



Gulf Communities Agreement
2008-2013
15-year Review

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Centre for Social Responsibility in Mining

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The CSRSM is grateful to Waanyi-Ganggalida artist Pietta Aplin for permission to use a close up of part of her painting 'Boodjamulla' on the cover of this report and for the permission given by the owner Bob Grack, Doomadgee Roadhouse.

Disclaimer

This Report builds on four more detailed Reports produced in early 2013. It reviews overall performance in terms of the provisions of the Gulf Communities Agreement (GCA) and the way it has been implemented focussing on key achievements, outstanding commitments and priority impact areas for the final years of operation. Above all, it aims to capture the ideas expressed about how the cooperative spirit of employees, Native Title Groups (NTGs) and residents of the Gulf communities can be harnessed to ensure a positive and lasting legacy that is consistent with the aspirations of the Native Title Groups as expressed in the GCA.

While the Report has been prepared with care, the University of Queensland and participating researchers and research centres accept no liability for any decisions or actions taken by individuals or organisations on the basis of this document.

Research cooperation and information from various parties including funding of the Review does not imply their endorsement of, or influence on, the views expressed herein. The Review was funded by MMG Century as requested and authorised by the other Parties to the Agreement in May 2013.

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Executive Summary

The Gulf Communities Agreement

The historic Gulf Communities Agreement (GCA) was signed in 1997. It is a comprehensive Agreement about land use and benefit-sharing between four Native Title Groups, the Mining Company developing Century Mine and the State of Queensland.

Review

Every five (5) years the provisions of the GCA and the way it is being implemented are to be reviewed. The Centre for Social Responsibility in Mining (CSR) has prepared the 15-year Review Report. It will most likely be the last Review before zinc production is completed (currently estimated to be in 2016). The Review is based on extensive studies conducted during 2012 by CSR in relation to the Social Aspects of Century Mine Closure.

Aspirations and commitments

The Introduction to the GCA lists seven goals and aspirations of the Native Title Groups (Clause E). These relate to economic participation, protection of land and environment, access to traditional land and pastoral leases, maintaining Aboriginal sites and cultural heritage and overall community welfare and social improvements. The GCA also contains 12 schedules structured around specific issues, benefits or arrangements. Some describe the commitments of the mining company and the Queensland Government in pursuit of the goals and aspirations of the Native Title Groups. Others establish special purpose organisations, companies and committees to implement and govern the Agreement.

Analysis of outcomes

Over the past fifteen years Century Mine has impacted both directly and indirectly on the economy, culture, environment and social circumstances of Gulf communities and has been one of the main drivers of development in the Lower Gulf region. The operation has brought many beneficial changes to the Native Title Groups consistent with the aspirations expressed in the GCA. These particularly relate to:

- employment and training programs in a region where these are in short supply
- early successes of the ADBT with development of some Indigenous enterprises
- cultural heritage management
- the increased area of land under Traditional Owner control
- other indirect, region-wide benefits such as improved transport and communications infrastructure and services.

The main regret of Native Title Groups is that there have not been **more** such changes and there is considerable frustration in Aboriginal communities that circumstances there have not improved more. High levels of unemployment and socio-economic disadvantage remain, especially in communities such as Doomadgee and Mornington Island.

As such, results have been mixed and there can only be a qualified endorsement given of the GCA as a mechanism for delivering development outcomes to the Lower Gulf.

Many opportunities exist for Aboriginal people to benefit from being substantially involved in rehabilitation works and on-going monitoring of the rehabilitation. Sustainable benefits are possible, particularly where these initiatives can be integrated into caring for country projects on

Waanyi lands and Lawn Hill/ Boodjamulla National Park. These benefits are in reach if the opportunities identified in this Review Report are agreed to and acted on by all the Parties.

Analysis of implementation and governance

Responsibility for managing the GCA and ensuring it achieves the desired results is spread across a complex array of organisations. The community members undertaking these time-consuming and demanding responsibilities over the years have often received little support to enable these organisations to function effectively. Disappointingly, little real progress has been made over the years in addressing governance issues that were identified from the outset.

Recommendations

The following recommendations focus on maximising long term opportunities for the Native Title groups and the wider Gulf community and managing the transition to closure, rather than on achieving compliance with specific undertakings in the GCA.

Recommendation 1: Work in partnership to plan actions to deliver a positive legacy

Goal: To manage the transition to closure in a way that mitigates negative impacts, furthers the aspirations of the Native Title Groups and leaves a positive legacy for the region.

Key proposed actions:

- (i) MMG Century, in consultation with CETC, to introduce job placement programs to ensure that the hundreds of people with experience of working at Century Mine can continue to find employment within the region or beyond – including using the FIFO option to which they are accustomed. The program should ensure maximum numbers of current employees have ‘tickets’, qualifications, good references and work-readiness skills. (See also recommendation 2)
Legacy: Maximising employability and maintaining employment levels among residents of the region and Native Title holders.
- (ii) MMG to partner with ADBT, relevant government initiatives and departments and other organisations as appropriate to: (a) organise transition planning for local mine-related businesses to assist them to diversify and reduce their dependence on the mine; (b) review contractors and supplier companies to prioritise those providing local Indigenous participation and benefits; (c) target local Indigenous businesses for contracts for relevant rehabilitation work (e.g. earthworks); and (d) assist with development of longer term business opportunities in the region e.g. through initiatives such as the North West Queensland Indigenous Resource Industry Initiative (NWQIRII).
Legacy: Successful Aboriginal businesses continuing to operate viably and provide employment in a future post-production Lower Gulf regional economy.
- (iii) In liaison with established Ranger programs, MMG to select and train some of those employed under the GCA to work in a team with environmental management skills relevant to rehabilitation work. This workforce could also be utilised to address the broader land management needs of national parks and pastoral companies in the region.
Legacy: An effective team in high demand that also provides ongoing connection to traditional lands in a stewardship role.
- (iv) State Government and MMG to work with LHRPHC to develop a diversification strategy using programs for Indigenous business facilitation as a possible source of development funds. There is potential for multiple strands: a profitable pastoral enterprise with other economic and employment functions (e.g. tourism) as well as an important contribution to cultural maintenance and possibly training programs.
Legacy: A large tract of indigenous controlled land with LHRPHC as the ‘jewel in the crown’ and Waanyi gaining maximum benefit from their lands.
- (v) Waanyi Native Title Groups to work with MMG to resolve a suitable site for the ‘Keeping Place’; develop agreed plans for the form and function of the ‘Keeping Place’; and construct the centre (ideally using local Indigenous contractors) using funds already earmarked for this purpose. Again, this could offer some commercial opportunities including tourism.
Legacy: A cultural ‘Keeping Place’ that is the hub of cultural heritage activities: sorting, caring for and teaching others about a considerable quantity of material artefacts and in-situ rock art.

The Parties have made varying degrees of progress towards achieving these GCA related outcomes. Each should now:

- Review the actions proposed above and identify which should be given priority, adding others if considered appropriate.
- Set realistic short, medium and long term key performance indicators and an overall goal for each impact area.
- Identify the main steps needed to advance these objectives and develop action plans that will complement existing efforts under the GCA. The plans should seek to deliver broad benefits including to community members and groups who are not directly associated with the Mine and also to identify opportunities to work with and through relevant groups including those not associated with the GCA. (See Appendix 6 for a sample format of an Action Plan).
- Include clearly designed monitoring and management information systems as integral parts of all action planning so that the effectiveness of plans and achievement of targets can be tracked.

Recommendation 2: Realign education and training in the Lower Gulf

Goal: To prepare the current Century workforce and others for post-mining employment

Key proposed actions:

State Government and MMG Century to work in consultation with Native Title Groups through the CETC to establish revitalised and realigned vocational training programs that will:

- (i) provide skills and especially qualifications that increase future employability
- (ii) link with mainstream education and training in the Lower Gulf and broader initiatives to boost Indigenous work-readiness
- (iii) build a new skill base in the region focused on rehabilitation and land management on the one hand and general services, trades and maintenance skills on the other.

Recommendation 3: Celebrate achievements

Goal: To ensure the outcomes of the mining history are jointly 'owned' by the company and the Native Title Groups and that the original signatories and those who have worked conscientiously in a voluntary capacity are suitably recognised and commemorated.

Key proposed actions:

Parties to the GCA to work together to:

- (i) identify positive outcomes and legacies of Century Mine that can be documented and celebrated;
- (ii) agree on culturally appropriate recognition of various milestones in the closure process (e.g. closing of ochre deposits);
- (iii) implement an agreed form of commemoration of the contribution of Century Mine and the role that the GCA has played in the social and economic history of the Native Title Groups and the Lower Gulf region more generally.

Recommendation 4: Strengthen GCA governance

Goal: More robust local institutional arrangements and governance processes

Key proposed actions:

All Parties and each GCA-related body to strengthen governance arrangements to support the shift to a post-production and eventually post-Century future. Specific actions should include:

- (i) Each GCA-related body to begin planning immediately for transition to a post-production and eventually post-Century Mine situation (whether as a viable independent entity, transferring to, or amalgamating with another entity or winding up). Progress reports on preferred options should be provided to a CLAC meeting in March 2014
- (ii) MMG work with the Native Title Groups and GADC to review the duties and appointment arrangements of the Environmental Liaison Office and empower the Century Environment Committee (CEC) and the Native Title Groups
- (iii) CLAC to broaden the role and responsibilities of the CEC to include issues around employment on rehabilitation, land stewardship projects and the management of cultural heritage, as well as providing a forum for liaison on other matters and focal point for future Reviews of the GCA. Also agree measures to strengthen CEC capacities and ensure supportive participation from MMG and the State Government participants
- (iv) State Government to ensure whole-of-government representation on key GCA committees
- (v) All GCA Parties work together to investigate the potential to wind-down the GADC post-2019 and transfer its residual functions and remaining funding to another body
- (vi) ADBT, with support from dominant shareholder GADC and others represented on its board, ensure effective strategies are in place to enable its functions continue transparently in the period following the cessation of funding in 2018
- (vii) The Parties to the GCA make a renewed effort to identify and implement leadership and capacity development programs for Indigenous office holders and representatives, and emerging leaders in the Lower Gulf
- (viii) Each of the governance bodies to develop succession plans and introduce a term of membership to ensure that capable young leaders are regularly available to relieve those who have served and there is broad representation
- (ix) CLAC transfer responsibility for the 20-year Review to another body (possibly the CEC as it has representatives of all Parties to the GCA and an important ongoing role to play)
- (x) All Parties and GCA-related bodies to fulfil their accountability responsibilities to the communities by reporting regularly – perhaps with columns in a joint newsletter that is circulated widely within the region – as well as providing detailed annual accounts and reports.

Recommendation 5: Regional development and social services

Goal: A well-serviced community with adequate and well-maintained infrastructure and services

Key proposed actions:

- (i) State Government in consultation with MMG and key regional stakeholders, as a matter of urgency, to initiate a Century Mine Completion Taskforce to address and manage the likely regional impacts of mine closure. (Proposed membership and functions of this taskforce are outlined on page 34 of this Review Report)
- (ii) State Government to play a catalytic role in this taskforce by identifying a "Ministerial Champion" to ensure a cross-government approach to addressing the regional impacts of mine completion and by facilitating access to seed funding from Royalties for Regions.

Recommendation 6: Community development

Goal: To maintain community programs and events that are highly valued by a broad cross-section of regional residents

Key proposed actions:

- (i) State Government, MMG and Native Title Groups to engage with community based organisations and non-government organisations delivering programs in Lower Gulf communities whose outcomes align with GCA goals and aspirations (for example, community agencies such as community schools, vocational training and employment providers like the Remote Jobs and Communities Program (RJCP) providers, and community organisations assisting with life skills and financial management).
- (ii) MMG to consider the range of projects endorsed as worthwhile by community members during the CSRM's Community Consultations (see Appendix 5) and assess which of these warrant support as part of MMG Century's ongoing strategic social investment programs.
- (iii) MMG, State Government and Eligible Bodies to investigate avenues to invest in a fund which could be used to support community programs and events into the future (including arrangements with GASDT).

Recommendation 7: Review all GCA-related bodies

Goal: To build more open and trusting relationships as well as demonstrate good governance practices of transparency and accountability

Key proposed actions:

CLAC to request each of the Parties and other GCA-related bodies to initiate, in the first half of 2014, a full and independent review of their activities over the life of the Agreement and to report these publicly. Each report would outline:

- a. the key responsibilities of the respective Party, Board, Committee or Eligible Body under the GCA including process responsibilities such as representing a specific group's interests, reporting lines and frequency, and duties to fill positions on other bodies
- b. evidence of the performance with respect to each responsibility
- c. explanations for any variations from the original intent or non-fulfilment of responsibilities
- d. full details of GCA-related revenues/ expenditure – amounts received and dispersed and the purpose they were used for
- e. details of lines of accountability for the body and suggested improvements

Recommendation 8: Responding to the Review

Goal: To use the recommendations and proposals in this Review as a basis for future action

Key proposed actions:

Each Party to the GCA to provide an initial response to the conclusions and recommendations of this Review at the November 19th CLAC meeting with a view to identifying at the first meeting next year:

- (i) which of the actions proposed in these recommendations they value and can contribute to
- (ii) an assessment of the specific programs and organisations that will be essential to achieving these priorities in the post-production years
- (iii) the ways they will be able to cooperate with these actions and with closure planning
- (iv) proposed milestones and target completion dates for various actions

Each Party's response will provide a basis for action planning *after* that meeting in line with other Recommendations above (e.g. Recommendation 1). These plans should be shared at subsequent CLAC meetings according to a timetable to be agreed at the November 19th meeting.

Introduction

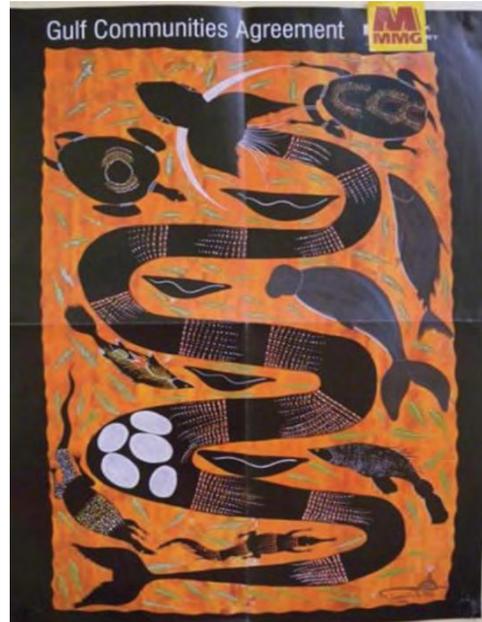
The Gulf Communities Agreement

The Gulf Communities Agreement (GCA) was signed in 1997. It was an historic Agreement as the first negotiated under the Right to Negotiate provisions of the Native Title Act 1993.

Parties to the GCA are four Native Title Groups (NTGs) – Waanyi, Mingginda, Gkuthaarn and Kukatj – as well as the mining company (currently MMG), and the State of Queensland.

Reaching agreement in a spirit of commitment, co-operation, mutual benefit and respect for each other’s rights and interests enabled the Century Mine Project to proceed.

The GCA is a comprehensive land use agreement intended to ensure a “significant sharing of benefits and opportunities provided by the Project to the Native Title Groups and the Communities”¹.



To achieve this complex goal, the GCA details the broad rights and responsibilities of various Parties, specific initiatives and commitments and elaborate implementation and governance arrangements (See Figure 1).

