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Commission  
de la qualité  
de l'environnement  
Kativik

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Kativik  
Environmental  
Quality  
Commission

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1984-1985

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Annual Report  
Rapport annuel

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## ERRATUM

27e page

Le premier paragraphe de  
l'article Réservoirs à  
carburant devrait se lire:

La Commission a examiné le  
projet de construction de  
réservoirs à carburant à  
Akulivik construits par la  
Fédération des coopératives du  
Nouveau-Québec.

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commission de la qualité de l'environnement Kativik  
Kativik environmental quality commission

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Kativik  
Environmental  
Quality  
Commission

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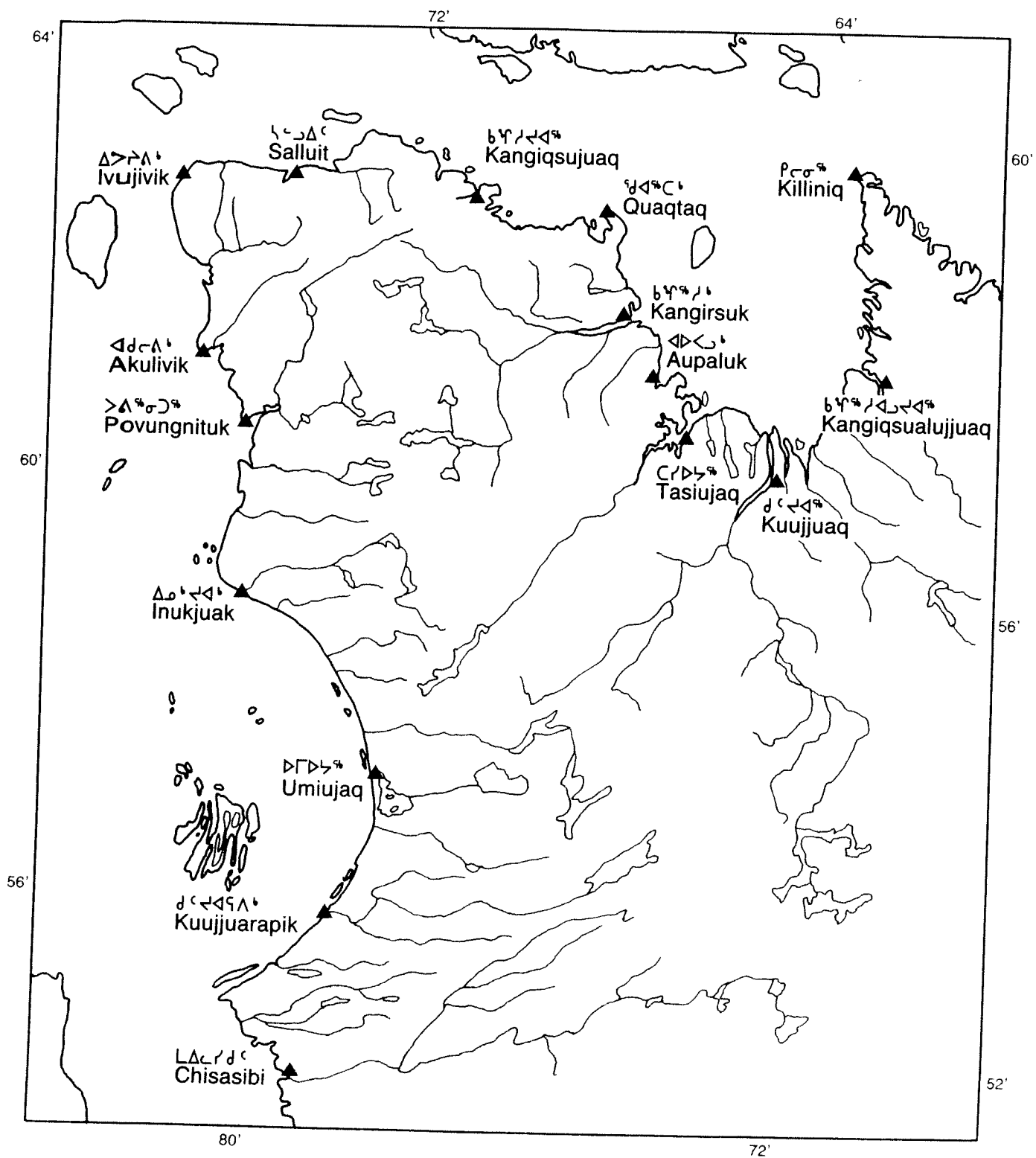


