

2 Sami Statistics Data Sources

Recommendations based on articles in *Samiske tall forteller 1-8*

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Summary

The most frequently used information sources for articles in Samiske tall forteller have been based on data from so-called STN-areas (Sami Parliament subsidy schemes for business development areas). These geographically based statistics have provided a lot of knowledge on Sami society. In a number of social areas, however, ethnicity based statistics would have provided more relevant information than geographically based ones but there is no data source that can be used to make ethnicity-based statistics in Norway. The article recommends that Statistics Norway continue to produce Sami statistics based on data from STN-areas. Further, it recommends a report on how to best chart Sami-speakers in Norway. A number of Sami social areas lack statistics. We must assess what information can be obtained from the data.

The Expert Analysis Group for Sami Statistics has completed its second four-year appointment, and the group has published eight issues of scientific papers, Samiske tall forteller 1 – 8. Based on available statistics, authors have commented and analyzed changes in Sami society. Many of the authors in Samiske tall forteller have also commented and assessed the data they based their articles on. The summaries in this article are based on these comments and assessments.

2.1 Two Types of Data

The first article in *Samiske tall forteller 1* is about data sources for Sami statistics. In this article, Paul Inge Severeida points to two types of data for this type of statistics, geographical and ethnic.

Statistics Norway has geographically based data for traditionally Sami communities. However, Norway has no registry of ethnic Samis which can be used to make individual based Sami statistics.

In his article, Severeide discusses where one nonetheless can find individual-based Sami data, and how this can be used to establish what he calls a “statistical Sami population” to compile statistics applicable to Samis as an ethnic group in Norway. We will come back to this later.

Every second year since 2006, Statistics Norway has published a book called *Samisk Statistikk* (Sami Statistics). Statistics in this publication area based on data from STN-areas. An STN-area is a geographical area made up of counties and parts of counties in which businesses receive economic support from the Sami Parliament.¹ These areas are comprised of traditionally Sami communities north of Saltfjellet and a large portion of the Sami population lives there.

Severeide point out that a portion of Samis in Norway live outside of STN-areas and are therefore not included in such statistics. A number of ethnic Norwegians and immigrants also live in STN-areas; they are included in the statistics. How much they affect the data depends on what theme is being analyzed.

2.2 Sami Demographic Data

Samiske tall forteller has had five articles on demographic changes in Sami communities.

In 2008, Svanhild Andersen and Torunn Pettersen went through population developments in STN-areas (at that time called SUF-areas²). Andersen and Pettersen characterised the changes in these areas as “catastrophic”. However, not all the demographic changes were equally negative everywhere. The authors recommended studying the statistics in further detail in order to make conclusions about the reasons for the variations³. The recommendations included a more active use of existing statistics; they did not make any proposal regarding the collection of other data.

A demographic article by Øivind Rustad in 2010 showed how population decreases in STN-areas were continuing. This article contained no statistical recommendations.⁴ The three demographic scientific papers in the 2012 issue of *Samiske tall forteller* did not contain any recommendations about the collection of other types of data either⁵.

Based on this, we can say that despite being aware of weaknesses in the statistics (weaknesses already pointed out by Paul Inge Severeide in *Samiske tall forteller 1*, see above), the authors of demographic articles consider existing statistics with data from STN-areas to be a sound basis for making analyses.

¹ The acronym STN stands for The area of activity of the Sami Parliament subsidy schemes for business development.

² SUF was the acronym of the Sami development fund at the time.

³ Andersen, Svanhild og Pettersen, Torunn (2008): «Befolkningsutvikling i samiske bosettingsområder – sentralisering og stabilitet.» in *Samiske tall forteller 1*.

⁴ Rustad, Øivind (2010): «Befolkningsutvikling i STN-området 1990-2010.» in *Samiske tall forteller 3*.

⁵ Broderstad, Ann Ragnhild og Sørli, Kjetil (2012): «Bo- og flyttetrender i norsk-samiske kommuner gjennom 40 år i relasjon til sysselsetting.» in *Samiske tall forteller 5*.

Pettersen, Torunn (2012): «Samene i Norge 40 000 i 40 år?» in *Samiske tall forteller 5*.

Severeide Paul Inge (2012): «Stor befolkningsvekst, men hvordan fordeler den seg?» in *Samiske tall forteller 5*.

