

# WMI INITIATIVES

# a progress report

January 1996 / Issue 2

REPORT OF THE WHITEHORSE MINING INITIATIVE PARTICIPANTS MEETING

WHITEHORSE MINING INITIATIVE

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*consensus.*

The Whitehorse Mining Initiative (WMI) expresses a vision of a socially, economically and environmentally sustainable, and prosperous mining industry underpinned by political and community consensus. The WMI Accord, signed in 1994, signifies the successful completion of phase I of the WMI process. The current implementation of the Accord's principles and goals, at both the national and regional levels, represents phase II of the WMI process.

On November 23, 1995, a participants meeting was held to enable the WMI stakeholders to discuss the status of implementation of these principles and goals in each of their areas of responsibility. (For the list of participants, see Annex B.)

The purpose of this report is to provide meeting participants and other interested parties with a summary of the results of the November 23 discussions. This report should be viewed in combination with the stakeholders' implementation status reports, which were submitted in advance of the Workshop. Printed copies are available upon request from The Mining Association of Canada (MAC) and the Minerals and Metals Sector of Natural Resources Canada. Electronic versions of the WMI Accord, the implementation status reports, as well as this report, are available on Internet at [http://www.nrcan.gc.ca/nrcanhp\\_e.html](http://www.nrcan.gc.ca/nrcanhp_e.html) and soon will also be available on the MAC Home Page. (A summary/overview of each of the November status reports is given in Annex C.)

It is our hope that these two reports will further an understanding of the WMI objectives and process as well as provide information about the numerous current initiatives under way. We trust that this information will enable stakeholders to discuss with their communities how the Whitehorse Mining Initiative can advance our common agenda, especially in the regions and communities closest to the mining industry.

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George Miller  
Co-Chair, WMI Implementation  
Working Group

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William J. McCann  
Co-Chair, WMI Implementation  
Working Group

## Purpose of the Meeting

The purpose of the November 23 multi-stakeholder meeting was twofold. First, it provided an opportunity for each stakeholder group and each jurisdiction to share details on the status of implementing the WMI principles and goals in their area of responsibility – i.e., sharing information on actions taken to date. Secondly, on the basis of the information provided, a discussion took place regarding what future action was required to continue making progress on implementing the Accord's principles and goals. The meeting agenda is appended in Annex A.



should reaffirm their commitment to the WMI process, principles and goals.

Every effort should be made to coordinate and harmonize, within and between governments, legislation in the area of environmental impact assessment. Avoiding duplication of effort is important. Policy initiatives should focus on understanding the common science basis for selecting protected areas and environmental standards as well as developing a common understanding of the decision-making processes. Of these, the greatest policy need at the moment seems to be in the integration of federal environmental impact assessment legislation with provincial processes.

## Summary of Working Group Discussions

Discussions in three working groups centred around the following four major themes:

- i) What new policy initiatives or policy changes would assist the implementation of the WMI principles and goals?
- ii) What actions or initiatives can governments, industry, the environment community, the labour movement and indigenous peoples take in partnership to facilitate accomplishing the WMI vision?
- iii) What actions can stakeholders undertake voluntarily to assist in the further implementation of the WMI principles and goals?
- iv) What communications activities can governments and stakeholders take to promote dialogue and facilitate understanding between stakeholder groups?

A synthesis of the results of these discussions is provided below.

### POLICY INITIATIVES

Participants concluded the day by stating that it was important that each and every stakeholder group (industry, labour, environmentalists, Aboriginals and governments)

### PARTNERSHIPS

Acknowledging that mining is vital to the Canadian economy (including some 150 communities directly affected), participants felt that it was important to continue the shared agenda of making mining issues better known to all Canadians. Issues such as mineral exploration and development, protected areas and training could be addressed in workshops. One specific suggestion was that The Mining Association of Canada and the Canadian Environmental Network organize a workshop on protected areas.

