

Minto Mine

Socio-Economic Monitoring Program Annual Report 2015

Executive Summary





Prepared in collaboration by Selkirk First Nation,
Government of Yukon and Minto Explorations Ltd.
July 2018

SFN Chief and Council touring Minto Mine

COVER PHOTO: SELKIRK FIRST NATION



Preface

Minto Explorations Ltd. (Minto), the Government of Yukon and Selkirk First Nation (SFN) — the “Parties” — form the Tri-Partite Socio-economic Working Group (TPWG) and have worked collaboratively to develop the Minto Mine Socio-economic Monitoring Program¹. The Parties developed the program in recognition of their respective roles in protecting and promoting the economic, social and cultural well-being of peoples and communities affected by the development of the Minto Mine. The commitment arose out of the Government of Yukon and SFN *Yukon Environmental and Socio-economic Assessment Act* (YESAA) decision documents associated with expansion of the Minto Mine and was formalized by a Letter of Agreement signed by the Parties in 2014.

Through the mine’s operation and closure phases, the program will evaluate the effectiveness of mitigation and enhancement measures in managing socio-economic effects of the mine and, where warranted, will identify alternative management actions.

The 2015 Annual Report is the second of a series of annual reports that will be released as part of the Minto Mine Socio-economic Monitoring Program. Data in this report has been contributed by Minto, the Government of Yukon and SFN. This report includes results of the first SFN household survey of socio-economic Living Conditions. Additional surveys will be undertaken every five years.

The success of the program to date has been due to collaboration among the Parties; this collaboration will continue to ensure that future milestones are achieved. The Parties expect that this program may serve as a blueprint for effects-monitoring programs in other communities across Yukon.

Please note that all monetary amounts are in Canadian dollars.

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¹ The Minto Mine Socio-economic Monitoring Program: Components, Information and Program Requirements
www.emr.gov.yk.ca/mining/pdf/mml_minto_socioeconomic_monitoring_program.pdf

Introduction

The purpose of this report is to determine if, and how, the activities of the Minto Mine may be affecting Yukon, SFN citizens and residents of Pelly Crossing. The report examines a number of socio-economic conditions and considers whether or not they have changed since the Minto Mine first became operational in 2007 and through 2015. A Tri-Partite Working Group (TPWG) — with representatives from SFN, the Government of Yukon and Minto, a subsidiary of Capstone Mining Corp. — worked collaboratively to design the monitoring program.

Setting

In 1997, SFN signed the Selkirk First Nation Final Agreement and Selkirk First Nation Self Government Agreement with the Governments of Canada and Yukon. SFN has ownership and control of 4,740 km² of land, including Category A and B Settlement Land and additional land in the form of site-specific parcels. The legislative powers of the SFN government include the power to make select laws and provide specific programs.

SFN citizens are Northern Tutchone people, who in turn are part of the Athapaskan culture. The First Nation's Traditional Territory lies in central Yukon, and Pelly Crossing is the community where the majority of SFN's Yukon-based citizens reside. In 2015, the total population of SFN citizens residing in and outside Yukon was 672. According to the Yukon Bureau of Statistics (YBS), the population of Pelly Crossing was 378 in 2015.

The Minto Mine is an open pit and underground copper mine that started construction in 2006 and has been in commercial production since 2007. It is located approximately 240 km northwest of Whitehorse. The mine lies within SFN Category A Settlement Lands (SFN R-6A), on the West side of the Yukon River.



The Program

The goal of this monitoring program is to compare the socio-economic effects of the Minto Mine with pre-existing socio-economic conditions, and to compare actual with predicted socio-economic effects. Over time, the program will evaluate the effectiveness of mitigation and enhancement measures to manage the socio-economic effects of the mine and where warranted, will identify alternative management actions.

Sixty-five indicators have been identified to measure the relative state of the Valued Conditions as they may be affected by the Minto Mine's operation and closure. Sixty indicators are addressed in this report. Initial analysis of select indicators forms the core of the annual report.

Some indicators, initially established in 2014, have been changed; the Living Conditions and Valued Conditions remain unchanged. Revisions to some indicators were made for the following reasons:

- revision of the description of certain indicators and addition of several new ones to better reflect available data, especially with regard to the data collected in the 2015 SFN Household Survey of Living Conditions;
- revision to eliminate duplication of certain indicators; and
- revision to eliminate indicators where data were not and would not be available.

