

## Steering Committee Meeting SLiCA-Canada

April 18-19, 2000

Iqaluit, Nunavut

### Participants:

Roger Connelly, Inuvialuit Regional Corporation  
Brian Lyall, Labrador Inuit Association  
Charles Dorais, Makivik Corporation  
Derek Rasmussen, Nunavut Tunngavik Incorporated  
G rard Duhaime, Universit  Laval  
Heather Myers, University of Northern British Columbia  
Peter Usher, consultant  
Jack Hicks, Chief Statistician, Government of Nunavut  
Ned Searles, Universit  Laval (and interim representative of ITC)  
Jack Kruse, University of Alaska, Anchorage  
Marg Kruse, rapporteur  
Louis Brunet, Statistics Canada  
Claude Yelle, Statistics Canada

### Observers:

Sandra Inutiq, Government of Nunavut  
Oxana Kharuchi, RAIPON

### Guide to acronyms:

SLiCA Survey of Living Conditions in the Arctic  
APS Aboriginal Peoples Survey  
IRC Inuvialuit Regional Corporation  
NTI Nunavut Tunngavik Incorporated  
LIA Labrador Inuit Association  
RAIPON Russian Association of Indigenous Peoples of the North  
ITC Inuit Tapirisat of Canada  
SSHRC Social Science and Humanities Research Council

### Status of International Project

- Greenland, Norway, Sweden, Finland, Canada, United States, Kola Peninsula funded for design and testing.
- Chukotka design and testing being funded by other countries
- ICC endorsing resolution in 1998
- Arctic Council Senior Arctic Officials endorsement expected April 23-24.

### Status of Canadian Project

- Formed Canadian Steering Committee. First meeting Feb. 1999.
- Social Science and Humanities Research Council academic grant January 2000 for \$475,000 over three years (30% less than requested).
- Partnership with Statistics Canada APS based on the Canada Steering Committee recommendation in 1999

- Stat Can can fund Inuit regional managers as census district managers during the census and as jointly employed positions during APS

## Status of Aboriginal Peoples' Survey

- Design under direction of the APS Implementation Committee, including a representative of Inuit Tapirisat of Canada. ITC asked the SLiCA team (Ned Searles) to represent ITC on the APS Implementation Committee.
- Development of question sets by "module"
- Module one – qualitative testing done but will be repeated with a revised module one.
- Module two – qualitative testing late May/early June (and revised module 1)
- Pretesting in September/October 2000
- Data collection in Sept. 2001- Jan. 2002
- APS is being conducted as a part of the Gathering Strength initiative to enable aboriginal Canadians to gather more information about themselves. It is intended to include them in the design of the questionnaire. Then it's goal is to assist with regional capacity building, to give regional Canadian organizations a chance to develop their own social and economic research capacities. State Can will pay for the data collection and processing.

## Funding

- Canada Steering Committee (funded by current SSRHC grant)
- Questionnaire development (funded by current SSRHC grant, supplemented with funding for Peter Usher)
- Regional operation (funded by Stat Can/ supplemented by other sources)
- Analysis & reporting (we will need additional funds)
- **Action Required: Prepare proposals to 3-4 foundations in conjunction with the US team for funding regional operations and on behalf of Chukotka.**

## Questionnaire development

- Qualitative testing
- **Action Required: Request of Stat Can SLiCA direct participation in the qualitative testing phase**
- Pretest
- Translation: Recommendations
  - Bring translators together to resolve differences across regions
  - Use independent translators for translation back to English for validation

## Management of the survey

- The SLiCA regional manager can be either a census district manager or a census area manager. Training will start in mid-July 2000 so positions need to be filled by then.
- The Stat Can Quebec office sees this position requiring someone to have a college degree. If possible that's what we want. If not, high school with some management experience.
- Employer: Stat Can during Census. By the end of data collection (end of July), Quebec office of Stat Can sees this person as being fully skilled to manage APS by themselves under some form of joint employment.
- Duration: 1.5 years at least (but not funded by Stat Can beyond data collection)

