

SMI **CSRM**

Centre for Social
Responsibility in Mining

Social aspects of the closure of Century Mine



Combined Report FEBRUARY 2013

Centre for Social Responsibility in Mining
Sustainable Minerals Institute
The University of Queensland, Australia
csrm@smi.uq.edu.au
www.csrm.uq.edu.au

Research Team

Team leaders:

Professor David Brereton Deputy Director (Research Integration), SMI
Dr Jo-Anne Everingham Senior Research Fellow, CSR

Community and Stakeholder Consultations:

Rodger Barnes Research Officer
Nina Collins Research Analyst

Survey and interviews with GCA employees and Century managers and records:

Diana Arbelaez-Ruiz Research Manager
Fitsum Weldegiorgis Research Analyst

Business survey and regional economic profile:

Paul Rogers Research Fellow
Nina Collins Research Analyst

Government statistical records:

Bárbara Oñate Santibáñez Research Analyst

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Centre for Social Responsibility in Mining

The Centre for Social Responsibility in Mining (CSR) is a leading research centre, committed to improving the social performance of the resources industry globally. It is part of the Sustainable Minerals Institute (SMI) at the University of Queensland, one of Australia's premier universities. SMI has a track record of working to understand and apply the principles of sustainable development within the global resources industry. CSR's focus is on the social, economic and political challenges that occur when change is brought about by resource extraction and development.

Director:



Professor Saleem Ali

Disclaimer

This Report has been prepared to inform closure planning at Century and the CLAC's 15 year review of the Gulf Communities Agreement. While this Report and Supplements have been prepared with care, the Centre for Social Responsibility in Mining accepts no liability for any decisions or actions taken by individuals or organisations on the basis of these documents.

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Table of Contents

| | |
|---|-------|
| Executive Summary | iv |
| Background and aims of the study | iv |
| The Gulf Communities Agreement (GCA) | iv |
| Our research approach | vi |
| The Lower Gulf region | vi |
| Current regional profile | vii |
| What have been the overall impacts over the last fifteen years? | viii |
| What are the risks and challenges in the transition to closure and beyond? | xiv |
| Economic risks and challenges | xiv |
| Environmental risks and challenges | xiv |
| Cultural risks and challenges | xv |
| Social and community risks and challenges | xv |
| What are the opportunities to leave a positive legacy? | xvi |
| Economic improvements | xvi |
| Keeping Aboriginal culture and traditions strong | xvii |
| Protect the land and the environment | xvii |
| Social improvements and stronger communities | xviii |
| Conclusion | xviii |
| A strategic approach | xviii |
| A transparent and inclusive approach | xix |
| Abbreviations | xx |
| 1. Introduction | 1 |
| 1.1 Background to the study | 1 |
| 1.2 Project aims, purpose, scope and objectives | 2 |
| 1.3 The Gulf Communities Agreement (GCA) | 2 |
| 1.4 Outline of the report | 4 |
| 2. Our research approach | 5 |
| 2.1 Community and Stakeholder Consultations | 6 |
| 2.2 Survey and interviews with employees under the GCA | 6 |
| 2.3 Regional economic and business profile | 7 |
| 2.4 Scope and Limitations of the research | 7 |
| 3. The Lower Gulf Communities | 9 |
| 3.1 The evolving community profile | 10 |
| 3.2 Summary of current regional profile | 11 |
| 4. Main Findings: cumulative impacts over the last fifteen years | 15 |
| 4.1 Economic improvements | 15 |
| 4.2 Keeping Aboriginal Culture and Traditions Strong | 23 |
| 4.3 Protecting the Land and Environment | 25 |
| 4.4 Social Improvements and Stronger Communities | 27 |
| 4.5 Progress towards realising aspirations expressed in the GCA | 32 |
| 5. What are the risks and challenges in the transition to closure and beyond? | 35 |
| 5.1 Economic risks and challenges | 35 |
| Employment patterns and employability | 35 |
| Household incomes and economic hardship | 36 |

| | |
|--|----|
| Indigenous businesses..... | 36 |
| Regional economic impacts..... | 37 |
| 5.2 Environment..... | 37 |
| 5.3 Culture..... | 38 |
| 5.4 Social and community..... | 38 |
| 6. Opportunities to leave a positive legacy..... | 40 |
| 6.1 Economic improvements..... | 40 |
| 6.2 Keeping Aboriginal culture and traditions strong..... | 41 |
| 6.3 Protect the land and the environment..... | 42 |
| 6.4 Social improvements and stronger communities..... | 42 |
| 7. Conclusion..... | 44 |
| 7.1 A Strategic Approach..... | 44 |
| 7.2 A transparent and inclusive approach..... | 45 |
| 8. Selected References..... | 46 |
| Appendix 1: Lower Gulf Community Profiles..... | 47 |
| Table A1: Population characteristics of Lower Gulf Shires in 1996, 2006, 2011 | 48 |
| Table A2: Education services and performance per calendar year for Gulf shires . | 49 |
| Table A3: Health and Aged Care facilities and services for Gulf shires per financial year..... | 52 |
| Table A4: Housing and households in Gulf shires..... | 53 |
| Table A5: Economic profile of Gulf shires..... | 54 |
| Appendix 2: Industry of Employment per local government area – no. of people | 56 |

List of Tables

| | |
|---|----|
| Table 1: Focus areas and Native Title Groups' aspirations as recorded in the GCA..... | v |
| Table 2: Focus areas and Native Title Groups' aspirations recorded in the GCA | 3 |
| Table 3: Native Title Group participation in the Century workforce (as at June 2012)..... | 17 |
| Table 4: Century payments to various bodies 2008-12 (\$'000)..... | 21 |
| Table 5: Century community sponsorship and partnerships 2006-2012 | 28 |
| Table 6: Century community flights 2007-2012 | 29 |
| Table 7: Hospital services in five Lower Gulf communities | 31 |
| Table 8: Summary of progress, achievements, shortfalls with respect to GCA aspirations .. | 33 |

List of Figures

| | |
|---|----|
| Figure 1: Population distribution by Indigenous status, 2011 | 10 |
| Figure 2: Number of people employed in mining by local government area..... | 12 |
| Figure 3: Employment at Century GCA/ non-GCA, 2007 and 2012..... | 16 |
| Figure 4: Percentage of people in four shires in various weekly income brackets | 19 |
| Figure 5: Total number of Century contractors and suppliers, 2008-2012 | 23 |
| Figure 6: Indigenous held land in the Gulf Region, 2000..... | 26 |

Executive Summary

Background and aims of the study

MMG's Century Mine (hereafter Century) is a large zinc mining and processing operation located in the Lower Gulf of Carpentaria region of North West Queensland, a remote area with a substantial Indigenous population. The mine operates on a Fly in Fly out (FIFO) basis, drawing its workforce from Townsville, Mt Isa, Cairns and other parts of Australia, as well as from the Gulf communities. It is anticipated that the ore body will be depleted by the end of 2015 and zinc processing and production is expected to cease in 2016.

MMG is seeking to demonstrate leading practice in how it manages the cessation of zinc mining and production at Century and has commenced a planning process for this purpose. This report has been prepared to assist the Gulf communities and the company to prepare for closure and to meet the aspirations of the Gulf Communities Agreement (GCA). It:

- provides an assessment of the impact of Century to date on the development of the Lower Gulf region
- documents the likely impacts of completion of mining throughout the region
- identifies strategies for mitigating these impacts and contributing to sustainable development outcomes for the Lower Gulf region,
- focuses particularly on potential for realising the aspirations of the GCA.

The Gulf Communities Agreement (GCA)

The GCA is a comprehensive land use agreement negotiated in 1997 between the developers of the mine (Century Zinc Ltd), the Queensland State Government and four groups of Traditional Owners in the region – Waanyi, Kukatj, Gkuthaarn and Mingginda. The Agreement is to be reviewed every five years. This report and associated documents provide qualitative and quantitative data to assist with the 15 year review of the GCA, as well as the broader closure planning process. The Century Liaison Advisory Committee (CLAC), established pursuant to the GCA, has representatives from all signatory parties to the GCA and holds prime oversight responsibility for this review.

The GCA states seven aspirations of the Native Title Groups in agreeing to mining on their land. These provide a succinct expression of what was important to the Aboriginal parties at the time of entering into the GCA and a basis to explore progress in a number of areas. This report uses these aspirations, as expressed in the Agreement, as a reference point for assessing the contribution of the mine to development in the region and for identifying where and how this contribution could be enhanced in future. The aspirations fall into four focus areas as detailed in Table 1.

Table 1: Focus areas and Native Title Groups' aspirations as recorded in the GCA

| FOCUS | ASPIRATION |
|---|--|
| Economic improvements | To remove the Native Title Groups and the other members of the Communities from welfare dependency and, to the greatest extent possible, promote economic self-sufficiency |
| Economic improvements | To participate as fully as possible in the Project and mine related ventures |
| Protecting the land and the environment | To protect fully their natural environment and its resources |
| Keeping Aboriginal culture and traditions strong | To be able to live on their traditional lands |
| Keeping Aboriginal culture and traditions strong | To identify and protect sites of significance to the Native Title Groups |
| Keeping Aboriginal culture and traditions strong | To ensure that the material benefits do not corrupt Indigenous cultures but enable people to re-affirm the cultures and enhance the lifestyles of the members of the Native Title Groups and other members of the Communities through community and cultural development initiatives |
| Social improvements and stronger communities | To ensure that the standard of health, employment rates, education opportunities and other social indices of Native Title Groups and other members of the Communities is comparable to ordinary Australian standards |

Source: GCA Introduction Clause E (a)-(f)

Compliance with the formal provisions of the GCA was never going to be enough to deliver the broad outcomes sought by the Native Title Groups since each necessitates action on a number of fronts that fall outside the scope of the GCA and also requires the involvement of other actors (in particular, the Commonwealth Government).

Although our findings demonstrate that some aspirations of the Native Title Groups have not been achieved, this does not mean that the GCA itself has 'failed' or that there has been a lack of compliance. Rather, the Review and Closure Planning process provides an opportunity to consider what other actions can be taken to progress these aspirations in the time remaining.

Our research approach

The study was undertaken by the Centre for Social Responsibility in Mining (CSRSM) with the assistance of Century's Community and Stakeholder Partnerships (CSP) Department (previously the Gulf Communities Agreement Support Department). This approach was endorsed by the CLAC and funded by MMG Century.

The main data sources utilised were:

- statistical information obtained from the Australian Bureau of Statistics (ABS) and other State and Commonwealth Government agencies and service providers
- data held by Century – principally relating to training and employment of local people and local expenditure
- a survey as well as interviews with local Aboriginal people currently employed by Century – some interviews in groups, others with individuals
- a survey of regional businesses and businesses that are contractors and suppliers to Century
- individual and group interviews with community leaders, Land Council representatives, key Century personnel, State and Local Government personnel, service providers, local community members and other stakeholders
- written submissions from regional stakeholders, local councils and State Government ministers

These activities have been analysed in three separate reports each with a specific focus:

Supplement A: *Report on community consultations*

Supplement B: *Survey of employees in GCA roles at Century Mine*

Supplement C: *Impacts and Future Prospects for Gulf Businesses and the Regional Economy*

This Combined Report synthesises the findings and identifies the common messages and consistent themes.

Though the operation and eventual closure of Century impacts on individuals, businesses and communities further afield (notably in Mount Isa, Townsville and Cairns), the study focused on impacts in the Lower Gulf Region; in particular the communities of Doomadgee, Gununa (Mornington Island), Normanton, Burketown and Karumba and the outstation of Gregory Downs (Bidunggu).

The Lower Gulf region

The Lower Gulf Region comprises four statistical local areas – Burke Shire and Carpentaria Shire as well as the two Aboriginal Shire Councils of Doomadgee and Mornington.

Previous reports and available statistical data confirm that in the mid-1990s communities in the Lower Gulf region rated relatively poorly in respect to many socio-economic measures. This picture has changed only marginally since then, particularly in the case of Doomadgee

and Mornington Island. This is in line with the experience of other remote Aboriginal communities in Queensland.

Current regional profile

Regional economy

- Income levels for Aboriginal residents are low in comparison to non-Indigenous Australians with 65% of the population of Doomadgee and Mornington aged 15 years or over having a personal weekly income of less than \$400, compared with a statewide median of \$587¹.
- Welfare dependence continues to be a challenge with unemployment rates in the region around three times that for Queensland as a whole².
- The pastoral and mining industries are significant sectors of the economy. There is also a number of small, viable businesses with around 60 enterprises in the region that have five or more employees³.

Social and community situation

- Education outcomes remain well below the State average although the number of people over the age of 15 who have completed year 12 is increasing. It is now more than one-quarter of this age group. In addition there are some 450 vocational education and training students in the region an equivalent proportion of the population to the statewide situation⁴.
- There is limited home ownership and much lower rates of internet access and motor vehicle ownership in the region than in Queensland as a whole. This is partly because private home ownership is not possible in Doomadgee or on Mornington Island due to complex land tenure arrangements prohibiting freehold title in these communities.
- Housing overcrowding and quality remain a problem – particularly in Doomadgee and on Mornington Island – as they are for Indigenous Queenslanders overall. Other common stressors are the death of close family members and alcohol and drug-related issues.
- A cyclic relation persists between crowding, household stress, family social problems and alcohol and drug abuse.

Culture

- Historically, the experience of Aboriginal people, especially their relocation to missions and reserves in Queensland, disrupted cultural continuity and some cultural practices.
- Despite this history, the people of the Lower Gulf continue to have strong cultural connections to the land and sea in the area they are from and retain custodial responsibilities to ensure their protection.

¹ OESR (2012) Queensland Regional Profiles (2011 ABS Census data)

² OESR (2012) Queensland Regional Profiles (March quarter 2012 DEEWR data)

³ See Supplement C: *Impacts and Future Prospects for Gulf Businesses and Regional Economy*

⁴ See Appendix A2

Land and environment

- There have been some successful Native Title Claims in the region, notably the recognition of Waanyi rights over 1.7million hectares including Bidunggu, Boodjamulla (or Lawn Hill National Park) and a number of pastoral properties.
- The region has natural features which are culturally significant to Indigenous people and also appealing to tourists (e.g. Boodjamulla / Lawn Hill National Park).

What have been the overall impacts over the last fifteen years?

Over the past fifteen years Century Mine has impacted both directly and indirectly on the economy, culture, environment and social circumstances in Gulf communities. Positive impacts are evident in a number of respects, though there have been unrealised expectations and disappointments as well.

Economic improvements

Century has impacted on the regional economy in multiple ways:

- The mine is a major provider of jobs to local Indigenous people living in the region or outside. More than 900 GCA community members have been employed at Century since 1997⁵. For more than one-third of current GCA employees the mine provided their first experience of participating in the mainstream workforce⁶. GCA employees currently constitute 21% of the workforce and other Indigenous people a further 2.5%⁷.
- At the same time, there are perceptions among GCA employees and others living in the Gulf communities that employment opportunities have not been proportionately spread across the communities and the intended beneficiaries of the GCA⁸. The lack of career advancement is also an issue: one-third of GCA employees hold truck driving or operator roles while only 5% have qualified tradesperson positions and very few have attained the role of supervisor⁹.
- Century has significantly increased income flows into the region through:
 - *Direct payments made to Gulf-based contractors and suppliers* amounting to \$21.3m in 2011 and a total local spend in the four Shires of over \$62.8m since 2008. In 2011 almost \$17m of this went to two Indigenous-owned contracting businesses¹⁰.

⁵ Century records

⁶ CSR - See Supplement B: *Survey of employees in GCA roles at Century Mine*

⁷ Century records

⁸ CSR - Employee interviews and community consultations (More detail in Supplements A & B)

⁹ CSR - Supplement B: *Survey of Employees in GCA Roles at Century Mine*

¹⁰ Supplement C: *Impacts and Future Prospects for Gulf Businesses and Regional Economy*

- *Wages paid by both Century and its contractors to Gulf-based employees.* The annual value of wages paid to Century's GCA employees currently totals \$17.6 million (although this includes GCA employees living outside of the Gulf and does not take into account where the money is actually spent). In 2012 Century paid \$8.8m to employees residing in Burke, Carpentaria, Doomadgee and Mornington Shires (both Indigenous and non-Indigenous)¹¹. Nine contractors and suppliers provided data on employee wages, with a combined total of \$11.2m in the same year (this relates to Indigenous and non-Indigenous employees wherever they reside)¹².
 - *Payments to local authorities.* In 2012 Century paid \$2.5m in rates and other charges to Burke Shire (where the mine is situated) and almost \$1m to Carpentaria Shire (the location of the processing and export facility)¹³.
 - *Payments to Government.* It is widely accepted that mining makes a significant contribution to the national and State economies. The annual royalties paid to the Queensland Government by the Century Operation for the five years 2008-2012 totalled approximately \$100million¹⁴. Comprehensively quantifying the economic value of Century's operations to the broader Queensland economy was beyond the scope of this project, however, it is legitimate to expect healthy State Government revenues from mining will proportionally benefit populations across the whole State through spending on education, health, police, roads and other infrastructure and services.
 - *Royalty and compensation payments to i 'Eligible Bodies'.* These payments go to: (i) Traditional Waanyi Elders Aboriginal Corporation (ii) Bidunggu Aboriginal Corporation (iii) North Ganalanja Aboriginal Corporation (iv) Ngumarryina Aboriginal Corporation and (v) Waanyi Nation Aboriginal Corporation (since 2002) (for the Waanyi Native Title Group) (vi) Gkuthaarn Aboriginal Corporation (for the Gkuthaarn Kukatj Native Title Groups) and (vii) an Eligible Body established to represent the Mingginda Native Title Group¹⁵. Altogether the payments will amount to \$10m over 20 years (e.g. \$918,000 in 2011)¹⁶. They are channelled through the Gulf Aboriginal Development Corporation (GADC).
- There are only a few examples of strategic or longer-term use of the payments under the Agreement. The most notable are the investment by the Gkuthaarn Aboriginal

¹¹ Century records

¹² CSR – Supplement C: *Impacts and Future Prospects for Gulf Businesses and the Regional Economy*

¹³ Century records

¹⁴ Century records

¹⁵ GCA, Schedule 6, Clause 13

¹⁶ Century records

Corporation for the Gkuthaarn and Kukatj Native Title Groups in rental property in Normanton and the Waanyi Nation Aboriginal Corporation's establishment of Northern Projects Contracting (NPC) and investment in a number of community programs in Doomadgee.

- Century has facilitated the development of some Indigenous enterprises. The major success stories in terms of direct contracts to provide mining related services are Northern Project Contracting (NPC) and Hookey Contracting. This has also occurred indirectly through the funding provided through the Aboriginal Development Benefits Trust (ADBT) in accordance with the GCA – approximately \$1.2m in the 2012 financial year¹⁷ – to provide financial assistance to new Indigenous businesses in the region. A third avenue for facilitating Indigenous enterprise was by transferring pastoral leases whose core business is cattle production.
- Overall, however, too few successful Indigenous businesses have been established in the past fifteen years to provide the basis for a viable regional economy and there is little evidence of new business growth in last five years.
- Century's presence has impacted on infrastructure that facilitates the growth of other businesses. For instance the port at Karumba is dredged every two years; and in the past five years the Karumba airstrip has been sealed. There have also been various road upgrades in the region. Some additional infrastructure is Century-specific and it is unclear if it has benefitted others or will remain once operations cease (e.g. the high voltage power line from Mount Isa to the mine).

Keeping Aboriginal Culture and Traditions Strong

- Century's protocols for responding to matters of cultural significance are generally regarded as appropriate by the Traditional Owners consulted. These protocols include the register of significant sites and the engagement of cultural monitors to assist with cultural clearances of sites of importance on the mine site and in the infrastructure corridor.
- The issue of a Keeping Place for the collection of artefacts from the mine site and Boodjamulla (Lawn Hill National Park) remains unresolved. Under the GCA, the company committed \$100,000 (indexed) for planning and establishment of this cultural heritage repository¹⁸, however agreement on an appropriate site has not been reached and this has not been realised.
- Cultural awareness and cross-cultural learning occurs in an informal and ad hoc way on site, because of the comparatively high proportion of Aboriginal employees. However cultural awareness training for non-Indigenous staff could be strengthened in inductions and other formal workplace programs.
- Funds controlled by Native Title Groups by virtue of the GCA have been used to revitalise aspects of Aboriginal culture and heritage e.g. the Waanyi language program.