1984-1985

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Annual Report

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## Message from the Chairman

The Kativik Environmental Quality Commission was established pursuant to Section 23 of the James Bay and Northern Québec Agreement and is governed by the Environment Quality Act, RSQ, c.Q-2.

Since the signing of the James Bay and Northern Québec Agreement in 1975, development activities in Northern Québec have been subject to federal and/or Québec environmental and social impact assessment and review procedures. These procedures are designed to minimize

the negative impacts of development upon the Inuit people and the wildlife resources of the territory and to ensure that the impacts of development are evaluated in the preliminary planning stage before irreversible decisions are made that could adversely affect the environment and social milieu.

In this context, the mandate of the Commission is to review and assess the environmental and social impacts of projects proposed for the territory of Québec

situated north of the fifty-fifth parallel. After such a review, the Commission is asked whether or not to authorize a project and, if authorized, under which conditions. A decision of the Commission can only be reversed by the Lieutenant Governor in Council upon the advice of the Government of Québec.

A brief summary of the composition, activities, and finances of the Commission for the year April 1, 1984–March 31, 1985 follows. You are cordially invited to contact the Commission if you have any questions or comments.

Peter Jacobs



## The Commission

The Commission is composed of nine members including the Chairman. Four members are appointed by the Government of Québec and four by the Kativik Regional Government. The Chairman is proposed by the Government of Québec and must be approved by the Kativik Regional Government. At the end of this year, the members of the Commission were:

*Chairman:*

Peter Jacobs  
Université de Montréal

*Kativik members:*

David Annanack  
Kativik Regional Govt.

Bernard Arcand  
Laval University

David Okpik  
Kativik Regional Govt.

George Kauki\*  
Mun. Corp. of Kangirsuk

*Québec members:*

Michel Beaulieu  
Environnement Québec

Daniel Berrouard  
Environnement Québec

Bertrand Bouchard  
Environnement Québec

Georges Simard  
Environnement Québec

The head office of the Commission is located in Kuujjuaq, where it maintains a public register of its decisions as well as all the data connected with its work. The Secretary of the Commission is Mr. Hervé Chatagnier.

The Commission held seven sittings between April 1, 1984, and March 31, 1985. The following is a list of dates and locations of the Commission's sittings in the past year:

*36th sitting:* May 14-15, 1984  
Montréal

*37th sitting:* June 18-20, 1984  
Salluit and Umiujaq

*38th sitting:* August 29, 1984  
Bromont

*39th sitting:* October 1-3, 1984  
Kuujjuaq and Kangiqsualujjuaq

*40th sitting:* November 20-21, 1984  
Québec City

*41st sitting:* January 29-30, 1985  
Montréal

*42nd sitting:* March 11-13, 1985  
Kuujjuarapik



\*George Kauki replaced Eli Weetaluktuk in the course of the year.

## Activities of the Commission for the year 1984-1985

As was the case last year, the vast majority of projects submitted to the Commission were designed to improve the quality of life in the Inuit communities. The Commission reviewed and approved a number of municipal infrastructure projects, including several airstrips, wastewater treatment systems, dumpsites and fuel depots. In its review of these projects, the Commission attempted to ensure that the proposed infrastructures were well integrated into the community and that they would effectively serve to improve the quality of life of the residents of the communities affected.

