

**REPORT ON
ABORIGINAL PARTICIPATION IN MINING**

FOURTH ANNUAL REPORT

prepared by the

**Sub-committee of the
Intergovernmental Working Group
on the Mineral Industry**

September 1993

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**IGWG ON THE MINERAL INDUSTRY
SUB-COMMITTEE ON
ABORIGINAL PARTICIPATION IN MINING**

Representatives

Jane Forster (Chair) Tel: (306) 787-2501	Saskatchewan
Doug Paget (Co-chair) Tel: (819) 994-6423	Indian and Northern Affairs Canada
Roderic P. Hill Tel: (403) 667-5384	Yukon
Bernie Scott Tel: (403) 920-6422	Northwest Territories
Jamie Pardy Tel: (604) 952-0528	British Columbia
Neil Sterritt Tel: (604) 842-5010	British Columbia
David Luff Tel: (403) 427-7749	Alberta
Rodney Gardiner Tel: (306) 498-2233	Saskatchewan
Doug Fogwill Tel: (204) 945-6536	Manitoba
John Malczak Tel: (705) 670-7236	Ontario
Kevin Wassegijig Tel: (705) 670-7039	Ontario
Jean Beaulieu Tel: (418) 643-4896	Quebec
Garry MacEwen Tel: (506) 453-2206	New Brunswick
Wayne Wagner Tel: (613) 996-5951	Natural Resources Canada
Hans Matthews Tel: (613) 238-8200	Canadian Aboriginal Mining Association

The Sub-committee would like to thank all who contributed to this report with special thanks to the following:

Jack Fraser, Jay Fredericks, Maureen Gammell, Cheryl Rossi.
Peut être aussi obtenue en français.

EXECUTIVE SUMMARY

The Native Participation in Mining project was initiated at the request of federal/provincial/territorial Mines Ministers at their annual meeting in August 1989. The Intergovernmental Working Group on the Mineral Industry, the working group that analyzes issues and reports to the Mines Ministers each year, formed a Sub-committee to study all aspects of Native participation in mining.

Most of the provinces/territories and the federal government have actively participated in the Sub-committee since its inception.

As specified by Mines Ministers in 1989, the Sub-committee's objectives are:

- to document best practices, with a realistic view to the incidence of the costs and benefits of each and to identify new ways of matching Native lifestyles with the mineral industry employment opportunities
- to identify the concrete steps which governments, mining companies, Native groups and individuals can take to substantially boost Native participation in mining
- to examine what, if any, incentives could be identified and what legal and structural barriers to development could be removed, in order to speed progress toward the goal of increased Native participation in mining.

In its first year of operation the Sub-committee members documented "best case" studies, looked at demographic information, prepared a bibliography and outlined government policies and programs. The results of this work were released in the Phase I Report in February, 1991.

As part of its second year of operation, the Sub-committee undertook widespread consultations with mining and Aboriginal associations through surveys of Aboriginal reserves/communities and mining companies. Practical items designed to assist the industry increase their understanding of, and involvement with, Aboriginal people were developed. The second report **IT CAN BE DONE** included further bibliographic references, maps showing mines and Aboriginal communities/reserves, a summary of socio-economic agreements, a checklist for companies operating near Aboriginal lands, case studies of mines, training programs and other policies/programs designed to improve the well-being of Aboriginal people, and a summary and analysis of surveys to communities/reserves and mining companies. The main finding of the second year's work was that under the right circumstances (especially in fly-in/fly-out operations and those with

socio-economic agreements) mining companies have been able to achieve higher levels of Aboriginal participation and involvement.

During the third year of its operation, the Sub-committee carried on its efforts to expand the information bank that it had begun during the previous two years. Consultations continued with surveys of the exploration side of the industry. In addition, individual Aboriginal people as well as Aboriginal and other organizations provided input to the Sub-committee.

The result was the third report, **AIM FOR THE MOON**. The report stressed the need for prospective Aboriginal employees to obtain as much education as possible. As well, the report, like the second report emphasized the need for better communication between mining companies and Aboriginal communities. Informed communities are able to participate more fully in the mining industry.

During the past year Aboriginal people involved in the mining industry were invited to join the Sub-committee and provide advice on the various projects being undertaken. In addition, the Sub-committee changed the name of the project to Aboriginal Participation in Mining and, reflecting the need for continuous, long term study of all aspects of this issue, the report has been renamed as an "Annual Report".

The report stresses the importance of the Aboriginal Liaison Coordinator (or Aboriginal Affairs Advisor) in ensuring that a company develops strong Aboriginal participation policies and carries them out. In addition, the report covers efforts taken by the Australian government and mining industry to understand why Aboriginal people in that country have generally had little involvement in the local mining industry. As in Canada, a number of barriers are identified including low education levels and poor communication efforts by mining companies.

The report also covers a number of case studies on successes within the Canadian mining industry, as well as a study on the efforts taken by Syncrude Canada Ltd. which have resulted in that company being the largest industrial employer of Aboriginal people in the country. In addition, the report includes a number of profiles of Aboriginal role models, men and women who work in operating mines.

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1. INTRODUCTION

In August 1989, the Intergovernmental Working Group on the Mining Industry (IGWG) formed a Sub-committee to study the nature of Native participation in the mining industry in Canada¹.

The Sub-committee objectives were defined as follows:

1. Taking due account of regional differences and the demands of the different kinds of mine developments, to document "best practices", with a realistic view to the incidence of the costs and benefits of each. Also, to identify new ways of matching Native lifestyles with mineral industry employment opportunities.
2. To identify the concrete steps which governments, mining companies, Native groups and individuals can take to substantially boost Native participation in mining.
3. To examine what, if any, incentives could be identified and what legal and structural barriers to development could be removed, in order to speed progress toward the goal of increased Native participation in mining.

Native participation was defined broadly to include employment, provision of services by Natives or non-Native owned companies, financial involvement, and input into mine development and regulatory review process.

At the beginning of its operation, the Sub-committee identified a number of tasks to be completed, over at least a two year period, in order for it to meet the defined objectives. These tasks included:

- documentation of best case histories involving the participation of Natives in the Canadian mining industry
- compilation of a selective annotated bibliography
- documentation of existing government practices, procedures, and policies which enhance Native participation in the mining industry
- documentation of the mining/Native demographic relationship
- examining possible incentives that could be used to meet the goal of further Native participation in mining
- identification of the barriers to Native participation
- identification of the ways in which the traditional Native lifestyle can be integrated with the wage-based economy
- listing ways that governments, companies, Native groups and individuals can or may take to boost Native participation in

¹ For the purposes of this study, "Native" includes the following Aboriginal populations: Status and Non-status Indians, Metis and Inuit. The terms Native and Aboriginal are both used in the report. The mining industry covers all phases including exploration, pre-construction, construction, mine/mill operation, smelting and refining, maintenance and mine reclamation.

mining.

The Sub-committee, chaired by Saskatchewan and co-chaired by the federal Department of Indian Affairs and Northern Development (DIAND) has now been in operation for four years. The Sub-committee has released three reports namely the Phase I Report in 1990, the Phase II Report **"It Can be Done"** in 1991 and the Phase III Report **"Aim for the Moon"** in 1992. These reports covered many of the objectives outlined in 1989 but it soon became apparent that for the Sub-committee to have any chance to influence the level of Aboriginal participation in this industry, it would have to make a commitment to continue its work over the longer term.

With this in mind, at a meeting held in March 1993, it was agreed that the Sub-committee would formally change its name to the Sub-committee on Aboriginal Participation in Mining. In addition, it was agreed that the Sub-committee would issue an Annual Report, beginning with this one, the fourth, covering as many aspects of this topic as possible.

During the past year the Sub-committee expanded its membership through the addition of Aboriginal representatives from a number of the jurisdictions. These new members attended the meetings and provided expert advice on the various topics covered throughout the year.

2. REPORT SUMMARY

The main body of this report provides a summary of each task undertaken by the Sub-committee during the fourth year of its operation. A more detailed presentation is found in the Appendices.

2.1 Aboriginal Liaison Coordinator

It appears that most of the Canadian companies which have attained high rates of Aboriginal participation have two common factors. The first, and most important is the strong commitment of senior management, generally through the development of explicit policies to achieve and maintain high levels of Aboriginal participation. The second, which often follows closely on management's commitment is to hire an Aboriginal Liaison Coordinator whose responsibilities are to implement, monitor and promote the company's policies.

During the past years, a number of companies have approached Sub-committee members seeking more information on the role(s) of these coordinators. In response to these requests Appendix A (p. 7) "Aboriginal Liaison Coordinator" was developed. The write-up stresses that the coordinator's main function is often to develop and implement company policies designed to further Aboriginal participation in its mining operations. Thus, as noted above, the role of the coordinator is highly dependent on senior management's strong commitment to high Aboriginal participation.

A number of company policies which the coordinator has a role in implementing are identified in this section. Broadly, these cover a range of activities including: community and public relations, public and career education, recruitment, training, counselling services, Aboriginal business development, life skills programs, and literacy programs.

2.2 Aboriginal Role Models

The 1992 report by the Sub-committee, "**Aim for the Moon**" included a section with profiles of a number of role models (p. 25). The role models were Aboriginal men and women employed in various capacities, in mines throughout western Canada. The response to this section was very positive and it was agreed that further role models would be profiled in this report.

Profiles of seven Aboriginal men and women now working in the mining industry are included in Appendix B (p. 15).

The section on role models was written by six men and one woman who work in uranium mines in northern Saskatchewan. As with the role models profiled in the Phase III report, these people are employed in a variety of jobs (from heavy duty mechanic to mill operator) and have worked for the company as long as 14 years. Some of the people have progressed through the company and a number expressed the desire to further their education as a prelude to promotion within the company.

Although the seven day rotation was difficult with respect to its effect on their home life, the role models almost all indicated that they found their careers to be rewarding. A couple of the role models advised young people to steer clear of drugs and alcohol and most recommended that they stay in school and get as much education as possible. As in last years write-up, this is the main message provided by most of the Aboriginal role models.

2.3 Sources of Video Information for Mining Companies and Aboriginal Groups

This section, Appendix C (p. 35) provides information on contacts to obtain videos on issues about Aboriginal peoples, and on various aspects of the mining industry.

2.4 Case Studies

Case studies have been included in all previous reports to highlight the efforts that have been made to increase the involvement of Aboriginal people in the mining industry. Case studies make a valuable contribution to the Sub-committee's reports and they have been included once again.

This report contains eight case studies. Found in Appendix D, (p. 41) they provide information on: early efforts to ensure Native participation in mining; forums on how to improve relationships between Aboriginal people, the mining industry and government in British Columbia; the development of training in northern Saskatchewan; one company's successful efforts to encourage local business; a Band's success in achieving economic development; a 100% Native owned development company which is heavily involved in the local mining industry; Syncrude Canada's experiences with Aboriginal participation since its start up in 1978; and, a review of the Nishnawbe-Aski Nation Interim Measures Agreement in place in northern Ontario.

The first case study (p. 43) demonstrates that efforts by mining companies to involve local Aboriginal people in mining developments are not a recent phenomenon. It is a first-hand account of the initiatives taken by mining company officials, in 1968, to work with the band Chief and Counsellors of the Shoal Lake 41 Reservation, located in Manitoba and Ontario, to develop a detailed exploration agreement. This was subsequently approved by Band members in a secret ballot. The focus is on the unusual step taken by company officials in directly approaching the Privy Council of Canada for approval of the final agreement.

The second case study (p. 47) outlines two Aboriginal mining forums, sponsored by the British Columbia Ministry of Energy, Mines and Petroleum Resources. The first part of the study covers a two-day forum at which the overall objective was to obtain a better understanding of First Nations', government and industry's perspectives and policies concerning mining. Aboriginal communities, the mining industry and the Ministry provided overviews of their respective cultures, decision-making processes and policies. Keynote speakers presented their views on the components necessary to develop successful relationships and communications between First Nations and the mining industry.

The second part of the study deals briefly with a two-day forum, organized by the Carrier Sekani Tribal Council, which focused on identifying First Nations' perspectives on mining, and exploring aspects of good working relationships between First Nations, the mining industry and government. Forum deliberations led to the development of a draft Memorandum of Understanding which outlines principles designed to help promote a positive working relationship between First Nations and the Ministry. The parties will discuss the draft Memorandum at a fourth forum in September 1993.

The third case study (p. 51) details the structure, mandate and operations of Saskatchewan's Northern Labour Market Committee (NLMC). This Committee was established in 1983 by Saskatchewan Education, in recognition of the fact that unemployment problems stem partly from the gap between the low levels of formal education that are achieved

in the region and the education requirements of technology-based industries. The task team structure used by the NLMC is illustrated by an examination of the role of the Northern Mineral Sector Task Team (NMSTT), which was established to deal specifically with the training programs necessary to prepare for the employment and spin-off business opportunities expected from proposed uranium and gold mine projects. The activities of the Operations Sub-committee and the Athabasca Training Council are also described. The study concludes with a summary of the major achievements in the planning and establishment of training facilities, and the delivery of mining-related training courses, which the NLMC has been able to achieve through the close working relationship of planning, funding and training agencies with business and industry.

The fourth case study (p. 57) briefly describes the development of commercial potato production in northern Saskatchewan in response to initiatives by Cluff Lake Mine, a uranium producer, to develop business opportunities for local Aboriginal people.

The fifth case study (p. 59) examines the Prince Albert Development Corporation (PADC), which was established as a way of separating the Prince Albert Tribal Council's business developments from its service oriented non-profit activities. Since its inception the PADC has been involved with the local uranium mining industry. The case study highlights the benefits, both business and employment, that have accrued to the people represented by the PADC.

