

NWMO Elders Forum Report #9

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nwmo

NUCLEAR WASTE
MANAGEMENT
ORGANIZATION

SOCIÉTÉ DE GESTION
DES DÉCHETS
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Nuclear Waste Management Organization

The Nuclear Waste Management Organization (NWMO) was established in 2002 by Ontario Power Generation Inc., Hydro- Québec and New Brunswick Power Corporation in accordance with the *Nuclear Fuel Waste Act (NFWA)* to assume responsibility for the long-term management of Canada’s used nuclear fuel.

NWMO's first mandate was to study options for the long-term management of used nuclear fuel. On June 14, 2007, the Government of Canada selected the NWMO's recommendation for Adaptive Phased Management (APM). The NWMO now has the mandate to implement the Government’s decision.

Technically, Adaptive Phased Management (APM) has as its end-point the isolation and containment of used nuclear fuel in a deep repository constructed in a suitable rock formation. Collaboration, continuous learning and adaptability will underpin our implementation of the plan which will unfold over many decades, subject to extensive oversight and regulatory approvals.

NWMO Dialogue Reports

The work of the NWMO is premised on the understanding that citizens have the right to know about and participate in discussions and decisions that affect their quality of life, including the long-term management of used nuclear fuel. Citizens bring special insight and expertise which result in better decisions. Decisions about safety and risk are properly societal decisions and for this reason the priorities and concerns of a broad diversity of citizens, particularly those most affected, need to be taken into account throughout the process. A critical component of APM is the inclusive and collaborative process of dialogue and decision-making through the phases of implementation.

Disclaimer:

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NWMO ELDERS FORUM 9

**Kingbridge Centre,
King City, Ontario,
July 18-20, 2011**

Forum Facilitator & Rapporteur

Joanne Barnaby

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9th Meeting of the NWMO Elders' Forum

King City, Ontario,

July 18-20, 2011

Introduction

The 9th Elders' Forum continued ongoing relationship building with the NWMO with the primary focus on the re-development of the NWMO Elders Forum to ensure effective traditional knowledge advice in the Site Selection phase of the project. Recently, as the role of the NWMO has begun to change (through implementation of Adaptive Phased Management), the Elders have begun to speak of the need for some changes or redevelopment of how the Elders Forum operates. While there is a firm consensus that the Elders Forum will be needed for many years to come, there is a need to ensure its current structure and membership continues to meet the needs.

The Forum was held over two days at the Kingbridge Centre in King City, Ontario. Elder Joann Kakekayash opened the agenda with a prayer and smudging ceremony. The NWMO exhibit was set up in the meeting room to inform and educate meeting participants. A bonfire was held on the evening of day one, with entertainment provided by a musician from Six Nations.

Background

The NWMO dialogue with Aboriginal Peoples regarding the long-term care of Canada's used nuclear fuel began in 2003. Since then NWMO has hosted a series of meetings and dialogues with Aboriginal people at various levels and supported the development of an 'Elders Forum'. The Elders Forum members are accompanied by an Aboriginal youth of their choice (see Participant list – Appendix I) who play an active role in the Forum. In 2006, the Forum itself established a working group called Niigani who met on a more frequent basis with NWMO and who provided guidance on a variety of issues. In addition to the Elders Forum, NWMO has established working relationships with National and regional Aboriginal governments. A discussion paper written with the assistance of Niigani outlining the issues to be addressed in the re-development discussion was distributed prior to the meeting to help facilitate the discussion among a wide range of Aboriginal organizations. The future of the Forum will continue to be a topic of discussion with these groups as well as with the Advisory Council prior to the NWMO Board making a final decision.

Opening Session

Niigani Chair Gordon Williams welcomed Forum participants, NWMO Board Chair Dr. Gary Kugler, NWMO Advisory Council members, and the new Director of Aboriginal Community Relations, Bob Watts. Gordon remarked that NWMO continued to forge ahead with the Siting Process and pledged a new start for the Elders' Forum.

NWMO President Ken Nash thanked Elder Kakekayash and welcomed Forum participants. Ken provided an update on communities that have expressed an interest in Adaptive Phased Management and described the activities that each of the groups participate in as part of the process including visits to NWMO, an interim nuclear waste management facility and the Canadian Nuclear Safety Commission (CNSC). Ken also mentioned the triennial report recently submitted to the Minister of Natural Resources Canada and tabled in the House of Commons and highlighted the section of the document written by the Elders Forum and Niigani.

Ken further described some of the technical and financial aspects of the project, drawing attention to ongoing studies of rock, safety assessments, possible effects of glaciation and NWMO research on ice sheets in Greenland, cost estimates, and ongoing cooperation with other countries studying deep geological repositories like Sweden and Finland.

Ken commented that the goal of the meeting is to discuss ways to make the Elders' Forum more effective moving forward. He indicated the restructuring of the Elders Forum is the result of the advice of the Elders Forum as well as through meetings of Niigani and the NWMO Advisory Council and Board of Directors. Ken indicated that the NWMO has benefited greatly from the Elders' Forum since 2005 and there needs to be ongoing, respectful dialogue, an understanding of Traditional Knowledge, capacity building and respect for Mother Earth, and the seven universal teachings.

Ken concluded his comments by assuring participants that NWMO staff, the Board of Directors and the Advisory Council are committed to the Elders Forum moving forward and the NWMO will continue to seek the views of National and Provincial Aboriginal organizations.

NWMO Vice President, (APM Engagement and Site Selection) Kathryn Shaver provided an update on the site selection process. She emphasized that these early stages of the site selection process are a period of learning and understanding. This includes a community's request for information, visits to the NWMO and the CNSC, and community open houses followed by activities that include visioning and engaging regional communities, letting them know what to expect moving forward.

Kathryn explained that the next step is a feasibility study which will take a few years to complete however before beginning a detailed analysis of a limited number of potential sites. Communities will decide if they want to continue in the process and she confirmed funding will be available to communities to work through the project.

