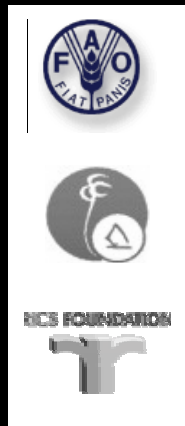


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**Contemporary Challenges on the
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CONTEMPORARY CHALLENGES ON THE USE OF CUSTOMARY CORPORATIONS IN PETROLEUM DEVELOPMENT PROJECTS IN PAPUA NEW GUINEA:

Abstract

At the dawn of Papua New Guinea's independence, the self-government under the leadership of Michael Somare (now sir Michael), initiated various land reforms through an entity called the Commission of Inquiry into Land Matters (CILM) in 1973. The objective of that entity was to reform the customary and existing as well as the departing colonial land tenure systems to allow the indigenous people to participate in economic development.

One of CILM's key recommendations resulted in the establishment of the Land Group Incorporation Act (LGIA) in 1974 to allow customary landowners to register themselves so that they can hold group titles to the land. The LGIA was one set of Acts established prior to independence to mobilize customary land for economic development by its natural citizens through a corporate body, which embraces the traditional land tenure management system.

After almost 27 years of independence, this concept of having groups registered and incorporated under the LGIA of 1974 has spread to the resource extraction industries. Resource developers and traditional landowners have decided to use the ACT to organize landowners into a legal entity called "*Incorporated Land Group*" (ILG) for participation as a stakeholder in the resource development as well as having this entity as the agent through which all monetary benefits can be channeled. This concept was given effect, as some system of identification, mobilization and organization of landowners was crucial for facilitating resource development. The State and the Developer or Investor cannot deal with each and every landowner given the complexities of the land tenure systems and the costly nature of the business such as the petroleum industry.

Since there is no uniform policy on a benefit distribution mechanism, the use of incorporated land groups (ILGs) in the petroleum industry has been accepted. However, there is widespread abuse on the use of this entity especially by landowners. Customary landowners see the use of ILGs as a default system to qualify themselves as beneficiaries of oil and gas royalties and equity dividends, thus the ILGs continue to break up. The initiative on the use of ILGs was applied by the industry through Chevron to the Kutubu project in 1992 as the means or mechanism for the distribution of monetary benefits to the landowners. However, in the absence of clearly defined State policy on a distribution mechanism, the ILG concept for benefits distribution has caused major problems for the Government and the industry.

The paper highlights the problems and challenges the Department of Petroleum and Energy as the regulator of the industry faces in dealing with this issue and its application to petroleum projects.

CONTEMPORARY CHALLENGES ON THE USE OF CUSTOMARY CORPORATIONS IN PETROLEUM DEVELOPMENT PROJECTS IN PAPUA NEW GUINEA

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PAPER FOR THE SYMPOSIUM ORGANIZED BY ASSOCIATE PROFESSOR SPIKE BOYDELL ON “SOUTH PACIFIC LAND TENURE CONFLICT” HELD AT THE UNIVERSITY OF SOUTH PACIFIC, FIJI, APRIL 10TH – 12TH, 2002

Land tenure reforms for economic development

The colonial Administration was aware at the dawn of colonization that almost all land in Papua New Guinea was customary land. It therefore went out on a mission to wrest large tracts of customary land away from the landowners through the use of the law and policy. Law was used effectively as an instrument to assimilate vast tracts of land into the western system for economic utilization. The colonial Administration introduced a string of legislations designed to achieve this purpose.¹

However, at the dawn of Papua New Guinea’s independence, the self-government under the leadership of Michael Somare (now sir Michael), initiated various land reforms through an entity called the Commission of Inquiry into Land Matters (CILM) in 1973. The objective of that entity was to reform the customary and existing as well as the departing colonial land tenure systems to allow the indigenous people to participate in economic development.

In this paper, I wish to briefly show how the articulation of the intent and purpose of the Land Group Incorporation Act of 1974 blends with the contemporary usage of the Act’s implementation in the petroleum industry in the absence of clearly defined State policy on the use of ILGs. In addition a few analysis as well as considerations will be provided if ILGs will continue as the preferred mechanism for the current petroleum projects as well as the pending Gas to Queensland (GTQ) project.

I am addressing the contemporary challenges from my experience as a former Lands Officer and practitioner with ChevronTexaco as well as in my current role in the Department of Petroleum and Energy, the regulatory authority².