The sixth case study (p. 61) focuses on the role which Northern Resource Trucking Ltd. (NRT), has played in the economic development of Saskatchewan's Lac La Ronge Indian Band. NRT is a partnership of the Lac La Ronge Indian Band's Kitsaki Development Corporation and Trimac Transportation System, which was formed to provide trucking for the Key Lake uranium mine in northern Saskatchewan. NRT was one of the first of many business successes for the Kitsaki Development Corporation, which was established by the Band to develop an economic base for its band members. The study uses NRT to illustrate the approach which the Band has taken in developing partnerships with successful firms in order to benefit from their expertise and financial strength. The success that the Band and its individual members have enjoyed in the form of jobs, development of local businesses and the acquisition of transferable skills, as a result of pursuing education and training, are emphasized.

The seventh case study (p. 65) is included to show that the question of the participation of Aboriginal people in an industry is not unique to the mining industry and that the reasons for success of a non-mining company are very similar to those of a mining company. This case study is a reprint of excerpts of a speech given by the President of Syncrude Canada Ltd. The speech examines the company's efforts at encouraging the participation of Aboriginal peoples in its operations. In its 14 years of production Syncrude Canada has become

the largest industrial employer of Aboriginal people in Canada. The company programs and policies which have helped Syncrude reach this level of participation are outlined in this excerpt.

The eighth case study (p. 73) reviews the Nishnawbe-Aski Nation (NAN) Interim Measures Agreement. The NAN Interim Measures Agreement is an interim agreement used to notify NAN communities in northern Ontario of significant activities that may impact on them. The agreement provides a process that allows Aboriginal communities an opportunity to voice any concerns they may have about these activities and to have their concerns addressed.

2.5 Aboriginal Participation in the Australian Mining Industry

In many ways the relationship between the Australian mining industry and local Aboriginal groups is similar to that between the Canadian mining industry and local Aboriginal groups. Both countries have large mining industries which are often located in isolated areas where the local population is primarily of Aboriginal descent. Generally, and with notable exceptions, the local populations in both countries do not participate fully in the nearby mining industries. The two sections of Appendix E (p. 77) provide insight into the relationship between the Australian mining industry and its Aboriginal people.

As the Canadian mining industry has recently begun to seek ways of both improving their awareness of Aboriginal issues and increasing the level of Aboriginal participation in their industry, so has the Australian mining industry. The first article in Appendix E, "Summary of Results of Workshops on Aboriginal Employment in Australia" is a write-up on a series of workshops held in various cities in Australia during May 1992. The workshops were designed to allow the participants to compare the experiences and practices of their companies as they work to increase communications and cooperation with Aboriginal communities and employment of Aboriginal people.

The second article in Appendix E, "Summary of a Guide to Aboriginal Employment in the Mining Industry, Australia" summarizes a guide, developed by the Australian mining industry, which identifies important factors for the success of programs to increase the employment of Aboriginal people in the mineral industry in that country. The write-up also includes 5 case studies of individual company programs and experiences in various regions of Australia.

Appendix A

Aboriginal Liaison Coordinator

APPENDIX A

ABORIGINAL LIAISON COORDINATOR

1. INTRODUCTION

Mining companies committed to a high level of participation by local Aboriginal people in their operations, often hire Aboriginal Liaison Coordinators to implement, monitor and promote this Aboriginal participation. However, the existence and role played by such coordinators is not widely known and appreciated. For example, a survey of mining and exploration companies and northern communities, carried out for the Sub-committee on Native Participation in Mining's, 1992 Phase II report, "**It Can be Done**" showed that there were many mining companies and communities that had not worked with Aboriginal Liaison Coordinators. They were unaware of the concept of a Coordinator position and the duties involved.

As a result of the Phase II report, there were a number of requests for more information. In response, the following outline of the role and duties of an Aboriginal Liaison Coordinators has been prepared. It is based on an analysis of questionnaire results and interviews with Coordinators at some Canadian mines.

2. THE ROLE OF THE ABORIGINAL LIAISON COORDINATOR

The role of an Aboriginal Liaison Coordinator may vary somewhat from company to company depending upon such factors as company objectives and attitudes, company size, legislative and regulatory requirements, etc. In general, however, the Coordinator's role is to assist in policy development within a company on matters relating to maximizing Aboriginal employment, spin-off business opportunities and implementing direct economic benefits for northerners. The Coordinator is responsible for maintaining positive working relationships with Aboriginal communities and Bands and must also interact with all operations of the company in order to keep Aboriginal issues on the table. Usually the Coordinator is directly attached to, and receives back-up from, Human Resources and Personnel Branches.

Following are a number of broad areas in which a company may wish to take initiatives to further Aboriginal participation in its mining operations. Within each of the areas, a number of activities which a Coordinator might typically undertake, have been shown.

The final section (Other Considerations) includes a number of comments made by companies or coordinators during the course of the interviews.

2.1 Community and Public Relations

- represent the company on committees and boards appointed and approved by the company
- act as an advisor to the company
- schedule mine site visits for students, spouses and elected officials
- visit communities impacted by mine operations on a regular basis; interact with agencies, community authorities, Aboriginal organizations, provincial and federal organizations
- make visits to fulfil a special need, request or invitation; make courtesy visits to the Band office, village office, etc.
- during community visits, maintain a list of community concerns for subsequent company action; publish quarterly reports and distribute minutes from community liaison meetings to the involved communities
- participate in public and corporate donation programs and the development of recreation and sports in the local area.

2.2 Public and Career Education

- administer and coordinate company bursary/scholarship programs
- visit educational institutions and give public presentations upon request to schools and interest groups, attend career days and participate in career symposiums and seminars
- participate in company efforts to encourage people to pursue required education or training through the provision of educational awards, scholarships, upgrading and tutoring for persons in apprenticeship programs and educational leave to pursue studies leading to formal certification
- provide career promotion and counselling services.

2.3 Recruitment of Aboriginal Employees

- maintain a complete employment inventory, utilizing external sources, where available
- pre-screen candidates chosen from existing files or recommended by employment-based offices; refer them to the Band or other areas of the company for completion of the interviewing process

- keep track of all available training programs
- provide referrals and recruitment assistance to company's contractors; utilize Aboriginal summer student employment as a work experience/long-term recruitment strategy.

2.4 Training

- be involved in on- and off-site apprenticeship training for those individuals already hired
- participate in pre-employment training program development, joint-venture training representation on training committees, in-house training advising and participation in student selection for training.

2.5 Counselling Services

- oversee employee assistance programs; in-house services are offered to on-site personnel and serious problems are referred out; off-site problems may also be dealt with by the Coordinator
- arrange information seminars on a range of topics.

2.6 Aboriginal Business Development

- work with individuals and communities in the mine impact area to cultivate and augment businesses and services.

2.7 Life Skills Program

- run cross-culturally sensitive pre-employment entry level programs in cooperation with educational institutions and communities; provide on-site orientation for new employees.

2.8 Cross-cultural Awareness Programs

- run cross-cultural awareness programs for both Aboriginal and non-Aboriginal employees.

2.9 Literacy Programs

- run company literacy program and/or provide tutoring on- and off-site
- participate in other company involvement in broader literacy and education programs, including work experience programs in adult basic education.

3. OTHER CONSIDERATIONS

It is important that the individual who will be working with Aboriginal people should be Aboriginal as he or she is more likely to have the same values, lifestyle, etc. as the people with whom he or she will be working. It is felt that such commonalities will encourage the development of more comfortable, trusting and open relations. It is felt that this situation cannot be simulated.

The establishment of an Aboriginal employment program and a coordinator requires genuine commitment by people at every level to be successful. Shareholders, CEOs, etc. must be truly interested in the success of the program. Half of the job is automatically accomplished if the president of the company is genuinely behind the northern employment program. Such support provides for an open-door policy free of internal struggle; therefore, the adjustments required for each mine site are easily made.

Initial consideration is important because a company must be sure that it can deliver. A company cannot merely propose and attempt, it must design a definite plan with specific actions. The strategies must be long-term and will be costly to implement. However, the comment was made that "... this is the best investment you can make".

It is contended that although Aboriginal hire may commence solely to fulfil a (government requirement), it is obvious that doing so is worthwhile and represents a moral and ethical responsibility to hire Aboriginal people. The principal component of an Aboriginal employment program is a commitment made at the highest level of the company. Following this commitment, a strategy can be designed.

Companies should aim to be realistic, flexible and creative in determining and carrying out their pro-active strategies. Short- and long-term goals should be determined to provide for an all-encompassing Aboriginal program.

It is contended that "... people can not keep using lack of proper job experience and education/training as an excuse, because that is becoming untrue." Instead, companies need to develop programs to further improve the northern situation. It is felt that maximizing Aboriginal participation "... just makes good business sense."

Communities and reserves which responded, (to the questionnaire used, in preparation for the Phase II Report), indicated that the main benefits from their participation in mining related to employment opportunities while other benefits were: training and development of transferable skills; increased cash infusion to the community; increased influence on local mineral development as a result of regulatory involvement; improved quality of life; local business opportunities; and, increased knowledge of mining.

Therefore, even if an individual from a community does not wish to enter the mineral industry, he or she may still benefit from the

programs organized by an Aboriginal Liaison Coordinator. It would still be possible to take advantage of opportunities to further education and pre-employment training, etc.

Improving education in the north is an important function: very few communities/reserves have facilities to provide complete secondary education. Students from most of the communities/ reserves are required to travel up to 800 km to continue their education. Most comments concerning the need to travel to receive an education were negative. Among other things, relocation means separation from one's family and traditional lifestyle. Again, an Aboriginal Liaison Coordinator can only improve the situation for northern peoples by assisting in making education more accessible, whether or not the individual enters the mining industry.

Appendix B

Aboriginal Role Models

APPENDIX B

ABORIGINAL ROLE MODELS

1. INTRODUCTION

This is the second time that Aboriginal role models have been included as part of this series of reports. The section on Aboriginal Role Models in the Phase III Report was so well received that it was agreed to continue with the concept and to expand it to include profiles of acknowledged Aboriginal leaders in the mining field.

This combination is aimed at showing youngsters that, not only are jobs at mines possible, and desirable, but also it is possible to become a leader within your own community through the mining industry.

Name: Larry G. Buckley

Place of mine/work: Cluff Lake mine.

Location of mine: Northern Saskatchewan.

Nature of work: Work site Personnel Assistant.

Education required for job: Grade 10 plus related experience.

Length of time worked with this company: 13 years.

Short term goals: Familiarize myself with all aspects of the mining industry, in readiness for possible advancements.

Long term goals: Sufficient pension fund for comfortable retirement, and not be a burden on public funds in my retired years.

Most rewarding part of your job: To be in a workplace with people of Native origins and working towards achieving higher goals.

Most difficult part of your job: The distance from home (820 km) in case of emergency.

Advice for prospective Aboriginal employees: Be self motivated and become adaptable to the mining industry.

Effects of this job on your lifestyle: Improve home and financial planning.

If you participated in traditional values and activities in the past, do you continue to do so while working in the mining industry: I keep and maintain my Native values such as being able to speak my Native Dene language, also speak the Cree language. Both languages being very useful in my field of work.

The single most important advice for young people: Come to work on time and respect your co-workers.

Did a role model help you choose your career: I was inspired by my parents.

Special interests and hobbies: Hunting, camping and woodwork.

Additional comments: A safe industry is beneficial to the economy and the environment.

Name: Tony Daigneault

Place of mine/work: Cluff Lake, Saskatchewan.

Nature of work: Heavy duty mechanic. Presently working on underground equipment.

Education required for job: Grade 10 entrance for mechanical trades: however, the more education the better. Good reading and comprehension combined with strong maths and sciences are prime ingredients for a trades person.

Length of time worked with this company: Seven years on July 9 of this year.

Short term goals: None.

Long term goals: Upgrade to grade 12 then perhaps take some education classes. Someday I would like to teach in the mechanical field. Maybe work as a mechanical supervisor.

Most rewarding part of your job: Being able to make a decent living and put away enough for my children's college.

Most difficult part of your job: Missing certain family events and holidays at home while at work on the seven day schedule. Unable to utilize the educational programs offered at SIAST because of the bi-weekly schedule I presently work.

Advice for prospective Aboriginal employees: Don't wait for education to come to you, go get it and stay with it. If you are in mining get into an apprenticeship of your liking. The starting is poor but once you have acquired a certificate this enters you into a special class of workers with a much wider job market.

Effects of this job on your lifestyle:

Acceptance of the work schedule, with some planning and patience you adapt quickly. I personally prefer this type of job. I don't miss the traffic to and from work when I worked in Saskatoon. This also gives me more time getting things done at home.

If you participated in traditional values and activities in the past, do you continue to do so while working in the mining industry.

Yes.

The single most important advice for young people:

Don't be afraid of being different. When others quit school, you keep going. When others drink and take drugs, you don't. Set goals and don't be afraid to achieve them. Just do it!!

Did a role model help you choose your career:

When I was much younger, I could remember my grandfather taking this small outboard motor completely apart and putting it back together and running in no time. Yes, I would say my grandfather was my role model and helped me choose my career.

Special interests and hobbies:

Golfing, fishing, restoring old trucks and studying electronics.

Additional comments:

After twenty years at home, I finally moved out. Within 12 years, I was able to attain certificates in Industrial and Heavy Duty Mechanics. There are so many learning options outside the Northern communities that should be utilized by young people. Perhaps by attaining these skills, they could be used to improve life in these communities.

Name: Abe Gardiner

Place of mine/work: Cluff Lake mine.

Location of mine: Northern Saskatchewan.

Nature of work: Warehouse Foreman.

Education required for job: I only had grade 6 level. In 1969, I took an up-grader course - grade 10, math, English.

Length of time worked with this company: 1979 - 1981 As a labourer, and 1981 - 1993 As a warehouse foreman.

Short term goals: I have no short term goals. I have been on the job for 15 years. I'm still looking forward to another 15 years until retirement.