The GCA has effect until MMG Century fulfills its lease obligations which will mark the end of the Project Life. The earliest estimate for this is 2047. However many provisions of the GCA expire sooner (See Figure 5 for other relevant dates in the life of the project). In particular most annual payments and some of the special purpose bodies set up under the GCA have end dates at or shortly after the “End of Economic Life”, which is currently anticipated in 2016.

15-Year Review

Clause 63 of the GCA provides for a Review every five (5) years after the date of the GCA. The Reviews provide regular assessments of progress towards outcomes under the agreement and changing circumstances which, in turn, highlight options for refocussing the administrative arrangements for the agreement and/or specific undertakings.

Clause 63: Review of the GCA
Five years after the date of this Agreement (and then every five years for the Project Life), the Parties will meet to review the provisions of this Agreement and the manner in which this Agreement is being implemented.

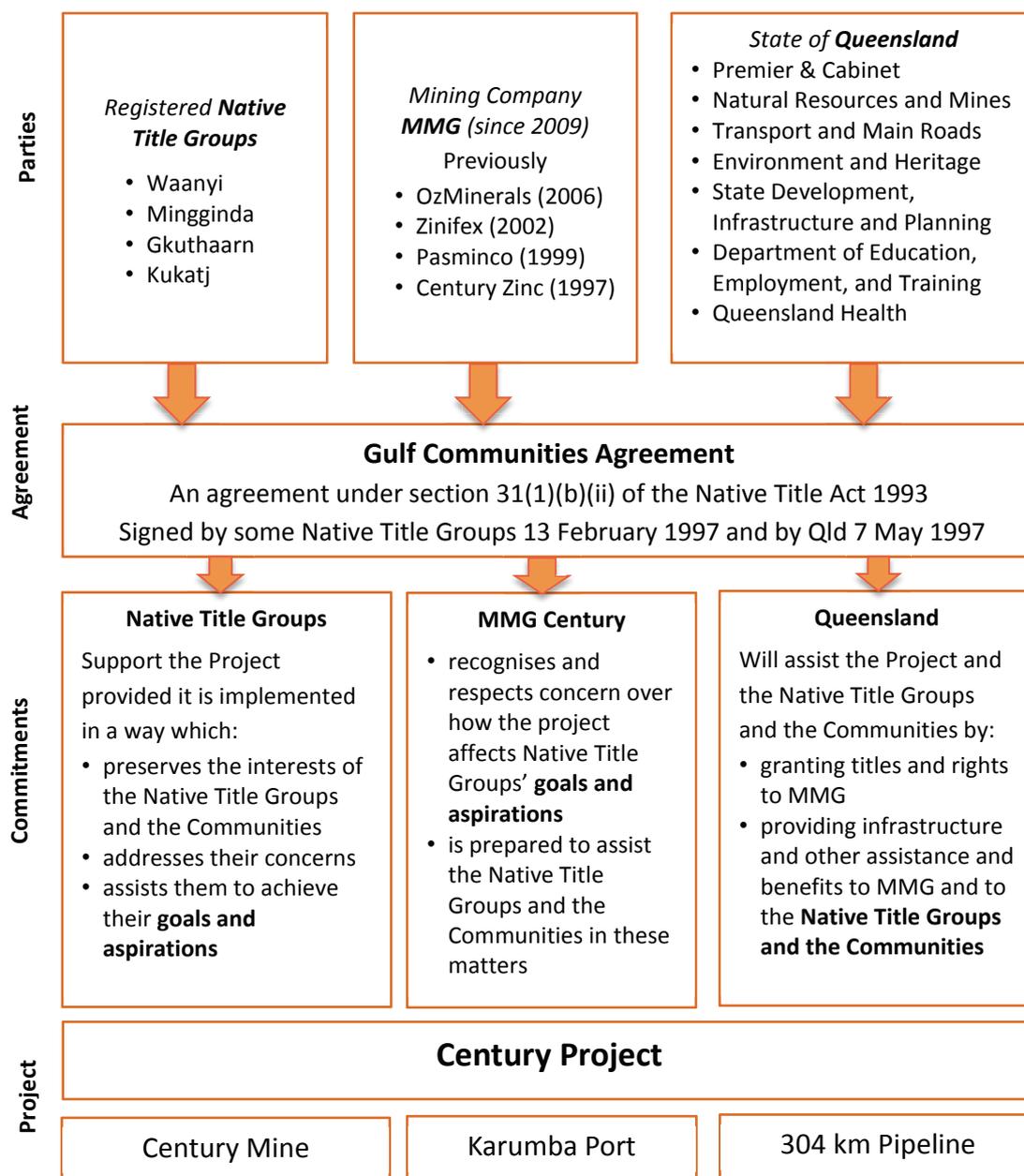
The Centre for Social Responsibility in Mining (CSRm) has been engaged by MMG Century, on behalf of the Century Liaison Advisory Committee (CLAC), to assist with the 15-year Review by preparing this Review Report. The scope and specific objectives for the engagement are detailed in Appendix 1: GCA Review phase 2 objectives.

¹ Introduction ‘L’, p. 6 GCA

This 15-year Review is the first conducted since MMG acquired Century Mine in 2009 (for previous owners see Figure 1). It will most likely be the last Review during the economic life of the project before zinc production has ended and closure processes are underway. Consequently, the particular focus of this Review is to identify ways to enhance the likely outcomes of the GCA especially over the remaining years of zinc production and active closure.

Recognising that the Century Liaison Advisory Committee (CLAC) will cease in 2016, there will need to be arrangements for future Reviews consistent with Clause 63. This responsibility should sit with a body with representation of all Parties, one possibility being the Century Environment Committee (CEC).

Figure 1: Structure of the Gulf Communities Agreement (GCA).



Aspirations and commitments

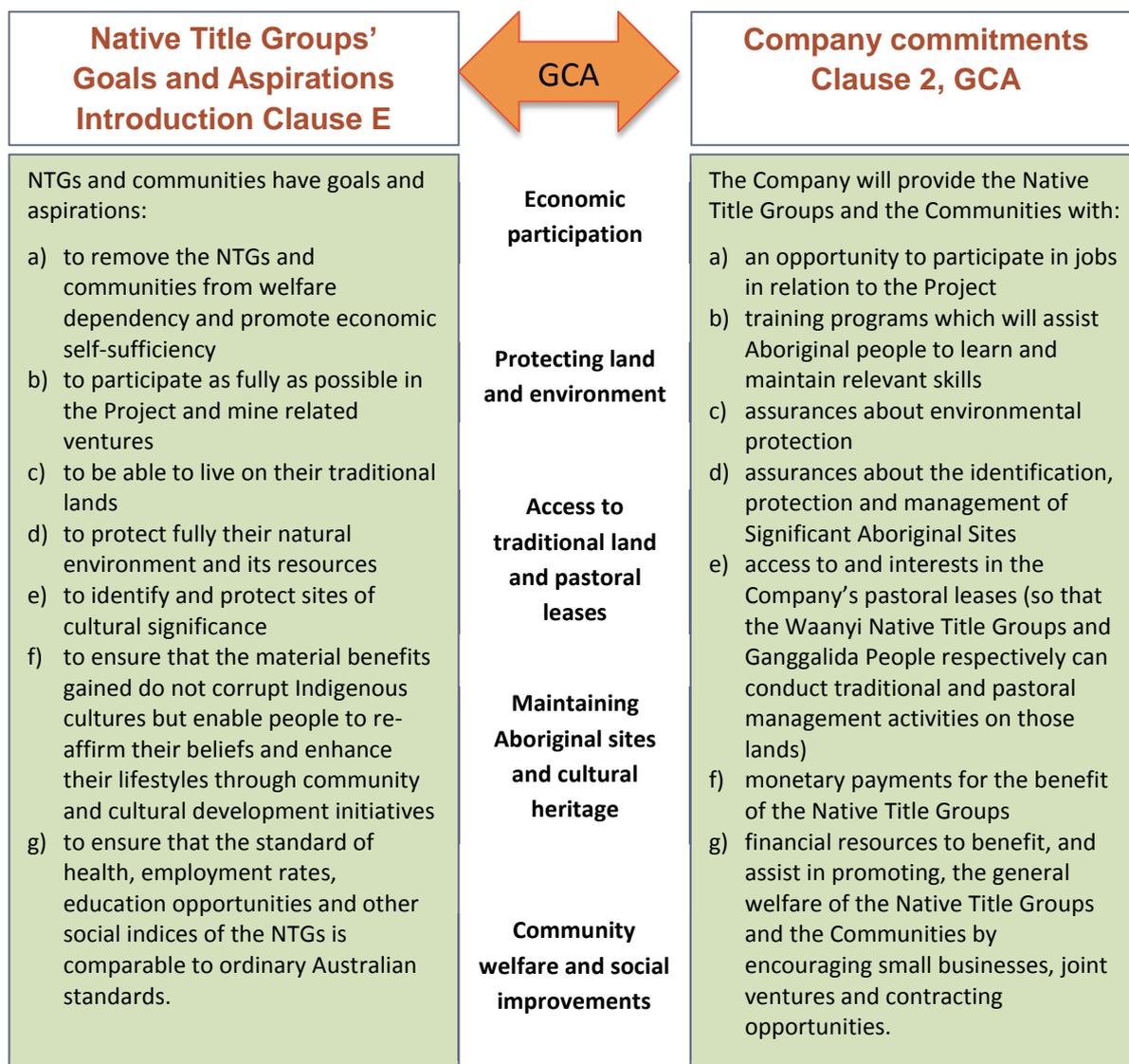
The GCA captures the Native Title Groups ‘Goals and Aspirations’ and records that all Parties have a responsibility to these and the operating company and State Government are committed to assisting Native Title Groups in specified ways.

Some broad themes are apparent in the Native Title Groups’ **goals and aspirations** and the **company commitments**. These are shown in Figure 2 between the Native Title Groups’ goals and aspirations and commitments as recorded in the GCA.

These themes are used to frame this Review:

- Economic participation
- Protecting land and environment
- Access to traditional land and pastoral leases
- Maintaining Aboriginal sites and cultural heritage
- Community welfare and social improvements

Figure 2: GCA Native Title Groups’ goals and aspirations and mining company commitments



Schedules to the Agreement

To achieve the aspirations, the GCA contains 12 schedules structured around specific issues, benefits or arrangements.

Schedule 1 –	Queensland Commitments
Schedule 2 –	Employment and Training
Schedule 3 –	Environment
Schedule 4 –	Heritage and Sites of Cultural Significance
Schedule 5 –	Lands
Schedule 6 –	Aboriginal Development Benefits Trust (ADBT)
Schedule 7 –	Other Benefits – CZL (now MMG)
Schedule 8 –	Gulf Aboriginal Development Corporation
Schedule 9 –	Project Rights
Schedule 10 –	Liaison and Advisory
Schedule 11 –	General Clauses
Schedule 12 –	Definitions

The aspiration for improved general welfare and social standards is very broad and is not addressed by a single Schedule. The gap between standards in the Gulf communities compared to the overall Australian population is attributable to a complex array of factors and multiple causes that cannot be fully addressed within the GCA framework. The implied intention is for all Schedules to make an indirect contribution to improved social welfare.

Schedules 2 to 6 describe the commitments of the mining company and the Queensland Government in pursuit of the goals and aspirations of the Native Title Groups. These are summarised in Figure 3. The Queensland Government has the primary role with respect to cultural and social improvements. It also made specific commitments in Schedule 1.

The GCA established a number of special purpose organisations, companies and committees to implement and govern the Agreement. The two with the most significant roles in the overall governance of the GCA are the Gulf Aboriginal Development Corporation (GADC) and the Century Liaison Advisory Committee (CLAC) (see Figure 4). Appendix 2 outlines current membership of these and other GCA-related boards and committees.

- Schedule 8 establishes the GADC and Schedule 7 provides for payments to Native Title Groups through the GADC to Eligible Bodies.
- Schedule 10 establishes the CLAC.

Finally, there are some Schedules clarifying the legal arrangements of the Agreement:

- Schedule 9 clarifies that acquisition of rights and interests for the project do not extinguish native title. It also provides for 'Extended Project Rights' should Century wish to mine unproven mineral deposits.
- Schedule 11 has General Clauses including ones related to Termination of clauses, Suspensions and breaches, Force majeure events, Arbitration, Notices, Assignment, Interpretation and Confidentiality.
- Schedule 12 defines the terms used throughout the Agreement.

Figure 3: Schedules of the GCA pursuing goals and aspirations

	Community welfare and social improvements				
	Economic participation		Protecting land and environment	Maintaining Aboriginal sites and cultural heritage	Access to traditional land and pastoral leases
GCA	<i>Schedule 2</i>	<i>Schedule 6</i>	<i>Schedule 3</i>	<i>Schedule 4</i>	<i>Schedule 5</i>
Body	Century Employment & Training Committee (<i>Advisory</i>)	Aboriginal Development Benefits Trust	Century Environment Committee (<i>Advisory</i>)	MMG and Qld Government with cultural heritage survey teams (formed by GADC)	Lawn Hill and Riversleigh Pastoral Holding Co. (LHRPHC). Turn Off Lagoons Co.
Members	<ul style="list-style-type: none"> • MMG • Communities and NTGs • Qld Gov't • (ATSIC) • Federal Gov't 	<ul style="list-style-type: none"> • MMG • Communities (facilitated by MMG) • NTGs (facilitated by GADC) • Aboriginal business 	<ul style="list-style-type: none"> • MMG • GADC • NTGs • Communities • Qld Government • Federal Gov't 	<ul style="list-style-type: none"> • MMG • GADC • NTGs 	<ul style="list-style-type: none"> • MMG • GADC • Waanyi representatives • Communities
Key undertakings	Century and contractors set up employment and training programs for local Aboriginal people. Conduct cultural inductions.	Century pay to ADBT \$1.5M per year for first 4yrs; then \$1M per year. Century and Qld Government to give a contribution to a trust for sport development	Century maintain high standards of environmental management and monitoring. Develop an Environmental Management Regime	Produce Aboriginal Site Management Plans and Work Programs. Operate so as to minimise interference with cultural matters	Transfer pastoral holdings to Aboriginal control: Lawn Hill, Riversleigh & Turn Off Lagoons to Waanyi; Pendine and Konka to Ganggalida
	(Sched.1): Qld will develop and implement an employment strategy in relation to the pastoral industry and contribute to other vocational training and to the CETC training plan in first two years.	ADBT will encourage Aboriginal businesses by providing loans, equity or grants. Facilitate personal development programs through sport.	Century covers costs of CEC. GADC employs an Environmental Liaison Officer (in a position funded by Century). CEC monitors risks and environmental issues of concern to Aboriginal people.	Century contribute to planning and establishment of Waanyi Cultural Centre/ Keeping Place. (Sched.1): Qld to fund GADC planning for Men's Business Association	Aboriginal access to pastoral leases. (S1): Qld to Assist in NT claim for Boodjamulla National Park; Bidunguu infrastructure; and Outstation Resource Centre study
Active life	2016: CETC ends	2016: last annual payment of \$50k for business skills training. 2018: last annual payment of \$750k (indexed) to ADBT	Project end date and lease relinquishment (Earliest estimate 2047): CEC ends	Most of these obligations cease at project end date and lease relinquishment (Estimated 2047)	Pastoral companies continue indefinitely as independent entities

Figure 4: GCA governance structures

	Governance		Other Benefits
	GADC	CLAC	
	<i>Schedule 8</i>	<i>Schedule 10</i>	<i>Schedule 7</i>
Body	Gulf Aboriginal Development Corporation	Century Liaison Advisory Committee	Eligible Bodies of Native Title Groups
	See Appendix 2 for current membership of these various bodies		
Membership	Native Title Groups (NTGs) <ul style="list-style-type: none"> • Waanyi (6) • Gkuthaarn (2) • Kukatj (1) • Mingginda (2) 	<ul style="list-style-type: none"> • MMG (2) • GADC (1) • NTGs (W=5; G-K = 2; M = 2) • Qld Government (1) 	<ul style="list-style-type: none"> • GADC • Native Title Groups (per 7 Eligible Bodies)
Status	A company established under the GCA with a governing board representative of the NTGs. It appoints NTG reps to committees	Liaison between all Parties to the Agreement and advice to Parties on working of the Agreement	Discretionary use of funds for whole of each NTG.
Functions	Acting for and in the interests of the NTGs and in accordance with the views of the relevant native title holders as a group. Holding in trust and distributing monetary payments to NTGs. Seeking additional funds from government for training. Assisting CEC in employment, training and business development	A forum for discussing, exchanging information, formulating plans, and monitoring and reviewing plans and operations in relation to the Project	Payments through the GADC to NTGs. \$750,000 per year for first 3 yrs; then \$500,000 (indexed) per year. Distributed according to specified formula
Active life	GADC administrative functions can continue till lease relinquishment (estimate 2047) with \$100k p.a.	CLAC ends 2016 (estimated end of economic life of project)	Last annual payment for distribution to Eligible Bodies approx. 2019

See Appendix 2 for a (non-exhaustive) list of further bodies with GCA-related functions and for current membership of key boards and committees.