A few participants indicated that some type of WMI forum could be useful in the provinces and territories to discuss mining issues particular to specific jurisdictions (Ministerial Advisory Committees have been established in B.C. and Ontario).

Training is another very important issue as today's mining industry is highly technical and knowledge-based. It was suggested that the federal government could support a structure to provide for national training standards. Participants recommended that the Mining Industry Training and Advisory Council (MITAC) could be expanded, perhaps providing for an inter-provincial ticket in mining.

Participants mentioned the importance of having an annual checkpoint where stakeholders could report on their progress in implementing the WMI principles and goals. One suggestion was that the annual Mines Ministers' Conference, which now includes industry representatives, could be expanded to include representatives of the WMI stakeholder groups, thereby providing a reporting forum on WMI progress.

## VOLUNTARY ACTIONS

Participants felt that the importance of voluntary initiatives by all stakeholders should be recognized and further, that such initiatives should be encouraged. Recognition should also be given to the fact that the WMI has been and continues to be an important process for dealing with mining issues. Participants were challenged to think about developing incentives within the various groups and jurisdictions, including providing public recognition, to help stimulate voluntary action.

## COMMUNICATIONS

Dialogue and cooperation amongst stakeholder groups benefit all Canadians. This is especially the case, it was felt, in the sharing of information about best mining practices in Canada. Participants suggested a “model mine” approach in which the best practices from an environmental, social and economic perspective are identified, documented and communicated to others. These examples would illustrate WMI principles and goals.

It was suggested that provincial governments could advise prospectors and mineral claimants in their jurisdiction of their expectations and communicate their commitment to the WMI principles and goals. Provincial governments could distribute either a copy of the WMI Accord or a brochure outlining the Accord’s principles to prospectors and mineral claimants.

Participants agreed that every stakeholder group needs to communicate the WMI principles and goals to the grass roots of its organization.

## CONCLUSION, CHALLENGES AND FUTURE ACTION

It was acknowledged that one of the current challenges facing all stakeholders is that budgets, especially those of governments, are tighter than a few years ago and financing a process such as the WMI could become increasingly difficult.

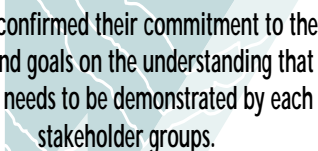
Participants remembered their initial struggle in building trust within and between the WMI participants and how the signing of the WMI Accord demonstrated their success in this regard. The ongoing challenge now is how to maintain and expand this trust beyond the current stakeholders to include others. It was suggested that progress would be facilitated by finding “champions” within each stakeholder group to foster

implementation of the Accord, especially at the provincial and regional levels. To create better awareness of the WMI benefits within individual constituencies, “ambassadors” could help communicate within and between stakeholder groups on issues related to mining.

Although no consensus was reached, another recommendation was that progress towards implementation would be facilitated by forming a coordinating committee. The multi-stakeholder approach needs to devolve in some fashion to the provincial, regional and community levels. It was suggested that each province and territory commit to using the WMI multi-stakeholder approach in dealing with mining issues through a WMI-type forum in its jurisdiction.

Several suggestions were made for jointly developed and sponsored workshops, regionally as well as nationally, on such matters as:

- An industry-environmental-community workshop on selecting protected areas;
- Developing a common science base of information for decision making;
- Developing a common knowledge base of what works and what doesn’t work;
- ISO 14 000 standards (which will provide guidance for the design, operation and monitoring of effective internal management systems for environmental excellence); and
- An examination of options to provide incentives for voluntary action (e.g., a deposit system for oil drums could result in fewer abandoned oil drums).



Participants confirmed their commitment to the WMI principles and goals on the understanding that such commitment needs to be demonstrated by each of the stakeholder groups.