¹⁷ Century records

¹⁸ GCA Schedule 4, Clause 69(h)

- The Mirndiyan Gununa Cultural Centre and performances by the Mornington Island Dancers are important expressions of Aboriginal cultural identity and traditions and both have received assistance from Century in the form of grants or flights.

Protecting the Land and Environment

- As a large open-cut mine, Century has disturbed the land and environment in ways that have both ecological and cultural significance. There are approximately 3000 hectares of disturbed land to rehabilitate under the closure plan. The past fifteen years have also seen significant changes to land ownership and management more broadly: Native Title groups have achieved increased access to country – there is now a sizeable Indigenous-controlled estate from pastoral holdings, grants of land and Native Title determinations. For example, a 2009 determination recognised 1.7 million hectares including most significantly Lawn Hill and Riversleigh Pastoral Holdings (LHRPHC).
- As well, Aboriginal people have been granted land at Bidunggu and Karumba. Native Title over Lawn Hill National Park is recognised and other Native Title claims are underway.
- The 81 hectare Bidunggu settlement is an important symbol and is tangible evidence of Waanyi aspirations to live on country and keep an outstation option available.
- The Century Environment Committee (CEC) is a functioning entity created under the GCA¹⁹ that works closely with Century's Environment Department. Century also has an environmental management regime and program of monitoring and land management activities in place to minimise or mitigate detrimental environmental impacts, particularly on site.
- Criticisms of Century's environmental management related both to specific incidents and three broader aspects where performance could be improved: reporting, coordination with relevant regional bodies, and involvement of local Native Title holders in active environmental management.

Social Improvements and Stronger Communities

Century's impact on social circumstance and conditions in communities of the Lower Gulf region is mostly indirect since general community well-being is generally understood to be the responsibility of government rather than industry. The GCA aspirations for better health and education outcomes as well as community programs and infrastructure were primarily directed to State Government, rather than the company²⁰. It was also envisaged that the Gulf Area Community Social Development Trust established by the Queensland Government to implement recommendations of a regional social impact assessment²¹ would resource a number of initiatives to improve social conditions.

¹⁹ GCA Schedule 3, Clauses 7-24

²⁰ See GCA Schedule 1.

²¹ GCA Schedule 1 Clause 29

Community infrastructure and programs

- Century has sponsored a number of community programs that contribute to social improvements and community well-being and donated to charities, community organisations, sporting activities and community events of importance to communities. However, the company's approach to sponsorships has tended to be ad hoc and opportunistic, rather than strategic.
- Community services and infrastructure have improved in recent years in Burke and Carpentaria Shires. The rates and charges paid by Century provide significant revenue for these purposes.
- Bidunggu (also known as Gregory outstation) was initially a major achievement, but the houses provided by the Queensland Government²² require ongoing maintenance and currently have plumbing issues. Without GCA monies in future, or support from the State Government, it is doubtful that the outstation will be sustainable.
- Improvements to roads, airstrips and access to flights have increased geographical mobility, especially for those who have found work at the mine. Access to flights has also facilitated the movement of employees out of communities in the Gulf and into Mount Isa, Cairns and Townsville. For example, regular flights are scheduled four days a week to Mornington Island, Doomadgee, Burketown, with a fifth flight each week to each of Normanton and Karumba²³.

Education

- There have been small and uneven improvements in educational outcomes in the Lower Gulf communities.
- Many Lower Gulf residents in positions of leadership, or who have a history of stable employment, have been educated outside of the communities.
- Increased numbers of residents have completed Year 10 - 12 despite the need to travel away for the final years of secondary schooling (at considerable expense).
- Educational infrastructure and services restrict educational achievements (e.g. the Gregory Education Facility has closed because of low numbers; Burketown and Karumba only go to year 7, and Normanton, Doomadgee and Mornington end at Year 10).
- Century has sponsored some programs with the schools to encourage retention and achievement. For example it provides flights for the annual school exchange program run by Waanyi Nation Aboriginal Corporation (WNAC) for students from Doomadgee State School.

Health

- Most centres in the Gulf have emergency health services as well as a Primary Health Care Centre or a Community Health Centre providing preventative health, health

²² GCA Schedule 1, Clauses 41-44

²³ Century reports

education and assisting with access to health and support services including visiting specialists and allied health services.

- Significant Commonwealth Government funding has been invested in primary and allied health provision in remote communities, and health provision has become more regionalised.
- Health benefits from working at Century include health checks, health education, first aid training, alcohol and drug awareness, gym and sporting facilities at Darimah village to encourage exercise and recreational activities, and access to a range of nutritious food.
- Around 60% of all respondents to the GCA employee survey participated in mine organised exercise. Use of the company gym was the most common activity (43%), followed by sports teams (35%) and physical fitness programs (15%)²⁴.
- Century flights have assisted people community members to travel to larger centres to access healthcare, receive medical treatment that might otherwise have been delayed, visit sick relatives or return from treatment to visit communities.

Training and capacity building of employees

- Nearly all the Aboriginal people interviewed²⁵ who were in community leadership positions had, at some stage, worked at Century or received training there.
- Century runs three 12-week pre-vocational courses a year. There were 30 graduates from the program in 2011²⁶. This makes the mine a significant training provider in the region.
- There are currently approximately 75 Indigenous apprentices and trainees and 30 Indigenous employees who gained formal qualifications in heavy vehicle operation in 2011²⁷.
- The survey indicated similar proportions of employees receiving training as five years ago with a small increase in numbers who had completed Cert III or traineeships and a considerable number receiving first aid training.
- 17% of GCA employees who responded to the survey have received none of the specified forms of training (e.g. Pre-vocational training, Certificates, Apprenticeships, Traineeships and competency based training) while at Century.
- The survey and interviews revealed perceptions amongst employees of inequities with respect to training opportunities, career advancement and promotions.

²⁴ See Supplement B: *Survey of employees in GCA roles at Century Mine*

²⁵ See Supplement A: *Report on community consultations*

²⁶ Century Employees Magazine, "The Dirt"

²⁷ Century Records

What are the risks and challenges in the transition to closure and beyond?

While the mine has had a range of positive impacts, the region remains under-developed in a number of respects. Furthermore, benefits accrued throughout the period of Century's operations are unlikely to be sustained without support and action by other CLAC parties notably the State Government and also by relevant Native Title Group bodies and other regional institutions.

Economic risks and challenges

As income streams from the mine dry up, several million dollars a year will likely be taken out of the regional economy. Impacts of this will be exacerbated by a range of factors:

- Employment and financial benefits have been unevenly distributed, with Mornington Island and Doomadgee for instance faring less well than Normanton. Economic conditions in these two communities have shown little improvement since the mine opened. Paradoxically, therefore, the most disadvantaged communities will experience less direct impact from the closure of the mine.
- Employment patterns will change. Employability and career pathways after completion of production are not assured for those without formal qualifications or skills transferrable outside of the mining industry. Those unable to find alternative employment in the region may either go on to welfare, or leave the region.
- Very little of the increased income associated with mining employment appears to have been converted into savings or long term assets so personal debt may increase.
- Household incomes will change for some and the inevitable job losses will be very difficult in terms of both reduced income and loss of self-esteem.
- While some successful Indigenous businesses have been established, this has been on too small a scale to provide the basis for a thriving regional economy post-Century.
- The region still suffers from inadequate infrastructure to support business including workers' accommodation, banking facilities, transport and communications infrastructure and services.
- Indigenous businesses associated with the mine may struggle to extend work beyond being a supplier to Century. One reason for this is the difficulty Aboriginal people have negotiating to work on land where they are not the traditional owners
- Despite significant exploration by MMG and other companies, for example in nearby Dugald River, no new mining activity is yet proposed for the region. This considerably reduces the range of mining-related employment options to Gulf residents

Environmental risks and challenges

A change of emphasis in environmental management will be integral to the post-production phases and there are risks inherent in making this transition as well as in the potential for a less-than ideal environmental legacy. Risks include:

- Environmental protection measures may be ineffective if strong working relationships have not been built between CEC, National Parks, Lower Gulf Catchments and other relevant groups.
- Without broad participation in, and reporting of, environmental monitoring measures, there will be little confidence in the monitoring regime. Concerns are likely to remain about the cumulative environmental harm, especially to waterways and the harbour at Karumba, but also along the pipeline and at the site itself.
- Without infrastructure rehabilitation, particularly of the shed at Karumba, the pipeline and contaminated land, Councils will be left with the responsibility of dealing with environmental issues or degrading mine-related infrastructure.

Cultural risks and challenges

Our research revealed some challenges in ensuring that material cultural heritage and cultural knowledge are protected and revitalised throughout remaining mining operations and in the post-production years.

- Waanyi rock art and other cultural heritage sites in the vicinity may need new arrangements to be adequately protected with a reduced Century presence
- To date, no Keeping Place has been established to store cultural artefacts, despite the commitment within the GCA for Century to help fund it²⁸.
- Some permanent changes to the landscape may compromise significant sites or cultural practices
- Knowledgeable elders may have to leave the region to find work and the passing on of traditions may be interrupted
- Employees may not be able to secure positions where they can work with relatives and others of their Native Title group as is the case for many at Century
- Programs for going bush with elders, such as the Men's group on Mornington Island, may falter without funding.

Social and community risks and challenges

There has been only slow headway made in reducing the gaps between Lower Gulf residents – particularly those in Aboriginal communities – and other Queenslanders in areas such as health and education. The challenge may be greater in coming decades after mine closure particularly since achievements in this respect also require effective government programs and sound governance in the communities and representative bodies (which continues to be problematic). Some other issues are:

- The quality and availability of housing continues to be a significant issue in the region. Increased income flows into the communities have also had no apparent impact on the housing stock with only four new dwellings built in 2011-2012²⁹. There

²⁸ GCA 1997 Schedule 4 Clause 69 (h) (ii)

²⁹ OESR (2012) Queensland Regional Profiles: Century Zinc Catchment SLAs Region

are limited opportunities for investment in property in the Gulf itself as housing is mainly government-owned, private ownership is not allowed in Doomadgee and on Morning Island, and the small private market in Normanton, Burketown and Karumba is inflated. Only in the latter has Century been a participant in the housing market. Normanton has the highest rates of homes owned or being purchased in the region though, at 38.2% of residences, that is well below the State figure of 63.5%.

- Health outcomes remain poor relative to the wider Australian community with chronic diseases increasing. Of particular note are the impacts of alcohol, tobacco and other drugs, mental illness, poor nutrition, and unhealthy lifestyles.
- Some health services are not available or not well utilised e.g. no pharmacy in Normanton (only Karumba); no doctors on weekends on Mornington Island; absence of a permanent obstetrician in the region.
- It has proved difficult to recruit health professionals to work in these remote regions.
- Transport deficiencies also limit access to health care.
- Many social and community issues continue to impact on the general employability of community residents. These include low levels of literacy and numeracy, lack of confidence, family and cultural obligations, drug and alcohol dependencies, and the inability of minor offenders to obtain the 'blue cards' required for community services positions.
- Local school enrolments may decrease further (e.g. Karumba has very low enrolments and residents fear a similar fate to the Gregory school which closed).
- Demands on local social services may increase.
- Essential service levels and community infrastructure may not be maintained, especially in Bidunggu. Water supply, waste disposal, shelter, transport and access, communication networks and power supplies are all particular issues for outstations and there is a lack of clarity around future governance and administration arrangements for Bidunggu.

What are the opportunities to leave a positive legacy?

We received many suggestions about how to mitigate potential negative impacts of completion of mining in the region and help ensure a positive post-mining legacy. Clearly, there are expectations that the communities can continue to derive some benefits from Century, even after production has ceased. The potential opportunities that were identified related to all four areas on which the GCA focuses: economic, cultural, environmental and social. Importantly, many of the suggestions linked to more than one of these thematic areas. These ideas have not been evaluated and are not intended to be recommendations, but are put forward here as options to be explored.

Economic improvements

- facilitating the formation of a labour hire management company that works to ensure continued engagement of Lower Gulf Indigenous people as a mobile team within the mainstream employment market

- developing a closer match between the skills training provided by the mine and other non-mining skill needs in the Lower Gulf (for example building trades, and administrative skills)
- facilitating re-skilling and retraining especially with a view to equipping employees and others in the region with formal qualifications ('tickets') and transferable skills
- actively supporting the development, diversification and transitioning of Indigenous businesses which are currently dependent on the mine for their survival
- ensuring that ADBT investments are informed by a long-term development strategy and focused on sustainable, income-generating activities and closure and post-closure businesses. Potential areas include tourism ventures and an Aboriginal housing construction company.

Keeping Aboriginal culture and traditions strong

- building on cultural heritage work that has identified Waanyi rock art sites and ensuring good management and protection of the sites in the post-mining scenario
- moving the cyclone mooring buoy at Bentinck Island from the sacred site where it is currently located
- developing projects around sorting, preserving and identifying cultural data collected during cultural monitoring and archaeological surveys to share and increase cultural knowledge in younger generations
- facilitating links between artists in Doomadgee and Normanton and the Far North Queensland Indigenous Art Centre network (to which Mornington Island is already linked)
- involving local Aboriginal people in conducting cultural awareness programs at Century to promote positive interactions on site, and also to create awareness and appreciation of the cultural interests Aboriginal people have in the land affected by the mine's operations
- opening up opportunities for cultural maintenance and succession by (re-)introducing a program of school excursions to the mine with associated cultural programs that engage elders
- using groups such as the CDEP or Aboriginal Rangers to manage high value cultural or environmental sites.

Protect the land and the environment

- involving Aboriginal people in mine rehabilitation, environmental monitoring and land and environment management activities more generally, such as seed collecting, weed and feral animal control, fencing, water, and fauna and flora monitoring
- working with Carpentaria Land Council and other community organisations to retain experience and build capacity; or, fostering a Waanyi ranger group at Doomadgee by leveraging ranger program funds through State and Commonwealth Government programs

- exploring opportunities for Indigenous people to engage economically by utilising their skills as Indigenous people, and extending customary activities to new endeavours, e.g. in caring for country, mine rehabilitation work; crocodile/ barramundi/ oyster farming; cultural tours; or pastoral station stays
- conducting land management and environmental activities so as to develop regional and sustainable land and environmental management programs involving Aboriginal people, e.g. with Southern Gulf Catchments or North Australia Indigenous Land and Sea Management Alliance (NAILSMA)

Social improvements and stronger communities

- working with long-established organisations such as Bynoe Community Advancement Co-operative Society Ltd to support and extend their successful community development programs
- providing financial assistance towards scholarships for boarding school or funding for educational programs in partnerships with Gulf schools
- formulating and implementing strategies to assist Indigenous employees to save and invest more of their incomes and develop stronger financial management skills
- using the Gulf Area Community Social Development Trust (GACSDT) or eligible bodies funds currently directed through GADC for a community support fund (e.g. expenses for funerals and education) and development initiatives especially linked to desire to live on country
- investigating opportunities to utilise redundant physical assets of the mine for purposes valued by the communities
- strengthening the focus on education and health by leveraging increased development support from relevant State and Commonwealth Government programs

Conclusion

As Century has now commenced planning for the completion of mining, an opportunity exists to incorporate a systematic consideration of social impact elements into the process to leave a lasting legacy. This process needs to consolidate and build on successes under the GCA to date and develop strategies collaboratively to extend benefits more broadly through the communities and beyond the life of the mine.

This report does not recommend specific actions to achieve this. However, the approach taken will be crucial in determining the likely success of any mine completion strategies and actions undertaken by MMG or other parties to the GCA. The approach should be strategic, transparent and inclusive.

A strategic approach

1. There are opportunities for representatives of MMG, Native Title Parties, Local Government, State and Commonwealth Governments and regional bodies (e.g. Gulf Savannah Development; Carpentaria Land Council) to work together much more

effectively (through new or existing well-governed bodies) to address the issues identified in this study.

2. Agreeing on an effective reporting and monitoring framework to track progress will help to give focus to these collaborative efforts.
3. The GCA aspirations, as applied in this study, can be used in this process as a reference point to structure discussion and planning.
4. The collaborating parties, especially Century and the Native Title holders, but possibly a broader group of partners, will need to negotiate agreement on desired development outcomes at completion of mining that are consistent with these aspirations and are realistic and achievable
5. Better social outcomes will be attained by supporting community development initiatives that are strategic and sustainable and that build local capacity

A transparent and inclusive approach

1. The GCA communities would welcome regular and clear communication about the number and nature of roles that will be available in the post-production phase and about support available to employees to develop broader employment and career options.
2. Good record maintenance will assist to:
 - a. fulfil obligations under the GCA e.g. to provide employment statistics and other information to the Century Employment and Training Committee (CE&TC),
 - b. model accountability to other organisations and
 - c. ensure transparency and shared understandings.
3. An array of government and non-government agencies are working in each of the communities delivering a myriad of services and programs. There is an opportunity for Century to engage at the community level through partnering with key organisations that would align with the company's objectives for improved community relations and social outcomes.

Abbreviations

| | |
|---------|---|
| ABS | Australian Bureau of Statistics |
| ADBT | Aboriginal Development Benefits Trust |
| CDEP | Community Development Employment Projects |
| CEC | Century Environment Committee |
| CE&TC | Century Employment and Training Committee |
| CLAC | Century Liaison Advisory Committee |
| CLCAC | Carpentaria Land Council Aboriginal Corporation |
| CLO | Community Liaison Officer - employed by Century to provide support for Aboriginal employees and potential recruits as described in Schedule 2 of the GCA. |
| CSP | Community and Stakeholder Partnerships (Department at Century) |
| CSRМ | Centre for Social Responsibility in Mining |
| DOGIT | Deed Of Grant In Trust Community |
| GCA | Gulf Communities Agreement |
| GADC | Gulf Aboriginal Development Corporation |
| GACSDT | Gulf Area Community Social Development Trust |
| MMG | Company owning Century, part of Minmetals Resources Group. |
| NAILSMA | North Australia Indigenous Land and Sea Management Alliance |
| LHRPHC | Lawn Hill and Riversleigh Pastoral Holding Company |
| LIPAs | Local Indigenous Partnership Agreements |
| NPC | Northern Project Contracting |
| SIA | Social Impact Assessment |
| WMS | Waanyi Mining Services |
| WNAC | Waanyi Nation Aboriginal Corporation |

Social aspects of the closure of Century Mine: Combined Report

1. Introduction

1.1 Background to the study

Century is a large zinc mining and processing operation located in the Lower Gulf of Carpentaria region of North West Queensland, a remote area with a substantial Indigenous population. The current owner of the mine is MMG Limited, a Hong Kong listed company. Previous owners (in historical order) were Rio Tinto, Pasminco, Zinifex and Oz Minerals. The mine is covered by a comprehensive land use agreement known as the Gulf Communities Agreement (GCA) which was negotiated in 1997 between the then developers of the mine, Century Zinc Limited, the Queensland Government, and four groups of Traditional Owners in the region – Waanyi, Kukatj, Gkuthaarn and Mingginda.

The mine operates on a fly in fly out (FIFO) basis, drawing its workforce from Townsville, Mount Isa, Cairns and other parts of Australia, as well as the Gulf communities. It is anticipated that the ore body will be depleted by the end of 2015 and zinc production is expected to cease in 2016 with lease expiry occurring some thirty years later.

MMG is seeking to demonstrate leading practice in how it manages the cessation of mining and production at Century and is undertaking a planning process for this purpose. The social objectives of mine closure are to prevent or minimise adverse long-term impacts on people, communities, their environments, infrastructure, and livelihoods, and to create self-sustaining communities that are safe, healthy, resilient and socio-economically viable after the mine ceases operation.

To the extent achievable, Century hopes to ensure there are enduring social and economic benefits as a result of mine operations and that they enhance the livelihoods of Native Title Groups and affected Gulf communities in the long-term³⁰. This has implications for closure planning and operational plans during the mining/processing phase as well as during active closure, passive closure and post-closure.