The Commission also completed its review of the project to relocate a portion of the population of Kuujjuarapik to the future community of Umiujaq. This is a major project in Northern Québec and the first time that a completely new community has been reviewed by the Commission.

In addition, the Commission reviewed a project to remove caribou carcasses from the banks of the Caniapiscaw River following the disaster that occurred in late September when approximately 10,000 caribou drowned while attempting to swim across the river. This project, which followed the initial clean-up of the carcasses, was a local initiative designed to rid the region of as many carcasses as possible while simultaneously creating local employment at the same time.

Finally, the Commission reviewed a proposal to temporarily close the mining operations in Asbestos Hill and Deception Bay.

Other activities carried out in the course of the year include the completion of the Commission's report to the Deputy Minister of Environnement Québec on the Great Whale hydro-electric project, a preliminary review of the SEBJ and Hydro-Québec reports on the future of the ecological monitoring of the La Grande Complex and the participation of several members in the first Kativik Environment Conference.

### *Solid and liquid waste disposal sites*

The Kativik Regional Government, acting on behalf of each municipality, is the proponent for the relocation of solid waste disposal sites and the establishment of liquid waste disposal and treatment sites in the Northern communities.

New dumpsites have now been reviewed and approved by the KEQC for most of the Northern municipalities with the exception of Quaqtaq, Povungnituk and Kuujjuarapik. Wastewater treatment systems for all municipalities with the exception of Kuujjuarapik have also been reviewed and approved. The Commission is pleased that the construction and operation of these solid and liquid waste disposal sites will provide an improved quality of life and better sanitary conditions in each of the communities affected.

### Solid waste disposal sites

*Inukjuak:* The relocation of the solid waste disposal site in Inukjuak was submitted to the Commission for review and approval. The Commission decided to approve the dumpsite as proposed, subject to the condition that the draining ditches around the site drain into a basin adjacent to the village.

*Ivujivik:* The Commission reviewed and approved the relocation of the dumpsite in Ivujivik as proposed by the proponent.

*Akulivik:* The relocation of the dumpsite in Akulivik was approved by the Commission as submitted. However, the KEQC noted that the leachate from the proposed dumpsite would drain into a basin different from the one for the proposed liquid waste disposal site, thus contaminating two different water bodies, namely the Illukotat River and the bay. In view of the fact that the Illukotat River is used by the local inhabitants for fishing and other activities, the Commission was of the opinion that the location of the proposed biodisc should be re-evaluated and, if possible, located near the proposed dumpsite so that only one water body would be used. The KEQC made this recommendation in its decision.





**Kuujujaq:** After questioning the advisability of locating a dumpsite so far away from the village (approximately 8 km), the Commission decided to approve the project subject to the condition that the proponent ensure access to the site throughout the year.

**Kangirsuk:** As no problems were foreseen with the proposed location and design of the dumpsite, the KEQC approved the project subject to the conditions that: 1) the proponent ensure access to the site throughout the year and 2) in the event that new borrow pits are opened, the proponent notify the Direction régionale du Nouveau-Québec (DRNQ) beforehand so that it may apply the relevant regulations.