As well, some indicators have insufficient supporting data at this time and are not addressed in the report. The 2014 Annual Report was limited in content due to data constraints that have proved to be a major obstacle to socio-economic effects assessment in Yukon. This program and this 2015 Annual Report are important steps in addressing this problem. Weaknesses in the data and data gaps are identified throughout the report.

To understand and properly monitor effects on socio-economic conditions of the Minto Mine, knowledge of the people and community most affected by the mine is required. In recognition of this need, the Parties supported a SFN-led community-level survey of SFN households and of SFN citizens age sixteen and older residing in Pelly Crossing and elsewhere in Yukon. The first survey was completed in 2015 and the findings are integrated into this 2015 Annual Report. Additional surveys will be completed at five-year intervals.

Table 1. Living Conditions and Valued Conditions

LIVING CONDITIONS	VALUED CONDITIONS
Population and Health	Community Stability and Well-being
	Family Stability and Well-being
	Health
	Housing
Material Well-being	Income and Income Distribution
	Employment
	Business
	SFN Traditional Economy
Capacity, Training and Education	Employment and Workforce Development
	Education and Training
Cultural Well-being	Connection to Land and Water
	Cultural Vitality
	Social Cohesion
Sustainability and Legacy	Fate Control and Preparedness
	Boom/Bust Management
	Costs and Benefits for Future Generations

Key Observations

Information was available from existing sources on 60 of 65 indicators that are addressed in this report.

The annual report compares observed trends in select conditions in Pelly Crossing and the rest of Yukon to trends and conditions predicted by Minto as part of their Phase IV and Phase V/VI assessments of the socio-economic effects of the Minto Mine expansion project proposal. This comparison is limited by the absence of sufficient data to establish trends for many socio-economic conditions and should be read with caution. Over time, as more data are collected, trends may be more easily observed. Further, it is important to note that trends, positive or negative, are not necessarily directly connected to the operation of the Minto Mine. Other factors may have a contributing or overriding influence on certain socio-economic conditions described in this report.

The 2015 Report is significantly different than the 2014 one primarily because of the inclusion of results from the SFN Household Survey which provides extensive information pertaining to a number of indicators that have previously not been reported on. Indicators dependent on the National Household Survey (Census of the Population) are unchanged from the 2014 Report as they include the 2011 NHS data. Several indicators were updated in 2015 with one more year's data from Minto, the Government of Yukon and SFN.

Data in the 2015 Report confirm findings first identified in the 2014 Report as well as offer new insights associated with changes in material well-being for SFN citizens, and residents of Pelly Crossing and the rest of Yukon, in particular related to income and employment:

- In 2014 and 2015, Minto had its highest employee count since mine start-up with a total of 170 and 162 employees respectively. However, SFN employment by Minto declined slightly in 2015 after a rising trend from 2012 through 2014. SFN employment in 2015 is primarily concentrated in entry level and semi-skilled positions.
- Other First Nation employment and Yukon non-First Nation employment showed a continued upward trend, with other First Nation employment in 2015 primarily in semi-skilled positions. Non-Yukon employees primarily filled semi-skilled and professional positions.
- As of 2015, approximately seven percent of all employees at the mine were SFN citizens and sixteen percent were from other First Nations.
- As of 2015, employment at the mine was evenly split between Yukon residents and residents of other Provinces and Territories.
- SFN citizens continue to work at the mine for various contractors: employment for SFN citizens with both surface mining and camp contractors was lower in 2015 than in 2014; and also showed a continuing downward trend since 2012.
- Due to the partial suspension of surface mining, there was a drop-in employment in 2015 with the surface mining contractor. Yukon residents continue to make up most of the open-pit contractor's employees, comprising 80% in early 2015. SFN citizens accounted for 9% of total employment by the open-pit mining contractor.
- Camp contractor employees continue to be primarily Yukon residents, at 73 % in 2015, which was lower than the average between 2010 to 2014 (80%). For the first time since 2010, in 2015 over half of the camp contractor employees were either non-First Nation Yukon residents or non-Yukon residents.
- As reported in 2014, the average income for Minto employees in Pelly Crossing appears to be trending upward, but there is no clear trend for the rest of Yukon. SFN income with Minto shows modest growth from 2012 onwards, from an initial low baseline.
- Cumulatively, Minto's combined capital and operating expenditures between 2006 and 2015 totalled over \$1.1 billion.