In planning and implementing socially responsible closure, industry standards suggest five broad objectives that provide direction³¹:

1. maintaining public knowledge, skills, health and safety;
2. encouraging economically viable alternative livelihoods and strengthening the community's resilience;
3. alleviating or minimising social disruption, disorder and conflict;

³⁰ Century documents

³¹ Adapted from ICMM (2008) *Planning for Integrated Mine Closure: Toolkit* available at <http://www.icmm.com/page/9568/planning-for-integrated-mine-closure-toolkit>

4. returning the natural environment (land, water etc.) to its original condition or an acceptable, environmentally and culturally-sensitive, alternative land use; and
5. ensuring the Native Title Groups and Lower Gulf communities can retain and manage mine-associated infrastructure of value to them

1.2 Project aims, purpose, scope and objectives

This report documents research undertaken with businesses, stakeholders and residents of the communities of the Lower Gulf of Carpentaria and employees at Century. It has been prepared to assist the Gulf communities and the company to prepare for closure and to help inform the review of the GCA currently being conducted under the auspices of the Century Liaison Advisory Committee (CLAC).

The study has three broad aims:

1. provide an assessment of the impact of Century to date on the development of the Lower Gulf region
2. document the likely social impacts of the completion of mining in the region
3. identify strategies to mitigate any negative impacts of transition to closure, contribute to sustainable development outcomes for the Lower Gulf region and help realise the aspirations of the traditional owners who signed the GCA.

In short, the research looks back to assess progress against the aspirations contained in the GCA, details the contribution that the mine has made – and is making – from a community perspective, and identifies opportunities for building a positive legacy.

1.3 The Gulf Communities Agreement (GCA)

The GCA relates to the development of the large mining lease, the slurry pipeline corridor and the port area in Karumba. It governs relationships between the mine, Traditional Owners and communities in the region and multiple ministries within the State Government that, at the time of signing, included the Department of Natural Resources, Department of Premier and Cabinet, Queensland Health, Education Queensland, Department of Training and Industrial Relations, Department of Families, Youth and Community Care (Office of Aboriginal and Torres Strait Islander Affairs) and the Department of Main Roads. All of these parties are required to meet to review the provisions of the Agreement and the manner in which it is being implemented every five years. This provides an opportunity to monitor progress towards the aspirations of the Native Title Groups as expressed in the Agreement.

The parties negotiating the GCA showed considerable vision and foresight in drafting it. In particular, the representatives and signatories for the Native Title Groups recognised that this was a temporary venture but one that could be leveraged to provide a better future for their people economically and in other ways. The Native Title holders' broad aspirations are recorded in the GCA. These are listed in Table 2, grouped into four focus areas: economic improvements, keeping Aboriginal culture and traditions strong, protecting the land and environment, and social improvements and stronger communities.

Table 2: Focus areas and Native Title Groups' aspirations recorded in the GCA

| FOCUS | ASPIRATION |
|---|--|
| Economic improvements | To remove the Native Title Groups and the other members of the Communities from welfare dependency and, to the greatest extent possible, promote economic self-sufficiency |
| Economic improvements | To participate as fully as possible in the Project and mine related ventures |
| Protecting the land and the environment | To protect fully their natural environment and its resources |
| Keeping Aboriginal culture and traditions strong | To be able to live on their traditional lands |
| Keeping Aboriginal culture and traditions strong | To identify and protect sites of significance to the Native Title Groups |
| Keeping Aboriginal culture and traditions strong | To ensure that the material benefits do not corrupt Indigenous cultures but enable people to re-affirm the cultures and enhance the lifestyles of the members of the Native Title Groups and other members of the Communities through community and cultural development initiatives |
| Social improvements and stronger communities | To ensure that the standard of health, employment rates, education opportunities and other social indices of Native Title Groups and other members of the Communities is comparable to ordinary Australian standards |

Source: GCA Introduction Clause E (a)-(f)

Inclusion of these aspirations in the Agreement did not create specific legal obligations on the other parties, but Century Zinc Limited (the original mining company) and the State Government did commit in the Recitals to working with the Native Title holders to help them achieve their aspirations. In making the agreement with the Native Title Groups, Century Zinc Limited acknowledged and respected these aspirations and agreed to measures that were aimed at supporting them, not only through compensation, but also commitments in relation to environmental protection, employment and training, the hand back of pastoral leases to Traditional Owners, protection of Aboriginal heritage and culture, and regional development and business opportunities³². Likewise, the Queensland Government made specific commitments in relation to training and vocational education, provision of infrastructure and various social support programs.

³² GCA 1997, Recital P, page 7.

The commitments, which transferred to subsequent owners of the mine, conferred a range of specific benefits in these respects on Native Title holders in return for their agreement to, and support of, the Century project and commitment to a cooperative relationship with the mine owners.

Several committees and other organisations were also established to manage the intended benefits. For instance the Gulf Aboriginal Development Corporation (GADC) was intended to have a role in assuring the interests of the Native Title Groups were upheld in implementation of the Agreement and that financial benefits were well managed and distributed. In addition, the GCA required the formation of an Environment Committee and an Employment and Training Committee that included representatives of the Native Title groups.

Section 63 of the GCA requires the parties to the Agreement to meet every five years to review the provisions of the Agreement and how they are being implemented. The first five year review was conducted by a Review Team whose membership was agreed to by the respective parties and the 10 year review was undertaken by The Right Mind, a Brisbane-based consulting firm. The 15 year review is currently being conducted under the auspices of the CLAC. This body was assigned a significant ongoing role in the GCA, but did not meet for a number of years prior to being re-activated in 2012.

How this study relates to the GCA 15 year Review

The research reported here is intended to inform the 15 year review of the GCA by: (a) summarising key findings from consultations with people in the gulf communities; (b) providing an assessment of the extent to which the aspirations of the Native Title parties have been met; and (c) highlighting priority areas for attention by the parties to the Agreement.

However the study did not look in detail at the actual operation of the Agreement, or at whether specific legal obligations have been fulfilled. These are tasks for the review proper.

1.4 Outline of the report

This report is organised into seven sections. Section 2 briefly profiles the socio-economic circumstances in the Lower Gulf region at different time periods. The approach to the research is outlined in Section 3 and Section 4 details the main findings about impacts of Century in respect of the four thematic areas identified in Table 2 – economic improvements, keeping Aboriginal culture and traditions strong, protecting the land and environment, and social improvements and stronger communities. Section 5 notes risks and challenges in the transition to closure and beyond while Section 6 identifies opportunities to leave a positive legacy. Broad conclusions are provided in Section 7.

The combined report is supplemented by more detailed reports on the three major components of the study as detailed in Section 2. This report can also be read in conjunction with its predecessors, *Completion of Mining at Oz Minerals Century Mine: Implications for Gulf Communities* (CSR 2008) and the report of the Ten Year GCA Review (The Right Mind, 2008).

2. Our research approach

The study was undertaken by the Centre for Social Responsibility in Mining (CSRSM) with the assistance of Century's Community and Stakeholder Partnerships (CSP) Department (previously the GCA Support Department). The process was endorsed by the CLAC and funded by Century. The CSRSM developed field work protocols to ensure clarity of project objectives and to spell out the roles of Century's CSP department and the CLAC. The protocol recorded the main research questions of the overall project and established consistency across the multiple research teams.

Though the operation and eventual closure of Century impacts on individuals, businesses and communities further afield (notably in Mount Isa, Townsville and Cairns), the study focused on the Lower Gulf Region and primarily on the communities of Doomadgee, Gununa (Mornington Island), Normanton, Burketown and Karumba and the outstation of Gregory Downs/Bidunggu.

The main data sources utilised were:

- statistical information obtained from the Australian Bureau of Statistics (ABS) and other State and Commonwealth Government agencies and service providers
- data held by Century – principally relating to training and employment of Gulf Communities people, and local expenditure
- individual and group interviews with community leaders, Land Council representatives, key Century personnel, State and Local Government personnel, service providers, local community members and other stakeholders
- a survey and interviews with local Aboriginal people currently employed by Century. Some of the interviews were conducted with groups of GCA employees and others with individuals
- a survey of regional businesses and businesses that are contractors and suppliers to Century
- a small number of written submissions from regional stakeholders, local councils and State Government departments or ministers

GCA Aspirations as a framework

This report uses the aspirations of the Native Title parties as a reference point for assessing the contribution of the mine to development in the region and for identifying where and how this contribution could be enhanced. This is not about establishing whether there has been legal compliance with the GCA; rather it is about understanding what has, and has not changed, in the Lower Gulf as a result of the presence of the mine.

The GCA is only part of this story. Also important are the structural factors that have traditionally inhibited growth in the region, such as remoteness, a tradition of welfare dependency, weak governance and the historical legacies of DOGIT communities, plus the actions and decisions of other actors.

These activities have been analysed in three separate reports each with a specific focus:

Supplement A: *Report on community consultations*

Supplement B: *Survey of employees in GCA roles at Century Mine*

Supplement C: *Impacts and Future Prospects for Gulf Businesses and the Regional Economy*

This Combined Report synthesises the findings and identifies the common messages and consistent themes.

The procedures followed for the three separate components are elaborated below.

2.1 Community and Stakeholder Consultations

An introductory 5 day visit was undertaken by one research officer, Rodger Barnes, two weeks ahead of the main consultation, in order to promote good communication and a level of familiarity with the researchers and inform people about the aims and purpose of the project, as well as orient the research team.

The community consultations consisted of two main field trips in July and August 2012, one of 12 days duration and one of five days duration. These were undertaken by two researchers. Follow-up interviews were undertaken in a fourth visit by one of the researchers, Nina Collins, in conjunction with the Business Survey component of the study in October 2012.

A total of 46 individual and group interviews were undertaken involving almost 150 individuals. The interviewees represented over 45 organisations³³, which included the GCA Native Title Groups, organisations set up under the GCA, community based education and health providers, employment providers, other locally-based government and non-government service providers, local businesses and cooperatives, not-for-profit and community organisations, and local government councils and other Indigenous organisations. Almost 80% of the individuals interviewed were Aboriginal and 45% were women³⁴.

Letters were sent to over 50 stakeholders in the region and in State Government requesting phone interviews or online survey links. Only a handful of written submissions were received – most of them from State Government sources.

2.2 Survey and interviews with employees under the GCA

The Waanyi, Mingginda, Gkuthaarn and Kukatj People are recognised as the relevant Native Title Groups whose land is directly impacted by the mine, pipeline and port. This is the case regardless of whether they currently live locally in the Gulf or further afield. However, many provisions of the GCA explicitly apply to other members of the Communities who live in the area today as well. Aboriginal employees without a heritage or current link to the area are also

³³ CSRM (2013) Supplement A: *Report on Community Consultations*

³⁴ CSRM (2013) Supplement A: *Report on Community Consultations*

part of the hierarchy of so-called 'GCA employees' based on relative priority of belonging to a Native Title Group, residing locally and being Indigenous.

To explore issues related to GCA employees, three primary research methods were used:

- semi-structured group interviews (9 groups with a total of 60 employees)
- semi-structured interviews with a selection of 13 individuals
- a quantitative survey distributed to approximately 150 GCA employees at Century Mine, including direct company and contractor employees. A total of 117 responses were received from GCA employees, representing a 79% response rate and 47% coverage of the GCA workforce.

2.3 Regional economic and business profile

This component of the study entailed undertaking a survey of Gulf-based businesses – both those having direct business with Century and others. It comprised the following elements:

1. Telephone interviews with contractors and suppliers to Century and other Gulf-based businesses. This covered a total of 24 businesses. One group of these were fourteen direct contractors and suppliers to Century, including: some accommodation providers, retailers, airlines and mining services providers who undertake a range of activities, including: provision of mining machinery, water trucks, rock crushing, civil earthworks, and site cleaning. A second group of eleven were Gulf-based businesses without formal Century contracts. They include: other accommodation providers; pastoral companies/cattle stations; retailers; and commercial fishing operations.
2. Field research in Gulf communities between 21 and 26 October 2012, including face-to-face interviews with businesses.
3. Analysis of business contract data provided by Century.

2.4 Scope and Limitations of the research

The geographical focus of the study is the Lower Gulf region and it examines trends over the life of the mine and particularly over the past five years in terms of the broad areas of Economy, Environment, Culture, and Community or Social impacts highlighted in the aspirations of the GCA signatories. It seeks to build on the 2008 CSRSM social impact study and the Ten Year Review of the GCA, undertaken by a consultancy, The Right Mind³⁵.

With the researchers spending only a total of around 75 person-days in the field, there was a relatively short time to cover the range of issues, stakeholders and geographical locations involved. While every effort was made to make contact with interested parties and obtain their views, some groups and individuals may feel that they did not have a chance to be heard.

³⁵ CSRSM (2008) *Completion of Mining at Oz Minerals Century Mine: Implications for Gulf Communities*. Brisbane: CSRSM, University of Queensland.
The Right Mind (2008) *Gulf Communities Agreement. Review of Performance 2002-2007*. The Right Mind.

CSRSM understood at the outset that, as part of the GCA Review, in the first half of 2012, the Queensland Government would be collecting and analysing available statistical data on trends in social and economic conditions in Gulf communities and so it would not be necessary to collect and analyse this information separately for this study. Due to resourcing constraints in the Government, this work was never completed and CSRSM had to obtain much of the data itself from government sources. It is possible that some relevant information may have been missed in the process.

Of necessity, the study relies quite heavily on census data. These are notoriously unreliable for remote Aboriginal communities and there are other significant problems with using data that is collected at one particular point in time and may not be comprehensive. Further, some census data is not reported for communities with small populations which were targets of interest in this study.

Partly because of changes in personnel, mine ownership and computer systems, as well as organisational restructures, company records of the Century workforce, suppliers and community support were incomplete and inconsistently recorded. Hence accurate numbers were hard to establish and historical data was particularly patchy. One example was the difficulty of obtaining firm data on the numbers of GCA employees. This was compounded because there is disagreement about the relative priority given to (i) membership of a Native Title Group, (ii) being Indigenous and (iii) residing locally, as criteria when according GCA status.

The specific limitations of each component of the study are detailed in the relevant Supplementary Reports.

3. The Lower Gulf Communities

The Lower Gulf Region, which acts as the Century Catchment Region, comprises the two statistical local areas of Burke Shire and Carpentaria Shire as well as the two Aboriginal Shire Councils of Doomadgee and Mornington. These lie within the broader Gulf Regional Planning Area³⁶. The mine itself is located in Burke Shire – the sparsely populated local government area that abuts the Northern Territory border and the Gulf of Carpentaria. The two main communities there are Burketown and Gregory and there are smaller centres, Gidya and Gregory Downs. The small outstation community of Bidunggu adjoins the township of Gregory.

Normanton and the port town of Karumba (where the ore from Century is shipped) are the main towns in Carpentaria Shire which encompasses the traditional country of the Gkuthaarn, Kukatj and Kurtijar people. Normanton, like Burketown, is an ‘open’ community, in which 25-40% of the population is Indigenous. There are a number of other centres in this shire that were not focused on for the study. They include Fielding, Howitt, Savannah, Stokes and Yangoonya.

Doomadgee Aboriginal Shire occupies the area of a former Aboriginal mission and is comprised mainly of Waanyi and Gangalidda peoples. It is a gazetted Deed of Grant in Trust (DOGIT) community. Gununa on Mornington Aboriginal Shire was formerly an Aboriginal mission. Mornington Island form part of the Wellesley Group comprising some 21 islands in the Gulf of Carpentaria that form the traditional lands and waters of the Kaiadilt, Gangalidda, Yangkaal and Lardil peoples. Gununa is serviced by regular flights from Cairns and Mount Isa and a barge from Karumba.

In both Doomadgee and Mornington Indigenous people make up a very high proportion of the population (more than 90%), and both are Remote Service Delivery sites where there are Local Implementation Plans instigated with the community by the Commonwealth and State Governments as part of the Closing the Gap strategy. They have Regional Operations Centres (ROCs) operated jointly by the Commonwealth and Queensland Governments. Since 2002 both communities have been subject to Alcohol Management Plans imposed under the Queensland Liquor Act. These aim to restrict the amount of alcohol in the community.

The information below draws on a range of available data to outline the current regional profile and make some comparisons between that and the situation before the construction of the mine and the situation around 2007 at the time of CSR’s previous study³⁷ and the GCA 10 year review. The region shares many characteristics with other very remote and relatively sparsely populated communities in Queensland.

³⁶ The Gulf Regional Planning Area also encompasses the local government areas of Croydon, Etheridge and Kowanyama and essentially coincides with the Gulf Savannah Region.

³⁷ CSR (2008) *Completion of Mining at Oz Minerals Century Mine: Implications for Gulf Communities*

3.1 The evolving community profile

Previous reports, notably *Completion of Mining at Oz Minerals Century Mine: Implications for Gulf Communities* (CSRM 2008) as well as currently available statistical data from Australian Bureau of Statistics (ABS), confirm that in the mid-1990s communities in the Lower Gulf region rated relatively poorly with respect to many socio-economic measures. CSRM's 2008 report presented some comparative information about the situation a decade later. It is useful to compare both sets of figures with the current situation to establish trends in the region while recognising that these are not solely determined by the mine's presence or the terms of the GCA.

Available information is collected in different ways, at different time intervals and reported with respect to different populations so comparable figures are difficult to establish. A common basis for much data recording is by local government area so that approach is adopted here in presenting community profiles for the four relevant local government areas of the Lower Gulf or Century catchment region. Nevertheless, the data should be treated with caution as time periods are not uniform and accuracy of reporting often questionable.

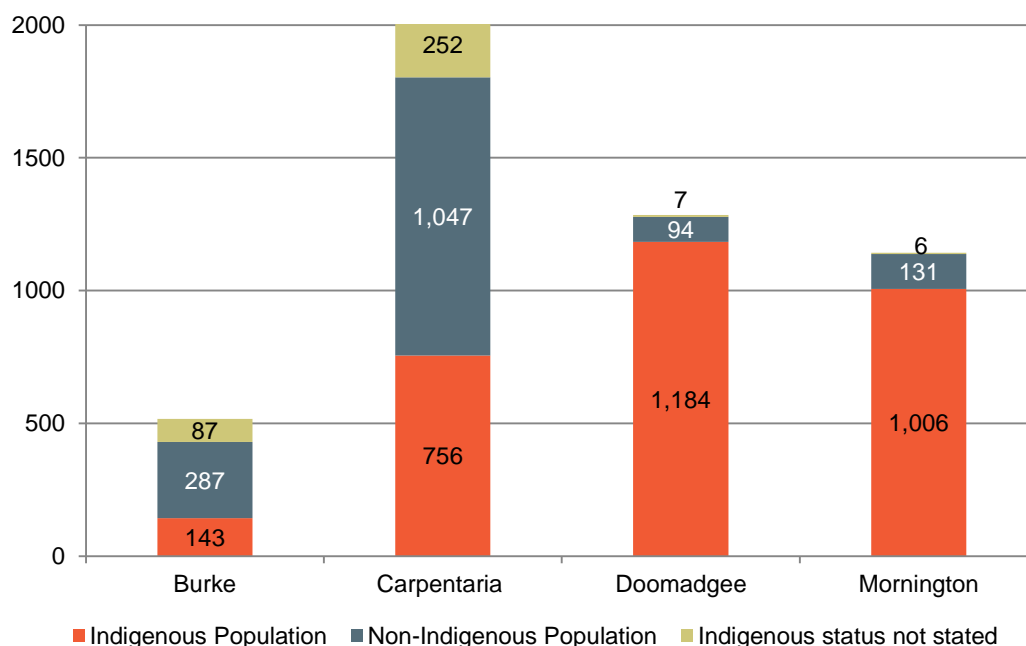


Figure 1: Population distribution by Indigenous status, 2011³⁸

The most comprehensive available data for economic, social and community characteristics is usually the ABS Census, although *Queensland Regional Profiles*, from the Office of Economic and Statistical Research (OESR), Queensland Treasury and Trade have also proved a valuable source. There are limitations to such data, including the inability to distinguish differences between Indigenous and non-Indigenous people or between different localities

³⁸ Source: ABS Census 2011

within the one council area. Nevertheless they provide some indicators of patterns and trends, many of which can be better understood when related to our own primary research.

The situation in each of the four local council areas is presented in Appendix 1 with comparative data for selected local government areas of Cloncurry and Winton and for Queensland as a whole also provided.