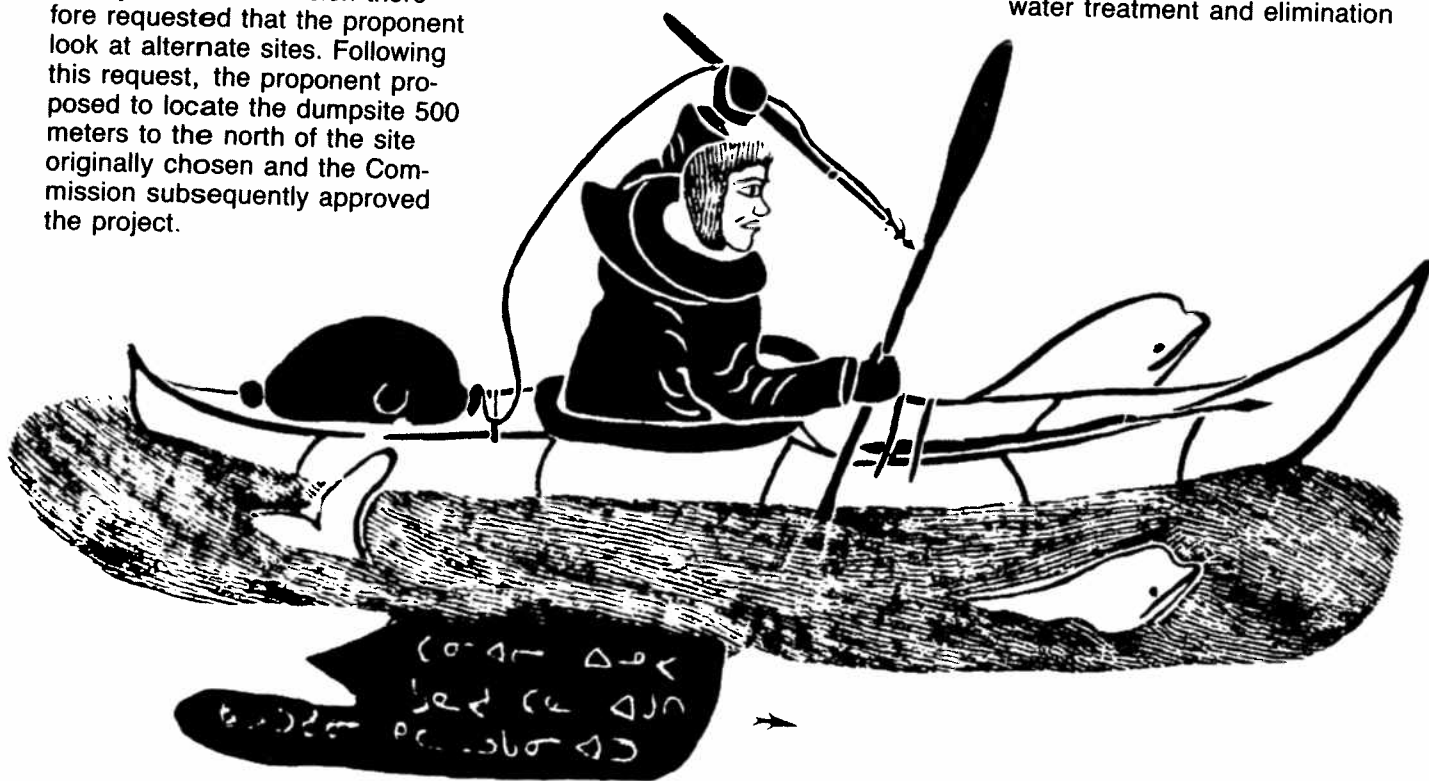
**Tasiujaq:** The Commission was concerned that the proposed dumpsite in this community was located too close to the village, thereby limiting the municipality's capacity to expand and creating possible pollution problems from smoke and debris that might be blown into the community. The Commission therefore requested that the proponent look at alternate sites. Following this request, the proponent proposed to locate the dumpsite 500 meters to the north of the site originally chosen and the Commission subsequently approved the project.

