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## A.16 – COMMUNITY VITALITY

### A.16.1 INTRODUCTION

The assessment of community vitality presented in Section 16 of the Proposal for the Casino Project (the Project) focussed on the communities of Selkirk First Nation (SFN) / Pelly Crossing, Little Salmon/Carmacks First Nation (LSCFN) / Village of Carmacks and City of Whitehorse. The Proposal determined that both beneficial and adverse residual effects could potentially occur as a result of the Project, mainly through contracted employment, mine staffing, and accommodations.

On January 27, 2015, the Executive Committee requested that Casino Mining Corporation (CMC) provide supplementary information for the Project (YESAB Project No. 2014-0002) to enable the Executive Committee to commence Screening. The Executive Committee considered comments from various First Nations, Decision Bodies and regulators on the adequacy of the Project Proposal in the preparation of the Adequacy Review Report (ARR). CMC is providing this Supplementary Information Report (SIR) to comply with the Executive Committee's Adequacy Review Report; CMC anticipates that the information in the SIR and Proposal, when considered together, is adequate to commence Screening.

The Executive Committee has three requests related to information presented in Section 16 Community Vitality of the Proposal submitted on January 3, 2014. These requests are outlined in Table A.16.1-1. Some responses require detailed technical information, data, and figures. Where necessary, this additional supporting information is provided as appendices to the SIR.

**Table A.16.1-1 Requests for Supplementary Information Related to Community Vitality**

Request #	Request for Supplementary Information	Response
R389	Rationale for the determination of high resilience as the context for possible effects to community vitality. In addition, provide a discussion on the implications of using a more conservative estimate of resiliency.	Section A.16.2.1.1 Appendix A.22F Socio-Economic Management Plan
R390	A plan for of how community well-being will be monitored, including: a. a clear definition of community wellbeing and community vitality, and how the community has been involved in the process of definition; b. indicators to monitor and evaluate the level of community well-being and vitality in each affected community; c. methods of monitoring each indicator; d. how the Proponent will communicate monitoring results; and e. any monitoring efforts outside of Pelly Crossing and Carmacks.	Section A.16.3.1.1 Appendix A.22F Socio-Economic Management Plan
R391	A description of how these suggested valued components can be incorporated into the Project's management, effects monitoring, and community involvement.	Section A.16.4.1.1

**Notes:**

1. Request # refers to the assigned identification number in the YESAB Adequacy Review Report January 27, 2015 Prepared by Executive Committee Yukon Environmental and Socio-economic Assessment Board.
2. Response refers to the location of CMC's response to the YESAB request for supplementary information.

## A.16.2 METHODOLOGY

### A.16.2.1.1 R389

**R389. Rationale for the determination of high resilience as the context for possible effects to community vitality. In addition, provide a discussion on the implications of using a more conservative estimate of resiliency.**

The Proposal considers “resilience” as the ability of communities in the Local Study Area (LSA) to respond to changes and impacts from the Project. Gibson and Klinck (2005) suggest that while communities with high resilience experience project impacts, they are better able to buffer and manage negative impacts. In instances of low resilience, impacts are likely to be greater and communities have less capacity to mitigate and manage impacts.

The challenge with socio-economic assessment is that neither guidelines nor predefined thresholds exist, so the assessment often relies on the setting, intensity, public concerns and professional judgement gained from working on similar projects. The Proposal uses seven criteria to assess the significance of potential residual effects for the Community Vitality VC. These seven criteria, rating and VC specific definitions are defined in Table 16.4-10 of the Proposal.

With respect to the criteria of “Context”, two possible ratings for categorizing potential residual effects on Community Vitality include “Low Resilience” and “High Resilience”. In the context of a low resilience receiving environment, the potential residual effects of the Project on Community Vitality are expected to operate outside of regional experience and represent a challenge to local socio-economic management institutions. Whereas, in the context of a high resilience receiving environment, potential residual effects on community vitality are expected to be familiar to local socio-economic management institutions.

The Proposal assumes that communities in the LSA have high resilience because:

- The institutional arrangements structured under the Umbrella Final Agreement (UFA), and the corollary negotiated Final Agreements are a key source of resilience;
- Yukon residents and in particular LSA residents are familiar with the cyclical nature and work schemes of the mining industry and can expect to be highly resilient in managing change; and
- Potential residual effects of the Project are expected to be localized and not noticeable within the context of other provinces or territories.