Queensland Government Commitments

While the GCA recognises that the mining company is responsible for the conduct of its project, a number of Queensland Government Departments have a role in the project through the Century Zinc Project Act (1997). As well, community well-being and regional development are generally understood to be the responsibility of government rather than industry.

The State Government made a series of undertakings as a signatory to the GCA. These are contained in Schedule 1 of the GCA and are reproduced in this Review Report in Appendix 3. GCA Schedule 1 states that the Queensland Government would contribute to the areas of:

- (i) Cultural, health and social improvements
- (ii) Vocational education and training
- (iii) Roads, infrastructure and regional services
- (iv) Institutional support.

In addition, the GCA envisaged that the State Government would have an ongoing role to play in assisting the region to prepare for a post-mine future. A key obligation here was to conduct a Carpentaria/Mt Isa Minerals Province Social Impact Assessment to identify regional issues and concerns, including future social infrastructure and service needs (Clause 23, Schedule 1, p. 30). Community members say this was never implemented and it took some years to establish the Gulf Area Social Development Trust (GASDT). There is community dissatisfaction about directing the funds to the GASDT on various grounds: disbursement of funds not being focussed on social and community development of the GCA Region; no regular assessments of social impacts of development as anticipated; and unsatisfactory communication and engagement about the changes.

Also relevant to the impending situation is Clause 23 of the GCA (p. 11) which relates specifically to post-mining employment options:

Queensland will, over the Project Life, in consultation with the Communities, develop and implement an employment and training strategy in relation to the pastoral industry and pastoral lease management with a view to maximizing the benefit of ownership of the Pastoral Holdings proposed to be transferred and with a view to achieving a diversification of the skills base and employment opportunities of Local Aboriginal People in the Region, particularly the members of the Native Title Groups. *The Parties acknowledge that such a strategy will assist in the ultimate transition to a post mining economy upon completion of the Project (our emphasis).*

Past Reviews

5-year Review (1997-2002)

Findings:

- Institutional arrangements were uncoordinated, inefficient and demanding of resources
- Problems with operation of Eligible Bodies and GADC
- NTGs had accumulated funds enabling consideration of substantial investment

Recommendations in four main areas:

- A coordinated approach by Parties to community development with a specific focus on Doomadgee and with better socio-economic monitoring of the region
- Stimulating local economic development and diversification of the regional economy and boosting participation rate of Aboriginal people
- Improved GCA management through effective communication, information systems and a review of the committees to achieve rationalisation, coordination and accountability
- Institutional development through review of viability of Eligible Bodies and especially of the functions, purpose and future options of GADC

Waanyi, represented by Carpentaria Land Council Aboriginal Corporation, criticised the 5-year Review. Frustrations led to a 9-day sit-in at the mine camp in 2002. Key grievances were:

- (i) Dissatisfaction with storage of archaeological material, and
- (ii) Dysfunctionality of Eligible Bodies preventing payments
- (iii) Insufficient economic participation
- (iv) Unsatisfactory management of culturally significant material in the pit

In response:

- Waanyi Nation Aboriginal Corporation was recognised as an 'Eligible Body'
- Northern Projects Contracting (NPC) commenced, with ADBT support thus facilitating greater economic participation
- Artefacts moved to Lawn Hill (Boodjamulla) National Park
- Procedures were introduced for managing significant red-ochre deposits in the pit.

10-year Review (2002-2007)

Found overall improved quality of life for many Indigenous residents in Lower Gulf Communities but two factors impeding more benefits (The Right Mind p. 41):

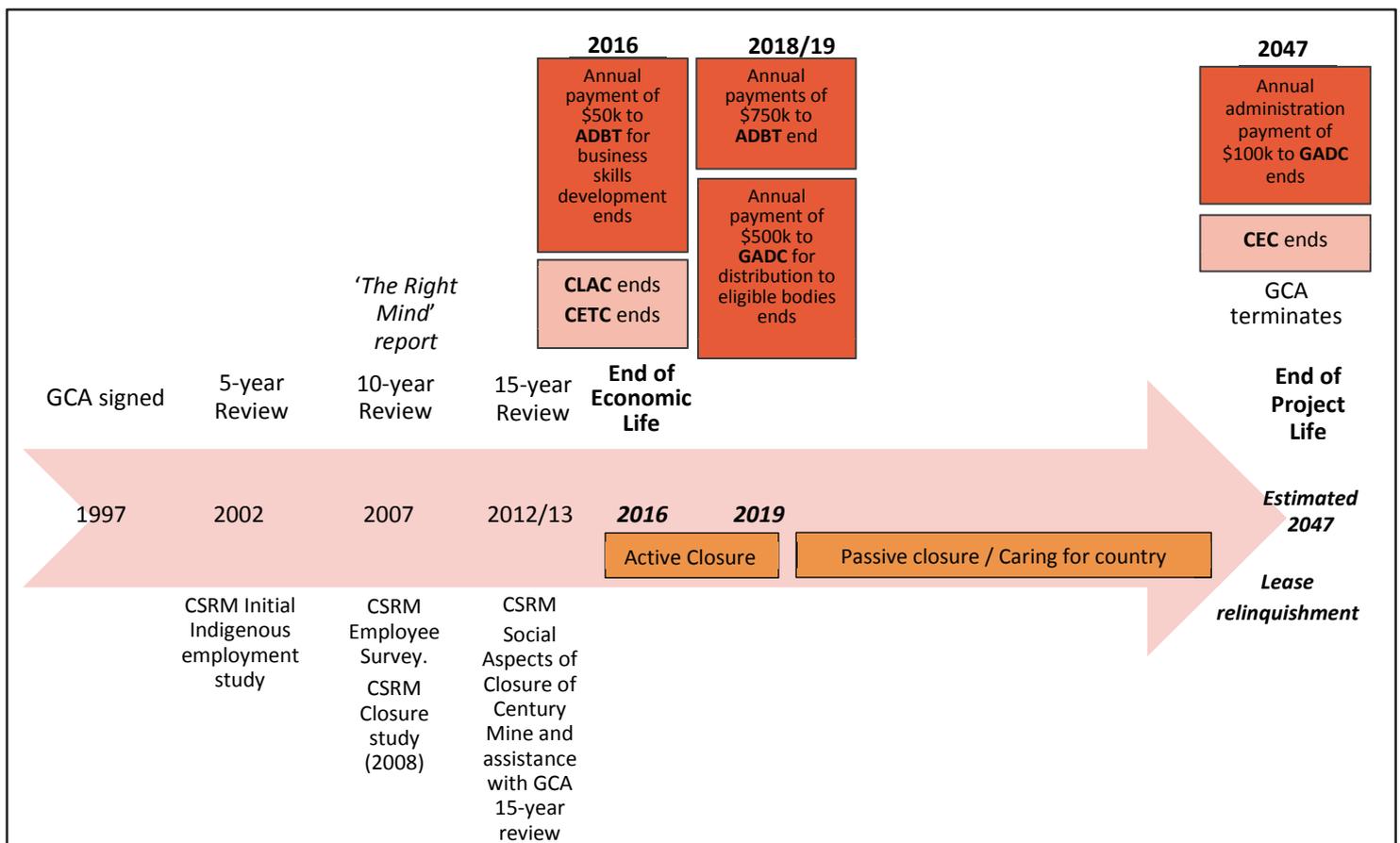
- Attitudes of expectation and a hangover of the welfare mentality
- Poor management in governance bodies: Committees, GADC, Eligible Bodies etc.

Recommendations:

- Revamping governance: establishment of various additional committees and boards.
- Statistics gathering and improved monitoring of outcomes under the GCA.
- Company planning: Strategic plan for the next 7 years of operation around key areas including: Indigenous employment, supervisor and leadership training, contracting, pastoral lands, and post-mining. Also an organisational plan for the GCA Department which had overall responsibility for delivery of GCA in the company so as to define roles, office structures and means of demarcation and coordination with other departments.
- Renewed training efforts: Employment targets; Career paths to supervisory positions.
- New Indigenous contracts; Establishment of an Indigenous training business.
- Greater regional coordination including (i) CEC working with other groups on environmental management and (ii) State Government establishments of a regional engagement unit for the Lower Gulf to coordinate GCA-related initiatives of various levels of government

A timeline of the Century Project is provided in Figure 5.

Figure 5: Timeline of the Century Project



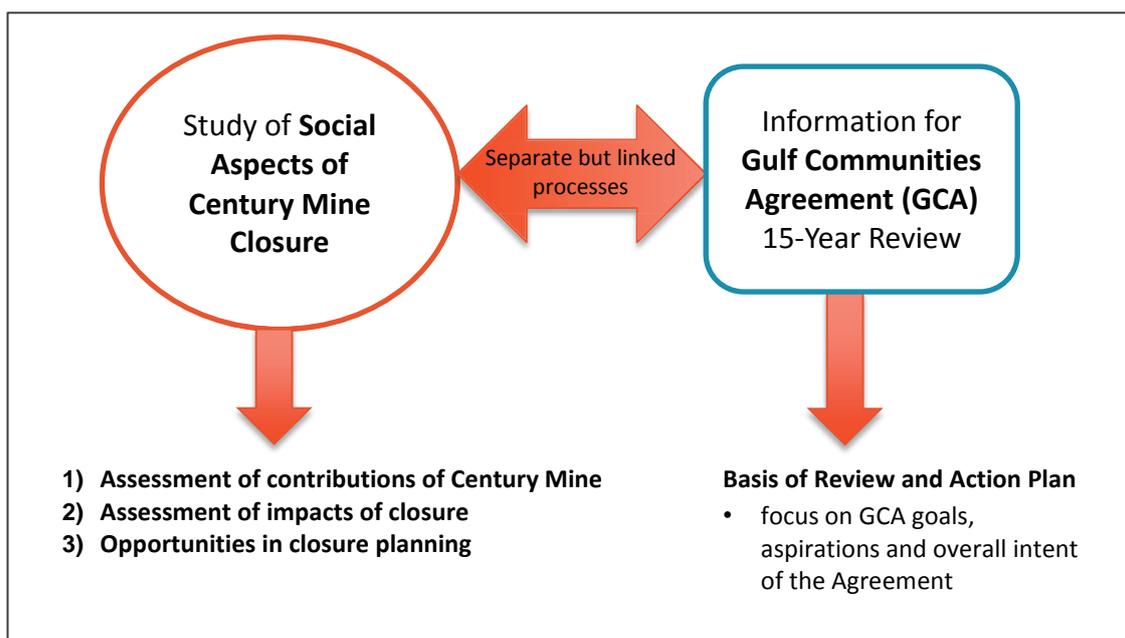
Notes: Future dates are based on estimates of end of production and lease relinquishments and may vary. All payment amounts are as initially established but the GCA provides that they are indexed.

Methodology for the 15-year Review of the GCA

This Review of the GCA follows extensive studies conducted during 2012 by CSRM in relation to the Social Aspects of Century Mine Closure.

The methodology used for the 2012 Study was to collect data on the contributions of Century Mine and assess impacts of closure. It was intended that relevant data from the Study would feed into the 15-year Review that was to be undertaken (See Figure 6).

Figure 6: CSRM 2012 Study of Social Aspects of Closure of Century Mine



In assessing the likely impacts of mine closure the Study used a number of data sources:

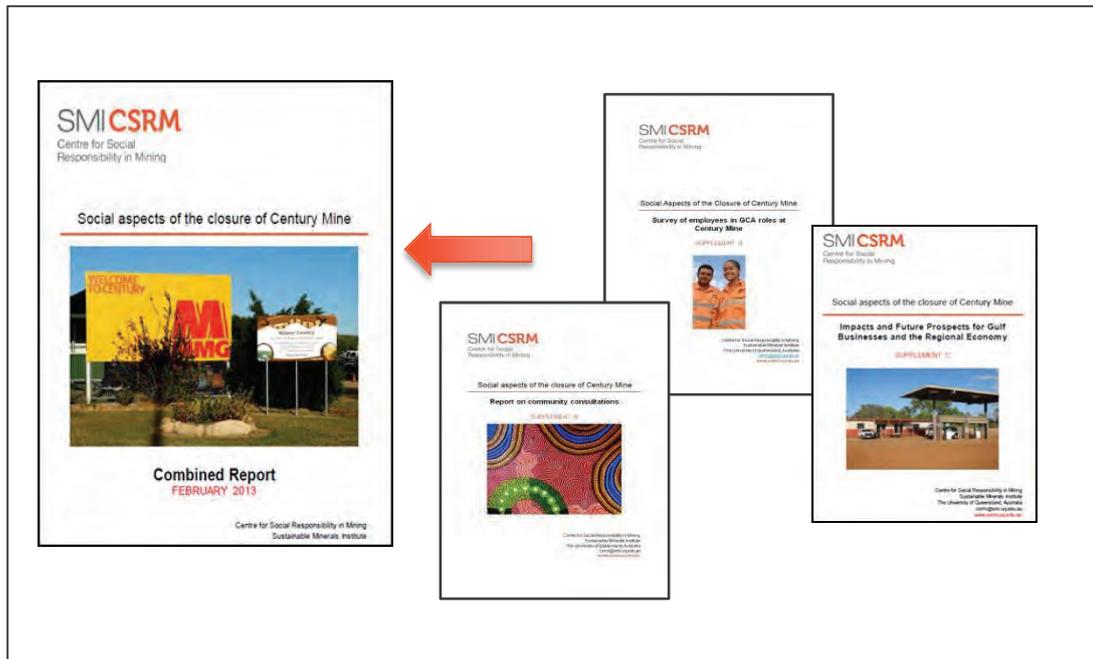
- statistical information from the Australian Bureau of Statistics (ABS) and other State and Commonwealth Government agencies and service providers
- Century records – on training and employment of local people and local expenditure
- a survey as well as interviews with local Aboriginal employees at Century Mine
- a survey of regional businesses
- Consultations in Gulf Communities including Doomadgee, Gununa (Mornington Island), Bidunggu, Burketown, Normanton, Karumba
- written submissions from: regional stakeholders, Local Councils, State Government

The key findings of three individual reports were merged into a Combined Report (Figure 7).

CSRM **Combined Report** '*Social aspects of the closure of Century Mine*', Feb 2013.

- **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

Figure 7: CSRM 2013 Reports on the Social Aspects of Closure of Century Mine



Analysis of GCA aspirations, activities and outcomes

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

Tables 1-4 provide an assessment of trends, achievements and gaps in meeting the GCA aspirations and contributing to key outcomes.