## Liquid waste disposal and treatment sites

**Tasiujaq, Kangirsuk and Kangiqsujaq:** In 1983-1984, the KEQC reviewed wastewater treatment and elimination projects for the majority of the Northern municipalities. With the exception of Tasiujaq, Kangirsuk and Kangiqsujaq, the KEQC decided not to subject the projects to the environmental and social impact assessment and review procedures. However, for the projects in these three communities, the KEQC was concerned that the proposed biodiscs were so near the communities that their discharges might pollute the receiving waters nearby. It therefore requested the Kativik Regional Government to demonstrate that the discharge from the biodiscs would not have a serious impact on the receiving waters (the bay or river adjacent to the communities). The Kativik Regional Government commissioned a study which was

undertaken by the Ecole Polytechnique de l'Université de Montréal. The study in fact concluded that the discharge from the biodiscs would have little or no impact because of the important dilution factor of the receiving waters. The Commission then decided to exempt these projects from the environmental and social impact procedures subject to the following safety measures: 1) that the proponent undertake a sampling program to evaluate the quality of the receiving waters following the establishment of the biodiscs, 2) that the proponent demarcate the zone of strong concentration of coliforms (zone in the immediate vicinity of the biodisc outflow) so as to prevent access to it by the public and 3) that the proponent establish a management plan relative to the flushing of the biodiscs in order to avoid, insofar as possible, conflicting uses of the bay and the beach by the population.

**Salluit:** As stated above, the Commission, in 1983-1984, decided to exempt the wastewater treatment and elimination



projects from the impact assessment procedures. However, the proponent submitted modifications regarding the location of the proposed biodisc in Salluit. The newly proposed location is in front of the community where the effluent is discharged into the bay which is used by the population for various activities. Since this new location generally assembles, from an environmental safety point of view, the ones proposed for Tasiujaq, Kangirsuk and Kangisujuaq, the KEQC objected this project to the same conditions as the ones in these three communities.

**Povungnituk:** The proponent (ERG) also submitted modifications regarding the proposed location of the future wastewater treatment plant in Povungnituk. In this case, however, the Commission determined that the newly proposed site would not cause any additional physical or social impacts. The Commission therefore decided to exempt the project from the procedures.

## Airstrips

Within the framework of a federal-provincial agreement, Transport Canada and Transports Québec have made plans to build eleven new airstrips in the North over the next few years. Transports Québec is the official proponent of these projects in terms of the environmental and social impact assessment and review of these projects.

Upon request by the Deputy Minister of Environnement Québec, the Commission issued guidelines for the physical and social impact studies for these projects in 1983. In 1984-1985 the Commission received and reviewed the impact studies for the proposed airstrips in Ivujivik, Salluit and Kangirsuk.

**Ivujivik:** The proposed project for the airstrip and associated infrastructures was submitted to the Commission for review in June 1984. The Makivik Corporation, through a contract with Transports Québec, produced the environmental and social impact studies for the project. The

Commission, after reviewing the project, decided to approve it as proposed, subject to the following conditions: 1) that an operational landing strip be available to the municipality at all times during the construction period and 2) that any blasting take place before September in order not to disrupt the migration pattern of marine mammals in the region.

The construction of the airstrip in Ivujivik subsequently started in the summer of 1984 and should be completed this year.

**Kangirsuk:** Near the end of its fiscal year the Commission received the impact study for the proposed airstrip in Kangirsuk. The Makivik Corporation was responsible for the preparation of the social impact study for this project. The Commission reviewed the impact study and, as it did not foresee any major impacts on the environment, approved the project as submitted, with the following conditions: 1) that the proponent submit to the KEQC the precise route of the airstrip access road and 2) that the proponent follow the existing regulations for sand and gravel pits relative to the sound level of the rock crushing operations. In the latter case, the Commission was concerned that the level of noise produced by the rock crushing operations would disrupt the people of the community, particularly at night.

In addition to these conditions, the KEQC issued several recommendations concerning several aspects of the project relating to Inuit training programs and job opportunities. The Commission was particularly concerned that programs for training Inuit agents for airport maintenance, radio communications and weather observation did not appear to have been established.



*Salluit:* The Commission reviewed the impact study for the proposed airstrip for Salluit at the same time as the airstrip for Kangirsuk. The same conditions as those for the Kangirsuk airstrip were imposed with one additional condition that in Salluit, the proponent must ensure that his project schedule will allow him enough time to construct an access road to the future dumpsite. The Commission therefore expects that the municipality, with the Kativik Regional Government, will take advantage of the presence of this work to build the access road and the dumpsite.