A key source of resilience flows from the institutional arrangements structured under the UFA, and the corollary negotiated Final Agreements that ensures First Nations concerns are represented as well as First Nation participation in the decision-making process in resource development. In Dahl et al.’s (2010) observation of devolution and self-government in the north, the outcomes have been the transfer of decision-making and control over resources from the national capital to regional governments and local First Nations (p.130). Under the Final Agreements and Self-Government Agreements, Yukon First Nations have direct control over resources in the designated settlement lands, and have the right to enact legislation and authorizations over lands in their traditional territory. Other forms of resiliency within existing institutional framework are UFA-mandated boards such as the Yukon Fish and Wildlife Management Board (YFWMB) and Renewable Resource Councils (RRCs). While the *Yukon Environmental and Socio-economic Act* (YESAA) is not UFA-mandated, it is a federal legislation negotiated to fulfill the mandate of the UFA. As pointed out by Gibson and Klinck (2005), an example of an institution that ensures impacts are addressed is the *Mackenzie Valley Resource Management Act*, the equivalent of YESAA in the Northwest Territories (NWT). Since the enactment of the UFA, there has been new laws,

regulations and forms of management that give greater local control over land and resources, such as YESAA, First Nation self-governments, and RRCs.

For the assessment presented in the Proposal, CMC believes that the Project is situated in a jurisdiction, or context that is described as “high resiliency” where First Nations are represented involved in the decision-making process, have local control and varying degrees of economic self-reliance as well as control of the local economy. Casino Mining Corporation will continue to work with SFN and LSCFN and apply for authorizations for the use of the portions of the Freegold Road that overlaps their settlement lands. Under Chapter 23 of the UFA, a percentage of the resource revenues collected by Yukon Government for the Casino Project will be shared with First Nations. Resource revenues will greatly enhance First Nation’s capacity and provide more resources to mitigate potential adverse effects on community vitality. As outlined in Section 1.5 of the preliminary Socio-economic Management Plan (SEMP), further discussions with First Nations Governments and Yukon Government are required to determine funding mechanisms that will meet the needs of the communities (Appendix A.22F of the SIR).

Yukon residents and in particular LSA residents are familiar with the cyclical nature and work schemes of the mining industry and can expect to be highly resilient in managing change. For example, fly-in/fly-out schemes are a common practice in the mining industry in the Yukon and workers are familiar with these working arrangements. Based on experience and judgement, the Proposal anticipates that some workers even find it attractive to have the opportunity to spend long periods of time with their families when off rotation. Yukon Government and Whitehorse are familiar with the challenge of dealing with a rapidly growing population and can be expected to be highly resilient in managing change due to population growth as a result of the Project. Whitehorse grew at an annualized rate of 2.6% between 2006 and 2011 whereas in the 2017, the year of greatest projected population increase, total migration to Whitehorse due to the Project is expected to be 0.6% of the total population of the city.

Potential residual effects are expected to be localized and not noticeable within the context of other provinces or territories. Evidence for this includes the fact that although social residual effects will spill over into other jurisdictions, as the Project is anticipated to employ people from outside the LSA who will commute to work; however, these effects are not likely to be noticeable in the context of British Columbia or the Northwest Territories.

Casino Mining Corporation believes that the rating for context was appropriately applied; even if a more conservative estimate of resilience was applied to determine the potential effects of the Project on Community Vitality, CMC believes that the context described above as well as resource revenues to YG and First Nations Governments will provide increased capacity to mitigate potential adverse Project effects on community vitality.

### A.16.3 SOCIAL AND CULTURAL EFFECTS MONITORING

#### A.16.3.1.1 R390

- R390. A plan for of how community well-being will be monitored, including:**
- a. a clear definition of community wellbeing and community vitality, and how the community has been involved in the process of definition;**
  - b. indicators to monitor and evaluate the level of community well-being and vitality in each affected community;**
  - c. methods of monitoring each indicator;**
  - d. how the Proponent will communicate monitoring results; and**
  - e. any monitoring efforts outside of Pelly Crossing and Carmacks.**

Casino Mining Corporation is willing to work with local communities, First Nations and Yukon Government (YG) to develop a plan for monitoring potential effects of the Project to community wellbeing and community vitality as part of a socio-economic effects monitoring program. A preliminary Socioeconomic Management Plan (SEMP) has been developed by CMC to mitigate for potential adverse socio-economic residual effects of the Project and to enhance potentially beneficial socio-economic residual effects, it also outlines the approach for monitoring the predictions in the Proposal related to socio-economic VCs (Appendix A.22F).

CMC has confirmed with SFN that it will adopt the scope, methodology, VC's and indicators of the Minto Mine Socio-economic Monitoring Program to create a monitoring program for the Project (subject to any site or Project specific nuances) and CMC is interested in participating in a regional socio-economic monitoring framework. Casino Mining Corporation is also willing to work collaboratively with LSCFN to develop a similar monitoring program that arise as a result of their two recent community driven processes for community readiness planning and development of community well-being indicators.

