Mining Association of Canada Towards Sustainable Mining

Post-Verification Review Report: BHP (Ekati)

12th Meeting of the Community of Interest Advisory Panel

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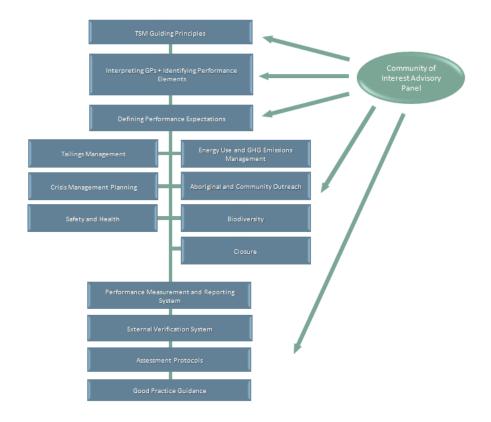


1 Introduction

This report presents the results of the MAC Community of Interest Advisory Panel (COI Panel) post-verification review of BHP Billiton Diamonds Inc. – EKATI Diamond Mine. Section 2 of the report provides important background on MAC's TSM initiative, the TSM external verification system, and the COI Panel's role in external verification. Section 3 outlines the post-verification review process and questions agreed to by the COI Panel. Section 4 details the companies' responses to these questions, and the ensuing discussion between the COI Panel and the companies. Section 5 discusses key learnings from the third post-verification review. A list of all referenced web-links is provided in **Annex 1**.

2 About the Towards Sustainable Mining (TSM) Initiative

Launched in 2004, the Mining Association of Canada's (MAC) *Towards Sustainable Mining* (TSM) initiative aims to enhance the mining industry's reputation by improving its environmental, social and economic performance. Participation in TSM is a condition of membership in MAC, and requires that members subscribe to a set of guiding principles that are backed by specific performance indicators against which member companies must report. Performance measurement protocols have been developed for tailings management, energy use and greenhouse gas (GHG) emissions management, external outreach and crisis management planning. Additional performance elements addressing biodiversity and safety and health are currently under development, and the external outreach protocol has been amended to include Aboriginal relations (now referred to as Aboriginal and community outreach).





TSM is spearheaded by the TSM Governance Team, a committee led by MAC's Board of Directors. Within each member company, TSM is supported by internal representatives called Initiative Leaders. Committees of MAC members lead the development and refinement of performance indicators and technical guidelines for implementing TSM. Also as part of the TSM initiative, MAC's Board of Directors initiated the Community of Interest Advisory Panel (COI Panel), a multistakeholder group whose mandate is to help MAC members and communities of interest improve the industry's performance, to foster dialogue between the industry and its communities of interest, and to help shape TSM goals. The COI Panel meets twice a year, and held its founding meeting in March 2004. The COI Panel terms of reference, a current list of COI Panel members, and meeting agendas and minutes can be found on MAC's website (see **Annex 1**).

2.1 Measurement and Reporting

Every year, MAC members self-assess their performance against a series of specific performance indicators in the areas of tailings management, energy use and GHG emissions management, external outreach, and crisis management planning:

1. Tailings management policy and commitment systems 1. Energy use management systems 1. Community of 1. Crisis management preparedness 1. Community of 1. Crisis management preparedness 1. Interest preparedness 2. Review 2. Tailings management system 2. Energy use reporting systems 2. Effective COI 3. Training engagement and dialogue accountability and responsibility for 4. Greenhouse gas emissions 4. Reporting 4. Annual tailings management systems 5. Operation, management surveillance (OMS) manual 6. Greenhouse gas emissions intensity	TAILINGS MANAGEMENT	ENERGY USE AND GHG EMISSIONS MANAGEMENT	EXTERNAL OUTREACH	CRISIS MANAGEMENT PLANNING
	policy and commitment 2. Tailings management system 3. Assigned accountability and responsibility for tailings management 4. Annual tailings management review 5. Operation, maintenance and surveillance (OMS)	management systems 2. Energy use reporting systems 3. Energy intensity performance target 4. Greenhouse gas emissions management systems 5. Greenhouse gas emissions reporting systems 6. Greenhouse gas	Interest Identification 2. Effective COI engagement and dialogue 3. COI response mechanism	preparedness 2. Review

Detailed assessment protocols in each of these areas provide guidance to assist companies in their self-assessments and to facilitate the consistency of self-assessments within and across companies. These protocols are available on MAC's website (see **Annex 1**).