Long term goals: The work experience, I've been doing within the 15 year period, offers me not only a break, I would like to see myself being promoted to a warehouse (General Warehouse Foreman) which would allow me an opportunity to expand even further.

Most rewarding part of your job: A commitment which motivates me to learn on the job and enhance me to encourage my experience in a broader range.

Most difficult part of your job: As a warehouse foreman, I'm not given full responsibility in decision making, but I hope the company will give me that responsibility in the future.

Advice for prospective Aboriginal employees: To be given the potential participation and promotions and opportunity, rewards when time avails them. Give the Natives the benefit of the doubt, will see the incentives, how effective they will emerge.

Effects of this job on your lifestyle:

When a carpenter is done constructing a house he's proud the job is well done, that's how I feel. Proud to be a Native working in the mining field.

If you participated in traditional values and activities in the past, do you continue to do so while working in the mining industry:

Yes. Definitely. It's in my blood. I inherited it and it is instituted in me. It's a cultural continuity.

The single most important advice for young people:

Don't look back. Look beyond the horizon. Plant a seed, which is yourself. Nourish that seed, it will grow. The results will be great. Your determination will bloom and your destiny rewarded.

Did a role model help you choose your career:

No. I've built my self-esteem. I have a great confidence in myself to grow and to be patient; to make the best with the job that I'm in. I'm proud to be who I am.

Special interests and hobbies:

I like walking, jogging, watching hockey on T.V. Listening to country and western music.

Additional comments:

For future endeavour, I would like to see more and more northerners being hired in the mining industry. Uranium companies should attempt to fulfil an obligation to achieve their goal by 50% and more, in the northern work force participation. This would be an honour if "Northern Saskatchewan" could be recognized. This would give integrity and a keen sense of respect to the Native people working in the mines.

Name: Rodney Gardiner

Place of mine/work: Cluff Lake mine.

Location of mine: Northern Saskatchewan.

Nature of work: Services supervisor.

Education required for job: On the job training programs, hard work and a strong belief that education never stops. There is always something new to learn everyday.

Length of time worked with this company: 13 years.

Short term goals: To continue working and learning to the best of my ability and to help others learn and do their best at their jobs.

Long term goals: To increase my knowledge of the mining industry and to develop along with the company. Also, to continue training and educating myself whenever possible with hopes of someday earning a promotion in the company.

Most rewarding part of your job: To be able to earn an honest dollar and say that I have a job and to be proud of what I can accomplish each day.

Most difficult part of your job: Leaving my home and family for the seven days on the job.

Advice for prospective Aboriginal employees: Always work hard and do your best at your job. Never give up and always believe in yourself and the things you can do, then you will aspire to what you never thought possible.

Effects of this job on your lifestyle: I have learned many new things from the work and experience I've gained from my job in the

mining industry during the past 13 years. It has enabled my family to live comfortably and to escape the hardships of unemployment.

If you participated in traditional values and activities in the past, do you continue to do so while working in the mining industry:

Yes, definitely.

The single most important advice for young people:

Get a good education and always do your best. There is nothing to stop you from fulfilling your dreams whatever your goals in life are. Keep working hard and believe in yourself. The only road in life is the future, so don't make it harder for yourself by quitting school and getting trapped in a life of alcohol and drugs. And most of all, keep learning

Did a role model help you choose your career:

No, but when I was growing up, I was very lucky because by dad and some other elders, taught me to always work hard, do my best and respect others.

Special interests and hobbies:

Hunting, fishing, gardening, jogging, reading and participating in different activities at the worksite at Cluff mine.

Additional comments:

-

Name: Hilton McKay

Place of mine/work: Cogema Resources Inc., Cluff Lake Mining Operations.

Location of mine: Northern Saskatchewan.

Nature of work: Plumbing, heating and other related duties.

Education required for job: Journeyman plumbing certificate with a commercial gas ticket.

Length of time worked with this company: Thirteen years.

Short term goals: Most of my short term goals have been met or surpassed.

Long term goals: I think the bottom line for myself is to achieve financial stability and to start working toward retirement.

Most rewarding part of your job: When you are finished your weekly shift and you know it was a good one.

Most difficult part of your job: Although we cope with difficult tasks under harsh conditions we sometimes achieve remarkable results.

Advice for potential Aboriginal employees: Do the best job you can, take pride in your work and make an effort to get along with all your fellow employees.

Effects of this job on your lifestyle: I believe this job has made me a better tradesman because it has given me a chance to work at a lot of things that other jobs don't provide.

If you participated in traditional values and activities in the past, do you continue to do so while working in the mining industry: Yes.

**The single most important
advice for young people:**

Stay in school and get as much
education or trades training as
you can.

**Did a role model help you
choose your career:**

No.

Special interests and hobbies:

Fishing, golfing, hockey,
softball, volleyball and
spending time with my family
and friends.

Additional comments:

-

Name: Norma McKay

Place of mine/work: Cogema Resources Inc.

Location of mine: Approximately 850 km. northwest of Saskatoon.

Nature of work: Safety and Environment Technician. Collection and preparation of samples related to the environmental protection program; measurements of parameters in the field and the laboratory; distribution and maintenance of personal dosimetry; weekly ventilation measurements underground; radiation orientation for new and existing employees; weekly updates of personal employee exposure results; shipping and handling dangerous goods.

Education required for job: Minimum Grade 12.

Length of time worked with this company: Date of Hire - January 31, 1987.

Short term goals: To further my education whether it be by correspondence or on the job. Increased computer skills and ventilation training would be a definite asset to my existing position.

Long term goals: To one day attend university full time (possibly environmental studies).

Most rewarding part of your job: People would definitely be number one. I enjoy the people I work with so it makes the job a little easier. Responsibility would be a close second. It feels pretty good to know people are confident in your abilities to get a job done promptly and effectively.

Most difficult part of your job:

Time. We work a twelve hour day, but it still seems that there is never enough time to get everything done, so it entails a lot of overtime.

Advice for prospective Aboriginal employees:

Always give 110%, if you do, you can always be proud of your achievements no matter how little or big.

Effects of this job on your lifestyle:

Working 7 days in and 7 days out gives me a lot of flexibility to travel, so needless to say I'm not in any one place for too long. But definitely too much time for shopping!

If you participated in traditional values and activities in the past, do you continue to do so while working in the mining industry:

-

The single most important advice for young people:

Get a proper education no matter how long it takes, you will find education is the most solid base for anything you will be going in the future.

Did a role model help you choose your career:

Yes. My mother and sisters. Having grown up surrounded by successful, intelligent and strong women, I knew with a background like that I could probably do anything or be anything I wanted.

Special interests and hobbies:

Fishing, volleyball, photography, and most enjoyable going home to visit my family.

Additional comments:

I will be extremely pleased if this profile has a positive impact on at least one person.

Name: Jerry L. Morin

Place of mine/work: Cluff Lake mine.

Location of mine: Located 250 km north of La Loche, 451 km from my home community of Beauval. I get to the minesite with a small plane from Beauval to Buffalo, then get on a bigger plane to the minesite which takes 50 minutes from Buffalo.

Nature of work: My job title is a Mill Operator. There are seven areas to the mill operations. They are crushing, grinding, leaching, counter-current decantation, solvent extraction, yellow cake precipitation and neutralization and yellow cake drying and packing. I have been an IA Operator for the last eight years and have knowledge in all areas of the mill. I also hold a fireman's boiler ticket which enables me to work in the power house from time to time. I am currently working in the solvent extraction plant. The function of this circuit is to purify the uranium bearing solution from the c.c.d. circuit and to produce a solution of higher uranium concentration in preparation for yellow cake precipitation.

Education required for job: Grade 10 level, but I strongly urge my fellow Natives to get a good education before you make any career moves.

Length of time worked with this company: I was hired on June 3, 1980; 13 years with company with no lost time accidents.

Short term goals: To get my fifth class boiler ticket for future purposes.

Long term goals:	Move up the mining industry (supervisory role, etc.).
Most rewarding part of your job:	All the knowledge I've taken in the 13 years in the mining industry, but I have to say the most rewarding part of my job is my lifestyle at home since I started in the mine industry.
Most difficult part of your job:	Having to leave my family seven days at a time.
Advice for prospective Aboriginal employees:	Get a job with the mining industry and stick with it. Do your job to the best of your ability and obey all the rules. It is very rewarding.
Effects of this job on your lifestyle:	This job has affected my lifestyle for the better both at home and work. I have managed to stay fit from all the programs and equipment they have at work and it feels good. It carries on when you go home and you get your family involved and again I say it's a very good feeling.
If you participated in traditional values and activities in the past, do you continue to do so while working in the mining industry:	I haven't participated in any traditional values and activities in the past.
The single most important advice for young people:	I feel the most important advice for young people, and they probably heard it a hundred times is, stay in school and get a good education before you make any career moves. You will never regret it in years to come and stay away from drugs.
Did a role model help you choose your career:	I never really looked up to anybody. I worked for Saskatchewan Highways for three years building the road from La

Loche to Cluff Lake minesite before I started in the mining industry. I was pretty young when I started working, so I've been pretty independent since.

Special interests and hobbies:

I like country music. Play guitar, sing and also play drums at times. I participate in a lot of sport activities which include, hockey, floor hockey, curling and in the summer months I play ball, go boating, waterskiing, camping and hunting in the fall. I also do a bit of weightlifting. I also do a lot of work on my house which is sort of a hobby for me.

Additional comments:

One comment to our young Native people, get educated. Learn your Native language - it is a benefit for you. And Last but not least get a head start on life. You won't regret it.

Appendix C

Sources of Video Information For Mining Companies and Aboriginal Groups

APPENDIX C

SOURCES OF VIDEO INFORMATION FOR MINING COMPANIES AND ABORIGINAL GROUPS

1. INTRODUCTION

The reports produced by the Sub-committee on Aboriginal Participation in Mining have sought to provide information that will improve the mining industry's understanding of Aboriginal people in Canada and Aboriginal people's understanding of the Canadian mining industry. In the past the reports have included amongst other information annotated bibliographies, lists of newspapers which are read by Aboriginal people and contact points within both mining and Aboriginal associations.

One of the most powerful learning tools available today is the video. Over the years, a number of videos covering Aboriginal issues as well as various aspects of the mining industry have been produced. Some governments have developed libraries of videos that are available for rent or sale. As can be seen, not all jurisdictions have their own libraries but some refer enquiries to private sources. In addition to the sources listed below, public libraries as well as many private companies and Aboriginal associations also have videos available.

2. VIDEO SOURCES

2.1 Aboriginal Issues

Government of Canada:

National Film Board of Canada
Atlantic Canada

1-800-561-7104

Quebec

1-800-363-0328

Ontario

1-800-267-7710

Western and Northern Canada

1-800-661-9867

Department of Indian Affairs and Northern Development
Headquarters, Hull, Quebec 819-997-0380

Quebec:

Secrétariat aux Affaires Autochtones 418-643-3166

Manitoba:

Department of Education 204-945-7849

Saskatchewan

Saskatchewan Federation of
Indian Nations

306-665-1215

Alberta:

Energy Department

Great North Releasing Inc. 304-482-2022

Northwest Territories:

Department of Education, Culture and
Employment

403-873-7251

2.2 Mining Issues

Government of Canada:

Energy Mines and Resources
LM Media

1-800-268-2380

New Brunswick:

Natural Resources and Energy 506-453-2206

Ontario:

Ministry of Northern Development
and Mines

705-670-7117

Manitoba

Energy and Mines

204-945-6569

Saskatchewan:

Saskatchewan Education	306-787-6030
British Columbia:	
Mining Association of British Columbia	604-681-4321
Yukon:	
Department of Economic Development	403-667-3438
Northwest Territories:	
Department of Energy, Mines and Petroleum Resources	403-920-3125

Appendix D

Case Studies

APPENDIX D

CASE STUDIES

CASE STUDY 1. HISTORY OF A MINERAL EXPLORATION AGREEMENT OF AN ONTARIO/MANITOBA INDIAN RESERVE AND A CANADIAN MINING CORPORATION

Franc R. Joubin, Exploration Geologist, Toronto, Ontario

The increasing important issue of the possessory rights to land and relevant natural resources of the Indian and Inuit peoples of Canada remains largely unresolved to this date. This is regrettable inasmuch as early and timely suggestions by the British Crown to our founding leaders that we in Canada assume wardship of the Native people were largely ignored. The passage of time as we progressed from Crown colony to Dominion within the British Commonwealth and finally near-total independence as a Nation served only to complicate rather than resolve our Native-persons' Crown relationship.

During the ensuing century and a half, another factor arose that complicated and prolonged any uniform settlement for amicable co-existence. It was the growing identification of various natural resources of great value, such as forestry, mineral and hydrocarbon deposits, hydraulic power sites, etc. When identified, many such resources were found to be within areas of hereditary Indian and Inuit settlements or along their traditional migratory routes. Invariably the governments -- mainly provincial -- assumed possessory rights to such resources for corporate development but rarely upon terms of lasting satisfaction to the pioneer Indian or Inuit settlers.

This acrimonious relationship worsening with delay should not exist in Canada. An enviable model for us to consider (and perhaps still applicable to our northern territories) has operated since 1867 in the American State of Alaska. That formula for equitable co-existence was devised by the Russian Orthodox Church at the time of Czarist sale of Alaska to the United States of America upon the recommendation of William Seward, then Secretary of State.

A timely example, among others, as to the workability of this Alaskan formula, is the Cominco-Nana Agreement of 1982. It applies to the Cominco operation of the important Red Dog base metal mine in northwestern Alaska.

In terms of my personal exploration experiences in Canada, I have in some more remote sectors, employed Indian, Inuit and Metis as guides and co-prospectors. I have developed a considerable respect for their "bush skills", dependable memories and honesty. That respect was mutual and my technical advice was sought by tribal band Councils on several occasions.