3.2 Summary of current regional profile

At the 2011 census, the Shire populations were: Doomadgee 1284, Mornington 1143, Burke 517 and Carpentaria 2055. Hence the total regional population is estimated to be 5000 among whom Indigenous people number 3089 (Figure 1). A somewhat dated estimate of the membership of the Native Title Groups that are party to the GCA is approximately 900 people³⁹.

Regional economy

At the time of the 2011 Census, Burke and Carpentaria Shires had 539 persons aged 15 years and over whose personal weekly income was less than \$400, representing 26% of this age group in those communities⁴⁰. There were a further 518 people (65% of the age group) in this income category in Doomadgee Shire⁴¹ and 479 (again 65% of the age group) in Mornington Shire⁴². These figures compare to 35% of Queenslanders over 15 years in this income bracket and demonstrate the greater prevalence of low incomes in the predominantly Aboriginal communities.

Unemployment throughout the region is much higher than the Queensland rate of 5.5%. The number of unemployed persons aged 15 years and over in Burke and Carpentaria Shires in March quarter 2012 was 289 representing an unemployment rate of 18%⁴³. In Doomadgee Shire the figure was 115 (27%)⁴⁴ and in Mornington it was 90 (17%)⁴⁵.

There are currently 389 registered businesses in the four local government areas with 143 of these classified as 'employing businesses' though only 59 of them employ five people or more⁴⁶.

The grazing and mining industries are of considerable importance to the regional economy along with fishing and tourism. The numbers employed in these and other industry sectors are detailed in Appendix 2. Figure 2 illustrates the number of residents (Indigenous and non-Indigenous) from each of the four shires who are employed in mining. The overwhelming majority of these are likely to be employed at Century.

³⁹ Scambury (2008)

⁴⁰ OESR 2012a

⁴¹ OESR 2012b

⁴² OESR 2012c

⁴³ OESR 2012a

⁴⁴ OESR 2012b

⁴⁵ OESR 2012c

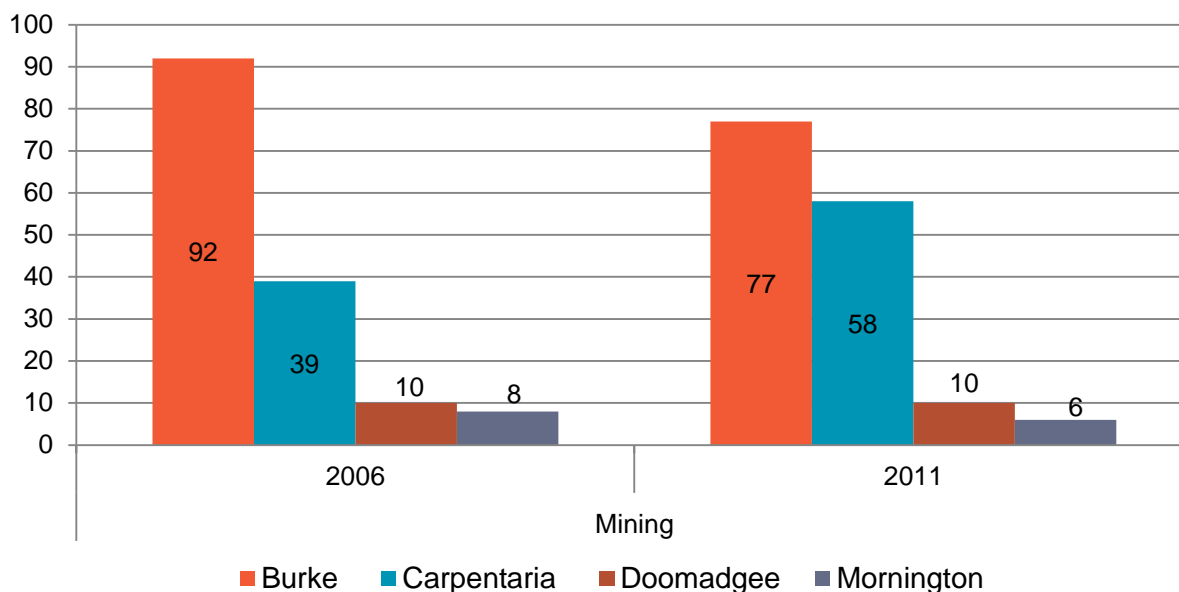


Figure 2: Number of people employed in mining by local government area⁴⁷

Culture

The region has resources of cultural significance to Indigenous people – some of them also appealing to tourists (e.g. Boodjamulla or Lawn Hill National Park) and the people of the Gulf retain strong cultural connections to the land and area they are from and custodial responsibilities to ensure their protection.

There is a legacy of cultural disruption associated with Aboriginal people's history of relocation to missions and reserves in Queensland. The advent of a money economy and materialistic values has compounded this.

Land and environment

As of 2010, the region's total park and forest estate in terms of National Park, State Forest, Timber Reserve and Forest Reserve was 3,069sq.km⁴⁸. In 2010 there was a successful determination for the Waanyi Peoples' claim covering 1,730,081 hectares in the Southern Gulf of Carpentaria – the largest single determination in Queensland history. This significantly increased the Indigenous estate in the Lower Gulf. There are, in the region, other, smaller, pastoral, recreational and residential leases and lands under Indigenous control though not all of it by Native Title Groups that are parties to the GCA. In addition, some GCA Native Title Groups are currently involved in further claims.

⁴⁷ ABS Census 2011

⁴⁸ OESR 2012a

Social and community situation

There have been marginal improvements in educational achievement in the region in recent years. In 2011, Carpentaria and Burke Shires had 629 persons aged 15 years and over whose highest level of schooling was year 11 or 12 (or equivalent), representing 31% of all persons aged 15 years and over. In Doomadgee 192 people (24%) had achieved this level of schooling and in Mornington the figure was 250 people (35%). In the four shires there was also a total of 452 vocational education and training (VET) students. This was made up of 298 students commencing a VET course and 154 students continuing a VET course⁴⁹.

Housing and social infrastructure provision lags the Australian norm by most measures. In Carpentaria and Burke Shires at the time of the 2011 Census, 25% of the occupied private dwellings in the two Shires were fully owned, 12% were being purchased and 52% were being rented⁵⁰. In the DOGIT community of Doomadgee and at Gununa on Mornington Island there is very little private ownership of houses and no private rental market operating because of the complex land tenure arrangements. Doomadgee received six new houses in 2011-2012 under the National Partnership Agreement on Remote Indigenous Housing⁵¹.

Many living in the region also lack easy access to the internet and do not have their own means of transport. In Queensland as a whole there are only 22% of homes without internet connection and 7% with no motor vehicle⁵². Of the occupied private dwellings in Carpentaria and Burke Shires, only 410 (or 54%) had an internet connection and 98 (13%) had no motor vehicles⁵³. In Doomadgee 63% of dwellings had no internet connection and 51% had no motor vehicles. In Mornington 71% of dwellings had no internet connection and 49% had no motor vehicles.

In 2008 in Queensland, about 80% of Indigenous people aged 18 and over or their family members and close friends experienced at least one stressor in the previous 12 months compared with 51% of non-Indigenous people. The most common stressors for Indigenous people were death of a family member or close friend (42%) and alcohol or drug-related problems (23%). As well, 14% of Indigenous Queenslanders aged 18 and over felt overcrowding at home was a stressor⁵⁴. This is evident in Gulf communities as is a cyclic relation between crowding, household stress, family social problems and alcohol and drug abuse.

The region has seven aged-care service providers with a total of 65 places in operation. There are also 5 police stations, 5 ambulance stations, and 5 hospitals but no fire station, only volunteer fire brigades⁵⁵.

⁴⁹ OESR 2012a, 2012b, 2012c

⁵⁰ OESR 2012a

⁵¹ Doomadgee Community Highlights Report 2011

⁵² OESR 2012b, 2012c

⁵³ OESR 2012a

⁵⁴ AIHW, 2011

⁵⁵ OESR 2012a, 2012b, 2012c

Most centres in the Gulf have a Primary Health Care Centre or Community Health Centre. These are involved in preventative health, health education and assisting the community to access health and support services rather than treating health conditions. Many of these services are provided by numerous mobile health clinics and visiting specialist health and allied health services that travel to the Gulf communities on a regular basis.

4. Main Findings: cumulative impacts over the last fifteen years

Over the past fifteen years the presence of the mine has impacted both directly and indirectly on the economy, culture, environment and social circumstances in Gulf communities. CSR's study in 2008, *Completion of Mining at Oz Minerals Century Mine: Implications for Gulf Communities*, detailed key differences attributable to the mine over the first ten years of operation. This current report concentrates on identifying subsequent trends and developments. Where there have been positive impacts, strategic action will be needed to ensure these are sustained when production ceases.

4.1 Economic improvements

Century's main positive impacts on the region have been economic. The varied economic improvements include providing employment, increasing income flows, generating supply chain demands, fostering businesses and paying royalties, rates and charges that can be channelled to regional infrastructure development and economic advancement.

Indigenous Employment

Although only 6.5% of the regional workforce is currently employed in mining⁵⁶ (reflecting the fly-in-fly-out workforce arrangements), Century has been a major provider of jobs to local Indigenous people living in the region or outside. It has thereby contributed individual and household economic benefits and also fostered a pool of experienced labour available to the wider regional economy.

Best estimates are that more than 900 GCA community members have been employed at Century over the life of the mine⁵⁷. While many of these employees had previous experience in the workforce, for many others Century has provided their first experience of participating in mainstream employment. For example, 37% of respondents who completed the GCA employee survey had been on Community Development Employment Projects or were unemployed prior to joining Century⁵⁸. The increased average number of years at Century in the 2012 survey (compared to the 2007 survey)⁵⁹ indicates a higher retention rate.

Century records show that GCA community members currently constitute 21% of the workforce and other Indigenous people a further 2.5%. This is a bigger proportion than in 2007⁶⁰ (Figure 3). GCA women are currently particularly well represented being 37% of all women employees. The survey conducted with current GCA employees indicates that working at Century has been a positive experience for most of them as it allows people to stay in the region or in close contact with their home community. It also allows people to maintain family networks because of rosters and the extent of family group employment on site (82% have three or more relatives working at Century)⁶¹. As well, a number of workers have had previous periods of employment at Century suggesting the mine accepts career breaks and multiple

⁵⁶ Queensland Treasury and Trade, 2012

⁵⁷ CSR (2013) Supplement B: *Survey of employees in GCA roles at Century Mine*

⁵⁸ CSR (2013) Supplement B: *Survey of employees in GCA roles at Century Mine*

⁵⁹ CSR (2013) Supplement B: *Survey of employees in GCA roles at Century Mine*

career pathways. Overall 93% of the survey respondents believe that working at the mine will help them in the future.

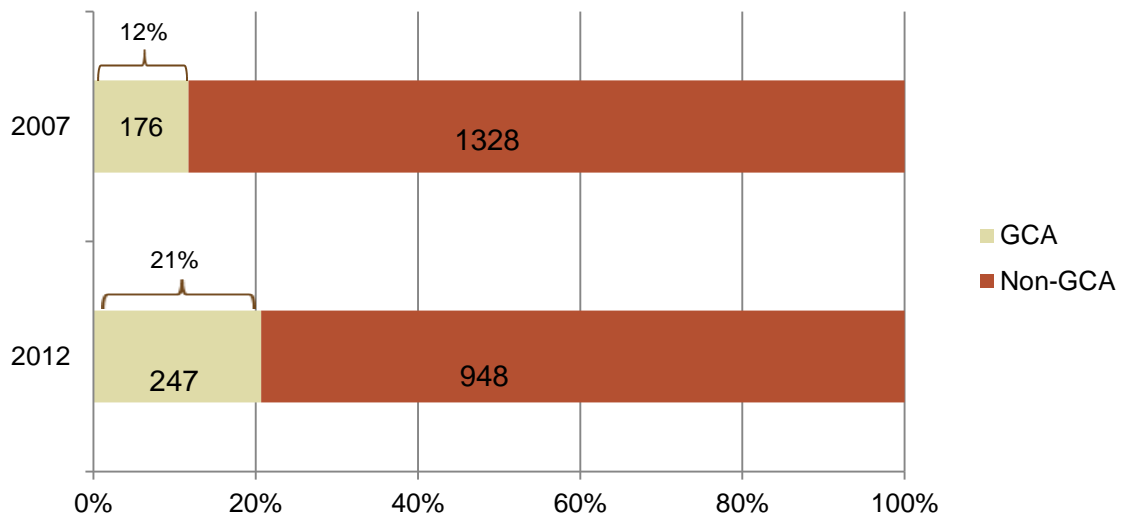


Figure 3: Employment at Century GCA/ non-GCA, 2007 and 2012⁶²

Despite these positive findings, there are perceptions of inequities with respect to securing employment, training opportunities, promotions and pay rates⁶³. These include concerns that employment opportunities have not been proportionately spread across the communities and the intended beneficiaries of the GCA. The primary residence of 37% of GCA employees is in the Gulf communities and almost one-third of these (13%) live in the largest centre, Normanton⁶⁴. Only 6% live in Doomadgee with smaller numbers from other towns and the majority living outside the Gulf.

Table 3 indicates Native Title Group participation in the Century workforce. Overall 38% of designated GCA employees are Waanyi whereas the other three Native Title signatory groups account for only 10 percent in total⁶⁵. Just over half of the GCA workers are not identified as members of one of the signatory groups.

These statistics do not necessarily indicate inequity, however. Other factors that need to be taken into account include complex patterns of residence of the Traditional Owners, differences in population size of Native Title Groups and of communities, and population mobility. Unfortunately, we did not have the requisite data to undertake this more detailed analysis. A further complicating factor, as mentioned earlier, is the lack of clarity about the

⁶⁰ CSRM (2013) Supplement B: *Survey of employees in GCA roles at Century Mine*

⁶¹ CSRM (2013) Supplement B: *Survey of employees in GCA roles at Century Mine*

⁶² Source: Century records

⁶³ CSRM (2013) Supplement B: *Survey of employees in GCA roles at Century Mine* and CSRM (2013) Supplement A: *Report on Community Consultations*

⁶⁴ Century records

⁶⁵ Century records

relative importance of (i) belonging to a Native Title Group, (ii) being Indigenous and (iii) residing locally, among those accorded GCA status.

Table 3: Native Title Group participation in the Century workforce (as at June 2012)

| NATIVE TITLE GROUP | NUMBER EMPLOYED | PERCENT OF GCA WORKFORCE |
|---------------------------|------------------------|---------------------------------|
| Waanyi | 95 | 38% |
| Kukatj | 15 | 6% |
| Gkuthaarn | 8 | 3% |
| Mingginda | 3 | 1% |
| Other/ not specified | 126 | 51% |
| Total | 247 | 100% |

Source: Calculated from Century employment records

Career advancement

Currently, the most common job for employees from the GCA workforce is as truck drivers or plant operators (39% of survey respondents and 31% of entire GCA workforce according to Century records). Only 5% of this workforce holds trades positions and there are fewer occupying positions in business development, administration, industrial relations and more technical positions that might develop transferable skills⁶⁶. This is seen to reflect a narrowing of the range of employment options at Century in recent years as reported in interviews with employees and during the community consultations.

Individual training and capacity building

Century is a significant training provider in the region and there are reported to be social as well as educational benefits of employment at Century. These include: increased self-esteem and confidence, increased work ethic and motivation; leadership capacity; health benefits, including motivating people to move away from drug and alcohol dependencies; experience communicating and socialising with other Aboriginal and non-Aboriginal people; and more responsible behaviours generally, including less interpersonal conflicts and incentive for people to keep out of trouble with the law⁶⁷.

⁶⁶ Century records

⁶⁷ CSRM (2013) Supplement A: *Report on Community Consultations*

While some employees and former employees consider they brought skills to the mine, others see their time at Century as beneficial to their career development in that they acquired skills. Nearly all the Aboriginal people interviewed who were in leadership positions in their respective organisations and communities had, at some time, worked or had training at Century.

According to Century records, three 12-week pre-vocational courses of about 15 participants are run each year with 30 graduates in 2011. Trainees and apprentices constitute about 12 percent of the total workforce numbers with total Indigenous apprentices and trainees numbering about 75. More than 30 Indigenous employees gained formal qualifications in heavy vehicle operations in 2011. Indigenous employees have received a number of national and regional training awards including the 2008 Australian Mining Trainee/ Apprentice of the Year. In 2011 three employees received awards at the regional NAIDOC awards including Indigenous Employee of the Year⁶⁸.

Most of the employees who completed the survey (83%) said they had participated in training programs since starting work at Century. However many of these indicated it was first aid training. Overall the survey indicated similar proportions of employees receiving training as five years ago with a small increase in numbers who had completed Certificate III or traineeships. Seventeen percent of GCA employees who responded to the survey claimed to have received none of the specified forms of training (e.g. Pre-vocational training, Certificates, Apprenticeships, Traineeships and Competency-based training) while employed at Century (presumably discounting inductions)⁶⁹.

Participants mentioned a number of factors that can hinder achievement of career progression or higher skill levels. These included perceptions that some highly skilled GCA employees do not receive commensurate promotion and pay increases. There were also perceptions that training opportunities are limited and not always allocated fairly and concerns that apprentices are expected to perform work tasks without receiving adequate training.

Income flows to Gulf economy

A second economic contribution of the mine has been significantly increased income flows into the region, though the full impact of Century on business activity in the Gulf is difficult to quantify. Theoretically this impact is a result of a number of factors including: 1) the direct payments Century makes to Gulf-based contractors and suppliers; 2) practices of these contractors and suppliers when purchasing their inputs and services (i.e. from inside or outside the Gulf); and 3) the wages paid by both Century and its contractors to Gulf-based employees, and where they in turn are spending their wages.

The \$21.3m paid to local contractors and suppliers in 2011⁷⁰ is a significant stimulus to the Gulf economy and since 2008, Century's total local spend in the four Shires has been over

⁶⁸ Century records and Staff newsletter, "Dirt"

⁶⁹ CSRM (2013) Supplement B: *Survey of employees in GCA roles at Century Mine*

⁷⁰ Century records

\$66m⁷¹. This is overwhelmingly for mining-related services such as plant and equipment hire, earthmoving, contract labour and road maintenance.

Nine of the contractors and suppliers responding to the business survey provided data on employee wages, with a combined total of \$11.2m in 2012. This includes payments to all employees – Indigenous and non-Indigenous – whether resident in the Gulf or beyond. The annual value of wages paid to Century’s GCA employees currently averages \$17.6m (although this includes GCA employees living outside of the Gulf and does not take into account where the money is actually spent).

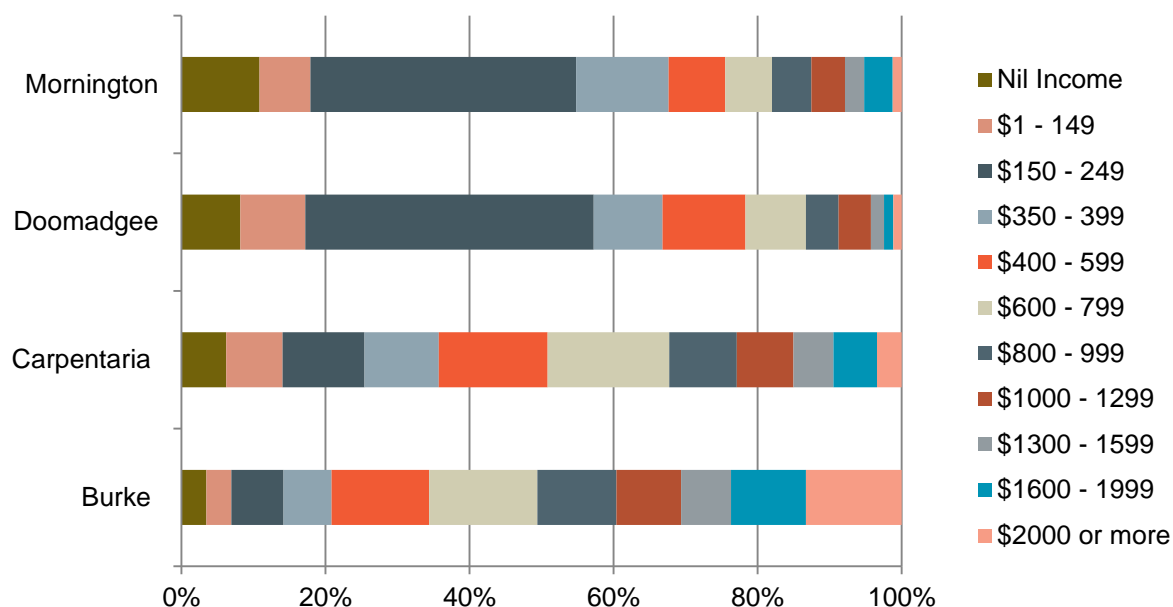


Figure 4: Percentage of people in four shires in various weekly income brackets⁷²

In 2012 Century paid \$8.8m to employees residing in Burke, Carpentaria, Doomadgee and Mornington Shires (this includes GCA employees and others such as non-Indigenous employees and short term residents). Estimates are that in the first ten years of operation Century paid over \$65m in wages and salaries to Indigenous employees⁷³. A very rough estimate of the additional payments over the past five years is \$150m⁷⁴.