CILM and Land Group Incorporation Act (LGIA) of 1974

Land Groups Incorporation was one recommendation out of 132 made by the CILM. Land Groups Incorporation in its earlier objectives was very much in the spirit of

¹ This was highlighted in June 2001 by Kwa, in Kwa, E.L, “Freezing Customary Land Rights For Forestry Resources Development Projects” paper presented at the Culture Vs. Progress Symposium: The Melanesian Philosophy of Land & Development in Papua New Guinea (DWU Madang, 4-8 June 2001).

² This paper contains my own views and does not reflect the views of the Department of Petroleum and Energy (DPE)

National Goal No. 5³. The Land Groups Incorporation Act was passed in 1974. Its primary aim was to increase participation by local people or customary groups in the national economy through better land management and increased certainty of title.

Incorporated Land Groups are now very popular in resource development project areas. Land groups incorporation has served the purposes of stakeholders in resource projects in Papua New Guinea, in terms of benefits distribution to land-owning community and landowner representation.

The aims of the Act were to:

- enable customary land groups to be recognized as legal corporate entities (similar to recognition of companies as legal organizations); and
- provide for the manner in which they deal with their customary land, so that dealings will be recognized by law.

The Act provides a process for the incorporation of land groups and involves; the adoption of a constitution by the customary land group, application to the Registrar of Titles to become an ILG, an objection period, and public comments on whether or not the customary land group can become an ILG. This due process gives a legal structure for a land owning group, which can:

- manage its own internal affairs and make binding decisions; and
- enter into legally binding agreements with outside organizations.

Although ILGs were initially endorsed by the Department of Petroleum & Energy in the pre Oil and Gas Act of 1998 as a policy decision for its use as a benefits distribution mechanism, the Oil and Gas Act implies that land groups be incorporated for the purpose of benefits distribution. However, this poses problems especially when the distribution of monetary benefits differs from traditional acts such as compensation and bride wealth payments. (Kameata 2001b)

Whilst Weiner evinces that ILGs “represents the most practical and culturally empathetic fusion of western corporatism with Melanesian customary resource management” (Weiner 1998:2) the current problems justifies a re-look and possible reformation to the current ILG management system.

Use of ILG in resource developments and the petroleum industry

At the inception of the LGIA, it was originally conceived that the Act was to be complemented by the Land Act. Togolo explains that

“This Act would have provided the basis for identifying whether the landowners in the group were in fact the owners of the land they wanted to register. In the absence of the Land (Registration of Groups Titles) Act, the Land Groups Incorporation Act provides a defacto land registration conduit. The identity of the landowners is simply provided in the constitution of the incorporated land group, without the details as envisaged in the Land (Registration of Groups Titles) Act.”

³ Goal number 5 is “*Papua New Guinean Ways*” as stipulated in the preamble to the Constitution.

Whimp (1998) also emphasized this point that the LGIA does not provide a means of identifying who the true owners of land are as it was originally intended that there would be a system of registration of customary land under a different piece of legislation⁴.

As Kameata (2001b) points out, the incorporated land groups concept was first thought out and originally used in the Forestry sector as a means to secure timber rights from the customary landowners, through Forest Management Agreements (FMA).⁵

In 1992, the petroleum sector through the developer Chevron Niugini Limited (Chevron) unconventionally initiated the use of the Land Group Incorporation Act of 1974 for the Kutubu petroleum project, in order for landowners to be in a position of *equal footing* to deal with both the government and Chevron as a default stakeholder.

Given the complexity of the land tenure system and the need to deal with a central agent for representation and benefit distribution, Chevron chose the ILG mechanism whereby the company facilitated the legal process of incorporating the group and agents elected by the people themselves to manage the affairs of the group.

In the application of this initiative by the developer, the State through the regulatory agency, the Department of Mining and Petroleum then, and present the Department of Petroleum and Energy never had a clearly defined policy on the system of representative and distributive mechanism for the customary landowners for petroleum projects.

Although ILGs are in use today, since the development of Kutubu project, there is no policy covering the system of assembling ILGs given the different practices of land tenure patterns across petroleum projects, although it is implied in the Oil and Gas Act of 1998 that ILG is the preferred choice of monetary benefit distribution mechanism.