### Fuel Tanks

The Federation of Cooperatives of Northern Québec built fuel tanks in Akulivik and this project was submitted to the KEQC for its review and approval.

However, during its review the Commission was informed that the project had already been completed. It saw no useful purpose therefore in deciding whether or not to subject the project to the environmental and social impact assessment and review procedures. The Commission did note, however, that the proposed membrane of the foundation was not impermeable

as required by existing regulations. The Commission was concerned that extreme temperatures and soil conditions could cause the membrane to crack. The Commission therefore recommended to Environnement Québec that the proponent be required to establish a maintenance program for the membrane in order to reduce the effects of any possible oil spills. It also expressed its disapproval of the proponent's building of the tanks without the appropriate environmental authorizations. Finally, the Commission recommended that Environnement Québec inspect the tanks to ensure that they were built according to existing regulations.

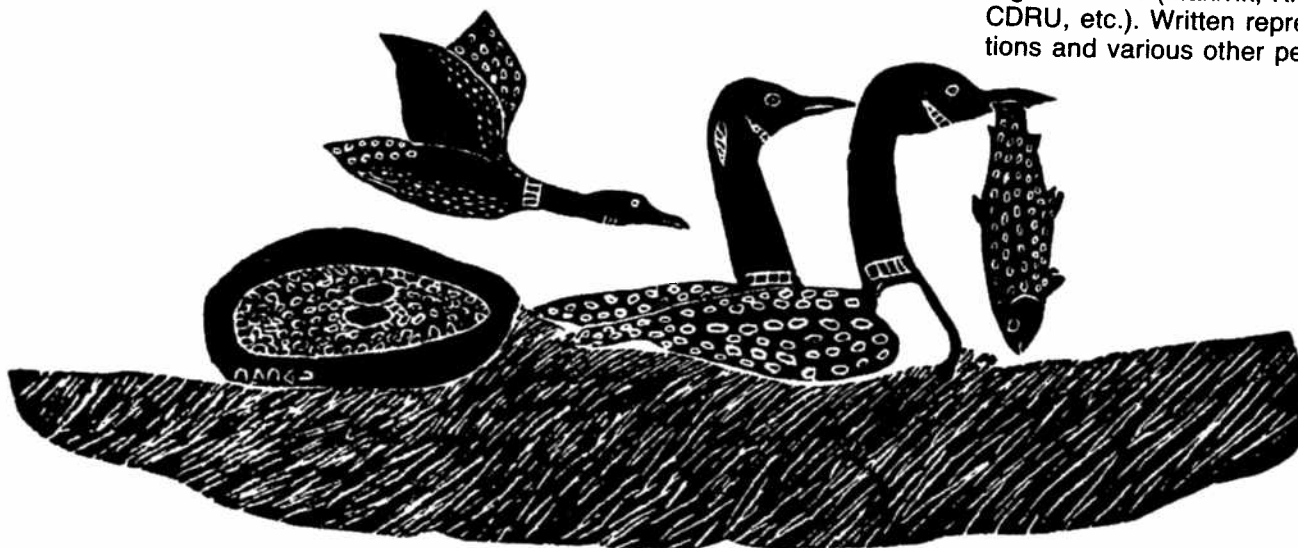
### The creation of the future community of Umiujaq

The Commission completed its review of the proposed master plan and impact study for the future community of Umiujaq. The relocation of a substantial number of Inuit from Kuujjuarapik to Umiujaq is provided for in the James Bay and Northern Québec Agreement. On November 2, 1982, the Inuit of Kuujjuarapik

voted in favour of relocating and on February 22, 1984, the Richmond Gulf Relocation Agreement was signed. This Agreement established a Relocation Steering Committee (CDRU) composed of a representative from the Government of Québec and three Inuit representatives working for the SAGMAI but appointed by the Kativik Regional Government, the Makivik Corporation and the Municipal Corporation of Kuujjuarapik. The CDRU is the project proponent and is responsible for implementing the relocation to Umiujaq according to the terms of the Relocation Agreement. Guideline recommendations for the environmental and social impact study for the project were prepared by the KEQC in 1983.