- Location: In region during APS. A question to be resolved for the period during the census.
  - Training Process: Census itself provides training for APS
  - Operating Expenses: negotiate with regional offices and APS
- Stat Can regional offices (Montreal, Halifax, Edmonton) responsible for making arrangements for positions. Challenge is that geographic area for census district managers is likely to be larger than each Inuit region. Inuit organizations are reluctant to have their APS/SLiCA regional manager take responsibility for a larger region. The alternative of making the position a census area manager (supervised by a census district manager whose salary is in the \$42-\$43,000 range) may not be attractive as the salary level may be too low to get qualified Inuit.
- Claude's analysis is that we only one census manager for both Nunavut and Nunavik-- Marie told him she has the money for one manager. If she has money for two, that's okay with him.
- Regional organizations need to confirm that SLiCA regional managers will work in census as part of their training for APS/SLiCA.
- **Action Required: We need to negotiate on the geographic scope and salary of positions. The goal is one position for each of the four Inuit regions. We should start by working through Marie Patrie's office.**

## Data sharing

- Collaboration with Stat Can means Canada Statistical Act applies regarding confidentiality. They cannot distribute data that allows anyone to identify an individual.
- Record Data Sharing Agreements are possible with informed consent. Only names and addresses are taken off. There are stiff rules regarding publication for reasons of confidentiality and data quality and only with people with long experience. In practice, this probably only means agreements are possible with established university centers. We don't think that Laval has such a center.
- If the data are shared at the record level, the respondent has to be told with whom the data will be shared and they have to agree. If significant numbers of respondents do not agree, then the shared data set will not give the same results as the internal Stat Can dataset.
- Microdata file. Strips community identifier, and groups responses that could be used to identify individuals (e.g. income) to protect confidentiality. This becomes a publicly available file for analysis. However, as normally constructed, it would not allow regions to publish results by community and would not allow international analyses that include community characteristics as variables or that compare mean values for variables like income that are grouped.
- Given the large sample (14,000) relative to the population, it may be possible to negotiate to have the community identified in the Microdata.
- It is likely that we could at least have a 2-3 category community size variable in the Microdata file. Regions want to at least be able to separately report data for regional centers.
- Stat Can "deemed employee" access can provide members of the SLiCA team to access the record data, but this requires specific proposals for analyses. It may be possible to negotiate in the MOU that SLiCA researchers will bring in the international data to Stat Can and do the international comparative analysis under the "deemed employee" approach.

- Through the Memorandum of Understanding between SLiCA and Stat Can, we can pre-arrange for specific tabulations. We can also negotiate for some level of effort on custom tabulations.
- It is probably useful to differentiate between ownership and access. Given the restrictions of the Stats Act, it is extremely difficult to negotiate some form of joint ownership. It is possible to negotiate access to meet the needs of Inuit organizations and the researchers.
- Regional organizations need time to consider whether ownership rather than access is a major issue for them. Brian said, "In theory I should be here demanding ownership of the data. I've taken the position saying the train stops here: this is some different information than we usually get. One main benefit is to develop different ways of looking at the information more from the Inuit point of view. I'd like to have that discussion. I'm willing to make trade offs but not quite ready to say we will give up ownership of the data." If it is, a separate Record Data Sharing Agreement would be required with Stat Can.
- Claude described a system called CAPS that allows the user to build custom tables--you enter the database, you ask what you want--it's rounded when it comes back to you. In '91 only Stat Can employees had this access. With this system there's no confidentiality problem because when your table comes back from the database it's clean. It takes weeks of training to explain how to use the CAPS system. When you have a questionnaire, it is transformed into variables. You have to understand which variables work with which.
- **Action Required: Identify tabulations and types of analyses required by regional organizations and research team. Negotiate access under Memorandum of Understanding.**

## Arctic Council

- The ICC endorsed the resolution for this study in 1998. The Arctic Council chair is currently located in the US. They had a meeting of the Arctic Council here in '98. The Arctic Council is meeting April 23 & 24 in Fairbanks, and the Canadian delegation is pushing the APS/SLiCA to be supported within the Arctic Council.
- Support will mean that we have an internationally recognized project that has the endorsement of an international body. If we go for further funding, we'll have a much stronger application because of this input from the Arctic Council.
- The Canadian delegation is going to push this APS/SLiCA--there will be representatives from the international team. Birger Poppel and Thomas Anderson are going to represent the international project.