Following some debate and acceptance of the Agenda, Jo-Ann Facella, Director, Social Research & Dialogue provided an overview of feedback received during visits and open houses held in the communities involved in learning about APM. Her overview provided details about the siting

process, helping citizens learn about the project and emphasized that these are “early days” of the project. She identified that in this early stage, it is the Mayor and Council or Chief and Council who are leading the community's involvement. This early stage allows a community to understand who the NWMO is, what the project involves, as well as begin to determine whether the citizens are interested in learning more about the project. Some visits also allow the NWMO to speak with various groups such as local service clubs, hunters and fishers. Local leaders help determine how to engage their community.

Jo-Ann explained that the community needs to determine what its long term vision is and communities will consider ‘Does APM align with the vision of the community?’

Common community questions and comments are included in Appendix IV.

Redevelopment of the Elders Forum

Bob Watts, Director, Aboriginal Community Relations, provided a summary of the paper “Proposal for the Re-Development of the NWMO Elders Forum” (Appendix III) which was written with input from Niigani members who met with NWMO early in the year and was discussed with the NWMO Board of Directors. He commented that the NWMO is looking for broad input from the Elders Forum. Bob outlined the issues for consideration and some of the preliminary responses received from Aboriginal organizations. He explained the reasoning for the small group process for discussion including the importance of all voices being heard and time constraints. He further explained that at the conclusion of the small group activity, a summary of the small group discussions will be brought back to the larger group for discussion.

Facilitator Joanne Barnaby introduced the small group sessions, referencing the handout “Re-development of the Elders’ Forum – Small Group Questions. Groups were set up to discuss three topic areas. An Elders Forum member facilitated each group and an NWMO staff member recorded the discussion on a flipchart.

Composition and Appointments – Facilitator: Eli Angiyou

Role of Members - Facilitator: Gwen Bear

Support for the Elders Forum - Facilitator: Roland St. Germain

Participants were initially assigned to a particular group and then asked to move on once their ideas had been recorded. The groups brainstormed their ideas which were recorded on flip charts and presented by the Facilitators and Recorders. The transcripts of these sessions can be found in Appendix II.

Clarification Sought on the APM Site Selection Process

Members also took the opportunity during the Elders Forum meeting for a general discussion and sought clarification on a number of questions about the site selection process since communities have approached the NWMO to learn about APM.

- What is the radius in which surrounding communities will be engaged?
- First Nation people require the opportunity to participate in all aspects of the NWMO project.
- What is the involvement of First Nation people in the NWMO business plan? How do communities participate in developing their involvement at the local level?
- Courage, support, and a full understanding of the “health and safety of the mother land” is necessary
- NWMO needs to be frank in its messaging to communities
- Elders’ need to attend community meetings
- It was noted that based on the “willing community” plan, eight communities have come forward and only two are Aboriginal. It was also mentioned that additional communities may still wish to come forward.
- It is important that communities involved in the site selection process feel good about their involvement even if they are not, in the end, chosen as a site for the repository.
- It is also important that as communities become involved and learn about the repository and the project they understand the dangers or risks that might be involved so that they can make good decisions.
- An Elder had a vision of a cracked fuel bundle and the face of a frowning man. She also explained that ills in her community are caused by encroachment and gave the example of industrial poisoning of fish.
- A member expressed concern that people in the communities are not informed about how to understand worst case scenarios. For example, residents in a remote community do not have the scientific background to understand the dangers associated with worst case scenarios. He felt the NWMO needs to take advice from people, God and the spirits about the prophecies of coming floods and earthquakes.
- One member provided thanks to the NWMO for not being “arrogant like other countries” who do not appreciate their citizens but felt sorry for the participating communities that will be abandoned once the best site is chosen as they will have become very involved in the whole process- they might have a “bad reaction”.
- A member provided a history of mine development and relationships in his province. He described the “watchdog” committees that are set up in the north but feels they don’t have any “teeth” and that government prevents communities from getting significant benefits. He felt that communities in the North of the province are being short-changed. He reminded the group that young people need training and education and that companies working in remote areas need to leave benefits in communities.

- What kind of training will be required? Will the training be for the community members only, or for communities in the region? The whole nation needs the opportunity to get training.
- One member suggested that training and education at the grassroots level is a 'right'. He spoke of his wish that Elders Forum Elders and youth are taken seriously but does not want to be considered a "sitting duck" having been 'consulted'¹ as an Aboriginal person. He also felt the NWMO has the opportunity to create a standard for which business can engage Aboriginal people and communities.
- Concern was expressed with the actions, or lack thereof, of the Crown generally in their responsibility under their legal 'Duty to Consult'.

Questions to NWMO

At various points during the forum questions were raised. These together with NWMO responses are outlined here.

Regarding Evaluation: Does the NWMO have an evaluation method for determining the impacts of the information sessions over the past year? If something is not successful, does APM say the process should change? Has an evaluation been done to determine if the open houses are successful? Is the auditor engaging the Elders' Forum as part of the engagement audit? Are the auditor's questions public? To The Chair of the Elders' Forum: Can you share what you shared with the auditors?

Jo-Ann Facella: : The NWMO is not at the point of an evaluation - the process of community involvement is one of collaborative development and the NWMO does not want to prescribe to communities how to engage and others who need to be on the path as well. Third party auditors assess the entire NWMO program against the governance process. Audits are shared with NWMO for internal purposes: They show where the NWMO can improve processes. It is a high level audit looking at the entirety of the project. The Chair of the Elders Forum was interviewed during the past few audits. The auditor decides who to interview.

Chair Gordon Williams reported that he discussed with the auditor the number of meetings Niigani and the Elders Forum held during the year and the process for developing the Elders Forum agenda as well as any work or other meetings that Elders or youth attend during the year. He also noted the advice that the Elders Forum gives to the NWMO and he discussed the process of writing the Elders Forum and Niigani Report 2005-2010 which was appended to the NWMO Triennial Report in March of this year.

