

ABORIGINAL INCLUSION IN YUKON'S MINING INDUSTRY:

TRAINING FOR EMPLOYMENT

by

Jennifer Russell

A Thesis submitted to the Faculty of Graduate Studies of

The University of Manitoba

in partial fulfilment of the requirements of the degree of

MASTER OF NATURAL RESOURCES MANAGEMENT

Clayton H. Riddell Faculty of Environment, Earth, and Resources

Natural Resources Institute

University of Manitoba

Winnipeg

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Abstract

The level of Aboriginal inclusion in Yukon's mining workforce was assessed using two training for employment program case studies, document and literature reviews and participant interviews with key Yukon individuals involved in the case studies and training for employment programs. The results of this research indicated that although Yukon's mining industry has very similar challenges to the challenges faced across Canada, there were some interesting and unique differences identified. It became evident that the barriers to Aboriginal inclusion need to be identified and assessed at a regional level and also on a per Aboriginal community basis, as all have unique characteristics and challenges. Recommendations were made on how the mining industry, government, Aboriginal communities, non-profit organizations and educational institutions can collaborate to improve Aboriginal inclusion in Yukon's mining workforce.

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The Natural Resources Institute has a really fantastic program that immediately landed me a job in my field, which is what a graduate program should do for their students. Although graduating from the program should come before the job, I did not want to miss out on any opportunity to gain work experience and pay off those student debts. With that being said, it has taken six years to complete the program and I am very appreciative to those who had not given up on me after all of this time. I would like to thank my advisor, Dr. John Sinclair for his patience and encouragement throughout this process. John worked hard to ensure that I continued working toward the completion of my degree and it has been a very slow journey! And a thank-you to my co-advisor, Thomas Henley for his on-going encouragement, thoughtful and thought provoking input. To the rest of my committee, Harold Westdal and Ed Huebert, thank-you so much for hanging in with me for the past few years and seeing this through to end, your expertise has been a valuable addition to this research and has made the process a really good experience. Dalia, thank-you for your administrative support throughout, I would not even still be registered in the program if it had not been for you. I would also like to thank my parents for their enduring faith that I would finish (thanks for spending hours editing my paper, Dad!). A major part of this research was the interview participants. I really appreciated the time taken out of their busy schedules to meet with me - without their knowledge and experience, I would not have been able to complete this research. And lastly, I would like to thank Yukon Mine Training Association (YMTA) for the encouragement and support to focus on this topic.

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Acronyms

AANDC- Aboriginal Affairs and Northern Development Canada
AHRC- Aboriginal Human Resources Council
AKHC- Alexco Keno Hill Corporation
ASEP- Aboriginal Skills Employment Partnership
AWPI- Aboriginal Workforce Participation Initiative
CAMA- Canadian Aboriginal Minerals Association
CNIM- Centre for Northern Innovation in Mining
CSR- Corporate Social Responsibility
HR- Human Resources
IBA- Impact Benefit Agreements
ICME- International Council on Metals and the Environment
LFN- Liard First Nation
LSCFN- Little Salmon Carmacks First Nation
MAC- Mining Association of Canada
MEFA - Mineral Exploration Field Assistant
MiHR- Mining Industry Human Resources Council
MoU- Memorandum of Understanding
NND- First Nation of Na-cho Nyak Dun
NRCAN- Natural Resources Canada
NWT- Northwest Territories
PDAC- Prospectors and Developers Association of Canada
SLO- Social License to Operate
StatsCan- Statistics Canada
TRTFN- Taku River Tlingit First Nation
WMI- Whitehorse Mining Initiative
YMTA - Yukon Mine Training Association

1 Introduction

1.1 Background

In Canada's north, the mining industry has been the behemoth of the economy for decades – and still the vast mineral potential continues to bring exploration activities north, some of which will lead to producing mines. Metal prices have risen and mineral deposits that have already been discovered are becoming viable opportunities for embarking down the rigorous permitting path toward the possibility of an operating mine. Other largely unexplored areas continue to be sought out by prospectors looking for gold, diamonds, silver and the base metals in the hope of making a major discovery.

Aboriginal people in Northern Canada have been intimately involved in exploration and mining as long as it has been around - mining bodies of ore prior to European settlement. Aboriginal people were the first to explore and mine minerals in North America for their own uses such as making tools and weapons, also utilizing the precious metals in various types of artwork (Hipwell *et al.* 2002). A great example of this is the Aboriginal people in the White River area of southwest Yukon who were mining copper nuggets to make arrowheads, which they used for hunting and trade for hundreds of years (Yukon Government 2010; Cooper 2011).

Today, much of this mining knowledge has been lost in remote Aboriginal communities and it is research and data shows that more often than not these communities do not have the formal education and skills, infrastructure, or support to adapt to and benefit from modern mining activities (Sosa and Keenan 2001; Kuhn and Sweetman 2002; Kapsalis 2006; Waslander 2009). Generational socioeconomic issues stemming from the Residential School System, communities transitioning from traditional to non-traditional lifestyles, and the lack of adequate housing, social

programming and child care facilities, are typical circumstances faced by many of the Aboriginal communities that are in various stages of overall health and well-being. For these reasons, it is important that these communities are enabled through education and training to be included as active participants in the extraction of natural resources - whether it is as part of the decision-making, stewards of the land or as employees or entrepreneurs in these resource extraction activities.

Yukon is a unique and largely undeveloped area of Canada's north and not only because it is largely undeveloped. There are 14 self-governing First Nations that lay claim or are entitled to large areas of traditional territory that can include both surface and subsurface rights (See Figure 1). First Nations play a major role in deciding how their traditional territories are going to be developed (or not developed), including having input on how the areas adjacent to their traditional territory will be utilized (Sosa and Keenan 2001; Fidler and Hitch 2007). This is significant because in order for a mineral exploration project to successfully move into a producing mine, the company must engage in a community consultation early on in the life cycle of a mining project. This consultation and relationship building is necessary to ensure that any Aboriginal community is aware of and endorses the planned activities within their traditional territory. Ideally right from the start of the project the company will involve the community through an on-going consultation and engagement, along with mitigation activities to reduce the negative impacts that may result from the mining activities. This relationship building is important and in the company's best interest (Prno et al. 2010).



Figure 1: Traditional Territories of Yukon First Nations (Source: © Government of Yukon 2013)

The current mining boom in Canada has already had an apparent socio-economic impact on the small Yukon population of 35,862 people (Yukon Bureau of Statistics 2012). The impact is readily seen in relation to Yukon's workforce as employers are exhausting the limited pool of skilled workers locally and have been forced to recruit additional skilled workers from outside Yukon to fill skilled and specialized positions. Agreements between Aboriginal communities and the mining companies, aim as much as possible to ensure that individuals from the local First Nation are given preferential hire and that the company is committed to training and building capacity in small communities. This, however, has proven to be difficult, due to pervasive issues with employee retention in the mining industry, especially in relation to First Nations people.

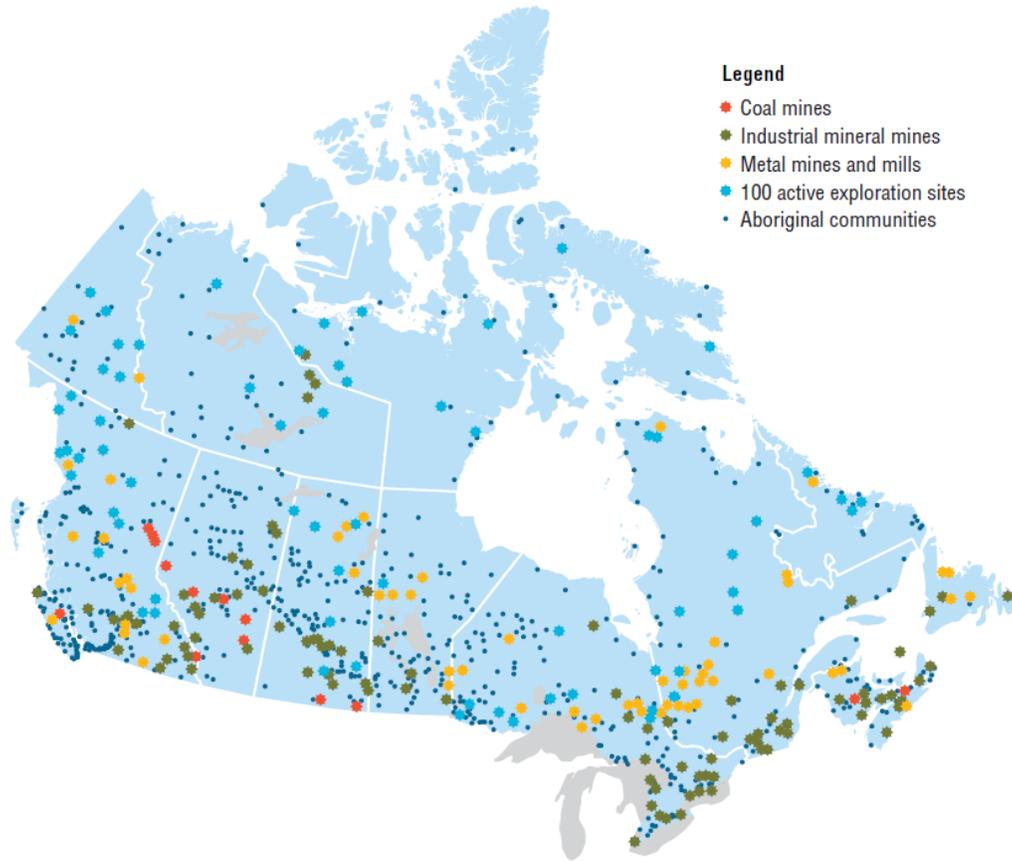
Across Canada, mining continues to have the potential to provide vast and diverse business and career opportunities. These opportunities vary depending on the stage of the mine cycle (exploration, development, production, and closure), the type of ore body, and mining techniques used (NRCAN 2007; Gibson and Klinck 2005). It is anticipated by Mining Industry Human Resources Council's (MiHR) (2005) that within the next ten years the mining industry in Canada will require 28,000 to 71,000 new employees to fill the vacant positions of retirees, meet the demands of exploration activities and fill positions in new mines going into production. Many of these careers require specialized skill sets that are essential to operations.

In order to overcome this labour shortage in mining and other industry sectors, focus has turned to Canada's youngest and fastest growing demographic - Aboriginal people. It is widely promoted that building the skills of Aboriginal people will not only benefit the Canadian Aboriginal population as a whole by building capacity, it is the answer to Canada's current and future labour market shortages (MiHR 2005; NRCAN 2005; Sharpe and Arsenault 2010; MAC 2011; MiHR 2011).

Research exploring this issue has led to the formation of a partnership between the Aboriginal Human Resource Council (AHRC) and Canada's mining sector council, MiHR, who have come together to promote Aboriginal Inclusion in the mining workforce. Through the use of media such as conferences and workshop development and delivery they have developed successful initiatives that promote Aboriginal people as a valuable source of employees. Although the AHRC is focusing on promoting Aboriginal employment across industry sectors, this partnership with MiHR has made a lot of headway, promoting Aboriginal inclusion in mining across the country.

The mining sector, in particular, is an obvious industry for the promotion of Aboriginal employment since much of mineral resource potential in Canada is located in close proximity to remote Aboriginal communities. Resource extraction activities have the potential to pose significant impacts on these communities (Fidler and Hitch 2007). In fact, in 2005 and 2006 respectively, Natural Resources Canada (NRCAN) indicated that there are roughly 1,200 Aboriginal communities located within, 200 km of 220 principal producing mines and roughly 3,000 exploration projects across Canada (Figure 2). These communities are typically small, isolated, culturally-rich communities set apart from the country's central economy and mainstream society (Filer and Macintyre 2006).

Exhibit 2
Aboriginal Communities and Mining Projects



Sources: Mining Industry Human Resources Council; Natural Resources Canada.

Figure 2: Aboriginal Communities and Mining Projects across Canada (Source: Conference Board of Canada, Aboriginal Communities and Mining Projects, 2013)

In order to promote and ensure capacity development in Aboriginal communities while also addressing these labour shortages across Canada, in 2004 the Federal Government established a funding program in the form of the Aboriginal Skills Employment Partnership (ASEP) to form industry and First Nation partnership organizations across the country that provide training opportunities for Aboriginal people with the end result being employment. The ASEP

program has had successes on a national level and regionally it is has had a major impact. Training to employment programs are not only addressing the labour shortages, they are also mitigating the social impacts of the mining sector on Aboriginal communities.

1.2 Purpose and Objectives

1.2.1 Purpose

The purpose of this research was to determine the steps taken by Yukon's mining industry to train Aboriginal people for employment in their sector. The research considered the benefits of training for employment in Yukon's mining industry using the elements established by AHRC's national business case for Aboriginal inclusion in the mining workforce. The specific objectives that guided the study are noted below.

1.2.2 Objectives

- To review the level of Aboriginal inclusion in the mining industry in Yukon;
- To apply the established elements of the AHRC's business case for Aboriginal inclusion in a Yukon mining industry context;
- To determine how training for employment initiatives are contributing to Aboriginal inclusion in Yukon's mining industry;
- To develop a greater understanding of barriers related to training and employing Aboriginal people in Yukon's mining sector; and
- To make recommendations on how the barriers can be overcome as well as making recommendations on improvements to training for employment programs to support Aboriginal inclusion in Yukon's mining sector.

1.3 Methods

This research utilized a qualitative research approach as outlined in Creswell (2009). A case study strategy was implemented and a literature review and interviews with key participants of the case studies were carried out.

The literature review included consideration of existing research, government documents, conference materials and workshop materials on the specific subject of Aboriginal inclusion in mining to put forth and discuss the key factors that make-up the business case for Aboriginal employment in the mining industry.

Two case studies were carried out on mineral operations in Yukon who have partnered with the local communities to provide on-site training opportunities to Aboriginal people. Data in relation to the objectives was collected through semi-structured, open-ended interviews, with individuals with knowledge of training for employment programs such as key industry personnel, government, training and educational representatives, project managers of the training initiatives. key individuals from the communities related to the case studies.

The qualitative results from these case studies were used to determine the steps taken by Yukon's mining industry to train Aboriginal people for employment in their sector.

1.4 Contributions to Knowledge

There is a vast amount of research on the environmental, social and economic impacts of mining (Hilson and Basu 2003; Hamann 2004; Gibson and Klinck 2005; Filer and Macintyre 2006; Jenkins and Yakovleva 2006; Fiddler and Hitch 2007) and Aboriginal human resource strategies on a national level (Caverley 2007; AHRC 2007; AHRC 2008). A key component of the development of

these human resource strategies is having industry participation and buy-in and ensuring that industry-Aboriginal partnerships are forming (AHRC 2007; Fidler and Hitch 2007).

One of the major gaps in the literature is peer-reviewed research that addresses why the mining industry should be recruiting Aboriginal people for employment. There are case studies on companies indicating that they are taking steps towards ensuring the inclusion of local Aboriginal people (Report to Energy and Mines Minister 2008; Caverley 2007). Resources have been developed such as the Employers' toolkits through the Aboriginal Workforce Participation Initiative (AWPI) and workshops like the Mastering Aboriginal Inclusion in Mining by MiHR and AHRC which are making great advances in communicating these benefits to employers, however there is not a lot of information for companies operating at a smaller scale and on regional level. This research sought to expand upon these types of programs by looking at the issues through a regional mining industry lens and determining if there are additional ways to communicate the benefits of Aboriginal inclusion in the mining workforce.

There are many examples of mining companies in Canada and internationally that are embracing training of the local communities through a community-industry partnership model with initiatives such as the Aboriginal Training Liaison Unit of the Australian mine Hamersleys Iron, local hiring and training policies at mines such as Falconbridge's Raglan Project in northern Quebec, the Musselwhite Mine in Northwest Territories, the Red Dog Mine in Alaska and the Tampakan Project in the Philippines has made much progress in this area (ICME 1999).

The majority of these documented examples and programs do a great job of demonstrating the obvious benefits to the local population, however they do not specifically

address the benefits from the mining industry's perspective or provide a strong business case to for Aboriginal inclusion in the mining workforce.

It has been estimated that there will be a shortage of one million workers in Canada by the year 2020, primarily in high level skills- and knowledge- specific occupations (AHRC 2007). There must be plans for the future to begin the development of a strong workforce now in order to meet the growing demand that will be faced in the future. This must be done while also ensuring the affected local communities benefit from these activities. This can be accomplished if it is demonstrated to industry that taking the steps to include more Aboriginal people in the workforce will lead to increased company and business success for their company in the future.

1.5 Organization

This thesis is organized into 5 chapters. The first chapter is the Introduction to the topic of study. This is followed by Chapter 2, which is a literature review of relevant literature and documents related to Aboriginal involvement in the mining industry. Chapter 3 provides more detail on the research methodology and an overview of the case studies that will provide the primary data source for this research. This will be followed by chapters 4 and 5 which will contain the results of the two case studies based on the participant interviews and recent documents and literature reviewed. Chapter 5 will present recommendations and conclusions.

2 Aboriginal Involvement in Mining

2.1 Mining and Aboriginal people in Yukon

Between 2010 and 2011, interest in Yukon's resources has risen dramatically and there are now over 100 mineral exploration companies operating in Yukon. According to Yukon's Economic Outlook for 2010 – Fall Update, Yukon's gross domestic product (GDP) will have increased 3-4 per cent and it was expected that mineral exploration expenditures will have surpassed the record high in 2007 of \$140 Million. This is due to an unprecedented amount of exploration activities taking place across Yukon with 75,686 new quartz claims that were staked in 2010.

