and the more nearly perfect it is the better equipped shall we be for acquiring that knowledge of ourselves, which is essential to the advancement of our infant nation and to the proper guidance of our national affairs. It is confidently hoped, therefore, that in a national matter of this importance, the people of the Commonwealth will be sufficiently imbued with public spirit to render every reasonable assistance, and so to make this—the first Commonwealth Census—a worthy achievement.

Copies of this pamphlet may be obtained gratis on application at this Bureau, or at the offices of the State Supervisors of Census, at the addresses specified below.

G. H. KNIBBS,
Commonwealth Statistician.

Commonwealth Bureau of Census and Statistics,
"Rialto,"
Collins-street,
Melbourne.

The following persons have been appointed Commonwealth Officers for the purpose of supervising the Census arrangements in the several States:—

STATE SUPERVISORS OF CENSUS.

New South Wales—

J. B. TRIVETT, F.S.S., F.R.A.S.,
36 Young-street,
Sydney.

Victoria—

A. M. LAUGHTON, F.I.A., F.F.A.,
Record Offices,
Queen-street,
Melbourne.

Queensland—

THORNHILL WEEDON, F.S.S.,
Treasury Buildings,
Brisbane.

South Australia—

L. H. SHOLL, I.S.O., J.P.,
Flinders-street,
Adelaide.

Western Australia—

E. G. STENBERG, F.S.S.,
Perth.

Tasmania—

R. M. JOHNSTON, I.S.O., F.S.S.,
Davey-street,
Hobart.

I.—INTRODUCTORY.

So valuable are the results which will be derived by means of the forthcoming Census to be taken as at midnight between the 2nd and the 3rd April next, so extensive have been the movements of population in recent years, and so great the changes in industrial and social conditions, that special interest may properly be felt in this—the first numbering of the people of the Commonwealth on a truly national basis. A similar operation will, on or about the same date, engage the inhabitants of all parts of the British Empire; it may justly be said, therefore, that we are approaching a great Imperial stock-taking, not merely as to numbers and sexes of the persons living within the Empire, but also as to many other matters of the highest social and economic importance. Were the business of Census-taking limited to a mere counting of heads it would be highly important, for though numbers are not everything, they form a potent factor in the great political equations of the times. The Census returns will, however, furnish much more than the mere data of numerical strength; they will present a picture of national life and character. It is true that the form in which this picture is drawn may, to some extent, be repellant to the average man, who often fails to discern the inward meaning of columns of figures and the significance of the lessons they teach. In many cases there appears to be an instinctive aversion to what may be styled arithmetical literature—probably a reminiscence of school-day experiences.

In point of fact, however, it is not easy to over-estimate the importance of this studied representation of our national life and social organism, for that, briefly, is what a Census amounts to. The Census gives us not only a vivid photograph of the present, but, with past Censuses, shows also the direction in which we are travelling and the rate of progress we are making, if any.

It is the object of these notes to bring before the public the purposes which the Census is intended to serve, to explain briefly the nature and importance of the information required, and to point out the necessity for the answers being supplied as accurately as possible, as well as to touch on such phases of the subject as appear likely to prove of general interest and utility.

II.—HISTORICAL.

Though the practice of Census-taking, in some form or other, is probably as old as any form of civilization, the institution now known as the Census may be said, in so far as its scope and application are concerned, to have been evolved only during the 19th century. We at least know that in Babylonia statistical inquiries were carried out as far back as 3800 or perhaps even 4500 B.C., while in China enumerations of the people took place certainly as early as about 3000 B.C., and in Egypt in about 2500 B.C. It is not without interest to note that the first Biblical account of an enumeration of the people is that referred to in the Book of Exodus (Exodus, xxx., 12), where it is stated that Moses was directed to number the Children of Israel and to levy a poll tax, the assigned date of this being 1491 B.C. There are several other Biblical references to Censuses.* The most notable of all these is, perhaps, that carried out in 1017 B.C. by the Hebrew King David. Strange as it may appear to-day, there is good authority for believing that the Biblical account of the Divine wrath,† resulting from the action of David in carrying out this enumeration of the Israelites, gave rise to the idea that the act of Census-taking was in all cases a religious offence, and consequently

* Numbers, i., 1-3, and 47-49. Numbers, iii., 14, etc., and iv., 34, etc. 1. Chronicles, xxiii., 3, etc. 2. Chronicles, ii., 17. 2. Samuel, xxiv., 1-9. 1. Ezra, ii., 1-61. Nehemiah, vii., 6-69.

† 1. Chronicles, xxvii., 24. See also 1. Chronicles xxi., 1-6.

had the effect of delaying the adoption of the Census in England for many years. A form of Census, taken every quinquennium for fiscal and military purposes, was a regular Roman institution, and lasted from about 435 B.C. until the sacking of Rome (A.D. 410). After the latter date, although various works of a statistical nature—notably the Breviary of Charlemagne (A.D. 808) and the Domesday Book of William the Conqueror (A.D. 1086)—were compiled in Europe during the Middle Ages, we have no record of any further Census having been taken until the 17th century.

The credit for the revival of systematic enumeration belongs to the Canadian province of Quebec, or La Nouvelle France, as it was then called. There, a Census was taken in 1665, and at a somewhat later date Censuses were also taken in Nova Scotia (then Acadia) and Newfoundland. In Europe systematic records of population do not appear to have commenced until the 18th century, during the first half of which enumerations were carried out in several of the German States. In the United States the first Census was taken in 1790; in England and France in 1801; in Norway in 1815; in New South Wales in 1828; and in Belgium in 1831; while in later years during the 19th century Censuses were instituted in nearly all the most important countries of the world. To-day every civilized country recognises that a Census is indispensable.