The outcomes summarised here are the result of efforts of various Parties to the GCA – Company, Government and Native Title Groups – sometimes working alone and sometimes working together – for example through a GCA-related company or committee. The tables are:

1. Outcomes with regards to aspirations for increased economic participation
2. Outcomes in regard to aspirations for environmental protection and access to land
3. Outcomes regarding aspirations to maintain cultural sites and cultural heritage
4. Outcomes regarding aspirations for improved community welfare and social standards

These tables also propose some discrete opportunities in various respects. However, as outlined in the Combined Report (2013), the ideal opportunities are those involving integrated projects that contribute to realisation of economic, cultural, environmental and social aspirations of the GCA all at once and that also result in “*something visible in the community that people can see as the legacy ... that [shows] people got long-term benefit*” (expressed during consultations). There is a brief summary of these main points reproduced from the Combined Report (2013) in Appendix 4.

Table 1: Outcomes in regard to aspirations for increased economic participation

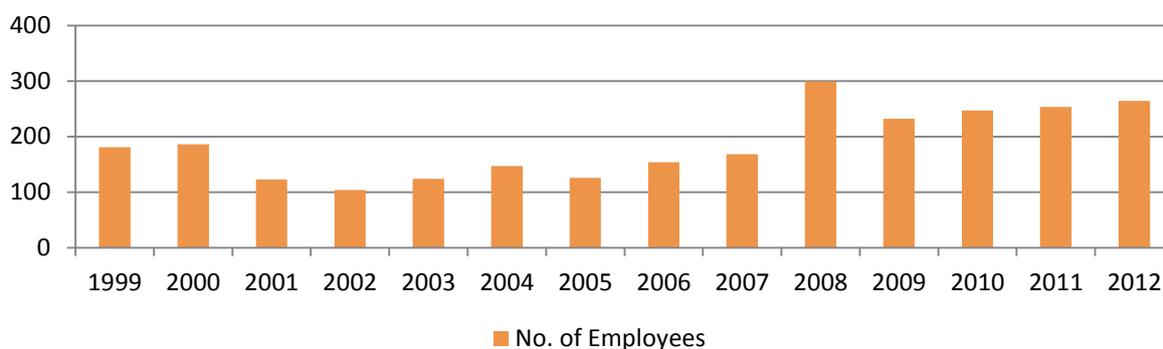
GCA Aspirations and key activity areas	Achievements	Weaknesses/ Gaps	Opportunities
Economic participation			
Aboriginal employment	More than 900 from the Native Title Groups or local communities employed over the 15yrs of the mine	Mainly entry jobs with limited career progression. There are very few Aboriginal supervisors	Target GCA employees for supervisor and manager training and career advancement
Proportion of workforce	GCA employees ² have been consistently over 15% of the workforce (see Figure 8). Waanyi were in 38% of those jobs in 2012	Perceived favouritism and unequal treatment with respect to recruitment, pay rates, opportunities and promotions. Recruitment not proactively targeting NTGs	Increase transparency, feedback and communication about opportunities, selection criteria and results
Moving off welfare	37% employees surveyed were on CDEP or unemployed prior to joining Century – so the mine provided a pathway to employment	Limited roles with 31% of GCA workforce employed as truck drivers or plant operators. Only 5% hold trade positions and fewer in HR, business development, and admin.	Structure training and career progression to increase formal qualifications and transferable skills for post closure
Female participation	Women well represented in GCA workforce at 37%		Identify equivalent non-mining positions
Local participation	82% of GCA workers have relatives working at the mine. Around 20% of surveyed employees moved out of the Gulf region since starting work.	62% of current GCA employees live outside the Lower Gulf Region	Infrastructure, services and job opportunities that, if maintained will help to retain people in the region
Wage incomes	Average annual wages paid to GCA employees (in and outside the Gulf) for last three years is \$17.6m. \$8.8m in wages to local Gulf residents (incl. non-Aboriginal) in 2012	Much of the income of GCA employees is directed to living expenses and flows out of the Gulf	Assist with financial management skills to transition from employment at the mine (e.g. coping with redundancy payments, reduced income, savings, credit)
Training programs	Century is a significant training provider running three 12-week pre-vocational courses a year. Around 30 graduates of these courses per year	17% of GCA employees have no pre-vocational training, Certificates, Apprenticeships, Traineeships or competency based training	Transferable skills development, increased attention to 'ticketing' and formal qualifications and assistance to gain employment elsewhere
Apprentices and trainees	75 Indigenous apprentices and trainees (in 2010). Small increase in employees completing Cert III or traineeships in last 5 years. 30 Indigenous employees at the mine gained formal qualifications in 2011	Poor communication and transparency around training opportunities. Many skills gained have been very mining-specific with limited potential to benefit Gulf communities more broadly or prepare employees for alternative jobs	Focus of traineeships and apprenticeships can include rehabilitation training and regionally relevant and transferable skills. Career planning and placement assistance for all mine employees

² Members of Native Title Groups living in the Gulf or elsewhere and other, mainly Aboriginal, people living in Gulf communities for 5 years or more are classified as GCA Employees

Aboriginal businesses and contracting	2011 spend with Indigenous Gulf-based businesses was over \$17m	Not clear that recent supply chain needs have been used as an opportunity to nurture Indigenous businesses	Mine to communicate regularly about current and forthcoming contracts e.g. civil works needed for rehab
Secondary effects	Local contractors and suppliers to Century employ over 100 people and pay wages in excess of \$11m per year	Aboriginal contracting limited to 2 main businesses. Smaller contracts amalgamated into larger contract e.g. camp, laundry, grounds contract	Review contractors and supplier companies to prioritise Aboriginal owned and those providing local benefits and Indigenous jobs
Aboriginal non-mine business development	ADBT has supported several businesses e.g. Doomadgee Roadhouse, Nowland Engineering, Normanton Traders	Limited number of sustainable businesses established and few viable proposals for small businesses in last five years.	Identify potential business opportunities consistent with regional strategic plans, and assess local business capability and also potential to employ local Aboriginal people
Aboriginal business development	In 2012 ADBT received approx. \$1.2m from Century to assist new businesses	Formal reporting on how funds are spent not available and regular assessment and promotion of new opportunities is very limited	Collaborative identification of potential business opportunities, and alternative options and models for supporting prospective businesses

Figure 8: Number of Indigenous employees at Century 1999-2012³

Indigenous Employees at Century



Main challenges that will be associated with closure:

During active mine closure a small number of key personnel will be retained but during the longer 'caring for country' phase (around 25 years) there will be only a handful of jobs. Most current employees will need assistance to find new jobs. There will be limited mining-related employment options for Gulf residents. Those unable to find alternative employment in the region may either go onto welfare, or leave the region.

Indigenous businesses associated with the mine may struggle to extend work beyond being a supplier to Century. Opportunity exists for Indigenous civil contractors to undertake rehabilitation works.

Training programs in the region will need to be re-aligned to prominent workforce needs in service roles, environmental management, agriculture, fishing, tourism, public administration, transport and construction.

³ Total workforce at Century mine has fluctuated but peaks around 1500. Records are not reliable and numbers of Indigenous and total workforce have not been calculated consistently. So these figures indicate trends only

Table 2: Outcomes in regard to aspirations for environmental protection and access to land

GCA Aspirations and key activity areas	Achievements	Weaknesses/ Gaps	Opportunities
Environmental protection and access to land			
Outstations	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	Qld Government's outstation project did not identify a sustainable model for Bidunguu support and maintenance. Voluntary support from Century (e.g. for power generation) is not indefinite	Collaborative solutions (State and Local Gov't with Bidunguu Aboriginal Corp) to issues of ongoing water supply, waste disposal, power, maintenance, transport and communications
Traditional lands	2009 successful Waanyi Native Title Claim to 1.7 million hectares. Establishment of Waanyi PBC in 2010	Full potential for living on country, cultural transmission and environmental stewardship not yet realised	Establishment of Waanyi PBC 'caring for country' and cultural programs that can integrate with work in mine rehabilitation
Park management	Native Title Claim to Lawn Hill National Park determined	Limited involvement of Waanyi in park management	Training and mentoring towards effective Waanyi joint management of Park
Protecting the environment	There is close involvement of Traditional Owners in Century's environmental management programs	Concern over specific incidents e.g. release of contaminated water into Page Creek; spills and cumulative contamination at the port at Karumba	Involve NTGs in rehabilitation design and closure criteria. Involve NTGs and Indigenous Rangers in monitoring of rehabilitation
Century Environment Committee	CEC has operated as an effective committee when an experienced Liaison Officer is in place	CEC had periods of non-functioning. Reporting and coordination with relevant regional bodies is not strong	Ensure CEC is a well-functioning and effective forum. Build strong working relationships between CEC, National Parks, Southern Gulf Catchments and other relevant groups
Pastoral leases			
Aboriginal control	Turn-Off Lagoons Pastoral Holding Co. and Lawn Hill and Riversleigh Pastoral Holding Co. transferred to Aboriginal control	LHRPHC is still 49% controlled by MMG	Considerable potential for diversification at LHRPHC to contribute to many NTGs aspirations
Business operation	LHRPHC employs 22 people, 55% indigenous and has significant annual revenue	Outcomes at pastoral companies other than LHRPHC are unclear and leases still held in trust	Black soil flats on lease should eventually be available for cattle grazing – expanding LHRPHC territory

Main challenges associated with closure:

There will remain a 340 metre deep pit that will partly fill with water and never completely disappear. A large area of waste dumps needs to be stabilised and sealed to prevent infiltration of water. Large areas of tailings have to be capped and stabilised.

Need considerable input from Native Title Groups and elders to rehabilitation plans and closure criteria. As well, it may be decades before people can re-access their lands.

Table 3: Outcomes in regard to aspirations to maintain cultural sites and cultural heritage

GCA Aspirations and key activity areas	Achievements	Weaknesses/ Gaps	Opportunities
Maintaining sites and cultural heritage			
Cultural artefacts	There is an extensive collection of artefacts from the mine site and Boodjamulla (Lawn Hill) National Park. Century has committed substantial funding for a 'Keeping Place'	There has been no agreement on an appropriate site for a 'Keeping Place' for the cultural artefacts collected	Sort, collate and house cultural data for future generations. Construction could involve embryonic Aboriginal construction company, elders etc.
Cultural sites	Cultural heritage professionals have recorded Waanyi rock art sites	It is unclear how the documentation is being coordinated and collated and links to broader cultural heritage initiatives in the region	Extend Keeping Place project to include measures to protect and care for in-situ local rock art and heritage sites. Develop tourism plan
Cultural sites	Century maintains a register of culturally significant sites and engages cultural monitors to conduct site clearances	It is unclear to what extent, and in what form this data is available to Native Title Groups	Potential source of documented site information for traditional owners to use for cultural maintenance
Cultural awareness	Cultural awareness and cross-cultural learning occurs on site.	Cultural inductions are mostly informal and ad hoc. Uncertainty over the consistency and quality of information given to non-Aboriginal employees	Formalise cultural awareness training team with skills transferable to cultural training for all non-indigenous workers in the Gulf
Cultural heritage	Special procedures invoked e.g. for dealing with red ochre exposed by mining	Concern over cyclone mooring buoy at Bentinck Island	Engage with relevant Native Title Groups over outstanding cultural grievances
Ensure that the material benefits gained do not corrupt Indigenous cultures but enable people to re-affirm their beliefs and enhance their lifestyles through community and cultural development initiatives			
Community development from benefits	Some funds controlled by Eligible Bodies by virtue of the GCA have been used to revitalise Aboriginal culture and heritage e.g. Waanyi language program	The extent to which these capital flows have translated into community benefit is variable across the corporations. In general, Eligible Bodies have not established future funds	Contribute to a trust fund to support community programs and events in the future according to clear and widely endorsed guidelines on sponsorship or philanthropic activities
Assistance for cultural development	Century has provided assistance to some cultural groups or events e.g. to Mirndiyan Gununa Cultural Centre	Contributions have been ad hoc rather than strategic	Facilitate connection of local artists with wider Aboriginal art circles to open viable alternative livelihoods
Benefits through GADC	Payments through the GADC to 6 Eligible Bodies will amount to \$10m over 20 years (e.g. \$918,000 in 2011).	Difficult to identify long-term tangible benefits from payments	Strategically plan for closure and payments ceasing

Administration of GADC	Payment to GADC of \$100,000 p.a. for administration	Scant evidence of good administration of GADC. Absence of a reporting regime or any information and feedback to and from stakeholders	Increase transparency and establish reporting regime
Eligible bodies	Establishment of the Waanyi PBC	Concern over governance and management of Waanyi PBC expressed by community. Full potential for Waanyi PBC initiatives not realised	Waanyi PBC to establish programs and build capacity to take up land management and other opportunities arising with closure of Century
Funding community support	Century Mine (e.g. through flights, compassionate leave) has facilitated employees' meeting cultural obligations such as sorry business and ceremony		A small portion of funds (from GASDT, Eligible Bodies' funds etc) could establish a community support fund to partially replace this support

Main challenges associated with closure:

Although Cultural Monitors will continue to be engaged through active and passive closure stages, there is an important role for CEC. As a voluntary committee, providing a link to the broader community, the CEC will need to be a vibrant and effective organisation maintaining close working relationships between managers, local employees, cultural monitors and the Native Title Groups over the decades of passive closure.

Documentation of sites and cultural heritage including maps, dreaming stories, survey reports and agreed site management plans may be archived, lost or otherwise not available for traditional owners to utilise for cultural maintenance programs.

There will be a long period of 'caring for country' when access to the lease site by Native Title holders will still be significantly constrained.

Table 4: Outcomes in regard to aspirations for improved community welfare and social standards

GCA Aspirations and key activity areas	Achievements	Weaknesses/ Gaps	Opportunities
Community welfare and social improvements			
Transport, and community infrastructure	Some road infrastructure delivered. Port facility at Karumba is used by barge supplying Mornington Island. Access to Century flights have provided valuable assistance to community members in time of need such as for travel for medical reasons or to attend funerals	Doomadgee and Mornington Island have similar social and economic conditions to other remote Indigenous communities: no 'better' or 'worse' than the norm over the last 10 years. Access to flights will cease when mine closes	Regional stakeholder forums (such as the recommended Century Mine Completion Taskforce) can address the impact of production ending on Century flights, other transport and freight options, and community infrastructure and devise alternative arrangements
Regional Employment	Modest growth in non-mining job opportunities in education and training and in administration and support services	Unemployment in each of the region's centres from 2008 to 2012 has doubled. (Statistics could reflect the demise of CDEP on communities)	Work with employment providers such as the Remote Jobs and Communities Program (RJCP) providers to facilitate community based training that is relevant to employment at the mine
Health	Modest improvements in the health status of the local population over past 5-10 years. Infrastructure and services improving but still restrict good health outcomes and progress with chronic health problems	Continued discontent about some unfulfilled specifics (e.g. birthing centres not used because procedures required and concern over patient health mean mothers are sent to Mt Isa, Townsville or Cairns). Rationale has not been satisfactorily communicated	Support for community health programs and specific primary health care initiatives, drug and alcohol programs etc that are having an impact
Education	2006 to 2011 there was a significant increase in numbers of students completing year 12. Doomadgee (70 → 134) Mornington Is (140 → 176) Burke (122 → 135) Carpentaria (332 → 369)	Qualitative data suggest overall education standards and level of attainment below mainstream. Poor numeracy and literacy remain barriers to employment. Gregory 'satellite' school closed	Mine visits by community schools are a valid way to increase awareness of children in remote settings about broader vocational opportunities
Education	Between 2007 and 2009 numbers of school students have increased in Burke (29 → 44) and Carpentaria (283 → 303)	Between 2007 and 2009 numbers of school students have declined in Doomadgee (318 → 279) and Mornington Is (205 → 189)	Targeted prizes and scholarships

Social development	<i>Gulf Area Community Social Development Trust</i> annual funding available “to promote the interests and welfare of residents of the Gulf Area Community by supporting projects and initiatives that encourage educational, health, cultural and social development”	Arrangements regarding Trust are not clearly understood. Limited funds e.g. \$380,000 in 2012, \$400,000 in 2011. Limited application period in some years (though full three months in 2013). Objectives and administration of the Trust only recently bedded down	Assess remaining years’ contributions strategically and taking consideration of social impacts of closure identified in CSRSM reports
Community support	MMG Century provides direct community support and donations for 2012 totalled \$110,000	Contributions are ad hoc. Evidence of impact not available	Establishment of a fund which could be used to support community programs and events into the future

Main challenges associated with closure:

Financial benefits flowing to communities from family members who work at the mine will diminish with closure.