Ideally, CMC would like to see each monitoring program as similar as possible to increase efficiencies in data sharing, and reduce redundancies and overlap. We see YG working with the First Nation governments in ensuring that any regional cumulative effects monitoring programs are well framed and are developed as soon as possible. The federal and territorial governments also have responsibility and ability to resource First Nations governments that need to participate in such a framework and do not have the capacity to do so at this time.

At this time, the preliminary SEMP describes commitments and policies that CMC will undertake to promote positive socio-economic benefits to improve quality of life and well-being for those that live in neighbouring communities. Prior to construction and throughout the life of the Project, the SEMP will be updated to include details and actions to monitor Project-specific socio-economic effects, the effectiveness of the mitigation measures, and a framework to adaptively manage unpredicted adverse effects. The SEMP is not a static document, but will be informed by suggestions and recommendations received through consultations with stakeholders throughout the YESAB review and subsequent mine permitting processes, and also regularly throughout the implementation of the plan for the life of the Project.

#### *Part a.*

The Executive Committee has requested supplementary information on the definition of community wellbeing and community vitality and information on how local communities have been or will be involved in determining these definitions for the monitoring plan.

The definition of community vitality that was used in the Proposal is based on the concept of social capital, which Scott (2010) at the Canadian Council on Social Development (CCSD) defines as "... strong, active and inclusive relationships between residents, private sector, public sector and civil society organizations that work to foster individual and collective wellbeing" (p.4). This definition emphasizes the quality of relationships amongst individuals and at the collective level between groups and institutions necessary to facilitate cooperation and change for the benefit of the community.

Community well-being can mean different things to different people at the individual level or at a community level; however, it is generally understood that people's satisfaction with their lives are determined by quality and opportunities available to them and can be determined by level of education, employment, income, and housing conditions.

Casino Mining Corporation has had some discussions with SFN/Pelly Crossing and LSCFN/Village of Carmacks on the selection of the socio-economic VCs including community vitality. Since the filing of the Proposal, extensive consultation has occurred in Carmacks with LSCFN and technical discussions have been held with

SFN related to the topic of the socio-economic effects assessment. As part of CMC's ongoing consultation with potentially affected First Nations, CMC is in active discussion with SFN and LSCFN to improve understanding of the comments and issues that have been identified by First Nations. This approach will involve ongoing consultations with community members and other stakeholders so that any socio-economic monitoring program will be designed to meet community expectations.

*Part b.*

The Executive Committee has requested supplementary information on potential indicators that CMC may use to monitor and evaluate the level of community well-being and vitality in each local community. It is CMC's intention to work collaboratively with First Nations, local communities and YG to determine appropriate and meaningful indicators for inclusion in the SEMP. As noted above, it is anticipated that for the purposes of monitoring many of those indicators will be similar to those identified under the purview of the Minto Mine Socio-economic Monitoring Program. Casino Mining Corporation is willing to work collaboratively with LSCFN to develop a similar monitoring program that reflects the VCs and indicators that arise as a result of their two recent community driven processes for community readiness planning and development of community well-being indicators.

The assessment of community vitality in the Proposal focuses on population and demographics at the micro- and household level by examining population changes and changes to family structures in each of the three LSA communities (Selkirk First Nation/Pelly Crossing, LSCFH/Village of Carmacks, and Whitehorse). Family structure is used in the assessment as an indicator for understanding social capital because the concept, as Haley and Magdanz (2008) suggest, is best understood when defined as structures in terms of families ties, rather than 'trust', which is an effect of social capital. Families and family structures also represent the most basic and fundamental unit in a society (Haley and Magdanz 2008). Another potential indicator of community well-being is the Community Well-Being Index (CWBI) that utilizes data available through Aboriginal Affairs and Northern Development Canada (AANDC). The CWBI is based on levels of education, labour force activity, income and housing conditions. In the Proposal, the CWBI is used to measure quality of life of residents in the three LSA communities.

Based on the potential effects identified in the Proposal, population, demographics and CWBI may be appropriate indicators to assess the strength of ties between individuals within households. As well, family characteristics and family structure are potential indicators to describe status of social relationships. Measured changes in population and families might indicate Project-related changes to community structures as effects of contracted employment, mine staffing and accommodations and work schedule. The potential beneficial and adverse residual effects that could be monitored by these proposed indicators include:

- Family relationships due to the separation of workers' and their family;
- Behavioural activities because of an increased population in local communities from the influx of workers and their families, especially if the transient population is involved with disruptive activities such as crime and alcohol;
- Economic indicators on local family units; and
- Employment and income indicators for First Nations, women, people with disabilities and visible minorities.

*Part c.*

The Executive Committee has requested supplementary information on potential monitoring methods for each indicator that CMC may select. It is CMC's intention to work collaboratively with First Nations, local communities

and YG to determine appropriate monitoring methods for inclusion in the monitoring program that will form part of the SEMP.

