

## **SECTION 4.0 - PUBLIC CONSULTATION**

Consultation with stakeholders for the Mary River Project has focused on the Inuit communities near the Project sites, and has included the public, local, and regional Inuit organizations, the Government of Nunavut, and federal agencies with a mandate relevant to the Project. A detailed account of the consultation efforts undertaken by Baffinland since 2004 is presented in Volume 2.

Inuit of the Baffin Region enjoy a rich oral tradition. This tradition has influenced how Baffinland has engaged local communities. Baffinland's emphasis has focused on establishing a presence in the region, meeting with the community members, and recording in-person discussions. Since the dominant language is Inuktitut, with regional dialects across Baffin Island, translation using local interpreters has been an important element during the consultation process. Translation that enables effective comprehension has been the goal at meetings and in the translation of written materials.

### **4.1 OBJECTIVES**

Since 2004, consultation efforts have been and continue to be guided by the following objectives:

- To adequately scope and conduct environmental and socio-economic baseline studies;
- To understand local conditions and issues, both through the scientific process and by engaging in dialogue with local communities and knowledge holders to acquire Inuit knowledge and understand current and historical patterns of land and resource use;
- To incorporate local knowledge and concerns in Project design at an early stage;
- To appropriately scope the environmental assessment of the proposed Project, including selection of VECs and VSECs;
- To identify mitigating measures and monitoring plans, and to assist in Baffinland's evaluation of significance of residual impacts (impacts after mitigation has been applied); and
- To ensure that local stakeholders have current information about the Project and how potential changes to the environment could affect them.

In this context, Baffinland views the communities of Baffin Island potentially affected by the Project in three categories:

- **Category 1:** Communities of north Baffin Island in the immediate vicinity of the Project, which have existing and historical socio-economic and/or ecosystemic ties to the Project area, and for which the Project has a direct effect on the traditional land use of their residents. Listed in alphabetical order, these communities include Arctic Bay, Clyde River, Hall Beach, Igloolik, and Pond Inlet.

- **Category 2:** Communities with a potential interest in the Project because of their location along the shipping lanes - Cape Dorset and Kimmirut.
- **Category 3:** City of Iqaluit - will be affected because of its commercial and institutional importance in Nunavut.

Socio-economic studies and public consultation initially focused on the Category 1 communities and Iqaluit and more recently have focused on all communities as a result of the provisions stated in the Guidelines (NIRB, 2009). The ties of the individual communities to the Project are described in more detail in the following subsections.

#### 4.2 COMMUNITIES AND THEIR RELATIONSHIP TO THE PROJECT

##### 4.2.1 Category 1 Communities

**Arctic Bay** is located on northern Baffin Island, 280 km northwest of the Mary River site. Harvest and land use patterns indicate that the effect of Project activities on these current patterns of Arctic Bay residents is less than what it would have been historically. Arctic Bay residents might use the Milne Inlet, Eclipse Sound, and Mary River areas for hunting on a sporadic or occasional basis but other geographic areas are more important to this community's land use.

**Clyde River** is located in northeastern Baffin Island, 415 km from the Project area. Historical land use information and discussions with Elders from various communities suggest that the people of the Clyde River area used to travel inland from Cambridge Fiord facing Baffin Bay, into the Raven River area east of Angajurjua Lake and southeast of Mary River. Harvest patterns suggest that contemporary land use activities are now concentrated closer to the community, however, historical ties to the Mary River area resulted in the inclusion of this community in the study area.

**Hall Beach** is located on the mainland just south of Igloolik, 192 km from the Steensby Port site and 288 km southwest of the Mary River site. Hall Beach harvest patterns are distinct from Igloolik despite their proximity, with a concentration of marine harvesting centred on the Hall Beach area. Some hunting occurs on Baffin Island intermixed with Igloolik hunting, including in and around Rowley and Koch islands and Steensby Inlet; thus, the Project shipping route through this area could have both land use and ecosystemic effects on the community.

**Igloolik** is located on the mainland but is the closest community to the Steensby Port site (155 km) and second-closest geographically to the Mary River Project site (230 km). Historically, Igloolik spent the summer hunting caribou along the western side of North and Central Baffin Island. Current harvest patterns show that while Igloolik use the Baffin coast and marine areas at the mouth of Steensby Inlet, their activities are heavily concentrated around the community on Melville Peninsula and the closest Baffin Island shoreline to the north. Igloolik still hunt around Rowley and Koch islands and even in Steensby Inlet;

thus, the Project shipping route through this area could have both land use and ecosystemic effects on the community.