2.3 Data Sources for Sami Health Information

The 2009, 2010 and 2015 issues all contained articles on health.⁶ Magritt Brustad wrote the first two articles, while the last, from 2015, was co-authored by Magritt Brustad and Torhil Lauritsen. The 2015 article was about dental health. The authors of this article did not discuss any special statistical challenges.

Lack of information regarding an individual's ethnicity can make it difficult to design appropriate policies and plans within the public sector. Brustad discussed this theme in her 2010 article about disability and social security benefits. She wrote that "in order to describe the causal relationships between the environment or living conditions and disability and social security in the Sami populations, it is necessary to study how ethnic information on the individual is included." Such information does not systematically exist.

Nonetheless, several large health studies have tried to survey the relationship between health and Sami ethnicity, and Magritt Brustad's 2009 article was a summary based on such studies. Data for these studies was based on participants' responses to questions regarding ethnicity.

Brustad did not have any direct recommendations concerning future data sources but she explained how "Sami" was defined in the various surveys. There is no "official" definition of the term "Sami" but statistics needs categories and categories were defined.

We face a Sami statistics problem here. If each instance of data collection uses its own definition of categories, comparison of the results becomes difficult.

2.4 Data Sources for Information on Industry in Traditionally Sami Areas

Svanhild Andersen wrote an article in 2009 about primary industry in traditionally Sami areas.⁷ She built on Statistics Norway's data from STN-areas and found the data useful when one kept to each specific industry within the area.

People who work in STN-areas do not necessarily work in only one industry however. The combination of different industries has a long tradition in Sami society. In the article, Andersen pointed out that further study on this aspect of industry in Sami areas was needed.

The ethnicity dimension is already discussed in the article on health and demographics above. The comments regarding lack of information on ethnicity applies for statistics on industry as well. One can ask what provides the best picture of Sami society. Is it figures on industry changes in traditionally Sami areas or is it information about the ethnicity of people who work there? The answer to the question is maybe that articles need to build on both types of data to provide the best picture.

⁶ Brustad Magritt (2010): «Uføretrygd og Sosialhjelp.» in *Samiske tall forteller 3*.

Brustad, Magritt (2009): «Helse i samisk befolkning – en kunnskapsoppsummering av publiserte resultater fra befolkningsundersøkelser i Norge» in *Samiske tall forteller 2*.

Brustad, Magritt og Lauritsen, Torill (2015): «Tannhelse i samisk befolkning i Finnmark.» in *Samiske tall forteller 8*.

⁷ Andersen, Svanhild (2009): «Primærnæringene reindrift jordbruk og fiske.» in *Samiske tall forteller 2*.

Industry was the main theme of the 2014 *Samiske tall forteller* and four articles were about this theme.⁸ Else Grete Broderstad and Einar Eythórson wrote about fisheries and Jan Åge Riseth wrote about reindeer herding. Sigrid Skålnes analysed the development of industry within STN-areas in the 2000s and Gunnar Claus analyzed employment statistics for STN-areas.

A shortcoming of the statistics, the authors pointed out, was that no information was available about those who did not work or study. These fell outside of the statistics. There was little information about people who lived in the country for only the short term. This last group is important for industry in Sami areas today. The authors also wanted information on people who left declining industries.

Authors on articles on business in the 2014 report, like Svanhild Andersen in 2009, also wanted more information on job-combining and part-time work.

Except for the article on reindeer herding, all the industry articles were about specific geographical areas in the north. Reindeer herding is practiced in a larger part of the country, and for this industry, more comprehensive statistics have been compiled that apply to all of Norway. Since it is very clear which part of the industry is run by Samis and which part is run by Norwegian tame reindeer herders, ethnic based industry statistics were available. The author then compared Sami reindeer herding and Norwegian tame reindeer herding.

2.5 Data Sources for Information on Sami Language in Society

Six of the eight published reports of *Samiske tall forteller* contained articles about developments in the number of students choosing Sami as the language of instruction at school and those choosing to study Sami as a school subject. Only the reports from 2013 and 2014 did not include such articles. In 2015, Torkel Rasmussen wrote the article on language choice at school, otherwise these articles were written by Jon Todal.⁹

Statistics are available on how many students choose instruction in Sami as a first or second language at the primary and lower secondary level. The figures are presented each year by GSI (*Grunnskolen informasjonssystem* – the primary and lower secondary school information system). It is therefore easy to track developments and trends.