For tailings management, energy use and GHG emissions management, and external outreach, the detailed protocols identify five levels of performance (from Level 1 to Level 5) for each indicator, and assessments are conducted for each Canadian operating facility. For crisis management planning, the assessor is required to determine whether the criteria of each indicator are met and to provide a yes/no answer, and to assess each indicator for the company's corporate office, as well as for each of the Canadian operating facilities.

MAC released its fifth TSM Progress Report in September 2009, which is available online (see **Annex 1**). The report provides the overall TSM performance results for the four elements outlined above, and also includes detailed company-specific performance results.



2.2 TSM External Verification System

In the first two years of TSM reporting (2004 and 2005 reports), the results published in the TSM Progress Reports were based on company self-assessments against the four sets of performance indicators. This first step allowed MAC member companies to familiarize themselves with the TSM indicators and the reporting process. Verification of TSM results was added starting with the 2006 report to assure MAC members and their communities of interest that reported results are consistent and accurate. As a result, the TSM initiative includes an external verification system to verify that MAC members' self-assessments reflect actual company performance, to assist members in developing the capacity to monitor and self-assess TSM implementation, and to ensure that MAC members and their communities of interest can rely on the reported results.

The TSM verification system involves a layered approach. Three elements combine to give MAC members and their communities of interest confidence in the integrity of reported company performance:

- Verification of company self-assessments by an external verifier;
- Letter of assurance from a CEO or authorized officer confirming the verified results (to be published on MAC's website); and
- Annual post-verification review of two or three member companies' performance by the COI Panel.

The verification system was implemented for the first time in 2007 with ten MAC members externally verifying their 2006 self-assessment results. In 2008 companies began verifying their self-assessment results on a rotating three-year basis, with one-third of members externally verifying their results each year. New MAC members have three years to fully implement the self-assessment and external verification system.

Of the 17 companies that reported 2008 TSM performance results for the 2009 TSM Progress Report, three underwent external verification. See **Annex 2** for a list of companies that verified their 2006, 2007 and 2008 TSM Results.

More information on the TSM external verification system, including terms of reference for verification service providers, can be found on MAC's website (see **Annex 1**).



3 COI Panel Post-Verification Review Process

Prior to the first post-verification review in 2007, the Panel agreed that the purpose of the review is to:

- Lend public credibility to the TSM results by improving TSM (including the verification process);
- Highlight deficiencies and best practices;
- Bring cohesiveness in the application of the self-assessment and verification;
- Drive continued performance improvements; and
- Determine whether the member companies are finding the verification process useful.

The Panel selected BHP Billiton Diamonds Inc. – EKATI Diamond Mine and IAMGOLD for the September 2009 post-verification review. Due to logistical constraints, IAMGOLD was unable to attend the Panel's post-verification review in September 2009, so its review was postponed to the March 2010 Panel meeting and will be reported separately.

At its March 2009 meeting, the Panel discussed improvements to the post-verification review process that would benefit both the Panel and the companies undergoing the review by providing clearer terms for the review, more specific questions and more timely requests for information. The Panel agreed to improvements in both the content and the process (timing of steps) for the September 2009 review, including:

- Using a set of standard guidelines for companies undergoing post-verification review, including a menu of the background information for the Panel;
- Providing the guidelines and request for background information to the selected companies;
- Formulating more specific questions for the companies to use in preparing their postverification review presentations; and
- Requesting the companies to submit their post verification presentation and supporting information in time to be included in the Panel meeting materials.

The Panel Post-Verification Review Working Group prepared guidelines for background information that were submitted to BHP Billiton Diamonds Inc. for the September 2009 post-verification review. EKATI's written response to the guidelines was circulated to Panel members and also included in the Panel briefing book. Panel members did not respond to a request to identify more specific questions for EKATI for the September 2009 post-verification review. EKATI's responses to the Post-Verification Review Guidance Document are provided with this report under separate cover.

This report summarizes the information provided by the company in its post-verification review; provides the panel discussion on the presented information; and identifies (<u>using underlined text</u>) Panel requests for further information where presenters were not able to answer specific questions. The Initiative Leader for EKATI was sent a formal request to address the outstanding questions in October 2009. Their responses are provided in **Annex 3** of this report.