Individual health and well-being benefits from employment will be at risk if no substitute employment is found.

Mobility and capacity to access services in regional centres will be reduced or become more expensive as Century flights are withdrawn.

Analysis of implementation and governance of the GCA

Overview

Responsibility for managing the GCA and ensuring it achieves the desired results is spread across a complex array of organisations. Participating in these Committees and Boards is a time-consuming and demanding responsibility. There have been some dedicated individuals undertaking these positions over the years, but they have often received little support and overall there has been insufficient investment in developing the necessary leadership and management skills to enable these organisations to function effectively (Current membership detailed at Appendix 2).

As well, the organisational structures need to be suited to function and properly resourced. The 10-year Review undertaken by The Right Mind was very critical of how the governance mechanisms established by the GCA operated in practice:

*The unfortunate fact about this Agreement is that weak organisational structures, and lack of capacity and/or will of the respective signatories (Government, Zinifex and the Native Title representatives themselves) has resulted in the GCA being the ‘**Forgotten Agreement**’. We do not say this lightly. Our discussions and findings show that there are inappropriately designed and/or under-resourced organisations; many members of them do not have the capacity to contribute meaningfully; and there is a lack of will to redress the situation. (2008: 6)*

Governance was likewise identified as a major issue in the unpublished 5-year Review of the GCA. Again, in this 15-year Review we received confidential comments such as:

It was all good and rosy in the beginning then a certain time came and it all went [off]. Little things can turn into big things and you can't hide things forever.

As Century Mine approaches the end of its operational life, it is disappointing to observe that little real progress has been made over the years in addressing the governance issues that were identified in previous Reviews. Most of the GCA-related bodies have had long periods where they have not operated effectively (or have failed to operate at all), although some short-term performance issues have been rectified when tackled in a spirit of cooperation and responsibility. To its credit, over the last couple of years MMG Century has made efforts to improve internal management processes at the mine and to reinvigorate some of the key governance bodies, such as CLAC and CETC, but this has come too late to redress the legacy of years of inattention. As well, there is a limit to what can be achieved in autonomous bodies by those who are not part of their constituency or leadership.

Manifestations of ongoing governance problems include:

- ongoing poor governance in the Indigenous communities of the Gulf
- variable levels of interest and support from the State Government, including non-delivery on some GCA commitments (e.g. the SIA) and a failure to maintain an appropriately senior level of representation on key committees such as the CLAC
- an apparent lack of a broader State Government strategy for the Lower Gulf
- the failure of successive owners of Century to address shortcomings in internal management systems and processes relating to the GCA
- a lack of transparency about the distribution and use of payments made under the Agreement to Eligible Bodies and other entities such as the GADC and ADBT. Formal reports of activities and finances are not exchanged as envisaged in the GCA.

- key committees, for example the Employment and Training Committee, not meeting for substantial periods (although this particular committee is operational again with responsibility moved to the HR Department after our data collection period)
- ongoing instability in the Waanyi PBC
- intermittent performance of some bodies linked to resource and staffing challenges – a recent example being in the GADC
- a chronic failure by all Parties – Company, Government and Native Title Groups – to follow-through on the recommendations of previous Reviews
- the inability of bodies, including the Century Liaison and Advisory Committee (CLAC), to function as envisaged.

There are many reasons why these governance problems have not been satisfactorily addressed. At this late stage, there is little to be gained from ‘finger-pointing’; this has been a collective failure, not the fault of any one party. The primary focus needs to be on determining what can be done to improve governance going forward, to facilitate the transition to mine closure and ensure that there is a positive legacy for the people of the region, and the Traditional Owners in particular.

Accountability processes of all Parties

Some problems, such as accountability, are endemic to all GCA performance. Though provided for at various places in the agreement, the various Parties have not given annual accounts and reports on activities to each other and to the Communities. That is, there has not been transparency and accountability among the various GCA-related bodies.

It is beyond the scope of this 15-year Review to conduct an audit of compliance by various bodies with specific clauses in the Agreement. Nevertheless, there is clearly a sense of frustration in the Lower Gulf Communities as to why the significant funds and projects committed under the Agreement have not translated into more tangible community benefits. Questions were raised as to how the Company directs its benefit flows, whether the GASDT monies flow outside the region, how ADBT funds have been allocated and how funds are dispersed by GADC and the Eligible Bodies. In particular, questions about the use of compensation funds have been raised in previous reviews (e.g. *The Right Mind*, p. 8) and were raised again this time. This is echoed in heightened concerns about accountability in the wider community, as evidenced by a court intervening elsewhere in Queensland to assert the right of a whole Native Title Group to benefit from money paid to Eligible Bodies on their behalf and to know how the money was spent.

Under these circumstances, it may be appropriate for all Parties to the Agreement and bodies established with Agreement-related functions to agree to initiate a full and independent review of their activities over the life of the mine and to share these publicly. This could be undertaken from the beginning of 2014 to allow for any gaps that emerge to be addressed in the remaining years of mine operation and before compensation payments cease. Each report would detail the responsibilities of the respective Party, Board, Committee or Eligible Body under the GCA and give evidence of the performance with respect to each responsibility. Where these responsibilities have been changed or not fully discharged, an explanation should be provided.

These reports should also include details of GCA-related revenues/expenditures – amounts received and/or dispersed. This would address criticisms in the community that payments tend to benefit certain families rather than being invested in sustainable, income-generating activities and for general benefit.

In addition to reviewing past operations, this would be an opportune time for each of these bodies to consider options for the future. This could include specifying terms for membership and

succession planning to ensure broad representation and regular induction of capable young leaders to relieve those who have served; and the development of strategies to transition to a post-production and eventually post-Century Mine situation (whether as a viable independent entity, transferring to, or amalgamating with another entity or winding up). Since some individuals are members of multiple Committees; some specifically sit on one Body as a representative of another; other individuals represent Native Title Group interests on Committees and are also employed at Century Mine, the review of membership should specifically consider both appropriate representation and conflict of interest. This exercise is important since various bodies have different prospects for the future with some having a defined end date (see Figure 5). It will ensure that continuing bodies have adequate support as well as clearly defined terms of reference, periods of operation and lines of accountability.

Although this exercise might increase transparency and re-build some lost trust, it would be counter-productive if the process became all-consuming. The state of record-keeping, the changes of personnel and the poor systems of communication and reporting over the past 16 years will make it difficult to achieve full documentation. Furthermore, a pre-occupation with tracing money and ensuring whether particular commitments under the GCA were met will not necessarily provide greater understanding of why the money has not had the desired result.

The following sections do not fully assess performance to date but address some issues that should be addressed going forward.

Mining Company

It is reasonable, with or without the GCA, to assume the company operating Century Mine would “contribute to the social, economic and institutional development of the communities in which [it] operate[s]” (ICMM Principle 9).

Successive Reviews have noted the Company’s obligations, capacity and centrality to many of the GCA-related bodies and reported areas of performance that needed improvement. Unfortunately many of the shortcomings have not been fully addressed to date. In particular we found Century’s capacity to deliver on the letter and intent of the GCA has often been hamstrung by poor internal systems. Specific problems have included:

- Inadequate, and often out of date, information systems
- A lack of attention to forward planning including a lack of targets
- Inadequate reporting and accountability to various GCA-related bodies and to communities
- Sporadic attention to the development, supervision and tasking of staff working in the CSP area
- Inadequate record keeping, such that key decisions, actions and commitments have often not been documented
- A lack of documented procedures and standards, which has made it difficult to maintain consistency over time and across the organisation
- Poor integration across functional units; for example, until recently procurement had no specific responsibilities for promoting business opportunities for Indigenous groups, and mainstream HR had no clear responsibilities in relation to Indigenous employment
- Limited investment in support and capacity-building of GCA-related Boards and Committees

Current Century management is aware of many of these issues and has initiated some changes. This will need to continue in accord with the recommendations in this Review.

State Government

Previous reviews have commented that the engagement of the State Government with the GCA has diminished over the years. For example the 10-year Review states,

The Government corporate memory, commitment and will to leverage the Agreement to build leadership and management, to improve regional development through carefully planned linkages from the mining development to regional development have been all but forgotten (TRM p. 22)

As reported elsewhere in this Review, the communities of the Lower Gulf also feel uninformed about the decisions and initiatives relevant to their future and the GCA implementation. Communication and accountability are again found wanting. It is also disappointing to see that, despite apparently promising initiatives notably the COAG Remote Service Delivery National Partnership to “Close the Gap”, the social welfare and community development in the region has not advanced more and that reporting of the state of the region is only slightly more accessible than was the case ten and fifteen years ago. As a party to the GCA, the State Government needs to actively participate in discussions about the legacy of mining and a post-mining future for the Gulf Communities, to engage in dialogue around specific outstanding issues and to give a whole-of-government commitment to the Region and maximising achievements under the GCA.

Role of the GCA Committees

There is no obligation under the GCA for the Employment and Training Committee or the CLAC to be maintained once production ceases (currently forecast as 2016 – see Figure 5). It is therefore likely that these entities will cease to operate after this date. By contrast, the Century Environment Committee (CEC) will have an ongoing role until relinquishment of the lease, which is likely to be 2047 at the earliest. This means that the CEC is likely to be the key long-term governance mechanism for the GCA, particularly in relation to the management of the lease areas. Hence, it makes sense to focus efforts on enhancing the effectiveness of this body.

The CEC comprises representatives of each of the Native Title Parties, State Government, the company and the Commonwealth Government, and provides a forum for the Native Title Parties to raise issues of concern (see Appendix 2 for current membership). While the GCA defines the functions of the Committee in terms of environmental monitoring and oversight, there should be no bar to the Parties to the GCA agreeing to expand the Committee’s role to include issues around employment on rehabilitation, land stewardship projects and the management of cultural heritage, as well as providing a forum for liaison on other matters. The Committee should also provide a focal point for the 20 year Review, given that the CLAC will no longer be operative by then.

The CEC has operated relatively effectively in the past, but we understand that it has struggled more recently, in part because of the departure of the Environment Liaison Officer. This is very unfortunate, as now is a key time for Traditional Owners to have input into a range of decisions about rehabilitation and the re-shaping of landforms and other matters associated with completion criteria.

It is essential that MMG, the Native Title Groups and GADC work together to review the duties and appointment arrangements for the Environmental Liaison Officer so as to empower the CEC and Native Title Groups to work effectively. The State Government, which is represented on the Committee, also has an important role to play. Longer term, the company and government can contribute to the effective ongoing functioning of the CEC, both through their own participation and by committing resources to support capacity building and training for committee members.

Native Title Groups, GADC and Eligible Bodies

Under the GCA the GADC was established to assist the Native Title Groups and eligible organisations in a range of areas; however, indications are that this has not occurred and many people in the community see it as little more than a clearing house for money paid to the eligible bodies at the direction of the Native Title Groups.

The GADC was heavily criticised in the 10-year Review for its poor performance:

Our study revealed poor governance and general performance by the GADC for the past 10 years. It is a body that has failed to effectively represent the Eligible Bodies in any meaningful way. This failure has, we believe, been a key factor contributing to the absence of Indigenous monitoring of the progress of the agreement (TRM viii)

It is our understanding that, following the release of that 10-year Review some steps were taken to address these shortcomings, including through the election of new directors and appointment of a new Executive Officer. However, results were short-lived and the GADC still struggles to operate effectively at times, as evidenced by recent instability in the Executive Officer position and the constraints of a modest administrative budget. These factors meant the GADC was also not able to coordinate the representation of Native Title Groups in the conduct of this Review. Current arrangements give the GADC a central role in other governance bodies, so the effectiveness of other bodies is compromised when GADC is not performing its representative and administrative roles effectively and accountably.

There is a pressing need for a body like the GADC to represent the interests of the Native Title Groups in various forums and in discussions about how the transition to closure should be managed, but to date it has not been proactive in these respects. Primary responsibility for redressing this situation sits with the Directors of the GADC, but MMG and the State Government should offer reasonable assistance to the GADC to enable it to better discharge its functions. It would be equally reasonable for any such assistance to come with stringent accountability conditions and all Parties should seek ways to use existing funding to most effect in fulfilling responsibilities towards achieving the goals and aspirations of the GCA.

The GADC will have a much reduced role after 2019 (three years after production ends), when it will cease to receive annual payments of \$500,000 (indexed) for distribution to Eligible Bodies. The GCA envisages an ongoing role for the GADC in the period up until lease relinquishment (currently estimated as not before 2047). The Agreement provides for an indexed annual payment for 'administrative purposes' that was originally \$50,000 (from 1999) and later increased to \$100,000 (from 2002). However, the question arises whether the residual functions of the Company mean there is value in keeping the GADC going beyond 2019, or whether the annual allocation would be better used to support the activities of another entity or entities, such as the CEC. Given the GADC's record to date, it is easy to envisage a situation where the organisation languishes and this money does not enable the organisation to undertake its representative or much-diminished administrative roles.

The GCA provides annual payments to eligible Native Title bodies and the extent to which these benefits have translated into community benefit is variable across the corporations. As reported in the community consultations report (CSRM 2013), there are only a few examples of strategic or long-term use of payments under the agreement such as the investment on behalf of the Gkuthaarn and Kukatj in rental property in Normanton and the Waanyi Nation Aboriginal Corporation's establishment of NPC and investment in community programs in Doomadgee.

The GADC exerts no influence on how the money is spent by these bodies, 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” (Schedule 8, clause 21). There is now considerable interest in seeing Agreement monies used 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. Community awareness and views are also mixed about the effectiveness of the Eligible Bodies with a strong perception that they appear not to work together in a coherent or strategic way to create benefit in the local communities. For their part the Native Title bodies interviewed indicated they receive minimal external support for the demanding task of running their corporations.

Since the situation has existed for 15 years community members expressed doubt about the ability of the Eligible Bodies to deliver sustainable benefits particularly once the end of the economic life of the project is reached. They said it is “too broke and not worth fixing” (comment during community consultations 2012). It would nonetheless be worth exploring the option for a trust fund perhaps in conjunction with GASDT and with matching funds from various Parties if suitable arrangements promised to avoid shortcomings of existing arrangements and deliver satisfactory outcomes in a transparent way.

In summary, it seems clear that the future needs for administering the GCA and protecting the rights and interests of the Native Title Groups will require more than a revitalisation of GADC through an injection of additional funds or training sessions on the roles and responsibilities of Directors. Serious consideration needs to be given to alternative arrangements, including the reassignment of the GADC’s functions to another body. This would only be possible with the approval of the Native Title Groups and Eligible Bodies, who would have to be persuaded that such a re-structuring would better serve their interests. However, the discussion is worth having. As a preliminary step, legal advice should be sought on the practicalities of such a transfer, and in particular, whether it would require amendment of the GCA.