One of these experiences, in 1968, gave a legal colleague and me a great deal of satisfaction since our joint efforts produced what was viewed as "land-mark legislation" at that time (1968). It may still be so if not superseded by other provisions in the Canada Constitution Act of 1982. Certainly, in 1968, our procedure achieved the wishes of the Band and the objectives of the international mining corporation that wished to explore their Reservation, all with the approval of Her Majesty the Queen of England and whose wards they then were.

I refer to the large Shoal Lake 41 Reservation situated on both sides of the Ontario and Manitoba border, near Kenora, Ontario.

The Band's Chief and two of his Counsellors came to my Toronto office with their problem, It was then a common one. At that period in time the Band was told they had no authority to negotiate or enter into any contract alone -- they must refer the matter to the Federal Department of Indian and Northern Affairs. This they had done, both in Ottawa and a regional office of that Ministry in Toronto. Correspondence, visits and telephone calls by the Band leaders and the corporation, I was told, had achieved nothing over a five-year period.

In our naiveté, a legal colleague and I wondered if the Federal Government's inaction was due to the lack of authority or self-confidence to act, because we soon learned that there was a back-log of similar enquiries from reserves across Canada.

My lawyer colleague suggested we explore, to the extent possible, all references available in regard to the possessory rights of Native persons. This we did in the legal archives of the Ontario Government library. Our research offered no convincing evidence that the British Crown had relegated its specific wardship of Native persons to any Canadian governmental authority, save approval of the Privy Council. This was in 1968.

It was decided that we would approach the Privy Council -- the British Crown's representative agents in Canada. This we did and were encouraged to present a more formal request to them.

This involved several visits to the Reserve for discussion with the Band Council and, later, Band members to explain the implications and returns to them of training, employment and production royalty if the exploration was successful. I participated in several Reserve public meetings of questions and answers as to the nature of mineral exploration and mining. A well-attended learning tour to a nearby operating mine -- the Shebandawan nickel-copper mine -- was made by all Reserve residents interested, thanks to the cooperation of the mine management.

Finally, my colleague and I developed a complete and detailed exploration agreement with the close cooperation of the legal counsel for the mining corporation that had originally approached the Band.

All of this preparatory work was conducted without publicity or involvement, and possibly even knowledge of the Federal Government's Department of Indian and Northern Affairs until it was submitted by us to the Privy Council.

After a relatively short interval, we were advised by the Privy Council Secretary that the Exploration/Production Lease Agreement would be acceptable to them if ratified by a numerical majority of Band members voting on the Reserve by secret ballot. We were told two staff members of the Department of Indian and Northern Affairs would scrutinize the voting -- the first and only involvement by that agency in any of this process. Because of absenteeism (fishing and trapping), two voting sessions were necessary. The final outcome was positive. **The Band membership voted in favour of such an agreement.**

My legal colleague and I, with the Band Council and legal counsel for the developing corporation, drew up the eventual exploration option.

The agreement was soon afterward executed at a colourful ceremony in the office of the Privy Council in Ottawa. Evidently Her Royal Highness had judged her wards on the Shoal Lake Reserve No. 41 in Ontario, Canada, as having made a reasonable request, to which she had given her approval.

The private sector corporation set to work with some of its staff professionals and Native Reserve workmen.

Unhappily, the exploration results were unsuccessful in identifying an economic orebody, so both sides mutually terminated the union. My professional fee was my body weight in fresh pickerel, which I considered generous!

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CASE STUDY 2. ABORIGINAL MINING FORUMS IN BRITISH COLUMBIA

1. INTRODUCTION

Since November 1991, three Aboriginal Mining Forums sponsored by the British Columbia Ministry of Energy, Mines and Petroleum Resources have been held in Prince George, British Columbia and a fourth is planned for September 8 and 9, 1993. The forums have been successful at bringing Aboriginal groups, mining companies, and the provincial government together to help develop a better understanding of one another. They have also helped provide industry and the ministry with a better understanding of the aspirations of the Aboriginal community related to mining.

A report on the first forum was included in the Phase III Report **"Aim for the Moon"** (p. 81). Overviews of the second and third forums are provided below.

2. FORUM ON BUILDING WORKING RELATIONSHIPS BETWEEN ABORIGINAL PEOPLES, THE MINING INDUSTRY AND BRITISH COLUMBIA GOVERNMENT - DECEMBER 1 AND 2, 1992

The second forum was attended by representatives from eighteen First Nations. Mining industry representatives included the Mining Association of B.C., the Cariboo Mining Association and ten mining and exploration companies. The provincial government was represented by the Ministries of Aboriginal Affairs; Environment, Lands and Parks; Energy, Mines and Petroleum Resources; and, the Commission on Resources and Environment (CORE).

The overall goal of the forum was to gain a better understanding of First Nations, government and industry's perspectives and policies concerning mining. The Honourable Anne Edwards, Minister of Energy, Mines and Petroleum Resources opened the forum. Representatives from Aboriginal communities, the mining industry and the Ministry of Energy, Mines and Petroleum Resources provided overviews of their respective cultures, decision-making processes and policies.

Neil Sterritt, a geological technologist and Gitksan member, and Graham Clow, Curragh Inc. were keynote speakers. They identified some of the components necessary to help develop successful relationships between First Nations and industry. Both indicated that Aboriginal peoples should benefit from mining projects near their communities and that development should be economically, socially and environmentally responsible.

Chris Knight, C.L. Knight Consulting Ltd. and former Chief Treaty Negotiator for Yukon Government led discussions on effective communication processes. He explained how a win-win outcome can be achieved through the use of interest-based negotiations as opposed to positional negotiations.

Ken Sumanik, Mining Association of British Columbia, covered a number of important points about the mining industry and Aboriginal involvement. He outlined societies' reliance on the land for minerals and assured the audience that mining was well regulated at all stages. He suggested that before the question of how Aboriginal peoples can become involved in mining can be answered, Aboriginal peoples need to ask the following questions:

- Do you wish to become your own operators?
- Do you wish to raise your own risk capital?
- Are you willing to accept the social, economic and environmental obligations which are expected of mine developers?
- Are you interested in joint ventures and or a similar arrangement?
- If you aspire to operating a mine, do you have a willing and able workforce?
- Would you prefer to be landlords and collect a "rental fee"?

He stated that relationships between mining companies and First Nations must be mutually beneficial and also said that mining is a high risk, high tech business which has basic requirements consisting of: political stability; a competent and skilled workforce; infrastructure; and, a return on investment. He identified the lack of new mining developments as the greatest obstacle to First Nation involvement in the industry.

Two concurrent workshops were held as part of the forum. In one workshop, Ministry of Energy, Mines and Petroleum Resources staff provided an overview of the provinces mineral tenure system, the application process for mineral exploration programs, the review process for proposed mining developments and reclamation requirements to First Nation representatives.

In the other workshop, Garry Merkel, Forest Innovations Consulting, provided an overview of Aboriginal traditional culture and decision-making processes to government and industry representatives. He provided the following "tools" for government and industry to use when dealing with Aboriginal groups:

- Get to know the social structure of the Aboriginal culture within which you will be working.
- Listen and be able to talk to one another.
- Design consultation processes with the Aboriginal community.
- Always be honest and respectful of each other.
- Recognize the history of Aboriginal/non-Aboriginal relations.
- Be prepared for extended time frames.
- Recognize the holistic nature of Aboriginal analysis.
- Get working principles written down early and do not renege.
- Start to build relationships early.
- Do not over compensate.

- Avoid tokenism. Ensure Aboriginal involvement is meaningful.
- Get third party interests involved early.
- Be aware that "land is first" for Aboriginal peoples. You will need to prove that the land will not be harmed irreparably.

At the conclusion of the forum, it was agreed that a set of principles for communications and consultations between Aboriginal peoples, the mining industry and government should be drafted. It was proposed that these would be reviewed at the next meeting.

3. FIRST NATIONS MINING FORUM - MARCH 15 AND 16, 1993

The third forum was organized by the Carrier Sekani Tribal Council and attended by representatives from the Ministry of Energy, Mines and Petroleum Resources and from eighteen First Nations. Discussions focused on identifying First Nations' perspectives on mining and exploring aspects of good working relationships between First Nations, the mining industry and government.

As a result of the deliberations which occurred at the forum, a draft Memorandum of Understanding was developed by First Nations. The Memorandum outlines principles to help develop a positive working relationship between First Nations and the ministry. It also identifies short, medium and long term goals for First Nations and the ministry to work towards. The Memorandum will be discussed by Aboriginal groups, representatives from the mining industry and British Columbia government at a meeting proposed for September 8 and 9, 1993. It is hoped that the Memorandum of Understanding will be part of the next report prepared by the Subcommittee on Aboriginal Participation in Mining.

CASE STUDY 3. NORTHERN LABOUR MARKET COMMITTEE

1. INTRODUCTION

Saskatchewan Education organized a forum of not only training agencies but other government agencies, groups, Bands, communities, and employers in northern Saskatchewan to maximize employment of the residents of the region. Recognizing that the problems of unemployment stem, at least in part, from the gap between the low levels of formal education that are achieved in the region, and the education requirements of technology based industries, Saskatchewan Education felt that the cooperation of all these groups was necessary. The Northern Labour Market Committee (NLMC) was formed in 1983.

2. STRUCTURE AND MANDATE OF THE NORTHERN LABOUR MARKET COMMITTEE

The mandate of the Committee is to identify and assess emerging labour market issues in northern Saskatchewan and to develop recommendations and initiate actions toward the resolution of such issues. In fulfilling its mandate, the Committee has the following responsibilities:

- Identify issues emerging from the labour market in northern Saskatchewan;
- Prioritize these issues, based on the Committee's immediate and long range goals;
- Coordinate and facilitate cooperative planning among agencies so as to avoid duplication of undertakings, of training delivery, and of expenditures;
- Initiate special projects which are action- and results-oriented to resolve labour market issues; and
- Exchange information to facilitate closer collaboration among agencies.

The NLMC meets quarterly in La Ronge and Prince Albert and is coordinated by a joint chairmanship composed of one permanent representative from Saskatchewan Education and rotating participation by the NLMC member agencies. The Committee utilizes a task team structure, as necessary, in carrying out its functions. Membership on the Committee comes from a diverse group including:

- Federal Government departments;
- Provincial Government departments;
- Training institutes and colleges;

- Local governments including Tribal Councils, a Municipality Association and Metis representation;
- Non-government organizations;
- Northern mining companies;
- A union;
- Labour market boards; and
- Observers from northern businesses and industries.

3. NORTHERN MINERAL SECTOR TASK TEAM

One example of the task team structure used by the Committee is the Northern Mineral Sector Task Team (NMSTT or Task Team) established in 1992. The NMSTT was formed to deal specifically with identifying and planning training programs for the significant opportunities for employment and spin-off businesses that will occur in the North if the six proposed uranium mine projects and one proposed gold mine project proceed to development.

The mandate of the NMSTT is:

"...to determine the employment needs of the projected new mining operations in northern Saskatchewan. Based on these projections, the Mineral Sector Task Team will develop a five-year training strategy to ensure that residents of the Athabasca region in particular and residents of Saskatchewan's North in general benefit from mineral development in their regions."

The long-term goal of the Task Team is to enable the people of the region to derive maximum benefits from mineral development in the region. The NLMC recognized that in order to accomplish this, northern people must have education, training, and access to employment in the mineral sector directly as well as the knowledge and skills to take advantage of economic opportunities associated with the mineral development.

To establish a framework for accomplishing the mandate and long-term goal of the NMSTT the NLMC also directed the Task Team to develop a long-term global plan to facilitate the coordination of resources and efforts by the Task Team. It was recognized that such a plan would also provide benefits to agencies implementing complementary initiatives by reducing duplication of efforts. Furthermore the plan was to be developed with short-, medium-, and long-term objectives to meet employment, education and training needs that, together with

associated business opportunities, will evolve with the evolution of the mineral industry over time.

The NMSTT is comprised of representatives from the following NLMC members:

- Provincial Government Departments of Education and Economic Development;
- Canada Employment and Immigration;
- Northlands College;
- Prince Albert Tribal Council;
- Jim Brady Metis Society;
- Cameco Corporation; and
- Cigar Lake Mining Corporation.

The Northern Mineral Sector Task Team operates with annual work plans to implement the global plan. This involves sharing of information on each member's goals, plans, programs, and achievements. The work plan identifies specific programs and initiatives and comprises specific task assignments together with time-lines and progress measures. Responsibilities are set by mutual agreement among the Task Team members. Progress reporting schedules are developed and submitted to the Administration and Operations Subcommittee of the NLMC.

The NMSTT is the "one window" through which employment, training and economic development issues relating to northern mineral sector development are addressed. The Task Team will determine what training is required to allow Northerners to participate and advance in mining operations. Delivery agencies, also members of the Task Team, will in turn allocate resources to these training programs as funding is available. The Task Team will also pursue indirect economic and employment issues associated with mineral development in northern Saskatchewan.

4. OTHER SUBCOMMITTEES OF THE NORTHERN LABOUR MARKET COMMITTEE

The other Subcommittees of the NLMC are the Administration and Operations Subcommittee and the Athabasca Training Council. The Athabasca Training Council identifies employment and training issues for the Athabasca region and works with the NLMC to address them. One of their projects, the Athabasca Innovation Program, was profiled in Appendix D of the Phase III Report "**AIM FOR THE MOON**" of the Sub-

Committee of the Intergovernmental Working Group on Aboriginal Participation in Mining.

The Administration and Operations Subcommittee is empowered with the mandate to set the working direction of the NLMC as a whole. The Subcommittee functions in a participatory role and is involved in proactive and strategic planning for the operation of the NLMC. The four areas of responsibility for the Subcommittee are:

- Target Setting;
- Strategic Development;
- Implementation; and
- Review and Evaluation.