## Questionnaire Design

- Questionnaire design for APS is driven by a topic list approved by the Implementation Committee.
- The SLiCA team has taken a strong initiative to benefit Inuit regions. We have influenced the development of the topic list and the questionnaire.
- Different sets of questions will be asked in different regions. In addition to APS set of questions, there is a Regional Health Survey question set, possibly an "off-reserve" question set, a Metis question set, and a SLiCA question set.
- The Labrador Inuit recently decided not to participate in the Regional Health Survey. Brian said that SLiCA is our chance to give ourselves some comparability to other Inuit groups in Canada. That comparability is the biggest benefit to us as Inuit in Labrador.

- Nunavik is considering joining the Regional Health Survey. Jack Hicks noted that Nunavik is a separate health district and will be getting good health data from the CCHS (which stand for?) If the Nunavik Inuit do not join the Regional Health Survey, then all Inuit regions will have just two question sets: APS and SLiCA.
- Stat Can methods experts want to use exactly the same question sequence for APS in all regions. If so, this means that the APS core can only be 25 minutes long.
- Questions cut from the APS core could be included in the SLiCA set of questions, totaling an hour-long interview of APS and SLiCA questions. Stat Can would require funding if the interview exceeds one hour in length.
- If the APS and SLiCA questions were asked in a logical sequence, the interview would be shorter and could be less subject to error.
- Action Required: Convey to APS the Canadian Steering Committee recommendation that the APS and SLiCA questions be integrated in one logical sequence.
- Module One : (language, education, mobility, access to info technology, and community participation in traditional activities) is 20 minutes long. Assuming the APS Core is kept separate from SLiCA, Module One will need to be cut to 10 minutes. Cuts will be suggested by the Implementation Committee.
- Module Two: (household economy, employment, harvest, justice, health, housing, job training).
  - Our plan is that Peter Usher would work directly with Stat Can on revisions to Module 2. This will make a direct link between this group and the revisions to module 2-- especially with regard to harvest, income, expenditures and employment.
- Ned is responsible for taking Steering Committee recommendations to the APS Implementation Committee meeting. The next meeting is April 24th and 25th.
- Inuvik and Chesterfield Inlet are currently the locations Stat Can plans to do qualitative testing. Stat Can liked the idea of a smaller settlement as well. Inuvik will be the more urban community and Chesterfield the smaller settlement. They hoped to get the questionnaires translated into Inuktitut for the qualitative testing, but it's coming up soon and there are still revisions being made to Module 2, so they're probably not going to have the questionnaire translated by then. We need to discuss this--they may have on-the-spot translators for this. They'll do Module 2 and Module 1 testing in early June; write a recommendation letter in July or August, and then they'll probably begin the process of chopping down the core. By September/ October they want to be in the field pretesting the final draft of Module 1, Module 2, and the SLiCA questions.
- Details on pretesting will be on the agenda of the next meeting. We decided that Nain, Lanbrador would be one site for the pretest. Another, larger community in Nunavik to be decided on and a smaller community. We also talked about having a French bi-lingual community. The data collection will begin in September 2001, and run through January 2002. The census in the North is February-March 2001.