While there appears to have been a substantial injection of wages into the communities, the benefits have been very unevenly distributed. The percentage of residents in the four shires in various income brackets is shown in Figure 4. It reveals that close to 70 percent of those in Doomadgee and Mornington local government areas have an income of less than \$400 per week while very few there earn \$2000 a week or more (though there is a much more

⁷¹ Supplement C: *Impacts and Future Prospects for Gulf Businesses and Regional Economy*

⁷² Source: ABS 2012 1379.0.55.001 National Regional Profiles (for 4 Local Government Areas)

⁷³ CSRM (2008) *Completion of Mining at Oz Minerals Century Mine: Implications for Gulf Communities*. Brisbane: CSRM, University of Queensland.

⁷⁴ Calculated from extrapolating annual average from Century records for last three years.

prosperous picture in Carpentaria and especially Burke)⁷⁵. From our survey of employees, it would appear that much of the income of GCA employees is directed to consumption expenses and few of these employees have been able to invest their wages in long-term assets such as houses. In the case of residents of Doomadgee and Mornington Island there are structural obstacles to home ownership – notably no freehold property rights – that contribute to this.

As well, survey participants observed that the flow-on benefits to community incomes are reduced when employees move away from the region to larger centres such as Cairns and Townsville. The survey showed that 38% of respondents had moved since starting work at Century. Close to half of those who moved shifted *out* of the Lower Gulf especially to centres like Townsville and Cairns. Those who moved out of the Gulf gave children's education and better economic opportunities as major reasons for moving though often a combination of factors influenced the decision⁷⁶. This movement has increased among GCA employees, 62% of whom now live outside the Lower Gulf⁷⁷

This exodus fuels perceptions of a decreased commitment by Century to employ locally even though such a shift of residence is seen as positive for those individuals. This pattern has reduced the direct flow-on effects of increased incomes in the Gulf communities themselves, although cases were cited where employees who had moved away directed financial assistance back to family in the communities and contributed to families when they returned to the community to visit⁷⁸.

A major injection of financial capital also occurs through payments to authorities (See Table 4 for Century payments to various bodies). The mine is a large ratepayer in two Gulf Shires and makes minor payments to other councils. In 2012 it paid \$2.5m in rates and other charges to Burke Shire (the location of the mine) and almost \$1m to Carpentaria Shire (the location of Century's processing and port facility)⁷⁹.

In addition, it is widely accepted that mining makes a significant contribution to the national and State economies. The annual royalties paid to the Queensland Government by the Century Operation vary from year to year depending on production, however, over the 5 years 2008-2012 inclusive, these payments have totalled more than \$93m⁸⁰. Comprehensively quantifying the economic value of Century's operations to the broader Queensland economy was beyond the scope of this project. However, it is legitimate to expect healthy State Government revenues from mining will proportionally benefit populations across the whole State through spending on education, health, police, roads and other infrastructure and services.

⁷⁵ ABS, Census of Population and Housing, 2011, Basic Community Profile - B26.

⁷⁶ CSRM (2013) Supplement B: *Survey of employees in GCA roles at Century Mine*

⁷⁷ Century records

⁷⁸ Reported in both employee interviews and community consultations

⁷⁹ Century records

⁸⁰ Century records

Table 4: Century payments to various bodies 2008-12 (\$'000)

| | 2008 | 2009 | 2010 | 2011 | 2012 |
|--|--------|--------|--------|--------|--------|
| GADC | n.a. | 761 | 775 | 918 | 885 |
| ADBT | n.a. | 1,104 | n.a. | 1,157 | 1,193 |
| Local Councils | 2,251 | 2,562 | 2,006 | 3,476 | 1,698 |
| Queensland Government Royalties | 12,902 | 15,014 | 23,718 | 26,479 | 14,945 |

Source: Century records

Other income flows occur through royalty and compensation payments to ‘eligible bodies’ of the Native Title Groups. The GCA names six of these four of which represent the Waanyi Native Title Group⁸¹. A seventh (also for Waanyi traditional owners) met the requirements and was added subsequent to 2002. The Eligible Bodies currently receiving payments through the GADC are:

1. Traditional Waanyi Elders Aboriginal Corporation
 2. Bidanggu Aboriginal Corporation
 3. North Ganalanja Aboriginal Corporation
 4. Ngumarryina Aboriginal Corporation
 5. Waanyi Nation Aboriginal Corporation (since 2002)
 6. Gkuthaarn Aboriginal Corporation for the Gkuthaarn Kukatj Native Title Groups
 7. An Eligible Body to represent the Mingginda Native Title Group
- } for the Waanyi Native Title Group

The royalties and direct compensation payments to the Native Title eligible bodies will amount to \$10m over 20 years and are channelled through the Gulf Aboriginal Development Corporation (GADC) which has acted as a clearing house to distribute annual payments. An additional \$100,000 per year goes to GADC for administration expenses. The extent to which the distributed funds have translated into community benefit is variable across the eligible bodies. There are some examples of strategic or longer-term use of these monies – such as the joint investment by the Gkuthaarn and Kukatj eligible bodies in rental property in Normanton. However, the absence of reporting and feedback during consultations suggest that more tangible results are desired and that governance problems identified by earlier studies in the GADC itself and in some Eligible Bodies remain⁸².

⁸¹ GCA, Schedule 6, Clause 13

⁸² CSRM (2008) *Completion of Mining at Oz Minerals Century Mine: Implications for Gulf Communities*. Brisbane: CSRM, University of Queensland.
The Right Mind (2008) *Gulf Communities Agreement. Review of Performance 2002-2007*. The Right Mind.

The GADC exerts no influence on how the money is spent, although the GCA did raise the possibility of it investing and managing funds or requiring that “an agreed portion of distributable funds will be invested to preserve the capital and provide an income stream beyond the End of the Economic Life of the Project”⁸³. There is now considerable interest in such a trust fund or capital fund to assist in the longer term with expenses associated with education, family visits, health treatment, funerals and sporting and cultural activities. However the GADC has operated minimally throughout the life of the Agreement and seems unlikely to be able to fulfil this role.

Indigenous business development

The mine has facilitated the development of some Indigenous enterprises, both directly (through contracts to provide operational services) and indirectly through the GCA, by funding the Aboriginal Development Benefits Trust (ADBT) to provide financial assistance to new Indigenous businesses in the region. The mine has also transferred pastoral leases to companies whose core business is cattle production (though the LHRPHC business also provides training and intends to diversify into other activities in the near future).

In the 2012 financial year ADBT received approximately \$1.2m in funding from Century, continuing the pattern agreed in the GCA of contributions of the order of \$1m per year on average for business and personal development projects (See Table 4). Limited information is available on how these funds have been disbursed. Although a number of successful businesses have developed, there are few examples of additional new ventures in the past five years suggesting the most obvious initiatives have already been tried. In addition to indirect support for business through ADBT, Century held an Indigenous Gulf Business Forum in 2010 with the intent of fostering an Indigenous Chamber of Commerce, though it appears not to have been established.

There has been an enduring impact from directly facilitating the establishment of a number of Indigenous businesses to provide mining equipment, personnel and other services Century needs. As Supplement C: *Impacts and Future Prospects for Gulf Businesses and the Regional Economy* reports, the major success stories in this respect are Northern Project Contracting (NPC) and Hookey Contracting. Both of these Indigenous-owned businesses have significant contracts with Century. In 2011, for example, these companies received a combined spend of almost \$17m from Century, which represented around 80% of the mine’s total local spend in Burke, Carpentaria, Doomadgee and Mornington Shires. Other Indigenous businesses with Century contracts are Mounjibi Association (site cleaning), and the smaller enterprises, G&M Watercarts and Chong Excavations.

Several examples were cited of the difficulties companies face in securing and retaining contracts with Century⁸⁴. For instance, it was reported to the researchers that previously a number of smaller contracts existed around the mine site for the camp, laundry and grounds. These were subsequently aggregated into one contract which made locally-based Aboriginal

⁸³ GCA Schedule 8 Clauses 21 and 22

⁸⁴ CSRM (2013) Supplement A: *Report on Community Consultation* and CSRM (2013) Supplement C: *Impacts and Future Prospects for Gulf Businesses and the Regional Economy*

contractors less competitive than larger, external companies for the contract. This could explain the trend in Figure 5 which shows that the number of businesses from whom Century procured products and services actually declined from a high of 16 in 2009 and 2010 to 14 in 2012. Supply chain businesses face an additional challenge as they seek to diversify their client base – something which the largest of the companies, NPC, is reportedly managing to do.

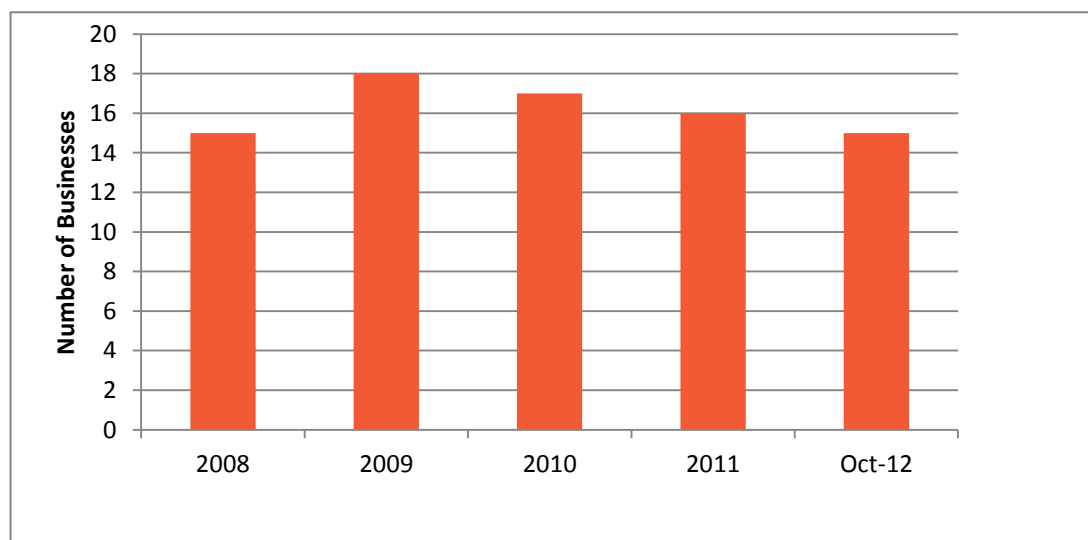


Figure 5: Total number of Century contractors and suppliers, 2008-2012⁸⁵

Overall, the number of successful Indigenous businesses established in the past fifteen years is not sufficient to provide the basis for a viable regional economy and the diminishing evidence of new business growth in last five years highlights the challenges ahead.

Business-supporting infrastructure

Finally, there have been indirect impacts of the mine’s presence on infrastructure that facilitates business growth. For instance the port at Karumba is regularly dredged to keep waterways open for commercial shipping; the Karumba airstrip has been sealed and the network of airstrips is better maintained. There have also been various road upgrades in the region, although Doomadgee is still isolated for considerable periods during the wet season. As well, the limited power distribution network in the region (i.e. beyond the mine itself) constrains business development.

4.2 Keeping Aboriginal Culture and Traditions Strong

Direct Century arrangements with respect to Aboriginal culture

Century has protocols to respond to matters of cultural significance. Cultural heritage professionals have been recording Waanyi rock art sites and heritage sites in the region.

⁸⁵ Calculated from Century records

Century maintains a register of culturally significant sites and some of these have been fenced. Participants reported that leave for sorry business is generally respected by Century and some special assistance is given at such times. The nature of this has varied over time and on a case-by-case basis. It can include family flights to funerals and grants towards funeral expenses.

As well, Century has engaged cultural monitors to assist with cultural clearances of sites of importance on the mine site and infrastructure corridor, for instance to manage the red ochre in the pit and other cultural site issues. Vigilance to ensure standards of cultural monitoring are maintained is crucial. The procedures provide a means of involving knowledgeable Waanyi elders in these activities and in passing on cultural knowledge to younger generations.

The archaeological surveys undertaken for the mine have resulted in a collection of artefacts which need to be housed. Aboriginal owners want to see progress on a 'Keeping Place' for artefacts collected from mine site and also Lawn Hill (Boodjamulla) National Park.

Some degree of cultural awareness and cross-cultural learning occurs in an informal and ad hoc way by having a significant proportion of Aboriginal employees on site with whom other company personnel interact. However there was concern raised in both the community consultations and the employee interviews that cultural awareness training and the cultural component of inductions for new staff are not compulsory, seem to have become less thorough in recent times and do not maximise the opportunities to promote positive interactions between Aboriginal and non-Aboriginal workers or to create awareness and appreciation of Aboriginal culture.

Indirect cultural impacts of Century's presence

There have been less direct influences as well to reinforce or continue Aboriginal culture. Funds controlled by Native Title groups by virtue of the GCA have been used to vitalise Aboriginal culture and heritage. A prime example is the cultural programs conducted by Waanyi Nation Aboriginal Corporation such as the Waanyi language program. The dividends from NPC's contracting work as well as Eligible Body payments have allowed Waanyi speakers to work with linguists to create a Waanyi Dictionary and produce Waanyi language resources which are still used in the schools and special 'camps' as a way to increase knowledge and appreciation of Waanyi language.

Other important expressions of Aboriginal cultural identity and traditions have received assistance from Century in the form of grants or flights. They include Mirndiyan Gununa Cultural Centre – which is an active art centre on Mornington Island that supports emerging and established artists – and the Mornington Island Dancers who are widely recognised and have performed in Australia and overseas since well before the mine was established. In Normanton, the Three Tribes Gallery is another facility with similar social, cultural and educational value. It was established by Bynoe Community Advancement Cooperative Society (Bynoe CACS) which has received business development assistance from ADBT. Bynoe CACS operates from Normanton and existed pre-Century, initially as a housing association for Indigenous people. It has now expanded into cultural and business ventures.

Despite these opportunities to affirm Aboriginal culture, some specific commitments in the GCA – such as establishment of a Men’s business association with State Government support – did not progress. There have been other missed opportunities including limited connection to the Queensland Government’s ‘Backing Indigenous Art’ initiative. In Aboriginal culture, land, water and the environment are central to identity, culture and livelihoods. The next section deals with protecting the land and environment.

4.3 Protecting the Land and Environment

As a large open-cut mine, Century has disturbed the land and environment in ways that concern the Traditional Owners. Land is fundamental to Indigenous people who have a complex set of rights, responsibilities and relationships with ‘country’. Resource extraction activities may impact negatively on the significance and functions of the environment in providing group identity and spiritual and material sustenance. One example in the Century context is the necessity to make special arrangements for handling the red ochre that plays an important part in the material and spiritual culture of the Traditional Owners and is disturbed in the mining process. The GCA recognised the importance of land and environment in the undertakings contained in Schedules 3 and 5 of the Agreement.

There have also been significant changes more broadly in land ownership and management during the life of the mine. Over the past fifteen years there has been a significant increase in the amount of land under Indigenous control, mainly as a result of the transfer of pastoral leases through the GCA and Native Title determinations (See Figure 6). For example, Lawn Hill and Riversleigh Pastoral Holdings (LHRPHC) has a combined area under majority Waanyi management of almost three-quarters of a million hectares in the vicinity of the mine site at Lawn Hill and operates as a productive cattle station. Such measures, in turn, increased Native Title Groups’ access to country, and provided some degree of redress for dispossession of traditional lands and subsequent enduring poverty. However some pastoral leases have yet to be handed to Native Title holders (Konka and Pendine).

The Century project also stimulated Native Title claims around the mine resulting in the determination of Native Title over the Wellesley Island in the Gulf of Carpentaria and the Waanyi determination that recognised the Native Title rights and interests of the Waanyi with respect to 1.7million hectares of the Lower Gulf Region. This included exclusive possession over the Bidunggu Land Trust area and non-exclusive possession over a number of pastoral properties, reserves and Boodjamulla (Lawn Hill National Park). In addition the GCA facilitated development applications and money towards the provision of infrastructure and services on Gkuthaarn and Kukatj Native Title Groups’ land within Normanton. Further claims by the Gkuthaarn and Kukatj Native Title Groups are currently in train through the Carpentaria Land Council Aboriginal Corporation (CLCAC).

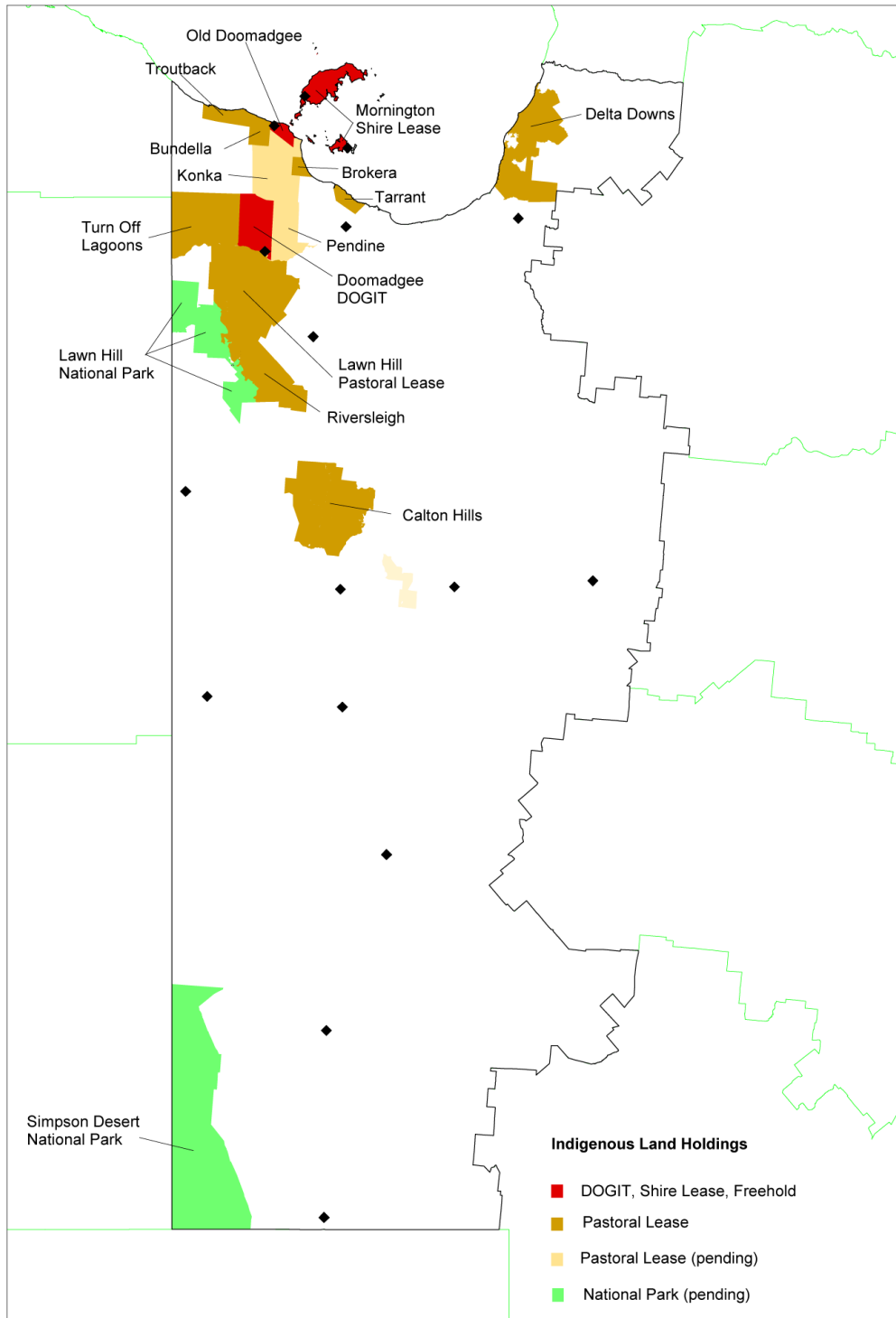


Figure 6: Indigenous held land in the Gulf Region, 2000⁸⁶

⁸⁶ Source: ATSIIC Gulf and West Queensland Regional Council and Gulf Aboriginal Development Company. <http://www.mfmoran.com/wp-content/uploads/2012/03/Pictorial-summary.pdf>

Bidunggu settlement is an important symbol and tangible evidence of Waanyi aspiration to live on country. Its existence is directly attributable to the GCA however grievances exist in relation to State Government commitments to outstations and support for the infrastructure and services of the community. The long-term viability of the community remains unresolved.