The composition of the Subcommittee reflects the composition of the NLMC with representation from:

- The federal and provincial governments;
- Training/Education Institutes;
- Local government;
- Non-government organizations;
- Private sector;
- Unions; and
- Labour market boards.

5. ACCOMPLISHMENTS OF THE NORTHERN LABOUR MARKET COMMITTEE

Because it comprises representatives from planning, funding, and training agencies as well as from business and industry, the NLMC has been able to bring these groups into closer working relationships. As a result, the Committee promotes coordination and cooperation and reduces duplication of services. The Committee is also a forum for discussion of northern issues and an agency for strategic planning.

The following are some of the major achievements of the NLMC from its inception in 1983 to January, 1992:

- Initiated the development of an Annual Regional Planning Profile for Northern Saskatchewan based on the needs identified by a number of agencies and Tribal Councils in the North. This is submitted annually to the Training Program Coordination Branch

of the Department of Education, Training and Employment.

- Established the Athabasca Training Council with representation from seven Athabasca communities to identify emerging labour market and economic development needs of the region.
- Assisted in the establishment of the Athabasca Training Centre involving participation by the Athabasca Training Council, a Tribal Council, a training institute and the mining industry. The NLMC also participated in the acquisition and renovation of a building to serve as the training facility for the upgrading/work experience program.
- Assisted in the development and delivery of the Athabasca Innovation Program, an upgrading/work experience program.
- Worked with Cameco Corporation, The Hatchet Lake Indian Band and the Local Advisory Council (LAC) of Wollaston Post to establish a \$45,000 PALS Facility at the Athabasca Training Centre.
- Initiated the delivery of a Radiation Education module, developed by the Canadian Institute for Radiation Safety (CAIRS). This curriculum will be integrated into all training courses delivered in the North, preparing people to work in the mineral sector.
- Initiated an exchange of labour market demand information generated by all members of the mineral sector in the North. This assists in the development of long range plans by funding and training agencies to increase participation in the mineral sector by the residents of the region.

As well, the Committee's close working relationships with Tribal Councils, agencies, governments, non-government organizations and the private sector have resulted in the delivery of the following training courses over the years:

- Mill Operator training;
- Apprenticeship programs;
- Mine/Mill Worker Training;
- On-the-job training for Assayers, Clerical Personnel, Mill Operators, Underground Samplers, Surveyors, and Electrical Programmers and Technicians;
- Chemical Laboratory Technician program;
- Underground Miner Helper program;

- Forestry training;
- Prospector training; and
- Entrepreneurial training.

CASE STUDY 4. GARDINER'S MARKET GARDEN

1. INTRODUCTION

Mining companies operating in northern Saskatchewan have been amongst the most ardent practitioners of Aboriginal hire, in all of Canada. The commitment of these companies to employment equity is enhanced through their use of preference clauses with contractors, as well as through the promotion of opportunities for business owned by Aboriginal people. Examples of Saskatchewan mining companies as "best cases" have been provided in earlier IGWG Sub-committee on Aboriginal Participation in Mining reports (Phase I p. 146, Phase III p. 57).

Cogema Resources Inc., which operates the Cluff Lake uranium mine has, since the construction of the mine in 1978, supported Aboriginal participation. One of its more innovative contracts to support Aboriginal business has been the purchase of potatoes from a market garden operator in Île-à-la-Crosse located some 315 kilometres south of the mine.

2. BACKGROUND:

In 1988, Saskatchewan Agriculture and Food's Regional Extension Agrologist, Mr. Gerry Ivanochko, proposed a demonstration project for commercial potato production in Île-à-la-Crosse. After interest in the venture was expressed by a number of local people, startup funding was provided by the Saskatchewan Agriculture Development Fund.

Since potato farming was new to Île-à-la-Crosse, the initial project was kept very small. Five, one acre plots were developed, each farmed by an individual or small group. This provided the participants with an introduction to the work involved in commercial potato production and helped them to assess their commitment to, and aptitude for, this endeavour.

Mr. Gardiner, whose son Rodney is an employee at the Cluff Lake mine, successfully operated one of these parcels and together with Rodney exhibited enthusiasm and a commitment to the hard work involved. They elected to continue to develop this business after the first year.

In order to develop the production and business skills without being overwhelmed by all aspects of a larger business, expansion has been controlled and gradual. Their production area has increased from the initial one acre, to five acres and finally to thirteen acres. Recently, the operation has invested in an irrigation system which should allow production of potatoes from six acres equivalent to unirrigated production from the thirteen acres.

In the first year of commercial operation, Mr. Gardiner received a grant through the Metis Business Development Program (now

administered by Saskatchewan Economic Development) to assist in the purchase of used equipment for the business and a repayable loan for operating expenses from the Île-à-la-Crosse Loans Corporation through the Northern Saskatchewan Revolving Loan Fund (also administered by Saskatchewan Economic Development).

3. OPERATIONS:

Beaver Foods, the food services contractor at the Cluff Lake Mine, as well as the mine itself, have provided support to the development of this business. In conjunction with the purchasing policy of the mine that promotes the use of northern suppliers, Beaver Foods attempts to purchase potatoes and vegetables from the North when they are available. Beaver Foods has consistently purchased the bulk of the produce from the market garden operation and have indicated they will continue this as long as supplies are available. They have been very cooperative and supportive of Mr. Gardiner as he has built up the volume as well as the quality of the product.

Initial transportation assistance provided by the mine in moving potatoes from Mr. Gardiner's market garden on return hauls to Saskatoon allowed Mr. Gardiner to supply potatoes to Beaver Foods catering operations in Saskatoon which include the Centennial Auditorium.

Problems of storage of the potatoes, usually involving construction of expensive facilities, are avoided as the business makes use of the extensive root cellars of the Catholic Mission at Île-à-la-Crosse. This reduces production costs and improves the viability of the operation in its initial years.

In the first year of commercial operation the market garden sold 53,000 lbs of potatoes, followed by 83,000 lbs in 1990, and 130,000 lbs in 1991 to the local communities and Beaver Foods. Of the total sales, sales to Beaver Foods for the Cluff Lake operations were 14,000 lbs in 1989, 18,000 lbs in 1990, and 75,000 lbs in 1991. Employment for local residents in the market garden varies throughout the season, reaching a peak of 14 during harvest.

Gardiner's market garden also experimented with one acre of vegetables and while initial yields were disappointing due to micro-nutrient deficiencies in the regional soils, they were able to dispose of all the produce before snowfall that year. There seems to be some potential in this area for future operations and Mr. Ivanochko, is working with the Gardiners to correct the nutrient deficiencies. The Gardiners recognize that this business would not have succeeded without the generous commitment of time and agricultural expertise provided by Mr. Ivanochko.

Mr. Ivanochko, in turn, credits a large part of the success of this business to the interest, enthusiasm, and hard work of the Gardiners

in pursuing this opportunity. Also important was Mr. Gardiner's willingness and interest in undertaking aggressive marketing of his product rather than leaving this to others.

CASE STUDY 5. PRINCE ALBERT DEVELOPMENT CORPORATION

1. INTRODUCTION:

The Prince Albert Development Corporation (PADC) was established in 1986. PADC is a 100% Native owned company with shares divided equally among the twelve bands comprising the Prince Albert Tribal Council. The Prince Albert Tribal Council represents approximately 22,000 Indigenous peoples in northeastern Saskatchewan.

In establishing PADC, the Prince Albert Tribal Council saw the value of separating its business developments from its service orientated, non-profit activities. There are currently three (3) business sectors to PADC. There is Northern Spruce Housing, PADC Real Estate and Investments, and PADC Security and Janitorial Services. Through Security and Janitorial Services, PADC has had success in marketing and creating stable employment for indigenous people within the mining industry. PADC Security and Janitorial Services currently has six (6) contracts and provides employment for thirty four (34) full time, and eight (8) part time people.

Since inception in 1986, PADC has been involved with the uranium mining industry on two sites. These are the Cogema Cluff Lake, and Cameco Key Lake mine sites. PADC has been successful in retaining these contracts through several tendering processes. PADC employs sixteen (16) full time people at Cluff Lake, and six (6) full time people at Key Lake. As of August 1992, PADC was successful in obtaining a contract for security services at Cameco's corporate office in Saskatoon. Four (4) people are employed at this site.

2. BUSINESS BENEFITS

PADC has benefitted in many ways from this business relationship with the uranium mining industry. These areas are as follows:

2.1 Related Business Learning:

PADC has received knowledge in conducting business from its involvement with Cluff Lake and Key Lake. This has been gained through the day to day relationship as well as the tendering process. This expertise has enabled PADC to gain the experience to diversify into other areas of business in northern and central Saskatchewan. Some of the areas in which Cameco and Cogema have assisted PADC are: business administration, management, and supervision.

2.2 Business Opportunities:

As a result of the professional services provided by PADC at

Cluff Lake and Key Lake, PADC has been able to rely on very strong recommendations from Cogema and Cameco to obtain additional contracts within the mining industry as well as areas outside the industry.

3. EMPLOYMENT BENEFITS

3.1 Training:

Even though PADC has had a nominal turnover of personnel on all sites, PADC has been able to legitimize five (5) training packages. This training was justified in part, due to the specialized duties guards perform at the mine sites. PADC has trained approximately one hundred and ten (110) Indigenous peoples from northern and central Saskatchewan.

Some of the training graduates have gained employment with PADC. As we are not able to employ all graduates, some have been able to secure other employment opportunities. This in part has been due to the training, experience and exposure that they have received while on our course. These areas have been the Royal Canadian Mounted Police, municipal and city police forces, federal and provincial corrections, and into other responsible employment positions within the mining industry. Still others have moved into other training areas and secured employment.

3.2 Stable Employment:

Since 1986, PADC has been able to employ sixteen (16) people at the Cluff Lake site, and six (6) at Key Lake. The personnel employed at each mine site are from the communities directly impacted by that specific site. PADC hires on a basis of qualifications regardless of whether the individual is Metis or Treaty, male or female. The employment created is year round. The hours worked are defined, and an employee is able to depend on a set amount of wages from the hours worked.

3.3 Work Schedule:

As with all mine employees, PADC employees work on a seven day in, seven day out schedule. This allows an employee to maintain a quality family atmosphere while away from the work site. Some employees still maintain a traditional life style (ie. trapping and fishing) while away from work. I believe that this in part has enabled PADC to retain its employees and as a result, have a nominal turnover of personnel.

PADC has enjoyed a very professional working relationship with the uranium mining industry in Saskatchewan. As the mining industry expands in northern Saskatchewan, PADC looks at expansion as well.

CASE STUDY 6. NORTHERN RESOURCE TRUCKING LTD.

1. INTRODUCTION

In 1986, the Lac La Ronge Indian Band (Band) and Trimac Transportation System (Trimac) set up a partnership to provide trucking services for the Key Lake uranium mine in northern Saskatchewan. It has grown to be "the number one trucking firm in northern Saskatchewan" according to Chief Harry Cook and now serves both Cameco and Cogema Resources Inc.'s mines.

2. BEGINNINGS

In the early 1980s, the Band set up the Kitsaki Development Corporation (Kitsaki) to establish an economic base for its band members. Financial constraints, inadequate education, unemployment, restricted access to loans, and time constraints on the part of its leaders and administration were all barriers to be overcome in pursuing economic initiatives. One of the first successes for Kitsaki was Northern Resource Trucking Ltd. (NRT), a partnership with Trimac, a major international trucking company.

The operator of the Key Lake uranium mine originally contracted with both Trimac and Kitsaki for its trucking requirements. Trimac, the largest highway transporter of bulk materials in North America, maintained the long term motto (over 25 years) of "service with safety" and met the needs of the mine with one exception. The uranium mining companies in northern Saskatchewan are committed to maximizing northern employment not only in their own operations but also by letting contracts to companies and organizations that maximize participation of Northerners (residents of Northern Saskatchewan). Kitsaki offered northern participation but lacked the expertise and financial strength of Trimac. NRT meets the uranium company's objectives by blending the northern participation of Kitsaki with the financial and technical strengths of Trimac's system.

NRT was created with 51% ownership by Kitsaki and 49% by Trimac. In addition to hiring and training northern employees, the objective of NRT is to deliver quality service.

3. BUSINESS TODAY

The Lac La Ronge Indian Band, the largest band in Saskatchewan is located in six communities, with the central office in La Ronge. NRT was the first of many successes. The two hundred people presently in administration also operate seven schools, build homes, offer social development programs, supply water, sewer and garbage collection as well as negotiate land claims, seek self-government and encourage development of economic opportunity and employment for band members. The Band, through Kitsaki, seeks to invest in the regional economy

and especially mining. They have found that partnerships with successful firms works. They negotiate majority ownership and learn from the management experience of their partners.

The Band, through Kitsaki Development Corporation is now a majority owner in several businesses including the Lac La Ronge Motor Hotel, a 68 room full service facility, Six Seasons catering providing food and janitorial service to the Key Lake mine, wild rice growing and marketing businesses, a meat processing plant that makes meat snacks for sale across Canada and provides federally inspected meat to many stores in northern Saskatchewan and an insurance and pension plan brokerage. Kitsaki also owns several properties in the La Ronge area, some of which are leased out to subsidiaries.

NRT's trucking service, which covers over 5 million kilometres annually, has now attained annual revenues of \$7 million. They haul primarily bulk commodities both to and from the Key, Cluff and Rabbit uranium mines and have the people and equipment required to grow with an expanding industry. NRT's 24 power units and 42 trailers are housed in La Ronge and Saskatoon.

As of November 1992, the operation had 51 employees, 11 in administration and management, 4 mechanics and 36 drivers. Twenty-two employees are of Aboriginal ancestry and 59% are Northerners. The business includes a NAPA parts and repair shop.