In Australia the earliest enumerations were the annual musters under the penal settlement *régime*; these musters were carried out regularly in New South Wales, from the date of the first settlement in 1788 until 1825, and were extended during that period so as to comprise the districts of Van Diemens' Land (Tasmania), and Moreton Bay (Queensland), as soon as settlements were founded in these territories*, both of which originally formed part of New South Wales. The first regular Census in Australia was that taken in New South Wales in 1828, followed by one in 1833, and another in 1836. From this latter date the Census was taken every five years until 1861, a decennial Census being substituted from then to the present time.

In the other Australian States the intercensal period has varied from three to eleven years. In Tasmania, Victoria, and Queensland, the early Censuses were taken in conjunction with the Censuses of New South Wales until these territories were constituted independent Colonies†; their first separate Censuses were taken in 1841, 1854, and 1861, respectively. In South Australia the first Census was taken in 1844 and in Western Australia in 1848. The first occasion on which the Censuses of the various Colonies were taken on the same date was in 1881, when the date of enumeration—the 3rd April—was the same as that adopted in Great Britain. In 1891 and 1901 a similar agreement was come to. The total population of the Commonwealth, according to the State Censuses of 1901, was 3,773,801, and according to present estimates the forthcoming Census should show a population of about 4,500,000, exclusive of full-blooded Aborigines.

Hitherto, the Australian Censuses have been carried out by the individual States, but the forthcoming Census of the 3rd April next will be a Commonwealth function, and will be taken by the Commonwealth Statistician, under the direction of the Hon. King O'Malley, Minister of State for Home Affairs. The Commonwealth Bureau of Census and Statistics was created under the authority of the *Census and Statistics Act 1905*, which provides for the collection of general statistics, and the taking of the Census, and which sets forth the obligations of the public to comply with these provisions. The advantages to be derived from making the task of regularly enumerating the people a Federal one are obvious. Only by

* Tasmania was first settled in 1803, and Queensland in 1824.

† Tasmania was created a separate colony in 1825; Victoria in 1851; and Queensland in 1859.

means of centralized control is it possible to secure all those conditions which are essential to the presentation of thoroughly homogenous statistics. Under Federal control it will be possible to obtain:—

- (a) substantial identity in the method of collection;
- (b) more perfect identity of categories under which the returns are to be tabulated; and
- (c) uniformity in the interpretation of terms and in the scheme of presenting the facts.

The Commonwealth Census of 1911, apart from being more reliable by reason of its homogeneity, will be of greater utility, inasmuch as complete totals will be given for the whole Commonwealth, and direct comparison will be possible between the different States.

III.—THE OBJECTS AND USES OF THE CENSUS.

In the past the Census was undertaken primarily for military or fiscal purposes and was too often used as an instrument by which monarchs measured the probabilities of success in their efforts towards the aggrandisement of their kingdom. To-day these purposes, though existing to a greater or less extent in connexion with the Censuses of some countries, occupy a comparatively inferior position, and the modern Census is now used mainly for sociological, economic and hygienic purposes. In order to recognise the value of the modern Census it will be necessary for us to focus our attention on some of the more important and direct results obtained through its aid. These, however, are so wide that only a mere indication can here be given.

(a) *A National Stocktaking.*—To the average citizen, the aspect of Census-taking, which is of the greatest interest, is probably that under which the periodical national count is viewed as a gigantic stock-taking. It is the occasion on which the managers of the community in the persons of the Government of the day take steps to ascertain the stock of human life which the community represents, to classify that stock, according to the categories of sex, age, birthplace, etc., and by comparing the totals in the various classes with the corresponding totals for the previous Census, to ascertain the gain or loss which has occurred during the intercensal period. By such means the tendency of the community in the direction of growth or decay can be readily determined, and its relative position amongst the nations of the world can be measured. Without a Census everything of this nature is based upon conjecture and estimates, often ill-founded.

In the landscape depicted by the Census results there are wide spaces for which the figures supply the light and shade as vividly as the brush of an artist. The classification of occupations, for example, represents the scale of our industrial development. The variety of pursuits, the number of persons engaging in each of them, and the relation of these pursuits to each other all come into sight in this connexion. In the same way the results of the inquiries as to education yield suggestions of the highest value, for the condition of a people may be gauged by its intelligence or by the prevalence of education. Ignorance often reinforces poverty, vice, and crime, and though men are not made moral by instruction in "the three R's," yet an intelligent community lives on a more advanced plane of moral life. Within the last decade the numerical strength of the British Empire has undoubtedly increased, but the actual increase has yet to be ascertained, and the result will be of no inconsiderable value. The fact that the self-governing Dominions are now commencing to attain the status of nation-hood is one of immense significance in connexion with the governance and destiny of our Empire. At the same time data will be made available for dealing more effectively with what is commonly regarded as

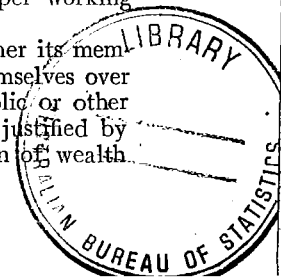
the most urgent problem of the day. The declining birth-rate, the postponement of marriage to a later period than formerly, the average number of children per family, are among a number of matters concerning which the Census returns will supply a trustworthy basis for argument and possibly for useful action.