**Pond Inlet** is geographically the closest community to the Mary River mine site, located approximately 160 km northeast of Mary River. Pond Inlet relies on hunting in the marine environment of Eclipse Sound and Milne Inlet as well as caribou hunting through the Mary River area. As such, Pond Inlet has the closest land use, historical, and ecosystemic ties to the Mary River area.

#### 4.2.2 Category 2 Communities

**Cape Dorset and Kimmirut** are located on South Baffin Island. While Project ships pass near the communities through Hudson Strait, harvest data for Cape Dorset and Kimmirut suggest that hunting activities are very concentrated along the coast and do not extend far into Hudson Strait. There is potential for hunters in boats to interact with Project vessels during the open-water season, and the potential for these ships to interact with marine mammals harvested by these communities.

#### 4.2.3 Category 3 Community

**Iqaluit** is both geographically and ecosystemically well-removed from the Project area but is inherently tied to the Project in a socio-economic sense. This is because of the presence of government/regulatory agencies with whom the Project must interact and also the need to pass through Iqaluit to access other Nunavut communities from other parts of Canada. The size of the city and its developed commercial economy make Iqaluit a logical procurement centre and point-of-hire for the Project. It is conceivable that mine employees who were originally based in other Baffin communities might opt to move to Iqaluit because of its amenities and relatively lower cost of living.

Other communities in the Qikiqtani Region were also considered in terms of potential Project interactions, but baseline investigations did not identify any current or historic socio-economic or ecosystemic ties to the Project area. Additionally, each of these communities is at least 500 km from the Project area. Although Baffinland intends to focus on the five Category 1 North Baffin communities as its direct points-of-hire, qualified workers from other Inuit communities will also be welcomed as members of the Project workforce.

Baffinland's points-of-hire locations are communities where the company currently operates and plans to operate direct flights to and from the Project sites. Commercial air carriers will be used for transportation to and from the point-of-hire communities. These points-of-hire are based primarily on Baffinland's goal of offering preferential employment opportunities to qualified Inuit workers, through consideration of the community's existing socio-economic and/or ecosystemic ties to the Project area, followed by its geographic proximity.

Qikiqtarjuaq, Pangnirtung, Grise Fiord, and Resolute were considered but are geographically and socio-economically well-removed from the Project area. All Project activities, including shipping routes, are

located far from these communities and their land use patterns do not encroach on areas that might be affected by the Project.

#### 4.3 CONSULTATION METHODS AND ACTIVITIES

Baffinland has endeavoured to engage potentially affected communities in four types of engagement (see Table 1-4.1).

**Table 1-4.1      Types of Community Engagement**

Type of Engagement	Description	Engagement Activities Undertaken
Information	Flow from the company to stakeholder	Newsletters, community liaison officer (CLO) offices, mining symposium, Project website, information booths in co-ops
Consultation	Information exchange	Meetings with public, Hamlets, Hunters, and Trappers Association/Organization (HTA/HTO), Community Land and Resource Committees (CLARC)
Participation	Active interaction and more intensive form of consultation	IQ study (2007-2010), IQ Working Group workshop (March 2008), Baffinland- Qikiqtani Inuit Association (QIA) thematic workshop (September 2010)
Negotiation	Face-to-face discussions with the intent of reaching agreement	Baffinland and the QIA have been working on an Inuit Impact and Benefits Agreement (IIBA) since 2006, and signed a Memorandum of Understanding (MOU) on the economic provisions of a future IIBA on March 31, 2009. Included in the economic provisions are contracting, employment, capacity building, training and education, support for the communities, implementation and management (measurement, reporting, enforcement, mediation, and arbitration) of the future IIBA.

Baffinland has focused stakeholder engagement efforts first and foremost with North Baffin communities identified as potentially affected by the Project, and secondarily with the South Baffin communities of Cape Dorset and Kimmirut, which are adjacent to the Project's primary shipping route through Hudson Strait, and Iqaluit as the main administrative centre.

Particular emphasis has been placed on recognition of the historic and contemporary land use ties to the area in which the Project is located. Information and stakeholder feedback obtained through consultation has been integrated in the Project design and planning process, as broad community support is critical to the ultimate success of the Project.