## Annex A

### WMI STAKEHOLDER PARTICIPANTS MEETING

Novotel Ottawa Hotel,  
November 23, 1995

### Agenda

- |               |   |
|---------------|---|
| 8:15 - 8:30   | <i>Coffee</i>   |
| 8:30 - 8:45   | <i>Opening Comments</i>   |
| 8:45 - 10:00  | <i>Progress Reports (Plenary)</i> <ul style="list-style-type: none"> <li>• <i>progress reports presented by each stakeholder group and each jurisdiction, keyed to WMI Accord principles and goals (5 minutes each)</i></li> </ul>  |
| 10:00 - 10:15 | <i>Discussion Paper (Plenary)</i> <ul style="list-style-type: none"> <li>• <i>presentation of "background paper" based on progress reports received from stakeholders in order to facilitate discussion on Required Action</i></li> </ul>   |
| 10:15 - 10:30 | <i>Coffee Break</i>   |
| 10:30 - 12:15 | <i>Required Action (Working Groups)</i> <ul style="list-style-type: none"> <li>• <i>working groups, dealing with the same topic, will discuss the action required to further WMI goals and principles in each of the categories of policy, voluntary (individual) action, partnerships and communication</i></li> </ul> |
| 12:15 - 12:45 | <i>Lunch</i>  |
| 12:45 - 2:15  | <i>Required Action (Working Groups)</i> <ul style="list-style-type: none"> <li>• <i>continuation of discussions</i></li> </ul>  |
| 2:15 - 2:30   | <i>Coffee Break</i>   |
| 2:30 - 4:00   | <i>Reports from the Working Groups and Discussion</i>   |
| 4:00 - 4:30   | <i>Closing Comments</i> <ul style="list-style-type: none"> <li>• <i>wrap up with recommitment to WMI principles and goals</i></li> <li>• <i>adjournment</i></li> </ul>  |

## Annex B

### LIST OF PARTICIPANTS BY ORGANIZATION

#### ENVIRONMENTAL COMMUNITY

Laura Duncan, East Kootenay Environmental Society, Kimberley, B.C.  
Kevin McNamee, Canadian Nature Federation, Ottawa, Ontario  
Maggie Paquet, Friends of the Stikine, Canadian Environmental Network, B.C.

Bob Van Dijken, Yukon Conservation Society, Whitehorse, Yukon  
Alan Young, Environmental Mining Council of British Columbia, Sooke, B.C.

#### INDUSTRY

Bill Almdahl, Ziff Energy Group, for the Canadian Institute of Mining, Metallurgy & Petroleum, Calgary, Alberta

Tony Andrews, Prospectors and Developers Association of Canada, Toronto, Ontario

John Carrington, Barrick Gold Resources Corporation, Toronto, Ontario  
Wayne Fraser, Hudson Bay Mining and Smelting Co. Ltd., Flin Flon, Manitoba

Bruce Friesen, Syncrude Canada Ltd., Fort McMurray, Alberta

Bob Keyes, The Mining Association of Canada, Ottawa, Ontario  
George Miller, The Mining Association of Canada, Ottawa, Ontario

Len Surges, Brunswick Mining & Smelting Corp. Ltd., Bathurst, N.B.  
Walter Segsworth, Westmin Resources Limited, Vancouver, B.C.

Don Worth, Canadian Imperial Bank of Commerce, Toronto, Ontario

#### LABOUR

Rick Briggs, Mine, Mill and Smelter Workers, CAW Canada, Sudbury, Ontario

Gord Falconer, United Steelworkers of America, Toronto, Ontario

Hugh Mackenzie, United Steelworkers of America, Toronto, Ontario

Tom Reid, United Steelworkers of America, Toronto, Ontario

#### ABORIGINAL COMMUNITY

Chesley Anderson, Inuit Tarpirisat of Canada

Mary Sillett, Inuit Tarpirisat of Canada, Ottawa, Ontario

Angela Stadel, Inuit Tarpirisat of Canada, Ottawa, Ontario

Alexandra McGregor, Assembly of First Nations, Ottawa, Ontario

Jerry Asp, Dease Lake Band, Dease Lake, B.C.