(b) *Statistical*.—From a statistical point of view, the Census is practically indispensable. Not only does it furnish material concerning the composition of the community of a nature absolutely unattainable at any other time, and thus supply a rich field of investigation for the economist, the sociologist, and the statesman, but it provides also a basis for the standardization of all other statistics of the community. Statistics of production, finance, transport, communication, trade, shipping, and vital statistics, etc., however carefully compiled, lose much of their value unless it be possible to co-ordinate them with the population from which they have been derived. To know the value of production in different industries, without knowing the number, sex, and age of those engaged in such industries, to know the extent of trade without knowing the number of people responsible therefor, or to know the amount of public debt without knowing the number of the population on whose behalf it has been raised, would deprive our knowledge of the greater part of its value. For example, to be told that the revenue derived from taxation in a particular country is £10,000,000, while that in another is only £5,000,000, conveys in itself no information whatever as to the relative incidence of these taxes upon the individual inhabitants of the two countries, unless we also know the population of each country. Even then we are hardly in a position to judge unless we know what proportion belongs to the class of bread-winners. To make the basis for our judgment still more complete, we should have to consider the nature of the taxation, and then to possess further information as to the economic and social condition of the people—information, for example, such as the number of people earning different incomes, and in the case of Customs or Excise duties, the consumption by the different wage-classes of the various articles taxed. Although this information is not being asked for at the Census, efforts are being made to obtain it within the Commonwealth by other means. Again, we hear that in the course of a year, there are 10,000 deaths in one place, 20,000 in another. Unless we also know the population of each place, the proportion of males and females, the number of persons in various age-classes, and the nature of the occupations of the people, we cannot compare the relative advantages of the two places with regard to health and hygiene. These and many similar important particulars are only obtained, and only be obtained, by means of the Census.

(c) *Administrative*.—For administrative purposes, an accurate knowledge of the extent and distribution of the population is of the utmost value, whether the matter in hand be that of providing facilities for transport and communication, educational facilities, police, or other protection, or any other of the many requirements of the community, the provision of which devolves on the Government.

Another important object is that of obtaining information as to the distribution of population throughout the various parts of the country for the purposes of division into electoral districts that will give equitable representation. The Commonwealth Constitution Act bases the representation of the several States in the House of Representatives on their respective populations, thus making an accurate Census essential for the proper working of the Constitution.

Whether a community is rapidly or slowly increasing, whether its members are aggregating themselves in the towns or distributing themselves over the country, whether existing or proposed expenditures of public or other moneys—as, for example, on roads, railways, or schools—are justified by existing or anticipated local populations, whether the production of wealth



in any locality represents benefits to few or many; these are questions, the answers to which are only possible through a good Census. Yet they are indispensable to administration.

(d) *Financial*.—In many ways a knowledge of its numbers is of advantage to a community from the stand-point of public finance. This is especially the case in the Commonwealth, where the relative populations of the several States have played such important parts in connexion with the allocation to them of Commonwealth revenue and expenditure. Up to the 30th June, 1910, all "new" expenditure of the Commonwealth was debited to the States on a population basis, while under the scheme brought into operation by the present Commonwealth Government, the populations of the several States are made the bases of allocation of payments by the Commonwealth to the States.

(e) *Public Health*.—Probably one of the most important objects of the Census is that of enabling comparisons to be made between the death and disease rates of various localities and in various trades. Reference has already been made to the impossibility of instituting any such comparisons without the knowledge obtained by means of the Census. With this knowledge, in conjunction with statistics of deaths and diseases, investigations as to relative salubrity can be readily carried on, and by careful analysis the cause of the excessive mortality or morbidity rates of any particular locality or trade may be ascertained and steps taken for the amelioration of the conditions which have been instrumental in bringing them about.

(f) *General*.—In addition to the more important objects and uses of the Census which have been indicated in this chapter, there are many others of minor importance. Enough has, however, been stated to show that the modern Census is an institution of great value, and that the results obtained by it are essential to the proper investigation of many economic and sociological questions. It may be seen also that apart from its immediate value the Census furnishes the basis upon which may be built that derivative knowledge without which the legislation and administration of a community would be carried on in the dark. It is this knowledge which makes possible the review of the affairs of a nation, which enables some estimate to be made of the success or failure of an administration, which discloses whether those affairs indicate success or disaster. In short, without statistics obtained by aid of the Census, any satisfactory review of, or forecast in regard to, national affairs is an impossibility.

IV.—PREPARING FOR THE CENSUS.

Probably only those who have closely studied or have been engaged in carrying out a Census realize the enormous amount of preparatory work entailed, the extent of the field of inquiry, the amount of detail to be covered, and the importance of getting accurate returns. In the first place the nature and extent of the questions to be submitted have to be carefully considered from various points of view, and possible objections to certain queries or methods of presenting them have to be investigated before even the Census form can be decided upon. Then the whole country has to be divided up into Census districts and sub-districts, in the most advantageous manner possible under the existing circumstances, care being taken that the sub-districts are not too large, so that the collector may be able to distribute and collect all the schedules within the allotted time. This sub-division in the first place entails the preparation of maps on a large scale covering the whole country, showing as clearly as possible the boundaries of the most important divisions, such as electoral and municipal districts, with other boundaries such as city wards, suburbs, etc., and then these maps have to be divided up into appropriate Census districts. For each such district an officer—called an "Enumerator"—must be

selected, possessing such qualifications as will warrant his appointment in charge of the collection for that Census district. For the purposes of organization at the forthcoming Census, the enumerators' districts have been grouped together for the several States of the Commonwealth, the Census arrangements for each State being in charge of a supervisor, subject to the general control of the Commonwealth Statistician. The total number of enumerators to be employed at the forthcoming Commonwealth Census is about 350. On each enumerator devolves the duty of cutting up his Census district into suitable collectors' districts, and of selecting for each a person capable of carrying out the actual work of collection in that collector's district. Upwards of 6,000 collectors will be required for the forthcoming Census. Those collecting in populous centres will carry out their work on foot, while in the more remote districts bicycles, horses, motors, vehicles, boats, and, possibly in some cases, camels will be required.