4 Results of the COI Panel 2009 TSM Post-Verification Review

4.1 BHP Billiton Diamonds Inc. – EKATI Diamond Mine Post Verification Review

Eric Denholm, Superintendent – Traditional Knowledge and Permitting, and Karl Schubert, Manager – Health Safety Environment and Community and the new Initiative Leader for EKATI, gave EKATI's post-verification review presentation. EKATI's verifier, BSi Management Systems, was unable to attend the meeting. A summary of the presentation and the COI Panel's ensuing discussion is provided below.

CONTEXT

The EKATI Diamond Mine, the first in Canada, started production in 1998. The mine is located in the central Arctic tundra in the Northwest Territories and consists of six open pits and three underground mines, with a plant feed of 12,000+ tonnes per day and an expected lifespan to 2021. The mine is accessible by air and winter road, and is located on a caribou migration route. The mine has a caribou monitoring program and documents the number and behaviour of caribou crossing the site. This information is fed into other (external) caribou management initiatives led by the Government of the Northwest Territories and community groups.

There are four affected Aboriginal groups in the vicinity of the mine, and the company has Impact Benefit Agreements (IBAs) with each of them. The company supports a number of joint ventures with Aboriginal groups; one example is with the North Slave Métis Alliance (NSMA) to provide camp services.

At any one time there are approximately 600 employees onsite. Employees in operations primarily work two weeks on/two weeks off and on-site support staff primarily work 4 days on/3 days off.

Processing kimberlite to extract diamonds is a physical/mechanical separation process. Since there is no chemical processing component, the mine does not have typical mine tailings and the risk of metal leaching is much lower than with other mining and processing. The waste product consists of kimberlite (which is either sandy or slimy in texture) and granite. Coagulant and flocculant are added in the plant to help these solids settle out, and these tailings are stored in the Long Lake Containment Facility.

Panel Discussion

The Panel asked several questions about the mine and how it operates. These questions are summarized below:

- How long does the winter road last? The winter road lasts eight-nine weeks. The mine also receives supplies via one-three Hercules flights/week, depending on the winter roads. The mine runs on diesel fuel, which must be brought onto the site.
- Was an alternative to diesel fuel ever considered as the main energy source for the mine? At the time the project was permitted and reviewed, diesel fuel was the only option considered. For newer developments, the use of hydroelectric power is being explored.



- How have karats/tonne and the quality of the diamonds changed over time? The kimberlite pipes in the first pits that were mined were of exceptional quality. Those being mines today produce good grades, but are not of the same calibre.
- How far away is the nearest community? The nearest community is 250km southwest of the mine, and consists of a few hundred Tlicho people.
- When will surface reclamation of the open pits be conducted, and will the waste rock be placed back in the pits? For safety reasons, surface reclamation of the pits will occur after underground mining is complete. The waste rock will not be returned to the pits. The waste rock storage areas are built to be permanent features of the landscape, and are returning to permafrost conditions. The pits will be filled with water from local lakes over a 12-14 year period at a rate that does not draw down the source lakes.
- Will the Long Lake Containment Facility be reclaimed? Certain cells of the containment facility
 will consist of processed kimberlite and some vegetated cover, and others will continue to be
 ponds. The company continues to explore what types of vegetation will grow on processed
 kimberlite.
- Are local communities supportive of the closure plan? All management plans go through the Wek'eezhii Land and Water Board, a community-based board that includes a transparent public review process. A conceptual reclamation plan was part of the project approval.
- Is there evidence of significant caribou population collapse taking place? The information that EKATI collects on caribou numbers and behaviour is fed into other (external) caribou management initiatives led by the Government of the Northwest Territories and community groups. These organizations would have a better understanding of the overall status of caribou populations in the north. The mine site is not located on unique caribou habitat.