##### 4.3.1 Community Liaison Offices

In 2007, Baffinland initially established CLO offices in the five North Baffin Island communities. As of 2009, CLO offices are maintained in Pond Inlet and Igloolik. The CLO offices are a first point of contact for communities in terms of obtaining or exchanging information on the Project and employment. The CLO offices have been instrumental in rolling out several initiatives, including the Inuit Qaujimajatuqangit (IQ - Inuit knowledge) and socio-economic studies. CLOs, as local hires, possess the ability to speak with

community members in both Inuktitut and English, facilitating the flow of project information between the company and communities.

#### 4.3.2 Meetings with Community and Local Stakeholders

This initial consultation focused on obtaining and disseminating information regarding exploration efforts (2004 and 2005), and later regarding bulk sampling plans (2006). Efforts were broadened in scope and outreach in 2007 to include all six communities expected to be directly affected by Project when Baffinland undertook its first formal public consultation on the mine development plans. The purpose of these consultations was to inform stakeholders and solicit public input.

A second round of public meetings was held in the same communities in late March 2008 following submission of Baffinland's Development Proposal (Baffinland, 2008b) to regulatory agencies. The objective of these meetings was to:

- Hold dialogue with the communities;
- Provide them with information regarding the Project Development Proposal;
- Identify any issues or concerns that might be associated with planned Project activities; and
- Integrate appropriate stakeholder feedback in Project decision-making.

In April 2009, Baffinland attended NIRB scoping sessions in the potentially affected communities. Through 2010, Baffinland visited potentially affected communities (including Cape Dorset and Kimmirut) on several occasions in order to provide Project updates and to discuss preliminary findings of the environmental impact statement (EIS).

PowerPoint presentations used in public meetings were in Inuktitut. Speeches delivered in English were translated simultaneously using local translators as much as possible to preserve local dialects. As much as possible, Baffinland had at least two translators on hand at all meetings with community liaison officers attending meetings to provide backup translation. During meetings, headsets were provided by Baffinland, so attendees could properly hear the translations. Minutes from these meetings were recorded by Baffinland and incorporated in a central public consultation database (refer to Volume 2).

#### 4.3.3 Inuit Knowledge Working Groups

Inuit knowledge studies were initiated in Pond Inlet in 2006, expanded to Igloolik and Arctic Bay in early 2007, and to Hall Beach and Clyde River in 2008. Studies were initiated first in those communities with the closest ecosystemic and socio-economic ties to the Project and then to the other potentially affected communities. The overall objective of the studies has been to obtain local knowledge of wildlife, land use, and areas of cultural value to support Project decision-making and the social and environmental assessment process.

Inuit knowledge discussions held to date have informed and influenced the preceding overviews of the natural environment, local land uses, and social conditions, as well as guiding the Project research in ways that are acceptable to the community and culture. Information was collected through establishment of working groups in each community. Working groups were selected to represent a cross-section of people in the community with respect to gender, age, lifestyles, and occupation.

While the focus of the Inuit knowledge studies has been to collect information, Baffinland has at the same time learned about perspectives and key issues related to the Project. Records of working group meetings have been reviewed to identify key issues or concerns raised by the meeting participants.

The working groups have provided valuable insights into community and cultural values, priorities, fears, and hopes, and helped researchers prepare culturally sensitive and appropriate research methodologies and plans. Additionally, the presence of working groups facilitates information flow between the company and the communities.

Records from the working group meetings were incorporated in a central Inuit Knowledge or IQ database and coded to sort by topic. This database has been used to incorporate Inuit knowledge in the baseline reports for identified VECs.

#### 4.3.4 Individual Interviews with Elders

Knowledge of individual Inuit Elders was collected from both documentary and primary oral historical research. As a starting point, the collections of the Igloodik Oral History Project were researched for information relevant to the study area regarding traditional land use, harvesting, and cultural values of Igloodingmiut in the areas around the Project (Volume 4, Appendix 4C - land use report). This research also contains information regarding traditional use by Igloodingmiut of the Steensby Inlet area and associated marine resources.

To round out the knowledge of the study area, and to extend forward the time depth provided by the Igloodik Oral History Project information, individual interviews were carried out in Pond Inlet, Igloodik, and Arctic Bay in 2006 through early 2008. In each of the three communities, local Inuit were trained by an anthropologist to interview, record, and map Elders' information. The interviews were transcribed in Inuktitut and translated into English. The transcribed interviews were incorporated in a central Inuit knowledge database and coded to sort by topic.

#### 4.3.5 Focus Sessions

Focus sessions were conducted with the communities on the following natural environment and socio-economic topics:

- Caribou;
- Marine mammals;

- Land use (including archaeology);
- Elders;
- Youth;
- Economic development; and
- Health and social services.