SFN Citizens at North American Indigenous Games

PHOTO: SELKIRK FIRST NATION

As indicated on page 3, the primary new source of information for this 2015 Annual Report was the SFN Household Survey. Some of the key findings from the Survey include the following:

- SFN citizens living in Pelly Crossing identified the three main reasons for staying in the community as: Good hunting, trapping, fishing and other harvest opportunities (83%); family obligations and attachments (82%); and, more jobs available (75%).
- Eighty-nine percent of all SFN citizens consider their mental health to be excellent, very good or good.
- Over 76% of SFN citizens rated their physical health as excellent, very good or good.
- SFN citizens generally considered their communities to be as safe in 2015 as they had been in the previous five years.
- Sixty-one percent of Pelly Crossing SFN citizens were neutral, dissatisfied or very dissatisfied with their housing.
- Forty-four percent of SFN citizens had personal incomes of less than \$20,000. Only 32% of SFN Pelly Crossing residents were satisfied or very satisfied with their financial circumstances but 59% of SFN citizens from other parts of Yukon reported being satisfied or very satisfied.
- The unemployment rate for SFN citizens in Pelly Crossing was 47%, compared to 13% for SFN citizens residing elsewhere in Yukon.
- The vast majority of SFN citizens in Pelly Crossing engage in multiple traditional harvesting activities. A smaller proportion of SFN citizens in other parts of Yukon reported participating in these activities.
- Eighty-four percent of Pelly Crossing SFN citizens are somewhat satisfied or very satisfied with the quality of traditional foods consumed. However, only 64% of SFN citizens elsewhere in Yukon reported being somewhat satisfied or very satisfied.
- Eighty-nine percent of SFN citizens in Pelly Crossing and 56% of SFN citizens elsewhere in Yukon are knowledgeable or somewhat knowledgeable of Dooli Customs and Laws.
- Thirty-five percent of SFN citizens in Pelly Crossing and 7% of SFN citizens elsewhere in Yukon speak Northern Tutchone very well, well or with effort.



Observed Conditions

Summaries of the five Living Conditions from this year's report are described below: Population and Health; Material Well-Being; Capacity, Training and Education; Cultural Well-Being; and, Sustainability and Legacy.

Population and Health

Population and Health includes the Valued Conditions of community stability and well-being, family stability and well-being, health, and housing.

The populations of Pelly Crossing and SFN citizens living in Pelly Crossing have increased since data has been tracked. In 2015 the SFN Household survey identified that the three main reasons for individuals staying in Pelly Crossing were: connections to the land and ability to practice traditional activities; jobs/economic opportunities; and, family/social attachments. With respect to mobility, approximately eighty percent of SFN citizens in either Pelly Crossing or Yukon did not move in the last five years. The two major reasons cited for moving were both economic or socio-economic considerations specifically — school/training and work.

Rates of violent and non-violent criminal incidents have varied since data was available in the late 1990s, but have shown a decrease in the last couple of years. According to the SFN Household Survey approximately two-thirds of the respondents felt Pelly Crossing to be as safe as five years earlier, with the remaining respondents split equally between unsafe and safe. The perceptions therefore generally align with the data.

On a positive note, almost 90% of SFN respondents to the SFN Household Survey considered their mental health to be excellent, very good or good. With respect to physical health slightly over 75% reported it also to be excellent, very good or good.

The one valued condition where the perceptions of SFN citizens in Pelly Crossing differ from those in the rest of Yukon is housing. According to the SFN Household Survey, 61% of Pelly Crossing respondents expressed that they were neutral, dissatisfied or very dissatisfied with their housing compared to only 20% of other Yukon citizens that share this view. These results are generally in accordance with findings from the two previous National Household Surveys.

Material Well-Being

Material Well-Being includes the Valued Conditions of income and distribution and employment.

Average hourly earnings for both Minto employees and contractors have increased since 2008, with somewhat greater increases for Minto employees specifically. Minto employees that live in Pelly Crossing have received the highest increases. Minto employees who reside outside Yukon have higher average hourly earnings than those in Yukon. This is likely driven in part by the number of permanent and professional employees who reside outside Yukon.

