

# A New Approach to Indigenous Participation in the Environmental Assessment of a Major Hydro-Development: The Case of the EM 1-A and Rupert River Diversion



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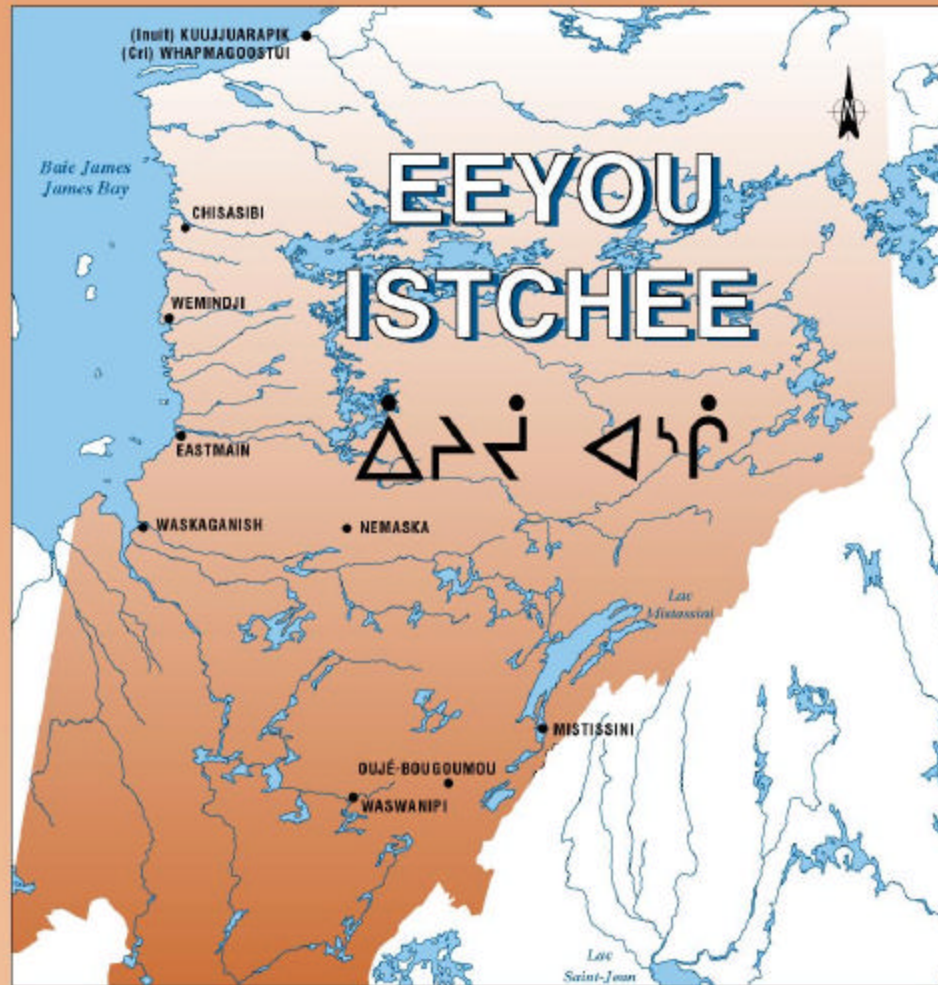
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**IAIA '04**  
**International Conference**  
Vancouver



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C-M 1342212, A194 (2004-04-30)

# Agreements

1975

James Bay and Northern Quebec Agreement

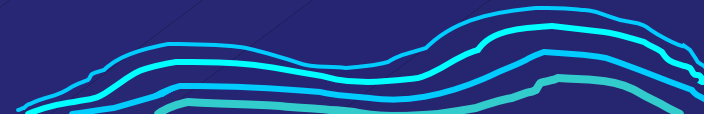
Section 22.2.1: Environmental and Social Protection Regime



2002

New Relationship Agreement (Paix des Braves)

Boumhouan (EM 1-A-Rupert)