## GOVERNMENT

### Provinces

<b>British Columbia</b>	Brian Parrott, Ministry of Energy, Mines and Petroleum Resources, Victoria
<b>Saskatchewan</b>	Maurice Hall, Industrial Minerals Branch, Department of Energy and Mines, Regina
<b>Manitoba</b>	Art Ball, Department of Energy and Mines, Winnipeg
<b>Ontario</b>	John Malczak, Ministry of Northern Development and Mines, Sudbury
<b>New Brunswick</b>	Garry MacEwen, Department of Natural Resources and Energy, Fredericton Don Barnett, Department of Natural Resources and Energy, Fredericton
<b>Nova Scotia</b>	Dave Hopper, Department of Natural Resources, Halifax
<b>Yukon</b>	Glenn Grant, Federal Relations Office, Ottawa, Ontario
<b>NWT</b>	Michael Cunningham, Department of Energy, Mines and Petroleum Resources, Yellowknife

### Federal Government Departments

#### Natural Resources Canada

Ron R. Sully, Minerals and Metals Sector  
Bill McCann, Mineral and Metal Policy Branch  
Keith Brewer, Economic and Financial Analysis Branch  
Glenn Kendall, Policy Analysis and Coordination Division  
Dave Pasho, Resource Management Division

#### Indian and Northern Affairs Canada

Doug Paget, Mineral Resources Directorate

#### Environment Canada

Bill Blakeman, National Office of Pollution, Mining Division

#### Parks Canada

Jim Johnston, National Parks Establishment Branch

## OBSERVERS

Cynthia Alexander, Acadia University, Nova Scotia  
Steve Thompson, University of New Brunswick

## INVITED BUT UNABLE TO ATTEND

Congress of Aboriginal Peoples  
Métis National Council  
Province of Quebec  
Province of Newfoundland and Labrador  
Fisheries and Oceans Canada  
Canadian Environmental Assessment Agency

## Annex C

### WHITEHORSE MINING INITIATIVE

November 23, 1995, Follow-Up Meeting

### Status of WMI Accord Implementation Summary/Overview



## BACKGROUND

In preparation for this meeting, all stakeholders and jurisdictions were requested to provide input with respect to the “status” of implementation to date as well as future action that should be undertaken in this regard. Following is a brief summary of input received with respect to the status of implementation to date. It is to be noted that:

- The sole purpose of this summary is to provide background/context for the workshop component of today's meeting – it is not intended that this information be the subject of detailed discussion or debate;
- The summary is not intended to be comprehensive, detailed or exhaustive but, rather, to provide a general overview of the range of activities that have taken place since the WMI Accord was signed in September 1994;
- The “headings” in the summary have been selected for convenience only;
- It is not intended that this summary be approved or endorsed during the workshop sessions - however, if a participant believes that something significant is missing from this summary, or if the summary mischaracterizes anything, this should be noted.



## COMMUNICATIONS INITIATIVES RELATED TO THE WMI ACCORD

- Mining industry organizations have been active in presenting WMI Accord principles and objectives to a wide range of audiences and the media both nationally and internationally through speeches, interviews, and conference booths. They also prepared and distributed within industry a WMI newsletter based on stakeholder reports.
- Environmental organizations have produced a series of articles, fact sheets, and reports pertaining to the WMI Accord, circulating them via newsletters, magazines, and the Internet. Representatives have discussed the WMI Accord nationally through public talks and panels.
- In May 1995, Natural Resources Canada announced *National Mining Week*. New Brunswick has changed the date of its provincial Mining Week to coincide with this.
- In September 1995, Natural Resources Canada honoured seven mining companies under the *Canadian Program for Energy Conservation* for their environmental records.
- New Brunswick partook in several international trade shows, etc., highlighting both the positive aspects of the industry and regional investment opportunities.