4. TRAINING PROGRAMS

Most new employees of NRT are offered a detailed, eight month, driver training program. Initially, the program teaches life skills as trucking represents a total lifestyle change. In addition to the usual driver skills required, the driver training is specialized for driving in the north. The driver trainees gain considerable driving experience during the course, hauling the types of loads that the job will require. Part of the training includes meeting and feeling comfortable with the customers, the RCMP and highway traffic personnel. Candidates for training must be Northerners. With careful screening and selection, the company has been fairly successful with its training programs. The training and experience are applicable to any trucking job so trainees who do not work for NRT are able to get jobs elsewhere.

NRT also includes NAPA Auto Repairs (NAPA) in La Ronge. Since the business was taken over by NRT, NAPA has expanded to support nine families and provides a training centre for automotive mechanics (apprenticeships), counter service and office clerks. Their operations include not just a diploma but an opportunity to work in the organization. Personnel attend school career days at the local Band schools to encourage the students to further their education and to consider the careers available in their organization. Like the

driver training, if the trainees do not work with NRT upon completion of their training, they can easily get jobs elsewhere.

5. SUCCESSES

a) Lac La Ronge Indian Band

The Lac La Ronge Indian Band/Trimac partnership approach offers an excellent example for further northern business development. More recently, the Band entered into a catering service joint venture, Athabasca Catering, in which they will pass on their expertise to employees from the Fond du Lac Band in a contract with Cameco for catering services for the McArthur River Underground Exploration Project.

The members of the Band are seeing returns from pursuing education and training. Jobs are being provided for people who might not have worked. Wage economy experience and the ability to transfer these skills to other jobs gives the trainees and employees pride in themselves and their accomplishments.

Several Northerners own their own trucks and have learned to operate their own business under contract arrangements with NRT.

b) Mining Companies

The mining companies report that the employees of NRT are in effect ambassadors of the mining companies. They are proud of the customer service that the trucking firm provides. The drivers are conscientious, work to meet tight schedules, and, if there is a problem, communicate promptly. The NRT service "really shines". Committed strong support from the mining companies gives NRT a strong customer base.

CASE STUDY 7. THE ROLE OF ABORIGINAL PEOPLE IN THE WORKFORCE, SYNCRUDE CANADA

I'm pleased to have this opportunity to talk about the importance of the oil sands and the role Aboriginal People play in our industry.

From what some considered an improbable, if not impossible, dream a few decades ago, Syncrude has emerged to become Canada's second-largest oil producer, a leader in oil sands technology and applied research, and in the quality of working life and employment of Aboriginal People.

Canada's First People have been and continue to be major contributors to Syncrude's success. We take quiet pride in the fact that Syncrude is the largest industrial employer of Native people in Canada. And we're working together with Native Canadians to ensure better employment opportunities for them...

Syncrude's economic success is enhanced by numerous social benefits. For example, many of our employees, and those of our contractors, are Aboriginals. Aboriginal people represent almost 7% of our payroll, or around 300 people, and more than 250 are employed by suppliers and contractors working on our site.

Since our earliest days, one of our major goals has been to maintain a positive and participative employee relations climate. From the start, we've operated with a teamwork philosophy and we've been committed to employment equity and the development of business and employment opportunities for the Aboriginal people of our region. This commitment is a corporate policy and is communicated to our employees, suppliers and local residents.

Our interest isn't totally altruistic since we made a promise to the government, during our formative stages, to employ Aboriginals for socio-economic reasons. I think that's a promise we've kept.

Furthermore, since our plant abuts traditional hunting and fishing grounds, Aboriginals have self-interest in our company's future and it makes sense to do everything you can to enlist stakeholders like these to your side.

We've been engaged in a formal Aboriginal development program since 1974, years before we started production. We call it "development" because our program encompasses much more than just employment.

There are, in fact, three components to our program: namely, employment and education; business opportunities; and community development. All three elements are loosely connected.

When construction of our plan began, Aboriginal communities were required to make some major social adjustments. Our initial entry into Aboriginal employment very nearly foundered due to high

turnover.

The reason was both we and they failed to take into account the differences between tradition and technology and heritage and change. Our breakthrough came when we hired a Native Affairs Advisor to work with the leaders in local communities.

We asked the bands themselves to screen job candidates for Syncrude and they did, selecting band members who they believed would be most likely to succeed.

Then our Native Affairs Advisor worked with these new workers and with the company -- developing understanding, helping with coping strategies, and just being a person that everyone trusted.

The individuals chosen for employment by their band served as an example for others in their communities. They were able to increase their purchasing power, which improved their quality of life, and this inspired more potential workers to seek employment with us. And the experienced and successful Aboriginal workers also helped the new employees. This positive role-modelling continues to this day.

Things got off to a good start during the construction of our plant, from 1974 to 1978, when 700 Aboriginals were employed by contractors for labour and as heavy equipment operators. Turn-over was high, for reasons I've outlined, but a lot of stereotypes -- on both sides -- were destroyed.

We had momentum. But achieving momentum and sustaining it, however, are two different things.

You can't affect tremendous change in society and the workplace with one-shot, short-term programs.

Aboriginal workers fell to 210 when we started up because the skills required for plant operation were quite different than for construction. Almost all their jobs were labour-related and 60% of them were located in our mine.

The volume of business directed to Aboriginal companies was three million dollars. Good for the times, I suppose, but certainly not good enough.

Since 1982, however, we've begun to see the results of our program. Aboriginal employment has risen to almost 300 and less than 40% of them work in our mine.

More and more Aboriginals are moving into trades as welders, millwrights, mechanics, electricians, and as administrators. The value of business with Aboriginal firms has also risen dramatically.

Much of our success is due to the hard work of our current Native Affairs Advisor, Jim Carbery. His honesty and dedication are appreciated in the Aboriginal communities where he constantly emphasizes individual responsibility and independence, as well as the importance of education as a means of avoiding dead-end jobs.

An interesting point is that Jim has been made an honorary chief by five local Indian bands. Translated, his Indian name means "He Who Helps People".

I think it's fair to say that most Aboriginals in our area now realize they are in charge of their own well-being and future. When we raised our minimum employment requirements to Grade 12 or equivalent a few years ago, our Aboriginal employees joined their non-Aboriginal colleagues in the trek back to the classroom for upgrading.

And they haven't stopped at the high school classroom. We provide scholarships for Aboriginals taking vocational upgrading and technical training at our local community college and others can be found enrolled in apprenticeships and university studies.

Let me assure you that our efforts in the area of Aboriginal development -- our encouragement of greater self-esteem and self-reliance -- are not carried out in a patronizing manner.

We give our Aboriginal employees the same message we give non-Aboriginals: we'll give you the opportunity, but if your performance isn't satisfactory, then we'll let you go.

Our corporate commitment to Aboriginal people -- both as employees and entrepreneurs -- is genuine. Ours is a story of shared success. When the Aboriginal people in and around Fort McMurray benefit, so does Syncrude.

If what I've just described sounds a bit like a one-way street called "assimilation", that's because, so far, I've only talked about one side of our program.

Syncrude employees needed some adjustment to their attitudes as well. On the other side, therefore, we've also provided cross-cultural training for managers and supervisors, aimed at creating a better understanding of the values of Aboriginal people.

Internally, department heads are encouraged to set their own realistic Aboriginal recruitment targets annually and these goals are monitored and tracked by our managers and senior executive on a quarterly basis. Most of our supervisors and managers gain a lot of satisfaction from developing and encouraging Aboriginals on their teams. And as a bonus, they end up with very capable and committed employees.

None of this would work, of course, if our Aboriginal and non-Aboriginal employees didn't have opportunities for personal social interaction. We create these opportunities by sponsoring sports, barbecues, lobster boils and parties and these events have helped foster trust, understanding and better relations on- and off-the-job.

By now, we have learned that we, the non-Aboriginals at Syncrude, don't have a monopoly on how best to make a productive contribution. Since we began, Syncrude has practised team management.

To our surprise and pleasure, we've found the Aboriginal people are great team players. They don't need any instruction on teamwork from us.

Now isn't that interesting! -- Because right now, across North America, large and small companies alike are trying to change their corporate cultures, attempting to bring about employee empowerment and a new kind of corporate teamwork that's more meaningful than the traditional industry "cheer leading" approach.

It just shows that when we take the time and truly listen to other cultures, including those here first, our Aboriginal people -- and those just arriving -- we may learn much of value. Maybe we don't need to pay so many of those high-priced consultants.

Our experience has been that Aboriginal employees are reliable, competent, loyal, productive, safe, and have attendance records that are excellent and maybe even a little better than the rest of our employee population.

The average age of Syncrude's Aboriginal employees is 35.9 years old and their average service is 8.4 years, right on the mean for the balance of our employees. Turnover? Around 6%, well below the general turnover of 6.4% over the past few years.

Some, not surprisingly, are proving equally adept at management and entrepreneurship, another cornerstone of our development program.

For example, a program called Oil Containment and Recovery is run by Cree, Chipewyan and Métis. They work from April to October which still allows them to trap during the winter months. They capture bitumen floating on our tailings settling basin so it can be returned to the plant for reprocessing.

We began this program as an environmental necessity, accepting it as a financial loss. But through the enthusiasm and hard work of the workers, the program is economically beneficial -- as much as a million dollars worth of bitumen has been recovered from the basin in a single season.

I mentioned earlier that, in addition to our Aboriginal employees,

more than 250 are employed with our contractors and suppliers. Some of these are Aboriginal-owned enterprises.

It is a source of great satisfaction to me to see the entrepreneurial spirit come alive...and succeed.

Such as the Goodfish Lake Indian Band which supplies work clothing and laundry services, worth about half a million dollars a year. This contract is forming the foundation for a cottage textile industry.

Such as Clearwater Welding, which provides maintenance and labour services and which has one of the best safety and productivity records of any contractor on our site.

Such as the Fort McKay Indian Band's dial-a-bus service, which has an eight million dollar contract with us. Incidentally, in addition to providing new skills for many Aboriginals as drivers, mechanics, and dispatchers, this service has proven to be more economical and efficient for Syncrude than the service it replaced.

Such as the Fort McKay band's Environmental Services Company, which operates a greenhouse where 250,000 seedlings, used in our land reclamation program, are grown.

Last March, the band joined us in a new co-operative venture. One of our land reclamation projects will tap their expertise to help manage a herd of 29 bison, grazing on newly-created grassland on our property. The first four offspring have now joined the herd and mothers and calves are all doing very well.

One of the success stories of which I'm particularly proud is the contract we have with DMJ Enterprises to run the wash bays used to clean our heavy haulers.

The company's founder, a young lady named Doreen Janvier, left her position with Syncrude and staked everything she owned on the success of her venture which, I'm pleased to say, has flourished. Today, Doreen is the largest employer in her community of Janvier.

In all, we award 20 million dollars worth of contracts annually to Aboriginal-owned businesses. And we are constantly looking for new opportunities to do business with them, sometimes sole-sourcing contracts or carving our "niches" for them.

Our goal is to place 30 million dollars with Aboriginal firms by 1997. Down the road, however, our expectation is that they'll have to bid for business just like everyone else.

Meanwhile, our formal Aboriginal development program has shifted direction and now concentrates on community development, offering

life skills and educational upgrading courses, as well as business consulting.

Syncrude staff from operations and administrative departments spend time in each of the six local Aboriginal communities and Fort McMurray proper.

We assist, when requested, in helping the community define its own needs. Working with and through formal and informal leaders, and with all segments of the community, a broad range of assistance is provided.

Typically, training includes leadership, community visioning, conflict management and life skills. Direct financial assistance has helped build community halls, ice arenas, tourist lodges, and training centres in Aboriginal towns and villages.

One of the unique aspects of the program is sponsorship of community recognition banquets where Aboriginal people are acknowledged by their peers. Syncrude executives join local leaders in handing out awards for outstanding performance for work, handicrafts and social skills, such as fighting addictions.

One aspect I haven't talked about is culture. 1993 is the United Nations International Year of Indigenous Peoples and we're proud to have recognized the year by sponsoring a major exhibition of Aboriginal art.

The exhibit features 28 artists, from the Queen Charlotte Islands on the west coast to Halifax in the east, who contributed 35 pieces of very diverse art. The show also includes well-known Alberta artists such as Brian Clark, Alex Janvier, Joane Cardinal Schubert, and Jane Ash Poitras.

More than 30,000 people and thousands of students have toured the exhibit since it opened in Calgary last fall, as Syncrude's salute to Canada 125. It has stopped at most major Canadian cities and has just finished two weeks in Tokyo, Japan, at the Canadian Embassy.

It concludes its cross-country tour when it opens this Saturday at the CityCentre as a keynote exhibit of the 1993 Works Festival. I encourage everyone here to see the exhibition before it closes on July 15th.

What have we learned from these activities to provide Aboriginal development?

First, don't try to make other cultures into clones of yourself. If you listen, understand, and co-operate, there is mutual benefit, mutual growth. Perhaps there's a lesson in there for the mainstream Canadian society.

Our objective is not to remake Aboriginals into clones of ourselves, but rather to assist them meet needs that they identify. This might be better access to social programs, or improved infrastructure and educational facilities. Above all, it is an "opportunity" program that ensures Natives get the same breaks as the rest of society.

From Syncrude's point of view, we recognized very early that an Indigenous source of talent could help us achieve our goals and it quickly became apparent that we were entering a long-term partnership that would benefit both sides.

Secondly, we at Syncrude still have a long way to go. Based on local population, Aboriginals should account for 10% of our workforce instead of the current 7%. We can do better; and we will do better. And we are doing everything we can to address this employment shortfall.

And third, make it a long term commitment by publishing policies, setting, communicating and monitoring standards. Ideally, programs should be created so that the organization keeps moving in the direction whereby Aboriginal programs are absorbed into the operation as a normal way of doing business. That's our goal.