In June 1984, the Commission had the opportunity of visiting the site of the future community and met with the proponent and his consultants. At this meeting the Commission also reviewed the preliminary impact study and master plan.

The Commission received the final master plan and impact study in March 1985 and soon thereafter held a meeting in Kuujjuarapik to consult with the Municipal Corporation of Kuujjuarapik and several other interested organizations (Makivik, KRG, CDRU, etc.). Written representations and various other pertinent



reports were also submitted to the Commission by several other organizations and Québec Government departments.

Following this meeting and several other exchanges with the KEQC, the CDRU later submitted an addendum to the final master plan and impact study. The Commission based its decisions and recommendations on the final master plan and impact study, taking into consideration various other written and oral presentations from various groups. These decisions and recommendations are contained in the Commission's report to the Deputy Minister of Environnement Québec titled *Development project for the village of Umiujaq: Decision of the Kativik Environmental Quality Commission* (May 1985).

In this report, the Commission approved the project as submitted by the proponent but subjected it to various conditions

with the objective of providing an acceptable quality of life and ensuring the long-term viability of Umiujaq and Kuujjuarapik while reducing the negative impacts and obtaining maximum benefits from the positive ones. A few of the major conditions imposed by the Commission are: 1) that the village be served by piped water distribution and wastewater removal systems. It appeared obvious to the Commission that piped systems offer a better guarantee of health and hygiene for the population as well as being more economical in the long term, 2) that a new site be chosen for the permanent tank farm. The present location of the tank farm is unacceptable because its proximity to the school and the village center is a safety hazard (risk of leaks, fire, etc.) and affects the population's quality of life.

The Commission also issued several recommendations that include the following: 1) that measures be taken to introduce single-family dwellings and other types of housing in Umiujaq, 2) that the organizations with jurisdiction over the region's

resources provide financial assistance to the Anguvigak Corporation for the management of the region's resources, 3) that the Government of Québec maintain municipal status for Kuujjuarapik and, once the community of Umiujaq is established, give it municipal status, 4) that the Government of Québec continue to maintain community services and programs in Kuujjuarapik in the same manner as in the other municipalities north of the 55th parallel and 5) that the responsible organizations evaluate the problems related to the very small amount of Category I and II lands in Kuujjuarapik in order to propose appropriate solutions.

### *The removal of caribou carcasses from the Caniapiscou River area*

In September 1984, the carcasses of approximately 10,000 caribou were found along the banks of the Caniapiscou and Koksoak Rivers, downstream from Limestone Falls where they had drowned while crossing the Caniapiscou River. The major remedial measure decided upon at the time was to remove the carcasses a short distance from the river banks with the assistance of helicopters. This initial clean-up operation was funded by Environnement Québec and conducted by an emergency clean-up committee composed of representatives from the local and regional organizations.

In January 1985 the Tuktu Assistance Corporation submitted a project proposal to recuperate the caribou carcasses for their subsequent sale to processing companies in the South as a means of making soap and animal feed products. A primary objective of this project was to create local employment.



The Commission reviewed the project and initially recommended several measures to ensure that the project would be sound from an environmental point of view. These initial recommendations included the following: 1) that no caribou carcasses remain in Kuujuaq after April 30, 1985, 2) that all materials and equipment, including fuel barrels, be removed from the campsites by May 15, 1985, 3) that the proponent recuperate all the carcasses from each site that he exploits rather than only recuperating some of the carcasses from several sites and 4) that the municipality of Kuujuaq be maintained in a sanitary state and that the project be in compliance with all other pertinent laws and regulations. After various exchanges with Environnement Québec and the proponent, the project proposal was resubmitted by the Tuktu Assistance Corporation so as to include the KEQC's recommendations. The Commission reviewed the amended proposal and subsequently decided to exempt the project from the impact assessment and review procedures.