## Sampling

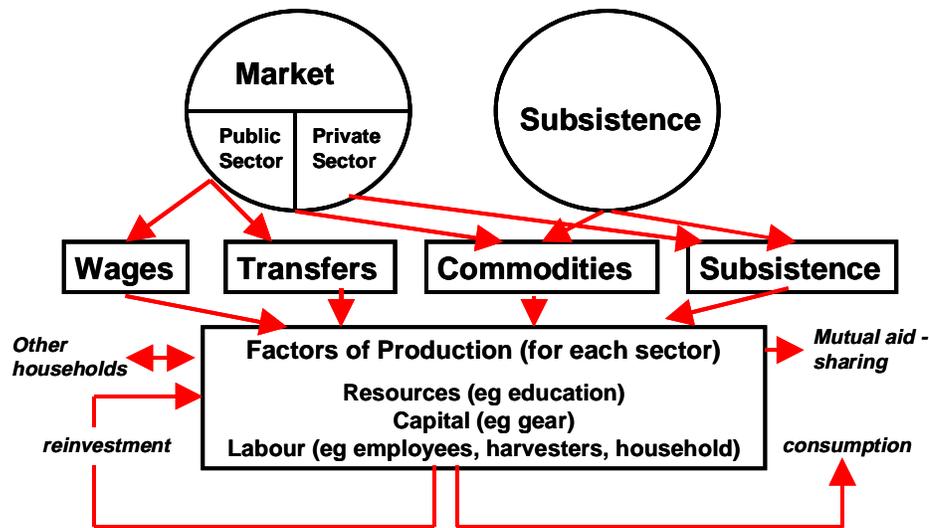
- The APS/SLiCA sample is based on two questions on ethnicity in 2001 Census for the Inuvialuit Settlement Region, Nunavik, and Nunavut. These questions are:
  - To which ethnic or cultural groups did (respondent)'s ancestors belong, with "Inuit" being one choice;
  - Is the respondent an aboriginal person?
  - Note that two additional questions will identify non-Inuit aboriginal people for APS.
  - Question: should people of mixed aboriginal ethnic origin households who are selected for APS get the SLiCA questions? Roger said that in the Inuvialuit

Settlement Region they would like to get comparable data for Metis and Gwitch'in in the region.

- The Labrador Inuit have asked that the sample in that region be based on LIA membership list. The reason is that some 800-1000 Labrador Inuit were missed in the 1991 survey out of 4,800. If the same census question responses are used in APS 2 people will be missed again.
- **Action Required: Ned needs to check with Stat Can to find out if the membership will be used in Labrador.**
- The APS sample design calls for 14,000 interviews in a population of some 21-24,000 Inuit aged 15 and over. Given that sample size, there should be sufficient sample size to break out regional centers such as Goose Bay.
- The large sample size means that it is likely that more than one person will be randomly selected in many households. This raises the question of how to handle questions about the household as a whole and questions asked about every household member.
- It may be possible to reduce the sample size and increase the length of the interview.

## Household Economy

- We recommended to the APS committee combining labor activity, harvest, income and expenditures as one household economy model. Both Stat Can and the First Nations representatives endorsed this approach.
- We gave them a set of questions in January of 2000, then we met as an international team and we came up with revisions in February 2000. Meanwhile Stat Can had produced a version that was formed by the original questions we had given them. Now they are waiting for us to give them a revised set of questions.
- Since APS also has to apply to Natives living in urban areas, it is not clear if the household economy questions will go in the APS core.



- Rationale for using the household economy model: Our experience over many years of socio economic surveys in the north, is that conventional models that work in a southern industrial setting do not work well in the north. Over the years we've cobbled together a model that tries to describe a northern community in a better way.
- The model applies widely across the north --possibly one country to another--although that is about to be tested in the international project. It works over time--what exists now

and what was there 50 years ago. It works across cultures--Inuit, rural, aboriginal communities-First Nations. It can apply to a couple hundred places in Canada--standard socio economic models don't do this.