Is *Greenland* being considered as a possible site? Ken Nash clarified that the NWMO's involvement in Greenland is to conduct research and learn about glaciations and their potential effect on a deep geological repository and that Canadians want Canada to manage its own waste in Canada.

¹"Duty to consult"- The fiduciary duty imposed on the Crown.

Regarding concern expressed about the possibility of *theft* of nuclear waste for weapons, Ken further commented that regarding security, and influence, Canada is a signatory to the Nuclear Non-proliferation Treaty, the International Atomic Energy Agency and that ongoing inspections are done of spent nuclear fuel to ensure waste cannot be stolen.

In-Camera Session

The Elders Forum elected to have an in-camera session, Chris Lafontaine provided his summary of the discussion topics as follows:

Commitment and partnerships:

- Improving communities involved in the site selection process – through education and training;
- Capacity building is necessary, as is work done to achieve “Free, Prior and Informed Consent”;
- Partnerships need to happen at the National level and at the regional level;
- A partnership requires some independence and not taking sides, Elders Forum members see their role as advising political groups and regional groups as well as local groups;
- Focus on engaging youth, perhaps with their own forum.
- The Elders Forum should remain national in its makeup and should expand

Make it work

- Niigani is not performing the role it has been tasked with; the members were split on whether there is value in continuing with Niigani, the Working Group.
- Work with a budget ; would like to receive funds from the NWMO as well as apply for funds from other funding sources
- NWMO needs to have a method for appointments to the Elders Forum.

Relationships based on trust

- NWMO principles are important;
- NWMO has developed their plan, but the Elders Forum has not worked through how they might have a plan;
- Wish to have separate reporting – to Parliament, and directly to the NWMO Board and Advisory Council.

Moving Forward

The final plenary session of the Forum focused on the future of Niigani. A number of Elders spoke in favour of dissolving Niigani. Eli Angiyou put forward a motion for dissolution that was seconded by Elmer Courchene.

A discussion followed, incurring arguments both for and against the continuation of Niigani:

- Given the suggestion for a restructuring, dissolving Niigani provides the opportunity for everyone to contribute from a common starting point. It is important to be inclusive, not exclusive.
- Niigani should be maintained and the Elders' Forum participants are also part of Niigani.
- All members of the Elders Forum need to be informed on all aspects of the work of the EF.
- A concern was raised about whether the NWMO had edited the Elders Forum/Niigani contribution to the Triennial Report
- Niigani should not be "scrapped". The spirits gave the name and theme of the group and feels it important that it remain.
- A youth commented that he did not know what went on within Niigani. He expressed concern with comments made that everyone in the group is equal. He gave the example of the difference in honourariums between the youth and elders.
- A youth expressed a heavy heart for the lack of unity in the Elders Forum.

Niigani Chair Gordon Williams provided a history of Niigani and its value to the NWMO and Niigani:

- Increase in honourariums over the years
- Regular newsletters
- Established meetings across Canada and held in Aboriginal communities
- A legacy has been left through the NWMO Triennial Report with an unedited report to Parliament

Two youth then argued that the vote to dissolve Niigani be postponed. Their comments were followed by an early exit to lunch by a small number of Elders who disagreed and wanted to vote immediately.

After lunch, the members reconvened to discuss a proposed change in the earlier motion. The following motion was then voted on and passed unanimously (26 votes in favour with 2 abstentions).

That the membership of Niigani be expanded to include all members of the Elders Forum

Closing Session

Ken Nash provided NWMO's final comments remarking that the NWMO will be discussing the redevelopment of the Elders Forum with the organizations initially approached in establishing the original Elders Forum to seek their ideas on the redevelopment as well as others and confirmed NWMO's commitment to another Elders Forum in two to three months.

Bob Watts addressed the members, saying he was honoured to be a part of the process and presented a gift of the Niigani painting to the participants in the Forum.

The final contributing Elder, speaking through a translator, said she values the information the NWMO sends but feels sorry for future generations, white or aboriginal as the challenge of addressing the need for safe management of nuclear waste remains. In closing, she said she was thankful for the youth, good food and a good bed.

Chris Lafontaine was to present his ongoing work on the Community Involvement project however the presentation was delayed until the next Elders' Forum meeting due to the lengthy discussion on the restructuring of the Elders Forum.

Elder Joanne Kakekayash conducted a smudge and closing prayer for the group.

Appendix I

Participant List

NWMO ELDERS' FORUM 9

PARTICIPANTS			
FIRST NAME	LAST NAME	COMMUNITY	PROVINCE
Eli	Angiyou	Akulivik	QC
Lindsay	Amahoose	Bonnyville	AB
Donna	Augustine	Rexton	NB
Tanisha	Augustine	Rexton	NB
Gwen	Bear	Fredericton	NB
Roy	Bois	Eabamet Lake	ON
Elmer	Courchene	Pine Falls	MB
Jean	Courchene	Fairford	MB
Frances	Dumais	Bonnyville	AB
Jim	Favel	Ile-a-la-Crosse	SK
Bill	Flett	Selkirk	MB
Angus	Gardiner	Ile-a-la-Crosse	SK
Derrick	Gould	Fairford	ON
Sheri	Gould	Fairford	ON
Helen	Jacob	Eabamet Lake	ON
Tasha	Kaye	Winnipeg	MB
Chris	Lafontaine	Regina	SK
Vianney	Laliberte	Ile-a-la-Crosse	SK
Amber	Laliberte	Ile-a-la-Crosse	SK
Mary	Magiskan	Thunder Bay	ON
Tom	Mattinas, Sr.	Thunder Bay	ON
Tonya	Mattinas	Thunder Bay	ON
Micheal	McGuire	Thunder Bay	ON
Veronica	McGuire	Thunder Bay	ON
Madeline	Meeseetawageesic	Eabamet Lake	ON
Melanie	Nepinak	Winnipeg	MB
Anna	Novalinga	Puvirnitug	QC
Krista	Peterson	Fredericton	NB
Joseph	Postras	Scarborough	ON
Jennifer	Prisciak	Barrie	ON
Jim	Sinclair	Regina Beach	SK
Roland	St. Germain	Barrie	ON
Billy	Two Rivers	Kahnawake	QC
Gordon	Williams	Orleans	ON
NWMO			
Jo-Ann	Facella	Director, Social Research & Dialogue	
Marni	Halter	Senior Counsel	
Gary	Kugler	NWMO Board of Directors	
Eva	Ligeti	NWMO Advisory Council	