# Recent Agreements

## Between Hydro-Québec SEBJ and the Crees February 2002

- Nadoshtin (EM 1)
- Boumhounan (EM 1-A/Rupert)
- Cree employment
- Mercury (2001)
- Waskaganish transmission line
- Whapmagoostui transmission line
- Agreement respecting disputes and a dispute resolution committee
- Decommissioning of HQ/SEBJ work sites or installations no longer in service

## Between Québec and the Crees February 2002

### New Relationship Agreement "Paix des Braves" Ch. 4 Hydroelectricity

- 4.7 EM 1
- 4.11 EM 1-A/Rupert
- 4.13 Harmonization

## Between CRA/Canada/Québec April 2003

"Agreement Concerning the  
Environmental Assessment of  
the Eastmain-1-A and Rupert  
Diversion Project "

# Environmental and Social Protection Regime



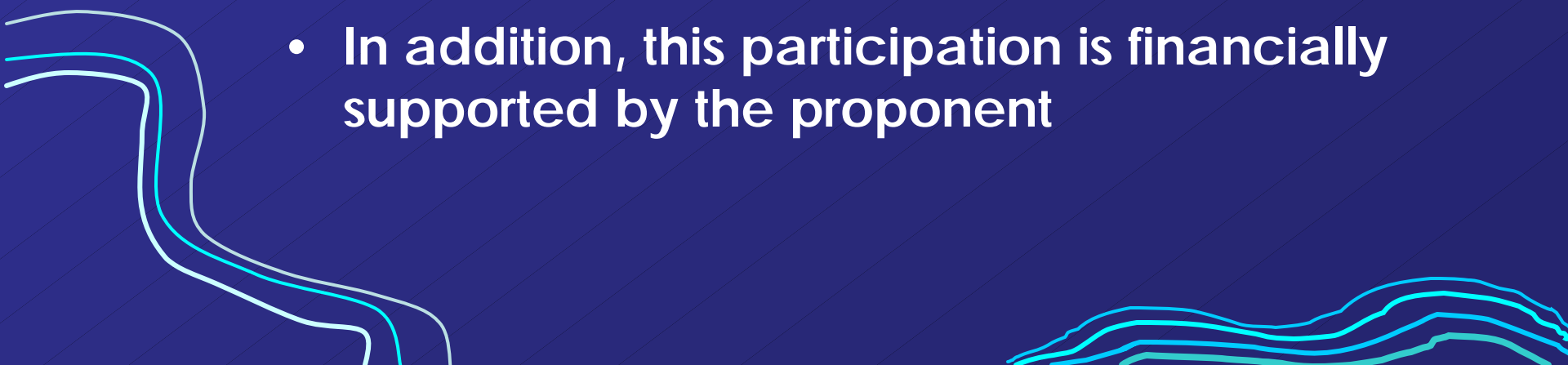
**Boumhounan**

# What's New with Boumhounan

- Institutional level
- Structural level
- Communication tools level
- Dissemination level



# First Innovation: Formal Participation

- Cree participation in preliminary studies becomes official
  - For the first time, this type of participation is part of a formal agreement
  - In addition, this participation is financially supported by the proponent
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# Second Innovation: Boumhounan Feasibility Study Group

- Representatives from Waskaganish, Eastmain, Nemaska, Mistissini
- Representative of the Cree Regional Authority
- Representative of the Cree Trappers' Association
- Representatives from Hydro-Québec and the SEBJ
- Coordinators from Wemindji and Chisasibi as invited members

# Study Group Mandate

- The Study Group serves as a forum for ongoing discussion on various emerging issues linked to environmental and technical aspects of the project and the concerns and demands of community members, particularly tallymen and other Cree users
- In each of the signatory communities, a coordinator and a representative act as intermediaries between Hydro-Québec and the community
- One of the key functions of the Cree representatives appointed to the Study Group is the communication and release of information to the public