Land groups incorporation in petroleum resource areas are formed for four (4) main reasons:

- (1) as a result of land and landowner identification, for the use of customary land by operators of licenses granted under the Oil & Gas Act;
- (2) the need for proper landowner mobilization and representation into 'groups' that could deal meaningfully with project Developers and the State, as the 'host community' in terms of project development;

⁴ See Recommendations 11-13 of the CILM, 1973

⁵ PNG law declares subterranean mineral and hydrocarbon (petroleum) resources belong to the State, however since the topsoil is owned by the customary owner, they become an inevitable/default partner in the success of the resource extraction business or investment. However, in the forestry sector, the timber resources belong to the customary owners thus FMAs' are only possible through endorsement by the resource owners through the ILG.

- (3) benefits distribution mechanism where royalty and equity benefits and land compensation payments from the project could flow down to landowners or project area landowner beneficiaries; and
- (4) as a result of section 169 (2) (b)⁶ of the Oil and Gas Act, which implies that ILGs to be formed for benefits distribution.

In the process of incorporating land groups, the petroleum industry has experienced a lot of splitting up of the land groups and abuse of this important vehicle. Many land groups have been fragmented from a clan group, into family units and even individuals. Many disputes and disruptions to petroleum projects are directly or indirectly related to land group issues that have grown out of proportion.

Problems today

Although, the intent and purpose of setting up ILG and its usage in the industry held much merit, the ILG is formed:

- to be recognized as a separate legal entity;
- to hold shares in landowner companies associated with business spin-offs;
- to form landowner associations to serve the political aspirations of the landowners; and
- to make binding decisions which will subsequently be recognized internally and externally.

After a decade of petroleum production, the above fundamental objectives/purposes as envisaged has not achieved the desired results today. Many of the problems being faced in the management of this entity (ILG) has been created by landowners themselves, fundamentally due to high exposure to limitless cash flows in the locale.

The ILGs initially set up for the above reasons continuously break up into smaller and smaller units. It seems that the distribution of cash by the elected leaders are either not transparent or that people believe that incorporating more ILGs mean they can get more cash. Apart from the cash distribution problems, many other related and complex issues have progressively eroded the basic principle of land groups incorporation. These issues can be summarized as follows: -

- internal leadership struggles and manipulation of ILGs for the benefits of own or relatives' benefit;
- bribery and corruption amongst landowner groups;
- political influence and interference;
- continuous land disputes causing ILG identification and distribution problems;
- incomplete landowner identification;
- unlawful distribution arrangements;

⁶ Section 169 (2) (b) reads “ *The Minister shall determine, by instrument – the incorporated land groups or, if permitted in accordance with section 176 (3) (f), any other persons or entities who shall represent and receive the benefit on behalf of the grantees of the benefit*”.

- lack of ILG maintenance (updating of clan membership and all relevant data pertaining to the management of the ILG);
- responsibility and lack of coordination between end users on the management and maintenance of ILGs;
- capacity of the Register of Titles (ROT) to deal with petroleum sector ILGs;
- wrong use of Landowners Associations;
- transparency, accountability and inequitable sharing;
- lack of uniformity across project areas;
- the 1974 Land Group Incorporation Act; and
- proliferation of ILGs leading to unequal and unfair distribution of benefits where there are clans, sub-clans, families and even individuals claiming to be ILGs.

Analysis of Project ILGs

Kutubu Project

The Kutubu oil project was Papua New Guinea's first petroleum export project, which commenced production in 1992.

Chevron Niugini Limited, as the developer of this project initiated ILGs as the mechanism upon which landowners can be identified and mobilized to participate in this project, and to have this mechanism through which benefits can be distributed. Kutubu project has ILGs done on a clan by clan basis without any proper social mapping or landowner identification study. These ILGs span the Foe, Fasu, Onabasulu and Huli (Mananda) ethnic geography in the Southern Highlands Province to the Kikori District in the Gulf Province. Kutubu is a problematic project as ILGs continue to splinter and proliferate at will or at the discretion of the landowners themselves⁷. The splintering and proliferation is internally initiated without due process of regulation and monitoring by the Developer, Department of Petroleum and Energy (DPE), Mineral Resource Development Company (MRDC)⁸ and the office of the Register of Titles (ROT)⁹. The reason for ILG splintering and proliferation is mostly associated with greed and lack of equal distribution of benefits. People think that by incorporating more land groups, they will be eligible to receive more monies.