While information from the NHS should be interpreted with caution it is important to note that median and average income in Pelly Crossing has been approximately two-thirds of what it was for all of Yukon in all census years since 2001. The same is generally true for personal income.

According to the SFN Household Survey, household income in Pelly Crossing ranges fairly widely from 24% of households earning under \$20,000 to 9% earning over \$100,000. The SFN Household Survey also demonstrated that only 32% of SFN citizens living in Pelly Crossing were satisfied or very satisfied with their financial circumstances while 59% of SFN citizens living in the rest of Yukon had the same level of satisfaction.



Yukon College Hand Games

PHOTO: SELKIRK FIRST NATION

In 2014 and 2015, slightly over 200 SFN citizens received financial relief while working on career planning, counseling and work opportunities. Both the NHS and the 2015 SFN Household Survey demonstrate the majority of income is derived from employment. Government transfers and other income represent a small proportion of total income.

With respect to employment at the Minto Mine, as of December 2015 roughly half of the total employees are from Yukon with the rest being from elsewhere in Canada. Approximately 7% of the employees are SFN citizens and 16% are from other First Nations. Over time, employment has grown for SFN citizens, other First Nations and individuals from within Yukon. Almost all of the employment related to underground mining is specialized work completed by individuals from outside of Yukon. The majority of employees hired by the surface mining contractor and the camp contractor are Yukon First Nations individuals and other Yukon residents.

The SFN Household Survey indicated the general rate of employment for SFN citizens living in Pelly Crossing was significantly lower compared to SFN citizens living in Whitehorse and for Yukon residents generally.

SFN receives revenue via mineral royalties that are paid by Minto. While these payments are variable depending on production levels and market commodity prices, they have generated significant revenue since the start-up of the mine.

The SFN Household Survey has allowed for a more comprehensive understanding of the extent of the SFN Traditional Economy. Almost 90% of SFN citizens living in Pelly Crossing participate in hunting and fishing as well as significant participation in gathering and trapping activities. Generally, participation by SFN citizens living in other parts of Yukon is marginally lower with around 70% participating in fishing and hunting. Slightly over 40% of SFN citizens living in Pelly Crossing have more than half of their diet coming from traditional food.



Capacity, Training and Education

Capacity, Training and Education includes the Valued Conditions of employment and workforce development, and education and training.

With respect to the level of education among SFN citizens, about 35% of respondents have high school, trade or a technical certificate and just over 4% have a bachelor's degree.

Minto has undertaken a number of initiatives to provide training and workforce development opportunities to SFN citizens.

The 2015 SFN Household Survey reported 41% of SFN citizens in Pelly Crossing do not have a driver's licence compared to only 19% of SFN citizens in Yukon. Having a driver's licence is often a prerequisite for many if not most kinds of employment and is often necessary to facilitate higher educational and training opportunities. Such a common qualification in Canada may be an impediment for a portion of SFN citizens.

Cultural Well-Being

Cultural Well-Being includes the Valued Conditions of connection to land and water, cultural vitality, and, social cohesion.

While the SFN Household Survey demonstrated the importance of traditional harvesting to the diet of SFN citizens, it also has cultural significance. Eighty-two percent of SFN citizens indicated they were either satisfied or very satisfied with access to traditional foods. Moreover, 83% of the respondents identified good harvesting opportunities as the number one reason for staying in the community.

Knowledge of traditional Dooli laws and customs remains high within Pelly Crossing with 89% indicating they are knowledgeable or somewhat knowledgeable. Only 56% of SFN citizens elsewhere in Yukon indicated the same levels of knowledge.

Only 35% of Pelly Crossing and 8% of other Yukon SFN citizens have the ability to speak Northern Tutchone very well, well or with some difficulty. The competency to speak the language is highest with adults 65 and over, which may indicate that language competency will decline over time without further measures.

The sharing of traditional food is considered a traditional value that promotes social cohesion. Over 75% of all Pelly Crossing SFN respondents indicated that they received at least some portion of their food from others and over 60% indicated that they shared at least some portion of their food with others.