### *The temporary closing of the mining activities in Asbestos Hill and Deception Bay*

The Commission was asked to review a project by the Asbestos Corporation concerning the temporary closure of the mining and related activities in Purtunig and Deception Bay. The Commission had to decide whether or not to submit this project to the impact procedures. This project is still under review.

### *The Commission's report on the proposed Great Whale hydroelectric complex*

The KEQC completed its report to the Deputy Minister concerning the proposed Great Whale Complex in April 1985. The report titled *The Great Whale Complex: Comments on the impact study* reviews the impact study produced by Hydro-Québec. Using the Great Whale Complex as an example, the report proposes ways of improving upon the

quality of impact studies for large-scale projects submitted to the Commission. It develops an approach which, while linked to the environmental regime applicable to Northern Québec, should provide for more cohesive relations between the multitude of intervenors in the evaluation of large-scale projects.

The construction of the Great Whale Complex as well as the impact assessment and review procedure relative to it has been postponed for an indefinite period of time.

### *The future of the ecological monitoring of the La Grande Complex*

In the course of the year, the Commission received a request from the Deputy Minister of Environnement Québec to review and comment on two reports related to the future of ecological monitoring of the La Grand Complex. The reports are 1) *Rapport d'étape du réseau de surveillance écologique (SEBJ)* and 2) *Programme de suivi environnemental: Horizon 1984-1986* (Hydro-Québec). As a detailed report containing specific recommendations from the SEBJ on the continuation of ecological monitoring for the La Grand Complex should be available in the near future, the Commission has decided to review this latter report before issuing any recommendations.



## *Information and consultation*

The Commission organized its meetings in the North to discuss its activities with municipal corporations and to answer any questions they might have related to the environmental and social impact assessment and review procedures. This year, the Commission had the opportunity to meet with the municipal councils of Kuujuarapik and Salluit. The Commission also, on numerous occasions, met with proponents of projects to discuss the application of the impact procedures and help them in their planning of the impact studies.

Many members of the Commission participated in the first Kativik Environment Conference which was sponsored by the Kativik Regional Government and held in Kuujuaq on December 10-12, 1984. The KEQC Chairman, Peter Jacobs, was the chairman of this conference and two other KEQC members, Bernard Arcand and Daniel Berrouard, each chaired a plenary session. Project proponents, government officials, academics and Inuit leaders assembled at this conference to shed light on some of the important environmental issues facing Northern Québec.

## *Finances for 1984-1985*

Travel expenses and the remuneration of the members of the Commission are paid by the appointing parties. Secretarial services, including a part-time Secretary, are provided by the Kativik Regional Government as a result of a contract between that organization and Environnement Québec. The expenses for the Secretariat of the Commission for the year ended March 31, 1985, were as follows:



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KEQC Secretariat  
Statement of Revenue and Expenditure  
for the Period of  
April 1, 1984 to March 31, 1985

*Revenue*

Ministère de l'Environnement	<u>\$45,000</u>
<i>Total revenue</i>	45,000

*Expenses*

Salaries	\$16,715	
Fringe benefits	1,156	
Housing charges	6,150	
Employer's contribution	1,149	
Transportation and travel expenses	6,095	
Publications and memberships	6,422	
Administrative charges paid to KRG and others	9,600	
Office equipment and supplies	1,513	
Others	<u>480</u>	
<i>Total Expenses</i>		<u>49,280</u>
Excess of expenditures over revenue		(4,280)
Accumulated deficit—beginning of year		<u>(675)</u>
Accumulated deficit—end of year		<u><u>(\$4,955)</u></u>