On the present occasion the preparation of the maps and plans for all the States except Tasmania, has been undertaken by the Commonwealth Statistician. In the case of Tasmania arrangements were made with the Surveyor-General of that State to have the requisite plans prepared in his office. The divisions of each State under which it is desired to tabulate the total population comprise Commonwealth Electoral Divisions, State Electoral Provinces, State Electoral Districts, Counties, Parishes, and Municipalities, and the boundaries of these various divisions require to be accurately shown on the collectors' maps in order that accuracy in the final allocation of population may be secured. The matter is further complicated owing to the various designations applied in the different States to municipal areas and the local governing bodies controlling them. Thus, in New South Wales, we have shires and municipalities; in Victoria, shires, boroughs, towns, and cities; in Queensland, shires, towns, and cities; in South Australia, corporations, district councils, towns, and cities; in Western Australia, municipalities and road districts; and in Tasmania, municipalities. Further, what is called a parish in New South Wales and Victoria, is in South Australia termed a hundred, while both terms are practically unknown in Western Australia.

While the preparation of the maps and the work of the enumerators is going forward, consideration must be given to the subject of tabulation of the returns when they reach the central bureau, so that as little delay as possible may occur after the actual enumeration, and in this connexion the methods of presenting facts at the previous Censuses of the Commonwealth States and of other countries must be duly weighed. This will necessarily involve the study of past Census Reports of various places as well as of much current literature on the subject. Then having decided on the most desirable method of presentation, the tabulation sheets must be prepared and printed, and the necessary arrangements for the selection and accommodation of the Census staff must be made. It is computed that at the forthcoming Census a staff of at least 150 clerks will be engaged for a period of not less than two years. It is thus evident, from this brief description of the leading points connected with the preliminary work, that a Census is by no means an undertaking to be entered upon without due consideration of all its features.

V.—THE CENSUS CARDS OR SCHEDULES.

The scope of the Census in most countries is at present seriously limited in various ways, among which the principal one is probably the difficulty of obtaining intelligent and accurate answers to Census inquiries. Such inquiries are advisedly worded so that they cannot well be misunderstood, and are in such a form that they will elicit the same sort of information from all persons. Unfortunately it not infrequently occurs that no

proper attempt is made to comprehend the scope or object of the inquiries instituted; the accompanying notes are not even read, while the whole business is often regarded as an irksome imposition and a piece of inquisitorial official impertinence. The intelligence, co-operation, and goodwill of the people enumerated on the one hand, and of the actual collectors of the returns on the other, are the links in the chain upon which the success of Census largely depends.

In previous Australian Censuses, the information has been asked for on a schedule in which the various queries appeared at the head of vertical columns, the particulars concerning each person being written on a horizontal line extending across the face of the schedule. Each schedule usually made provision for twenty persons. At the forthcoming Census the householder's schedule will consist of an envelope, a householder's card, a personal card for each person in the household, and a set of instructions. One householder's card is to be provided for every dwelling or habitation and is to be filled in by the head of the household, or the person in charge; a personal card is to be provided for each member of every household who is present in the night from the 2nd to 3rd April next, and is to be filled in either by the individual to whom the card refers or by the head of the household.

Copies of these cards, filled in with supposititious examples, are given on pages 11 and 16 of this pamphlet.

The use of a separate card for collecting the information from each person has many advantages. When a schedule such as that used on former occasions is filled in by persons unused to such work the liability to error is considerable. With the personal card, on the other hand, each reply has to be written in contiguity to the question, and the chance of error is thus greatly reduced. The division of labour arising from the householder method of collection is by the provision of personal cards considerably extended since each person in the household possessing the necessary ability can now be entrusted with the filling in of his own personal card. This will be a distinct advantage in the case of hotels, boarding-houses, etc. A further advantage arising in such cases from the use of personal cards, is that the only person in the hotel who need see the cards is the proprietor or manager, who under the Act is responsible for the collection in respect of the "dwelling" of which he is the "occupier." With a large schedule or number of schedules the particulars furnished by those entered early was often open for inspection by those entered later. This was necessarily the case where each person was asked to fill up the line relating to himself or herself. Another advantage of the use of personal cards for collection is that the information is at once available in a convenient form for any tabulation by hand sorting that it may be desired to make. This system of collecting on personal cards has been adopted in many European countries, and appears to have given every satisfaction. It is proposed to deal briefly in the remaining parts of this chapter with the leading features of the Census cards.

A. *The Personal Card (see opposite page).*

The personal card is the simplest that, under the circumstances, could possibly be adopted, so far as the person who has to fill it in is concerned. All it requires is, for each person present in the night from the 2nd to the 3rd April, or returning on the 3rd April (if not included elsewhere), a few simple and readily ascertainable particulars. All matters relating to the classification, tabulation, and combination of these particulars when collected are left to the Commonwealth Census Bureau. It should be borne in mind that failure to answer any of the queries required (in either the householder's or the personal card) is an offence punishable by a fine not exceeding £10.

A.

SPECIMEN OF A FILLED IN PERSONAL CARD.

COMMONWEALTH OF AUSTRALIA.