To achieve maximum and meaningful participation in the focus sessions, a variety of techniques were employed to reach as many community members as possible. While a number of the focus sessions were restricted to invited persons, based on their particular community status (Elders and youth), knowledge (health and social services), or skill set in a particular field (economic development), other sessions were open to the general public. These sessions contributed to identifying VECs and VSECs.

A series of meetings were held in the Category 1 and 2 communities to collect additional detailed information on topics identified as of prime importance to the communities: caribou, marine mammals, and land use. Researchers met with community working groups, Elders, hunters and trapper organizations, and members of the general public. In several communities as the opportunity was available, Baffinland's representative and working group members participated in call-in shows on local radio and set up display tables in the local co-op stores to increase exposure of the study to the broader community.

The Kajjuqtikkut workshop brought together Inuit knowledge study working groups in March 2008. In addition, a thematic workshop was held at Baffinland's exploration camp at Mary River in September 2010. The thematic workshop presented baseline results and preliminary impact assessment conclusions to representatives of potentially affected communities and sought input on potential effects and their perceived significance. During the session, the Project description and road operation alternative were presented to the participants and discussed. The methodology used to collect baseline data and the selection of VECs was explained. As part of the terrestrial environment, the caribou baseline study was discussed. During the latter part of the session the discussion focused on the marine environment and the methodology for collecting marine mammals and biophysical data.

#### 4.3.6 Site Visits

Baffinland has been proactive in bringing community and government representatives to visit the operations at Mary River. Representatives of North Baffin hamlet leadership, Inuit knowledge study working groups, a number of government representatives, and local community members, including students, have visited the Mary River operations over the past several years. For many of the participants, it was their first opportunity to see mineral exploration and mining (bulk sample) operations, and feedback was that the opportunity to see such operations first-hand was of immeasurable value, and participants were left with a greater level of understanding of how their communities might be involved in research and operations.



#### 4.3.7 Radio Call-in Shows and Printed Media

One of the most effective and wide-reaching techniques for educating, engaging, and receiving information from the communities is the use of call-in radio shows. Local radio is a popular form of information sharing and entertainment, with virtually all levels of society listening to the local broadcast segments. The radio call-in programs provided outreach to members of the community who aren't normally engaged in the process. Feedback received both during and after radio shows has been very positive, and indicates a strong desire by the community to continue communicating with them via this format.

With an oral tradition, written materials are of secondary importance as a communication tool in the communities, as many people do not have the ability or the comprehension level with reading. However, a proportion of the community who are bilingual have expressed a desire for more written materials to be made available in both Inuktitut and English.

#### 4.3.8 Participation in Environmental Studies

Local involvement in environmental studies is Baffinland's objective, as well as a desire expressed by the communities. With varying degrees of regularity, local participants from Pond Inlet and Igloolik have been involved in the following studies on archaeology, caribou surveys and marine mammal surveys. In addition, numerous bear monitors were provided by the Mittimatalik Hunter and Trapper Organization.

#### 4.3.9 Meetings with Government and Inuit Organizations

Baffinland has also been proactive in the early engagement of those stakeholders located outside the potentially affected communities. A Mineral Development Advisory Group (MDAG) meeting coordinated by INAC was held in Iqaluit in June 2007. The meeting brought together a number of government agencies and Inuit organizations that could be responsible for issuing permits or approvals, and/or that will be involved in some capacity with the environmental review process.

Baffinland held a number of meetings with Inuit organizations, government agencies, and Institutes of Public Government (IPGs) since June, to provide the groups with an early overview of the Project, and to initiate dialogue regarding the applicable regulatory processes and information needs. Meetings were also held with the mayor and council of each of the potentially affected communities.

#### 4.3.10 Public and Other Stakeholders

Baffinland's website ([www.baffinland.com](http://www.baffinland.com)) hosts up-to-date Project information to a wide audience. The Development Proposal (Baffinland, 2008b), relevant reports, presentations, and company financial information are some of the materials posted on the website.



#### 4.4 KEY OUTCOMES OF THE PUBLIC CONSULTATION PROCESS

Volume 2, Section 1 provides a summary of the consultation process and a record of comments made during the public sessions, and the consultation record organized by key words is presented in Appendix 2A. Where possible, the effects assessments have provided an analysis of the community support and concerns regarding the Project.

The majority of the comments supporting the Project recognize the socio-economic and community benefits of the Project. Elders were vocal in the need for employment for their youth. The key concerns identified through these meetings, which Baffinland has responded to in various ways are summarized in Table 1-4.2.