CORPORATE APPROACH TO SUSTAINABILITY

The BHP Billiton world-wide Charter and Sustainable Development Policy provide the context for all decision-making in the company and lay the groundwork for how the company manages its operations. The Corporate Health, Safety, Environment and Community (HSEC) Protocols specify performance requirements, and address issues related to tailings, community relations, energy use and greenhouse gas emissions, and emergency preparedness, among others. These protocols are supported by internal (facility-level) operating plans, and internal HSEC audits. There are also several organizations that provide an external HSEC review function, including:

ORGANIZATION	FUNCTION
Wek'eezhii Land and Water Board	 Community-based board originating from Tlicho Agreement Water licences, land use permits Water use, waste deposition, monitoring plans, management plans, reclamation security
Department of Fisheries and Oceans (DFO)	 Fisheries Act Authorizations and Compensation Plans Research permits
Indian and Northern Affairs Canada	Land leasesWater and land inspections
Government of the Northwest Territories	Wildlife, air quality, socio-economic
Independent Environmental Monitoring Agency (IEMA)	 Watchdog on EKATI and regulatory agencies Directors appointed by communities/government/BHP Billiton
Environment Canada	Pollutant release reporting



Crisis Management Planning Assessment

TSM RESULTS AND LESSON LEARNED

EKATI's verified 2008 TSM results are provided below, as presented in the 2009 TSM Progress Report. Note that the indicators for tailings management, energy use and GHG emissions management, and external outreach are assessed on a scale of "Level 1" (lowest) to "Level 5" (highest), and crisis management planning assessments are based on "yes/no" responses.

BHP Billiton Diamonds Inc. Crisis management preparedness Review Training Corporate Νo No Yes **EKATI Diamond Mine** No Yes Nο External Outreach Assessment BHP Billiton Diamonds Inc. 5 ASSESSED LEVEL 2 **EKATI Diamond Mine** COI response mechanism Community of interest (COI) identification Effective COI engagement and dialogue Reporting Energy Use and GHG Emissions Management Assessment BHP Billiton Diamonds Inc. 5 ASSESSED LEVEL 2 **EKATI Diamond Mine** Energy use management systems GHG emissions management systems Energy use reporting systems GHG emissions reporting systems Energy intensity performance targets GHG emissions intensity performance targets Tailings Management Assessment BHP Billiton Diamonds Inc. 5 ASSESSED LEVEL 3 **EKATI Diamond Mine** Tailings management policy and commitment Annual tailings management review Tailings management system OMS manual Assigned accountability and responsibility for tailings management



EKATI also provided a summary of their TSM performance over the last three years, including self-assessment and verified results for 2006 and 2008. The verifier for both 2006 and 2008 TSM results was BSi Management Systems, and in 2008 TSM verification was combined with ISO 14001/9001 audits. EKATI's 2006, 2007 and 2008 TSM results are provided below.

			2008		2007		2006	
	Assessment Criteria	Self	Verified	Self	Verified	Self	Verified	
	Corporate: Preparedness	Υ	N	N	NA	3	N	
r z	Corporate: Review	Υ	N	N	NA	4	N	
Crisis management	Corporate: Training	Υ	Y	N	NA	5	N	
Cri	Facility: Preparedness	Υ	N	N	NA	3	N	
E	Facility: Review	Υ	N	N	NA	2	N	
	Facility: Training	Υ	Υ	N	NA	2	N	
	Energy use mgmt systems	4	5	5	NA	5	5	
GHG	Energy use reporting systems	5	5	5	NA	5	5	
∞	Energy intensity performance target	4	4	5	NA	3	3	
Energy	GHG emissions mgmt systems	4	5	5	NA	5	5	
E	GHG emissions reporting systems	5	4	5	NA	5	4	
	GHG emissions intensity performance target	5	3	5	NA	3	3	
	Tailings management policy and commitment	3	3	4	NA	3	3	
gs	Tailings management system	3	2	3	NA	3	2	
Tailings management	Assigned accountability and responsibility	3	3	4	NA	4	4	
Ta	Annual tailings management review	2	2	2	NA	1	2	
	OMS manual	2	2	2	NA	2	2	
_	COI identification	4	5	4	NA	5	5	
Outreach	Effective COI engagement and dialogue	4	4	3	NA	3	2	
Lt.	COI response mechanism	4	5	4	NA	4	2	
	Reporting	3	3	4	NA	4	4	

It was noted that the 2006 crisis management results were assessed on a scale of level 1-5, but should have been assessed based on "yes/no" responses.



Self-assessment and verified 2008 TSM results for each performance area, as well as any reasons for differences between the two assessments, are provided below.