CENSUS, 3rd APRIL, 1911.**PERSONAL CARD**

For Every Person present in the Night from 2nd to 3rd April, 1911,
or returning on 3rd April (if not included elsewhere).

Personal Card No. 3 ; of Householder's Schedule No. 27 ;
of Mesh No. 3 ; of Collector's District B ; of Census District No. 8.
State of— *Victoria.*

1. Name in full— *Miller, James.*
(Underline Surname.)
2. Sex— { Write M for Male } *M.*
 { Write F for Female }
3. Date of Birth:—Day, 3; Month, *Sept.*; Year, 1890.
(a) Where exact date of birth is unknown, age at last birthday.....years.
4. { If married, write M.
 If widowed, write W.
 If divorced, write D.
 If never married, write N. M. } *N. M.*
5. Date of existing Marriage:—Year.....
6. Number of Children (living and dead) from existing Marriage.....
(a) Number of Children (living and dead) from previous Marriage.....
7. Relation to Head of Household— *Son.*
8. State if Blind or Deaf and Dumb.....
9. Country (or Australian State) where Born— *Scotland.*
10. { If a British Subject by Parentage, write P.
 If a British Subject by Naturalization, write N. } *P.*
 Race:—.....
11. If born outside Commonwealth, state length of residence therein—
 9 years.
(a) Date of Arrival }
 in Commonwealth } :—Day, 13; Month, *March*; Year, 1902.
12. Religion— *Presbyterian Ch. of Australia.*
13. Education— *R. W. B. Sc. Melbourne.*
(a) At present receiving Education— *U.*
14. Profession or Occupation— *Student at University.*
(If engaged in more than one occupation, underline principal occupation.)
(a) State if Employer or Employee, &c.....
(See Instructions, page 4, line 14 (a) and (b)).
(b) If out of work, state period.....
(c) Occupation of Employer (if any).....

The particulars specified above the heavy line on the card are to be filled in by the collector. These particulars are provided for as a key to the place (*i.e.*, the electoral division, district, or province, or municipal district, etc.) to which each individual is to be allocated, and are necessary so that the population of the various districts of the Commonwealth may be accurately ascertained. Having located the district, the next thing is to obtain a symbolical representation of the individual, and here it may be well to draw attention to the fact that *the information supplied is regarded as most strictly confidential*, heavy penalties being provided for anything in the nature of a breach of confidence on the part of any person employed in the Census. Much of the objection which undoubtedly even yet exists in some quarters, to replying to the questions asked in the Census card or schedule appears to be due to a vague idea that in some way or other the Census authorities are anxious either to publish to the world or to ascertain for their own personal information the idiosyncrasies of the individual members of the community. Nothing could be further from the truth. Particulars relating to individuals are asked for only in order that such individuals may be counted in the classes to which they belong, and the information which it is desired to obtain is that relating to aggregates, and not individuals.

To proceed with the particulars asked for in the personal card—the first query asks for the name of each person. So far as the tabulating and compiling work to be performed at the Census Bureau is concerned, this query is of no value whatever, since, as has already been pointed out, *the Census results are absolutely impersonal and refer to aggregates only*. The objects of this query are, however, (*a*) to facilitate further inquiry by the collector if it is found that any of the later queries have been erroneously or insufficiently answered, (*b*) to enable the number of each sex specified in the householder's card to be verified, and (*c*), if necessary, to provide a useful check on the accuracy of the information asked for in the second query. This query relates to sex, and it has been found in past Censuses that a male is occasionally, by inadvertence, entered as a female, and *vice versa*; the insertion of the full Christian name will, in the majority of cases, assist in the detection of such an error. The sex should be indicated by inserting in answer to the second query the letter "M" if a male, and "F" if a female.

In query 3 provision is made for ascertaining the age of the person to whom the card refers. Many persons seem to think that it is a matter of comparatively little importance what age they fill in on the Census schedule, so long as it is somewhere near the mark. In past Censuses of Australia, as well as of other countries, the returns in regard to age have been grossly inaccurate, the numbers of persons concentrating at the ages ending in 0 and 5, and the concentration being most marked at ages ending in 0. This practice is much to be deplored, since many of the uses to which the Census results are put require that the ages should be, as nearly as possible, correct; hence inaccurate returns render the results much less valuable than if the true ages were given. It is thought that most people, when they wish to state their ages, refer back to the date of birth; it is this date, therefore, that has been asked for in the first place, the computation of the ages being left to the Census staff. Where the exact date of birth is unknown, the age at *last* birthday should be given. It may here be mentioned that to knowingly make an untrue statement in the Census schedule is an offence punishable by a fine not exceeding £50.

Query 4 relates to the condition as to marriage, and need not be answered in the case of children under 12 years of age. Provision is made for denoting to which of the four divisions—married, widowed, divorced, or never married—the individual belongs, the letters "M," "W," "D," or "N.M." being used to indicate the respective conditions. Many interesting and important questions, social and economic, depend for

their elucidation upon the information furnished in reply to this query, and it is, consequently, of importance that the particulars should be accurately supplied.

Queries 5 and 6 (to be answered by married, widowed, or divorced persons) refer respectively to year of existing marriage and to number of children, living or dead, born to the existing or to any previous marriage (or marriages).* The object of these inquiries is to throw some light upon what are generally regarded as some of the most pressing problems of the day, viz., the causes of the decline in the birth-rate, the postponement of marriage to a later age than formerly, the average number of children per family, and the fecundity or reproductive powers of married couples in relation to their ages at the time of marriage. Such problems as these are of immense importance from the stand-point of our national destiny. If a nation be content to drift along the path of least resistance, it must necessarily suffer from a one-sided or defective development. It will be evident, however, that in this country where we have the British race transplanted and new influences at work, we shall do well to watch with adequate attention the evolution of the people and to systematically study the development of our race. Great schemes for the guidance of our national growth, and for the welfare of the constituent elements of our infant nation, cannot hope to be uniformly successful unless directed by an adequate study of the development of population in every material relationship.