**Table 1-4.2 Key Community Concerns and Baffinland Response**

Key Concerns	How Baffinland Addressed the Concern
A desire to maintain the existing social fabric of the Inuit culture.	Baffinland recognizes and respects this strong desire, and is committed to developing a project that is consistent with this desire. The Human Resource Management Plan is a response to this.
Opportunities for training and employment	Baffinland assessed training and employment as Valued Socio-economic Assessments, and has developed a Human Resource Plan aimed at maximizing training and employment opportunities on the Project.
Potential impacts on wildlife (with a focus on caribou migration patterns affected by the railway and marine mammals being disrupted by shipping), and the potential to affect food security, and a desire to be compensated for impacts on wildlife.	Caribou and marine mammals were the focus of the IQ study. Effects assessments have been prepared for caribou, marine mammals, and land use (including harvesting).
Opportunity for regional economic development and the need to make sure that the IIBA will benefit directly affected local communities.	Baffinland is committed to economic development and signed a memorandum of understanding (MOU) with the QIA on March 31, 2009 for the economic provisions of a future IIBA, of which regional economic development is one component.
The concern of environmental degradation due to spills, contamination, and pollution and need for effective environmental controls and mine closure planning.	Baffinland has developed a comprehensive environmental management system (see Volume 10)
Desire to change shipping routes and port locations to reduce impacts on communities and marine mammals.  Request to consider moving the location of the Steensby Port outside of the landfast ice.	Baffinland selected the easterly of two potential shipping routes through Foxe Basin due to public concerns and IQ study results. Alternate ports and railway alignments were evaluated at the request of local communities (Volume 3, Section 6) although none of these alternatives are viable. The railway to Steensby Port is preferred because of distance, terrain, and relative ease of construction and operation.

Key Concerns	How Baffinland Addressed the Concern
The potential to bring freight for communities by return shipping, and/or share shipping costs with local communities, thereby reducing the life expenditure of local communities.	There will be limited opportunity to support community re-supplies due to the distance of the port sites from communities
A desire to understand the Project, its use of traditional knowledge, research, monitoring, regulatory processes, operation, and mitigation.	Baffinland carried out an extensive Inuit knowledge study and has involved local communities in baseline studies. Moving forward, a stakeholder engagement plan (Appendix 10D) will guide the company's commitments to stakeholder engagement.

#### 4.5 How Results of Public Feedback Influenced the Project

Public consultation and traditional knowledge carried out since 2005 influenced project planning and design. Community acceptance or preferences was one of the factors considered in the evaluation of alternatives (see Volume 3, Section 6). Five key aspects of project design were particularly influenced by public consultation and traditional knowledge:

- Initially, Milne Inlet was the proposed year-round port; however, as further information became available it became apparent that the size of the ore carriers was too large for the proposed Milne Inlet port area for a sustained operation. Inuit concerns related to the close proximity of the shipping route to Pond Inlet and winter shipping activity could interrupt important flow edge (reference) activities. Therefore, the current Project proposal considers open water shipping to Milne Inlet. As the Project evolves additional information will be assembled and continued consultation will be undertaken to address Inuit concerns.
- Two viable shipping routes through Foxe Basin were surveyed by Baffinland; one on either side (east and west) of both Rowley and Koch Islands in Northern Fox Basin. Based on feedback expressed during public meetings in Igloodik and Hall Beach in 2007 and 2008, as well as mapped IQ information on marine mammals in Foxe Basin, the eastern route was selected by Baffinland as the preferred shipping route, because it is considered less intrusive to both marine wildlife and land use.
- Communities requested that Baffinland consider several alternative port sites, including Nanisivik Port, East Baffin Bay (between Pond Inlet and Clyde River), and Cape Jansen (at the southern mouth of Steensby Inlet. Baffinland reviewed these options (see Volume 3, Section 6), though none were found to be viable alternatives.
- At a public meeting in Cape Dorset, the participants recommended that the Company consider altering the shipping route to travel south of Mill Island rather than to the north. While ship safety takes precedent, the nominal shipping route has been modified to accommodate this request.

- During the community sessions, there was general consensus that the two week on two week off work schedule was preferred over other alternatives. Baffinland has committed to utilize the two-week rotation as much as practicable.

Provisions found in the Management Plans (Volume 10) also reflect public comments. Of note are the provisions incorporated in the Shipping and Marine Wildlife Management Plan (Appendix 10D-10).