# Creation of Positions in Local Communities

## **Representative**

**Participate in meetings called by the Study Group**

**Provide opinions on proposed studies**

**Inform the community regarding the status of the project**

## **Field Coordinator**

**Takes care of all logistics regarding the studies and ecological inventories**

**Finds guides for fieldwork studies**

**Organises information sessions requested by the proponent**

# Third Innovation: Boumhounan Newsletter



# Fourth Innovation: Dissemination Level

- The Newsletter is distributed in all affected communities
- It is produced in English
- It is designed for the whole population of the communities
- To date there have been 4 issues

The proponent is responsible for distribution to the communities and the local representatives within the communities

# An exploratory study from INRS and CRA

Waskaganish

Eastmain

Nemaska

Mistissini

October 2003

May 2004


September 2004

Phase 1

Phase 2

- to better understand the effects this Agreement has had after two years of activities
- to support the efforts of the Boumhounan Feasibility Study Group
- to gather points of view of various actors and community members involved in the implementation of the Boumhounan Agreement

# Methodological Aspects

- Based on individual semi-structured interviews with key community informants
  - The selection of the informants is based on criteria such as age, occupation, community involvement, role in local communication networks, education level, role in the local and/or regional administration, etc
  - The tallymen, whose traplines are directly affected by the project, form themselves a special target group of key informants
  - Members of the tallymen's families are also included in the sample
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# Specific Objectives of the Phase I

- What are the means used locally to disseminate information?
- Which ones seem more effective than others?
- Are there new means that could be suggested?
- To what level did the people in the communities receive the information?
- Did the information respond to the needs of the people?
- On which topics did people want information?

# Contacts

## Formal Interviews

	Less than 30 years old	30-39 years old	40-49 years old	50-64 years old	65 years old and more	TOTAL
<b>Total</b>	<b>13</b>	<b>15</b>	<b>17</b>	<b>21</b>	<b>13</b>	<b>79</b>
<b>Men</b>	<b>10</b>	<b>12</b>	<b>10</b>	<b>14</b>	<b>5</b>	<b>51</b>
<b>Women</b>	<b>3</b>	<b>3</b>	<b>7</b>	<b>7</b>	<b>8</b>	<b>28</b>

## Special Consultation with Elders

<b>Total</b>	<b>22</b>
<b>Men</b>	<b>8</b>
<b>Women</b>	<b>14</b>

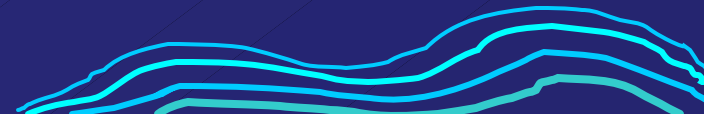
## Casual Conversations on the Subject

<b>Total</b>	<b>100</b>
<b>Men</b>	<b>60</b>
<b>Women</b>	<b>40</b>

## Interviews per Community

<b>Waskaganish</b>	<b>16</b>
<b>Nemaska</b>	<b>13</b>
<b>Eastmain</b>	<b>23</b>
<b>Mistissini</b>	<b>27</b>

# Selective Results from Phase I



# Concerning the Agreements

- People, even those in civil servant positions, have difficulty differentiating between all the different agreements relating to the project or recently signed by the Crees with other parties
- Regardless of the aspect in question (mandate, scope, responsibilities) the Boumhounan Agreement itself is not very well-known across all age groups and professional categories
- Boumhounan and Nadoshtin are frequently confused, even among those that are very well informed

# Concerning the Projects

- The difference between Eastmain-1 (under construction) and Eastmain 1-A-Rupert (under study) is far from clear for the majority of people
- There is a presumption that EM 1-A stems from JBNQA
- Link between EM 1-A and the diversion of the Rupert is unclear (it is known that the river will be diverted but a link is not made with the construction of a new dam)