## MULTI-STAKEHOLDER FORUMS INITIATED IN THE SPIRIT OF THE WMI ACCORD

- The Minister's *National Advisory Committee on WMI Implementation* met for the first time February 22, 1995, and is scheduled to meet again December 4, 1995.
- The British Columbia *Advisory Council on Mining*, which has taken significant action on several key principles of the WMI Accord.

The Ontario *Mineral Sector Advisory Committee*, whose first task after its creation in 1994 was to review the WMI Accord and make recommendations to the Minister of Northern Development and Mines.

- National committee preparing environmental recommendations for updated *Metal Mining Liquid Effluent Regulations* under the *Fisheries Act*.
- Land access symposium in Toronto in December 1994, with presentations by environmental, labour, and Aboriginal groups.
- Training seminar held in Vancouver in May 1995, attended by environment, labour, and Aboriginal groups plus geoscientists.

## PARTNERSHIPS/AGREEMENTS IN THE SPIRIT OF THE WMI ACCORD

- Industry and labour have worked together to form the *Mining Industry Training & Adjustment Council* to foster skill development.
- The Mining Association of Canada has partnered with provincial and federal governments to develop more cost-effective environmental impact assessment methods.
- The Ontario *Mineral Sector Advisory Council*, under the leadership of the Canadian Aboriginal Minerals Association, is proposing to pursue further communications on mining-related issues with Ontario Aboriginal Communities.
- Under the *Accelerated Reduction & Elimination of Toxics Program* sanctioned by Environment Canada, thirteen members of The Mining Association of Canada have voluntarily agreed to a 70% reduction in designated toxic releases by the year 2000.
- In the *West Kitikmeot/Slave Study* of regional environmental and socioeconomic issues, the \$11.3 million cost is being split in thirds between territorial and federal governments and participating stakeholder groups.
- The Newfoundland and federal governments are nearing the conclusion of negotiations aimed at defining respective roles, responsibilities, and cost-sharing arrangements re: joint processes and cooperative environmental assessment procedures.

## GENERAL LEGISLATIVE/POLITICAL INITIATIVES IN THE SPIRIT OF THE WMI ACCORD

- In January 1995, a new federal *Natural Resources Act* incorporating the principles of the WMI Accord was ratified.
- In October 1995, Natural Resources Canada and The Mining Association of Canada sponsored a Regulatory Streamlining Workshop.
- Indian and Northern Affairs Canada has developed a draft Bill to amend the environmental regulation aspects, etc., of the mining Acts; this will be presented to Parliament at the end of 1995.
- In January 1995, the Nova Scotia Cabinet passed a new and more streamlined *Environment Act* to simplify legal obligations for corporations.
- Manitoba has enshrined the principles of sustainable development in its new *Mines & Minerals Act*, and is in the process of drafting a *Sustainable Development Act*.
- Environmental participants in the WMI Accord have been requested to contribute to the development of policy related to the WMI Accord through bodies like the House of Commons Standing Committee on Environment & Sustainable Development.
- Indian and Northern Affairs Canada is developing a framework based on the sustainable development principles enunciated in the WMI Accord for revising the *Northern Mineral Policy*.
- In Nova Scotia, a draft mineral policy based on WMI principles has been drafted and distributed for public review.
- Manitoba has prepared a document titled *Sustainable Development Mineral Policy Applications* which, together with its forthcoming *Sustainable Development Act*, will guide implementation of the WMI Accord.
- Ontario is introducing amendments to the *Mining Act* to streamline and clarify the minesite to rehabilitation regulatory process, including more financial assurance options.