A report released by MiHR, titled *Yukon Hiring Requirements and Available Talent Forecasts 2013*, stated that "Yukon's mining industry employed an estimated 2,675 workers in 2012". This number includes 960 employees with mining companies and 1,710 working in the mineral exploration and mine support service sectors (MiHR 2012).

There are six advanced exploration projects in the process of obtaining the necessary permits and carrying out feasibility studies to move toward mine development (as shown in Figures 3 and 4) and three producing mines: hard rock copper, lead-zinc and lead-silver mines in production. Two additional mines are in the advanced stages of development moving towards full operations (Yukon Government 2011; Yukon Government 2012). Yukon Government (2011) Energy, Mines and Resources Department is predicting that fourteen mines will become operational over the next 10 years which will require an estimated 14,000 employees to construct and develop the mines and 7,700 employees to work during the operational phase (MiHR 2012).

The current operating mines in Yukon are small when compared to mines in other northern jurisdictions, such as the diamond mines of the Northwest Territories (NWT). In 2008 and 2009, NWT mineral production was valued between \$1.5 billion and \$2.25 billion, while it is predicted that Yukon's mineral production value will increase from an estimated \$284 Million in 2010 to over \$560 Million in 2011 (Yukon Government 2011).

The growing interest in Yukon's mineral resources stems from the increasing worldwide demand for base and precious metals. A shortage of supplies and inventories are driving up the prices. Mineral deposits that were previously considered not viable for extraction due to the high costs are now becoming desirable resources to meet the global market demands.

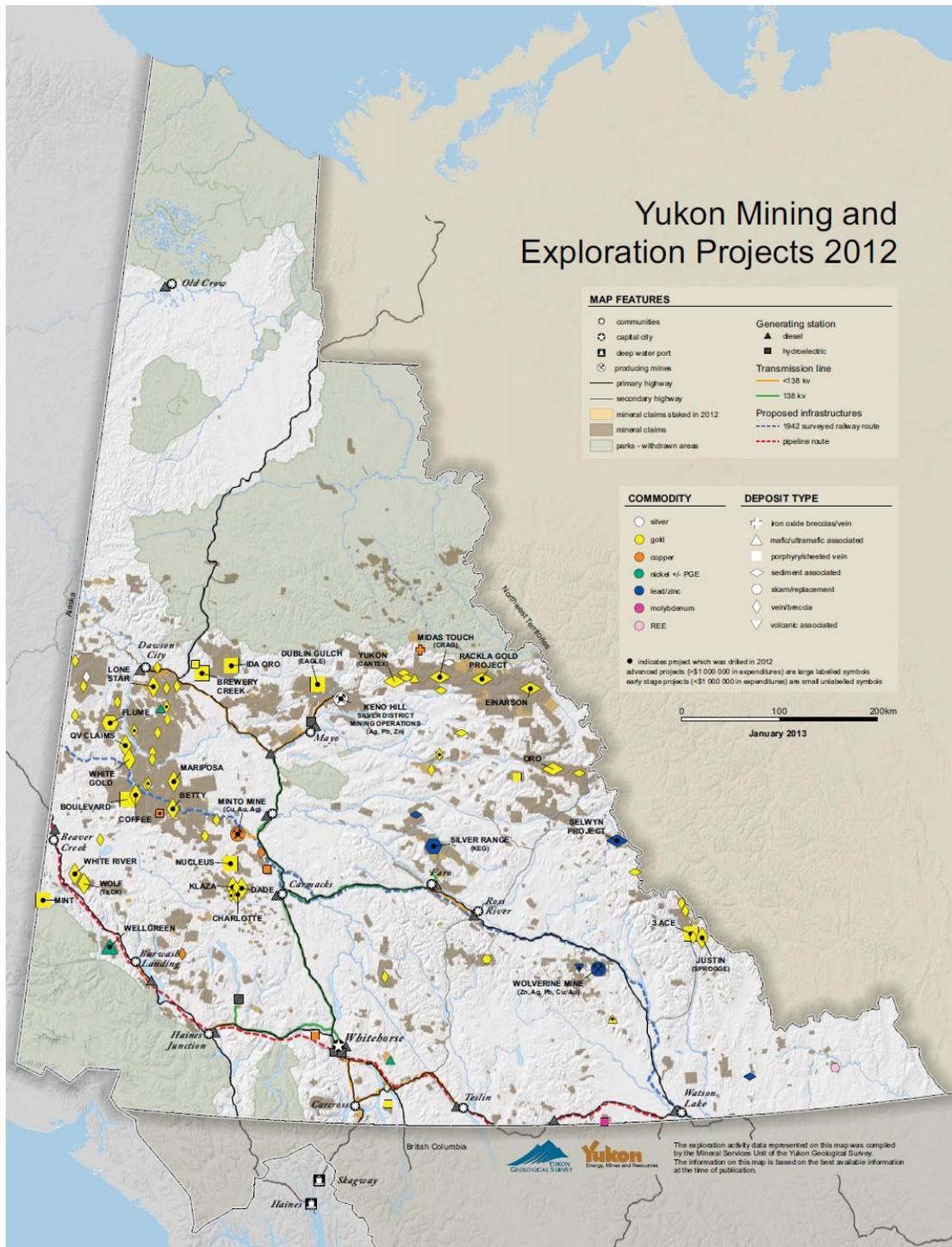


Figure 3: Yukon Exploration Projects 2012 (Source: © Government of Yukon 2013)

Map of Major Mine Locations

Major mines in the Yukon.



Figure 4: Map of Major Mines in Yukon (Source: © Government of Yukon 2013)

According to Statistics Canada's 2006 Census numbers, 25% of the population in Yukon is Aboriginal (see Table 1). Although this is a relatively small percentage, according to Yukon Bureau of Statistics (2010) many of Yukon's remote communities such as Pelly Crossing, Ross River, Mayo, and Carmacks that are heavily impacted by mining and exploration are comprised of an Aboriginal majority. With much of the mining and exploration activities taking place on or adjacent to First Nation traditional territory.

Table 1: Yukon Population & Community Make-up - Aboriginal Identity Population ** (Statistics Canada 2008)

Topic	Value
Total population by Aboriginal and non-Aboriginal identity population - 20% sample data	30195
Total Aboriginal identity population	7580
<i>North American Indian single response</i>	6280
<i>Métis single response</i>	800
<i>Inuit single response</i>	255
<i>Multiple Aboriginal identity responses</i>	50
<i>Aboriginal responses not included elsewhere</i>	190
Non-Aboriginal identity population	22615

Source: Statistics Canada 2008: 2006 Census

**This table is based on 20% data. Values have been subjected to a confidentiality procedure known as random rounding. See Statistics Canada for definition of terms.

Past generations of Yukon First Nations communities have either mined minerals for their own use, worked for exploration companies as laborers or using the extensive knowledge of their traditional territories, have been part of large metal and mineral discoveries. There have been many cases of major mineral deposits discovered by First Nation people which may be attributed to their intimate relationship with the land and local knowledge the local areas.

One very famous discovery that resulted in a staking frenzy in the Klondike Goldfields in 1896 sparked the Klondike Gold Rush in Yukon. Three First Nations individuals, Kate Carmack,

Skookum Jim Mason and Tagish (Dawson) Charlie were credited along with their partner George Carmack for discovering large placer gold deposits in Rabbit Creek, which later became renamed Bonanza Creek (Bennett 1980; Whyte, 1998).

Other discoveries by First Nation people in both Yukon and Northern British Columbia are the Vangorda Creek lead-silver deposit, now part of the infamous Faro Mine, discovered in 1953 by prospector Al Kulan and his Kaska First Nation prospecting assistants, Jack Ladue, Robert Etzel, Joe Etzel, Art John and Jack Sterriah (Faro Mine Remediation Project 2013). The McDame deposit that led to the development of Cassiar Asbestos Mine had been known of by First Nation people for centuries. Before the official discovery was made and the claims were staked in 1950 at Mount McDame, there were First Nation stories about sheep bedding down in a yellowish-white fluffy substance and birds building nest with the same substance that could with-stand forest fires.

Historically, these discoveries and many more were made, lands were exploited and the financial rewards of the mineral extraction activities fed the southern economy with little-to-no benefits received by Aboriginal communities (Hipwell et al. 2002; Dreyer and Myers 2004). The cumulative effects of negative encounters such as these, from both government authorities and mining companies have brought about lasting and damaging impressions on Aboriginal communities. Often this interfered with and caused multi-generational social effects on the community traditional lifestyles, such as with the imposition of the Residential School System, and environmental devastation as seen in Yukon from the infamous Faro Mine. This kind of exploitation of the community and its resources has resulted in a cautious and distrustful standpoint that has been passed on through generations. A reluctance to engage in activities that may cause similar situations to happen again in the future is evident (Dreyer and Myers 2004).

Today, this poses many challenges to government, industry and the communities during the relationship building process.

Meaningful and effective consultation and engagement can, not only counteract the distrust, if can facilitate a company's access to mineral resources (Fidler 2009), while building community relations (Sosa and Keenan 2001) and securing a local labour force. By starting effective consultation early in project development and maintaining a transparent approach a trusting relationship can take shape. Throughout the process there must be an avenue to provide the impacted communities with the necessary information they need to make informed decisions, further building on the relationship with the community (Jenkins and Yalovleva 2006). Often these consultation processes result in agreements developed between the company and the Aboriginal community that dictate how the company will compensate for and mitigate the socioeconomic and environmental impacts on the community that can arise from mining operations.

Exploration and resource extraction activities can have both positive and negative effects on Aboriginal communities. The positive impacts are typically economic and social; community members can gain employment with the company, opportunities for new businesses start up to service the mine, infrastructure is built to accommodate the needs of the mine, and money may flow into the local community from resource revenue depending on the agreements made with the Aboriginal community. Due to the cyclical nature of the mining industry there can be economic impacts if the mine site closes down after only a short while (NRCAN 1994). Businesses may have been newly started that are no longer viable, local employees lose work and a short life span of the mining activity does not allow the community time to build its capacity to transfer the business and skills gained to another industry.

Other possible effects may include environmental and social impacts. The potential for negative environmental impacts is familiar to all Yukoners in the form of high profile abandoned mine sites, such as the Faro Mine and Mt. Nansen - a constant reminder of what should not happen again. The environmental impacts are well-studied and under much scrutiny when it comes to ensuring the safety and health of the environment.

As for social impacts, these are highly complex and the types of social impacts that arise from mining and exploration activities are unique to every community. Some common negative social impacts are related to the lifestyle of a mining company employee. In order to obtain employment in the mining industry, it is typical that community members must leave their home and their families (NRCAN 1994). In some cases employees who come out of camp on their breaks and who have large sums of money, have some time on their hands, leading to expensive purchases that may not be sustainable. There are also cases in which the employees may be engaging in excessive alcohol and drug use, which is associated with the mining worker lifestyle. There may also be new people from other communities or from outside Yukon that are drawn to the community which can impact the social make-up of the community

2.2 Business case for Aboriginal Inclusion

Both locally and nationally, the current and future demand for a skilled labour force for the mining industry can be attributed to many general issues, some of which include an aging population in the existing skilled workforce, undesirable fly-in/fly-out lifestyle, and negative views of the mining industry due to past experiences with social, economic and environmental impacts (NRCAN 1994; AHRC 2008; Gibson 2008; Derome and Associates 2012). Additionally, it has been identified that there is a lack of awareness of the wide range of career opportunities in the mining

industry that have kept individuals from pursuing skills training or educational pursuits that will lead them down that path (NRCAN 1994; AHRC 2008; Derome and Associates 2012; Howard *et al.* 2012; MiHR 2013).

Of the many potential barriers that prevent remote communities from benefiting from the sudden economic activity in their area, in spite of being ready and willing to work, is the lack of access to the skills training and educational opportunities that are necessary to take advantage of emerging employment opportunities (NRCAN 1994; MiHR 2012; MiHR 2013).

The first steps to overcoming these skills shortages that are evident in local communities is communicating to industry the business case for training and hiring locally and providing the tools that will enable them to work with local communities to develop strategies to train and hire locally. Working together in this way will provide a mutual economic benefit to the companies and the communities involved, by reducing the number of employees flown in from outside of Yukon and increasing the level of local recruitment for jobs (NRCAN 1994).

From a community relations perspective Humphreys (2000) investigates two main questions: why have community relations become such a prioritized part of mining company's strategies even though going down this route appears to be more costly? And; what are the guiding principles behind this strategic thinking?

The mining sector is a volatile industry continually striving to achieve a profit margin as quickly as possible while moving from the costly stages of exploration, permitting and development to the money-making stage of production (Humphreys 2000; Prno and Slocombe 2012). This being said, building community relationships and carrying out stakeholder consultation at every stage of the mining cycle is a relatively new concept and it is often at a high

cost to the company. However, inadequate efforts to consult with the community can result in delays of moving a project forward and unanticipated expense. Although it is not mandatory in every jurisdiction community consultation and engagement is recognized throughout the industry as being a necessary component within the mine life cycle.

Additionally, developing community relations policies and programs, such as hiring policies, training programs and infrastructure is also expensive and often require extra resources. Humphreys (2000) determines that Aboriginal communities and other stakeholders have a lot more leverage now than they did historically, and therefore any time lost from delays due to misunderstandings or opposition to the development of a mining project would be much higher than the costs incurred if the company takes proactive measures to ensure that there is an effective consultation process with the community and other stakeholders.

Poor, or a lack of strong and targeted, community relations policies can lead to mismanagement of community consultation and delays in project licensing and development (Humphreys 2000; Sosa and Keenan 2001; Jenkins and Yakovleva 2006; Fidler and Hitch 2007). In order for a project to be successful it must be built on trust and mutual understanding (Fidler 2010). Establishing and carrying out community relations policies effectively may be costly in the beginning, but economic benefits will be seen in the near future and will facilitate the licensing process and the ultimate goal of production, which is where the profits are made. This lends certainty to the mining project progression. Humphreys 2000 uses the Rio Tinto's Hamersley Project in Western Australia as a good example of how a strong community relationship can result in early start up of the project which in turn reduces the amount of development time needed to get the mine into production and the benefit to industry was seen at the bottom line.

The Telsequah Chief Mine project serves as an example of a lack of consultation with communities. In 1998, the mine project was approved by the British Columbia (BC) Environmental Assessment Review Office, even though there were concerns about the negative environmental impacts raised by the Taku River Tlingit First Nation (TRTFN) community during the process. Pressure from the TRTFN, forced the BC Government to put a stop to the work being done until meaningful consultation had taken place (Hipwell *et al.* 2002).

Another more recent example that illustrates the importance of consultation occurred in 2008 when the self-governing First Nation of Little Salmon Carmacks First Nation (LSCFN) intervened in the environmental assessment approval process for Western Copper's Carmacks Copper deposit (Moar 2008). The community had many environmental concerns, not the least of which was potential contamination of the Yukon River. LSCFN felt they had not been adequately consulted with and wanted to have their concerns addressed through the establishment of an impact benefit agreement prior to the company moving forward in the permitting process. Western Copper had been planning on beginning construction in the spring of 2008 (Moar 2008). The combination of a lack of consultation and diligence on the company's part to address the community concerns was detrimental to the project, and the company has not moved forward since.

Mining companies are an integral part of society and are expected to be good corporate citizens. Communities and stakeholders can use this as leverage to maximize benefits as a trade off for the exploitation of resources and any resulting social and environmental impacts (Jenkins and Yakovleva 2006). Humphreys' (2000) concluded that as shareholder perceptions are changing and stakeholders have more leverage over development, companies are viewing the development

of strong community relations as essential in order to maintain their competitiveness in the market.

Mining companies, driven by productivity to make shareholders happy, look for the fastest way to access a skilled workforce by bringing in workers from other, typically more urban, areas to work in remote camp environments for extended periods of time. These issues are especially evident at the local level in northern Canada, where many of the employees in the mining industry are flown in from all over the globe. In 2006, 14.1% of Yukon's workforce lived in a different province or territory (StatsCan 2008). More often than not, and specifically in Yukon, areas that are rich in resources are located in remote areas and flying employees into Yukon to work and back home during their time-off is a logistical nightmare and can come at a high cost to the companies. Building capacity in the local workforce can not only benefit companies financially it can make great strides towards reducing unemployment in Yukon.

Employee turnover is also a common theme throughout the mining industry and can be attributed to the high mobility of the workforce. Investing effort in the local population and drawing employees from their home communities in close proximity to the workplace is promoted way to reduce the time and effort involved in retraining of employees.

In order to pave the way for hiring the local Aboriginal workforce, it is important for companies to have targeted recruitment strategies when hiring local community members. Mining may be a foreign and misunderstood industry and therefore the community must be made aware of the opportunities available to them.

Targeted recruitment methods can be combined with human resource policies and practices and a workplace environment that promotes inclusivity and retention (AHRC 2008).

According to Towers Perrin's 2007-2008 Global Report retaining employees involves ensuring that they feel engaged in the workplace. It was reported that in 'engaged' workplaces, 51% of the employees had no plans to leave the company while the companies exhibiting a disengaged workplace, only 15% of the employees did not have any plans to leave the company (Towers Perrin 2008).

MiHR and AHRC have come together to develop an educational workshop titled "Mastering Aboriginal Inclusion in Mining" to inform and educate mining companies as to why they should tap in to the Aboriginal workforce. The workshop also serves to provide companies with tools and techniques to increase their level of Aboriginal inclusion in the workplace. Aboriginal Inclusion is defined by the AHRC as: "...the spectrum of strategies and policies, collective behaviours and efforts, tools and training which culminate in making a corporate workplace a workplace of choice for Aboriginal talent."