The statistics also show the distribution of students for each of the three Sami languages taught in the country. Even though the discussion has never been very detailed in *Samiske tall forteller*, it is possible to see the distribution of students geographically, down to the school district level.

⁸ Broderstad, Else Grete og Eythórson (2014): «Hva skjer med fiskeriene i de sjøsamiske fjordene?» in *Samiske tall forteller 7*.

Claus, Gunnar (2014): «Sysselsetting i STN-området.» in *Samiske tall forteller 7*.

Riseth, Jan Åge (2014): «Ei bærekraftig reindrift?» in *Samiske tall forteller 7*.

Skålnes, Sigrid (2014): «Næringsutvikling innanfor STN-området på 2000-talet.» in *Samiske tall forteller 7*.

⁹ Rasmussen, Torkel (2015): «Samisk språk i grunnskolen og videregående opplæring.» in *Samiske tall forteller 8*.

Todal Jon (2013): «Kvantitative endringer i den samiske språksituasjonen i Noreg.» in *Samiske tall forteller 6*.

Todal, Jon (2008): «Samisk språk i grunnskolen – jevn vekst og brått fall.» in *Samiske tall forteller 1*.

Todal, Jon (2009): «Samisk språk i barnehage og skule.» in *Samiske tall forteller 2*.

Todal, Jon (2010): «Samisk språk i barnehage og skule.» in *Samiske tall forteller 3*.

Todal, Jon (2011): «Alvorleg nedgang for faget samisk som andrespråk» in *Samiske tall forteller 4*.

Todal, Jon (2012): «Samisk språk i barnehage og skule 2011/12.» in *Samiske tall forteller 5*.

The quality of Sami instruction is difficult to quantify. Nonetheless, it would be useful to know more than just the fact that Sami is taught as a first and second language. To gauge the quality of Sami education, it is necessary, for example, to know how many hours of instruction *in* Sami schools offer, not just *of* Sami. We lack such data. We also don't know how much of Sami instruction is carried out outside of regular school hours. These conditions affect students' attitudes to the subject.

Kaisa Rautio Helander and Yngve Johansen wrote an article in *Samiske tall forteller 6* about Sami place names on public road signs within administrative areas for Sami language (areas where Sami has the same status as Norwegian). Norway has an official language policy with binding laws and regulations that the state, counties and municipalities must follow. The article showed that in many cases, the laws were not followed and that statistics were lacking on the implementation of these language policies. The authors themselves needed to collect data and set up the necessary statistics in order to say something about the implementation of the Place Names Act on road signs.

In the 2015 issue of *Samiske tall forteller*, Tore Johnsen wrote an article on Sami language in the Norwegian church. The church has itself compiled statistics on the use of Sami in its work. As long as the church is part of the state, it is required to use Sami in accordance with the Sami Act. This requirement will lapse when the church soon separates from the state. Since the Norwegian church's standing in Sami society is strong, it is hoped that the church continues to use Sami and compiles statistics that could reveal possible changes in the use of the language.¹⁰

The other articles on language in *Samiske tall forteller* have few recommendations regarding statistical data sources.¹¹ However, it has been pointed out that statistics to monitor the use of Sami in the public sector are needed, and that we know little about the transfer of language from generation to generation at home.¹² The last-mentioned statistics will be challenging to compile; the first should be easy.

2.6 School, Higher Education and Research

Beyond the school-related articles already mentioned (articles on language at primary and lower secondary school), *Samiske tall forteller* has had eight other articles regarding school, higher education and research¹³.

¹⁰ Johnsen, Tore (2015): «Samisk språk i den norske kirke.» in *Samiske tall forteller 8*

¹¹ Antonsen, Lene (2015): «Språksentrene vokseopplæring.» in *Samiske tall forteller 8*

Rasmussen, Torkel (2013): «Sametingets midler til samiske språk.» in *Samiske tall forteller 6*

Todal Jon (2013): «Kvantitative endringer i den samiske språksituasjonen i Noreg.» in *Samiske tall forteller 6*

¹² *Samiske tall forteller 6*

¹³ Granseth, Tom (2015): «Gjennomstrømning i videregående opplæring.» in *Samiske tall forteller 8*