Elena	Mantagaris	Manager, Government & External Relations	
Jamie	Matear	Senior Advisor, Aboriginal Relations	
Darren	Murphy	NWMO Board of Directors	
Ken	Nash	President & CEO	
Donald	Obonsawin	NWMO Advisory Council	
Pat	Patton	Director, Aboriginal Relations	
Jessica	Perritt	Engagement Officer, Aboriginal Relations	
Michel	Rheaume	NWMO Advisory Council	
Kathryn	Shaver	Vice President, APM Engagement & Site	
Andre	Vorauer	Sr. Technical Specialist	
Bob	Watts	Director, Aboriginal Community Relations	
Facilitator			
Joanne	Barnaby	Joanne Barnaby Consulting	

***Bold indicates Elder**

Appendix II

Small Group Brainstorm Results

Support for the Elders Forum – Presented by Roland St. Germaine.

<p style="text-align: right;">①</p> <p>Funding Formula</p> <ul style="list-style-type: none"> • Accountability for funding • One budget for both Elders and youth • Elders need budget to pay for occasional community visits • Start off with a 2 year budget to see how it works • Admin staff hired by Elders Forum • Budget control done internally (Forum members) or rely on NWMO for this? • Funding sources may be independent? • Terms of Reference of partnership will include funding formula 	<p style="text-align: right;">①²</p> <ol style="list-style-type: none"> 1. Requires budget – long term ex: 5 years 2. Opportunity for changes to budget and plan <ul style="list-style-type: none"> • Based on circumstances at the time 3. Training, bursaries for students, (capable candidates) <ul style="list-style-type: none"> • Nuclear science, engineering • Trades (carpentry, plumbers, electronics, computer) • Heavy equipment, construction, operations • Security training • Health and safety
<p style="text-align: right;">②</p> <p>Funding Sources:</p> <ul style="list-style-type: none"> • Only NWMO? (2% of budget) • Natural resource governmental departments <ul style="list-style-type: none"> ○ Revenues ○ Natural Resource Transfer Act (2%) <hr style="width: 20%; margin-left: 0;"/> <ol style="list-style-type: none"> 1. E.F. free to invite other Elders if had own budget <ul style="list-style-type: none"> ○ Interested communities ○ Pro/con could be invited ○ Travel expenses, ... <hr style="width: 20%; margin-left: 0;"/> <p>Forum admin. Staff (all year)</p> <ul style="list-style-type: none"> • Coordinator • Communications • Finances/accounting <hr style="width: 20%; margin-left: 0;"/> <ol style="list-style-type: none"> 2. Youth get their own funding for their events 3. Elders get their own funding for their events 	<p style="text-align: right;">③</p> <ul style="list-style-type: none"> • E.F. needs own budget to move forward in own communities and other communities • What is current budget? (One E.F. meeting: \$100 - 150K) • Need a plan that includes budget <ul style="list-style-type: none"> ○ Outside E. F. meetings • NWMO approves plan/budget • E.F. Budget that NWMO would admin. • Who would be accountable for the budget? • Need more than 1 meeting a year. • Youth felt that they don't need a budget if they get support from NWMO <ul style="list-style-type: none"> ○ Why would we need a budget?

² Two flip chart pages were identified as “①”

Role of Members – presented by Eli Angiyou

<p style="text-align: right;">①</p> <p><u>Responsibilities of Elders</u></p> <ul style="list-style-type: none"> • To learn, teach, consult, to encourage dialogue • They can have influence in their community • Question – Is this role while in Elders Forum events or in communities? • Learning is a life-long process • Once you learn, you can teach • Learn-gain knowledge – teach-gain wisdom • Question “consult” at this time with respect to legal definition • Agreement – drop “consult” from the list • Add – Ability to work together, co-operatively, as a team amongst ourselves • Work together, among Elders, with the NWMO, youth and others (ie. Aboriginal organizations) 	<p style="text-align: right;">②</p> <ul style="list-style-type: none"> • Gift of intuition; is a protection for us; have collective intuition • Are guardians of Mother Earth – have that responsibility • Teach our youth – by example – teach through storytelling and how to survive hardships – learn from hard things Elders have gone through • Monitor what NWMO is going through attending meetings because one cannot get this information through the news – subject is too toxic • Have a responsibility to learn about the knowledge which is given/available – we are asked by others what we are doing
<p style="text-align: right;">③</p> <p><u>Youth Responsibilities</u></p> <ul style="list-style-type: none"> • More youth participation; more vocal • When youth become adults, they need a continued role – to carry the knowledge on • When Elders are invited to a local meeting, youth should also be invited, for instance the AFN meeting in New Brunswick • Difficult to become more vocal because there is only one meeting a year – need time in advance to prepare thoughts – biannual meetings would be better • Need to have more than one meeting a year to get to know each other better • Difficult to be vocal when Elders have much more wisdom and NWMO has more knowledge – youth role is better to support Elders • Are there models involving youth at national level • Challenge – some youth don’t know own language • Honorarium should be the same for youth as Elders? 	<p style="text-align: right;">④</p> <ul style="list-style-type: none"> • There are barriers to encourage respect for youth – for instance to get coffee - but some think this discipline is important <hr/> <ul style="list-style-type: none"> • All Elders have certain experiences which they can draw upon when asked for advice • Can be an Elder in communities on this topic • Advice that can be given to communities is important – we should give that advice to Elders • We can Elder to each other – different Elders can Elder in different areas • We are capable to Elder to the people who question us • Common sense is important and it is in trouble • Free thinking to not always follow the ordinary • We should be able to speak freely to the community which is considering this project – talk about the consequence of their actions • Many disappointments with government promises over time promises got smaller + smaller over time