ASSESSMENT CRITERIA	SELF	VERIFIED	REASON FOR DIFFERENCE
CRISIS MANAGEMENT PLANNING*			
Corporate: Crisis management preparedness	Υ	N	1.6 changes not page-dated
Corporate: Review	Υ	N	2.3 not clear re. change in business 2.6 not clear re. 2-month training window
Corporate: Training	Υ	Υ	
Facility: Crisis management preparedness	Υ	N	1.5 changes not page-dated 1.11 annual meeting with external ERT's
Facility: Review	Υ	N	2.2 update for changes in external contacts 2.6 not clear re. 2-month training window
Facility: Training	Υ	Υ	
ENERGY & GHG			
Energy use management systems	4	5	5.1 supply chain policy in place
Energy use reporting systems	5	5	
Energy intensity performance target	4	4	
GHG emissions management systems	4	5	4.2 mgmt system internally verified
GHG emissions reporting systems	5	4	5.1 emissions reporting not externally verified
GHG emissions intensity performance target	5	3	4.3 intensity not reported as t/karat 5.2 intensity reporting not externally verified
TAILINGS MANAGEMENT			
Tailings management policy and commitment	3	3	
Taillings management system	3	2	3.1 no gap analysis against MAC TMG
Assigned accountability and responsibility	3	3	
Annual tailings management review	2	2	
OMS manual	2	2	
EXTERNAL OUTREACH			
Community of interest identification	4	5	5.1 COI's can identify other COI's
Effective COI engagement and dialogue	4	4	
COI response mechanism	4	5	misreported "4"
Reporting	3	3	

^{*}Note: Based on the advice of the verifier, the company changed how it defines "corporate". In 2008, the definition of corporate was BHP Billiton Diamonds Inc. (Yellowknife). In 2009, the definition of corporate will be the corporate functions of BHP Billiton.



EKATI discussed the strengths of the TSM self-assessment and verification process, and identified challenges and areas for improvement:

Strengths:

- Outside calibration against the TSM benchmarks
- Brings experience and advice based on observations of other management systems
- Maintains commitment and support to MAC TSM
- Combined with ISO audits to save costs

Challenges/areas for improvement:

- Overlaps with corporate imperatives and intensive corporate audits
- Verification process and post-verification interview "another review process"
- Possible public/COI scepticism around an industry self-assessment process

EKATI identified current activities and/or next steps in each of the performance areas:

- Crisis Management Planning an update of the crisis management plan was completed in 2009.
- Tailings Management further work will be done to provide better cross-referencing of EKATI's systems against the MAC Tailings Management Guide for future verifications; a review of the containment facility was carried out in 2009 as a part of regular planning processes.
- Energy Use and GHG Emissions Management the facility's ratings are unlikely to increase in 2009 as external verification of data is not scheduled.
- External Outreach improvements to the reporting and tracking of issues was implemented in 2009 and should result in maintaining a high rating in 2009.

In closing, EKATI reiterated that corporate standards are used to drive HSEC performance improvements at EKATI, and while TSM is a useful process it does not serve this function directly. Also, it was noted that corporate standards overlap with TSM protocols but may express the requirements differently. As a result, some of the TSM verification comments relate to mapping EKATI's management processes to MAC protocols, and not to deficiencies in how issues are managed. Finally, EKATI commented that as an industry self-initiative, TSM may get a mixed reception from external COI's.

Panel Discussion

A MAC member of the Panel asked how EKATI progressed from self-assessing "no's" in 2006 to "yeses" in 2008 for the crisis management planning indicators. EKATI noted that a crisis manual was put in place.

On energy use and GHG emissions, a Panel member inquired as to whether EKATI is an energy intensive operation. EKATI responded that significant amounts of diesel are used onsite, but that the transition from open pit to underground mining has resulted in energy use reductions.

A Panel member asked how EKATI improved performance on external outreach between 2006 and 2008. EKATI agreed to follow up with an answer to this question.

Several Panel members, including MAC and external members, commented that they thought the verifier had been unduly harsh in some of its assessments, and that the resulting assessment



could send the wrong message. For example, the verifier dropped EKATI's score on "Preparedness" for crisis management planning, not because EKATI does not have a crisis management plan but because the plan was not page dated. However, without this context, a reader who saw that EKATI received a "no" for this indicator would be led to believe that no crisis management plan was in place. A Panel member suggested that a system of corrective action requests (CARs) could be put in place to allow facilities to quickly address easy fixes, such as page dating, and obtain a score that more closely reflects the intent of the indicators (e.g. having a crisis management plan in place).