Query 7 provides for the statement of the relation which the particular individual referred to bears to the head of the household—that is, whether wife, son, daughter, or other relative, visitor, lodger, or servant, and in the case of public institutions whether officer, patient, nurse, prisoner, etc.

In query 8, provision is made for the statement of cases of blindness or deaf-mutism. Only persons totally unable to see should be entered as blind, and as deaf and dumb only those who are dumb as well as deaf. Care should be taken that no such cases go unrecorded, as the possession of reliable information on these points is of no little value and importance in the interests of the unfortunate persons who are so afflicted.

The information required in queries 9 and 10, relating, as it does, to country of birth and race, is also of great value. In this connexion, there are really three distinct matters to be taken into account, viz., country of birth, race, and nationality (*i.e.*, political allegiance). No attempt is made on the card to ascertain any particulars concerning nationality, except such as are required in order to enable a distinction to be made between those persons who are British subjects and those who are subjects of foreign powers. A person may be a British subject by reason, either of place of birth (which would be disclosed in query 9), by parentage, or by naturalization (query 10). Since a similar method is being generally pursued throughout the British Empire, the result will be an enumeration of all British subjects. In answer to query 9, the name of the country, colony, or State of the Commonwealth, only should be specified, as excessive detail is not required, and the entry of some insignificant village as "country where born," will often entail a considerable waste of time in inquiry and investigation by the Census clerks. In query 10, in case where a person is a British subject by parentage, the letter "P" should be inserted, and where by naturalization, the letter "N." The inquiry as to race need not be answered by persons of European race†; in all other cases the proper information, such as Aboriginal, Chinese, Japanese, Hindu, Javanese, Manilaman, Negro, Polynesian, or Aboriginal half-caste, Chinese half-caste, etc., as the case may be, should be inserted. As questions relating to the number of aliens, and especially of the Chinese

* In the supposititious example given on the card on page 11, since the reply to query 4 is "N.M." (never married), queries 5 and 6 are not answered.

† In the supposititious example given on the card on page 11, for instance, this line is left blank.

and Japanese populations in the Commonwealth, excite considerable interest, it is of importance that none of this information should be omitted.

Query 11 provides for a statement of the number of years each individual, not born in the Commonwealth, has resided therein. As an indication of the permanence of settlement of the Commonwealth, this information is of considerable value. The length of residence is to be obtained in years, and, as a check on the information thus furnished, a further inquiry is made as to date of arrival in the Commonwealth. As showing the difficulty which has been experienced in drafting unambiguous questions, so that they cannot well be misunderstood, it may be mentioned that at the last Census of Western Australia, in one case the reply received to the query "Length of residence. If not born in Western Australia, state length of residence therein" was, "36-ft. half-block"; while in several cases the "length of residence" was stated to be 6 x 8, evidently referring to a tent of those dimensions.

Religious denomination is the subject of inquiry in query 12, and it is desired that the denomination or sect to which each person belongs shall be explicitly stated. Vague, indefinite terms, which might mean one of several different religious bodies, are to be avoided. Thus "Protestant" should not be used where "Church of England" is intended, or "Catholic" where "Roman Catholic" is meant. If the person is a free-thinker, or if no denomination or religion, the fact should be stated. If any person, however, conscientiously object to state his religious denomination, the word "object" may be inserted, this being the only query on the Census card to which the option of refusing to furnish a reply is allowed. In every other case, a refusal renders the person liable to a fine of £10. Actual experience in past Censuses has shown, however, that relatively few people avail themselves of the right to object; and, in view of the fact that the question is of such great and general interest, it is hoped that at the forthcoming Census there will be such a desire on the part of the people to make the Census as complete as possible, that the number of objectors will be reduced to a minimum. In the case of children, however young, the religion in which it is intended they shall be brought up, should be inserted.

Query 13 provides for particulars relating to education. In the first line, provision is made for the degree of education to be stated, the information required being, however, of a very simply nature. If a person cannot read, the letters "C.R." are to be inserted in this line; if able to read only, the letter "R." is to be inserted; and if able to read and write, the letters "R.W." If not able to read English, but able to read a foreign language, the letters "R.F." should be inserted; and if not able to read and write English, but able to both read and write a foreign language, the letters "R.W.F." are to be inserted. If the person to whom the card relates has obtained a University degree, the degree should be stated, as well as the name of the University and the country in which the degree was obtained. Query 13(a) refers only to persons receiving instruction at the time of the Census. In this line, the kind of school, etc., must be indicated. The "U." denotes a university, "S." a State school, and "P." any other school; while "H." is to be inserted if instruction is being received at home. The name of the school, etc., must be added; this information is required in order to allow of a complete classification according to class of school.