In general, SFN citizens indicate a high level of satisfaction with family and relationships. Eighty-seven percent of Pelly Crossing and 84% of other Yukon SFN residents indicated that they are satisfied or very satisfied. A majority also indicated satisfaction with the community, with 62% of Pelly Crossing and 81% of other Yukon SFN respondents indicating that they were satisfied or very satisfied. It is unknown why a lower percentage of Pelly Crossing respondents indicated less satisfaction but a number of areas for community improvement were noted including: community services and support, employment opportunities, traditional activities, and, housing.

Harvesting opportunities, family obligations and attachments and community friends and social networks were all cited as reasons for staying in Pelly Crossing.



Sustainability and Legacy

Sustainability and Legacy includes the Valued Conditions of fate control and preparedness; boom/bust management; and, costs and benefits for future generations. This Living Condition is the least developed of the five, however it addresses important matters related to mine-related legacy issues, socio-economic effects associated long-term environmental conditions and cost and benefits for future generations.

Fate control refers to the preparedness and ability of SFN, Minto and the Government of Yukon to manage the benefits and adverse effects that may result from the Minto Mine. The Minto Mine Socio-Economic Monitoring Program is an important tool for accomplishing this and for addressing unanticipated effects and surprises. To date the bilateral arrangements and agreements between SFN and Minto have contributed to positive outcomes for both parties. Employment and income data for SFN suggest that greater attention to training, education and capacity building and socio-cultural factors affecting employment preferences may contribute to a better understanding of obstacles to SFN under-participation in certain mine-related economic opportunities.

To date, notwithstanding the cyclical nature and variable level of Minto Mine activity in response to fluctuating metal prices, Yukon has not experienced a direct boom or bust from Minto Mine operations. Although economic diversity in Pelly Crossing remains narrow with a heavy reliance on employment through SFN government and the traditional harvesting economy, both buffer the effects of externally induced economic shocks, such as collapsing metal prices and mine closures.

The Valued Condition of mine-related costs and benefits for future generations is partly addressed through data from the SFN Household Survey. As a partial measure of the sustainability of ecological systems, the survey results document SFN citizens' level of satisfaction and confidence that recent past and future renewable resources have met and will meet their traditional food requirements – a core sector of the SFN/Pelly Crossing mixed economy. Approximately 50% of the respondents indicated the condition would remain stable, 38% indicating a perceived decrease in the previous five years and 18% indicating a perceived decrease in the next five years.

Royalties generated by operation of Minto Mine are a potentially significant contributor to the future economic sustainability of SFN and benefits through development of programs and services.

Further discussions are required on this Living Condition and associated indicators through community round tables and future data from the 2016 NHS and the next SFN Household Survey.

Recommendations

Based on analysis of the information presented in this report, the TPWG recommends several actions to achieve the following:

- enhance the overall management of positive and negative socio-economic effects that may result from the mine; and
- improve the collection and timely release of information to enhance the monitoring program.



Drying Salmon


PHOTO: SELKIRK FIRST NATION

Status of 2014 Recommendations

Mine Management

1. Round table² Discussions – Terms of reference for round-tables were not developed nor were round table discussions held on housing or barriers to employment for SFN citizens wanting to work at the Minto Mine. These two topics remain a high priority for SFN and citizens for round table or workshop discussions. [Lead: SFN]
2. Yukon Labour Force Participation – Upon further investigation of the 2014 Report findings, there are a number of possible reasons why there is low “Yukon Local” labour force participation within the underground mining jobs at Minto – some of them are the following:
 - Historically, there has not been consistent demand for skilled underground miners in Yukon.
 - Some local training in underground mining has been offered through the Centre for Northern Innovation in Mining (CNIM). Following the training, program graduates are required to work in an entry level position to gain experience. However, the small number of entry level underground mining positions available at Minto limit their ability to complete this step.
 - Training costs for underground mining are high, the equipment is expensive, and the jobs are not always conducive to a family-driven lifestyle.
 - A potential lack of awareness in the local Yukon population of what underground mining positions entail.

² In this report a “round table” refers to a facilitated group discussion of SFN citizens on select matters of which they are knowledgeable and have an interest in expressing their views.