Role of Members cont. ⑤

- Can't tell communities what to do – that would be going beyond our boundaries
-

Role for Elders Forum Elders – Responsibilities

- Can be a pipe carrier- four sacred medicines; smudging; sacred ceremonies primary responsibility
- Are natural leaders
- To learn, teach, encourage dialogue, advise
- Where does learning come from?
 - From other Elders and which is passed down to youth
- Sharing knowledge between Elders and with youth is important for stewardship – for instance need to harvest animals to avoid over-population
- Share knowledge with communities based on our experience about the project – i.e. there is a dead zone around the repository; may need to access waste to correct problems
- Youth learn from Elders about trees and rivers, living off the land, knowing the area and pass this information to next generation. Youth have knowledge to bring as well about living beyond the area. Responsibility.

⑥

- Role of Elders is to look after Mother Earth, how to protect the environment
 - Role of an Elder to be involved in community meetings – NWMO should invite
 - Also need to consider White man's Elders
 - Pass Traditional knowledge advice to Elders
 - Experience in the Far North? – enshrined in legislation that Inuit communities should benefit from resource extraction
 - Agreement between the community and company
 - What is the toughest role of the Elder?
 - Must be able to walk the talk – with dignity and pride and best way can help fellow human being
 - To become an Elder requires earning the respect of others
-

Roles and responsibilities of Youth

- Good behavior, good listener; take notes so can share what has happened in meeting with back home
- Four directions collectors of wisdom + knowledge(eyes, ears, nose) and then can you use this knowledge properly

⑦

- What makes a person an Elder? – not age; respect from community; Traditional Knowledge

Role of Youth

- Have respect + obedience; acknowledge Elders; if they need anything - get it; personality – present yourself and show respect
- Carry out what Elders have started in this very long term process – youth will eventually need to carry out responsibilities of Elders – We are just temporary in this role

Elders role-responsibilities

- Before every meeting she made sure she had the materials in a way she could digest them i.e. vision problems – and materials need to be available in timely way and in a way which accommodates individual needs
- Translation to language would be helpful
- To review structure of org – is it working? Evaluate relationships with NWMO to ensure are true partners

⑧

- NWMO cannot be a one issue organization – NWMO must be involved in the current issues facing communities
- Must remember we only have an oral history and not written history; youth must begin process of recording this history
- Elders may have fixed ideas and need youth involved who have new ideas
- The Elders are a library
- Pass along individual experience in life
- Elders and youth interact more together? – both inside the meeting and outside the meeting – to know more about the person/the Elder
- Large command of spirituality, prophecies, the future
- Have had the experience of being on the outside looking in; don't want to see youth go through the same experience – teach to others where I have been, where am going and the gift of visions
- Need Elders which are spiritual, political, can get along with others – we all have something to say and can learn from each other

Role of Members cont. ⑨

- Elders should know their responsibility – need to be able to set examples to youth and everyone in society (not be drunks, gamblers); they should be a good role model; positive influence; including how treat families
- What is the responsibility of Advisory Council – what do they advise on?

Role of Youth

- Soak up knowledge and carry it forward
- Elders don't understand modern technologies such as iPod which youth do have an understanding of
- Youth need to take over Elders role at some point, through education, getting jobs, avoid prison system

Composition and Appointments to the Elders Forum – presented by Gwen Bear

<p style="text-align: right;">①</p> <p>1. How many Elders? Ideal size?</p> <ul style="list-style-type: none"> • No policy in place to address replacement of members who pass away • Current members should stay and have more meetings • Make the Elders Forum a truly national board, with some smaller regional boards (to address large size of Elders Forum) • Also need to have balance of men and women • Number of members may not be the issue; issue may be that limited time available to discuss issues 	<p style="text-align: right;">②</p> <ul style="list-style-type: none"> • Not satisfied with role of youth • Youth need time to meet on their own as well • Youth need to be involved in the foundation – setting work of the Elders <p>2. Independent body to recommend nominees</p> <ul style="list-style-type: none"> • Need to look at Elders from host community areas • Elders Forum could become (over time) an Advisory Committee to NWMO, if local, regional Elders become focus over time • Elders Forum can look at nominees to be selected, don't need independent body • Elders can also best assess which youth to identify to participate, best understand capacities • Elders Forum would be open to selection of members with NWMO but concerned that if don't have final vote the new members wouldn't be made welcome.
<p style="text-align: right;">③</p> <ul style="list-style-type: none"> • Chris Lafontaine has been acting as secretary to the Elders Forum, no longer a youth. Need Chris' role recognized + opportunity for another youth to be added • Need to id an appointment process that takes into consideration deaths, changes, etc. How should this be managed? <p>3. Qualifications?</p> <ul style="list-style-type: none"> • Need spiritual + political elders (past + present) • Need Elders with business experience • Need some educators 	<p style="text-align: right;">④</p> <p>1. How many Elders? Ideal size?</p> <ul style="list-style-type: none"> • Don't want to reduce the group. • Need to replace members who are now gone • If we want gender balance, then nominating orgs need to recommend on that basis. • Need a co-chair for a large Elders Forum. Nice idea to have male-female co-chairs <p>(option)</p> <ul style="list-style-type: none"> • Use friendship centres to make nominations <p>(option)</p> <ul style="list-style-type: none"> • Leverage service centres in urban areas that use Elders <p>(option)</p> <ul style="list-style-type: none"> • Recommendations for elders should come from the existing members because they can be assessed for suitability <p>(option)</p> <ul style="list-style-type: none"> • Have regional bodies for potential host communities/region, with liaison to larger Elders Forum <ul style="list-style-type: none"> ○ Will help engage youth in more focused sessions • Allow youth to have their own sessions • Appointment to Elders Forum should be term (personal choice) <ul style="list-style-type: none"> ○ If community is involved then the current Elders from that area should remain on Elders' Forum