Query 14, the last on the personal card, relates to profession or occupation; and, before filling in the answers to this query, it will be necessary to read carefully the instructions relating thereto, copies of which are to be distributed with the cards. It is of the greatest importance to ascertain accurately the proportion of the population which obtains a living in each of the many avenues of employment, and the instructions are intended to

ensure that the occupations shall be stated with sufficient clearness to admit of their being grouped under well-defined heads, and classified according to the nature of the object for which the work is performed. Thus, for example, the term "labourer" is such a very broad one, and embraces so many and such varied occupations, differing essentially both in nature and object, that it is absolutely necessary that some distinguishing words or phrase should be used in order that the person enumerated may be counted in that class to which he rightly belongs. Similar remarks apply to such designations as clerk, carter, book-keeper, salesman, etc. These should all, in the interests of the occupations concerned, be duly qualified, as, for example, clerk to grocer, brewer's carter, drapery salesman, etc., in order that the employment provided by each class of occupation may be accurately ascertained. In order to give still greater precision to the nature of the occupation, a subsidiary query 14(c) is added, specifying the occupation of the individual's employer; this query is, of course, only applicable to persons earning salary or wages, and is therefore not answered in the supposititious example given in the form on page 11.

The system of classification which it has been decided to adopt in the compilation of the forthcoming Census returns, provides for the division of occupations into eight main classes:—(i.) Professional. (ii.) Domestic. (iii.) Commercial. (iv.) Transport and communication. (v.) Industrial. (vi.) Agricultural, pastoral, mineral, and other primary producers. (vii.) Indefinite, and (viii.) Dependents. At the Census of 1901, these main eight classes were divided and sub-divided into over 650 orders, sub-orders, and groups. This number will probably be increased at the forthcoming Census. It is evident, therefore, that failure on the part of those responsible for filling in the schedules to define clearly the nature and purpose of the occupations, will unduly increase the number shown under unsatisfactory "indefinite" heads. The occupation to be specified is that which each person is following and deriving support from at the date of the Census. If any person is unemployed at that date, the occupation usually followed should be inserted. If out of work for a period exceeding one week immediately prior to the date of the Census, the period should be specified in reply to query 14(b). The object of this query is to afford some further indication as to the economic condition of different industries, and the state of the labour market, employment, etc.

Query 14(a) provides for a statement of the grade, etc., of the occupation, letters being used (see instructions) for the purpose of distinguishing. Thus "E." inserted in this line, denotes an employer of labour other than household servants; "O." a person in business on his own account, but not employing others; "A." a person assisting the head of the household in his business, but not receiving salary or wages; "W." a person receiving salary or wages; "N." a person who, at the date of the Census, is out of work, and has been so for more than a week prior to that date. The information furnished in this column will give an interesting indication of the magnitude of the various branches of industry in the community.

B. The Householder's Card (see next page).

There are four chief reasons for which it is necessary to provide householders' cards in addition to the personal cards for each member of the household, viz:—

(a) To enable a preliminary count merely of the numbers of each sex to be obtained as soon as possible after the date of the Census.

(b) To act as a check on the number of personal cards in each household.

(c) To identify the personal cards of each household and to keep them together. This is necessary for certain tabulating purposes, as, for example, the tabulation of ages of husbands and wives.

(d) To obtain information as to habitations.

B.

SPECIMEN OF A FILLED IN HOUSEHOLDER'S CARD.*
COMMONWEALTH OF AUSTRALIA. ...

CENSUS, 3rd APRIL, 1911.

HOUSEHOLDER'S CARD,

Being a Summary of Members of the Household, or Family, Visitors, Lodgers, or Servants, who slept or abode in this Dwelling in the Night from 2nd to 3rd April, 1911.

Householder's Card No. 27;

Of Mesh No. 3; of Collector's District B; of Census District No. 8.
State of Victoria.

County of Bourke. Parish or Hundred of Prahran.

Federal Electoral Division—Kooyong.

State Electoral Province—East Yarra.

State Electoral District—Boroondara.

Municipality or Shire—Malvern; Ward or Riding—East.

(or other Local Government Area, viz.:—City, Town, Borough, Corporation, District Council, Road District, &c.)

Town, Village, or Locality—East Malvern.

Street, and Number or Name of Dwelling—Waverley-road, 35.

- To be filled in by Householder.
1. Nature of Building—Private House.
 2. Material of which outer Walls are built—Brick.
 3. Number of Rooms—7.
 4. Owner, Tenant, or Rent Purchaser—O.
 5. Weekly Rent payable, or Rental Value per week—25 sh.

No. of Personal Card.	Name.	M.	F.	Total.	No. of Personal Card.	Name.	M.	F.	Total.
1	Miller, John	1		1	11				
2	Miller, Jane		1	1	12				
3	Miller, James	1		1	13				
4	Miller, Peter	1		1	14				
5	Miller, Grace		1	1	15				
6	Miller, Doris		1	1	16				
7	Miller, Mary		1	1	17				
8	Brown, Mary		1	1	18				
9					19				
10						Total ...	3	5	8

I hereby certify that the particulars on the 8 Personal Cards herewith and on this Householder's Card (forming together a Householder's Schedule) have been correctly and completely filled in to the best of my knowledge and belief.

Witness my hand—(Signed) John Miller.

(Signature of Householder, or Person in Charge, or of a Collector.)

* There are slight variations of this form for the different States, inasmuch as the districts are differently named.

As in the personal card, so in the householder's card, the first lines—until we come to particulars of buildings—are to be filled in by the collector, and are for the purpose of fixing the locality to which the persons enumerated belong. Particulars as to locality are provided for here in greater detail than in the personal cards, each of which can be identified (as regards locality) by means of the corresponding householder's card. The five queries grouped together under brackets relate to dwellings, and are to be filled in by the householder or person in charge. These particulars are of great importance both from an economic, social, and hygienic point of view, as throwing light on the subject of the housing of the people.