Gobe Project

The Gobe oil project was the second oil development, which commenced production in 1998. It is a unitized project between the licensees of the Gobe Main and South East Gobe oil fields. It has been the subject of a twelve year long land dispute between 22 land groups disputing the ownership of the land. This project has gone through two land titles commission hearings over the span of twelve years, however

⁷ Since the start of oil production from the Kutubu oilfield in 1992, land group applications for ILG recognition has been on the increase.

⁸ MRDC manages equity functions and executes equity dividends to landowners who hold a 2% free equity from the State.

⁹ Landowner Associations should also be a party to the vetting procedures however, it is doubtful in most cases as they compromise with their people.

landownership is yet to be resolved. Given the prolonged land disputes, no work has been done on incorporating any land groups however, the challenge will still remain on how to assemble these customary groups as soon as their land disputes come to end. This is notwithstanding problems associated with ILGs experienced in other projects.

Moran Project

The Moran oilfield was discovered in 1996 and oil production under extended well tests (EWT) commenced in 1998.

This project was the first project to come under the new Oil and Gas Act of 1998. The Act required that land groups incorporation did not proceed until section 47 – “*Social Mapping and Landowner Identification Studies*” were carried out by the licensee(s). In addition to the study, the licensee went one step further by delineating and demarcating the major customary land boundaries by using crude Global Positioning System (GPS) technology surveys to establish the major land groups (which will subsequently become ILGs).

The Moran project set the foundation for an umbrella ILG through a system of “*stock clans*”, only after the major resident land group boundaries were delineated and demarcated. The land boundaries were frozen through the land demarcation exercise, but the fluidity of custom through agnatic kinship in belonging to different major land groups were identified and recorded in the respective ILG constitutions as beneficiaries.¹⁰ The idea of freezing the land boundaries as it were at that point in time was due to the compelling need to incorporate land groups at an umbrella level given the complexity in the Huli land tenure system.

Hides project

This is Papua New Guinea’s first gas project under a unique small scale production, supplying gas to the nearby world class Porgera Gold Mine power plant. In terms of landownership representation and benefits distribution, “*Clan Agency System*”¹¹ is used whereby the project impacted area landowners elect a leader who will be mandated to receive royalty payments and distribute according to custom. The leader is the only point of contact with the Developer and the State whilst the general landowner population deals with their elected representative or trustee of the clan lands.

This project has a different set of system compared to the other petroleum projects where ILGs are used.

¹⁰ Kameata has observed well in his Post Courier article that this is now becoming problematic because of the agnatic descent system whereby more than one group of people can claim rights over particular tracts of land. This is facilitated through both male and female lines, and even through continuous cultivation of land. The agnatic descent system now poses problems for the use of conventional method of ILG process (Kameata 2001b)

¹¹ The legal status of agents is very restricted unlike ILGs.

Root problems of ILGs

After the use of ILGs in the industry over the last 10 years, various reforms were mooted to mitigate the above mentioned problems and reforms to the current state of affairs. Whatever the reform is, it will seriously be considered to be applied project wide across all petroleum development licenses in preparation for the PNG gas project.

The PNG to Queensland Gas Project will be the country's first ever multi-billion investment and will encompass gas from Hides, Kutubu and Gobe fields. It is thus important that we get ILG issues sorted out from the start.

The following implications are worth considering prior to any forms of reform:

Lack of knowledge on agency and fiduciary obligations and responsibilities

The end-user¹² imposes this entity called an 'ILG' on the traditional landowner in order to conveniently serve his objectives. The end-user tries to think that given the modern world of doing business, this entity 'should' work for the traditional landowner and his kinship, anticipating that the prevailing customs will be given the legal status through the formation of an ILG. When this happens, the customary practices are frozen in the ILG denying natural customary fluidity to take its course over time. By freezing the custom and giving credence to such through ILGs, the traditional landowners experience basically two things. One is that the ILG executives empowered through ILG processes abuse custom through this legal entity thus compromising custom. Secondly, the ordinary land group members can either work along with the executives, or otherwise carry on their chores without recognizing the existence of their being incorporated.

In essence what transpires upon incorporation is that there are now two customs for the people: one being the contemporary fluid custom notwithstanding the incorporation, and the other being a new custom being created or re-created after incorporation. The custom that is created or re-created after incorporation will continue through its existing traditional web of connections. However this is likely to cause problems, especially where there is corporatisation of the land group through formal documentation requiring compliance with the legal requirements of institutions such as the Investment Promotions Authority (IPA) for Landowner Associations, or the ROT for ILGs.