## VOLUNTARY ACTION IN THE SPIRIT OF THE WMI ACCORD

- In June 1995, The Mining Association of Canada updated its Environmental Policy as committed to at the time of the WMI signing. The Canadian Institute of Mining, Metallurgy & Petroleum has now adopted an Environmental Statement that is posted in the offices of most members.
- The WMI Interdepartmental Committee chaired by Natural Resources Canada involves sister federal agencies and departments to advance the WMI Accord and principles in federal jurisdiction.
- The Mining Association of Canada is developing an Action Plan on the basis of the WMI Accord.
- Nova Scotia is conducting an Integrated Resource Management Pilot Project to test a decision-making process designed to resolve multiple interests in resources on Crown land.
- The Ontario Ministry of Natural Resources has promised to give the WMI principles full consideration in its ministerial planning system review and related land use initiatives like "Keep It Wild".
- The New Brunswick Minister of State for Mines and Energy has written to representatives of First Nations, Labour, and Environment seeking input re: the best reporting mechanism for progressing towards implementation of the WMI Accord.

## SPECIFIC INITIATIVES DEALING WITH LAND AND LAND AREAS

- In February 1995, Vuntut National Park was established following negotiations re: the Council of Yukon Indians land claim.
- In April 1995, lands were set aside for the creation of a park in the Bluenose (Tuktut Nogait) area in the Northwest Territories. This was endorsed by the three affected First Nations. Danley Bay Resources Ltd., moreover, relinquished its prospecting rights in the region.
- Manitoba is working toward improving land access and security of tenure by designating unencumbered Crown land under its recently initiated Treaty Land Entitlement Process.

- Negotiations between Newfoundland and the Labrador Inuit for settlement of the land claim is ongoing. Several areas have been withdrawn from further staking until July 1996 to allow negotiations to continue in good faith. Third-party mineral interests and mineral exploration will continue during negotiations.
- Nova Scotia is developing a Land Designation & Ownership Map using GIS technology to identify areas where land values and/or uses might clash.

### SPECIFIC INITIATIVES DEALING WITH PROTECTED AREAS

- Manitoba Energy and Mines has worked with the provincial mining and forest industries toward meeting the targets of the Endangered Spaces Program.
- The Mining Association of Manitoba is working closely with the World Wildlife Fund and its regional Endangered Spaces Coordinator to build an understanding on each side of the criteria used in selecting areas for mine development and conservation.

### SPECIFIC INITIATIVES DEALING WITH TAXATION

- Nova Scotia introduced a more favourable taxation regime in its April 1995 budget.
- Manitoba and Newfoundland have also instituted a variety of tax incentive programs.

### SPECIFIC INITIATIVES DEALING WITH LABOUR FORCE DEVELOPMENT

- Newfoundland has initiated a basic training program on the Labrador coast to meet the increased workforce demands of industry. It has also joined forces with the Iron Ore Company of Canada and involved union(s) to retrain workers.
- The Mining Industry Training and Adjustment Council was established as a cooperative effort of the mining industry and the United Steelworkers of America.

### PLANS FOR THE NEAR FUTURE

- The federal Minister of Natural Resources plans to draft a new *Minerals & Metals Policy* on the basis of WMI stakeholder consultations re: sustainable development by mid-1996.
- Indian and Northern Affairs Canada has announced the drafting of a *Sustainable Development Strategy* for presentation to the House of Commons in the Fall of 1997.
- The Mining Association of Canada is considering hosting a workshop on community consultation and involvement in the mining industry, looking at the success stories of community liaison structures.
- The new Mining Industry Training & Adjustment Council, once fully operational, will address wider issues identified in the WMI Accord, e.g., Aboriginal participation in the industry.
- The Manitoba Round Table on the Environment & Economy, whose participating stakeholders include all of the groups that participated in the WMI, will oversee the implementation of the integrated Sustainable Development Mineral Strategy Action Plan.
- The New Brunswick Department of Natural Resources and Energy is planning to develop an Integrated Mineral Resource Management System for geoscience information that will incorporate other land-use data (e.g., forestry, fish and wildlife, Crown ownership) as well.



*The vision of the WMI is of a socially, economically and environmentally sustainable, and prosperous mining industry, underpinned by political and community consensus.*