Johansen, Kevin (2015): «Samisk fjernundervisning.» in *Samiske tall forteller 8*

Johansen, Yngve (2008): «Utdanningsnivå i SUF-området – økende kjønnsforskjeller.» in *Samiske tall forteller 1*

Johansen, Yngve (2009): «Utdanning i SUF-området.» in *Samiske tall forteller 2*

Johansen, Yngve (2010): «Utdanningsnivå og bosted.» in *Samiske tall forteller 3*

Broderstad, Ann Ragnhild og Broderstad, Else Grete (2011): «Den samiskrelaterte doktorgradsproduksjonen ved Universitetet i Tromsø» in *Samiske tall forteller 4*

Johansen, Kevin (2013): «Studiepoengproduksjonen i samisk i høyere utdanning.» in *Samiske tall forteller 8*

Morthensen, Kari (2015): «Forskningsrådene – 40 år for samisk forskning.» in *Samiske tall forteller 8*

For five out of the eight articles, the authors had to collect data from various sources themselves in order to assemble the statistics. This applied to the following areas: the production of doctoral degrees with Sami themes (Else Grete Broderstad 2011), adult education in Sami language (Lene Antonsen 2015), production of study credit points in Sami (Kevin Johansen 2013), distance learning in Sami (Kevin Johansen 2015) and Sami research projects (Kari Morthensen 2015).

Furthermore, in her 2015 article about adult education in Sami language, author Lene Antonsen called for consolidated statistics on the resources used on this type of education.

The three other school articles were written by Yngve Johansen¹⁴ and concerned the level of education among Samis. Johansen based these articles on data from STN-areas.

2.7 Political Participation among Samis

Samiske tall forteller has had two articles on political participation.¹⁵ The first was about voting participation in Sami Parliament elections and was written by Torunn Pettersen. The second article was written by Per Selle and Kristin Strømsnes and was about political participation among Samis, but not limited to Sami politics.

The basis for the article on Sami Parliament elections was data that the author acquired from Statistics Norway and the Sami Parliament. Prior to 2005, finding quality assured data was difficult and figures were not available electronically. These problems were resolved from 2005 onwards.

It goes without saying that the electoral register of the Sami Parliament is the best registry to use when making quantitative analyses of Sami Parliament elections.

The other articles on political participation were based on three sample surveys: the national *Medborgerundersøkelsen*, the *Borgerrolleundersøkelsen* conducted in five municipalities in Finnmark and the *Sametingsvalgundersøkelsen* conducted after the Sami Parliament elections in 2009. Participants in the last survey were randomly selected among those registered in the Sami Parliament electoral register.

The response rates for these surveys varied. The lowest was for the *Sametingsvalgundersøkelsen*.

2.8 Data on Sami Media

Samiske tall forteller has had one article on media. The article, written by Johan Johan Ailo Kalstad, was about the popularity, extent and general conditions of Sami media¹⁶. The author

¹⁴ Johansen, Yngve (2008): «Utdanningsnivå i SUF-området – økende kjønnsforskjeller.» in *Samiske tall forteller 1*.

Johansen, Yngve (2009): «Utdanning i SUF-området.» in *Samiske tall forteller 2*.

Johansen, Yngve (2010): «Utdanningsnivå og bosted.» in *Samiske tall forteller 3*.

¹⁵ Pettersen, Torunn (2010): «Valgmanntall og valgdeltakelse ved sametingsvalgene i Norge 1989 – 2009.» in *Samiske tall forteller 3*.

Selle, Per og Strømsnes, Kristin (2012): «Samer i parti og val.» in *Samiske tall forteller 5*.

¹⁶ Kalstad, Johan Ailo (2010): «Samiske medier – oppslutning, omfang og rammebetingelser.» I *Samiske tall forteller 3*.

used yearly statistics from the media, user surveys and annual reports from NRK (especially from NRK-Sápmi) and data from the Norwegian Media Authority. The author could study his findings in light of Eli Skogerbø's report on Sami media from 2000, which was based on a sample survey. Other sample surveys could also have been used.

2.9 Environment and Resource Administration

There has been only one article on the theme of environment and resource administration in Sami areas, written by Ole Bjørn Fossbakk¹⁷. The author wrote extensively and informatively on the availability of various data. *Rovviltforvaltninga* (the agency responsible for predator management) and *Finnmarkseiendommen* (Finnmark Estate Agency) play a central role here. Figures on hunting and fishing are available from Statistics Norway. The author criticized *Finnmarkseiendommen* for making their figures especially difficult to acquire.