- The model tells us something about an essential socio economic unit below the regional economy level: the household. In the classic model households only consume. Businesses produce, households consume. The difference in the north is that households are a micro-enterprise--they consume but they also produce--through small enterprises, crafts, small businesses, etc. What we're trying to get at is to find indicators and measures of this phenomenon for both consumption and production as well as distribution.
- Households have access to land – not in the conventional sense of ownership – but to the traditional land base used for harvesting. Households own items used in production: boats, motors, skidoos, trucks. Household members work to produce money and harvests: they have paid jobs, they hunt and fish, and they process foods. We try to understand how everyone in the household fits together to do these things--this is the challenge for APS and SLICA.
- The model as presented to the Steering Committee uses examples that focus on the subsistence side of production. We should change the model diagram (partially changed above) to give equal attention to the wage side of production. The model also needs to show unpaid household work – like child care.
- The household is not a unit operating in isolation. There may be 50 households in a community and they share things--boat crews, trapping partnerships, people working together. And when people get subsistence they share it--stuff is moving between households.
- There are three types of questions relevant to the household economy model: **characteristics** of the individual members (their western and traditional education for example); **activities** of the individual household members (wage work and hunting for example); and **flows** of different types of cash and harvests into and out of the household. Note that the model does not also focus on people's perceptions or opinions.
- The Committee considered the relevance of the household economy model. As Brian said it, "To the extent that I understand it, which I think I do, it takes into account things that haven't necessarily been taken into account as to how people live in their community.
- We discussed at length the extent to which we can expect to ask questions about the characteristics and activities of all household members. At issue is the ability of the randomly selected respondent to reliably report about the characteristics and activities of other household members and the interview time required to collect this information.
- We decided that the most important information to collect about the household economy are the flows of cash and harvest. These flows can be aggregated at the household level (i.e. not reported separately for each individual). Cash income flows include:
  - Wage income

- Commodity sales
  - Other self-employment, small business income
  - Transfer payments
  - Investments, rents, honoraria
  - Total cash income
- To make international comparisons, we need to measure cash flows as dollar estimates, not in categories. This is because: (1) we have to convert to a common currency; and (2) we want to be able to compare mean and median measures.
- We also noted that there are likely to be major differences in non-cash benefits like travel allowances, housing allowances, etc. This may need to be added as another flow to be measured.
- Harvest flows cannot be measured in this type of survey in either pounds/kilograms of edible meat and fish or in dollar value. Minimally, we can ask whether any meat and fish comes from each major potential source (see list below). Since most households are likely to get at least some meat and fish from virtually all potential sources, however, we need to try to determine which are the major sources for each household.
  - From the household's own harvesting activities (including commercial activities like commercial fishing or reindeer herding)
  - From other households harvesting activities (gifts, exchanges of food for labor and/or equipment and supplies)
  - From purchases of Native/country foods in stores
  - From purchases of non-Native/country foods
  - From barter or trade
- **Action required: Peter will draft one or more alternative sets of questions to be pretested by Jack Hicks.**
- We also want to roughly measure the flow of Native/country food out of the household.
- We want to measure the flow of income that the household re-invests to support harvest activities. We discussed how best to measure this and concluded that it is better to ask how much is re-invested to support harvest activities than to ask how much is spent on boats, trucks, etc. because these items are often used for more than harvest activities.
- We agreed that – second to measuring flows – the most important aspect of the household economy is to understand the involvement of household members in each type of activity.
- We discussed the extent to which we can expect to get measures of the intensity of each activity for each household adult (months worked for pay for example). Minimally, we agreed that we want to know if each household member 15 and older participated in the following activities in the past 12 months:
  - Paid work
  - Harvesting activities
  - Unpaid housework
- We think, however, that we can go further and ask the respondent to categorize each household member in one of the following categories:
  - Paid work: full time, part time, seasonal, wanted a job, did not want paid work;
  - Harvesting: regularly engaged, occasionally engaged, did not engage
  - Unpaid housework: regularly engaged, occasionally engaged, did not engage
- It may seem overly materialistic to focus on production activities and income/harvest flows. But we need to keep in mind that social bonds are built up between families,

members of families through acts of production, sharing, and consumption. If you don't live in a household that has a large production component, you've lost part of your traditional culture.