The creation of a new wave of culture through the creation of an ILG rests fundamentally on the following issues:

- it is imposed or created by outsiders for their own objectives or interests and thus is not internally initiated by the people themselves. The LGIA of 1974 section 3c states the intent of incorporation "*members of various customary groups...[who]*

¹² End-Users include those stakeholders of ILGs in the petroleum industry, which includes the Developers/Investors, Department of Petroleum & Energy, Mineral Resources Development Company and the landowners themselves. The Office of the Register of Title (ROT) is not included as it is the regulatory institution of ILGs and is not an end-user or stakeholder in this sense.

possess common interests..and are prepared to share common customs”. This is what is truly workable per the intent here;

- since the land group will be incorporated and subsequently become a legal entity, and that most of the people being illiterate¹³ thus not really appreciate the legal functioning of this new entity. Nor do they understand their respective roles, responsibilities and obligations towards making the ILG functioning to meet the objectives or interests for which the land group was incorporated;
- when the ILG is being imposed on the people, the end-user does not provide the necessary education and training on the concept in the pre and post land group incorporation. Such is required so that the people can manage their own affairs and perform what a legal entity does or should do to support the progress of the end-user’s objective or interests as well as for the ILG itself.

Since this concept is imposed upon the landowners, it is arguable that some indigenous office holders can fully recognize and appreciate their fiduciary obligations. Also, the inability (or the ignorance) of their constituents to do anything about it, is attributed to kinship group loyalties and obligations and relationships which cannot easily be set aside when assigning roles in representative organizations (Kameata 2001a).

Certified delineated and demarcated land boundaries

For a customary group to be incorporated there must be a basis. In order for ILGs to be formed, the land to which group title is being proposed over must be clearly identified and demarcated.

The land delineation and demarcation must be a prerequisite before the incorporation process. It must be made quite clear that the land delineation and demarcation has nothing to do with customary land registration, but rather is only a means to hold the group’s title to the land being incorporated solely for the members’ common interests for the economic development of their customary land.

The level of the group to be incorporated will only be determined most appropriately if the land that is subject of economic interest is delineated properly and demarcated by the end-user. Only then will the end-user know if whether to encourage incorporation at the clan, sub-clan, or through an umbrella type arrangement, or whatever.

Physically delineating and demarcating the land will mean freezing the respective land boundaries of the land which is the subject economic use while custom allows the shifting of membership interests as amicably recorded in an ILG constitution. The land is constant in this situation, as it is the subject, which is determining the objective of the end-user and adequately catering for the interests of the group or members of the ILG.

¹³ The 1990 population census statistics showed that 85 % of the PNG population remain in the rural subsistence sector and that only 35% of the women were literate, while the literacy rate for men was 65%.

Upon land identification and subsequent demarcation, it should be recorded and incorporated in the ILG certificate so that the same piece of land is not used for application again by people who have the same customary interests thus controlling the proliferation and splintering of an established ILG. As it is today, the incorporation process in the Land Group Incorporation Act does not require confirmation that the land group is the proper owner of the land for which it purports to speak, and whether or not there are any disputes about ownership (Kameata 2001b)

*Lack of clearly defined roles and responsibilities of the end-user to accommodate its respective interests*¹⁴

Obviously, there is much debate on responsibility in respect of the question of ownership to be borne by the State to mitigate and rectify ILG issues and problems being faced by the respective end – user.

The end-users to a certain degree have differing interests in the formation and survival of the ILGs to fulfil their business objective(s) thus they must understand the system and set in place a monitoring system to address landowner issues which will not impact their business operations and objectives. All these entities combined have a certain role to play in addressing and managing the effectiveness of ILGs.¹⁵

Department of Petroleum & Energy

The Department of Petroleum and Energy is an end-user of ILG as it uses this as a mechanism to disburse royalty payments.

Although the Department of Petroleum and Energy is an end-user, it is a separate State entity tasked to regulate the oil and gas industry under the provisions of the Oil and Gas Act 1998. The Act makes reference to ILGs in sections 169 (2) (b) & 176 (3) (f)¹⁶ in terms of issues relating to beneficiaries. However, much of the workings of ILGs are governed separately under the LGIA of 1974¹⁷. The Department of Petroleum and Energy can only make references to the LGIA and establish procedures and protocol with the Registrar of Titles Office (ROT) to rectify matters as and where possible issues relating to ILGs arise.