Casino Mining Corporation would like to collaborate with YG and potentially affected First Nations to collect and document data related to the socio-economic conditions of potentially affected communities. Establishing the monitoring methods could involve:

- Work with local agencies to monitor Project socio-economic effects, confirm and verify the predicted socio-economic effects of the Project;
- Identifying unforeseen socio-economic effects of the Project;
- Monitoring employment and skills training programs by CMC and other institutions;
- Evaluating the effectiveness of mitigation measures in managing socio-economic effects; and
- Revising and where appropriate, developing new mitigation measures to adaptively manage unforeseen socio-economic effects.

Casino Mining Corporation has committed to adopting the approach, methodology, VCs, and indicators of the Minto Mine Socio-economic Monitoring Program, subject to any site, or Project specific nuances. Casino Mining Corporation is willing to work collaboratively with LSCFN to develop a similar monitoring program that reflects the VCs and indicators that arise as a result of their two recent community driven processes for community readiness planning and development of community well-being indicators.

*Part d.*

Casino Mining Corporation believes that a formal process for communications and dialogue should be developed collaboratively with the potentially affected parties. A proposed framework for communications and reporting has been laid out in the preliminary SEMP (Appendix 22F) that could apply to all socio-economic monitoring programs.

Prior to construction, CMC plans to hire a community liaison to work with communities on potential socio-economic concerns related to the Project, including any socio-economic monitoring initiatives. The Community Liaison will also be responsible for establishing a framework for engagement, communications and reporting over the life of the Project with:

- First Nations Governments:
  - Selkirk First Nation
  - Little Salmon / Carmacks First Nation
  - Tr'ondëk Hwëch'in First Nation
- Municipal Governments:
  - Village of Carmacks
  - City of Whitehorse
- Yukon and Federal Government departments that interact with the communities.

The SEMP also describes that CMC will establish a Complaints/Grievance Management procedure for receiving complaints, grievances, suggestions, and recommendations from all parties. A formal grievance procedure will provide CMC and stakeholders an opportunity to improve overall communications and reporting efforts.

Casino Mining Corporation anticipates regular reports could be generated to summarize the monitoring program results and could include data on the socio-economic predicted effects in order to track the changes from pre-Project conditions through the operations phase of the Project. However, the generation of these reports would be sensitive to maintaining the privacy of community members, as requested.

*Part e.*

Casino Mining Corporation is committed to mitigating the socio-economic effects of the Project on potentially affected communities. The monitoring program for community vitality and community wellbeing will adaptively respond to the predicted adverse residual effects identified as part of the YESAB review and through consultations with YG, communities and First Nations. These processes may determine that it is appropriate and meaningful to monitor socio-economic effects outside of Pelly Crossing and the Village of Carmacks. In addition to Pelly Crossing and the Village of Carmacks, CMC anticipates that the City of Whitehorse could be incorporated in a limited fashion into the monitoring plan for socio-economic effects for the Project. Casino Mining Corporation is also willing to work with the Tr'ondëk Hwëch'in, municipalities and other First Nation governments to determine the appropriate level of monitoring socio-economic effects of the Project on their respective communities.

#### A.16.4 EFFECTS ASSESSMENT VALUED COMPONENTS

##### A.16.4.1.1 R391

#### **R391. A description of how these suggested valued components can be incorporated into the Project's management, effects monitoring, and community involvement.**

Casino Mining Corporation is aware of the Minto Mine Socio-Economic Monitoring Framework (Capstone 2013) and the VCs selected for socio-economic effects monitoring for the Minto Mine Project. As part of CMC's ongoing discussions with First Nations, local communities and YG, discussions will include the details of the socio-economic effects monitoring plan including the selection of appropriate VCs to be adopted for the Project. If First Nations, local communities and YG indicate a mutual interest to adopt and apply the Minto framework and the VCs identified in the Minto Mine Socio-economic Monitoring Framework, CMC is willing to adopt it as a key component for the basis of developing future socio-economic effects monitoring and community involvement programs for the Project. Casino Mining Corporation will continue these discussions with First Nations, local communities and YG to reach a mutually-agreed upon approach in applying the suggested VCs identified in the Minto Mine Socio-economic Monitoring Framework for the Casino Project.

Casino Mining Corporation is willing to work collaboratively with LSCFN to develop a similar monitoring program that reflects the VCs and indicators that arise as a result of their two recent community driven processes for community readiness planning and development of community well-being indicators.

Casino Mining Corporation would like to see each socio-economic monitoring program as similar as possible to increase efficiencies in data sharing, and reduce redundancies and overlap. We see YG playing a role in ensuring that any regional cumulative effects monitoring programs are well framed. The federal and territorial governments also have the responsibility and ability to resource First Nations governments that need to participate in such a framework and do not have the capacity to do so at this time.