- We discussed at length what additional information we need to collect for all household members: formal education, traditional skills, characteristics of jobs. If we collect this information only for the randomly selected respondent, we can still analyze relationships between characteristics (such as education) and activities (such as employment). We are therefore leaning toward the approach of limiting the information collected for all household members to the following:
  - Age, gender, relationship to person number one
  - Employment status (FT, PT, Seasonal, Unemployed, Not want paid job)
  - Harvesting status (none, occasional, regular)
  - Unpaid housework (none, occasional, regular)
- **Action required: We will revise the household “map” accordingly.**

## Employment

- We want to know the mix of occupations and types of employers by region. To do this, we need to sample specific jobs held by the randomly selected respondent. Stat Can uses the approach of describing a person's current job and, if they are not currently employed, describing the job worked for the longest hours in the previous 18 months. Thus, the Stat Can approach yields information for one job held. Since employment varies widely by season, the mix of current jobs may not reflect the annual mix of jobs in a region. We therefore propose to describe both the current job and the job held the longest (or most hours worked).
- We tested the APS employment section (4/19/00) and found that it takes about 7 minutes. We decided that trying to link existing information about a business to the interview through address information is not worth the interview time or intrusiveness of the questions (item 13).
- We do want to know if the job is in the community or somewhere else.
- We also want to obtain descriptions of the type of employer (industry) and type of work (occupation).
- The job satisfaction questions are of secondary importance.

## Potential SLiCA Subject Areas not covered by APS

- We agreed that a principal reason for SLiCA is to understand why people continue to live in places where living conditions as measured in the south are relatively poor. As Gerard said, “It is crucial to be able to figure out the main factors that keep these communities alive...To understand this community life is to understand the social ties...To my mind, I would put the emphasis on the subjective well-being component and the social relationships. In that respect we can also understand political resources.
- We reviewed a draft of subjective well-being questions that have been pretested in Alaska. We decided that we need to pretest them further to see if people have a common understanding of what they mean.
- **Action Required: Jack Hicks will arrange for pretesting of the subjective indicator questions.**
- Sandra talked about working with the Maori cultural indicators. This is also of interest to the Steering Committee.

- Members of the international team bring different interests and expertise to the project. If each country only asks questions in its own areas of interest, we will fail to produce comparable information. So we need to keep in mind all the interests and try to compromise to accommodate the interests of other countries. The Swedish team is particularly interested in the concept of identity and in measures of discrimination. The Greenland team is particularly interested in political resources. The Chukotka team is particularly interested in health and access to health services.
- **Action Required: We need to be able to see actual questions to make the tradeoff between cutting sections already developed within APS and new sections.**

## SLiCA Canada Issues

- Jack Hicks clarified that he is not in a position to speak for Nunavut; that Derek has that role. Jack has been a part of the international team since the beginning and he would like to continue to be a part of the international effort.
- Gerard stated that he would like Peter Usher to continue being involved in the project at the national and international levels and that Gerard is working with SSHRC to pay for Peter's involvement in the project. Additional funding from other sources probably will be required. Areas of Peter's involvement are: questionnaire development, negotiations with Stat Can, theoretical model development, and the international questionnaires
- The SSHRC funds are sufficient to cover the operating expenses of the Canada Steering Committee. This is a priority.
- We (both Canada and the US) anticipate working with the regional organizations to apply for private foundation funding for them. In Canada, funds will be needed to involve the regional managers through the analysis and reporting phases of the project.
- Brian noted that it is better to hold longer meetings if travel each way takes 2 days.
- To avoid the survey results coming out of a "black box", we should try to involve the regional managers in a review of preliminary results at the community level.
- Steering Committee Member comments about the project: Charles – "I must say that from the point of view of Nunavik I have a clearer view of what's going on. The important thing is to go back and share the importance of this project. I look forward to continuing work on this." Brian – "I hope I don't slow things down, but I like to think that I keep some of you from drowning at time. LIA is on board. This is an interesting thing to do and a good way to look at our communities – how they relate to Canada and the rest of the world."