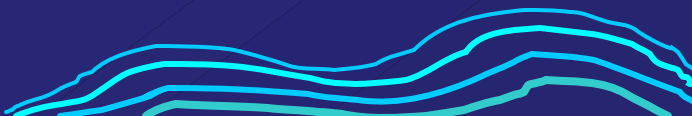



# Concerning the Boumhounan Committee

- The role and function of the representative and the field coordinator are not known within the general public
- The mandate of the Committee is not known
- The existence of a local Boumhounan office was known by some as a place to get information on the project but was not visited frequently

# Concerning the Jobs

The question of jobs was of utmost importance for the people generally speaking. But through the field coordinator they have access to short-term jobs -ex. guides (couple of days or weeks). Many people were primarily interested by full-time jobs in the Hydro camp



# The Newsletter and its Dissemination

## Distribution

- There was no door to door distribution on the community level
- The distribution point is more often than not the Band Council Office
- The Newsletter was distributed by the local representatives at public meetings

## Consultation

- Have seen the NL: 64% of formal interviewees
- Have skimmed through it: 44% (of 64%)
- Have read it in part or completely: 10% (of 64%)

## Effectiveness

- Reading is not the most popular form of communication
- The content is too technical
- The charts are too complicated

# Informant Suggestions

## Concerning the content

- All levels of readers should be considered
- Content in Cree would be very appreciated
- Provide primarily information on the construction site and camp, environmental assessment process, results of the studies, committee mandate and future phases

## Concerning distribution

- Add distribution points (airport, grocery stores, bulletin boards, public places etc.)
- Distribution at all community events
- Publicize the existence of the Newsletter

Immediate response by the proponent: putting in place suggestions from the people regarding the NL during the past few weeks

- Better distribution of the Newsletter in the communities

# Other Information Tools Suggested

- Radio (local and regional) : talk shows and phone-ins
- Television (Maamuitaau) : documentary on the project and its impacts
- Section in The Nation (Bi-weekly magazine) on Boumhounan
- Advertise in The Nation
- Advertise in advance public meeting and the topics to be discussed
- Focus groups and discussion forums
- Internet : websites, discussion groups on-line, links to existing Cree websites
- Information sessions between communities
- Camp visits
- Posters located in key public places
- Booth in community events
- Pedagogical toolkit for schools
- Develop mechanisms suited to various groups (youth, elders, women, etc.)

## Immediate action by the proponent:

- Advertising in the Nation
- Pamphlet inserted in the Nation

# Information needs

## Technical Concerns

- Solidity of the LG-2 Dam (built in the '70s)
- Lowering of the Rupert River waterflow
- Residual flow

## Cultural Concerns

- Sacred and burial sites
- Ecological knowledge of the elders (men and women)
- Aesthetic value of the River
- Cree heritage

## Economic Concerns

- Available jobs
- Which communities benefit from work created
- Compensation (individual VS collective)

## Environmental Concerns

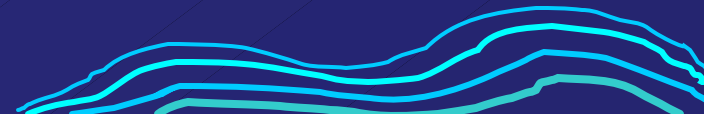
- Animal migration and travel patterns
- Loss of habitat
- Species of animals studied
- Water quality in the villages and the territory in general
- Mercury

## Social Concerns

- Navigability of the River
- Living conditions of the Crees in Hydro Camp
- Social impacts of rapid and intensive development
- Training of future workforce

# Specific Challenges for Phase II

- Boumhounan as a community-based approach
  - How to make the link between Boumhounan and local interests (could be different for each community)?
  - How to give Boumhounan a larger community emphasis?



# Specific Challenges for Phase II

- **Confusion between Information and Consultation**
  - Informing is not Consulting
  - Clear need expressed by the communities for both information and consultation
  - The confusion exists within the Study Group, and within the communities

# Specific Challenges for Phase II

- Boumhounan and the Environmental Review Process
    - Perception of a lack of consultation within certain groups
    - People in the communities are convinced that their particular knowledge of the territory under study was not adequately taken into consideration to date
    - Link between Boumhounan and the public review process
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