<p>Composition and Appointments to the Elders Forum cont. ⑤</p> <ul style="list-style-type: none"> • NWMO will always need to involve Aboriginals in this process, regardless of which communities come forward • Youth should set their own mission statement, policies. Continuing youth involvement important. <p>Independent body to recommend nominees?</p> <ul style="list-style-type: none"> • Not opposed to independent body but have questions about how people would be identified. • Don't want headhunters. Let's use qualified Elders to id nominees. 	<p>⑥</p> <p>How many Elders? Ideal size?</p> <ul style="list-style-type: none"> • Elders are getting older and need formula to ensure Forum at max capacity. New Elders need to come in + transition • Use consensus from community who know people + who is suitable • What about people who started as youth but aren't young anymore? What happens to them? • NWMO should have representation from across Canada. • Have a national + regional + local group that are integrated. <ul style="list-style-type: none"> ○ Needs to be organized at same time. • NWMO should partner with Elders Forum to discuss reorganization shouldn't just be NWMO deciding on their own. • As natives always respect Elders regardless of male or female. 50/50 approach is white man's approach but this is possible.
<p>⑦</p> <p>Term of appointments</p> <ul style="list-style-type: none"> • Elders should serve as long as able to serve and as long as still contributing. • Need Elders from beginning but need to transition new Elders so they can learn. • Elders Forum needs some independence to remove members if they aren't well representing the needs of the Forum. • Wouldn't use academic qualifications but would prefer community based selections for appointments. 	

Appendix III

Proposal for the Re-Development of the NWMO Elders Forum



Proposal for the Re-Development of the NWMO Elders Forum

Introduction

The Elders Forum has been a wonderful gift to the NWMO. Results of the advice from the Elders Forum can be found in many of the documents the NWMO has produced, but more importantly, the advice is reflected in the manner that the NWMO engages with Aboriginal communities specifically and the Canadian public more generally.

Recently, as the role of the NWMO has begun to change (through the Adaptive Phased Management Process), the Elders have begun to speak of the need for some changes in terms of how the Elders Forum operates. There is a firm consensus that the Elders Forum will be needed for many years to come and that the Forum itself needs to be flexible in order to respond to the needs of the Aboriginal communities and to the NWMO. In particular, it has been proposed that both the focus of the Elders Forum and its membership should be reviewed and adapted to better support the site selection process.

The purpose of this discussion paper is to help guide the Elders Forum and the NWMO in their discussions and reflections aimed at the re-development of the Elders Forum. Without coming to any conclusions, this paper seeks to enhance the discussion and advice from the Elders Forum to better support the changing needs of both the NWMO and Aboriginal peoples involved in the implementation of Adaptive Phased Management.

Background

The Nuclear Waste Management Organization (NWMO) was established in 2002 in accordance with the *Nuclear Fuel Waste Act* to assume responsibility for long-term management of Canada's used nuclear fuel. The selected approach for the long-term management of used fuel is Adaptive Phased Management, which is a community-centered process.

Adaptive Phased Management enables our generation to proceed in a deliberate and collaborative way to establish the foundation for the safe and secure stewardship of Canada's used nuclear fuel for the long term.

The plan requires that used nuclear fuel be contained and isolated in a deep geological repository in a suitable rock formation. A fundamental tenet of this plan is the incorporation of learning and knowledge at each step, to guide a process of phased decision-making. The plan builds in flexibility to adjust the plan if needed.

Early in our work, the NWMO reached out to Aboriginal peoples, organizations and communities to better understand Aboriginal cultures and how to build relationships with Aboriginal peoples, and to learn about Aboriginal Traditional Knowledge and how it might inform and become an integral part of our work. As a result of this, recognized Aboriginal organizations were invited to recommend to the NWMO two Elders to

sit on a group that would provide wisdom and advice in engaging with Aboriginal peoples. Each Elder was invited to bring a young person.

The Elders Forum was formed in 2005 and has since met each year. The Elders Forum is made up of First Nation, Métis and Inuit members who represent a broad range of interests such as Aboriginal Traditional Knowledge, political affairs, community development, health and welfare, Aboriginal communications, cultural life of community and relationships, community protocols, treaty rights, historical relationships, safety and youth interests. The Forum has enabled Elders and youth to exchange and learn from one another, and has provided the opportunity to highlight their focus on the safety of the deep geological repository and Aboriginal and treaty rights.

The Elders Forum subsequently established a working group. The working group adopted the name Niigani as a result of a traditional ceremony. The Elders Forum and Niigani have provided valuable assistance to the NWMO over the past six years.

During the course of 2010, Elders identified the need to enhance the operation of the Forum. A number of suggestions have been made by the Elders, and a working group of Elders was established to further develop these suggestions. Both NWMO management and the Advisory Council agree that there is a need to consider changes.

Proposed Process

We are mindful of the need for a process that is broad and seeks the input from as many organizations, communities and individuals as possible. We have been told that the process by which changes will be made will be as important as the changes themselves. It is proposed to issue this Discussion Document for review and to seek input from a number of interested organizations and people. Following this period of review and input, management would bring forward a specific proposal to the NWMO Board before year-end.