The Century Environment Committee (CEC) is a functioning body set up under the GCA and intended to involve Native Title holders in mine-associated environmental management. Nevertheless there are unmet aspirations for broader participation by communities and Aboriginal groups in land management activities that would enhance confidence that the land and the environment are being protected. This will be increasingly important in future as the closure plan is implemented to rehabilitate approximately 3000 hectares of disturbed land.

Century conducts a range of land management and environmental activities including many under the auspices of the CEC. There is an environmental monitoring program in place and procedures to ensure compliance with environmental conditions and, in general, impacts in this respect are understood to receive company attention. The State Government reported that Century has invested \$20m since 2009 to improve water management and has improved its license compliance in relation to contaminated discharges. However concerns still exist in the community and the Department of Environment and Heritage Protection and performance shortcomings were remarked upon to CSRSM researchers in terms of specific incidents as well as three more general respects⁸⁷: reporting, coordination with relevant regional bodies, and involvement of local Native Title holders in active environmental management.

Accounts of various incidents of breaches were noted by community members and the State Government, particularly in relation to the release of contaminated water into streams and the marine environment at the loading facility and also pipeline spillages. Additional community concerns are associated with the evaporation ponds at Karumba and the location of the cyclone mooring buoy near Bentinck Island. In more general terms, there were three areas of concern. First, there is not comprehensive, regular and meaningful reporting of environmental management processes and results of monitoring to the community and regional stakeholders. Second, there was keen interest in increased participation by the Native Title Groups in the work of Century's environment department and in environmental monitoring and activities such as seed collection, weed and feral animal control, re-vegetation and fire management. Third, the opportunity for closer cooperation between Century's environment department, the CEC and regional bodies such as National Parks, Southern Gulf Catchments and the Aboriginal Ranger program was suggested particularly to take advantage of personal connections and government programs such as the Commonwealth's Indigenous Protected Areas Program.

4.4 Social Improvements and Stronger Communities

In many respects, Century's impact on social conditions in communities of the Lower Gulf Region is indirect, as the mine has focused on areas such as employment and business development, rather than on funding programs in the communities.

⁸⁷ CSRSM (2013) Supplement A: *Report on Community Consultations*

The GCA undertakings to deliver aspirations for better health and education outcomes as well as community programs were expected to result primarily from the State Government's provision of a range of regional services and infrastructure⁸⁸. As well, it was envisaged that the Gulf Area Community Social Development Trust established by the Queensland Government in accordance with the GCA to implement recommendations of a regional social impact assessment, would resource a number of initiatives to improve the social situation in the communities.

Community programs

In recent years Century has contributed in-kind support, donated to a number of community events and programs and provided community flights to a combined annual value of at least \$400,000. The Century Community Sponsorship Program contributes to groups and projects involved in social, economic and cultural development of Gulf communities. Support for some projects has been greatly appreciated in the communities and regarded as contributing to social improvements and community well-being. In addition, the provision of community flights for compassionate and other reasons has been a much-appreciated contribution.

Century's recording of these forms of support has been inconsistent and does not really provide a clear and comparable picture of recent trends. However the Sponsorship data in Table 5 and the Community flight data in Table 6 provide some indication of the resources made available for community purposes through these avenues.

These activities in Karumba for example, included: building of a recreation centre, assistance with maintenance of the school, support of charity events and support for the Karumba Progress Association⁸⁹.

Table 5: Century community sponsorship and partnerships 2006-2012

| YEAR | VALUE (\$) | NUMBER OF EVENTS/ ORGANISATIONS | LOCATION | | |
|------|------------|------------------------------------|----------|----------|-------|
| | | | Local | Regional | State |
| FY06 | 43,850 | 20 | 17 | 1 | 2 |
| FY07 | 35,806 | 18 | 11 | 2 | 5 |
| FY08 | 193,506 | 31 | 14 | 7 | 10 |
| FY09 | 152,450 | 27 | n.a. | n.a. | n.a. |
| FY10 | 76,860 | 36 | n.a. | n.a. | n.a. |
| FY11 | 117,205 | 55 | n.a. | n.a. | n.a. |
| FY12 | 110,991 | 46 | n.a. | n.a. | n.a. |

Source: Century records

⁸⁸ See GCA Schedule 1.

⁸⁹ CSRM (2013) Supplement A: *Report on Community Consultations*

Although generally appreciated by recipients, there was some feedback during the community consultations that these contributions have been ad-hoc and have not had evident impact on the well documented education, health and other disadvantages of Indigenous communities typified in the communities of Doomadgee and Mornington Island; nor have they been targeted to build capacity and resilience. As well there is some disappointment associated with cessation of support or irregular support for some activities in cases where improved communication of the decisions and their rationale would have helped.

Table 6: Century community flights 2007-2012

| YEAR | SECTORS TRAVELLED | | | TOTAL FLIGHT SECTORS | \$ VALUE |
|--------------------|-------------------|----------------|-------------------|----------------------|----------|
| FY 2007 | | | | 660 | n.a. |
| FY 2008 | | | | 2075 | n.a. |
| FY 2009 | | | | 3712 | n.a. |
| | By GCA visitors | By GCA support | By CSP Department | | |
| FY 2010 | 3035 | 2860 | | (5895) | 330,425 |
| FY 2011 | 3177 | 2079 | 2524 | (7780) | 878,050 |
| FY 2012 (to 31/10) | 2576 | 867 | 3213 | (6656) | |

Source: Century records.

Notes: (1) Counting categories changed in 2010 whereby GCA Visitors were captured separately from GCA Support (previously one category); (2) Definition of GCA Support: pre-vocational workers, trainees, short term contractors, University Staff, Consultants, business visitors, government representatives; (3) Definition of GCA Visitors: Non employees, Indigenous people from the community, native title body reps; (4) CSP Department an additional inclusion in community flights category from 2011. Definition of CSP Department: Century Employees working for the CSP Department, travelling to and from work. (5) Data does not include sectors/flights booked by other Departments e.g. Environment Department flying in Native Title reps for a Century Environment Committee meeting.

Community infrastructure

There has been some improvement in local roads, although Doomadgee is still isolated at times during the wet season. In addition, airstrips have been upgraded and access to flights has increased. For example, regular flights are scheduled four days a week to Mornington Island, Doomadgee and Burketown, with a fifth flight each week to each of Normanton and Karumba. Such improvements to transport infrastructure and the frequency of both commercial and charter flights, facilitated in part by Century's patronage, has increased geographical mobility, especially for those who have found work at the mine. There has also been increased residential mobility with employees more likely to move out of communities in the Gulf and into places like Cairns and Townsville where they can access better community infrastructure. Close to 40% of survey respondents have relocated since starting work at Century; 70% have acquired cars and 57% make some use of Century flights.

There are limited opportunities for private investment in property in the Gulf since housing is mainly government-owned, complex land tenure arrangements prohibit freehold title in the Aboriginal communities, and the small private market is inflated. The quality and availability of housing continues to be a significant issue in the region. Overcrowding is still an issue in the communities, but was reported to be improving. As a fly-in fly-out operation, MMG Century has made little direct contribution to the regional housing stock other than in Karumba. Increased income flows into the communities have little apparent impact on the housing stock given the complexities detailed above.

Gregory, Bidunggu and Doomadgee are not connected to the power grid and rely on generators. The ability of local councils to maintain community infrastructure and services at the same level without the contribution of Century rates and charges would be severely compromised. In this respect the establishment of the Bidunggu outstation adjacent to Gregory was a major achievement but the houses require on-going maintenance and currently have plumbing issues. The sustainability of community services and infrastructure of the outstation (including home maintenance, power generation, waste disposal and water supply) without GCA funds is uncertain.

Appendix 1, Tables A4 and A6 provide details of housing and safety in Lower Gulf townships.

Education

In recent years there appears to have been only small and uneven improvements in literacy and numeracy. Although records of NAPLAN test results have not been available long enough to inform an assessment, low levels of literacy and numeracy are still characteristic of the Gulf communities. There is however an increase in the numbers of students continuing to higher grades despite the need for students from most communities to travel away for at least the final years of secondary schooling (at considerable expense). In all four shires this is evident in the increase between 2006 and 2011 in the numbers who have completed year 10 and year 12⁹⁰. This was also found among survey respondents, 89% of whom had completed year 10 and above; 40% had completed year 12.

Nevertheless the quality and quantity of educational infrastructure and services available continues to restrict achievements. For example, the Gregory 'satellite' school closed because of low numbers; Burketown and Karumba only go to year 7; and Normanton, Doomadgee and Mornington end at Year 10. Details of educational infrastructure and achievement in the Gulf communities are provided in Appendix 1, Table A2. Many Gulf residents in positions of leadership or who have a history of stable employment have been educated outside of the communities.

Although the Education Department is the lead agency in tackling educational disadvantage, some of Century's community support and sponsorship is directed towards schools, and Native Title Groups, community organisations, and NGOs that have programs to improve educational outcomes. For example, the annual school exchange program run by Waanyi Nation Aboriginal Corporation (WNAC) called "You show me your world, I'll show you mine"

⁹⁰ OESR, 2012

encourages children nearing high school to further their education, and introduces them to a wider range of opportunities. Century has provided flights for this program that are invaluable in reducing the otherwise prohibitive costs of such extracurricular activities. A similar program is offered on Mornington Island called the Titans Achievement Program (TAP).

Century has also established a partnership with the Queensland Reds for Doomadgee and Mornington Island School visits which appears to be an innovative way to inspire an interest in education amongst the school pupils. On occasion Century has provided education scholarships and organised school visits to the mine – both activities which were appreciated but are not being continued. Century has also made a direct contribution to education through training programs and building the capacity of employees as detailed in Section 4.1.

Community health

In a number of respects health outcomes in Gulf Communities remain poor relative to the wider Australian community. This is, in part, linked to limited health infrastructure and services available and difficulties recruiting and accommodating health professionals in remote regions. There is some evidence that health conditions in the region are gradually improving, measured in terms of age standardized death rates and hospital admissions. But still there are chronic health issues, abuse of alcohol, tobacco and other drugs, mental health issues, poor nutrition and limited access to fresh healthy food and to medication.

Besides emergency medical treatment, the main towns have a Primary Health Care Centre or Community Health Centre. These are involved in preventative health, health education and assisting people to access health and support services. Many services are provided by mobile health clinics and visiting specialist health and allied health services that travel to the Gulf communities on a regular basis. Table 7 provides details of the basic health infrastructure in five communities and there is further detail in Appendix 1, Table A3.

Table 7: Hospital services in five Lower Gulf communities

| | BURKETOWN HEALTH CENTRE | DOOMADGEE HOSPITAL | KARUMBA HEALTH CENTRE | MORNINGTON ISLAND HOSPITAL | NORMANTON HOSPITAL |
|----------------------------------|-------------------------|--------------------|-----------------------|----------------------------|--------------------|
| Accident & emergency | ✓ | ✓ | ✓ | ✓ | ✓ |
| Outpatients | ✓ | ✓ | ✓ | ✓ | ✓ |
| Satellite dialysis unit | - | ✓ | - | ✓ | - |
| Admissions | ✓ | ✓ | ✓ | ✓ | ✓ |
| Same day | 20 | 101 | n.a. | 170 | 145 |
| Overnight | Approx..4 | 237 | Less than 10 | 360 | 367 |
| % dis-charged on same day | 83% | 30% | 96% | 32% | 28% |

Source: <http://www.myhospitals.gov.au/browse/qld/north-west-qld> accessed 18/12/2012

There has been significant Commonwealth Government funding invested in primary and allied health provision in remote communities that has been evident in Gulf communities. Other recent changes have moved health provision towards regionalisation and there are local community based organisations such as Yippiipi Gulf Indigenous Health Council delivering programs and being provided with resources to ensure continual capacity-building within these community-based organisations. Some of Century's sponsorships (mentioned above) have been for health-related programs such as Deadly Ears, the Indigenous Cardiac Health program and for many sporting initiatives that promote healthy lifestyles.

A number of health benefits from working at Century were mentioned in the community consultations. These included health checks, health education and alcohol and drug awareness, gym and sporting facilities at Darimah village that encourage exercise and recreational activities, and access to a range of nutritious foods. Around 59 percent of the survey respondents participated in mine organised exercise, an increase over the 2007 survey. Use of the company gym was the most commonly reported form of participation (43%), followed by sports teams (35%) and physical fitness programs (15%).

In addition there are more widespread indirect effects when employees become role models to families and communities and through increasing access to health care. Another benefit not exclusive to employees comes through access to Century flights that allows community members to travel to larger centres for healthcare or to visit sick relatives (and recently assisted patients undergoing dialysis in Townsville to come back and visit their families). This has greatly assisted people to receive medical treatment that may otherwise have been delayed.

4.5 Progress towards realising aspirations expressed in the GCA

The CGA commits the mine to a "significant sharing of benefits and opportunities provided by the Project to the Native Title Groups and the Communities"⁹¹. As well, the specific requirements of the company are detailed in terms of providing Native Title groups, local Aboriginal people and the people of the Gulf of Carpentaria with⁹²:

- opportunities for employment in jobs relating to Century
- training in relevant skills
- business opportunities at the mine, the port site and in their local communities
- ongoing assistance with establishment and operation of businesses
- assurances about environmental protection
- assurances regarding identification, protection and management of significant sites
- progressive transfer of five pastoral leases to local Aboriginal ownership
- monetary payments for land access to the Native Title Groups
- continual consultation and communication with local Aboriginal communities

⁹¹ GCA, page 6

⁹² GCA, page 7 (Confirmation clause 2)

Section 4 documents much of the company's performance with respect to these obligations. The GCA similarly deals with specific responsibilities of the Queensland Government and the Native Title Groups in order to achieve the objectives of the Agreement. This report does not audit completion of individual commitments under each of the ten schedules of the GCA. Rather it assesses the extent to which the spirit of the aspirations has been addressed. In this way it will assist the CLAC in undertaking its Review which provides an opportunity to measure progress and redirect energies rather than simply to 'score' performance. Table 8 summarises the situation with respect to each of the aspirations of the GCA.

Table 8: Summary of progress, achievements and shortfalls with respect to aspirations in GCA

| ASPIRATION | PROGRESS, ACHIEVEMENTS AND SHORTFALLS TO 2012 |
|--|--|
| To remove the Native Title Groups and the other members of the Communities from welfare dependency and, to the greatest extent possible, promote economic self-sufficiency | <ul style="list-style-type: none"> • Annual wages paid to Century's GCA employees average \$17.6m for last three years and wages to local Gulf residents in 2012 were \$8.8m. • Gulf Area Social Development Trust annual funding available, e.g. \$380,000 in 2012, for projects aimed at closing the gap. • Royalties channelled through GADC to eligible bodies p.a. \$918,000 (2011). • LHRPHC employs 22 people, 55% indigenous and has significant annual turnover, much of which is reinvested back into the business. • <i>Proportion of people on low incomes has decreased but still two-thirds of population in Mornington and Doomadgee earn below \$400/week and hundreds of working age people receive welfare benefits.</i> |
| To participate as fully as possible in the Project and mine related ventures | <ul style="list-style-type: none"> • Over the life of the mine, there have been more than 900 employees from the Native Title Groups or local communities. • GCA employees have been a consistently high proportion of the workforce (21% in 2012). 38% of current GCA positions are held by Waanyi people. • Century's 2011 spend with Indigenous-owned Gulf-based businesses was worth over \$20m. • ADBT receives more than \$1m per year and has supported several businesses e.g. Doomadgee Roadhouse, Nowland Engineering, Normanton Traders. • Local contractors and suppliers to Century employ over 100 people and pay wages in excess of \$11m per year. • <i>Although many GCA employees have participated in traineeships and apprenticeships, about one-third of employment has been spent in operator roles with few holding senior positions. Some participation benefits have been unevenly distributed.</i> |
| To protect fully their natural environment and its resources | <ul style="list-style-type: none"> • 2009 successful Waanyi Native Title Claim to 1.7 million hectares. • There is close involvement of Traditional Owners in Century Environment Committee and in recording heritage sites on a Century-maintained register. • The Boodjamulla National Park and Riversleigh area fossil deposits are valued environmental assets within Waanyi determined lands. • <i>Environmental breaches have occurred. Main environmental concerns relate to water management. There are criticisms of Century's environmental reporting, coordination with regional environmental bodies and involvement of Native Title holders in active environmental management. There is no Waanyi Rangers Group and the Commonwealth's Indigenous protected areas program has not been used.</i> |

| | |
|---|---|
| <p>To be able to live on their traditional lands</p> | <ul style="list-style-type: none"> • There are a number of Indigenous-controlled pastoral properties in the region. Lawn Hill and Riversleigh are prime examples. • A small number of people have established Bidunggu Outstation though its sustainability and future governance arrangements are not guaranteed. • Most GCA employees do not have their primary residence in the Gulf communities (8.6% of the workforce are GCA employees living in the region). • <i>Tenure restrictions on Aboriginal communities are a continuing constraint and it is a challenge to achieve satisfactory livelihoods, quality of life and residential options in remote localities.</i> |
| <p>To identify and protect sites of significance to the Native Title Groups</p> | <ul style="list-style-type: none"> • Waanyi rock art sites and heritage sites in the region have been recorded and artefacts collected from the mine site and National Park. • <i>The issue of a Keeping Place for the artefacts remains unresolved.</i> |
| <p>To ensure that the material benefits do not corrupt indigenous cultures but enable people to re-affirm the cultures and enhance the lifestyles of the members of the Native Title Groups and other members of the Communities through community & cultural development initiatives</p> | <ul style="list-style-type: none"> • Cultural awareness and cross-cultural learning occurs in an informal and ad hoc way on site because of the number of Aboriginal employees. • Mirndiyan Gununa Cultural Centre, the Mornington Island Dancers, and the Three Tribes Workshop and Gallery are important expressions of Aboriginal cultural identity and traditions. • Some funds controlled by Native Title Groups by virtue of the GCA have been used to revitalise Aboriginal culture and heritage e.g. Waanyi language program. • <i>Cross-cultural awareness training and induction programs for non-Indigenous staff are not accorded similar priority to OHS training.</i> |
| <p>To ensure that the standard of health, employment rates, education opportunities and other social indices of Native Title Groups and other members of the Communities is comparable to ordinary Australian standards</p> | <ul style="list-style-type: none"> • Changes in the health and education status of the local population are not easily tracked over short periods of 5-10 years but improvements seem to be modest. Infrastructure and services improving but still restrict achievements. • Century flights have provided valued access to medical treatment. • Increased numbers of residents have completed years 10-12 schooling. • Century is a significant training provider: Around 30 graduates of pre-vocational courses a year. 75 Indigenous apprentices and trainees (2010) 30 Indigenous employees at the mine gained formal qualifications in 2011. There has been a small increase in employees completing Cert III or traineeships in last 5 years. • Century provides in-kind community support, donations and community flights valued at around \$450,000 per year. • <i>Unemployment rates are still over 10% in the region and, in common with other remote areas, there are problems maintaining full health and education services</i> |

5. What are the risks and challenges in the transition to closure and beyond?

Notwithstanding a number of positive impacts from the Mine, the region remains underdeveloped in many respects with the risk that too little sustained benefit will have been leveraged from the mine's operation at the time of closure. Further, the benefits accrued throughout Century's operations are unlikely to be sustained without support and action by other CLAC parties, notably the State Government, but also some appropriate Native Title Group bodies and other regional institutions. This is particularly the case with respect to Doomadgee and Mornington Shires where economic and social conditions have shown only limited improvement since the mine opened.