Mineral Resources Development Company

¹⁴ Along with the State (though the Department of Petroleum & Energy, Register of Title and other State agencies) and the industry or investors, the landowners are partners who complete the triumvirate of major stakeholders in any petroleum project.

¹⁵ As it is today, the initiators especially the industry is only interested in the initial registration process to assemble and mobilize landowners into ILGs. The management of issues arising after the incorporation process is an issue of contention today between all the stakeholders or end-users.

¹⁶ Section 176 (3) (f) reads “ *Where a benefit referred to in Subsection (1) or (2) is held by a trustee upon pursuant to Subsection (1) or (2) – unless otherwise agreed between the State and the grantees of the benefit or prescribed by law, the beneficiaries of the trust shall be incorporated land groups on behalf of the grantees*”

¹⁷ The implementation authority over the LGIA is the Department of Lands & Physical Planning and the Registrar of Titles comes under the auspices of that Department.

MRDC should work with the Department of Petroleum and Energy and put in place mitigation risk mechanism/s to assist landowner concerns as they are responsible for managing and distributing landowners equity dividend payments.

Upstream Petroleum Investors

Notable petroleum companies in PNG include Chevron, Oil Search and ExxonMobil who are also end-users of ILGs. Thus it is also in their interests to see that ILGs are effectively functional to compliment its business objectives.

Office of Register of Titles

This institution is the regulatory agency for the ILGs with authority pursuant to the LGIA of 1974. Thus its role and purpose should be distinct from current criticisms.

In light of contemporary uses of ILGs by outsiders apart from the landowners themselves, this office will have to define its roles and responsibilities more clearly to embrace new changes if any to rectify problems especially by ILGs initiated and mobilized for the resource extraction industry.

The question of its capacity to deal with ILG issues is paramount given the lack of administrative support by the Department of Lands and Physical Planning (DLPP). ROT can only incorporate land groups but has no structure, resources nor methodology to assist the land groups in the field together with the other end-users.

There is also the lack of devolution and decentralization of powers to the district or provincial level of State institutions like District Services of the Provincial Government, field DPE and other relevant institutions. If there is any, there is a lack of capacity building or institution strengthening through aid funded projects both at the micro and macro levels of government. However, the ROT should only decentralize its powers if ILGs are widely used for the purposes as intended by the LGIA, or if the reforms to the LGIA can incorporate the general contemporary principles of ILG uses by anyone who has an interest in and or to it.

Prerequisites for reform

Currently, reforms are being initiated by project developers and the Government to assemble incorporated land groups (ILGs) in an effective manner so that interests of the clans or land owners as well as the Developer are conveniently addressed given the varying degree of land tenure patterns through out the petroleum development project areas.

In light of the application of registering customary group titles as envisaged by the Commission of Inquiry into Land Matters (CILM) for indigenous participation in economic development, and its subsequent recommendation resulting in the Land Group Incorporation Act in 1974, many questions now surround its use or application today.

The fundamental question or issue at hand today is: whether it is necessary or not to reform the Land Groups Incorporation Act (LGIA) of 1974 to cater for its use outside

of the CILM objective? Depending on the response one gives, there are factors that are inherent to each of the respective end-users' application of the Act. Most importantly, and at the end of the day, ILGs will not serve the end-user's objective(s) if the regulatory institution [Registrar of Titles Office] is not resourced to function as a proper State entity. Such an entity should oversee the implementation and due process of land group(s) incorporation under a reformed Act [LGIA of 1974] embracing the intent and objective of the CILM as well as serving the contemporary requirements of respective end-users today.

If there is a need for reforms, the following should be considered:

- End-Users or stakeholders must define their interests in ILGs and take ownership of specific roles and responsibilities to make the ILG work.
- The land that is the subject or basis for registration of group title must be clearly delineated and demarcated. This can only be possible through good social mapping and landowner identification studies as a prerequisite to the land demarcation. Only then should one be able to determine the level to which a group can be incorporated if this ILG is externally initiated.
- There must be periodic ILG training and education conducted for the people whom are being canvassed for incorporation by external initiators of the concept.
- State/Government agencies are appropriately funded to enable them to perform their tasks/roles properly to minimize costly problems.

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