The five main elements of AHRC's program that demonstrate this business case for Aboriginal inclusion are demographics, diversity in the workplace, corporate social responsibility, recruitment and retention, and partnerships and alliances (AHRC 2008). These are key areas for exploring the reasons why both mining and exploration companies and the communities they are impacting should be working together to encourage training and skill development of Canada's Aboriginal people.

AHRC's workshop on Mastering Aboriginal Inclusion in Mining includes modules that provides the industry participants with the "Business Case for Aboriginal Inclusion in Mining" and provides tools and techniques for these businesses to increase their level of Aboriginal inclusion in the workplace. The five main elements identified within the business case for Aboriginal inclusion

are demographics, diversity in the workplace, corporate social responsibility, recruitment and retention, and partnerships and alliances (AHRC 2008). These are key areas for exploring the reasons why mining and exploration companies are and should be participating and encouraging training and skill development of Canada's Aboriginal people.

The following sections will discuss each of these five components of the AHRC's *Business Case for Aboriginal Inclusion in Mining*. The business case for partnerships and alliances is a common theme throughout and will be discussed as a part of the other four headings.

2.2.1 *Demographics*

The demographics argument is an important one to make for increasing aboriginal inclusion in the workplace. In 2010, the Centre for the Study of Canadian Living Standards (CLS) has concluded that the Aboriginal labour force will grow by 187,196 persons by the year 2026. Additionally, if Aboriginal employment increases to the 2006 levels of non-Aboriginal levels of workforce participation by 2026, the Aboriginal workforce will have contributed to a 1% increase in the total Canadian employment (See Table 2) (Sharpe and Arsenault 2010).

		2006	2026	Percentage Change 2006–2026	Absolute Change 2006– 2026	Contribution to Growth (%)
Population (15+)	Aboriginal	905,387	1,296,630	43.21	391,243	7.41
	Non-Aboriginal	26,017,313	30,905,470	18.79	4,888,157	92.6
	Total Population	26,922,700	32,202,100	19.61	5,279,400	100.0
Labour Force	Aboriginal					
	Scenario A	564,515	751,711	33.16	187,196	12.69
	Scenario B	564,515	827,043	46.51	262,528	16.93
	Scenario C	564,515	885,283	56.82	320,768	19.94
	Non-Aboriginal	17,405,582	18,693,692	7.40	1,288,109	100.0
Participation Rate	Aboriginal					
	Scenario A	62.4	58.0	-7.02	-4.38	
	Scenario B	62.4	63.8	2.30	1.43	
	Scenario C	62.4	68.3	9.50	5.92	
	Non-Aboriginal	66.9	60.5	-9.59	-6.41	
Employment	Aboriginal					
	Scenario A	477,772	633,629	32.62	155,857	11.29
	Scenario B	477,772	741,536	55.21	263,764	17.72
	Scenario C	477,772	824,978	72.67	347,206	22.08
	Non-Aboriginal	16,312,855	17,537,926	7.51	1,225,071	100.0
Employment Rate	Aboriginal					
	Scenario A	52.8	48.9	-7.40	-3.90	
	Scenario B	52.8	57.2	8.38	4.42	
	Scenario C	52.8	63.6	20.57	10.85	
	Non-Aboriginal	62.7	56.7	-9.49	-5.95	

Notes: Scenario A assumes age-specific Aboriginal employment, and participation rates remain at 2006 levels in 2026.

Scenario B assumes age-specific Aboriginal employment, and participation rates reach the midpoint between 2006 Aboriginal rates and 2006 non-Aboriginal rates by 2026.

Scenario C assumes Aboriginal employment, and participation rates reach 2006 non-Aboriginal levels by 2026.

Sources: Statistics Canada (2005a), INAC-CMHC (2007), 2006 Census.

Table 2: Potential Contribution of the Aboriginal Population to the Canadian Labour Force and Employment, 2006–2026 (Sharpe and Arsenault 2010)

An issue that is affecting all sectors in Canada is its aging workforce. Between 2001 and 2006, workforce population that was 55 years and older increased from 11.7% to 15.3% in five years (StatsCan 2008a). This is particularly true in the mining sector (MAC 2009a; Sharpe and Arsenault 2010). According to Statistics Canada (2006) approximately 50% of the minerals and metals industry's workforce consists of employees between the ages of 40 and 59. The implication of these findings is that a large portion of the mining labour will be reaching the age of retirement within the next decade resulting in a deficit in skilled workers. For example, it is expected that 65% of geoscientists will be reaching the retirement stage by 2017 (MAC 2009a).

Additionally, Canada's current birthrates are at an all time low and the continuation of these low rates will restrict the Canadian population from meeting the labour market needs in the future (Sharpe and Arsenault 2010). A comparison of the birthrates of Aboriginal versus non-Aboriginal populations in Canada indicates that the Aboriginal population is growing six times faster than the non-Aboriginal population (AHRC 2008; Sharpe and Arsenault 2010) and as the youngest demographic, building the education and skill sets of Aboriginal people entering the workforce would significantly contribute to meeting those labour market needs in the future.

Aboriginal employment in mining in Canada has been growing. In 2001, Aboriginal people made up 5.1% of the mining workforce across Canada growing to 7.5% in 2006 (NRCAN 2006; StatsCan 2006; MiHR 2012). Although there are challenges with recruiting and retaining employees, these numbers demonstrate that there have been efforts made to include Aboriginal people in the mining workforce.

Regionally, the Yukon Aboriginal population shows a similar trend to what we are seeing across Canada. In 2001, 47% of the Aboriginal population in Yukon was under 25 years of age, while the non-aboriginal population was at 31% (AWPI 2004). According to Yukon Bureau of Statistics (2006), the Aboriginal population in Yukon has increased by 18% between 1996 and 2006; in contrast, the non-Aboriginal population of Yukon has declined slightly from 24,480 in 1996 to 22,615 in 2006.

Between 1986 and 2001, the Aboriginal labour force in Yukon grew from a mere 2,000 in 1986 to approximately 3,800 in 2001 to 5,515 in 2006 (See Figure 4) (AWPI 2004; StatsCan 2006).

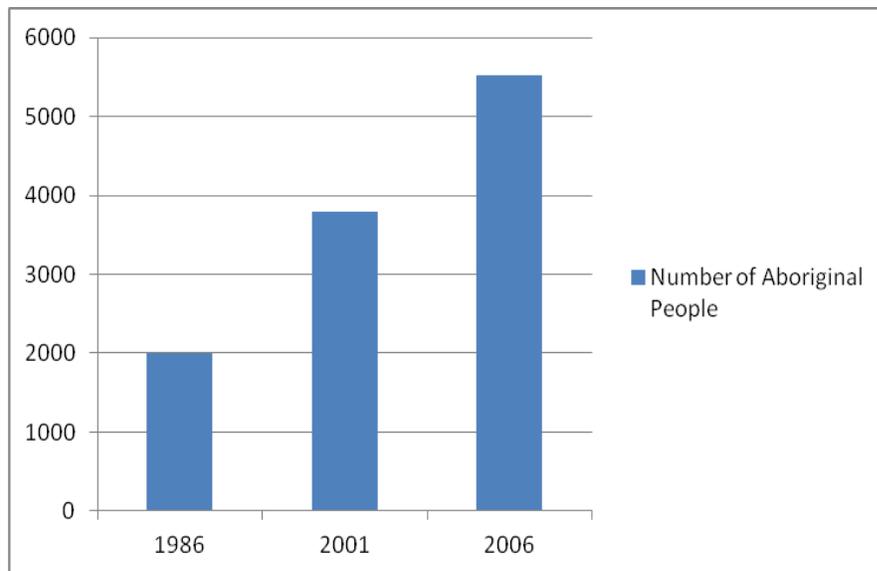


Figure 5: Growth of the Aboriginal Labour Force in Yukon Territory (1986-2006) (Source: StatsCan 2006)

2.2.2 Corporate Social Responsibility

The mining industry is slowly undergoing a paradigm shift. More companies are recognizing that they not only have to mitigate the environmental impacts, they must also address the socio-economic effects that they have on the surrounding communities, committing to sustainable development practices (ICME 1999; Gibson 2006; Howard and Walker 2002; Fidler and Hitch 2007; Fidler 2010; Prno et al. 2010). They must consider the lasting effects on communities and their stakeholders from the beginning phases of exploration to the closure of an operation in order to ensure a certain level of certainty for their projects.

The term Corporate Social Responsibility (CSR) has been defined by Carroll (1991) as “the social responsibility of business encompasses the economic, legal, ethical and discretionary expectations that society has of organizations at a given point in time.” (p. 283). The concept of CSR began gaining recognition in the 1960’s as a business practice. The current research on the topic suggests that there is a positive relationship between Corporate Financial Performance (CFP)

and Corporate Social Performance (CSP) (Carroll and Shabana 2010). Although there are arguments against CSR (Frederick 1960; Friedman 1962; Davis 1973), these research findings demonstrate that there is a tangible business case for incorporating CSR into a business under certain circumstances (Howard and Walker 2002; Carroll and Shabana 2010).

Specifically in the resource industry, consumers can purchase products that have been made with resources that have been extracted using socially and environmentally sound practices. They can now buy ethical diamonds, responsible forestry products and fair trade coffee, which have all been extracted and harvested according to a set of social and environmental standards.

A large part of this is that investors are also becoming further educated about CSR and the desire for stakeholder transparency, which has positively influenced investments in these companies with a good reputation of CSR (Howard and Walker 2002). Investors are choosing to invest, not only based on their bottom line, but also based on their activities around promoting preservation of the environment, active community involvement, treating their employees well and providing strong corporate governance (Smith 2005).

A common practice in Canada that can facilitate CSR within a company is the signing of agreements such as Impact and Benefit Agreements (IBA) or Memorandum of Understandings

(MoU).¹ In the past these agreements were typically made between mining companies, Aboriginal communities and government, for the sole purpose of setting employment targets for local people in mining projects (Sosa and Keenan 2001) and for providing a measure of certainty and stability for both the communities and the mining company (Isaac and Knox 2004). More often than not, the benefits promised in these agreements were not provided to the community most impacted by the development, however as the consultation process evolves agreements are becoming more comprehensive and moving towards developing meaningful partnerships (Fidler 2010).

The Whitehorse Mining Initiative (WMI), stemming from the 49th Annual Mines Ministers conference that was held in Whitehorse, Yukon and was the first of its kind in Canada to bring together federal, provincial, and territorial government officials, the businesses, mining industry, aboriginal groups, environmentalists and the labour force. The intent of the WMI, was to develop common goals to "...move toward a socially, economically, and environmentally sustainable and prosperous mineral industry"(WMI 1994). Within the initiative there was an issues group dedicated to the "Workplace/Workforce/Community". Much of what has been coordinated nationally in terms of the issues around training for the mining workforce, the impacts of mining on communities, and Aboriginal participation in the mining industry took root out of the issues

¹ These agreements are not limited to the term IBA/MoU's. See "Agreements Between Mining Companies and Aboriginal Communities or Governments" for agreements in Canada. <http://www.nrcan.gc.ca/minerals-metals/sites/www.nrcan.gc.ca/minerals-metals/files/files/pdf/abor-auto/aam-eac-e2013.pdf> (NRCAN 2013).

groups under the WMI (WMI 1994). Out of the WMI came recommendations for communities, Aboriginal Communities to develop partnerships through negotiated agreements.

In their recent conference paper *Impact and Benefit Agreements: Are they working*, Prno, et al. (2010) evaluated the effectiveness of IBA's that had been established between Aboriginal communities and mining companies in the Northwest Territories (NWT). This study indicated that although there are still many instances where there should be improvements made in the mining companies' performance of their commitments outlined within the IBA, they have made some headway that has "contributed to relationship-building, delivered benefits, contributed to capacity building, and enabled follow up in a way never afforded by environmental assessment" (Prno et al. 2010).

In an Australian context, Trebeck (2007) has found that although there are agreements signed between indigenous communities and mining companies to ensure community benefits, these agreements are not always followed through. The community whom is acting on their own behalf will have very little leverage to ensure that they do receive the benefits outlined in the agreement. In order to have leverage, Aboriginal communities must have influence over the company's profit, whether it is current profit or the future bottom line. This is why it is important to have the communities and companies working together, and ensure there is government involvement so that there can a way to enforce the terms of the agreement if necessary (Trebeck 2007).

Particularly from an Aboriginal perspective, the mineral life cycle is relatively short, and there must be a planning process in place that will help mitigate the effects of the inherent boom and bust characteristic of mineral extraction can have on communities (Walker and Howard 2002).

Subsequent to the power of self government being placed in the hands of many Aboriginal communities in Canada, these communities have built various types of agreements, such as MoU's/IBA's with industry and government with the intent to more effectively foster partnerships between industry and the communities that help to directly mitigate the negative social, economic and environmental impacts of mining (O'Reilly and Eacott 1998; Sosa and Keenan 2001; Fidler and Hitch 2007).

As of 2008 there were approximately 105 of these types of agreements that had been signed in Canada between industry and Aboriginal communities (NRCAN 2008), and this number has grown to reach 198 signed agreements in 2013, of which 17 have been signed in Yukon (NRCAN 2013). Sections in the agreements cover a range of topics with everything from royalties and private placement investment opportunity to business and contracting (O'Reilly and Eacott 1998; Sosa and Keenan 2001; O'Faircheallaigh 2007; Gibson 2008; Fidler 2010).

Two key sections that are typical of these agreements are the employment and the training and capacity building sections (Sosa and Keenan 2001; MAC 2011). These sections outline obligations that industry has to the community to train and hire locally. Although these are not legally binding agreements, it is in industry's best interest to involve the Aboriginal communities in their projects (Sosa and Keenan 2001; Fiddler and Hitch 2007). These industry obligations promote capacity building in the community with short-term gains for industry and the community, and long-term benefits for the community that can be sustained once industry has ceased operation (ICME 1999). As the company begins to meet the agreement obligations, community relationships are built leading to a reduction in scrutiny and decreasing the local regulation on the industry due to the development of trust and acceptance of the company within the community (Sosa and

Keenan 2001; Carroll and Shabana 2010). New agreements may be negotiated at every stage of the mining life cycle due to the projects changing profile and the impacts varying from phase to phase (Sosa and Keenan 2001).

As Aboriginal communities learn from past mining activities and are becoming progressively aware of mining, they are discovering how much they can benefit and take advantage of the opportunities available from a mining projects located in their traditional territory (Sosa and Keenan 2001; Gibson 2006). Joint ventures are formed between mine servicing companies and the Aboriginal economic development corporations, Aboriginal governments are contributing training dollars to enable their citizens to acquire skill sets for specific positions to meet industry needs, and entrepreneurial businesses have started up. Mining and exploration companies are beginning to institute local hiring policies and influencing or requiring that their contractors to do the same (ICME 1999).

Where obligations in an agreement are met successfully, by the time the mining operation has reached the end of its life, there is the potential for the community to be left with a developed workforce who has transferable skills and the tools to pursue other types of employment opportunities. These transferable skills along with well-built infrastructure can help a community develop its own economy through the pursuit of new opportunities, enabling it to thrive. This also gives the mining company the impression of leaving a more positive legacy of capacity in the community (ICME 1999; Hilson and Basu 2003; Gibson 2006). This positive legacy once the mine life cycle has come to an end, can begin to change the commonly held negative perceptions of mining, making way for easier partnership building in the future for the industry.

Larger international companies that are operating in the NWT such as DeBeers Canada's Snap Lake and Victor Mines are far more advanced in their execution, documentation and communication of their activities and contributions to society and local communities. For example, their DeBeer's detailed Report to Society (2010) provides employment statistics indicating that out of their 1,087 employees in NWT, over 300 are aboriginal. The company alone has contributed \$5.9 Million in social investments to a variety of causes with their focus being on education and youth and community development.

As of 2011 Minto Mine had a total of 260 jobs, while the recently producing mine Yukon Zinc's employment numbers at their Wolverine mine site of 334 employees and contractors (as of the end of October 2012), including contractors (Yukon Zinc 2012). Alexco Resources Bellekeno Mine, as of 2011, had 173 jobs available (Derome and Associates 2012) with a total mining workforce in Yukon of 2,675. This comparison demonstrates how small Yukon's mining industry is and may suggest that these small companies have a reduced capacity to advance their social investments and track the ways they are building community relationships and reducing their ability to implement community training programs.

On a much larger scale, other countries in the world have had to take similar approaches to ensuring that they see the benefits of mining in their country. Instead of utilizing funds from mining companies for community development and infrastructure enhancements which is common in many other countries, Chile is also putting greater emphasis on insurance of employment and business opportunities (McPhail 2008). This is being done through partnership plans and procurements and the creation of government policies that provide incentives for companies to draw from the local resources (McPhail 2008). Consequently, there has been a rise

in small local businesses and the case studies completed by the International Council on Mining & Metals (ICMM) have indicated that Escondida mine, a supporter of the policies, acquires nearly 80% of its goods and services from local resources (McPhail 2008).

2.2.3 *Diversity*

Businesses are starting to realize that promoting and putting in effort to increase diversity in the workplace gives them an advantage over those that are not. It has been shown that businesses who integrate inclusive policies are at a competitive advantage in recruiting and retaining employees (Smith 2005; Attridge 2009). There is also the realization that these companies are more innovative and knowledgeable as a whole and they more easily adapt to change (Schmidt 2004).

Forward-thinking companies are also developing policies of advancement and training within the company to allow individual and corporate growth (AHRC 2008; Attridge 2009). Additionally, diversity training has been shown to save companies money, retain employees and meet the expectations of their shareholders in addition to attracting new investors (Schmidt 2004).