We will seek input from:

- National, Provincial, Regional and Treaty organizations involved in the NWMO’s work
- The Elders Forum and the working group established for this purpose
- The NWMO Advisory Council
- Government representatives responsible for Aboriginal affairs in Ontario, Saskatchewan, New Brunswick and Quebec
- Leaders of Aboriginal communities involved in the site selection process

Items for Discussion

The items for discussion can include, but are not limited to, the following matters. It should be noted that this document is a reflection of feedback from members of the Elders Forum, the Elders Working Group and NWMO staff. Feedback is required regarding the following:

Statement of need	Mission of the Other Elders Forum	Membership composition and appointment of members	Appointment of Chair	Operation of Elders Forum	Involvement of Youth	Other
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Statement of need

- The NWMO acknowledges and respects the advice that Aboriginal Elders can bring to its work with Aboriginal peoples and to the communities involved in the site selection process, and wishes to maintain the establishment of an advisory body that can bring this advice from a national as well as from provincial and regional perspectives.
- Aboriginal peoples have expressed a need to ensure that Aboriginal peoples' views are seen as equal to all others in the work of the NWMO and have advised that Aboriginal Traditional Knowledge must be interwoven in all the NWMO's work.

Mission of the Elders Forum

It has been suggested that the mission established by the current Elders Forum be retained.

- This mission is to "...Protect and preserve all creation: air, land, fire, water, plants, medicines, animals and human kind—guided by the seven universal teachings of love, trust, sharing, honesty, humility, respect and wisdom."

Membership composition and appointment of members

The current model of the Elders Forum is for Elders to be recommended by national, provincial and regional Aboriginal bodies. Several members that were not appointed by this method have been added at the request of individuals or at the invitation of the NWMO. Sadly, some of the original appointees have passed away.

Considerations:

- It is considered important that recommendations for appointments of members be made through a process independent of the NWMO and the Elders Forum.
- It has also been suggested that there should be defined qualifications for members of the new Elders Forum to ensure that there is a diversity of perspectives.
- It has been suggested that the Forum ensure a continued voice in its membership for women and young people.
- Other suggestions are to limit the size of the Elders Forum to allow it to operate more effectively.
- Consideration will be given to ensure membership reflects national, provincial and regional perspectives.

Various options have been suggested:

- One option is to retain the original membership structure and appointment process. In this option, national, provincial and regional Aboriginal organizations were invited to recommend members to the Elders Forum. Each Elder was invited to bring a young person.
- Another option is to appoint an independent panel that would recommend members against defined qualifications and areas of knowledge. The appointment of Elders would be agreed jointly between the Elders Forum and the NWMO.
- Membership might be based on: knowledge and experience in such areas as Aboriginal Traditional Knowledge; community development; political affairs; community health and welfare; communications; Aboriginal culture and protocols; treaty and historical relationships; youth interests; and experience in providing advice to local communities, provincial organizations and industry, and recognition as being an Elder by Aboriginal peoples.
- Youth members could be sought through the same independent panel method as the Elders; however, it would be advantageous that the youth are from generally the same areas as the Elder(s) in their province to provide support to Elders in their travel. As in the case of the Elders' appointment, defined qualifications will be developed for the youth.

Appointment of Chair

It has been suggested that the Chair will need to have the necessary skills and capabilities to balance the various interests and experiences of Aboriginal peoples in Canada to allow all voices and perspectives to be heard with equal respect. Different options exist for appointment of the Chair such as:

- Appointment by the new Elders Forum when established.
- Recommendation for appointment by the independent group based on a specifically defined set of skills.

Operation of Elders Forum

The original plan for the Elders Forum was to meet once a year to provide advice to the NWMO. The Niigani working group was established by the Elders Forum to provide focused advice to the NWMO on a more frequent basis. This has worked well in many respects, but in some cases, the advice provided by Niigani was not always consistent with the views of the larger Elders Forum.

Suggestions for operation of the Elders Forum include:

- Continue operating the same way with an Elders Forum once per year and a Working Group to provide advice between Elders Forum meetings.
- Elders Forum meets twice or more per year without the need for a working group.

Other issues regarding operations:

- Should the Elders Forum or members of the Elders Forum act as a liaison to assist in discussions with Aboriginal communities interested in Adaptive Phased Management?
- Should the Elders with Traditional Knowledge act as a bridge to introduce the NWMO to Elders and Traditional Knowledge holders in the local communities where siting is taking place?
- Should the Elders Forum have a supporting administration and specific budget provided by the NWMO to ensure the Forum has access to independent technical advice, note-takers, etc.?
- What should the Terms of Reference for the Elders Forum include in areas such as length of term, selection of membership to the Elders Forum, renewal of term, responsibilities, removal from the Forum?
- How can members of the NWMO's Elders Forum share information with other Elders groups in their own area or region?

Involvement of Youth

It has been suggested that the youth members of the Elders Forum should continue to play an active role in learning about the NWMO's work and providing a means for education of Elders about this work. It has also been suggested that a mechanism be developed for youth to engage with one another on this subject, within the Elders Forum, as well as potentially through engagement with other youth in their provinces or nationally.

- What roles and responsibilities should the youth members of the Elders Forum have?

PROPOSED PATH FORWARD

The NWMO plans to consult on the re-development of the Elders Forum during the course of 2011, using these general questions as the basis for discussion. Management will make specific proposals to the NWMO Board before year-end 2011.

Elders Forum members are also encouraged to send in thoughts on the re-development before or after the July Elders Forum meeting.

Other NWMO work currently underway regarding Aboriginal peoples will continue. This includes: planning for scholarships; recruitment of Aboriginal peoples; improvements in communication materials; maintaining the liaison with national and provincial Aboriginal groups; and involving Aboriginal peoples in areas where interested communities are learning more about Adaptive Phased Management in the site selection process.

To learn more, please contact: **Bob Watts**, Director, Aboriginal Community Relations Tel: 647.259.4889 Toll Free: 1.866.249.6966 Fax: 416.934.9526 Email: bwatts@nwmo.ca Website: www.nwmo.ca/sitingprocess

Appendix IV

Early Siting Process Conversations – “Meet the NWMO” Sessions



Early Siting Process Conversations – “Meet the NWMO” Sessions

What was the purpose of the “Meet the NWMO” sessions?