The following measures were identified that could improve the number of local underground mine employees at Minto Mine:

- Reaching out to CNIM to find out what they are doing to encourage people to take the underground mine training program and to identify improvements that could be made.
- Obtaining information from former program graduates that have been trained and are not working or were working underground and have found new positions (i.e., follow-up surveys with the graduates, or follow-up with current and past Minto mine underground employees).
- Identify how Minto Mine (or their contractor) promotes available underground mining positions (i.e., participation in career fairs, incentives that would convince skilled workers to move to Yukon).
- Link into SFN roundtables on skilled training and employment at Minto Mine to identify SFN citizens interested in this type of work.

Based on the challenges for underground employment, as cited above, the Government of Yukon has developed a recommendation for inclusion in the 2015 Report to focus on increasing the number of local employees at the Minto Mine, in general (see 2015 Mine Management Recommendation #3).
[Lead: Government of Yukon]

Technical Program

1. Standardized Reporting – Starting in 2015, Minto directed all major partner contractors, to report demographic information that will support data collection for future report timeframes. [Lead: Minto]
2. Training – Efforts made to obtain information from the Yukon Mine Training Association (YMTA) associated with SFN citizens who received mine related training between 2007 and 2014 were unsuccessful. SFN was not able to supply summaries of skills inventories, relevant training or education completed or job readiness surveys since 2007, as historical data are not available. However, results of the 2015 SFN Household Survey provide some information regarding SFN skills, training and education completed. [Lead: SFN]
3. Population Health – The health status of SFN citizens reported in the household survey provides information regarding SFN citizen health. Summary results are published in this report. Descriptions of existing health and well-being initiatives were not available for the 2015 Report. [Lead: SFN]
4. SFN and Minto did not discuss possible additional information on benefits flowing from the mine to SFN. Available information is included in the 2014 and 2015 Minto Mine Socio-economic Monitoring Reports. [Lead: SFN]
5. SFN information associated with population health initiatives or skills related inventories, relevant training or job readiness initiatives conducted between 2007 and 2015 and any additional disclosed information by SFN and Minto associated with benefits will be reported in future Annual Reports. [Lead: SFN]



SFN Elders Lizzie Hall and Rachel TomTom Making Babiche at May Gathering

PHOTO: SELKIRK FIRST NATION

2015 Annual Report Recommendations

Mine Management

1. Round Table Discussions: The need for new and retrofitted housing in Pelly Crossing for SFN citizens remains a high priority for SFN. SFN continues to support dialogue and solutions to address both housing and better representation of SFN citizens in skilled positions at the Minto Mine. It is recommended that SFN with input from the TPWG develop terms of reference for round table or workshop discussions associated with a. housing and b. barriers to employment for SFN citizens. [Lead: SFN (for housing) and SFN and Minto (for barriers to employment)]
2. An additional round table or workshop discussion could be beneficial for SFN to consider long term, sustainable legacy benefits arising from the Minto Mine. [Lead: SFN and Minto]
Round table discussion could address some or all of the following indicators under Living Conditions: Sustainability and Legacy: displacement of costs and transfer of benefits to future generations, legacy socio-economic benefits, perceived availability of resources to meet the needs of future generation and perceived state of the environment to maintain socio-ecological systems. Timing for this discussion is relevant as the mine currently anticipates moving to reclamation and closure phase by 2021.
3. Yukon Labour Force Participation – It is recommended that the Government of Yukon, working with the appropriate partners, identify measures that would enhance the participation of Yukon’s resident workforce in all positions at the Minto Mine. [Lead: Government of Yukon]
4. Training – Approach CNIM to discuss potential for data collection going forward on mine training [Lead: Government of Yukon]

Technical Program

The following recommendations address opportunities to streamline the reporting process now that the report style and content requirements are established:

1. Combine the 2016 and 2017 Annual Reports into one document. This will re-align the reporting and data periods and also take advantage of the timing of the release of the 2016 NHS which was not available until late in 2017.
2. Reduce data content of future annual reports to only include indicators where new information and data are available for the reporting year. The current year data should be combined with associated cumulative (historic) data from previous years to document any applicable trends.
 - a. Year-over-year this will typically provide Minto-mine specific data and other indicators for which qualitative information is provided.
 - b. Years in which National Household Survey data and SFN household survey data are available will result in a more comprehensive treatment of the full set of indicators. Report years in which NHS and SFN survey data are not included will reference the reports where that data is included.



View of Pelly Crossing

PHOTO: GOVERNMENT OF YUKON