In Yukon, First Nation cultural awareness training is a key element in many businesses. For example, First Nations cultural awareness was incorporated into the training for supervisors on the Minto mine site just outside the community of Pelly Crossing. The training focused on Selkirk First Nation culture, which is the primary First Nation impacted by the mine's development activities. The company, Capstone Mining Corporation has an impact benefit agreement and draws employees from the labour pool of Pelly Crossing.

Cross-cultural awareness training in a workplace demonstrates to the employees that the company is fair to all and it garners a workplace culture where each employee can reach their potential in an equitable and fair system. In a study done by Kuhn and Sweetman (2002) using the 'contact/assimilation' hypothesis they have found a strong connection between Aboriginal economic success in Canada, with the ability of Aboriginal people to adapt to and acquire skills from the mainstream culture of the Canadian majority. However, it can be argued that this ability to be economically successful could be attributed the resources and support that facilitate the revival of an entrepreneurial spirit that is already in existence within Aboriginal culture and documented in history.

2.2.4 Recruitment and Retention

Fourteen point one percent of Yukon's labour force maintained permanent residency in another province or territory in Canada between 2001 and 2006 (StatsCan 2008a). This high workforce mobility could be reduced by hiring from the local population. Recruiting employees from outside of a local area, is not beneficial for the these companies in a few different ways: a) costs of relocation (Hinton 1968); b) workers highly mobile and always looking for other opportunities (high employee turnover) (Hinton 1968); c) poor community relations (industry not meeting obligations under MoU/IBAs) (Hinton 1968); d) costs due to fluctuating mine productivity with high employee turnover and retraining. Moreover these outside workers bring with them negative economic and social issues, mining companies are not meeting their socioeconomic obligations to the communities they are having an impact on.

Alternatively, hiring from local communities can provide many benefits for industry: a) local employees are less likely to move out of their communities (have close family and

community ties) = higher employee retention; b) industry builds good relationship with the local communities and meets their obligations under the MoU/IBA= minimizing problematic permitting process (Humphreys 2000; Sosa and Keenan 2001; Fidler and Hitch 2007); c) higher mine productivity as a result of employee retention; d) corporate social responsibility (CSR) = making stakeholders and consumers happy (Carroll and Shabana 2010); e) employee travel costs significantly decrease; f) industry builds toward a positive legacy in the community.

Negative perceptions of mining can inhibit this recruitment process. Many are under the impression that jobs in mining are dangerous and if you want to work in mining you will be working underground in dark and wet conditions. In order to recruit local employees, negative perceptions of mining must be dispelled, through awareness of the industry and its many career opportunities (PDAC 2006; AHRC 2008) and educating people about the environmental and social effects of the industry.

Aboriginal Inclusion is defined by the AHRC (2008) as: "...the spectrum of strategies and policies, collective behaviours and efforts, tools and training which culminate in making a corporate workplace a workplace of choice for Aboriginal talent." In order to attract employees, companies can make themselves more desirable to potential employees by ensuring that they have effective and targeted recruitment strategies for Aboriginal people, combined with programming in place that fosters an inclusive or engaging workplace through the implementation of strong human resource policies and practices and providing training and opportunities for job advancement (AHRC 2008; Attridge 2009).

This "workplace of choice" for Aboriginal employees, must be an inclusive workplace that is free of discrimination with opportunities for mentoring and advancement (AHRC 2008). Once

the employee is hired, having support systems and programs in place can help to ensure the employee is happy in the workplace. Programs such as cross-cultural awareness training fosters understanding in the workplace of the various cultures represented within the company.

2.2.5 *Chapter Summary*

Historically, Aboriginal people have been largely excluded from participation in mining and mineral exploration activities. The result has been environmental and social degradation without any benefits of the activities flowing to the communities who are most impacted. As Yukon's exploration and mining activities grow and communities are becoming more active in the development process, companies now have both a social responsibility and legal responsibility to include Yukon First Nations people in all aspects of the mine cycle. Demonstrating the importance of building capacity in communities through training initiatives and employing a local workforce is the key to building relationships and mitigating the negative impacts of mining activities. This business case for Aboriginal inclusion in mining in Yukon will be explored through qualitative case study research, using semi-structured interviews and a focus group made up of individuals from both industry and communities that are related to two mine training initiatives in Yukon.

3 Research Design

3.1 Introduction

This research utilized a qualitative research design, following a case study approach to compare and contrast the elements of AHRC's national business case for Aboriginal inclusion in mining to the outcomes at a regional level. The specific methods for carrying out this research included literature and document review, followed by the collection of data from the case studies through the use of interviews.

3.2 Qualitative Case Study Research

Creswell (2009) describes qualitative research as data collection that takes place in the natural environment of the event or activity being studied using a variety of data collection methods that strive to incorporate all facets of the social subject of the study. Carrying-out qualitative research in the natural setting assists the researcher's ability to gather data, develop themes, and interpret the meaning of the complexity of information by "examining documents, observing behavior, or interviewing participants" (Creswell 2009, p. 175).

A case study strategy was selected for carrying out the research. There are both advantages and limitations to using case studies. The advantages being that case study variables are often complex and difficult to quantify and in many cases a variable is discovered that had not been identified by the researcher prior to the field work being carried out (George and Bennett 2005). In many cases, this can yield more comprehensive data on a specific case, particularly if the social phenomenon was not observable without the opportunity to observe in its natural setting. Furthermore the use of a case study approach allows for the use of multiple data collection methods that can be compared and used to validate the findings (George and Bennett 2005).

Case studies have also been criticized because of the difficulty of applying the results of a case to a broader context in addition to the possibility of case study selection bias (George and Bennett 2005). In spite of the potential disadvantages of the case study approach, this approach was chosen in order to fully investigate, assess and determine the business case for aboriginal inclusion in Yukon's mining industry through the use of multiple methods of data collection due to the advantages and nature of the case study approach.

3.3 Research Methods

The primary methods of data collection were literature and document reviews and semi-structured interviews. The data collected were used to evaluate Aboriginal involvement in Yukon's mining industry and to assess the key factors for the business case of this involvement to determine how this compares and contrasts to the national business case.

Two case studies were identified that provide guidance and a context for this research. Information was collected from interviews with mining industry representatives, Aboriginal community members, government representative, project managers of the training initiatives, and education/training representatives that that were involved in the case studies or similar training initiatives. A total of nineteen interviews were carried out.

The analysis of the information collected helped to shape and develop recommendations of the key business factors for aboriginal inclusion in Yukon's mining industry.

3.3.1 Sources of Data Collection

Two cases were selected for study, as described below, utilizing the following criteria:

1. Training component - The training initiatives were the only ones that had been delivered and completed with high industry participation and First Nation community support and

directly through Yukon Mine Training Association (YMTA) delivered programs at the time the cases studies were selected.

2. Industry partnership and involvement – industry provided the necessary resources to enable the delivery of the training initiative.
3. First Nation community support and participation – provided support to the Aboriginal trainees of the programs.
4. YMTA-delivered and funded – both training initiatives were implemented using the same delivery model.

The training programs that meet these criteria at the time the case studies were selected are the Underground Mine Training Program- Alexco Resources and YMTA Mineral Exploration Field Assistant Training Program - Freegold Road User Group.

The Underground Mine Training Program was held at Alexco Keno Hill Corporation's (AKHC) mine site in Elsa, Yukon on the traditional territory of the First Nation of Na-cho Nyak Dun (NND). This program was funded in partnership between Yukon Mine Training Association (YMTA), AKHC, and the First Nation communities of NND, Little Salmon/Carmacks First Nation (LSCFN), and Liard First Nation (LFN).

This program provided 12 First Nation students with four weeks of theoretical training with eight of the top students going on to complete four weeks of hands-on underground mine training at the Keno Hill mine site. At the end of the program, those that were successful in the training had the opportunity to become employed with Alexco and their mining contractors.

Selecting this training program for the case study provides an opportunity to identify some of the motivating factors that contributed to the company to host and provide funding for this

training program as it relates to AHRC's elements for the business case for Aboriginal inclusion in mining and the beneficial outcomes of this training program from both an industry and community perspective.

The Mineral Exploration Field Assistant Training Program was held in various mineral exploration camps near the communities of Carmacks, Pelly Crossing and Dawson City. In this program, mineral exploration companies and YMTA, requested support and input from the communities involved and worked together to develop the program.

Sixteen First Nation individuals from all over Yukon were chosen after a rigorous selection process. The participants spent twelve days at a remote exploration camp, trained in the basics of working as a mineral exploration field assistant. The program was delivered by Northwest Community College. The participants were then placed in a training position for five weeks at various explorations camps in order to apply the skills and knowledge they learned on a real work site.

This program was primarily driven by the mineral exploration companies themselves and therefore this case study provides a unique opportunity to determine their motivations for such a partnership and how closely these resemble the elements of the national business case for Aboriginal inclusion in mining as well as determining the beneficial outcomes from an industry and community perspective.

The participants interviewed had participated in one way or another in multiple YMTA - funded training initiatives and therefore they were able to build into their responses their experiences with more recent training programs, based on the same model of delivery, years following the cases studies described above. This was a benefit to the research as the individuals

had been able to see how the programs had evolved between 2008, when the case studies above (the first of their kind) were delivered compared to the training programs such as the Caring for the Land Initiatives and the second round Mineral Exploration Field Assistant training was delivered in 2011.

Every Yukon First Nation community is unique to one another, however for the purpose of this research, the focus is on the Yukon First Nations communities that are more heavily impacted by mining and exploration activities.

3.3.2 Literature and Document Reviews

The research methods for this project included a literature review of existing research, government documents, conference materials and workshop materials on the specific subject of Aboriginal inclusion in mining. The review of this material has provided a basis to the discussion of the key factors that make-up the business case for Aboriginal employment in the mining industry. This includes mining company corporate social responsibility (CSR) and the signing of socio-economic impact agreements that are established, outlining the company's commitment to Aboriginal communities, how they will minimize the impacts of their activities and how they will provide employment opportunities to the local workforce. The results of this study aim to provide information that contributes to a greater understanding of this topic, specifically in a Yukon-context and assists in the development of recommendations for industry in terms Aboriginal inclusion in the mining workforce.

3.3.3 Semi-structured Interviews

Semi-structured interviews were used to assess expert and community experiences with Aboriginal mine training initiatives through the two cases described above in Yukon to gather qualitative information based on the interpretations and perspectives of the interviewees.

A total of nineteen interviews were carried out with the participant groups, chosen based on the criteria noted below. Each participant was contacted through email and by phone. The target participant group was based on current contacts with those familiar with or directly involved in the case studies and the duration of the interviews ranged from 40-60 minutes long. The majority of interviews were conducted face to face, however due to some travel logistics, there were three interviews conducted over the phone. The criteria for choosing the participants were the following:

1. Non-first Nations and First Nation individuals that were involved with the planning and coordination of one or both of the case studies chosen.
2. Non-First Nation and First Nations involved in the mining industry that had experience with the training programs, through either hiring graduates or involvement as a partner in the delivery.
3. Government employees and Yukon College employees who have knowledge and experience in this area.
4. Yukon Mine Training Association (YMTA) Board Members, current and former staff.

Many of the participants were determined through recommendations of those being interviewed using a snowball sampling approach.

Interviews were carried out between November 2012 and January 2013 (see Appendix A for interview schedule). All participants specified that they were willing to be recorded during the interview and the investigator also took notes during each session.

The emergent themes that were identified during the interviews were as follows:

1. Current Aboriginal involvement in Yukon's mining industry
2. Benefits of training to employment programs
3. Improvements to training to employment programs
4. Barriers to training and employment

During the initial interviews the participants recommended other key contacts that should be included in the interviews. The participants also suggested literature to review and sources of information that would support the objectives of the research. The interviews were transcribed and relevant documents were collected and imported into NVivo 10 for analysis. Due to the small amount of literature on Aboriginal employment and training specific to Yukon, themes from the information collected during the participant interviews, led the theme development and directed the relevant content from the review of documents and literature to provide supporting points.

Ethics approval was obtained for this research (Appendix 4) and the interviewees were informed of their rights and provided information of the interviews so they could decide whether or not they would like to participate. Interviews were conducted over the phone and in person and recordings of the interviews were made of all participants, as permission was given by all for this to be done.

3.3.4 *Data Analysis*

Data analysis was an on-going process through the collection of the qualitative data and this was carried out through the continual organizing and identifying of themes as the information was collected (Creswell 2009). There were many emergent themes during the data collection and each was coded creating categories based on the themes of the data utilizing NVivo 10, a qualitative data analysis computer program (Creswell 2009).

The results were validated for their accuracy and credibility by comparing and contrasting the data gathered and strengthening and verifying the themes using information from both the literature review, document review and interview answers. Multiple strategies were used to validate interrelated themes and descriptions that emerged. These strategies for validation included triangulation of various information sources to substantiate the themes that have resulted through the analysis and accuracy, and participant interview checks.

The data has been interpreted and presented with the use of a narrative description and summary of the overall results.

4 Document Review and Participant Interview Results

4.1 Introduction

Two case studies on training for employment programs that were delivered in partnership with industry, First Nation communities and Yukon Mine Training Association (YMTA) were chosen as a focus to draw out information on the steps that are being taken related to Aboriginal inclusion in the mining workforce in Yukon. The Underground Mine Training Program delivered out at Alexco Resources mining camp and the Mineral Exploration Field Assessment (MEFA) training program that was delivered in various exploration sites in the Freegold Road area of Yukon are described in more detail in Chapter 3. Table 3 shows the results for the two case studies in terms of training completion and employment within one month following graduation from the programs.

Table 3: Case Study Training Program Employment Results (Source: Yukon Mine Training Association (YMTA))

Case Study (Training Program)	Number of Aboriginal Trainees	Number of Aboriginal Graduates (Program Completion)	Number Employed Following Training
Freegold Mineral Exploration Field Assistant Training Program (MEFA)	16	13	9
Alexco Resources Underground Mine Training Program	8	8	8

These case studies were chosen, as they are based on a model of training program delivery that is composed of a non-profit funder/coordinator (YMTA), mining or exploration company partners and First Nation community partners as part of the training program delivery.

During the participant interviews and documents review to examine the level of Aboriginal inclusion in the mining industry in Yukon, it was found that there were many of the same elements of Yukon's business case that have been established by AHRC's national business case. Due to the small, un-skilled mining labour force in Yukon, mining and exploration companies currently rely heavily on workers from outside of Yukon to fill many of the higher skilled positions, while local people and First Nation people are hired into entry-level positions (Derome and Associates 2012; Participant Interviews I02, I04, I06, I07, I08, I17, I18). Based on the results of a survey of the producing mining companies in Yukon it was found that 47% of the workforce do not have permanent resident status in Yukon (Derome and Associates 2012).

Although there were many similarities between the Yukon's business case and the national business case, there were some interesting and unique differences that demonstrate the necessity to scrutinize through a narrower lens the elements of Aboriginal inclusion in the mining workforce at regional and local levels.

During the 19 interviews, it became evident that there were similar themes taking shape within the participant responses. The themes that emerged included an overview of Aboriginal inclusion in the Yukon's mining industry, historical and current involvement, perceptions of the mining industry and the barriers and improvements that can be made within training and employment opportunities in Yukon's mining sector. The information collected in the interviews guided the review of relevant literature and documentation.

4.2 Aboriginal Inclusion in Yukon's Mining Industry

4.2.1 Historical Involvement in Yukon

The historical involvement of Aboriginal people in mining in Yukon was emphasized during the participant interviews. First Nation people in Yukon have been mining the earth for resources long before European arrival to the territory (Yukon Government 2010; Cooper 2011). It was suggested that the time leading up to and during the Klondike Gold Rush of 1898 defined as the period when Yukon First Nations first began their involvement with what was termed by participants as “modern day mining”. Early prospecting and exploration activities involved First Nation guides out of necessity, as they were familiar with the area, knew how to live off the land and how to survive the often harsh conditions that were faced. Local First Nation people were also familiar with the navigable waterways and the best routes to travel into remote area. They could survive for long periods of time without needing to have supplies sent into remote areas on a regular basis, which was one of the reasons participants indicated they were sought after workers (Participant Interviews I02, I06, I08, I09, and I14).

One participant (I02) pointed out that following the 1950's and 1960's exploration projects were not as reliant on First Nations people in Yukon for assistance as much as they had been in the past. The primary reason for this was more efficient modes of transportation. Large major road construction projects, such as the Alaska Highway, Klondike Highways and the North and South Canol Roads, were cut through the Yukon wilderness making it more accessible by motorized vehicles. As well, aircraft and helicopters were beginning to become commonly used for supporting remote prospecting and exploration projects. The exploration companies were able to set up bigger camps, they could send in supplies more frequently and fly people in and out without needing to know as much about the land and how to survive on the land (Participant Interview I02).

Cyprus Anvil Mining Corporation went into operation with the Faro Mine in 1969, becoming the largest private sector employer in Yukon (AANDC 2008; Faro Mine Remediation Project 2011) and exploration projects were carrying out their work activities in Yukon largely independently from local Aboriginal communities. Although there was mining activity occurring close to Aboriginal communities there were few efforts made by industry in terms of consultation and employment with the local Aboriginal people. This changed leading up to the early 1990's when the land claims agreements were becoming settled and the WMI established the industry standard for Aboriginal consultation in mineral development (NRCAN 1994).

4.2.2 Current Involvement in Yukon

The Umbrella Final Agreement signed in the early 1990's, catalyzed self-government agreements in Yukon over the next two decades, settling land claims for each First Nation and establishing 11 self-governing First Nations in Yukon. During this period First Nations with mining and exploration in their traditional territory began asserting their authority as governments. The land claims and self-government agreements provided "...certainty about the ownership, use and management of land and natural resources" one purpose of which was to generate "a more positive investment climate thereby creating a greater potential for economic development, jobs and growth (AANDC 2012)."