The late Lyndon B. Johnson might have been speaking about our program when he said: "We must open the doors of opportunity. But we must also equip people to walk through."

In our increasingly diverse society, we have to recognize that majority cultural traditions, and majority ways of doing things, are not the only ways.

Syncrude is trying to ensure its doors remain open and available on an equal basis to local Aboriginal people. That's not only good corporate citizenship, it's good business.

Extract - With permission of Syncrude Canada Ltd.

Address of: Eric Newell, President, Syncrude Canada Ltd., to the Rotary Club of Edmonton on June 24, 1993

CASE STUDY 8. NISHNAWBE-ASKI INTERIM MEASURES AGREEMENT

The Nishnawbe-Aski Interim Measures Agreement (IMA) was signed in 1990 by Canada, Ontario, and the Nishnawbe-Aski Nation (NAN). The agreement was intended to be an "in between" measure to be in place while negotiations aimed at giving NAN a greater role in the management of lands and resources in the area covered by Treaties 9 and 5 were proceeding. These negotiations are underway and Ontario's Chief Negotiator is Dr. Bob Rosehart, President of Lakehead University.

When representatives of Canada, Ontario, and NAN first began discussing problems which needed to be addressed during lands and resources negotiations, a strong concern was expressed by NAN that while these negotiations were underway community specific, tribal council or NAN wide issues related to the disposition or development of Crown Lands (traditional lands in NAN's view) would continue to arise. NAN representatives recognized the fact this agreement might take a long period of time to negotiate and that in the interim a process was required to inform NAN and NAN communities of significant developments, dispositions, or activities on Crown Lands which might seriously affect NAN communities and/or traditional activities of community members.

The lands and resource negotiations and the IMA recognize that the territory covered by NAN, particularly north of 50 latitude, is largely undeveloped and overwhelmingly populated by Aboriginal people. It recognizes that the First Nations communities have a significant interest in Crown Lands through Aboriginal and treaty rights and depend on these lands for support of traditional activities and economies, e.g. fishing, hunting, trapping, tourist operations, etc.

Accordingly, the purpose of the IMA is to provide NAN and NAN communities with notification of significant developments, dispositions, and activities on Crown Lands and to allow an opportunity for identifying concerns related to a proposed undertaking. These concerns may range from the potential impacts of a non-Native workforce working in close proximity to a community, opportunities for employment/benefits from the project, loss of hunting, fishing, and trapping opportunities, or environmental impacts.

The agreement specifies the kind of developments, dispositions, and activities for which notice is required. Mineral exploration and development activities which are considered significant include:

- a) Applications for Mining Leases (NAN recognizes that the issuance of a Mining Lease is non-discretionary).
- b) Notices of advanced exploration.

- c) The following types of activities requiring a work permit from the Ministry of Natural Resources:
1. Clearing, mechanical stripping and trenching, bulk sampling and any other activity that requires the movement of heavy equipment, drilling rigs, etc. to and from a site not served by an existing road;
 2. Undertakings such as a road and/or bridge and camp construction (where the camp is greater than 30 days duration);
 3. Grid lines more than 1 metre in width having a spacing frequency of less than 20 metres;

Overall the experience with the NAN IMA has been positive. Since it came into force in 1991 up until early 1993, a total of 187 work permit applications have been forwarded to NAN communities by the Ministry of Natural Resources. The vast majority, 172 (92%), were approved without problems. Of the 15 that encountered delays, the issues that caused concern were either resolved or the project proponents decided not to proceed.

The following are examples of cases where projects encountered delays or were cancelled. The community of Lansdowne House received notice of the intent of an exploration firm planning to conduct a drilling program in the vicinity of the community. Concerns related to environmental damage, impacts on traplines, and employment opportunities were raised by the First Nation. A number of community meetings were held with representatives of the Ministry of Natural Resources, the Ministry of Northern Development and Mines and the mining firm in attendance; these concerns were addressed and an agreement was reached to allow the drilling project to proceed. In another situation, the community of Sandy Lake received notice of an exploration program consisting of drilling on Sandy Lake. In this case the community was alarmed by the close proximity of the drilling to the community and the impacts the drilling would have on Sandy Lake, the source of the community's water supply. Although several meetings were held with the community, concerns could not be addressed and the company decided not to proceed with the project. In this case, community concerns would have arisen whether or not the IMA was in place. While the issue was not resolved in this instance, the IMA process provided notification to the community and provided an opportunity for the band and representatives of the government and the company to meet and discuss the details of the project. In the absence of the IMA the First Nation would, in all likelihood, have resorted to other methods to air concerns such as a request for designation of the project under the Environmental Assessment Act.

It must be recognized that the NAN IMA was the first of its kind in Ontario and indeed Canada. Like anything new it has had particular

problems related to implementation. For example, the lack of a capacity within NAN to understand and deal with notifications and provide advice to First Nations has, in many cases slowed the response time from First Nations, and in some cases because a First Nation did not understand the information contained in the notification, it has simply voiced an objection. The Government has taken steps to alleviate this problem by offering assistance to NAN to establish a Secretariat, staffed with sector specialists, to review notifications at the request of First Nations and provide advice.

There have also been problems related to interpretation of the meaning of the IMA. Some Chiefs have maintained that the IMA should give NAN and NAN communities final say on any authorities to undertake activities on traditional lands. Ontario has consistently maintained that final decision making authority will continue to remain with the Province and that matters related to authorities should be the subject of discussion at the lands and resources negotiating table.

Finally, with respect to notifications related to mineral exploration projects, one of the problems that has been encountered is a lack of understanding within NAN and NAN communities of the nature of mineral exploration and the mineral development sequence. This has contributed to the Aboriginal community viewing industry proposals with suspicion and in some cases fear of what might happen if a viable deposit were found and a mine development occurred. The Ministry of Northern Development and Mines has and is taking steps to assist First Nation communities to better understand the mining industry, the mineral development sequence, the nature of mineral exploration, and the regulations that are currently in place to ensure that environmental and other potentially negative impacts are minimized or curtailed completely.

The NAN IMA has not closed the most northern part of the Province to mineral exploration and development. Through the Memorandum of Understanding, the Government has agreed to negotiate new arrangements for the management of Lands and resources which will afford NAN and NAN communities a greater role in the decision making process. There is a challenge for the industry to consider the concerns and interests of the First Nations and the need to address them when planning work in this area, and to continue to provide input representing the industry's interests to the main negotiations through Ontario's negotiator.

Staff from the Ministry of Northern Development and Mines and the Ministry of Natural Resources are available to provide advice and assistance to mineral explorationists planning or doing work in the NAN area. This assistance includes facilitating discussions with the First Nation.

Through meetings with First Nations and proposals submitted by First Nations, there is significant interest being expressed in the opportunities afforded by the minerals industry. Many First Nations want to know more about the mineral potential on their reserves and adjacent areas and in these circumstances there may be opportunities for exploration firms to develop partnerships with First Nations. This is a positive development which with appropriate support and continued encouragement bodes well for the future of mineral exploration and development in this area of the Province.

Appendix E

Aboriginal Participation

in the

Australian Mining Industry

APPENDIX E

ABORIGINAL PARTICIPATION IN THE AUSTRALIAN MINING INDUSTRY

SUMMARY OF RESULTS OF WORKSHOPS ON ABORIGINAL EMPLOYMENT IN THE MINING INDUSTRY IN AUSTRALIA

6. THE WORKSHOPS

The Australian Mining Industry Council organized a series of workshops to gain a better appreciation of current relationships and projects existing between relevant companies and Aboriginal groups as a basis for determining what future actions might be taken. Participation was by invitation to selected companies, State Chambers of Mines and consultants. The one day workshops were held in May, 1992 in Perth, Brisbane, and Darwin. These workshops provided the participants an opportunity to discuss and compare the experiences and practices of each of their companies in increasing communications and cooperation with Aboriginal communities and employment of Aboriginal people in the mineral sector. A number of case studies were provided on how companies in different regions were attempting to address these issues. Discussions brought forward some common experiences of the companies with respect to implementation obstacles, lessons learnt, and emerging issues in the mineral sector.

7. BARRIERS TO ABORIGINAL PARTICIPATION

It was recognized that not all initiatives undertaken by the mining companies to effect good relationships with Aboriginal groups and effectively employ Aboriginal people were successful. The issue is complex, resources are finite and companies face "environmental" obstacles. The level of education of the Aboriginal workforce was one of the most commonly cited obstacles to implementation of company policies and programs to increase participation of Aboriginal people in the mineral industry. The following obstacles to increased employment were also identified by the participants:

- Union Actions:

Participants identified union rigidity as a barrier to implementing more flexible work practices which fit with Aboriginal culture.

- Peer Pressures:

Aboriginal employees are sometimes subjected to pressure from their community to do things inconsistent with their employment obligations and to share their salaries. This can result in lower enthusiasm to continue to participate in the wage economy.

- Transportation:

Difficulties associated with transport between communities and sites under commute arrangements.

- Communications:

Difficulty for companies to communicate directly with land owners and communities as a result of barriers associated with the Land Councils.

- Government Policies:

Participants in the workshops indicated that extended families may be receiving benefits at a level comparable to employment earnings of one member, providing less incentive to enter the wage economy.

- Lack of Clear Company Policy Guidelines.

- Lack of Real Commitment at All Levels in the Company.

- Lack of Cross-Cultural Understanding:

Lack of understanding of the Aboriginal culture and the real needs and wants of Aboriginal communities. It was indicated that difficulties may ensue by operating according to assumptions about these needs and wants.

- Work Environments:

Isolation of Aboriginal employees in the workplace with the resultant increase of stress levels for the employee.

- Training:

Calling upon company staff and supervisors to perform roles they are inadequately trained to do.

- Recognition:

Lack of recognition for company achievements. Government and public perceptions of mining companies as "villains".

- Above and Beyond:

Companies being expected to redress problems that are society's as a whole.

8. LESSONS

From the exchange of information between the participants of the Australian Mining Industry Council workshops, a series of lessons emerged which could be summarized as follows:

- No One Right Way:

Situational understanding is fundamental to the development of appropriate strategies and policies.

- Dynamic:

Policies and strategies are situational dependent, as the situation changes, so must they.

- Known Policies:

Policies must be disseminated to everyone in a clear, unequivocal form.

- Education:

Basic literacy and numeracy skills must be raised for Aboriginal people if the talent pool is to be increased. The imposition of employment quotas could be counter-productive to all parties.

- Knowledge Based Policies, Programs, and Projects:

These need to be developed with a clear understanding of community priorities, not just assumptions of what they might be.

- Employment Mix:

A mix of direct and indirect employment is needed. Current trends indicate indirect employment is most successful and should be stressed at present.

- Communications:

Effective communications are fundamental for effective relationships. These are not automatic, the skills must be learned.

- Training:

Operations managers and supervisors must be appropriately trained for their role.

- Commitment:

There must be a commitment throughout the company down to and including the individual employee to establishing effective relationships.

- Affirmative Action:

Affirmative action programs make long term strategic sense and companies should be pro-active in adopting them.

- Role Models, Mentors and Counselling:

The importance of Aboriginal role models, of mentor and counselling support cannot be overstated.

- Effective Relationships:

Establishing and maintaining effective relationships with Aboriginal groups **is no longer an operational option, it is a strategic necessity.**

9. EMERGENT ISSUES

Furthermore, in the course of the workshops, participants identified a number of issues that are likely to play an important role in the future development and implementation of company policies and programs:

- Communications:

There is a need for mining companies to communicate its programs and progress to governments, targeted groups, and the wider community.

- Performance Measures:

In order to communicate effectively, industry needs to develop performance measures.

- New Playing Field:

Access to lands for mining is becoming increasingly dependent on relationships with Aboriginal people/communities. Detractors of mining point to low levels of participation by Aboriginal people and their

concentration in low level jobs.

- Industry Sharing:

Companies need to enter into cooperative arrangements for their mutual benefit. Exchange of apprentices is used as an example.

- Cross-Industry Relationships:

Strategic alliances with other industries such as tourism to promote regional development beyond the ability of any single industry should be investigated.

- External Assistance:

Companies should not be reluctant to make use of external consultants/support services with respect to Aboriginal issues.

- Maintain Momentum:

The momentum generated by these workshops should be maintained and utilized creatively.

10. SUMMARY

In these workshops it was recognized that the history of the mining industry in Australia in grappling with issues traditionally in the domain of anthropologists and sociologists has been one of both successes and failures. Yet, over the three decades of experiences, progress has been made as companies have learnt from each other and learnt to listen to the Aboriginal communities.

No two Australian mining operations are identical in the form of their relationship with Aboriginal communities, nor should they be, as each Aboriginal community is unique in its needs and expectations. Measurement of direct employment in the mining industry as an indication of the level of harmony with which a company co-exists with the local Aboriginal communities was recognized as crude and misleading. While the level of participation by Aboriginal people is increasing in many companies, other companies have taken different approaches to meeting the cultural and social needs of the people in their vicinity.

For a copy of the complete report or further information, please contact:

Mr. Jay Fredericks
Saskatchewan Energy and Mines

1914 Hamilton Street
Regina, Saskatchewan
S4P 4V4

Tel: (306) 787-3377
Fax: (306) 787-2333

or:

Mr. Geoffery Ewing, Assistant Director
Australian Mining Industry Council
Box 363
Dickson, Australian Capital
2602 Australia

Tel: 61 6 279 3600
Fax: 61 6 279 3699

SUMMARY OF A GUIDE TO ABORIGINAL EMPLOYMENT IN THE MINING INDUSTRY, AUSTRALIA

1. BACKGROUND

This guide, prepared in September 1991 and reprinted in August 1992, identifies important factors for the success of programs to increase the employment of Aboriginal people in the mineral industry in Australia as well as providing 5 case studies of individual company programs and experiences in various regions of Australia. The guide was prepared jointly by The Chamber of Mines and Energy of Western Australia Inc. and the Australian Mining Industry Council. The authors report that there are 206,104 people of Aboriginal descent in Australia with many of them living in areas of active mining and exploration. These people, with appropriate work skills and training can make valuable contributions to the mining industry workforce.