The concern was raised that there may be considerable variation in how rigorously different verifiers are applying the assessment criteria, and that some companies may be assessed more harshly than others.

A Panel member questioned whether there is a correlation between performing well on the TSM indicators and having Impact Benefit Agreements (IBAs) in place. It would be interesting to know to what extent IBAs bear on a company's performance.

Another Panel member asked how much awareness there is at the "shop floor" level of the TSM program and EKATI's TSM performance. EKATI noted that the company's HSEC management systems and protocols (some of which overlap with TSM) drive performance more so than TSM, so knowledge of and communications on TSM are lower than for this corporate-driven initiative. A MAC Panel member commented that expecting the people on the "shop floor" to understand all of the numerous management systems in place at a company is not realistic, but that each person should know his/her own role and responsibility within that system.



5 Key Learnings from the 2009 Post-Verification Review

Expanding TSM communications is a crucial next step in TSM: Communicating more widely about TSM and member companies' TSM performance will extract more value from TSM and increase its profile.

Involving MAC Board members: There may be value in having the MAC board member of the company that is undergoing the post-verification review attend and participate in the post-verification review meeting.

More work is needed to ensure that verification service providers (VSPs) are being consistent in their application of the protocols to the verification process. The rigour with which different VSPs are applying the protocols to the verification process may vary. EKATI's verifier was very stringent about verifying against each bullet for each indicator, and lowered scores for what were deemed by some members of the Panel to be minor infractions that are not material to the spirit and intent of the indicators (e.g. a document not being page-dated). A Panel member suggested that a system of corrective action requests (CARs) could be put in place to allow facilities to quickly address easy fixes, such as page dating, and obtain a score that more closely reflects the intent of the indicators (e.g. having a crisis management plan in place).



Annex 1: Weblinks

COI Panel Information:

www.mining.ca/www/Towards_Sustaining_Mining/Community_of_Interest_Panel/Community_of_Interest_Panel.php

Detailed Assessment Protocols:

 $\underline{www.mining.ca/www/Towards_Sustaining_Mining/Performance_Indicators/index.php}$

2009 TSM Progress Report:

www.mining.ca/www/Towards_Sustaining_Mining/index.php

TSM External Verification System Information:

 $\underline{www.mining.ca/www/Towards_Sustaining_Mining/External_Verification/Introduction.php}$



Annex 2: List of Companies That Verified Their TSM Results

2006 Results

Albian Sands Energy Inc.

BHP Billiton Diamonds Inc.

Breakwater Resources Ltd.

CVRD Inco Limited¹

Diavik Diamond Mines Inc.

HudBay Minerals Inc.

Inmet Mining Corporation

Iron Ore Company of Canada

Suncor Energy Inc.

Syncrude Canada Ltd.

Teck Cominco Limited

2007 Results

ArcelorMittal Mines Canada
Barrick Gold Corporation (partial)
Syncrude Canada Ltd.
Teck Cominco Limited (partial)
Xstrata Copper Canada
Xstrata Nickel
Xstrata Zinc Canada

Note: Barrick Gold and Teck Cominco had a sample of their facilities verified.

2008 Results

BHP Billiton Diamonds Inc. – EKATI Diamond Mine IAMGOLD Inmet Mining Corporation



¹ Verified results do not include Voisey's Bay Nickel, a new reporter within CVRD Inco

Annex 3: Answers to Outstanding Questions

BHP Billiton Diamonds Inc. - EKATI Diamond Mine

1. A Panel member asked whether the company is able to mine lower grade now because the value of the output has exceeded the capital sunk into the first two pits. EKATI agreed to follow up with an answer to this question.

Each potential mining project (pit or underground) at the EKATI operation must support its own development capital and operating costs. This includes all operating costs associated with existing infrastructure such as the accommodations camp or the process plant. The potential new project is assessed according to its financial impact on the mining operation as a whole (i.e., EKATI with new project versus EKATI without new project).

2. A Panel member asked how EKATI improved performance on external outreach between 2006 and 2008. EKATI agreed to follow up with an answer to this question.

Response pending.