Concurrently the development of partnership agreements, such as MoU's and IBA's signed between First Nations and industry were becoming an industry best practice across Canada, formally taking root through the recommendations made through the WMI (NRCAN 1994). This practice began the process of building positive relationships by involving local First Nations in the industry and increasing the local interest in the mining industry in general.

In addition to the unique First Nation self-governing agreements in Yukon, the small population, and a streamlined environmental regulatory process, Yukon, when compared to other jurisdictions in Canada, is a much more dynamic environment for resource development (Prno and Slocombe 2012; Rheaume and Caron-Vuotari 2013). There are currently, three producing mines in Yukon and one mine just over the border in the Northwest Territories, which all draw from the Yukon's labour force.

Since closure of the last producing mines in the late 1980's (United Keno Hill Mines and Faro Mine) in Yukon there was an absence of hard rock mining up until 2007, which has resulted in the loss of the skilled labour force that was formerly present. One participant noted that mining companies currently operating in Yukon are building the capacity of the skilled labour force in Yukon from the ground-up (Participant Interview I12). "There is a skill gap between when the mines shut down in the '80's. Minto was the first mine on board. There was a twenty plus year hiatus in Yukon - families involved in mining moved away - Yukon lost twenty years of skilled labour." The participant went on to say that there are Aboriginal people that are employed and have been employed with the company since the beginning however it is most often due to the fact that their family has been involved in the mining industry over generations (Participant Interview I12).

A report by MiHR in 2012, stated that the Yukon's mining labour force is unique, when compared to the rest of Canada. Part of this uniqueness is based on the fact that there are a significant number of young workers and older workers in Yukon's labour force. Those that work in the mining industry tend to be highly mobile and typically continue to work past the national age

of retirement for mining workers. There are also higher proportion of Aboriginal workers in the mining sector than in other resource sectors (Derome and Associates 2012; MiHR 2012).

"The exploration sector in Yukon provides seasonal employment for 1,000 to 1,500 people each year, the placer mining industry seasonally employs approximately 450 and the three producing mines directly employ approximately 745 people" (Derome and Associates 2012). The mining sector is the largest single employer of First Nation people in Yukon outside of First Nation governments (Derome and Associates 2012; Participant Interview I11).

An estimated 53% of the mining workforce (including contractors) is local and of that 53%, it has been determined that 40% of the overall mining workforce in Yukon is Aboriginal (Participant Interviews I11; Derome and Associates 2012). Although 40% is a high number for Aboriginal inclusion in Yukon's mining industry, this number may not reflect the actual level of local Aboriginal employees. Factors such as the seasonal work of a large portion of the industry and often the numbers include Aboriginal people working from outside of Yukon will change this value. Therefore companies should continue their efforts as there is always room for improvements with no specific goal being set.

Based on the company surveys, it was estimated by MiHR (2013) that in 2012 operating mines would employ 930 workers and exploration and support services would employ 1715 workers. These numbers are predicted to grow over the next decade to an estimated 1,690 which accounts for the number of older workers that will be retiring from the mining workforce and meeting the demands of the existing operating mines in Yukon including exploration and support services. These statistics do not take into account the mines that are on the brink of advancing into the construction phase (MiHR 2012).

The majority of participants confirmed that Yukon First Nation communities are involved in the mining industry in various ways, but most often the majority of this is through consultation and community meetings with mining and exploration companies that are operating in and around their traditional territory. Through the consultation process and the establishment of agreements such as, IBA/MoU's, the requirement that industry involve people from the local community in training and employment opportunities is another avenue in which companies could contribute and invest in the community and have a positive impact (Howard and Walker 2002).

It was noted by the majority of participants during the interviews that it is common for companies in Yukon to hire an Elder that works on-site to provide support to Aboriginal employees and provide recommendations to the company. Having this person on site is also a way to build community relationships and develop links with the community members. Companies are also known to fly Elders and community members into a site to familiarize them with the activities that are taking place. The benefits of these activities have been significant, as it familiarizes the community with the company thus making the work activities being carried out less foreign.

Additionally, it was noted by a majority of participants that most of the positions Aboriginal people are being hired into are entry-level positions, such as labourers, cleaners, and core cutters. Nearly 60% of the Aboriginal workers at exploration and mining companies were employed in trades labour and support services occupations in Yukon (MiHR 2012; Derome and Associates 2012; MiHR 2013). However there are other areas such as Community Liaison and environmental monitoring positions that are viewed as higher-level positions within the mining industry and these are often filled by, or preference is given to, local First Nation people. Having a local First Nation person in these types of positions, even though such employees may not have the

technical mining skills, their community knowledge and knowledge of the land is a valuable asset nonetheless.

Industry interview participants indicated that they would "just about hire anyone" from the local First Nation they were working with if they wanted a job and there was an available position that matched their skill set. The issue is that many of the open positions at a mine site or during an exploration project are for highly-skilled people that either requires university degrees, trades designations or years of experience in the industry in order to qualify, often making it difficult to fill these positions with people from the local area.

Many participants compared Yukon companies to the human resources practices of the companies in the diamond mines of the Northwest Territories (NWT). They saw these companies as being highly successful at recruiting Aboriginal employees. Those that provided this example also explained that there appeared to be certain amount of tokenism hiring taking place – occurring when a company would hire Aboriginal people just to meet their community agreement's hiring requirements, but would not necessarily have anything for the employee to do (Gibson 2008). Through research by Gibson (2008), interviews with mine staff indicated that among the higher-skilled miners there was some resentment towards the relatively unskilled Aboriginal employees that are perceived getting hired to fill quotas established in community agreements.

Very specific hiring policies at the diamond mines such as those established by Diavik have contributed to their success in hiring local aboriginal people. These policies included preferential hire of First Nations and local people and also required these same commitments from their contractors (Missens *et al.* 2007).

Community interview participants made it clear that although they recognized that industry was making an effort to include people from the local community in the workforce, they needed to contribute much more to building the skill level within the communities and focusing on moving people from labourer positions into higher-level positions (NRCAN 1994). Many community participants recommended that more mentorship programs were required in order to further develop the skills of new and potential local employees (Participant Interviews I01, I04, I08, I09, and I13).

Half of the of participants interviewed indicated that the mining industry was making adequate contributions to the communities, while the other half of participants did not think companies were working hard enough at this. Within the WMI Workplace/Workforce Issue Group Final Report (1994) there are many recommendations on how the mining industry, Aboriginal Communities and government can work together to increase Aboriginal participation in the mining workforce. Some of the significant recommendations in the report include working with the impacted communities to develop a skills inventory, supporting training plan development, providing opportunities for Aboriginal business and, actively recruiting employees from the local community (NRCAN 1994). Within these recommendations the mining industry was the leader in working with Aboriginal Community and governments in terms of Aboriginal inclusion in the workforce. One participant (I19) did mention that s/he thought that this was not industry's role, but that government should be stepping in to support these types of training initiatives.

During the interviews many participants observed that that mining companies in the production phase had it much easier when it came to meaningful inclusion of Aboriginal people in both training and employment because there is more consistency and ability to plan operations

from year-to-year. Exploration companies generally have no human resources (HR) department so it is difficult to fulfill obligations of hiring local people (Participant Interviews I06, I07, and I11). They also have a lot of uncertainty as to whether or not they will have the necessary investment to carry-out their project activities from one year to the next. Mining companies in contrast, typically have local HR managers and an HR department in the head offices of the company which are focused on recruiting and hiring employees. Exploration companies heavily rely on investors year to year and they have a short work season, while mining companies in Yukon (except for placer miners) operate year round, and can plan ahead when developing their yearly budgets and in implementing ongoing initiatives and programs (Participant Interviews I06, I07, and I11).

Seasonal unpredictability can, in the eyes of many First Nations communities, shed a negative light on exploration companies making them appear to be non-committal and inconsistent, even the perception of not being genuine in their intentions, which impacts the ability of the community to take the company relationship building efforts seriously, and greatly impacts their ability to build trust. The participants interviewed from the exploration sector struggled with the impact this was having on their efforts to develop community relationships. On top of this issue, exploration projects will often change hands or even change their name, leading to uncertainty in the community, a difficulty in maintaining and building relationships.

A mining company on the other hand typically has an IBA or development agreement in place, which means they had been in consultation with the community. Having an agreement in place demonstrates in writing that there is a relationship established, whether that relationship is being effectively maintained was identified by participants interviewed as being a much more complex question.

One of the arguments for the business case for inclusion, often captured through IBAs, is that the local employees that are working close to home are more likely to continue working for the company, which should help to reduce the high turn-over rates experienced by the mining industry. This does not currently seem to be the case in Yukon as the majority of participants interviewed said that it was often difficult to retain the Aboriginal employees under certain circumstances, as discussed further in this section.

Mining or exploration activity taking place in a First Nation's traditional territory not only offers opportunities for employment there are also business opportunities that come along with it. Often IBA's include a section on procurement, giving priority to First Nation-owned business for the service and supply contracts.

First Nations in Yukon have the resources and the power to become entrepreneurs with a competitive edge in the market, whether through partnerships or joint ventures with service and supply companies or as a First Nation-owned business. The economic development arm of each of the First Nations in Yukon has proven in many cases to be a successful way for First Nations to generate their own-source revenue through purchasing, developing and partnering in business ventures.

Many of the participants interviewed expressed that there should be more businesses established to support the mining companies and that if such businesses were established mining companies would be purchasing goods or contract services locally, as much as was available and cost effective. One example of a business opportunity that was provided was that of a “coordinated supply company” that would work with all of the mining companies in Yukon to reduce the costs by coordinating the shipping and purchase of supplies and equipment.

MiHR's research has identified that there is, and will be in the future, a high demand for skilled workers in the mining sector (MiHR 2005; MiHR 2011; MAC 2009; MAC 2011). "Canada has a real serious problem and that is a shortage of labour. It is my opinion that you couldn't start three mines in Canada today if you wanted to for two simple reasons: 1. you don't have the trained labour and 2. You wouldn't be able to get the equipment necessary" (Participant Interviews I02). Another participant spoke about Aboriginal people in Canada being the "largest un-tapped labour force with the youngest and fastest growing population" (Participant Interview I08). This was a common theme throughout the interviews and reflects the current research and reports that have been conducted by AHRC, MAC and MiHR on the current issues faced by the mining industry in Canada (see Chapter 2).

MAC 2011 reported that "Canada's Aboriginal population is growing at double the rate of the non-Aboriginal population, and over 1,000 Aboriginal communities are located near mining operations." The report also goes on to say that one way some of the skilled labour shortages can be remedied is by providing training and skills development to Aboriginal people (MAC 2011; Participant Interviews I02, I08).

Nationally, the Canadian Aboriginal Minerals Association (CAMA) was started in 1991 because First nations and resource developers didn't speak the same language" (Participant Interview I02). CAMA has brought together Aboriginal communities and resources industries with the conferences that are held yearly, to generate a forum for discussion, partnership building and information sharing.

4.2.3 *Perceptions of Yukon's Mining Industry*

As stated previously, exploration companies struggle with building relationships with communities in periods when the market is volatile leading to project uncertainty, inability to plan for the next field season where investment and funding has not been secured. Companies cannot guarantee work from one season to the next and if they cannot generate money for the project, the project will not proceed (Participant Interviews I06, I07, and I11).

Yukon mining companies do not have the capacity or ability that larger mining companies in other provinces and territories to implement larger programs for employees and potential employees and therefore must take a more coordinated approach. (See Chapter 2; Participant Interviews I11, I12).

Many of the participants cited that there were benefits in starting out recruiting one or more individuals from the local community. There were many instances where local employees would go back to their community to speak about their experience, show they had money in their pocket and were able to shed light on some of the common misperceptions of the mining and exploration activities. As long as their experience working at camp is positive, this word-of-mouth promotion is highly beneficial to starting and maintaining their relationship with the community members, as well as recruiting more people from the local community to work. Depending on the situation, negative work experiences from local employees may have the opposite effect, so companies must be careful how they proceed (Participant Interviews I03, I04, I06, and I07).

From the community perspective especially in communities with high mining activity, mining companies can only mitigate their impacts on the community through employment opportunities. Although there is some revenue sharing based on the terms of the agreements, and in direct economic benefits to the community as a whole, in some cases community members did

not readily see the economic benefits that are coming into the community. Some individuals in the community see companies solely as a place to get a job. Although employment with a mining company is seen as a benefit for someone who wants to work in a mining or exploration camp, others who do not have this interest, may not see a benefit to these opportunities. Consequently there are community members that want to experience other benefits, they do not want to have to work for a mining company in order to receive the benefit of mining in their traditional territory (Participant Interview I04; Fidler and Hitch 2007; Prno et al. 2010).

As can be observed through the findings of the participant interviews there are a variety of perceptions and opinions held by Yukoners about the mining industry. There is the group of people that consider there to be high paying jobs in mining, which makes it a good way to make a living, while still being able to live close to home. Others see mining as a necessary evil, but will still consider working in mining due to the high pay. There is also the group who believes there should not be mining in the pristine environment of Yukon and holds the belief that it is destroying the environment. In addition to these groups there are also many people in the communities that do not see the mining lifestyle as an option for them. Many do not want to work away from home, which will take them away from their families. These perceptions are not uniquely held by people in Yukon, in general these are sector-wide perceptions that have been formed nationally and internationally, with the majority of concerns related to the environmental impacts of mining (Walker and Howard 2002).

Companies often have a difficult time communicating their plans and their activities to the community, due to a lack of local knowledge regarding the stages of the mining life cycle. Not having local expertise to advise the community so that they will understand what is needed and

be able to ask the right questions and make informed decisions can also pose significant challenges in gaining community support.

Identified as a barrier to building meaningful relationships with communities, exploration companies often hire consultants that are the primary contact for the community. Participant I01 and I04, indicated that although this was a good way for companies to increase their capacity to engage, more often than not the relationship was not a lasting relationship, due to the lack of involvement from decision-makers from the companies. Conversely, consultants must be hired by the First Nation Community to review documents such as the environmental assessment submissions.

There are many people in Yukon who are not aware or educated about the mining sector and what it can offer in terms of variety of jobs, skills and experience that can be transferable to other sectors (NRCAN 1994). It was identified in the majority of interviews that this lack of knowledge leads to misinformation and difficulty recruiting new employees from the local communities in Yukon and ensuring meaningful engagement from the community.

4.2.4 *Corporate Social Responsibility (CSR)*

I. First Nation-Industry Development Agreements

The majority of participants interviewed felt that the inclusion of First Nation people in mining in Yukon is related directly to the negotiation of IBA agreements. Companies involving First Nations to fulfill IBA requirements were viewed by most of the participants as being good corporate citizens with good intentions, while a small number of participants stated that the companies were only entering agreements because they had to in order to ensure they could move their project forward.

According to the majority of the participant interviews, the primary reason companies are focused on Yukon First Nation training and employment is to fulfill the requirements of their IBA's or MoU's with that community. Involving local people in the mining activities and ensuring they are receiving benefits from the activities was identified by the majority of interviews as being an industry best practice for all mining companies across Canada. Therefore even when there is not an agreement in place, which is typical during the exploration phase of the mine cycle, there is still an expectation that this involvement will occur to some extent.

CSR is also a standard in the industry and this type of policy is adapted by the majority of companies and promoted by national associations such as the Prospectors and Developers Association of Canada (PDAC), Canadian Aboriginal Minerals Association (CAMA) and Mining Association of Canada (MAC). However, even though these policies are in place, participants that were interviewed (I04, I17, I19), indicated that some companies are not truly committed to benefiting the local community and their actions are often viewed as patronizing - viewed as only locally hiring First Nation employees in Yukon because of the agreements with the First Nation and the possible negative repercussions that may come, in terms of the environmental permitting process.

The same participants also indicated that these companies are participating in the training initiatives and hiring First Nations in order to meet their stated objectives and promote themselves as being committed to attract good press and investors, and although they promote themselves as having good CSR, when the company is more closely scrutinized this is in reality a facade. The literature does support this view: "Cost reduction, competitive advantage, and reputation advancement" were identified in the literature as the primary drivers for 'voluntary

sustainable development initiatives' in the mining sector (Howard and Walker 2020). Of the three components to sustainability: economic, environmental and social, the latter is the most difficult to prove the value of to a company using these drivers (Hamann 2004).

The consequences can be great if the companies are not meeting their obligations to the communities, a bad relationship can result in road blocks during the permitting and licensing of the facility. Having a good relationship with the affected Aboriginal communities is important for a mine to progress into the producing phase (Humphreys 2000; Sosa and Keenan 2001; Jenkins and Yakovleva 2006; Fidler and Hitch 2007; Fidler 2010; Participant Interviews I04, I17, I19).

Through the interviews it became clear that regardless of their intent, companies respond well to meeting requirements of IBA type agreements as they provide clear guidelines to be followed. In the future these agreements may need to reflect the challenges of recruitment and retention and provide more direction on what the companies should be striving to achieve so that it is clear to all.

Alternatively, Aboriginal communities in Yukon with a high level of mining activity in their traditional territories are taking proactive steps, by developing expectations, guidelines and laying out requirements for the mining industry on how to effectively engage with the community. Some of these First Nations have also established what is to be included as part of negotiating agreements during each of the stages of exploration and mining. Communities like the First Nation of Na-cho Nyak Dun (NND) are leading the way in Yukon in terms of providing guidelines for both companies and the First Nation self-government on what the agreements could look like at each stage of the mine cycle (NND 2011). This approach provides greater transparency to both sides and places the onus on both parties to meet the requirements set out.