ADBT

The Aboriginal Development Benefits Trust (ADBT) was set up to encourage,

[T]he development of businesses by members of the Native Title Groups and the Communities by providing, without limitation, loans or grants, assistance in business skills training, start up funding for small businesses and finance for equity in other ventures and land purchases. (GCA Schedule 6, Clause 10).

For these functions ADBT will continue to receive an annual payment of \$750,000 (indexed) until January 2018 (being 20 years after first payment). The annual payment of \$50,000 (indexed) to ADBT for business skills training and administrative assistance with applications will end when production ends (currently estimated as 2016). Thereafter, its capacity to remain viable will depend on how well it manages current and future investments. While there has been some disappointment that the ADBT has not been more transparent and not delivered more in terms of local business development, it needs to be recognised that the Lower Gulf is a challenging context for starting new businesses. ADBT will benefit from stronger business development skills in its Executive Officer (or new strategies to access these e.g. from Enterprise Connect) so as to provide more capacity building to Indigenous businesses. It will also need to work closely with other organisations actively promoting business development in the region.

In common with other GCA-related bodies ADBT also needs to strengthen governance and accountability processes and ensure regular and comprehensive reporting to GADC and other Committees and the communities. Nevertheless, ADBT has been relatively stable and functional over the life of the Agreement – certainly by comparison to the GADC and other governance bodies. It has delivered ‘runs on the board’ and has generated mainstream support from sources such as Indigenous Business Australia. It will therefore be important to find ways to enable the ADBT enterprise development function and capacity to continue and grow following the completion of mining. It is also advisable that strategies and priorities are reviewed in light of past experiences and changing circumstances so that the intended beneficiaries understand the processes and priorities of ADBT and the nature of the support available. This is particularly so given the new business opportunities which may be created in the post-production phase (e.g. around rehabilitation of the lease, or possible utilisation of the camp, or in conjunction with LHRPHC). ADBT’s board is understood to be working on such a strategy which could include exploring synergies or merging functions with other economic development agencies in the region such as Gulf Savannah Development’s Business Enterprise Centre or the Carpentaria Land Council’s proposed business incubator if that proceeds.

Need for a regional approach

The CEC has an important ongoing role to play, but its focus will primarily be on the ongoing management of the lease areas. There is also a broader range of issues relating to closure that need to be addressed on a region-wide basis and which require input from stakeholders in addition to the Native Title Parties (e.g. local councils, residents of Karumba).

To deal with these regional-level issues, we recommend the formation of a Taskforce comprising senior representatives of Century Mine, the Native Title Parties, State, Local and Commonwealth Governments and other relevant regional bodies (e.g. Gulf Savannah Development, Regional Development Australia – Townsville and North West Queensland). The State Government, in consultation with MMG and key regional stakeholders, is the logical body to initiate the taskforce and define its mandate. Its role should be to:

- formulate strategies for mitigating the adverse social and economic impacts of mine closure on the region including those identified in the recent social impacts of closure study by CSR;M;
- investigate alternative economic opportunities for the Lower Gulf region;
- advise on the future use of mine-related infrastructure, such as the Lawn Hill airstrip, Darimah Village, and Karumba houses and port facilities;
- build a realistic vision of a ‘preferred future’ for the region, drawing on work that has already been undertaken in this regard by governments and other agencies;
- develop an action plan that allocates responsibilities and identifies the resources and inputs required to implement the strategy;
- coordinate and configure the activities of key parties, including mine management and the different levels of government.

The State Government could make a further significant contribution to this process by identifying a "Ministerial Champion" to drive a cross-government approach to addressing the regional impacts of mine completion. This would provide a reference point for the Taskforce and help ensure that issues relating to the future of the Lower Gulf region are given an appropriate level of attention by Government. All members of the taskforce would be expected to proactively leverage funding relevant for the strategies from a range of programs with seed funding from Royalties for Regions being appropriate and something the Ministerial Champion could facilitate. This would model an approach to resourcing since that will be a challenge for all involved.

Strengthening leadership and management capacity

Developing stronger leadership in Indigenous organisations and communities is one of the keys to positioning these communities to deal with the challenges and opportunities presented by the completion of mining.

The 10-year Review recommended the formation of a Gulf Business Forum comprising a small, dynamic group of Indigenous senior leaders from the communities and contractors who would meet regularly with the General Manager of the mine. That Review also proposed the establishment of a Young Leaders Forum that would be used to develop the capacity of the next generation of leaders. For reasons unclear, these recommendations were never fully implemented.

The concept of supporting various forms of leadership development continues to have merit and should be revisited. A renewed effort should be made to support training and capacity development for the existing membership of committees and boards. There are various state and federal programs that could be accessed for this purpose.

As a means of facilitating the development of a next generation of leaders, MMG should also look for opportunities to develop the capacity of Century employees from Gulf communities who have shown leadership potential (e.g. by providing them with access to mentors and coaches).

Grievance mechanism

The GCA specifies referral and adjudication processes if initial dialogue between relevant Parties does not reach satisfactory resolution. Since there are likely to be some significant transitions associated with the end of economic life of the project, it is appropriate to ensure robust processes are in place for those initial processes so as to avoid costly and adversarial measures for addressing stakeholder grievances about the GCA and associated matters. International and Australian guidelines outline key principles for addressing community grievances in an open, transparent and accountable manner by relevant Parties to the GCA. Strong relationships between stakeholders and an effective community engagement strategy provide the foundation for a system to resolve grievances.

The elements of a satisfactory system include:

1. Well publicised grievance management procedures that specify clear access points, pathways and timelines for handling grievances and assign responsibility both within a multi-stakeholder oversight body with residual GCA responsibilities (e.g. the CEC) and specific roles – especially within State Government and the Company – with internal responsibilities.
2. Agreed and widely understood systems for receiving and keeping track of grievances and maintaining records of the communication and actions related to any issues
3. Fair, transparent and timely procedures for reviewing, investigating and responding to grievances that allow each party to give a clear rationale for their actions
4. Use of options for alternative dispute resolution techniques including negotiation and mediation.
5. Regular monitoring and reporting of specific grievances and of relationships in general as part of continuing community engagement practices.

There is an example of a project level grievance mechanism included at Appendix 6 and a CSR report, *Community Complaints and Grievance Mechanisms and the Australian Mining Industry*, is publicly available to give guidance in this respect. It can be adapted to the specific situation of Century and the GCA.

Key Action Areas and Recommendations

There are some evident benefits that have flowed to Lower Gulf communities and Native Title Groups as a result of entering into the GCA. However, some key aspirations have not been met and there is a danger that some of the most tangible benefits (such as increased employment and business opportunities) will dissipate unless concerted action is taken.

The following recommendations are intended to maximise the long term benefits to the Native Title Groups and Gulf communities in general of having a mine in their midst for the last 15+ years. The emphasis is on achieving, to the extent possible, the aspirations expressed by the visionaries who originally negotiated the agreement rather than on achieving compliance with specific undertakings in the GCA. This recognises that the appropriate means of achieving Native Title Groups' goals and aspirations change in response to the prevailing issues and situations in the Lower Gulf. The post-production phase of the mine's life also presents an opportunity for MMG Century to recognise the Native Title Groups' contribution to the mine's success, by matching the considerable environmental commitments associated with fulfilling its lease conditions with strategic social investment across local communities.

Recommendation 1: Work in partnership to plan actions to deliver a positive legacy

Goal: To manage the transition to closure in a way that mitigates negative impacts, furthers the aspirations of the Native Title Groups and leaves a positive legacy for the region.

Key proposed actions:

- (i) MMG Century, in consultation with CETC, to introduce job placement programs to ensure that the hundreds of people with experience of working at Century Mine can continue to find employment whether within the region or beyond – including using the FIFO option to which they are accustomed. The program should ensure maximum numbers of current employees have 'tickets', qualifications, good references and work-readiness skills. (See also recommendation 2)

Legacy: Maximising employability and maintaining employment levels among residents of the region and Native Title holders.

- (ii) MMG to partner with ADBT, relevant government initiatives and departments and other organisations as appropriate to: (a) organise transition planning for local mine-related businesses to assist them to diversify and reduce their dependence on the mine; (b) review contractors and supplier companies to prioritise those providing local Indigenous participation and benefits; (c) target local Indigenous businesses for contracts for relevant rehabilitation work (e.g. earthworks); and (d) assist with development of longer term business opportunities in the region e.g. through initiatives such as the North West Queensland Indigenous Resource Industry Initiative (NWQIRII).

Legacy: Successful Aboriginal businesses continuing to operate viably and provide employment in a future post-production Lower Gulf regional economy.

- (iii) In liaison with established Ranger programs, MMG to select and train some of those employed under the GCA to work in a team with environmental management skills relevant to rehabilitation work. This workforce could also be utilised to address the broader land management needs of national parks and pastoral companies in the region.

Legacy: An effective team in high demand that also provides ongoing connection to traditional lands in a stewardship role.

- (iv) State Government and MMG to work with LHRPHC to develop a diversification strategy using programs for Indigenous business facilitation as a possible source of development funds. There is potential for multiple strands: a profitable pastoral enterprise with other economic and employment functions (e.g. tourism) as well as an important contribution to cultural maintenance and possibly training programs.

Legacy: A large tract of indigenous controlled land with LHRPHC as the 'jewel in the crown' and Waanyi gaining maximum benefit from their lands.

- (v) Waanyi Native Title Groups to work with MMG to resolve a suitable site for the 'Keeping Place'; develop agreed plans for the form and function of the 'Keeping Place'; and construct the centre (ideally using local Indigenous contractors) using funds already earmarked for this purpose. Again, this could offer some commercial opportunities including tourism.

Legacy: A cultural 'Keeping Place' that is the hub of cultural heritage activities: sorting, caring for and teaching others about a considerable quantity of material artefacts and in-situ rock art.

The Parties have made varying degrees of progress towards achieving these GCA related outcomes. Each should now:

- Review the actions proposed above and identify which should be given priority, adding others if considered appropriate.
- Set realistic short, medium and long term key performance indicators and an overall goal for each impact area.
- Identify the main steps needed to advance these objectives and develop action plans that will complement existing efforts under the GCA. The plans should seek to deliver broad benefits including to community members and groups who are not directly associated with the Mine and also to identify opportunities to work with and through relevant groups including those not associated with the GCA. (See Appendix 6 for a sample format of an Action Plan).
- Include clearly designed monitoring and management information systems as integral parts of all action planning so that the effectiveness of plans and achievement of targets can be tracked.

Recommendation 2: Realign education and training in the Lower Gulf

Goal: To prepare the current Century workforce and others for post-mining employment

Key proposed actions:

State Government and MMG Century to work in consultation with Native Title Groups through the CETC to establish revitalised and realigned vocational training programs that will:

- (i) provide skills and especially qualifications that increase future employability
- (ii) link with mainstream education and training in the Lower Gulf and broader initiatives to boost Indigenous work-readiness
- (iii) build a new skill base in the region focused on rehabilitation and land management on the one hand and general services, trades and maintenance skills on the other.

Recommendation 3: Celebrate achievements

Goal: To ensure the outcomes of the mining history are jointly ‘owned’ by the company and the Native Title Groups and that the original signatories and those who have worked conscientiously in a voluntary capacity are suitably recognised and commemorated.

Key proposed actions:

Parties to the GCA to work together to:

- (i) identify positive outcomes and legacies of Century Mine that can be documented and celebrated;
- (ii) agree on culturally appropriate recognition of various milestones in the closure process (e.g. closing of ochre deposits);
- (iii) implement an agreed form of commemoration of the contribution of Century Mine and the role that the GCA has played in the social and economic history of the Native Title Groups and the Lower Gulf region more generally.

Recommendation 4: Strengthen GCA governance

Goal: More robust local institutional arrangements and governance processes

Key proposed actions:

All Parties and each GCA-related body to strengthen governance arrangements to support the shift to a post-production and eventually post-Century future. Specific actions should include:

- (i) Each GCA-related body to begin planning immediately for transition to a post-production and eventually post-Century Mine situation (whether as a viable independent entity, transferring to, or amalgamating with another entity or winding up). Progress reports on preferred options should be provided to a CLAC meeting in March 2014
- (ii) MMG work with the Native Title Groups and GADC to review the duties and appointment arrangements of the Environmental Liaison Office and empower the Century Environment Committee (CEC) and the Native Title Groups
- (iii) CLAC to broaden the role and responsibilities of the CEC to include issues around employment on rehabilitation, land stewardship projects and the management of cultural heritage, as well as providing a forum for liaison on other matters and focal point for future Reviews of the GCA. Also agree measures to strengthen CEC capacities and ensure supportive participation from MMG and the State Government participants
- (iv) State Government to ensure whole-of-government representation on key GCA committees
- (v) All GCA Parties work together to investigate the potential to wind-down the GADC post-2019 and transfer its residual functions and remaining funding to another body
- (vi) ADBT, with support from dominant shareholder GADC and others represented on its board, ensure effective strategies are in place to enable its functions to continue transparently in the period following the cessation of funding in 2018
- (vii) The Parties to the GCA make a renewed effort to identify and implement leadership and capacity development programs for Indigenous office holders and representatives, and emerging leaders in the Lower Gulf
- (viii) Each of the governance bodies to develop succession plans and introduce a term of membership to ensure that capable young leaders are regularly available to relieve those who have served and there is broad representation
- (ix) CLAC transfer responsibility for the 20-year Review to another body (possibly the CEC as it has representatives of all Parties to the GCA and an important ongoing role to play)
- (x) All Parties and GCA-related bodies to fulfil their accountability responsibilities to the communities by reporting regularly – perhaps with columns in a joint newsletter that is circulated widely within the region – as well as providing detailed annual accounts and reports.

Recommendation 5: Regional development and social services

Goal: A well-serviced community with adequate and well-maintained infrastructure and services

Key proposed actions:

- (i) State Government in consultation with MMG and key regional stakeholders, as a matter of urgency, to initiate a Century Mine Completion Taskforce to address and manage the likely regional impacts of mine closure. (Proposed membership and functions of this taskforce are outlined on page 34 of this Review Report).
- (ii) State Government to play a catalytic role in this taskforce by identifying a "Ministerial Champion" to ensure a cross-government approach to addressing the regional impacts of mine completion and by facilitating access to seed funding from Royalties for Regions.

Recommendation 6: Community Development

Goal: To maintain community programs and events that are highly valued by a broad cross-section of regional residents

Key proposed actions:

- (i) State Government, MMG and Native Title Groups to engage with community based organisations and non-government organisations delivering programs in Lower Gulf communities whose outcomes align with GCA goals and aspirations (for example, community agencies such as community schools, vocational training and employment providers like the Remote Jobs and Communities Program (RJCP) providers, and community organisations assisting with life skills and financial management).
- (ii) MMG to consider the range of projects endorsed as worthwhile by community members during the CSRMs' Community Consultations (see Appendix 5) and assess which of these warrant support as part of MMG Century's ongoing strategic social investment programs.
- (iii) MMG, State Government and Eligible Bodies to investigate avenues to invest in a fund which could be used to support community programs and events into the future (including arrangements with GASDT).