In addition to data from STN-areas, Fossbakk has also included data from the South Sami reindeer grazing districts. The use of data from reindeer grazing districts has allowed him to hit on Sami interests outside of STN-areas as well.

2.10 Overview Articles

Paul Inge Severeide has written three articles called *Samiske tall* (Sami numbers).¹⁸ These articles present statistics for a range of social arenas. Commentary on statistics is brief and the main objective of the articles is to allow the reader to follow changes from year to year, also in social arenas not discussed in the longer articles.

Most of the statistics used are based on data from Statistics Norway for STN-areas. The exceptions are reindeer herding statistics and school language statistics.

2.11 Summary

Statistics Norway's figures for STN-areas appear to work well as a basis for analysis of Sami society, especially for analysis of demographics and industry. In total, 14 articles in *Samiske tall forteller* build largely on Statistics Norway's data from STN-areas. Without such numbers, it would be much more difficult to analyse changes in Sami society in Norway. The Expert Analysis group for Sami Statistics recommends that Statistics Norway continue to produce this type of statistics.

¹⁷ Fossbakk, Ole-Bjørn (2011): «Miljø og ressursforvaltning i samiske områder» in *Samiske tall forteller* 4.

¹⁸ Severeide, Paul Inge (2013, 2014 og 2015): «Samiske tall.» in *Samiske tall forteller* 6, 7 og 8.

Articles in *Samiske tall forteller* show that there is no centrally collected data for a range of Sami social areas. There is reason to look closer at what can be done to improve the situation in the future.

Ethnicity based statistics is needed in addition to statistics from STN-areas in order to analyze matters such as Sami health and transfer of Sami language between generations. As we have seen, Paul Inge Severeide has already considered this in the first *Samiske tall forteller* in 2008. Severeide discussed whether it was possible to establish a “statistical Sami population” based on existing registries such as the 1970 census, the registry of reindeer herders and the Sami Parliament’s electoral register.

The establishment of such a Sami statistical population has been evaluated but has been put aside. One reason for this was that it was not certain if the available material would represent all ethnic Samis. In the end, it was concluded that a large portion of Samis would most likely be excluded. Another reason to reject the proposal was the legal and privacy challenges tied to establishing such a population. These aspects must be carefully investigated before establishing a statistical Sami population.

We in the Expert Analysis Group for Sami Statistics know that other parties have contacted Statistics Norway with the goal of compiling statistics on Sami speakers in Norway. Better knowledge on the language situation will be useful for future public language planning. The methods used to accomplish this will be the same as for the establishment of a Sami statistical population, but with language as the central marker, not ethnicity.

Before one can establish the basis for such Sami language statistics, it is necessary to have a thorough account of the methodology and a clarification of any legal issues. The Expert Analysis Group for Sami Statistics advises that work on such an account of the methodology begin and that any legal questions around this be clarified.

2.12 Recommendations

On the Register

- Statistics Norway should continue to produce statistics based on data from STN-areas.
- It should be assessed whether it is methodologically possible to establish a “statistical Sami language population” (not based on ethnicity, but on language). The legal aspects of this should also be investigated.
- Privacy concerns regarding the possible establishment of a “statistical Sami population” (based on ethnicity) should be examined.

On Permanent Statistics

Statistics should be available on:

- changes in Samis’ combination of different industries
- what happens to people who leave declining industries
- foreigners with temporary residence in Sami areas
- the amount of Sami language instruction in primary and lower secondary school

- the amount of Sami instruction conducted outside of regular school hours
- changes in the use of distance learning in Sami instruction and what type of language instruction distance learning is combined with
- changes in use of Sami language in the public sector
- the use of Sami in church (also after the separation of church and state)
- the implementation of existing legislation, for example how the Place Names Act is being implemented on public signs
- the development of Sami-related research and higher education (such as course study point production, number of PhDs, number of research projects financed by the Research Council of Norway and others)

In addition to this, statistics of great interest to society, such as statistics on *Finnmarkseiendommen*, should be more readily available.

Survey

Discussions should begin on whether it is possible to agree on Sami ethnicity definitions. Researchers could use these definitions to better compare results in the future.