The *Mandate Guide for Mining Activities and Projects* that has been developed and implemented by the First Nation of NND. The NND clearly state that they are open to mining activities in their traditional territory "...so long as those activities [mining] bring long-term benefits to the NND and its citizens and do not compromise the integrity of our lands and resources or undermine our culture, heritage and way of life " (NND 2011). Included in the agreement, these guidelines suggest timelines for proposed activities, details on relevant benefits and opportunities for the NND and the community. Additionally the guide states that: "...a resource agreement will address any adverse environmental or socio-economic effects of the proposed activities and this should expedite the assessment and regulatory approvals" (NND 2011). The guide also provides procedures on how the First Nation will make decisions and approvals and how they will enter into discussion and negotiations (NND 2011).

There are mixed reviews within the literature in terms of whether IBA's and other types of partnership agreements between the mining companies and the Aboriginal communities are meeting the needs of the community and providing adequate compensation of benefits for the negative impacts of mining (O'Reilly and Eacott 1998; Sosa and Keenan 2001; Isaac and Knox 2004; Fidler and Hitch 2007; Trebeck 2007; Caine and Krogman 2010; Fidler 2010; Prno et al. 2010). Increased standardization of the agreement, lack of transparency and inability for communities to access certain information and sources of knowledge in order have meaningful input into the process can potentially limit the value of the agreement to the communities themselves (Caine and Krogman 2010). Too much complacency from both parties during the negotiation and content development of the agreements can lead to communities not taking full advantage of the opportunities and benefits. On one hand agreements are in place to clearly outline the benefits in

terms of training and employment opportunities to the affected community, however the increased standardization of the IBAs are leading to a lack of flexibility and adaptability of the process of negotiations and development content within the agreements. An alternative argument can be made that having a standard process and content benefits both the mining companies and the communities. Standardized process and content can contribute to the certainty and efficiency of the negotiation process, reducing costs, and both parties can see benefits from the agreement more quickly.

II. Social License to Operate

The literature indicates that the standardized approach that has taken shape during negotiating and developing agreement such as IBA's has resulted in reduced complicity by Aboriginal communities in natural resource development process, which may limit the benefits and opportunities that the agreements are meant to provide (Caine and Krogman 2010). It has also been noted in the literature that factors such as Aboriginal community and company commitment, amount and quality of Aboriginal access to the necessary information and the way the agreements are drafted will determine the success of the agreement, on a case-by-case basis (Sosa and Keenan 2001). Agreements like IBA's are viewed by some as a mandatory element to resource development that defines and outlines what a community is willing to trade - jobs and money for environmental degradation - to have resource development in their traditional territory. A social license to operate (SLO) appears to take these agreements one step beyond exclusively negotiating and meeting the terms of an agreement.

Many of the participants interviewed also noted that mining companies now need a social license to operate in Yukon. Within CSR is an emerging trend in the mining to sector for companies to work with the impacted communities to pursue their SLO. A SLO is defined by miningfacts.org as "...the acceptance within local communities of both mining companies and their projects." The SLO is not a formal agreement between the company and stakeholders, it is a real acceptance of the company by the community that translates into a meaningful relationship (Howard and Walker 2002; Browne *et al.* 2011; Fraser Institute 2012; Prno and Slocombe 2012). It is important to develop a way for companies and communities to work together that is based on a "... sense of consistency, predictability, certainty and trust - enabling social license (Browne *et al.* 2011)."

"...in the northern Canadian mining context, Aboriginal organizations and communities are seen as some of the most influential actors (Prno and Slocombe 2012)." "It is considered a standard within the mining industry in Canada to hire and train locally which is part and parcel with developing and maintaining the social license to operate" (Participant Interviews I03). In doing so, companies can demonstrate that they have a longer term vision of their participation in and contribution to community well-being. This vision involves going beyond the life of the mine and working with the community to build a legacy of positive efforts. In order for a company to establish and maintain their SLO they must ensure that the impacted communities are meaningfully consulted and are benefiting from the mining projects activities (Fraser Institute 2012; Participant Interviews I01, I03, I09).

III. Financial Accountability

Interview participants also indicated that, like social accountability, mining and exploration companies also have a financial accountability to up-hold. Mining and exploration companies

require a large amount of capital investment in order to move a project forward. Once in the production stage, they are also required to ensure their shareholders are happy with the production yields and profit margins. This responsibility or financial accountability to the shareholders is the primary force that shapes many of the decisions made by the company (Prno and Slocombe 2012). Without this money and these investors, large mining projects would not be possible.

The financial accountability that mining and exploration companies have to their shareholders is not well understood by First Nations communities in Yukon. However, all participants interviewed indicated that it made financial sense for companies to hire from the local community. "It makes sense economically if you don't have to fly people up from Vancouver or Penticton - it's expensive and it adds a couple of day's time to their work and it adds more problems. If you can hire people locally or out of Whitehorse it is generally cheaper and the logistics are simpler." (Participant Interviews I03). One participant (I11) stated that it costs an estimated \$11,000 per year in transportation to fly in a worker from outside of Yukon. With these figures, short-term investments in training local people can mean a large cost savings over the long-term for company operations.

It was also pointed out by some of the participants that a value-added benefit of hiring locally is that the local person is familiar with the area. According the Mining Association of Canada (2011), there are three primary costs to mining; these costs are wages, energy (fuel, electricity) and materials and supplies. Local suppliers and local employees can potentially mitigate some of these high costs.

4.3 Training Opportunities for Aboriginal employment in Yukon's Mining Sector

4.3.1 *Training Partnerships: Impact on Companies*

A number of participants spoke about the training partnerships which involve industry, First Nations, and YMTA. In general the participants reported that companies want to contribute and leave a positive legacy for the community and they are trying to do the right thing in the only way they know how, which in many cases is meeting the requirements of their agreement with the community. A major component of these agreements is through supporting training and hiring local First Nation employees. This is something that is a tangible benefit to the community - members of the community can see an individual going off to work, coming home and supporting their family.

Two of the participants (indicated that industry has to train people anyway, therefore training initiatives like the two case studies reduce their costs (Participant Interviews I06 and I14). Participant I06 stated: "they [companies] get what they want in terms of skills training if they are involved. They are virtually creating their own happy employees and they can target who they want and train people according to their own needs".

In regards to exploration projects, it was identified by a few participants during the interviews that there is often no time or extra resources to train new workers during the exploration field season and therefore delivering coordinated training initiatives such as the MEFA program was highly valuable to them. The companies were able to participate throughout the work placement component of the program, and could save a lot of their resources (employee time, money) that would otherwise be used to bring in trainers and reduces time of senior-level employees working one-on-one with an employee with no previous experience (Participant Interviews I06, I07, I14, I18).

The mining and exploration companies that had hired the graduates of the training programs delivered by YMTA were satisfied with the skills that graduates possessed after participating in the programs. However the majority of participants interviewed commented on what they perceived as a persistent lack of commitment from many of the graduates during both the training program and the employment placements. This was frustrating for the company as there was a high investment from the companies in the training programs. It was reported by those interviewed that some of the graduates began work with the company after completing the program and just did not come back after their rotational break early on in their employment. Some of the possible reasons that were identified are widespread issues in the mining sector that impact retention of all mining employees, and included the following: they had found employment elsewhere; the employee began using alcohol and/or drugs and did not make it back for their next shift; an issue on site, such as a performance evaluation or co-worker confrontation; an event held in the community; while for others the reason was not known (Participant Interviews I01, I03, I04, I12, I15, and I16).

A common practice to bring the local individual back to work was that the company would re-hire them with conditions. In some cases the issue of absenteeism did not immediately arise again, however in other cases the employee would continue in employment for a certain period of time and then not show up again for a work shift. This was something the companies were doing but admitted that this was not sustainable because they have "a commitment to their investors and patience is limited" (Participant Interviews I12). Using this strategy the hope from the companies was that the local employee would finally realize the value of having a job and would commit. This style of employee management can be a long arduous process. It was reported by

the industry participants that this type of supportive process has only worked in retaining employees in some cases. However, these few success cases are building confidence in the process (Participant Interviews I03, I04, I12, I15, and I16). The issue of retention is a key area that needs much more investigation into innovative human resources (HR) strategies.

The majority of participants interviewed considered one of the by-products of hiring locally that the employee will go back to their community and speak to their family and peers about their experiences and what is involved in the work (Participant I03, I04, I06, and I07) "You hire local people, they are involved in the project and you have a better chance for acceptance in the community and the people know what is going on because the people working out there can tell them (Participant I07)".

It is also important to work with the Elders in the community as they are the primary influences over the First Nation communities in Yukon. If they do not know enough about what is going on and are uncertain about what it means, their opinions and perspectives can influence and determine how the rest of the community responds.

4.3.2 *Training Partnership: Community Benefits*

All participants were certain that training partnership models such as those used by the companies in the two case studies do provide benefits to the trainees' communities as a whole. These types of training programs contribute to the development of the skills labour pool in Yukon from which companies can draw from and communities can benefit from economically.

A single person in a family that is employed can essentially support others, such as family and extended family (Participant Interview I02). Participants indicated that in many cases they become local role models for the community, they obtain meaningful employment and then the

employees are returning to the community on their breaks. Short-term the positive impact may not necessarily benefit the entire community, however once other community members see them doing well for themselves this can often develop more of an interest for employment for themselves that they will explore. In every trainee that is successful in these programs there is a huge benefit for the individual in terms of building the individual's self-esteem and sense of accomplishment. A pride-ripple effect occurs that spreads into their family and community.

Another issue that was identified is that there is a short fall of mining-related knowledge in the communities. There is confusion about what the differences are between an exploration company and a mining company. The majority of people consider exploration and mining as interchangeable, whether an underground portal in the ground, or a huge open pit. Both industry and community participants during the interviews confirmed that it is essential to have more educational or awareness workshops on these differences and the various stages in the mine cycle.

4.3.3 Improvements to Training and Training Initiatives

All interview participants noted that the training initiatives undertaken in relation to the two case studies was effective. In each case industry, First Nation community and funder relationship was established and operated as an effective model. Highlights of training program improvements included ensuring there was a rigorous selection process in place, firm commitments from industry to hire trainees and from the trainees to work for the associated industries, and more after-care and support to help with retention once the graduates found employment.

A rigorous selection process was identified as the single most important element of a successful training program by the majority of participants interviewed. Ensuring that the prospective trainee was committed to carrying the program through during interviews and had the level of education, experience or drive to successfully complete the program is essential. It is also necessary to determine at this stage whether or not the prospective trainee has an authentic interest in pursuing a job in the area of the training. Furthermore it is essential to ensure that there are not any barriers to their success that could not be resolved with the supporting resources provided through the training program.

It was also noted by a number of participants that there needed to be greater commitment from the trainees to work for the company (longer period of employment following training program completion). Ensuring that employment expectations are clear throughout the training program may solve this. The expectations should be provided by the employer and be specific to each worksite.

There was also some concern from a few participants that current programming in Yukon is not building on what has already been done, but is re-inventing it.

IV. Responsive and Adaptable

The participants that were directly involved in the case studies or other similar training program stated that there should be continual reflection and evaluation throughout the program delivery. There may be unexpected opportunities to provide added benefits to the course. Additionally, training programs should always build on past training programs. Prior to delivering a new program, the key to the training program's success is to take a look at previously delivered

programs that were of a similar model and determine what worked, what did not work and improve on areas that need improvement.

V. Hands-on Training

An important part of any training program targeted at Aboriginal people is ensuring that there is a hands-on and practical experience component to the training (MiHR 2013). It is well-known that Aboriginal people are typically hands-on learners - they learn by doing (Participant Interviews I01, I02, I04, I08, I13, I14, and I16). As one participant said "... when I learned to mend a fish net, I sat and watched my grandmother or grandfather and they said this is how you do it and I watched them. That's one of the things with Aboriginal people that I have always stressed that had to happen, you have to have hands-on training as opposed to simply classroom and online learning" (Participant Interviews I01).

The importance of simulating a real work environment or including work placements under a mentor during the training was also emphasized throughout the participant interviews. Working in mining or exploration camp is not something that can be easily explained to trainees. The expectations are laid out at the beginning prior to the program delivery, however this must be re-emphasized throughout the training.

Both case studies included an experiential component to the training. The MEFA program was delivered out at an exploration camp set up for training. Once the theoretical and practical components of the training were completed, work placements were arranged with exploration companies in the area to reinforce the skills trainees had learned in a real work environment. The majority of participants agreed that this model of the theoretical or classroom training being held at a mining or exploration camp followed by hands-on training reinforced the skills learned and is

a desirable model to use. The Underground Mine Training Program was also held at a mine site and employees were exposed to a real working mine throughout the training program and during work placement. Trainees were also scheduled for the training on a rotational schedule which demonstrated what their work life would be like following program completion.

Included in the hands-on training are steps to ensure that the type of training delivered includes skills that are transferable to other sectors (Participant Interviews I01). The reason stated for this by the participants was that there is a high potential for downturns and fluctuations in the mining industry and that having transferable skills is highly desirable. (Participant Interviews I01, I08, and I18) . One participant pointed out that training people in something too specific to the mining industry, such as core cutting, is not as easily transferable to other sector trades or heavy equipment operator skills (Participant Interviews I01).

VI. Training to Employment

In order to ensure that there are employment opportunities following the training, the programs must "continue to be relevant to industry" (Participant Interviews I03, I06 and I07). Training should be delivered to fill the skill gaps in the labour pool based on the demand by employers. There should not be "training for training's sake" (Participant Interviews I01, I02, I03, I10, I17, and I19).

Industry should be identifying and forecasting what they will require for skilled labour prior to initiating a training program. The participants interviewed identified that this was well-done in both of the case studies. The MEFA program was initiated by a group of companies and the First Nation community and although YMTA approached AKHC regarding the Underground Mine Training Program delivery, it had been identified through research, surveys and speaking to

industry, that there was a need for this skill to be developed in Yukon. The future training programs must continue to meet the skill demands so that there are employment opportunities at the end for the graduates of these programs (Participant Interviews I02 and I04).

Conversely, it was also identified during the participant interviews that there not only needs to be commitment from industry to hire, but a commitment from the graduates of the program to commit to accepting the offered positions with companies that have participated in the training. This includes trainees committing to working with companies for at least a minimum period of time. From the industry point of view during the interviews, their major struggle was retaining the graduates as employees once they were hired.

National programs that are not made relevant to a regional environment are "so big picture that they are not getting down into the tranches and getting people trained" (Participant Interviews I01).

4.3.3 *Training and Education Support*

Although IBA's with communities will most often include requirements for local employment, training, services and scholarship funding, which are meant to build capacity in the community, community members are often not able to take advantage of the programs due to lack of education and support (Howard *et al.* 2012).

During participant interviews it became evident that the general consensus was that YMTA did a good job of creating and delivering training programs, however there needed to be improved communication between industry and First Nation partners. It was noted that information about training often did not reach all who may have been interested. YMTA had reached a point by the

end of 2011, when they were poised to continue to offer training, there was momentum and the programs were improving, however the funding was not there to continue.

It is essential to have more on-going support for education and training opportunities for people in the north in order to build the skilled workforce (Participant Interviews I11, I16, I17, and I19). This support must come from all levels of government, communities and industry working together to directly focus on training and education for Aboriginal populations (Rheaume and Caron-Vuotari 2013). Participants also identified that Yukon is currently under-funded for the delivery mine training initiatives (Participant Interviews I03, I04, and I19).

As mine training initiatives in Yukon continue to evolve, there is a need for more consistently run programs, high-level (trades, university and college-level programming) (Participant Interviews I01, I02, I03, I06, I07, I12, I11, and I19).

In order to meet the mining industry demand for skilled workers Yukon College is now modeling the type of industry and First Nation training programs initiated by YMTA at a larger-scale with more consistently run programming through the Centre of Northern Innovation in Mining (CNIM). The college is also able to partner with other universities and colleges across Canada and in Alaska to bring programs to Yukon that have seen success in those areas (Derome and Associates 2012). Once funding is obtained, Yukon College will have the capacity to deliver a wider variety of programming and can provide greater consistency in when and how the programming is delivered.

The federal government budget of 2013 has revealed that a portion of the funding allocated to the provinces and territories will focus on "Connecting Canadians with Available Jobs" with the intention of providing financial support to meet the demands of the sectors that have a

high demand for skilled workers such as the skilled trades, sciences, and technology, which may help to achieve this (Government of Canada 2013).

According to the majority of participant interviews, the more local Aboriginal people employed by a mining company the more the industry becomes de-mystified in the community, and reduces the efforts necessary for the company to recruit employees and ensure people are aware of all of the opportunities that can be realized (Rheume and Caron-Vuotari 2013). In a paper published by the Conference Board of Canada it was reported that in order to encourage entry-level employees it is important to provide them with a possible avenue for moving up the ladder to supervisory and managerial positions within the company (Rheume and Caron Vuotari 2013; Participant Interviews I01, I08, and I04).

One of the primary barriers that are known to prevent First Nation individuals' success in training programs, educational programs and in the work environment is the lack of basic education. In a report by MiHR (2013) it was found that less than 4% of their Aboriginal employees had completed high school. If the individual has completed high school, there should be access to educational programs that allow them to learn or upgrade basic skills such as, literacy, numeracy, applying and searching for jobs (Howard *et al.* 2012; Participant Interview I11 and I19). This provides a good starting off point for pursuing careers in the trades and university degrees. A high school diploma is often an employer requirement. For those individuals that do not want to upgrade or go to college and university level programs, training to employment programs should, in the end, provide a way for an individual to obtain the skills and experience necessary to prepare them for success in the workplace.

Barriers to being successful in the workplace can also be applied to training to employment programs. Through the interviews it was identified that there was often a perceived lack of commitment from trainees and employees (Participant Interviews I01, I15, I12, I10, and I17). Barriers such as substance abuse, lack of available childcare, limited experience with industry work expectations, and low educational level were identified throughout the interviews. With barriers such as these both trainees and employees may require other types of support programs during training and educational programs or when they enter the workforce (Howard *et al.* 2012).