The NWMO was invited by communities involved in the site selection process to meet with citizens and share information about Canada’s Plan for the long term management of used nuclear fuel, and the site selection process.

Working with community leaders, open house style sessions were organized and conducted over several days in each community. Local advertising of these sessions invited people to drop in, to view the poster board display, the NWMO interactive exhibit and information videos and to speak with NWMO staff and community leaders at the session. The NWMO also met with groups in the community and surrounding area who expressed an interest. These sessions were conducted between March and June 2011:

- English River First Nation, SK (March 28–April 1)
- Ignace, ON (April 11–14)
- Hornepayne, ON (June 16–18)
- Creighton, SK (June 27–30)
- Pinehouse, SK (April 2–5)
- Ear Falls, ON (May 9–13)
- Schreiber, ON (June 18–22)

Most people who visited these sessions told us that the information provided was helpful, and so was the opportunity to ask questions and speak directly with NWMO staff. These sessions were intended to help the community begin a conversation and process of reflection that will spread beyond those who attended the sessions. Community discussions continue.

What questions and concerns were discussed?

People who attended the open houses to learn more about the project raised a variety of questions and concerns in discussion with community leaders and NWMO staff. Key points of conversation are outlined below.

<i>Reason for Community’s Interest</i>	<i>Health & Safety</i>
<p><i>Why is the community interested in this project?</i> Community leaders attending the session often mentioned the following:</p> <ul style="list-style-type: none"> • Community leaders see the long-term management of Canada’s used nuclear fuel as an important public policy issue for Canada. Two million used fuel bundles exist which need to be managed. • Leaders feel the community may be in a 	<p><i>What is radiation, how does it affect people’s health? How long is used nuclear fuel hazardous to people and environment?</i> Visitors were interested to learn that radiation is all around us, and the understanding we have about how to contain radiation so we are not harmed by it.</p> <p><i>How can we be sure this is safe? Will drinking water be contaminated and/or will birds, plants and animals be harmed?</i></p>

<p>position to help (because of its geology, mining experience, rail links, other).</p> <ul style="list-style-type: none"> Leaders feel the project has potential to contribute to the long-term sustainability of the community, and help the community improve and protect valued components of its quality of life far in to the future. 	<p>Visitors were interested to learn about the multiple barrier system which will be used to contain and isolate used nuclear fuel from people and the environment.</p>
<p>Adaptive Phased Management</p> <p>How was APM selected as Canada's plan? Were other approaches considered and why were they not selected?</p> <p>Visitors were interested to hear about the extent of Canadian and international research and development, and engagement of Canadians, which has taken place and which underpins the plan.</p> <p>Some people suggested that we should stop creating used nuclear fuel before we proceed with APM.</p>	<p>Used Nuclear Fuel</p> <p>What is used nuclear fuel?</p> <p>Many visitors assumed that used nuclear fuel is liquid and were reassured by the look and feel of the solid used fuel bundle.</p>
<p>Project Timelines</p> <p>Has the site been selected already? How quickly will decisions be made about the community and site for the deep geological repository?</p> <p>Visitors were interested to learn that the site selection process is a long and deliberate one, and that decisions will not be made for many years.</p> <p>Visitors were interested to learn that time will be taken for community to thoroughly think through its interest in hosting the project, and that time will be taken to rigorously assess the long-term safety of the site.</p>	<p>Decision-making</p> <p>Who will make the decisions and how will citizens/others be involved?</p> <p>Some were worried they would be excluded from decision-making and were interested to learn they have a critical role in deciding whether the community will proceed.</p> <p>How will surrounding communities and Aboriginal people be involved?</p> <p>Visitors were interested to learn the site selection process requires the involvement of surrounding communities, region and Aboriginal peoples in decision-making.</p> <p>On what basis are sites selected/disqualified?</p> <p>Visitors were interested to learn about the detailed safety criteria and testing over many years which will be used to select a site.</p>
<p>Benefits/Impacts of Project</p> <p>What kinds of jobs are required for the project? Will workers underground be safe? What types of opportunities are there for small/local business?</p> <p>Many were interested to learn about the number and types of jobs involved in the project over many decades, and the NWMO's willingness to invest in local training, hiring and procurement.</p>	<p>Impacts on Way of Life</p> <p>What impacts will this have on our way of life, on the sustainability of our community well in to the future, on future for young people, on hunting and fishing activities?</p> <p>Many were interested to hear how the project could be implemented in a way which preserves valued components of community life while providing a foundation for growth.</p>
<p>Deep Geological Repository</p> <p>How will the used fuel be contained and isolated from the environment? How do the barriers work? How are used fuel containers constructed and sealed?</p> <p>Visitors were interested to learn about the extent of research conducted in Canada and internationally and the international consensus on best practices to be used.</p>	<p>Transportation</p> <p>Is transportation safe? How vulnerable is transportation to terrorist attack and accident scenarios?</p> <p>Visitors were interested in the extent of government oversight of transportation, the robustness of containers, and the testing which is required by Transport Canada and the International Atomic Energy Agency. Video of extreme tests which have been conducted on the containers was found to be helpful.</p> <p>Visitors were interested to know that used nuclear fuel is transported safely on a regular basis using a range of transport modes internationally.</p>
<p>Broadening Involvement</p> <p>How do we get young people involved now so they are prepared for future decision-making roles? How do we get this information out to other members of</p>	<p>Events in Japan</p> <p>What are the implications of the events in Japan on this project? How will seismicity be addressed in the APM project?</p>

<p><i>the community who did not visit the open house?</i> Many suggested that people who are concerned about the project would have many of their questions and concerns addressed if they were able to see the information provided at the Meet the NWMO session and speak with NWMO staff. A key challenge, then, is how to broaden outreach and sharing of information.</p>	<p>Many were interested to hear about the different approach, circumstances, and type of facility involved in the APM project.</p>
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