Query 1 relates to nature of building, and particulars should be inserted specifying whether the dwelling is a private house, a tenement in a private house, an hotel, a boarding or lodging house, a religious or educational institution, a military establishment, a charitable institution, or a penal establishment.

In query 2 provision is made for inserting particulars as to the material of which the outer walls of the dwelling are composed. It will be necessary to state whether these consist of stone, brick, concrete, wood, iron, canvas, or whatever material may have been used.

In reply to the third query the number of rooms must be stated. The kitchen is to be included as one of the rooms, but such a room as a shop, office, store, bathroom, pantry, or outhouse, is to be excluded, unless some one sleeps therein. In case of a tenement the number of rooms in the tenement only should be given.

Query 4 provides for a statement as to whether the householder is the owner, tenant, or rent purchaser of the dwelling. The information should be given by inserting the letter "O." if an owner, "T." if a tenant, and "R.P." if a rent purchaser.

In reply to the fifth query particulars should be given as to the weekly rent payable or rental value per week. Tenants should specify the actual rent per week; owners, rent purchasers, and persons living free on premises in lieu of rent should state the rental value per week.

In the tabular statement the name of each individual, for whom personal cards are filled in, should be specified. The name of the head of the household should be inserted first, followed, when necessary, by those of the wife, children, other relatives, visitors, lodgers, and servants in their respective order. It is desirable that the full Christian name or names should be given in all cases where space permits, as often providing a useful check on the accuracy of the information supplied in the personal cards, but where it is found impossible to insert full Christian names, initials will be accepted.

The householder's card, after being carefully filled in, must be signed by the householder or person in charge of the dwelling to which it refers. The instructions which will be left with the cards should be carefully read before a start is made at filling in the face of the cards.

The great value of accurate information of the kind asked for in the Census cards has so often been pointed out in the course of these notes, that it is perhaps unnecessary to again refer to this phase of the question; but for the information of those who may be so unresponsive to the call of public duty as to require compulsion in a national matter of so great importance as the Census, attention may again be drawn to the fact that, with the single exception of the question relating to religion, a refusal to supply any of the particulars required carries with it a liability to a penalty of £10, while a penalty of £50 attaches to the offence of knowingly making any statement which is untrue in any material particular.

VI.—COLLECTION, COMPILATION, AND THE CENSUS REPORT.

Reference has already been made (see p. 8) to the division of the whole Commonwealth into: (a) State supervisors' districts (coincident with the States), (b) enumerators' (Census) districts, and (c) collectors' sub-districts. The State supervisor is immediately responsible to the Commonwealth Statistician, the enumerator to the supervisor, and the collector to the enumerator, while the collector deals directly with the persons required to furnish returns. The enumerators receive instructions to sub-divide their districts in such a manner that each collector may be able to carry out his work of distributing and collecting the schedules within a prescribed time, varying in length according to the special circumstances of each sub-district. In populous centres, the collectors will be required to carry out the distribution of the schedules in their sub-districts during the four days preceding Sunday, the 2nd April next. In all cases, the distribution must be completed on or before Saturday, the 1st April. At each dwelling, the collector will ascertain the number of cards required, and when distributing the schedules, will explain the nature and importance of the returns, and the obligation imposed by law upon each occupier to give a complete and accurate statement. Each personal card will be accompanied by a set of instructions for filling in the particulars required.

On Monday, the 3rd April, next, the actual work of collection will be commenced, and must be completed within the time allotted for each particular sub-district. At each place visited, the cards previously left will be asked for, and when received, the collector will ascertain if they contain all the particulars required; if not, he will endeavour to obtain such further information as is necessary. It will also be one of the duties of the collectors to help those who, through being illiterate or from other causes, are unable to personally fill in their cards.

When the work of collection is completed, the returns are to be handed in by the collector to the enumerator, who, after having satisfied himself that the population of the whole district under his charge has been satisfactorily dealt with, will in due course forward them on to his State supervisor; he, in turn, will send them on to the Commonwealth Statistician. By this means, the raw material will be obtained from which the Census Report, with its voluminous tables and appendices, is to be worked up. This responsible and laborious task is carried out at the Central Bureau. The compilers' work consists in classifying, grouping, and summarizing the mass of detail which has been gathered together, so as to show in a convenient and condensed form the salient features of the aggregate returns. Altogether, it is estimated that about 4,500,000 personal cards, and nearly 1,000,000 householders' cards, will be analyzed. It is upon the intelligence and industry of the Census clerk, combined with the efficiency of the supervision which is exercised over him, that depends the success of faithfully representing the aggregates of the individual returns.

An important part of the work, largely supplementary to that of compilation and tabulation, is the preparation of the Census Report. The ideal Report should contain, not only a statement in tabular form of the results deduced, and a detailed account of the methods employed in collection and tabulation, with comments on their merits and defects, but should also provide an interesting sociological review of the community enumerated, based on the tabular results obtained, as well as an indication of the many investigations to which the data may be applied. Another

branch of this work consists in the graphical representation of such of the Census results as lend themselves to this method of display. Whereas with figures alone comparisons are often tedious and appreciated with difficulty, the graph or diagram is a direct picture in which the relative magnitudes are preserved, and by means of which instantaneous comparisons of a large series of results are made possible. Then, again, there are many penetrating and exhaustive mathematical analyses to be made, and their results presented in a suitable form for the more scientific reader. The crude results of the Census must be "smoothed," differential relationships analyzed, and "life," "natality," and "marriage" tables must be prepared for the use of the actuary and others. It will be evident, therefore, that even after the raw Census material has been reduced to tabular form by the Census clerks, the investigations to be made, and the work to be carried out, are of an extensive and varied character.