Another theme recognized throughout the interviews is that the First Nations communities themselves, need to be taking more steps in their involvement with mining in their traditional territories. There are vast opportunities for business development, training and education promotion to community members. A higher-level of participation is necessary to ensure that their communities are getting what they need from these programs (Participant Interviews I10, I12, I14, I15, I17, and I19)

Since YMTA's training program delivery began, there has been renewed interest from Yukon College in bringing college and university level mining programs back to Yukon through the initiation of the Centre for Northern Innovation in Mining (CNIM). The purpose of CNIM is to build a central point for addressing education, training and research for Yukon's mining sector (Derome and Associates 2012; Participant Interviews I12, I19, and I08). Although there has been a slight down-turn in exploration activity due to the global market and investor reluctance to invest in metals and mineral companies, it is optimistically predicted that mineral resource development in Yukon will continue in the long-term.

4.3.4 *Employment Support Services*

Yukon has many different types of services available for providing employment assistance and support to First Nation job seekers and employees in the mining industry. All 14 First Nations in Yukon have offices that provide health and social services as well as employment and training support. There are services available to all Yukoners such as job coaching services (both physical and learning disabilities), support to help find work through employment outreach services and there are various funding sources that can be accessed to support training and further education. Many of these local services were identified by the participants during the interviews.

Based on responses from industry participants throughout the interviews, some support services are also available at the work site as well as in the community. Mining companies have Aboriginal Liaison Officers that provide a link between the local community and the mine site. These individuals are often the point of contact between the community and company that receive resumes and recruit candidates for open positions at the mine site. The work sites in Yukon typically also have an Elder from the local community that is either living on site or travels in to visit, who provides a connection back to the community for First Nation employees. The Human Resource managers at the site also provide support when necessary.

During a few of the interviews participants acknowledged that Yukon mining companies will utilize drug and alcohol support services in the community through the First Nation offices for the local First Nation mine employees (Participant Interviews I03). Additionally, both exploration and mining companies have been known to provide opportunities for on-the-job training utilizing wage subsidy programs and providing opportunities for trades' apprenticeships. Other types of activities based at the mine site include community site visits. Some mine sites also regularly schedule traditional activities and arrange for traditional foods to be served.

Although there are many different types of services available for providing support to Aboriginal trainees and employees, participants indicated that there seems to be some confusion as to what each group does and how First Nation employees can access those services. Many organizations are delivering similar employment assistance services, just with different target groups. For example it was identified through interviews that YMTA is currently building a pre- and post-employment support program for Aboriginal people in Yukon looking to pursue a career in the mining industry (Participant Interviews I04, I11, I14, I17, I18, and I19). Other Yukon-wide initiatives including the Yukon Labour Market Initiative, Disability Works, and non-profit organizations that cater to a targeted demographic must combine efforts in order to maximize the results and the funding.

The current environment was viewed by the participants as needing to be streamlined and coordinated in order to reduce administrative overhead so that funding can be used as effectively as possible (Participant Interview I01, I02, I17, I19) . This is found to be a similar problem across Canada, with many different organizations serving Aboriginal people, which can result in a time-consuming and complicated use of resources to find the right service or the right employee for the job (Howard et al. 2012).

Due to the sheer number of people that companies require to fill the positions in the mining sector and their commitment to hire locally, the screening process for a company may come down to hiring for an entry-level position through the local first nation office or the aboriginal liaison officer (Participant Interviews I06, I07, I12, I15, and I16). The communities in Yukon are small but it is often the case that there are still tight knit groups formed and if an individual does not have the right connections they may never hear of the opportunity. This can

be attributed to the politics that are unique to each community which can further narrow the accessibility of the local workforce. There are family alliances and rivalries in some cases, and therefore companies must seek out to find the right contact in the community or they are only getting access to certain members of the community (I01, I03, I04, and I17).

By streamlining and coordinating efforts in Yukon communities, companies will be able to go to the source of the labour pool to recruit candidates for positions and Aboriginal people will have a closer connection to the employers so that there can be more coordination between Aboriginal organizations and industry in Yukon.

4.3.5 *Retention*

All participants interviewed called attention to the retention issue in relation to both retaining Aboriginal trainees in training programs and retaining Aboriginal employees once they were hired on with the company. It was also specifically noted by industry representatives interviewed that it is often customary to provide local First Nation employees with a second and third chance if they do not show up for work or there are alcohol and drug issues identified while working on site. This method of accommodation for these employees does work in some circumstances, however often the chances run-out.

The reason for providing these chances is that the company is hopeful that employees will overcome the barriers that they are facing and will realize they are a wanted and needed and part of the company. Industry representatives also speculated in the interviews that First Nation employees may eventually realize that they want a good paying job that supports their family. (Participant Interviews I12 and I15). It is not uncommon for a First Nation employee to undergo a life altering transformation while taking steps to break the cycle of their current lifestyle. An

employee may also become a father or mother and now have someone else relying on them. On occasion employees have been moved to a more responsible life style after suffering significant loss in their life.

This is an incredibly complex subject which poses many more questions than answers when looking for the causes. "It's going way down, to finding the root cause of why people don't stay in jobs, why they go from relationship to relationship, why there's abuse (Participant Interview I01).

When it comes to training programs the overwhelming consensus from the participants interviewed is that the selection process is the key to having committed trainees, however this does not provide assistance to those people who may not have the initial requirements to be successful in the training program.

A similar issue is faced in the workplace where an employee who is hired into a position or promoted upwards in a company without proper training and support can become overwhelmed and set-up to fail. "... until you identify and work with the root cause, I am not sure how much success there will be with some groups...Some people sabotage themselves. They start feeling successful and to us, you and I, and to some people successful might not be a comfort zone. So they run from it, they can't help it" (Participant Interview I01). The majority of participants indicated that there needs to be more after-care once the trainee has completed the training program and is working on site. Having the support carry-on for a period of time after employment commences could reduce turnover rates (Participant I01, I02, I04, I07, I08, I10, I11 I14, I15, I16, I17, and I19).

It is well researched that in any work place, one of the main reasons an employee will stay with an employer is because they have a certain level of job satisfaction, meaning they like what they do, they like who they work with (co-workers and supervisors), and find their work more rewarding because they feel they are accomplishing something. This makes them more committed to the employer and in turn can result in more productivity in the workplace (Hausknecht *et al.* 2009).

However, it was noted in the participant interviews this retention and employee turnover is a chronic issue not only for retaining First Nation employees, but non-First Nation employees as well.

4.3 Chapter Summary

All areas of Yukon have had various levels of exploration and mining activity over. With the closure of the Faro Mine in 1998 (Faro Mine Remediation Office 2011) and United Keno Hill Mine shutting down in 1989 there was not a lot of activity or jobs related to the mining industry and minimal mineral exploration activities. Without these employment opportunities, there has been a deficiency in the skills related to producing mines within the labour force in Yukon. Many people who were part of the skilled mining workforce moved to where the jobs were outside of the region, while others went down a different path in terms of career opportunities depleting the mining labour pool in the region. This has resulted in a combination of a mining skills shortage that is comparable to the rest of Canada and a distinctive workforce that is made up of older workers, who are working longer and retiring later, and young workers (Derome and Associates 2012).

There were mixed opinions from the participants during the interviews regarding whether or not Yukon's mining industry was adequately investing in the development of the local

workforce. A portion of those interviewed said there was only so much more the mining industry could do, within the current capacity of the small to medium companies in Yukon, while others noted that they were doing the best they could and they were only responsible for going so far in the process. The majority of participants indicated further that government, non-profit organizations, educational institutions and Aboriginal communities should be going beyond what the mining industry is doing and addressing the issues of Aboriginal inclusion in Yukon's mining workforce.

5 Conclusions and Recommendations

5.1 Introduction

The involvement of Aboriginal people in the mining sector is critical to the social sustainability and future prosperity of the mining industry (NRCAN 1994; Howard and Walk 2002). In Canada, the AHRC recognized this formally in 2008 through the establishment of a national business case for Aboriginal involvement in the mining sector that included the following elements: i. Demographics – Aboriginal people live in close proximity to resource extraction activities in Canada providing a number of benefits to companies such as reduced costs for moving employees; ii. Corporate social responsibility (CSR) - recognizing industry best practice in becoming a good member of society and satisfying their shareholders; iii. Diversity - a diverse workplace is a more productive and innovative workplace; iv. Recruitment and retention - recruiting the local labour pool, will lead to increased retention due to employees working close to their home community; and, v. The benefit of partnerships and alliances - the avenue that must be taken for mining or exploration companies to benefit from the workforce demographics, CSR, developing a more diverse and productive workplace, and recruit and retain aboriginal employees.

As such, the purpose of this research was to determine the steps taken by Yukon's mining industry to train Aboriginal people for employment in their sector. The research considered the benefits of training for employment in Yukon's mining industry using the elements established by AHRC's national business case for Aboriginal inclusion in the mining workforce.

The objectives of this research were to: review the level of Aboriginal inclusion in the mining industry in Yukon; apply the established elements of the AHRC's business case for Aboriginal inclusion in a Yukon mining industry context; determine how training for employment

initiatives are contributing to Aboriginal inclusion in Yukon's mining industry; develop a greater understanding of barriers related to training and employing Aboriginal people in Yukon's mining sector; and make recommendations on how the barriers can be overcome as well as making recommendations on improvements to training for employment programs to support Aboriginal inclusion in Yukon's mining sector.

To consider these objectives two training for employment program cases studies were identified and through interviews with participants, data was collected to determine the level of Aboriginal involvement in the mining workforce in Yukon and to determine what the key factors of Yukon's business case for Aboriginal inclusion compared or contrasted with AHRC's national business case for inclusion in the mining industry. The following captures the main conclusions of the study and provides recommendations regarding the key factors for Aboriginal inclusion in Yukon's mining workforce.

5.1 Level of Aboriginal Inclusion in Yukon's Mining Industry

According to the data, historically and currently, Aboriginal people in Yukon are involved in the mining workforce as prospectors, explorers, miners, support services and guides. However it has only been within the past 20 years that there have been targeted and concerted efforts made to include local Aboriginal communities in the mining sector's activities through consultation and training for employment initiatives. Although there are mixed opinions on how meaningful and impactful these concerted efforts are, the reasons behind these efforts are based on industry best practices and how they will benefit the mining companies.

Is the mining industry doing enough?

There was a divergence in opinion in the data on whether Yukon's mining industry is adequately investing in the development of the local workforce. Half of the participants stated that mining and exploration companies were contributing as much as they could based on the resources available to them, while the other half thought the industry should and could be doing a lot more.

It was commonly identified in the interviews and through the literature review that the key to success in achieving an increase in the level of inclusion in the workforce is to ensure that government, Aboriginal communities and educational organizations all work together and play a role in providing the support necessary while also working with industry to drive this (NRCAN 1994; MiHR 2013).

Participants also indicated that companies in Yukon often do not have the capacity, time and resources allocated to coordinate and deliver in-depth mine training programs. Therefore coordinated training programs that have contributions from all partners not only save a lot of time and money and boost their ability to participate in these programs, this is also an opportunity for them to be involved in training and then having the option to hand-pick trained workers for their worksite.

Meaningful Relationships with Aboriginal Communities

The data collected confirmed that a primary aspect of successful relationship building with the communities in Yukon is that the companies must provide training and employment opportunities. However, there must also be other benefits that do not involve community members to be employed, that can be felt by the community. In Yukon's context, providing training and

employment opportunities is crucial to making certain that the relationship and link to the community is solidified, but companies must look for additional ways to provide benefit.

Data from the two case study training programs that provided the focus for this research confirmed that these training programs do provide benefits to the trainees and their communities as a whole, by facilitating the development of the skilled labour pool and building the workforce capacity in Yukon. The employee returns to their community with a pay cheque, bringing money into and economically benefiting the community. With this economic benefit also comes through the social benefits which provide the employee with a greater sense of pride and well-being. The employee's social interactions in the community also provide a reciprocal benefit to the company because the individual talks about what they do and there are an increased number of potential local employees who have been trained according to their standards.

There are many examples in Yukon of how the mining industry has significantly and permanently damaged the environment, such as in the case of the Faro Mine, and the experiences with mining are not all favorable. This has led to a certain level of mistrust of the mining industry. The more that is known about new mining practices, technology, success stories and the rigorous checks and balances that are in place for the modern industry, the more the focus can be on ensuring the community is optimizing the benefits and mitigating the negative impacts.

5.2 Yukon's Business Case for Aboriginal Inclusion

The established elements of the AHRC's business case for Aboriginal inclusion in a Yukon mining industry context were referenced and applied in a Yukon context based on the data

collected and the following factors of the business case for Aboriginal Inclusions in Yukon's mining industry were identified.

Demographics

The demographic element of the AHRC's business case for Aboriginal involvement in the mining sector is well reflected in Yukon, in that there is a young and growing Aboriginal workforce that has the potential to become a good source of labour for the industry. The challenge lies in developing the mining skills within the young workforce. The challenges that were identified in the data included a lack of a skilled mining workforce currently in Yukon and therefore companies have had to start from the ground up to build up that local workforce and that there is a unique labour pool that is made up of young and older workers.

Diversity

One component of the AHRC's business case did not appear to factor into Yukon's mining industry decision to include Aboriginal people in the workforce. There was an absence of any reference to diverse workplaces as a benefit, which may indicate that diversity in the workplace is not a major focus for mining and exploration companies in Yukon. The primary focus of the companies and the expectation in Yukon in general is on hiring locally and the benefits that come with hiring locally. The primary benefit identified in the data was that increasing the Aboriginal to non-Aboriginal ratio contributes to a company's ability to develop good and meaningful relationships with the community and continue to maintain and improve their SLO.

Recruitment and Retention

Recruitment and retention of people from local communities was viewed as desirable for companies, however there were mixed responses in the data, indicating that recruitment of local employees was not as difficult as retention. In spite of this, it is difficult for companies to recruit people that have the skills necessary to fill the higher level positions and so those positions are primarily filled by workers from outside of Yukon. Companies tend to view participating in the training for employment programs as a way to be able to alleviate the issue of employee retention.

CSR and Partnerships and Alliances

The element of partnerships and alliances was identified throughout the data collected and is a focus of much of the literature and documentation related to Aboriginal inclusion in the mining industry (AHRC 2008; MiHR 2013). Meaningful partnerships lead to benefits for all stakeholders involved according to the participants. Building partnerships with the community through IBA's and other agreements, training for employment programs was primarily attributed to obtaining project certainty by maintaining the company SLO with the Aboriginal community, being seen as a good corporate citizen (Howard and Walker 2002; Browne *et al.* 2011; Fraser Institute 2012; Prno and Slocombe 2012). It was identified that the way this can be accomplished successfully is through development of important alliances and partnerships that support the mining sector, Aboriginal communities, non-profit organizations and government all working together to enhance the progress that has already been made in terms of Aboriginal inclusion in Yukon's mining industry.

5.3 Training For Employment Initiatives

The data also indicates that in order to get to the point where a community can take advantage of mining activities through training and employment opportunities, there must be more emphasis from mining companies, educational institutions, non-profit organizations and First Nation governments to educate Aboriginal people, with a focus on the Elders and the younger members of the community about the opportunities in mining. In Yukon, while the younger generation is the up and coming workforce, the Elders are the highly influential members in the communities and if they have an understanding of the mining industry, they can guide the community down the path in terms of providing informed decisions regarding mining activity in their traditional territory.

Literature on IBA's in Canada's north linked a lack of knowledge in Aboriginal communities to the restriction of the types of benefits and opportunities that could be obtained through negotiated agreements (Caine and Krogman 2010). Furthermore, when the opportunities are available, many people from Aboriginal communities do not have the awareness, knowledge or support in order to take the steps necessary to benefit from the opportunities (Dreyer and Myers 2004; Howard et al. 2012).

In general, the training initiative model illustrated by the two case studies was viewed by participants as a valuable way to deliver training and provide skills to community members to get jobs in the mining industry. They felt that this type of model ensured that the programs delivered have prospective trainees that come from local communities and that the programs cater to the specific skill set that industry is looking for. This is important when ensuring there are employment

opportunities following the training. Having employment opportunities are a good incentive for trainees to complete a program. It was identified that the partnerships could have been strengthened through more meaningful engagement with the partners, which would have led to a more successful program delivery.

Another identified component of these two case studies that was determined in the data was that the success of the training program and the trainees was dependent on the selection process. The trainees in the case study training programs were required undergo a rigorous selection process prior to acceptance in the training which helped to determine their commitment to the training and employment in the mining industry and determined whether they had the baseline skills to be successful in the training program.

Overall, it was acknowledged in the data that industry was moving in the right direction in terms of engaging in training for employment programs and community initiatives. However participants identified that there are improvements that could be made to increase the positive impacts of the mining activities on the affected communities through, providing more education and awareness of the company's activities and opportunities to young people, offering on-site training initiatives to local people, such as apprenticeships and co-op programs and scholarships.

Aboriginal communities in Yukon view training programs and employment with the mining industry as the most desirable and a largely tangible benefit to the community. Conversely, it was also apparent that the companies also benefitted from these activities. Family, friends and peers see that an individual from the community is going off to work, coming home and supporting family. The individual shares information with the community, building awareness of the activities

that are taking place and this contributes greatly to companies building a relationship with the local community.