A range of discrete risks were identified in the consultations, however what was particularly noteworthy was the interconnection between issues. Transport, for instance, was seen as a determinant of better health outcomes in terms of accessing health care and reducing time away from the communities (so easing mental health stress). Poor transport also inhibits business development, increases challenges of recruiting teachers, nurses and other essential services staff and limits connections to country and participation in cultural events.

Specific challenges and risks related to the four focus areas of the GCA are outlined below.

5.1 Economic risks and challenges

Employment patterns and employability

Matters exclusively concerned with employee redundancies, retraining and redeployment were not the primary focus of this study of social impacts however the likely changes to employment patterns in the Lower Gulf Region are very pertinent. One such change will be a reduction in the total number of jobs available in the region. Around 22% of survey respondents associated closure with job losses and community members also observed that they expected some Aboriginal employees at the mine might lose their jobs and need to seek work outside the mining industry after closure⁹³.

Any reduction in employee numbers will disappoint GCA employees especially as 77% of survey respondents want to continue working at Century as long as suitable employment is available. Job losses will also impact negatively on individuals and community members in terms of both income loss and self-esteem, particularly if there is little support for community members who lose their jobs because of closure-related changes. Job losses will probably result in higher unemployment rates and hence increased welfare dependency. It is also likely that some experienced workers will leave the region to find other employment, although only 9% of survey respondents said they would leave the Gulf area when they stop working at Century.

⁹³ CSRM (2013) Supplement B: *Survey of employees in GCA roles at Century Mine* and CSRM (2013) Supplement A: *Report on Community Consultations*

The loss of mining jobs will also reduce the range of employment options in a region with limited economic diversification. Of the survey respondents 64% expressed a desire to continue working in the mining industry and 19% were interested in finding other work⁹⁴. Despite significant exploration, it may be that no major new mining activity occurs in the region for many years. This will fuel demand for jobs or career pathways outside of the mining industry that have traditionally been in short supply in the region and might not be open to those without transferable skills or 'tickets' to certify their skills.

Finding alternative work will be particularly constraining for Century employees who lack formal qualifications, and have had limited training. One way to redress this would be by developing skills suited to work with councils or state government agencies that have regional programs.

This report has already noted that many social and community issues impact on the general employability of community residents. Any deterioration in these such as an increase in petty crime by unemployed youth will further jeopardise future job prospects.

Household incomes and economic hardship

A reduced quantum of wages and salaries paid by Century (and maybe by some of their suppliers) will bring changes to household incomes and is likely to cause more personal and household economic hardship. Seventy-three percent of survey respondents anticipate financial loss from impending changes associated with mine closure. This could affect many local families, given that 67 percent of survey respondents have school aged children and nearly all are providing financial support to other relatives.

There is an associated risk that the financial benefits employees have received will not provide adequate long-term security. Nineteen percent of survey respondents indicated their financial responsibilities prevent them from accumulating assets and little of the increased income associated with mining employment appears to have been converted into savings or long term assets. Furthermore, 25 percent of survey respondents indicated that difficulties with financial literacy and managing money already act as barriers to them acquiring businesses, homes or other assets. Such factors lie behind concerns expressed in interviews that debt levels may increase as people try to live on lower wages.

Indigenous businesses

While some successful Indigenous businesses have been established, this has been on much too small a scale to provide the basis for a thriving regional economy post-Century. In addition to the small population base, there is a general lack of infrastructure to support business in the communities including basic facilities like accommodation for workers and advisers, and good power, transport and communications infrastructure and services⁹⁵. Some of these challenges

⁹⁴ CSRM (2013) Supplement B: *Survey of employees in GCA roles at Century Mine*

⁹⁵ CSRM (2013) Supplement C: *Impacts and Future Prospects for Gulf Businesses and the Regional Economy*

associated with doing business in the Gulf may be exacerbated as Century's business needs change.

Whether Indigenous businesses can take advantage of the changed commercial environment, including some rehabilitation or caring for country opportunities, will largely depend on the extent to which enterprise facilitation becomes embedded in the region. This will need to be done either through continuation of ADBT's activities or alternative service providers.

Indigenous businesses, particularly those associated with the mine, may struggle to extend work beyond being a supplier to Century in order to operate profitably post-closure. It will be especially challenging if they need to look beyond the region and their traditional country since it can be difficult for Aboriginal people to negotiate to work on land that is not their own. This will be compounded if any mining operations they seek to do business with have Agreements with other Native Title Groups that give them preferential access to opportunities.

Regional economic impacts

As production slows and the stream of income from the mine reduces, several million dollars a year will be taken out of the regional economy. This will include some of the wages detailed above, compensation payments to landowners and communities that apply for a finite period and the direct payments Century makes to Gulf-based contractors and suppliers.

Of the businesses surveyed, 63 percent believed that mine closure would impact negatively on their business. Accommodation providers in Karumba and mining service providers for instance derive an average of 55 percent or more of their revenue from Century⁹⁶. While many of the Karumba based business have the capacity to tap the tourist market for some of the time, seasonal and other limits to the tourism industry mean this is unlikely to fully compensate for the loss of business from Century.

There could also be indirect effects on other Lower Gulf businesses through reduced access to vital transport links. Reduction or cessation of Century contributions to dredging of the Karumba shipping channel, maintenance of roads and Karumba airport maintenance may affect access to inputs, stock and markets. As well, neighbours to the Century operation (including pastoral stations and the national park) will no longer be able to use Lawn Hill flights to carry people or freight.

5.2 Environment

A change of emphasis in environmental management will be integral to the post-production phases. There are risks inherent in making this transition and there could be a less-than ideal environmental legacy if long-standing concerns about specific issues⁹⁷ and cumulative environmental impacts are not addressed. These concerns relate especially to waterways and

⁹⁶ CSRM (2013) Supplement C: *Impacts and Future Prospects for Gulf Businesses and the Regional Economy*

⁹⁷ CSRM (2013) Supplement A: *Report of Community Consultations* – see page 40 for examples

the harbour at Karumba, but have also been expressed in relation to the pipeline and the site itself.

Monitoring, environmental protection and confidence in caring for country may also falter if strong working relationships have not been built between CEC, National Parks and Lower Gulf Catchments by the time of closure. An acceptable environmental management, rehabilitation and monitoring regime will be needed for decades after the flow of jobs, royalty payments and business development opportunities has ceased. Without this the company will suffer reputational damage and will fail to satisfy the regulator's environmental completion criteria. (Regulatory sign-off is required before the land can be released to pastoral uses and/or handed back to Native Title claimants).

5.3 Culture

This research revealed some challenges in ensuring that material cultural heritage and cultural knowledge are protected and revitalised in the post-production years. Some of the permanent changes to the landscape may compromise significant sites or cultural practices.

Particularly significant in this respect will be the resolution that is achieved with respect to a Keeping Place for all the material culture items that have been retrieved from the mine site and the National Park. Under the GCA, the company committed \$100,000 (indexed) for planning and establishment of this cultural heritage repository⁹⁸, but to date the items remain in storage. It is also possible that Waanyi rock art and other cultural heritage sites that have been identified during Century's tenure may deteriorate without protection and the introduction of measures to mitigate or avert such negative impacts.

Cultural maintenance by individuals may be weakened too if employees cannot secure positions where they can maintain connections with knowledgeable elders and work with relatives and others of their Native Title group as has been the case at Century.

5.4 Social and community

Population changes, changes in transport infrastructure and services, and standards of governance in the communities and representative bodies, will all be significant factors in determining social and community impacts of closure. For instance, State Government service levels are often determined on a per capita basis and so it will be significant whether school enrolments increase or decrease. Education facilities in Gregory have already been closed because of low enrolments and other small communities like Karumba may suffer a similar fate if current trends accelerate.

Many changes in social and community conditions over the past fifteen years have been only indirectly linked to the operation of Century. Nevertheless, closure could potentially contribute to the deterioration of conditions in some communities. The continued availability of medical and emergency response capabilities near Lawn Hill cannot be guaranteed. The frequency and availability of flights between Gulf communities will likely diminish and reduced incomes

⁹⁸ GCA Schedule 4, Clause 69(h)

will further inhibit mobility and hence ability to engage in various economic activities, maintain social networks and also to access health and education services. Indeed any deterioration in transport infrastructure and services associated with reduction of Century funding or custom will impact on health outcomes across the region given the reliance on good transport and communications for health care. Vulnerable groups such as the chronically ill may be disproportionately affected.

There are a number of issues associated with future uses or disposition of infrastructure. It is assumed that the company will have plans for using, selling or decommissioning the industrial infrastructure (crushers, concentrators, the slurry pipeline etc). However much other infrastructure is of interest to the community including housing stock and the shed in Karumba, and, at Lawn Hill: Darimah residential village, airstrip, fences, administration facilities and workshops, the waste transfer station, sewage treatment plant, back-up power station, water treatment plant and dams.

A full range of alternatives for using, disposing of or passing such infrastructure into community management under sustainable arrangements needs to be explored as part of closure planning. This should be done in ongoing negotiation with representatives of the Native Title Groups and communities. Otherwise, councils or others may be left with responsibility for dealing with degrading infrastructure, or alternatively with re-creating facilities that could have retained.

There are other possible strains on community infrastructure and services if people choose to return to live in their communities of origin. The survey showed that 17% of the GCA workforce expects to return to the Gulf area after closure – whereas only 9% of them anticipate moving away after closure. If this occurs, there may be a small net in-migration that may create added pressure on infrastructure such as housing and demands on local social services, though it may provide a welcome reprieve for schools with declining enrolments.

The capacity of local councils to deliver and maintain essential services may be eroded, particularly if rate revenues decrease. This may affect everything from the maintenance of local recreational facilities to the continuation of road upgrades.

The sustainability of the outstation Bidunggu is a critical issue, with complex layers that need to be addressed. Bidunggu currently looks after all its own services, including rubbish disposal. Without compensation monies, the community would not have funds to buy fuel for the electricity generator or maintain the houses. Water supply, waste disposal, shelter, transport and access, communication networks and power supplies are all particular issues for outstations like this.

6. Opportunities to leave a positive legacy

Amongst the workforce and in the community more broadly, there was evidence that the prospects of the mine ceasing production or otherwise reconfiguring is focussing community attention on how positive legacies could be achieved given the remaining time frames. This willingness to be involved in planning the future and enthusiasm for engaging with Century can be harnessed to ensure a lasting legacy consistent with the aspirations of the Native Title Groups as expressed in the GCA.

Closure planning and the extended process of implementation offer a significant opportunity for re-engagement with the community and establishing management systems that support productive community relations. The legacy of a skilled-up and employable mining workforce, and of more experienced people in the communities, also provide valuable foundations for implementing a world class mine closure and rehabilitation process with strong community involvement. This stage of the mine life-cycle also presents the opportunity to acknowledge the contribution of the original signatories and celebrate the story of the GCA.

Potential opportunities relate to all areas that the GCA focuses on and, importantly, many can serve multiple purposes or contribute to delivering more than one aspiration. Each of the three Supplementary reports contains a number of specific suggestions that emerged from the various phases of the research and the relevant stakeholders.

6.1 Economic improvements

Given the strong desire of the GCA Native Title Group signatories to promote economic self-sufficiency in Lower Gulf communities, there is an opportunity to support a range of future employment and career options for current employees and other residents of the Lower Gulf Region. This will be an important way to deliver sustained economic improvements and leave a robust economic legacy. It also allows Century and the other Parties to the GCA to build on strengths in terms of the achievements in employment, training and business development that have already been accomplished.

One emphasis going forward could be on maximising employment and business opportunities at Century for Native Title Group members, both in operation and all stages of closure. A key disappointment with the GCA is that it has not delivered enough jobs for enough people. It seems likely that the nature of tasks and hence jobs at Century will change as the ore is depleted, but the upside is that this will bring new job options in environment and land management that may harmonise well with Traditional Owner cultures and interests.

The mine's HR Department could also help employees who wish to continue working in the industry to transition to other mining work by linking with other prospects and projects. The most promising source of future economic growth in the region is further mining activity by MMG or others. MMG's Dugald River underground mine some 400kms to the south east is a firm prospect though outside the region. Laramide Resources have a uranium prospect within Burke shire, 200 kms to the north-east, that is another promising contender.

As well, there are a number of opportunities in redeploying experienced employees from Century who wish to move on. For example, the mine could facilitate the formation of a labour

hire management company to provide opportunities for GCA employees who seek continued engagement with the mainstream employment market. An initiative in this area would give Century the opportunity to retain a core of skilled workers as long as needed, on the assurance that they would be assisted to find future work, perhaps as a team, when their roles at Century were complete.

Such a shift will require changes in the training provided in future at Century. As the end of production approaches it may no longer be worth starting people in some three-year apprenticeships. Instead there is an opportunity to develop a closer match between the skills training provided by the mine and other skill needs in the Lower Gulf. The mine is well positioned to facilitate re-skilling and retraining of experienced workers, especially with a view to equipping employees and others in the region with formal qualifications (“tickets”) and transferable skills and to preparing some workers or other community members to take up new opportunities. Aligning training with wider skill gaps in the communities or areas that are difficult to recruit people into may mean a shift to sponsoring some apprenticeships in non-mining related fields such as human services, allied health or plumbing and building.

There are also opportunities to assist with the development, diversification and transitioning of Indigenous businesses which are currently dependent on the mine for their survival, particularly the mining services providers. As with business development to date, Century would not singlehandedly have the capacity to work intensively with many businesses, but could rely on collaboration with experienced partners including ADBT. One immediate task is to ensure that ADBT investments are informed by a long-term development strategy and focused on sustainable, income-generating activities and closure and post-closure businesses that meet commercial and other aspirations. Opportunities could include tourism ventures, environmental management work, pastoralism and an Aboriginal construction company.

6.2 Keeping Aboriginal culture and traditions strong

Maintaining and enhancing culture was mentioned in several contexts relevant to the GCA, including cultural heritage management, on-country visits, art and culture centres, specific cultural programs, and cultural awareness programs. Specific opportunities could include building on cultural heritage work that has identified significant sites and Waanyi rock art and ensuring good management and protection of the sites in the post-mining scenario. A related project could be developed around sorting, preserving and identifying cultural data collected during cultural monitoring and archaeological surveys to share and increase cultural knowledge in younger generations. This could link to a commitment to ensuring the Keeping Place/ cultural centre eventually reaches fruition. There is also an opportunity to use groups such as the CDEP or Aboriginal Rangers to manage high value cultural or environmental sites and to work with other groups with a focus on land management and environmental management such as Carpentaria Land Council or Southern Gulf Catchments.

A second set of opportunities for keeping Aboriginal culture and traditions strong is offered through involving local Aboriginal people in conducting cultural awareness programs at Century to promote positive interactions on site, and also to create awareness and appreciation of the cultural interests Aboriginal people have in the land affected by the mine’s operations. This could also provide opportunities for cultural maintenance and succession by

(re) introducing a program of school excursions to the mine with associated cultural programs that engage elders and embed the mine as now part of the Aboriginal heritage in the region.

To ensure resolution of unfinished business, negotiations could resume about specific cultural breaches such as moving the cyclone mooring buoy at Bentinck Island from the sacred site where it is currently located.

Finally there is an opportunity to facilitate links between artists in Doomadgee and Normanton and the Far North Queensland Indigenous Art Centre network (to which Mornington Island is already linked) as a way to nurture emerging contemporary Indigenous artists.

6.3 Protect the land and the environment

The Century site has approximately 3000 hectares of disturbed land that requires rehabilitation. Project conditions will mean that monitoring of environmental performance will be required for a number of years post production and rehabilitation. Closure also affords an opportunity for Native Title Groups to reconnect with 'country' in ways that not only provide for ongoing involvement in land management (including rehabilitation and monitoring) and associated training, but also serve related functions of cultural re-vitalisation and business development (in, for example, pastoral and tourism).

Involving Aboriginal people in planning for mine rehabilitation and environmental monitoring and in land and environment management activities at Century could be a mutually satisfactory arrangement. Tasks such as seed collecting, weed and feral animal control, fencing, water, and fauna and flora monitoring that will be needed for some time could all be well-performed by people familiar with and attached to the country.

Working with Carpentaria Land Council, Southern Gulf Catchments and other community organisations might give the opportunity to retain experience and build capacity. For example, a Waanyi ranger group could be fostered at Doomadgee, leveraging ranger program funds through State and Commonwealth programs.

Encouraging local Aboriginal people to engage economically by utilising their skills as Indigenous people, and engaging in customary activities could suit caring for country roles and mine rehabilitation work. But it might equally open doors to non-mining ventures such as crocodile/barramundi/oyster farming and cultural tours or pastoral station stays.

Conducting land management and environmental activities provides an avenue to develop more regional and sustainable land and environmental management programs involving Aboriginal people, e.g. with Southern Gulf Catchments, Carpentaria Land Council or North Australia Indigenous Land and Sea Management Alliance (NAILSMA).

6.4 Social improvements and stronger communities

Recognising and working with successful organisations to extend their capacity to facilitate local business ventures and provide housing and livelihoods for local Aboriginal people is a way for Century to build resilience into local communities and the regional economy while sticking to its own core business. For example, Bynoe Community Advancement Co-operative

Society Ltd (Bynoe CACS) was established in 1979 as a housing provider but has since diversified (with assistance from various sources including the Commonwealth Government). It now runs several business enterprises in Normanton (including gardening, catering, cleaning, car detailing, plant and equipment hire and an arts and crafts workshop and gallery). It is joint owner, with ADBT, of Normanton Traders and hosts the Normanton CDEP program. This is just one example of a long-established organisation with a track record in community development programs.

Capacity building with employees and GCA bodies is another option. This could include tailored internal programs to assist Indigenous employees to save and invest more of their incomes and develop stronger financial management skills whilst at the same time acknowledging the cultural obligations of sharing wealth amongst family. As well there is an opportunity to explore using the Gulf Area Community Social Development Trust (GACSdT) or Eligible Bodies' funds through GADC for a community support fund (e.g. expenses for funerals and education) and development initiatives especially linked to desire to live on country. If neither of these GCA related bodies proves suitable for the purpose, the remaining life of the GCA provides a window of opportunity for developing an alternative.

There are also opportunities to strengthen the focus on education and health and add weight to the Commonwealth Government's "Close the Gap" achievements by leveraging increased development support from relevant State and Commonwealth Government programs. This is obviously not Century's core business but while it remains a large corporate actor in the region it is well placed to engage in dialogue with government about these issues. Some effective and sustainable community initiatives in areas such as health and education are a good way to target community sponsorships so as to help progress achievement of the GCA aspirations. One modest scheme would be to provide financial assistance towards scholarships for boarding school or funding for educational programs in partnerships with Gulf schools.

7. Conclusion

As Century has now commenced planning for the completion of mining, an opportunity exists to incorporate a systematic consideration of social impact elements into the process, building on the outcomes of this study and the fifteen year GCA review. The process of leaving a lasting legacy will involve consolidating and building on successes under the GCA to date and developing strategies collaboratively to extend benefits more broadly through the communities and beyond the life of the mine.

Under the GCA the operators of Century Mine are committed to “building and maintaining a beneficial relationship with the Native Title Groups and the Communities, through education and training, protection of the environment and Aboriginal heritage and culture and through regional development and business opportunities”⁹⁹. This report does not recommend specific actions to achieve this. However, the approach taken will be crucial in determining the likely success of any mine completion strategies and actions undertaken by Century owners or other parties to the GCA. The approach should focus on strategic community development rather than ad-hoc projects and it should be transparent and inclusive, using good communication and community engagement techniques.

7.1 A Strategic Approach

Specific initiatives, such as those outlined to the research teams and noted in this report and its Supplements, will be more effective if they are situated in a broader strategic framework, rather than being addressed on an ad hoc basis.