Recommendation 7: Review all GCA-related bodies

Goal: To build more open and trusting relationships as well as demonstrate good governance practices of transparency and accountability

Key proposed actions:

CLAC to request each of the Parties and other GCA-related bodies to initiate, in the first half of 2014, a full and independent review of their activities over the life of the Agreement and to report these publicly. Each report would supplement this Review of the GCA and outline:

- a. the key responsibilities of the respective Party, Board, Committee or Eligible Body under the GCA including process responsibilities such as representing a specific group's interests, reporting lines and frequency, and duties to fill positions on other bodies
- b. evidence of the performance with respect to each responsibility
- c. explanations for any variations from the original intent or non-fulfilment of responsibilities
- d. full details of GCA-related revenues/ expenditure – amounts received and dispersed and the purpose they were used for
- e. details of lines of accountability for the body and suggested improvements

Recommendation 8: Responding to the Review

Goal: To use the recommendations and proposals in this Review as a basis for future action

Key proposed actions:

Each Party to the GCA to provide an initial response to the conclusions and recommendations of this Review at the November 19th CLAC meeting with a view to identifying at the first meeting next year:

- (i) which of the actions proposed in these recommendations they value and can contribute to
- (ii) an assessment of the specific programs and organisations that will be essential to achieving these priorities in the post-production years
- (iii) the ways they will be able to cooperate with these actions and with closure planning
- (iv) proposed milestones and target completion dates for various actions

Each Party's response will provide a basis for action planning *after* that meeting in line with other Recommendations above (e.g. Recommendation 1). These plans should be shared at subsequent CLAC meetings according to a timetable to be agreed at the November 19th meeting.

Conclusions

There is no doubt that Century Mine has been one of the main drivers of development in the Lower Gulf since 1997. Earlier studies connected with the project and 1996 Census data for the region provide general details of the social and economic characteristics of the communities of the Lower Gulf region prior to the establishment of the Mine. For instance, CSRM's 2008 Report "*Completion of Mining at Oz Minerals Century Mine: Implications for Gulf Communities*" reported that very few Indigenous people over the age of 15 had formal qualifications and states:

In summary, the community was almost totally welfare-dependent with limited ownership of either natural capital or other economic assets. The Commonwealth Native Title Act 1993 had relatively recently afforded native title claimants (not all community members) a negotiating right in the mining approvals process. This introduced significant tension between those favouring mining as the basis for economic opportunity, and those pursuing an agenda of securing rights to land and recognition (which had long been problematic in Queensland) and the strengthening of culture. There was limited institutional development, and as the Century Mine negotiations indicated, contested ideas on the future development of communities in the lower Gulf area (p. 14).

The operation has brought many beneficial changes to the Native Title Groups consistent with the aspirations expressed in the GCA. These particularly relate to:

- employment and training programs in a region where these are in short supply
- early successes of the ADBT with development of some Indigenous enterprises
- cultural heritage management
- the increased area of land under Traditional Owner control
- other indirect, region-wide benefits such as improved transport and communications infrastructure and services.

The main regret of Native Title Groups is that there have not been **more** such changes and there is considerable frustration in Aboriginal communities that circumstances there have not improved more. High levels of unemployment and socio-economic disadvantage remain, especially in the communities of Doomadgee and Mornington Island.

As such, results have been mixed and there can only be a qualified endorsement given of the GCA as a mechanism for delivering development outcomes to the Lower Gulf. This is largely because the achievements have not been as far-reaching as hoped; further, without a more proactive approach to planning the transition to closure there are grounds to question what will remain as the post-mining legacy. Limitations include:

1. The specific commitments in the GCA, in terms of employment and participation in mine-related ventures for example, were a necessary but not sufficient way to achieve the broader aspirations of collective community development and closing the gap as envisioned in the goals and aspirations.
2. Employment and financial benefits have been unevenly distributed, with Mornington Island and Doomadgee, for instance, faring less well than Normanton. Economic and social conditions in these two communities have shown little improvement since the mine opened, relative to other Indigenous communities in Queensland.
3. There are too few examples of strategic or longer-term investment of the compensation payments by Eligible Bodies under the GCA.

4. As discussed in this report, there has been little in the way of capacity-building and empowerment of Indigenous organisations in the region to ensure robust, responsible institutions that can engage on an equal footing with other regional governance bodies.

Perhaps most significantly, many of the benefits that have flowed over the life of the mine may not be maintained into the post-production period. These include Century's community sponsorships and donations as well as infrastructure such as the Darimah village complex, power and communication infrastructure and the Lawn Hill airstrip.

Without Century's patronage many services (e.g. road freight transport, flights, port dredging) are also likely to become less frequent. While the mine has had various 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 Queensland Government and also by relevant Native Title Group bodies and other regional institutions.

Despite community frustration with the slow rate of progress and fears that there will be little to show after two decades of mining, there is still a widely held view that Century can be a catalyst for a positive future in line with the GCA aspirations. There is also a willingness in the communities to engage with MMG Century to achieve this. If this is accompanied with high expectations of all Parties with respect to accountability and cooperation, positive outcomes can result.

Many opportunities exist for Aboriginal people to benefit from being substantially involved in rehabilitation works and on-going monitoring of the rehabilitation. Sustainable benefits are possible where these initiatives can be integrated into caring for country projects on Waanyi lands and Lawn Hill/ Boodjamulla National Park. These benefits are in reach if the opportunities identified in this Review Report are agreed to and acted on by all the Parties.

Appendix 1: GCA Review phase 2 objectives

This Review is based on extensive data collection and consultation during 2012 and assesses progress towards outcomes under the agreement. Although essentially a backward-looking exercise, the Review is not undertaken as an exercise in determining compliance or breaches but rather as an opportunity for refocussing the administrative arrangements for the agreement and/ or specific priorities in light of changing circumstances. In the case of this 15-year Review the looming exhaustion of the ore-body at Century Mine poses a future change of circumstance that should be factored into the considerations.

The specific objectives in producing this Review Report were to:

1. Identify trends, achievements and gaps under the GCA and assess the extent to which the broader social objectives of the GCA have been met, or are likely to be met in the remaining life of the mine.
2. Provide an overview of social and economic conditions prior to construction of the mine and then determine the cumulative impact and total contribution Century has made to the Indigenous communities of the lower gulf region since development noting the jobs, services, revenue, activities and infrastructure that did not exist before Century.
3. Identify priority impact areas for the final years of operation and beyond to advance the goals and aspirations of Native Title Groups under the GCA.
4. Seek feedback from the Century Liaison Advisory Committee (CLAC) about proposed strategies for addressing the socio-economic impacts of zinc production completion, and eventual mine closure so as to advance the goals and aspirations of the GCA. These strategies will outline ways to ensure maximum benefit to Aboriginal Communities of the region and a sustainable legacy of Century that is not reliant on the Mine.
5. Examine governance arrangements established under the GCA (including Committees, Companies and Prescribed Bodies) and make recommendations to enhance their effectiveness in delivering the goals and aspirations of the GCA.
6. Review how monies have been allocated under this Agreement to advance the goals and aspirations of the GCA.
7. Articulate a grievance process whereby community and other stakeholder grievances about the GCA and associated matters can be addressed in an open, transparent and accountable manner by relevant Parties to the GCA.
8. Identify ways in which all Parties to the Agreement can prioritise the delivery of significant outstanding commitments to ensure compliance with and fulfilment of the Agreement in a way that is responsive to current issues in the lower gulf region.

It is noted that there is overlap between some of these (e.g. Objectives 3 and 8) and that the aim has been to give an overview of the issues within this scope rather than forensic detail.

Appendix 2: GCA-related governance bodies

The GCA established a complex structure of Committees and Groups with diverse memberships to implement schedules and oversee the delivery of GCA commitments. The organisations include Eligible Bodies (to administer compensation payments), interest-representation groups and advisory groups.

The following is a list of many of these organisations:

1. Century Liaison Advisory Committee (CLAC)
2. Bidunggu Aboriginal Corporation
3. Traditional Waanyi Elders Aboriginal Corporation
4. North Ganalanja Aboriginal Corporation
5. Ngumarryina Aboriginal Corporation
6. Mingginda Aboriginal Corporation
7. Gkuthaarn/ Kukatj Aboriginal Corporation
8. Waanyi Nation Aboriginal Corporation
9. Gulf Aboriginal Development Corporation (GADC)
10. Century Environment Committee (CEC)
11. Century Employment and Training Committee (CETC)
12. Aboriginal Development Benefits Trust (ADBT)
13. Waanyi Special Purpose Company Ltd
14. Waanyi Advancement Ltd
15. Lawn Hill Riversleigh Pastoral Holding Company Pty Ltd (LHRPHC)
16. Turn-off Lagoons Pastoral Holding Company

Many people have devoted considerable voluntary time to these organisations and to furthering the vision of the GCA signatories. Some individuals are members of multiple Committees; some specifically sit on one Body as a representative of another; other individuals representing Native Title Group interests on Committees and are also employed at Century Mine.

Some Groups include representatives of all Parties to the GCA (State Government, Native Title Groups and the Mining Company), others have just MMG Century and Native Title Group members and others are exclusively governed by members of a Native Title Group. As well there are some that include external parties such as the Federal Government. Membership of the CLAC and other committees and companies, showing the Parties they represent, is provided on the following pages.

The various bodies have different prospects for the future with some having a defined end date (see Figure 5 in the body of this Review document). Decisions about the future of others; succession planning to ensure capable young leaders are regularly available to relieve those who have served; and strategies for transitioning to a post-production and eventually post-Century Mine future (whether as a viable independent entities or having wound up) are important action areas for each of these bodies.

Century Liaison Advisory Committee (CLAC) Membership

Name	Representing	Name
<i>As at 30 September 2013</i>		<i>Pre 20 May 2013)</i>
Gavin Hogan (Chair)	Waanyi	Eunice O'Keefe
Jack Hogan	Waayni	Kathy Willets
Darren Walden	Waanyi	Dawn Aplin
Anthony Chong	Waanyi	Frederick O'Keefe
Patrick Carney	Waanyi	Edwin Jacobs (Chair)
Veronica Bee	Gkuthaarn	
Francine George	Kukatj	
Jane Karkadoo	Mingginda	
Meredith Kingsley	Mingginda	
Michael Cameron Jnr	GADC	
Mark Adams	MMG	
Barry Riddiford	MMG	
Luke Croton	Queensland Government	
Meg Frisby and Tina Patrick	Secretariat (MMG - Community and Stakeholder Partnerships Department)	

Gulf Aboriginal Development Corporation (GADC)

Name	Representing
Shirley Chong (Co-Chair)	Waanyi
Michael Cameron Jnr (Deputy Chair)	Waanyi
Keith Beardsley	Waanyi
Bobby George	Waanyi
Gerald Aplin	Waanyi
Vacant	Waanyi
Veronica Bee	Gkuthaarn
Richie Bee	Gkuthaarn
Francine George (Co-Chair)	Kukatj
Raynard Douglas	Mingginda
Bartholomew Isaac	Mingginda
Vacant	Executive Officer (GADC)

Century Employment and Training Committee (CETC)

Name	Representing
Rod Francisco (Chair)	MMG
Vacant	MMG
Edmond Busch	MMG nominee (Normanton)
Allan Saltmere	MMG nominee (Mornington Island)
Clayton Snow	MMG nominee (Najabarra, Doomadgee, Gregory or Burketown)
Ian Pott	MMG nominee (Najabarra, Doomadgee, Gregory or Burketown)
Francine George	GADC nominee (Normanton)
Hazel Sewter	GADC nominee (Mornington Island)
Shirley Chong	GADC nominee (Najabarra, Doomadgee, Gregory or Burketown)
Keith Beardsley	GADC nominee (Najabarra, Doomadgee, Gregory or Burketown)
John Hall	Department of Education, Training and Employment - Queensland Government
Duncan Chalmers	Department of Employment & Workplace Relations- Australian Government
REDUNDANT	ATSIC
Lorraine Kennell	Secretariat (MMG -Human Resources Department)

Century Environment Committee (CEC)

Name	Representing
Geraldine Johnny	Waanyi
Allan Gregory	Waanyi
Rodney Connelly	Waanyi
Bernard Darby	Waanyi
Curtis Kelly	Waanyi (Mornington Is)
Francine George	Gkuthaarn/Kukatj
Paul Logan	Gkuthaarn/Kukatj
Edwin O'Keefe	Mingginda
Meredith Kingsley	Mingginda
Sean Linden	Wellesley Island Group (GADC appointed)
John Milsom	MMG
Matt Lord	MMG
Fred Fabris	Queensland Government
Vacant	Commonwealth Government
Vacant	Environmental Liaison Officer
Vacant	Secretariat (MMG Environment Department)

Aboriginal Development Benefits Trust (ADBT)

Name	Representing
Peter Cameron (Chair)	Waanyi Native Title Representative – Mornington Island (GADC Facilitated)
Kevin Cairns	Waanyi Native Title Representative – Najabarra, Doomadgee, Gregory or Burketown (GADC facilitated)
Bryce Jacob	Mingginda Native Title Representative - Najabarra, Doomadgee, Gregory or Burketown (GADC facilitated)
Richie Bee	Gkuthaarn/Kukatj Native Title Representative – Normanton (GADC facilitated)
Vacant	Community Rep – Najabarra, Doomadgee, Gregory or Burketown (MMG facilitated)
Fred O’Keefe	Community Rep – Normanton
Fred Pascoe	Community Rep - Normanton
Bryce Jacob	Community Rep – Najabarra, Doomadgee, Gregory or Burketown
Vacant	Aboriginal Business Leader
Julie Hilder	MMG
Paul McGuinness	Financial Advisor
Rhonda Rankine	Executive Administration Officer Aboriginal Development Benefit Trust

Lawn Hill Riversleigh Pastoral Holding Company

Name	Representing
Shirley Chong (Chair)	Ngumarryina Native Title Representative
Peter Cameron	North Galanji Native Title Representative
Rodney Connolly	Bidunggu Native Title Representative
Tony O’Keefe	Waanyi Independent Representative
Mark Adams	MMG
Barry Riddiford	MMG
Julie Hilder	MMG
John Milsom	MMG

Appendix 3: GCA Schedule 1 Queensland Government commitments

Century's impact on social circumstance and conditions in communities of the Lower Gulf region was only ever likely to be indirect since general community well-being is widely understood to be the responsibility of government rather than industry. Hence, the GCA aspirations for better health and education outcomes as well as community programs and infrastructure were primarily directed to the Queensland Government, rather than the company. Most commitments have been actioned although some are outstanding and some have been changed – though reasons for such alterations and the general communication about various matters have left confusion and a lack of information in communities that the Government could rectify by reporting.