5.4 Training for Employment Initiatives: Barriers and Improvements

Training for Employment

A number of other barriers to Aboriginal inclusion in Yukon's workforce were identified in the data, also supported in the literature, included a lack of awareness of opportunities in the mining sector (MiHR 2013), negative perceptions of mining, the fly-in/fly-out work life, family and community ties and the vast differences between the mining culture and aboriginal culture (NRCAN 1994; AHRC 2008; Derome and Associates 2012; Gibson 2008).

Improving training programs can lead to greater graduate success in the workplace. Through the data collected, it was identified that programs should be more holistic, which not only means including relevant real-life skills that are required by the job at the end of the training, but also providing trainees with employer expectations that should simulate a real work environment in order to give the trainee exposure to the culture of the industry. Conversely, companies need to ensure that their non-Aboriginal employees have a familiarity and awareness of the local Aboriginal community. These types of training or orientations should be made specific to the First Nation communities they will be working with.

Coordinating a variety of programs that address the low level of employability, including building literacy, numeracy and document review skills, prior to entering a skills-based training program and having support programs in place that provide job coaching to the trainee once they have been hired on by the company. There are many existing resources and services in Yukon that can be brought together to deliver these programs.

An important component of delivering training for employment programs is the selection process for trainee acceptance into the training programs. A rigorous selection process can not only ensure that the trainees in the program are successful, the selection process can provide useful information for determining the other types of training needed. This can be based on applicant interest and level of education and experience that they still require prior to entering into training for employment program. The selection process can also be improve and must be specific to each type of training program delivered.

Employee Retention

The primary barrier to inclusion in the workforce that was identified through participant interviews was the retention of local Aboriginal employees once they have graduated from a training program. The data shows that the mining and exploration companies that had hired the graduates of the training programs delivered by YMTA were satisfied with the skills taught to the trainees. However the majority of participants felt that there was a perceived lack of commitment to stay in the industry from many of the trainees during both the training program and the employment placements. Company participants indicated that this outcome was discouraging as they had invested a lot of money and resources into the programs.

Often the cause of dismissal from a mining job was absenteeism in the workplace. Part of the mining culture is to work hard and play hard, which can lead to some mining employees engaging in excessive drug and alcohol use, preventing employees from making it back to work. Specific to the Aboriginal employee, events and activities that were happening in the community, or traditional pursuits, were also a cause of absenteeism. Typically, this absenteeism is not tolerated by companies, unless there is a proven rationale provided. However, it was reported by

industry participants that it was common to provide options to local Aboriginal employees to come back to work after a certain time period. This resulted in the disciplinary policy and procedures used for Aboriginal and non-Aboriginal employees not being consistent, which further substantiates the need for innovative HR management methods. Although the use of lenient HR practices has worked on occasion in retaining the local employees this issue of retention is a key area that needs much more investigation, as there are deeper social issues that must be investigated to find solutions.

Awareness of Opportunities

A lack of knowledge, education and experience with mining was also confirmed during the participant interviews. For many, it is the lack of awareness of the wide range of career opportunities in the mining industry that have kept individuals from pursuing skills training or educational pursuits (AHRC 2008; Derome and Associates 2012; Howard *et al.* 2012) and for others it is the bad reputation the mining industry carries with them (Howard and Walker 2002). Although the sector is making head way and slowly changing perceptions there is still a lot of work they are going to have to do to re-build. Negative views of the mining industry due to society's past experiences with social, economic and environmental impacts (Howard and Walker 2002; AHRC 2008; Derome and Associates 2012), will take time, good practices and education to overcome.

Human Resources (HR) Management

The literature indicates that such initiatives should be combined with programs that are already established with the goal of fostering an inclusive work environment through the development and implementation of innovative HR policies and practices through which training

and opportunities for job advancement are included (AHRC 2008; Attridge 2009). The data also demonstrated that mining and exploration companies must adapt to the needs of the local workforce to become more desirable to potential local employees.

The development and implementation of effective and targeted recruitment strategies for Aboriginal people may include incentives for training and advancement within the positions in the company. Once the Aboriginal person is hired, it is essential to have support systems and programs in place that can contribute to the employee's satisfaction in the workplace. Programs such as cross-cultural awareness training that fosters understanding in the workplace, with a focus on the local First Nation community, elders and family members visiting site and traditional activities can all play a role in making the worksite more of a home away from home and eliminating the barriers to employment.

5.5 Recommendations

Overcoming skills shortages and ensuring there is mutual benefit to the community and the mining industry through local training and employment opportunities can only be accomplished with the right tools and support. If Aboriginal communities and companies work closely together there will be a common economic benefit to all stakeholders involved. This can be achieved through the application of the elements of the AHRC business case for Aboriginal involvement that this research highlights.

Mutual benefits are an important part of building a meaningful partnership. For example, increasing the level of local employee recruitment will reduce the number of employees flown in from outside of Yukon and saving company travel costs. The communities will benefit because

their members are earning money that is injected back into the local economy, raising the overall standard of living. This also builds the mining company's SLO. Given these points, the following recommendations are offered:

- Companies, educational institutions and employment support providers in Yukon need to work collaboratively to provide streamlined resources and opportunities for ensuring there are improved outcomes during training and post-secondary school programs. The focus should be specifically targeted to increase the work experience opportunities for Aboriginal people in the current labour force. Some possible initiatives that could be delivered include employability and essential skills programs, internships, co-ops, mentorships and job-shadowing programs as have been identified in the literature (NRCAN 1994; Howard *et al.* 2012; Rheaume and Caron-Vuotari 2013).
- Mining companies with the support of their national associations and consultation with the local communities should determine how alternative HR management styles can be adapted to meet the needs of all parties involved. If mining and exploration companies are committed to retaining local Yukon employees there is a need to develop innovative HR management styles to become what the AHRC has termed a "workplace of choice for Aboriginal employees" (AHRC 2008).
Determining ways to satisfy investors through maintaining production and retaining skilled local employees will benefit all involved. Research that specifically draws on information from companies, current and former employees and Aboriginal community members on how an employer can change their HR practices to

minimize the employee turnover can help find ways to accomplish this. Separating the focus of research in the future to consider training and employment for Aboriginal people for each of the phases of the mine life cycle, as there are different challenges faced by both exploration and mining companies, such as the range of abilities and capacity to develop and plan HR management programs, would lead to more targeted solutions.

- The mining and exploration industry in Yukon must continue to build on collaborative efforts with all training, education and employment support services. Yukon has a large number of non-profit organizations that carry out similar activities regarding job coaching, with the services specific to targeted demographics. Currently, Yukon has many initiatives that if properly coordinated can work towards improving local and Aboriginal inclusion in Yukon's mining industry. A good example of this is illustrated through YMTAs planned development of a pre-employment and post-employment support program. The objective of this program is to bring together and access the available resources that will provide support to Aboriginal people in Yukon to gain long-term employment in the mining industry. Through their partnership with the CNIM and other education, training and employment assistance organizations in Yukon this program could contribute to increasing Aboriginal Inclusion in the mining industry.
- Yukon Government can play a role in ensuring companies are hiring from the local communities. A hard-nosed approach may be the answer through the establishment of government policies around mandatory training and employing

local Yukoners that make it part of doing business in Yukon. If a softer approach is necessary the provision of incentives or grants could reward company efforts.

- First Nations governments and Aboriginal communities take a more proactive approach with mining companies that are working on their traditional territory, initiating their role as possible investors and developing meaningful joint ventures for business development. The more involved they are, the more the local Aboriginal communities are able to have input into the mining development thus expanding on the potential benefits.

5.6 Concluding comments

This research provides a starting point to further investigations into the current level of Aboriginal Inclusion in Yukon's mining industry and provides some guidance on further research to be done in relation to the barriers to Aboriginal inclusion in the mining sector. Many of the same challenges and barriers that are faced by mining employers and Aboriginal people in Yukon are also exhibited Canada-wide; however there are some barriers that were identified in the data that may be regionally specific to Yukon's unique mining workforce and industry.

Yukon's mining industry is made up of small to medium-sized mines with a multitude of exploration companies ranging from small to medium-sized companies. This combined with the fact that the majority of Yukon First Nations are self-governing creates a unique environment for mining in Yukon. In many ways this can work to a company's advantage because there are typically processes and guidelines in place to initiate engagement and consultation. The ease of this is dependent on the First Nation community and their familiarity with the mining industry.

Yukon also has a unique mining workforce when compared the rest of Canada. Yukon's workforce is small and the mining industry is small compared to other similar jurisdictions, like the NWT. In Yukon's mining industry there appears to be a limited capacity to advance training for employment programs and develop and implement innovative HR practices. Additionally, there are a significantly higher number of young workers and older workers, which pose a significant threat to the current mining labour pool over the long-term. Although Yukon's older workers tend to work past the age of retirement, there is still an urgent need for the skilled workforce to pass their knowledge and experience on to the younger, unskilled portion of the workforce. Without attention to this, companies may face the risk of losing their competitiveness in the industry (Rheume and Caron-Vuotari 2013).

There are many other examples of initiatives that have been successful in involving the local communities in the mining industry whether through business development opportunities or employment. In Canada, Diavik's innovative hiring policies and programs that were established to develop the local workforce (Missen *et al.* 2007) and internationally the current model that the government in Chile uses, places the majority of their focus ensuring employment and business opportunities are given to the local population (McPhail 2008). Taking a look at partnership plans and procurements that are working in other jurisdictions as well as changing government policies in order to provide incentives for companies to use and build on the local resources are key contributors necessary to building Aboriginal Inclusion in the mining industry in Yukon.

By far the largest challenge faced by mining and exploration companies in Yukon was retaining local Aboriginal employees once they had been hired out of the training programs or recruited from the local communities. This research identified quite a few interesting questions

that require further investigation in this regard, such as: Determining how mining and exploration companies can retain local Yukon employees and reduce employee turnover; Establishing whether the mining workplace environment (mining culture) can be altered enough to adequately support and meet the needs to cater to both the Aboriginal and non-Aboriginal employees that make up the mining workforce. Including former mining employee exit surveys in future research can provide good data to understanding the underlying issues that may cause employee attrition within the mining industry.

In order find the solution to improving and supporting Aboriginal inclusion in the mining industry across Canada there must be more research conducted at a regional level, and on a per Aboriginal community basis as all are faced with unique characteristics and challenges.

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APPENDICES

Appendix 1: Interview Questions

The questions that will be asked during the semi-structure interviews are as follows:

1. From your perspective, how has the mining industry in Yukon involved aboriginal people in the industry?
2. Can you provide me with some possible reasons why Yukon mining/exploration companies are seeking out aboriginal employees in Yukon's mining industry?
3. You have been involved in this [reference specific case study], do you think these types of training initiatives provide benefits for communities and why?
4. What do you think the impact is of these types of training partnerships on mining/exploration companies in Yukon and why?
5. Based on your previous experience with the [specific case study], how do you think these types of training initiatives that are delivered to assist aboriginal people in obtaining jobs in the mining/exploration industry can be improved?
6. Can you provide an estimate of the number employees in your company/individuals from your community who you think are directly or indirectly employed by the mining/exploration in Yukon?
7. What kinds of services are provided in the community/company that assists aboriginal people with their employment in the mining industry? What can be done to improve these services?
8. In Yukon what do you think is the main point of view held by those in your community towards working in the mining/exploration industry? Why do you think this point of view is held?
9. Are you aware of other initiatives to promote aboriginal inclusion in the mining workforce across Canada? If so, how do you think Yukon compares to the rest of Canada?
10. Overall, do you think employers in Yukon are adequately investing in a local workforce and hiring locally and why?
11. Are there any initiatives you would like to see in Yukon that are happening in other jurisdictions?
12. Is there anyone else you can suggest I go to, to learn more about this topic?

Appendix 2: Informed Consent

<To be printed on Institutional Letterhead>

Research Project Title: Aboriginal Inclusion in Yukon's Mining Industry: Training for Employment

Principal Investigator: Jennifer Russell, MA Candidate, [REDACTED] or [REDACTED]

Advisor: Dr. John Sinclair, [REDACTED]

This consent form, a copy of which will be left with you for your records and reference, is only part of the process of informed consent. It should give you the basic idea of what the research is about and what your participation will involve. If you would like more detail about something mentioned here, or information not included here, you should feel free to ask. Please take the time to read this carefully and to understand any accompanying information.

Research Purpose:

The purpose of this research is to assess training for employment agreements/initiatives between employers, non-profit organizations and First Nation governments to determine if Yukon's business case of Aboriginal inclusion in mining reflects the elements of Aboriginal Human Resource Council's national business case for Aboriginal inclusion in mining. This is an opportunity to provide your expertise in determining how Yukon's mining industry and communities fit in with the national business case of Aboriginal inclusion. This interview will take approximately 1 hour of your time and if you are a participant in the focus group this will take approximately 2 hours of your time. As with any research study, there will be minimal risks involved with your participation. All information collected will remain confidential and all the interview transcripts and recordings will be securely stored, under lock and key and raw data will be kept until the data analysis has been carried out, at which time the raw data will be carefully disposed of to ensure there is no further access to it. There will be 15-20 people expected to participate in this study and all participants will be provided with the results once the study has been completed. It is expected that the results of this research will be disseminated by the principal investigator as part of a thesis and made available for educational purposes. All participants will be contact following the completion of the research and an electronic summary document of the results will be distributed to participants upon request sometime late in 2013. If you wish for a full copy of the report, an electronic copy will be made available to you and sent or delivered using a flash drive.

Data Collection Tools

The investigator will be taking notes during the interviews and the focus group and with your consent, will record the interviews using a lap-top-based digital recorder.

Potential Benefits and risks:

Although you will not receive any direct benefits from your participation in this research, however your participation may contribute to gaining a better understanding of how aboriginal inclusion in the mining industry can provide benefits to both communities and mining companies and you will be contributing your expertise and knowledge to filling a gap in the current research in this area. As with any study, there are minimal risks associated with your participation in this research.

Confidentiality:

Once you have signed this document, you can be assured that the aggregate data collected will be anonymous through the use of pseudonyms and although you will be acknowledged as a participant in this research, your name will not be directly associated with and of the data collected. Names will not be used to connect the interviewers with the interview transcripts. However there is still a possibility that quote may be recognized. Only Jennifer Russell, the principal investigator will have access to any data that is collected during these interviews and all data in paper form will be stored in a locked file, while all electronic data will be password protected. Once the data analysis has been carried out, all raw data will be destroyed.

Contact

The University of Manitoba Research Ethics Board(s) and a representative(s) of the University of Manitoba Research Quality Management/Assurance office may also require access to your research records for safety and quality assurance purposes. If you have any questions regarding this consent form or the research and procedures, please contact Jennifer Russell, at [REDACTED], or [REDACTED] or you may contact the investigator's advisor, Dr. John Sinclair, at [REDACTED]. This research has been approved by the Joint-Faculty Research Ethics Board. If you have any concerns or complaints about this project you may contact any of the above-named persons or the Human Ethics Coordinator at [REDACTED].

Participation

This confidentiality does not bind you to participate and your participation is completely voluntary and you may decline participation at any time and withdraw from the study. If you choose to withdraw, your data will be removed from the study and destroyed.

Consent

By signing the below I have read and understand the above information. I have received a copy of this form for my files. Upon signing this form I agree to participate in this study.

Participant's name: _____

Date: _____

Yes, you may use anonymous quotations from me: _____

No, you may not use any quotations from me: _____

Yes, you may digitally record during the interview/focus group _____

No, you may not digitally record during the interview/focus group _____

Investigator's signature: _____

Date: _____

Appendix 3: Participants Interviewed

Participants Interviewed		
Respondent ID	Representing	Date
I01	Community/Training	November 2012
I02	Community/Training	November 2012
I03	Community/Training/Industry	November 2012
I04	Community/Training/Industry	November 2012
I05	Training/Industry	November 2012
I06	Industry	November 2012
I07	Industry	November 2012
I08	Community/Training	December 2012
I09	Government	December 2012
I10	Community/Training	December 2012
I11	Training/Industry	December 2012
I12	Industry	December 2012
I13	Community/Training	December 2012
I14	Community/Training	December 2012
I15	Industry	December 2012
I16	Industry	January 2013
I17	Community/Training	January 2013
I18	Industry/Training	January 2013
I19	Training/Industry	January 2013

Appendix 4: Ethics Approval



Human Ethics
208-194 Dafoe Road
Winnipeg, MB
Canada R3T 2N2
Phone +204-474-8880
Fax +204-269-7173

APPROVAL CERTIFICATE

October 11, 2012

TO: Jennifer Russell (Advisor J. Sinclair)
Principal Investigator

FROM: Wayne Taylor, Chair
Joint-Faculty Research Ethics Board (JFREB)

Re: Protocol #J2012:153
"Aboriginal Inclusion in Yukon's Mining Industry: Training for Employment"

Please be advised that your above-referenced protocol has received human ethics approval by the **Joint-Faculty Research Ethics Board**, which is organized and operates according to the Tri-Council Policy Statement (2). **This approval is valid for one year only.**

Any significant changes of the protocol and/or informed consent form should be reported to the Human Ethics Secretariat in advance of implementation of such changes.

Please note:

- If you have funds pending human ethics approval, the auditor requires that you submit a copy of this Approval Certificate to the Office of Research Services, fax 261-0325 - please include the name of the funding agency and your UM Project number. This must be faxed before your account can be accessed.
- if you have received multi-year funding for this research, responsibility lies with you to apply for and obtain Renewal Approval at the expiry of the initial one-year approval; otherwise the account will be locked.

The Research Quality Management Office may request to review research documentation from this project to demonstrate compliance with this approved protocol and the University of Manitoba *Ethics of Research Involving Humans*.

The Research Ethics Board requests a final report for your study (available at: http://umanitoba.ca/research/orec/ethics/human_ethics_REB_forms_guidelines.html) in order to be in compliance with Tri-Council Guidelines.