2. FACTORS EXAMINED

The Guide examines a number of issues that are important for a company to consider in designing or undertaking programs to increase the levels of participation by Aboriginal people in the company workforce. The authors of the Guide stress though, that this Guide is not intended as a recommendation that such policies be adopted nor is it a definitive procedures manual or blueprint guide to Aboriginal employment programs. Actual policies or programs adopted by mining companies must take into account their location, employment trends, availability of trained personnel, and relevant social factors. The factors examined in the guide are:

- benefits to companies;
- the nature of Aboriginal society;
- company guidelines;
- employment considerations;
- support; and
- assessment.

2.1 Benefits to Companies

Recognizing that companies are profit oriented entities, rather than social change agencies, the companies must derive benefits from programs they initiate if the program is to be successful in the long run. Specific benefits to companies introducing employment programs are:

- Community support: This is an important determinant in political decisions which can significantly impact on mining's future. There is growing expectation for companies to accept some social responsibility for the communities near their operations. Programs which benefit Aboriginal people not only improve industry perceptions locally, they can have a much

broader impact as well.

- Industry initiative: By being pro-active in the development of programs for Aboriginal people, industry can offset some of the current trend for governments to enact legislation for disadvantaged or minority groups. This retains the initiative for management to address the needs of companies and individuals.
- Labour resource: Aboriginal people from the local communities can form a stable and supportive labour pool from which the company can draw with little need for additional infrastructure. Drawing on labour resources from the local area also plays an important role in developing better relations with the local community.
- Cross cultural benefits: Developing better relationships with local Aboriginal communities is important to future approval processes for new developments. These processes now have social impact and Aboriginal heritage requirements. As well, Aboriginal people employed in the industry who achieve greater standing and leadership in the wider community help to dispel the stereotyped perceptions that exist between the two cultures.

2.2 The Nature of Aboriginal Society

The authors of this guide stress that Aboriginal people must be treated as individuals. As with any other group in Australian society, they do not form a homogeneous unit and, in fact, regional, social and cultural variations make their culture considerably more diverse and complex than many others.

As a result of the different cultural and social pressures faced by Aboriginal people, their perceptions of priorities and obligations can vary from other groups in Australian society. Careful thought about existing practices and principles and their integration with local cultural characteristics can be important to the success of the program.

Other important factors in the success of programs are taking time to become familiar with the local social structure and establishing good working relationships with local community leaders who can significantly influence the outcome of the program.

2.3 Company Guidelines

It is imperative to develop a clear company policy on employment which reflects the commitment and philosophy of senior management. Furthermore, the policy document must be communicated at all levels of the company and in a manner of more than circulating a written

document. The same principles and processes should apply to employment of Aboriginal and non-Aboriginal people to make the process inclusive rather than exclusive.

Together with company policy must also go responsibility. A senior manager must be assigned responsibility for the program to establish accountability and demonstrate company commitment. This person should have an understanding of the cultural differences between Aboriginal and non-Aboriginal Australians and be able to empathize with, and bring about self-confidence in, Aboriginal employees.

2.4 Employment Considerations

The establishment of a successful employment program requires a great deal of commitment, time and effort. Some of the practical things a company can do to establish a successful program include:

- Selection criteria and job specifications: The authors note that while careful definition of job specifications and selection criteria is common to any employment it is essential for employment of Aboriginal people. They also report on the successes of contract work which allows greater flexibility for the company and the community which undertakes it.
- Recruitment: To obtain sufficient numbers of Aboriginal applicants, the Guide suggests companies may need to re-think traditional recruitment and advertising practices. Some possibilities include:
 - . direct liaison with community leaders to identify and encourage suitable people to apply;
 - . advertise through Aboriginal media groups;
 - . work with federal Aboriginal liaison employment officers to identify and encourage suitable candidates; and
 - . work with educational institutes to identify and encourage suitable applicants.
- Employment skills: While, frequently, Aboriginal people lack the employment skills or the confidence required for employment in the mining industry, this is not true in all cases. A good selection process can identify individuals with existing skills, but, a pre-employment program can also be implemented to allow the development of these skills and confidence (on the part of the employer as well as the Aboriginal employee). Pre-employment programs should be developed to allow for flexibility in terms of attendance and numbers so that work skills and the work ethic can develop over time. These programs can be operated internally by the company or

externally in cooperation with existing agencies.

- Induction: As much as possible, the Aboriginal employee should be included in the normal induction program for the company. However, depending on the background and experience of the individual, specific programs could be considered to better meet the particular needs of the individual. Aboriginal employees from more traditional backgrounds may require different induction formats to ensure they know what is expected of them. Basically, this is no different than what is considered a good employment practice generally, it just may require additional thought as to its method of implementation.

2.5 Support

The authors recognize that all employees have support systems available to them in the workplace in the form of management structures, counselling activities, social functions and other company programs. Aboriginal employees though, may need more formal and individualised support systems at least in the initial period. Support systems should be designed to enhance self esteem and confidence and are particularly important in the initial period of employment when pressures on the individual are at their greatest. Personal rapport is identified as playing a key role. Some examples of supports are indicated as:

- Supervisors: Supervisors play an important role in the workplace and must reflect management's commitment to Aboriginal employment. By providing encouragement to Aboriginal employees the supervisor will also build their self confidence and reduce turnover. Specific training of supervisors in this area should be considered.
- Mentors: Development of a mentoring program may allow Aboriginal employees the opportunity to discuss home, family or work problems that could disrupt their work. This allows for discussions away from their peer group in the workplace and for the mentor to provide support to the new employee.
- Cross cultural skills workshops: These workshops can be effective in building better relationships in the workplace. The greatest successes are achieved when they are conducted by the local Aboriginal community elders or people recognised by them as able to communicate this knowledge.
- Work arrangements: Tailoring work arrangements to suit Aboriginal lifestyles should be considered. Possibilities include flexible work hours, job sharing, and two weeks on - two weeks off work schedules to allow Aboriginal employees to participate in their cultural and social activities. It is cautioned though, that work arrangements and employment status

of Aboriginal employees match that of non-Aboriginal employees so that resentment over special treatment does not result.

2.6 Assessment

Any program must be continually assessed to ensure it continues to meet its objectives and to evaluate opportunities for improvement. In some cases, it may even be necessary to terminate a program rather than continue with one that creates false expectations. Some of the questions that should be asked of the program on a regular basis include:

- To what extent is the program achieving its objectives?
- Are support mechanisms operating effectively and meeting needs?
- How is the social environment changing? Can it be further modified or positively built upon?
- Short term costs and benefits versus long term costs and benefits;
- Extent and reason for employee turnover and common factors.

3. CASE STUDIES OF ABORIGINAL EMPLOYMENT IN THE MINING INDUSTRY

Case studies of Aboriginal employment programs from mines in various regions of Australia are presented in the Guide. The mines examined are:

- Argyle Diamond Mine
- BHP Minerals International, Cadjebut Mine
- Ranger Uranium, Jabiru
- Groote Eylandt Mining Company Pty Ltd
- Comalco, Weipa

3.1 Argyle Diamond Mine

The Argyle Diamond Mine is located in far north Western Australia and employs 669 people, 585 of which commute to the mine on a two week on - two week off work schedule. Argyle Diamond Mine employs two full-time staff to coordinate the Aboriginal employment program and maintains a low worker to supervisor ratio in the programs to allow for individual counselling and support, as well as accurate assessment of each participant's skill level. It is felt that this individualized attention is one of the main reasons for the success of the program. The Aboriginal people move through 4 streams of employment at the minesite from casual labour to a part of the permanent workforce.

This training and development system has developed over time from 1984 when the first Aboriginal people were employed at the site as casual labourers. The casual work component of the program is seen as a crucial component as it allows the participants a chance to establish a stable work history and to develop their skills. Currently, 40 Aboriginal people are involved in the program.

3.2 BHP Minerals International, Cadjebut Mine

The Cadjebut Mine, located in the Kimberleys, has approximately 100 BHP employees and another 30 contractor employees. It is a 500,000 tonne/yr zinc-lead underground mine commissioned in 1987. One staff member is responsible for and dedicated to handling Aboriginal matters. There is chronic unemployment in the region around the mine with the population primarily Aboriginal people. There was a strong desire for employment opportunities from the nearby communities at the mine, but, it was recognized that many of the Aboriginal people lacked the relevant employment experience and had insufficient educational skills. Through consultations with local communities a need for a pre-employment training program was identified.

The training program was established with joint federal and state funding and with work experience provided at the mine and BHP's Pillera exploration camp. The program has run annually from 1987, usually with 12 to 14 participants each year. With experience, the course content has been modified, but, there is a heavy emphasis on upgrading basic numeracy and literacy skills with other courses providing instruction in a range of areas from life skills to workplace health and safety issues. The work experience component of the course lasts for approximately two weeks. Successful graduates are offered interviews as positions become available and generally begin employment under the Training for Aboriginal Program (TAPs) under which the federal government provides a wage subsidy. Following this, the trainee is offered permanent employment. The average length of employment at the mine for Aboriginal people is now about the same as for other employees and they are involved in many areas of mine operations and exploration.

3.3 Ranger Uranium, Jabiru

The Ranger Uranium Mine is located in the Northern Territory and has actively supported Aboriginal employment programs over the past decade.

In the early days of the mine, mass recruitment efforts of Aboriginal people as trainees saw very high turnover and a great deal of wasted time on the part of the Aboriginal people and the company. Since that time the mine has learned that priority given to quality over quantity in Aboriginal training is beneficial to both the community and the company.

Ranger Uranium does not recruit Aboriginal people into a pre-set training program, rather, it conducts a careful evaluation of the skills and abilities of applicants and develops and modifies training programs to suit the experience interests and aptitudes of the trainees employed. The company feels that the ultimate success of Aboriginal employment programs depends on the ability of the company to cater to the different social and cultural needs of Aboriginal

people without jeopardizing their position. Furthermore, flexibility in meeting the perceived need and interests of the community are important to the success of programs. For example, the Aboriginal traditional owners at the mine have favoured employment in areas associated with land management. In response, the company offers the highest diversity of training in the environmental management field, this being the section of highest Aboriginal employment.

3.4 Groote Eylandt Mining Company Pty Ltd (GEMCO)

GEMCO, a wholly owned subsidiary of BHP, has operated an open cut manganese mine on Groote Eylandt since 1966. Prior to mining an agreement was signed between the company and the Church Missionary Society in recognition of the need to provide training and employment opportunities for Aboriginal people. More than 380 Aboriginal people have been employed at the mine, some for more than 10 years. In the early seventies though, the need for more structured training was recognized and this led to the formation of the mine plant training scheme using dedicated Plant Training Officers. Following training, Aboriginal people were employed as qualified operators.

Somewhat later in the seventies a work experience and link training for young Aboriginal post-primary students commenced with assistance from the Department of Education. This program provided a mixture of direct work experience and classroom time and helped enhance the relevance of education to work for the participants.

In 1990, GEMCO formally reviewed its policy on Aboriginal employment and expanded it to include a wide range of educational, business and community development initiatives which will be progressively implemented. One specific action taken was the formation of an Aboriginal Employment Committee comprised of 5 senior managers in consultation with community leaders, responsible for Aboriginal employment matters (including contract operations and casual work).

3.5 Comalco, Weipa

Comalco Mineral Products produces bauxite and kaolin from its mines on Cape York in Queensland and has employed Aboriginal people in its operations for over 30 years. During that period, government policies have evolved from paternalistic assimilation to self-management initiatives. In response to the evolution of community requirements, Comalco has developed principles which govern its relationship with the local Aboriginal community:

- accept that Aboriginal people must determine their own future and that lifestyles and work practices will change over time;
- strengthen cross-cultural relationships through regular liaison by management and staff employed in cross-cultural development programs;

- recognize the importance of youth training programs;
- understand the importance of the Aboriginal culture base;
- offer employment to as many Aboriginal people as can be absorbed into the workforce providing they have appropriate skills; and
- maintain a flexible approach to re-employment of Aboriginal people in recognition that they may only wish to work for limited periods.

It is stressed though, that these principles should not be seen as prescriptive as the success of any company will depend more on the ability of the organization and its employees to interact sensitively with the Aboriginal community. Comalco has 8 full-time staff working with community development projects in the local Aboriginal community.

Some of the programs operated at or in association with the mines are:

- The Aboriginal training scheme for heavy earthmoving equipment;
- Contract work; and
- Weipa Aboriginal Society - useful skills training.

In setting up and running a training centre Comalco has identified a series of principles:

- put aside prejudice;
- understand the context;
- gain backing from community council and people;
- ensure other bodies are not opposed;
- recognize the role of the trainers acting on the threshold between the two cultures;
- build from individual needs;
- develop useful skills;
- not solely work oriented;
- work is real;
- trainees determine pace and type of work;
- ensure ground rules are kept;
- ensure positive feedback to the group;
- have sensitive progress measures; and
- consult trainees.

Comalco indicates a developing relationship of mutual trust and common goals with the Napranum community. Comalco does not try to influence the directions of the community but responds to specific requests for assistance, criticisms, and involvement from the Council and community residents.

For a copy of the complete report or further information, please contact:

Mr. Jay Fredericks
Saskatchewan Energy and Mines
1914 Hamilton Street
Regina, Saskatchewan
S4P 4V4

Tel: (306) 787-3377
Fax: (306) 787-2333

or:

Mr. Geoffery Ewing, Assistant Director
Australian Mining Industry Council
Box 363
Dickson, Australian Capital
2602 Australia

Tel: 61 6 279 3600
Fax: 61 6 279 3699