Queensland Commitments
Lawn Hill National Park available for claim by Native Title holders and funds to assist
Conduct a Carpentaria/Mt Isa Minerals Province Social Impact Assessment ("the SIA") to identify regional issues and concerns, including future social infrastructure and service needs
\$500,000 to the establishment of birthing services "Aboriginal Women's Business Centres" at Doomadgee and Mornington Island and Qld will use reasonable endeavours to establish Centres within 2 years from the date Fundamental Project Rights are satisfied
Establishment of the Aboriginal Women's Business Centres will be co-ordinated by Queensland Health which will consult extensively with Aboriginal women of the Communities and have regard to the views of those women with a view to ensuring that the birthing services provided at the Centres are culturally appropriate and will adopt culturally appropriate practices and procedures
Development and implementation of the pastoral industry training and employment strategy in accordance with clause 22 of the GCA
Contribute not more than \$15,000,000 for the cost of upgrading the Fiery Creek to Gregory Road (including access to Gregory Outstation) and will contribute not more than \$500,000 for the cost of upgrading the Gregory River Bridge
Upon approval of the Outstation Project by the Burke Shire Council on conditions satisfactory to the Bidunggu Aboriginal Corporation, Queensland will contribute not more than \$3,000,000 towards the development of the Outstation Project
Contribute \$30,000 to enable GADC to hold meetings and consult with the Communities with respect to and to prepare a plan for a Men's Business Association
Upon the development of a plan for the Men's Business Association, not more than \$150,000 to GADC to assist with the establishment of the Men's Business Association, including the purchase of equipment, materials, and administrative costs including salaries
Use reasonable endeavours to establish an Outstation Resource Centre in the Gulf region to service existing and future outstations in the Gulf region, in consultation with the Communities. Contribute \$70,000 to GADC towards the planning of the Resource Centre, including community consultation in relation to the location and functions of the Centre
Contribute \$250,000 over three years to the ADBT established under Schedule 6 for the objects set out in clause 8(b) of that Schedule ie. developing a personal development program based on sport within the Communities
Contribute \$50,000 for the establishment of GADC. Qld will contribute a further \$50,000 over two years towards the administration of GADC in accordance with Schedule 8
Pay compensation with respect to any impairment of native title rights and interests as a result of the application of the non-extinguishment principle to the acquisition of the [pipeline] Corridor.
In the event that a proposal for a Tourist Centre is developed in consultation with all stakeholders, including the Waanyi NTG and application is made for approval of the proposal, Qld agrees that it will use reasonable endeavours to expedite consideration of the application by the appropriate Department/s and/or Minister/s.
Develop, with the Commonwealth, with key stakeholders including the NTGs and the Communities a draft Multiple Use Strategic Plan for the Southern Gulf waters. Qld will contribute \$200,000 for the first stage of the Multiple Use Strategic Plan for the Gulf waters.
Grant in Freehold the lands referred to as "Identified Lands in the Karumba Region" [Lot 3 on USL Plan NO.142 marked] to the Gkuthaarn and Kukatj Peoples, provided there are no other native title holders of the land.
Contribute \$1,000,000 over 2 years to support the Century Training and Employment Plan through education and training programs specifically designed to support employment outcomes for the Communities in particular to support outcomes in relation preparedness and job readiness

Appendix 4: Summary of progress 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>
To be able to live on their traditional lands	<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 is 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>

Source: CSR Combined Report (2013).

Appendix 5: Community members' suggestions for initiatives

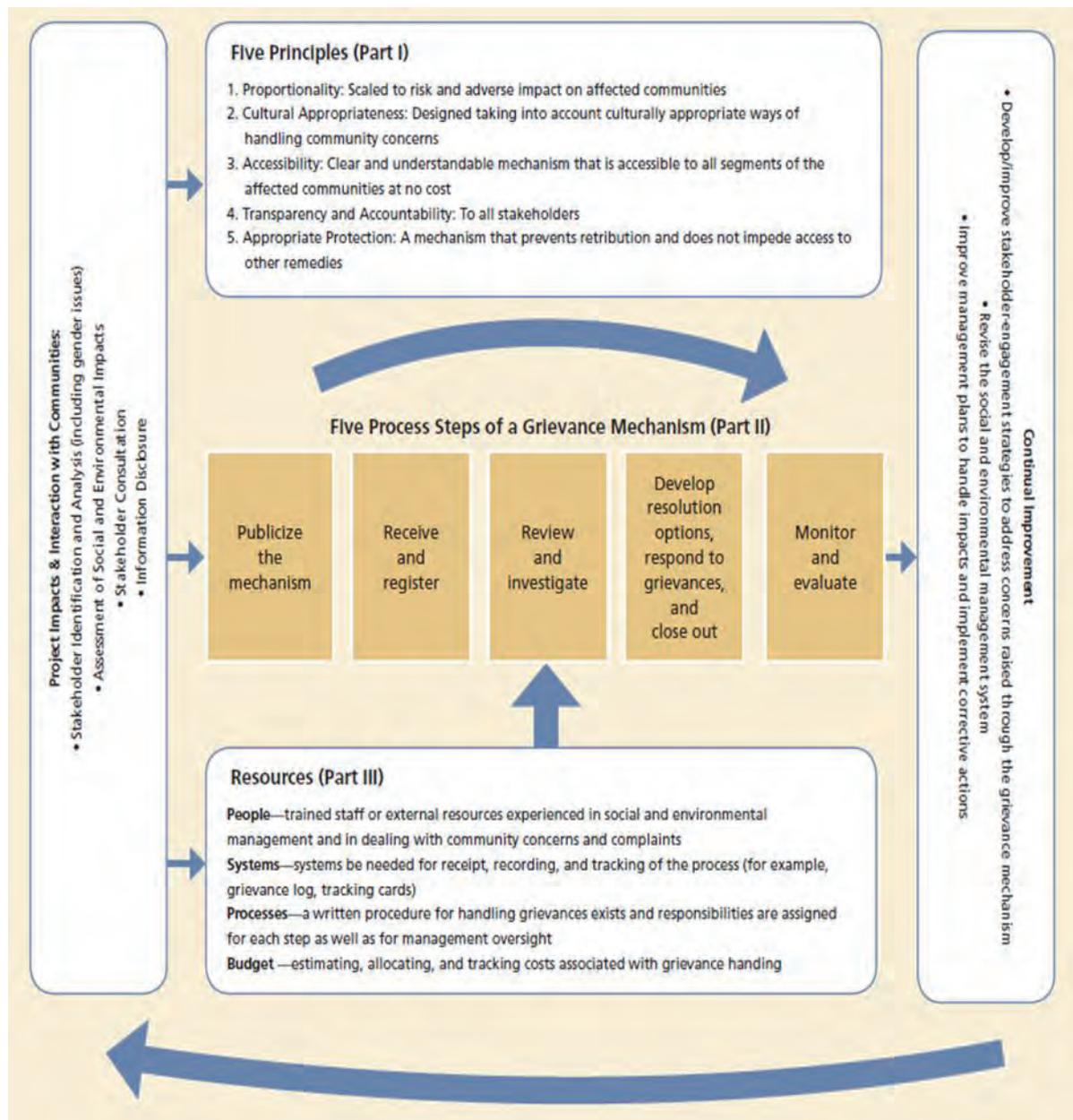
The suggestions below were collected from community members during CSR's community consultations in 2012. Many of them warrant investigation as to how feasible they are and whether they focus on strategic community development and can be implemented in the transparent and inclusive way CSR's reports advocate. Some suggestions provide examples of activities MMG Century could consider as part of its corporate social responsibility rather than specifically GCA undertakings though they are broadly consistent with the aspirations in the GCA.

Area	Community	Suggestion
Education	Mornington Island	Funding around education, e.g. scholarships to boarding school, support of school activities etc.
	Mornington Island	Partnerships with local schools (beyond funding), e.g. visits from Century employees to local schools and follow-up visits by students to mine site; exchanges of information.
	Mornington Island	Visits from Century mine employees to local school to talk to students about careers and different pathways.
	Mornington Island	School visits to Century mine (focus on Year 9 and 10) .
	Doomadgee	Continued assistance with flights for school programs.
	Doomadgee	Sponsorship for School of the Air.
	Gregory Downs	Support/assistance to keep Gregory Downs school open (closed in November 2012).
	Normanton	Programs for youth when they home for school holidays to prevent unhealthy and anti-social behaviour.
Training	Mornington Island	Training/apprenticeships on Mornington Island or at the mine in activities that are needed on Mornington Island and could represent an alternative economic activity post-closure (e.g. works related to maintaining outstations and outstation roads, administration, construction, carpentry, hospitality etc.).
	Mornington Island	Training in business development, capacity building, governance and financial accountability.
	Mornington Island	Training back on the mine for council-related trades, e.g. boiler making and light vehicle maintenance.
	Mornington Island	Training in health-related professions – paramedics (with ambulance service at Century), health workers etc.
	Mornington Island	Training/tickets for light machinery (machinery that would be relevant back in the communities).
	Mornington Island	Training for rangers (mentioned that Century used to have a program around this).
	Doomadgee	Traineeships in landscaping, carpentry, plumbing, electricians, business courses.
	Doomadgee	Training opportunities at Century for CDEP workers.
	Normanton	Re-training in operating machinery that would be valuable for council works and enable re-employment post-closure.
	Employment	All communities
Mornington Island		Better and broader advertisement of positions at Century – e.g. website, job board or other centralised source for job vacancies, pre-vocational programs, traineeships, apprenticeships etc.
Mornington Island		Centralised advertisement of positions available on Mornington Island (not Century-related) e.g. job board.
Mornington Island		More support for Mornington Island people for gaining and maintaining employment at the mine (e.g. more flexible working hours, possibilities around a slower transition to full-time employment, a mentor from Mornington Island itself that understands the dynamics of the community and the issues that employees from Mornington Island face, some training on Mornington Island).
Mornington Island		Men's group or other already established social groups to offer assistance to workers at the mine – help with the transition to work, support around family issues etc.

	Mornington Island	Increased support for those employees that cease employment at Century.
	Doomadgee	Reinstate CDEP workers at the mine for activities such as landscaping, gardening or cleaning dongas.
	Normanton	Financial management programs.
Community Development	All communities	More strategic support of community events – e.g. annual events like the Doomadgee rodeo and Mornington Cultural Festival.
	All communities	Clearer guidelines on sponsorship or philanthropic activities, as well as promotion of what the company has provided.
	Mornington Island	Commercial investments which generate income/regular returns could be used for community development projects/social programs.
	Mornington Island	Continual funding for programs rather than one-off sponsorship.
	Mornington Island	Support of already existing programs that do not have secure funding, e.g. Save the Children projects in childcare and financial literacy, or the Men's Group.
	Mornington Island	Investments off-island (e.g. real estate) which generate regular returns could be used to fund social programs.
	Doomadgee	A trust to ensure continued community and social development programs in the area – possibly established with the PBC.
	Doomadgee	Programs towards improving the community's aesthetics, e.g. landscaping.
	Doomadgee	More ongoing, long-term community projects.
Sports /Recreation	Mornington Island	More sponsorship/funding for outdoor recreational activities – e.g. football team, recreational programs.
	Mornington Island	Building of sports/recreational facilities.
	Mornington Island	Assistance with off-island sports trips for individuals and sports teams.
	Mornington Island	Sports scholarships.
	Doomadgee	Assistance in getting the school pool back up and running (currently not used – requires maintenance).
	Normanton	A sports day or touch football game between the mine and communities.
	Karumba	Water park for the community.
	Karumba	Replace school pool with a 25m pool so that children can compete in swimming competitions.
Business Development	All communities	Assistance from Century/ADBT in identifying business opportunities and alternative industries– e.g. housing construction and maintenance, crocodile/barramundi/oyster farming, tourism etc.
	Mornington Island	Art provision to tourist industry in other parts of the Lower Gulf (taking into account that Waanyi might not want Lardil art sold at establishments on their land, but a combined centre might be possible).
	Mornington Island	Handover of visitor accommodation on Mornington Island to local ownership.
	Mornington Island	Development of oyster farming or other alternative economic activities.
	Doomadgee	Give preference and support to local Indigenous contractors (or any Indigenous contractors) to undertake rehabilitation works.
	Doomadgee	An Aboriginal business that could provide cultural training to government workers and undertake cultural inductions at Century.
	Doomadgee/Lawn Hill	The long-term vision of the owners of Adel's Grove is to pass the business to a local Aboriginal group, using a transitional model/slow handover to help build their capacity.
	Doomadgee/Lawn Hill	The possibility of revisiting a pre-existing arrangement whereby mine tours and the Century airstrip were used to bring tourists for mine tours and cultural tours of the Lawn Hill National Park.
	Normanton /Karumba	Development of a crocodile farm or further development of barramundi farm at Karumba.
Culture	All communities	Regional Art network.
	Mornington Island	Support the Mornington Island Cultural Festival and other cultural activities on the Island.
	Mornington Island	Mirndiyan Gununa (arts centre) runs a cultural training program for government employees – Century could look into opportunities to link into this program.

	Mornington Island	Assistance to rangers to be involved in or provide feedback to any cultural heritage monitoring or cultural studies currently underway around Mornington Island.
	Doomadgee	Assist with the establishment of an Art Centre in Doomadgee.
	Lawn Hill	Develop/fund programs to facilitate the protection, management and care of Waanyi rock art sites and other places of cultural significance (recent problems around graffiti and a general lack of protection and care for local rock art and heritage sites in the region).
	Lawn Hill	Opportunities for cultural tours in Lawn Hill National Park, including possibility of using Century flights to have weekend cultural tours for tourists (taking advantage of flights that are not full with FIFO workers).
	Normanton	Art and music programs in the communities.
Health	All communities	Queensland Government to host forum with regional health providers to continue to improve coordination and avoid duplication.
	Mornington Island	Accommodation support for patients and families in Mount Isa.
	Mornington Island	Financial assistance for a dialysis centre.
	Mornington Island	Assistance for Aboriginal health boards.
	Mornington Island	Health education programs.
	Normanton	Health and drug and alcohol awareness program with community.
	Normanton	Community education and awareness-raising about the need for good health to get a job.
Environment	Mornington Island	Involve the rangers at Mornington Island in environmental monitoring programs undertaken by MMG, which would 1) provide additional training for rangers; 2) increase level of confidence the community has in MMG's environmental monitoring processes.
	Lawn Hill	Involvement of local people with seed collecting, planting and any rehabilitation works currently taking place or due to take place in the future.
Infrastructure	All communities	A process for donating or selling the dongas at Darimah Village at a lower cost to local businesses, inc. pastoral companies, or community members (for accommodation, tourism, employee accommodation etc.).
	All communities	Assistance to get Doomadgee, Burketown and Gregory Downs linked to the electricity grid.
	Mornington Island	Discuss with council any infrastructure that would be useful to the community.
	Mornington Island	Solar power and freezers at the community store.
	Karumba	Donation of houses owned by MMG to community members or Native Title Groups.
	Bidunggu	Solar power for Bidunggu houses.
Transport	Mornington Island	More assistance with flights.
	Mornington Island	Alternative air transport as Century flights finish.
	Mornington Island	Public transport on Island.
	Doomadgee	Donation of old cars and buses from mine – would like to use for spare parts/training in mechanics (e.g. for use for training at Isa Skills on vehicle repair). Issues around contamination/safety, but would like to work out how to clean them /obtain the spare parts
	Doomadgee	Job provider interested in running bus service at the mine – to provide employment for local people/CDEP workers.
	Doomadgee	A way of prioritising community flights in terms of need, to ensure that those wanting to fly for medical appointments, funerals or education are given priority over recreational trips.
	Normanton	Bus service to Mount Isa for people to access health services, shopping etc.
Communication	All communities	A centralised channel of communication for Lower Gulf Communities to contact Century regarding specific issues or employment.
	Mornington Island	Community newsletter.
Eligible Bodies	All communities	Assistance to the GADC to function well.
		Assistance to eligible bodies to invest compensation money in income-generating/sustainable ways.
		Assistance/capacity building or mediation from "neutral" people in the running of organisations under the GCA.
		Better communication of organisations under the GCA with the community members

Appendix 6: Elements of a Project-Level Grievance Mechanism



Source: IFC (2009) *Good Practice Note. Addressing Grievances from Project-Affected Communities*. p. 3.

Appendix 7: Action Planning Template

Priority:							
Action Step <i>What needs to be done?</i>	Responsible Organisation <i>Who should act to complete this action?</i>	Timeline <i>When should this step be completed?</i>	Resources Needed <i>What human, financial and other resources do we need in order to complete this step? Where will we get them?</i>	Possible Challenges <i>Are there any challenges that may be obstacles to completion? How will we overcome them?</i>	Arguments For and Against <i>How would this benefit Gulf communities? Are there any foreseeable negative results?</i>	Performance Indicators <i>How will we monitor our progress on this action?</i>	

Source: Modified from the Small Business Kickstart Kit (2012) available at <http://smallbusinessbonfire.com/free-action-plan-template>