Elements of a strategic approach are:

- Representatives of Century, Native Title Parties, Local Government, State and Commonwealth Governments and regional bodies (e.g. Gulf Savannah Development; Carpentaria Land Council) working together (through new or existing well-governed bodies). That is, liaising with Local and State Governments to identify areas where each can assist in minimising adverse effects arising for the closure of Century.
- Using the GCA aspirations, as applied in this study, as a reference point to structure discussion and planning.
- Negotiating agreement on desired development outcomes at completion of mining that are realistic and achievable.
- Supporting other community development initiatives that are strategic and sustainable and that build local capacity.
- Establishing a mutually satisfactory, effective reporting and monitoring framework to track progress.

A strategic approach would build on existing Aboriginal capacity as well as introduce additional skills and stimulate the formation of new Aboriginal groups to undertake

⁹⁹ GCA page 7

environmental work for the mine and also for other agencies such as National Parks and the region's shire councils. Such initiatives could contribute to maintenance of Indigenous cultural knowledge as well as providing a business opportunity and assurance about environmental protection.

There are examples elsewhere of community investments by mining companies and funds associated with Agreements like the GCA being applied within a community development framework to considerable effect. Community development emphasises community engagement and participation; building capacity and avoiding dependence; leveraging government input rather than substituting for government services; and taking a long term outlook.

7.2 A transparent and inclusive approach

It is equally important to adopt sound engagement practices as the basis for maintaining good relationships with Native Title Groups and residents and businesses in the region. This will require that Century maintains regular and clear communication about the number and nature of roles that will be available throughout various closure phases and the forms of support they will provide to employees and possibly others for a breadth of employment and career options.

It is important for Century to maintain good records and effective management systems in order to:

- (i) fulfil obligations under the GCA e.g. to provide employment statistics and other information to the CE&TC;
- (ii) model accountability to other organisations, notably those involved in the GCA; and
- (iii) ensure transparency and shared understandings.

During all components of our research we heard strong messages that all parties to the GCA and the other GCA governance bodies should improve their communication and reporting to each other and to the broader community.

An array of government and non-government agencies are working in each of the communities servicing a myriad of programs. It is open to Century to engage at the community level through partnering with certain key organisations that would align with Century's objectives for improved community relations and positive social outcomes.

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Appendix 1: Lower Gulf Community Profiles

This socio-economic and demographic profile uses existing publicly available data primarily from the Australian Bureau of Statistics (ABS) and *Queensland Regional Profiles*, from the Office of Economic and Statistical Research (OESR), Queensland Treasury and Trade as well as other Queensland Government statistics. It draws on the 2006 and 2011 Censuses and other Australian and Queensland Government reports. The data give a picture of the situation in Lower Gulf Communities roughly at the time of the last Social Impact Assessment and the 10 year GCA review as well as the most recent figure, in an attempt to capture trends in indicators of relevance to the GCA aspirations. Sometimes the presence of the mine is a significant contributing factor (most obviously in the number of people employed in mining). However there is no suggestion that all of these characteristics are a direct consequence of the Century operations. The information is important though for contextualising both the contributions of Century to the region so far and the potential priorities going forward.

The information is organised as follows. For each of the six topic areas portrayed in tables A1 – A6, statistics are provided for the four local government areas in the Lower Gulf: Doomadgee, Mornington, Carpentaria and Burke at different time periods. In addition, 2011 figures are provided for Cloncurry, as a comparable northwest mining shire, for Winton as a comparable very remote shire, and for Queensland as a whole.

Table A1: Population characteristics of Lower Gulf Shires in 1996, 2006, 2011

| | DOOMADGEE | | | MORNINGTON | | | BURKE | | | CARPENTARIA | | | COMPARISON 2011 | | |
|--|-----------|---------------|-------------|------------|-------------|-------------|-----------|-------------|-------------------|-------------|-------------|-------------------|-----------------|------------|-------------------|
| | 1996 | 2006 | 2011 | 1996 | 2006 | 2011 | 1996 | 2006 | 2011 | 1996 | 2006 | 2011 | Cloncurry | Winton | Queensland |
| Total population | n.a. | 1,083 | 1,285 | 1,114 | 1,032 | 1,143 | 1,431 | 531 | 517 | 4,271 | 2076 | 2,055 | 3,226 | 1,335 | 4,332,739 |
| Average annual population growth rate | n.a. | n.a. | | n.a. | | | n.a. | | 1.4% (since 2006) | n.a. | | 1.6% (since 2006) | | | 1.8% (since 2006) |
| Indigenous population | n.a. | 1,005 | 1,184 (92%) | 945 | 943 | 1,006 | 780 | 125 | 144 | 2069 | 733 | 757 | 704 | 131 | 155,826 |
| Indigenous % of population | n.a. | 94 | 92 | 84.82 | 91.4 | 88 | 54.5 | 25.1 | 28 | 48.4 | 35 | 37 | 21.8 | 9.8 | 3.6 |
| Median age (years) | n.a. | 21 | 22 | n.a. | 27 | 26 | n.a. | 34 | 37 | n.a. | 34 | 37 | 34 | 43 | 36 |
| Population 65 years and over (Indigenous/overall) | n.a. | 2.77% / 2.77% | 3% / 2.2% | 3.7%/3.5% | 4.4% / 5.2% | 4.2% / 5.2% | 2.1%/5.5% | 1.5% / 5.2% | 0.6% / 5.6% | 2.1% / 8.9% | 0.2% / 8.4% | 2% / 11.1% | 1.3% / 7% | 0.6% / 19% | ? / 13% |

Source: ABS Census 2011

Table A2: Education services and performance per calendar year for Gulf shires

| | DOOMADGEE | | | MORNINGTON | | | BURKE | | | CARPENTARIA | | | COMPARISON 2011 | | |
|---|-----------|------|------|------------|------|------|-------|------|------|-------------|--|--|---|--------------------------------|------------|
| | 2006 | 2009 | 2011 | 2006 | 2009 | 2011 | 2006 | 2009 | 2011 | 2006 | 2009 | 2011 | Cloncurry | Winton | Queensland |
| Index of community socio educational advantage (ICSEA) | n.a | 697 | 601 | n.a | 587 | 576 | n.a. | 650 | 629 | n.a. | 556 (N'ton Public) 639 (N'ton Private) 921 (Karumba Public) | 627 (N'ton Public) 719 (N'ton Private) 927 (Karumba Public) | 773 (Public School) 959 (Private) | 846 (Public) 935 (Private) | |
| Number of schools | n.a | 1 | 1 | n.a | 1 | 1 | n.a. | 1 | 1 | n.a. | 3 | 3 | 2 | 2 | 1,734 |
| School year range | n.a | P-10 | P-10 | n.a | P-10 | P-10 | n.a. | P-7 | P-7 | n.a. | P-10 (N'ton Public) P-7 (N'ton Private) P-7 (Karumba Public) | P-10 (N'ton Public) P-7 (N'ton Private) P-7 (Karumba Public) | P-2 (Public School) P-7 (Private School) | P-12 (Public) P-7 (Private) | |
| School enrolments | n.a | 329 | 335 | n.a | 287 | 303 | n.a. | 44 | 45 | n.a. | 210 (N'ton Public) 41 (N'ton Private) 61 (Karumba Public) | 195 (N'ton Public) 39 (N'ton Private) 50 (Karumba Public) | 339 (Public) 128 (Private) | 104 (Public) 37 (Private) | |

| | | | | | | | | | | | | | | | |
|--|-----|---------|--------|-----|--------|-------|------|-------|-------|------|---|--|-----------------------------------|------------------------------------|-----|
| Indigenous students | n.a | 98% | 95% | n.a | 99% | 98% | n.a. | 86% | 89% | n.a. | 92% (N'ton Public) 51% (N'ton Private) 16% (Karumba Public) | 88% (N'ton Public) 69% (N'ton Private) 20% (Karumba Public) | 52% (Public) 13% (Private) | 30% (Public) | |
| Teaching staff (#/FTE) | n.a | 26 | 29 | n.a | 22 | 24 | n.a. | 3 | 3 | n.a. | 24/23.1 (N'ton Public) 2 (N'ton Private) 4 (Karumba Public) | 19 (N'ton Public) 3 (N'ton Private) 4 (Karumba Public) | 29 (Public) 12 (Private) | 13 (Public) 4 (Private) | |
| Non-teaching staff (#/FTE) | n.a | 16/11.6 | 11/8.4 | n.a | 12/9.4 | 6/4.7 | n.a. | 5/2.2 | 4/2.2 | n.a. | 18/11.2 (N'ton Public) 3/2 (N'ton Private) 3/2 (Karumba Public) | 18/10.8 (N'ton Public) 4/2.6 ((N'ton Private) 7/3.4 (Karumba Public) | 19/14 (Public) 9/4.6 (Private) | 14/8.1 (Public) 2/1.3 (Private) | |
| Overall average attendance rate | n.a | 60% | 58% | n.a | 66% | 70% | n.a. | 86% | 88% | n.a. | 74% (N'ton Public) 85% (N'ton Private) 85% (Karumba Public) | 73% (N'ton Public) 79% (N'ton Private) 93% (Karumba Public) | 86% (Public) 91% (Private) | 88% (Public) 91% (Private) | 91% |

| | | | | | | | | | | | | | | | |
|---|------|----------|----------|------|----------|----------|------|----------|----------|------|--|--|---|---|---------------|
| Educational attainment: Students in bottom quarter by Australian standards | n.a. | n.a. | 61% | n.a. | n.a. | 89% | n.a. | n.a. | n.a. | n.a. | n.a. | 78% (N'ton Public) | 53% (Public) 24% (Private) | n.a. (Public) 33% (Private) | ? 25% |
| Per student recurrent income | n.a. | \$13,998 | \$18,026 | n.a. | \$16,459 | \$17,096 | n.a. | \$14,268 | \$17,375 | n.a. | \$18,684 (N'ton Public) \$13,899 (N'ton Private) \$13,899 (Karumba Public) | \$19,924 (N'ton Public) \$17,725 (N'ton Private) \$15,462 (Karumba Public) | \$12,431 (Public) \$10,862 (Private) | \$19,384 (Public) \$21,067 (Private) | |
| Numbers persons in VET | 89 | 112 | 85 ('10) | 110 | 69 | 59 ('10) | 19 | 24 | 31 ('10) | 291 | 226 | 262 (2010) | 300 (2010) | 167 (2010) | 292532 (2010) |
| People with post-secondary qualifications | 126 | n.a. | 117 | 166 | n.a. | 175 | 220 | n.a. | 135 | 624 | n.a. | 391 | 885 | 340 | 1496666 |
| Number of Indigenous people completed year 12 | 24 | n.a. | 73 | 102 | n.a. | 107 | 24 | n.a. | 31 | 57 | n.a. | 68 | 106 | 24 | 28628 |
| Number of persons who completed year 12 or equivalent | 70 | n.a. | 134 | 140 | n.a. | 176 | 122 | n.a. | 135 | 332 | n.a. | 369 | 904 | 364 | 1595327 |

Source: Schools data from My Schools website; VET data (bottom four rows) from OESR; Attendance figures: Annual Highlights Report for Queensland's Discrete Indigenous Communities Note: My Schools data not available for Gulf schools in 1996.

Table A3: Health and Aged Care facilities and services for Gulf shires per financial year

| | DOOMADGEE 2010/11 | MORNINGTON 2010/11 | BURKE 2010/11 | CARPENTARIA 2010/11 | CLONCURRY 2010/11 | WINTON 2010/11 | QUEENSLAND 2010/11 |
|--|---|---|--|--|------------------------------|---------------------------|-------------------------------|
| Medical Facilities ¹ | A& E Admissions Outpatients Satellite dialysis | A& E Admissions Outpatients Satellite dialysis | A& E Admissions Outpatients | A& E Admissions Outpatients (at both) | | | |
| Hospitals | 1 | 1 | 1 | 1 (Normanton) | | | |
| Community Health Centre | 1 | | | 1 (Karumba) | | | |
| Same Day admissions (#/%)¹ | 101/ 29.7% | 170/ 31.9% | | 145/ 28.4% (N) 25/ 96.2% (K) | | | |
| Overnight admissions¹ | 237 | 360 | | 367 (N) Less than 10 (K) | | | |
| Annual assault-related admissions | 23.3 per 1,000 | 38.1 per 1,000 | | | | | |
| Ambulance² | 1 | | 1 | 2 | | | 262 |
| Aged care service providers | 2 | 2 | 1 | 2 | 3 | 3 | 1048 |
| Community care places (Number) | 10 | 5 | 5 | 5 | 20 | 22 | 10906 |
| Residential places (Number) high care/ low care | 0/ 10 | 0/15 | 0/0 | 0/15 | 3/0 | 6/3 | 15846/17516 |
| Total places (Number) | 20 | 20 | 5 | 20 | 23 | 31 | 44856 |
| Total residential places (Number) | 10 | 15 | 0 | 15 | 3 | 9 | 33362 |

Source (unless otherwise stated): ABS 2011 Census; ¹ Source: My Hospitals website; ²OESR 2011 Century Zinc catchment – SLAs

Table A4: Housing and households in Gulf shires

| | DOOMADGEE | | MORNINGTON | | BURKE | | CARPENTARIA | | COMPARISON 2011 | | |
|---|-----------|------|------------|------|-------|------|-------------|------|-----------------|--------|------------|
| | 2006 | 2011 | 2006 | 2011 | 2006 | 2011 | 2006 | 2011 | Cloncurry | Winton | Queensland |
| Average household size (persons) | 6.3 | 5.1 | 4.2 | 4 | 3.4 | 2.6 | 2.9 | 2.6 | 2.7 | 2.3 | 2.6 |
| % of dwellings rented ¹ | | 84% | | | | 53% | | 52% | | | 33 |
| Total dwellings rented | 127 | 182 | 222 | 234 | 59 | 62 | 298 | 337 | 485 | 167 | 513415 |
| Indigenous households with 6 + residents ¹ | | 57% | | | | | | | | | |
| Number of Households with no internet connection | 98 | 131 | 178 | 169 | 38 | 36 | 312 | 229 | 267 | 171 | 281,467 |
| Number of Households with no motor vehicle | 46 | 108 | 123 | 120 | 15 | 12 | 74 | 86 | 101 | 45 | 110,842 |
| Total number of households | | | | | | | | 643 | | | 1,547,301 |

Source: OESR Queensland Regional Profiles; ABS 1379.0.55.001 National Regional Profiles 2006-2010

Table A5: Economic profile of Gulf shires

| | DOOMADGEE (\$) | | | MORNINGTON (\$) | | | BURKE (\$) | | | CARPENTARIA (\$) | | | COMPARISON 2011 | | |
|--|----------------|------------------|------|-----------------|------|-----------|------------|--------------|-----------|------------------|--------------|-----------|-----------------|--------|-------------|
| | 1996 | 2006 | 2011 | 1996 | 2006 | 2011 | 1996 | 2006 | 2011 | 1996 | 2006 | 2011 | Cloncurry | Winton | Queens-land |
| Average household income | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | 1,015 | 1,230 | n.a. | 949 | 997 | 1,471 | 850 | 1,235 |
| Unemployment (%) | n.a. | 9.8 | 13.8 | n.a. | 4.8 | 11.5 | n.a. | 9.8 | 14.6 | n.a. | 10.3 | 12.3 | 4.8 | 3.4 | 6.1 |
| Welfare recipients (excl. age pension) (Working age pop. 15-65yrs), 2010 | n.a. | 105 (incomplete) | 194 | n.a. | n.a. | 125 (313) | n.a. | n.a. | 90 (n.a.) | n.a. | 319 (710) | 375 (738) | | | |
| People on Newstart > 1yr | n.a. | n.a. | 64 | n.a. | n.a. | 64 | n.a. | n.a. | 62 | n.a. | 63 | 66 | | | |
| Median personal income (\$ / week) | n.a. | 227 | 280 | n.a. | 209 | 287 | n.a. | 671 | 824 | n.a. | 461 | 590 | 889 | 546 | 587 |
| Proportion of people earning \$1300 and more p/w (%) | n.a. | 4.2 | 4.26 | n.a. | 2.19 | 7.89 | n.a. | 27.13 | 30.64 | n.a. | 5.82 | 15.04 | - | - | - |
| Proportion (%) of people earning below \$400 p/w | n.a. | 72.9 | 66.8 | n.a. | 82.9 | 67.61 | n.a. | 20.63 | 20.81 | n.a. | 43.4 | 35.73 | - | - | - |
| Median mortgage repayments (\$ monthly) | n.a. | 0 | 303 | n.a. | 0 | 0 | n.a. | 1,400 | 884 | n.a. | 802 | 898 | 1,500 | 921 | 1,850 |
| Median rent (\$ weekly) | n.a. | 40 | 105 | n.a. | 37 | 60 | n.a. | 50 | 80 | n.a. | 85 | 110 | 102 | 70 | 300 |
| No. of people employed in agriculture and fisheries | n.a. | 0 | 4 | n.a. | 0 | 9 | n.a. | 79 | 71 | n.a. | 216 | 209 | 210 | 211 | 55416 |
| Value of agricultural production | n.a. | 0 | n.a. | n.a. | 0 | n.a. | n.a. | \$21 million | n.a. | n.a. | \$42 million | n.a. | n.a. | n.a. | n.a. |
| No. of people employed in mining | n.a. | 10 | 10 | n.a. | 8 | 6 | n.a. | 92 | 77 | n.a. | 39 | 58 | 319 | 15 | 52955 |

Source: ABS 1379.0.55.001 National Regional Profiles (for 4 Local Government Areas) and OESR Queensland Regional Profiles

Table A6: Community Security in Gulf Shires, 2012

| | DOOMADGEE | MORNINGTON | BURKE | KARUMBA | NORMANTON |
|------------------------|--|------------|-------|---------|--------------------------------------|
| Police stations | 1 | 1 | 1 | 1 | 1 |
| Police numbers | 8 | n.a. | 2 | 2 | 9 Police officers 1 CIB Detective |
| Other | Ngooderi- Mabuntha Justice Association | | | | |

Source: Qld Police Service

Appendix 2: Industry of Employment per local government area – no. of people

Census 2006 - 2011

| | BURKE | | CARPENTARIA | | DOOMADGEE | | MORNINGTON | |
|---|-------|------|-------------|------|-----------|------|------------|------|
| | 2006 | 2011 | 2006 | 2011 | 2006 | 2011 | 2006 | 2011 |
| Agriculture, forestry and fishing | 79 | 71 | 216 | 209 | 0 | 4 | 0 | 9 |
| Mining | 92 | 77 | 39 | 58 | 10 | 10 | 8 | 6 |
| Manufacturing | 0 | 4 | 14 | 24 | 0 | 0 | 3 | 0 |
| Construction | 13 | 18 | 40 | 32 | 4 | 25 | 12 | 23 |
| Retail trade | 9 | 12 | 52 | 58 | 9 | 12 | 18 | 18 |
| Accommodation and food | 28 | 16 | 55 | 68 | 0 | 0 | 0 | 6 |
| Public administration and safety | 28 | 37 | 124 | 81 | 82 | 45 | 171 | 72 |
| Education and training | 3 | 13 | 63 | 62 | 36 | 49 | 26 | 40 |
| Admin and support services | 3 | 8 | 18 | 24 | 0 | 9 | 0 | 9 |
| Health care & social assistance | 0 | 6 | 61 | 78 | 87 | 44 | 79 | 45 |
| Arts and recreation services | 6 | 6 | 6 | 3 | 0 | 0 | 4 | 16 |
| Other services | 6 | 0 | 16 | 13 | 0 | 57 | 3 | 35 |
| Transport, postal, warehousing | 12 | 11 | 51 | 55 | 0 | 0 | 3 | 0 |
| Wholesale trade | 6 | 0 | 13 | 27 | 0 | 0 | 0 | 0 |
| Financial and insurance services | 0 | 3 | 4 | 4 | 0 | 0 | 0 | 0 |
| Rental, hiring & real estate | 0 | 0 | 0 | 3 | 0 | 0 | 0 | 0 |
| Electricity, gas, water and waste | 0 | 0 | 7 | 6 | 0 | 4 | 6 | 0 |
| Information, media, telecom'ns | 0 | 0 | 0 | 6 | 0 | 0 | 0 | 0 |
| Professional, scientific and technical services | 0 | 3 | 3 | 10 | 0 | 6 | 0 | 0 |
| Poorly described / Not stated | 12 | 5 | 45 | 36 | 66 | 16 | 30 | 6 |

Source: ABS (2012) 1379.0.55.001 National Regional Profiles (for 4 Local Government Areas)