



UN HABITAT



# PAPUA NEW GUINEA: NATIONAL URBAN PROFILE



Papua New Guinea National Urban Profile

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# PAPUA NEW GUINEA: NATIONAL URBAN PROFILE

UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

## TABLE OF CONTENTS

FOREWORDS	5
EXECUTIVE SUMMARY	7
BACKGROUND	11
GOVERNANCE AND INSTITUTIONS	14
HOUSING, INFORMAL SETTLEMENTS AND SOCIAL ISSUES	17
GENDER AND HIV/AIDS	20
ENVIRONMENT AND CLIMATE CHANGE	22
SECURITY, LAW AND ORDER	25
LAND AVAILABILITY	27
RURAL-URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE	30
POPULATION AND EMPLOYMENT	33
PROJECT PROPOSALS	
GOVERNANCE AND INSTITUTIONS	35
HOUSING, INFORMAL SETTLEMENTS AND SOCIAL ISSUES	39
GENDER AND HIV/AIDS	42
ENVIRONMENT AND CLIMATE CHANGE	44
SECURITY, LAW AND ORDER	46
LAND AVAILABILITY	48
RURAL-URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE	50
POPULATION AND EMPLOYMENT	52



## FOREWORDS



According to research published in UN-Habitat's<sup>1</sup> flagship report, *The State of the World's Cities 2010-2011*, all developing regions, including the African, Caribbean and Pacific states, will have more people living in urban than rural areas by the year 2030. With half the world's

population already living in urban areas, the challenges we face in the battle against urban poverty, our quest for cities without slums, for cities where women feel safer, for inclusive cities with power, water and sanitation, and affordable transport, for better planned cities, and for cleaner, greener cities is daunting.

But as this series shows, there are many interesting solutions and best practices to which we can turn. After all, the figures tell us that during the decade 2000 to 2010, a total of 227 million people in the developing countries moved out of slum conditions. In other words, governments, cities and partner institutions have collectively exceeded the slum target of the Millennium Development Goals twice over and ten years ahead of the agreed 2020 deadline.

Asia and the Pacific stood at the forefront of successful efforts to reach the slum target, with all governments in the region improving the lives of an estimated 172 million slum dwellers between 2000 and 2010.

In sub-Saharan Africa though, the total proportion of the urban population living in slums has decreased by only 5 per cent (or 17 million people). Ghana, Senegal, Uganda, and Rwanda were the most successful countries in the sub-region, reducing the proportions of slum dwellers by over one-fifth in the last decade.

Some 13 per cent of the progress made towards the global slum target occurred in Latin America and the Caribbean, where an estimated 30 million people have moved out of slum conditions since the year 2000.

Yet, UN-Habitat estimates confirm that the progress made on the slum target has not been sufficient to counter the demographic expansion in informal settlements in the developing world. In this sense, efforts to reduce the numbers of slum dwellers are neither satisfactory nor adequate.

As part of our drive to address this crisis, UN-Habitat is working with the European Commission and the Brussels-based Secretariat of the African, Caribbean and Pacific (ACP) Group to support sustainable urban development. Given the urgent and diverse needs, we found it necessary to develop a tool for rapid assessment and strategic planning to guide immediate, mid and long-term interventions. And here we have it in the form of this series of publications.

The Participatory Slum Upgrading Programme is based on the policy dialogue between UN-Habitat, the ACP Secretariat and the European Commission which dates back to the year 2002. When the three parties met at UN-Habitat headquarters in June 2009, more than 200 delegates from over 50 countries approved a resounding call on the international community to pay greater attention to these urbanization matters, and to extend the slum upgrading programme to all countries in the ACP Group.

It is worth recalling here how grateful we are that the European Commission's 9th European Development Fund for ACP countries provided EUR 4 million (USD 5.7 million at June 2011 rates) to enable UN-Habitat to conduct the programme which now serves 59 cities in 23 African countries, and more than 20 cities in six Pacific, and four Caribbean countries.

Indeed, since its inception in 2008, the slum upgrading programme has achieved the confidence of partners at city and country level in Africa, the Caribbean and in the Pacific. It is making a major contribution aimed at helping in urban poverty reduction efforts, as each report in this series shows."

I wish to express my gratitude to the European Commission and the ACP Secretariat for their commitment to this slum upgrading programme. I have every confidence that the results outlined in this profile, and others, will serve to guide the development of responses for capacity building and investments in the urban sector.

Further, I would like to thank each Country Team for their continued support to this process which is essential for the successful implementation of the Participatory Slum Upgrading Programme.

A handwritten signature in black ink, reading "Joan Clos". The signature is fluid and cursive, with a long horizontal stroke at the end.

**Dr. Joan Clos**  
Executive Director, UN-HABITAT

<sup>1</sup> UN-Habitat - United Nations Human Settlements Programme



The urban profiling, which is financed by the European Commission, was introduced in Papua New Guinea in 2006 by UN-Habitat. So far, city profiles have been completed for Port Moresby, Kokopo and Goroka.

The alignment of the thematic areas of the urban profiling with those of the National Urbanization Policy is crucial for planning, coordination and channelling of funds from national and international sources, and for implementation of urban programmes and projects. The gradual recognition by the Government of Papua New Guinea of the importance of proper management of urbanization and its perceived role as an “engine for national growth” will result in the allocation of funds and institutional capacity-building towards raising the urbanization profile to its rightful place in the country’s development.

The Port Moresby Urban Profile was prepared by the National Capital District Commission and coordinated by UN-Habitat’s Port Moresby office. The Goroka and Kokopo profiles were prepared by the Office of Urbanization in consultation with the two cities concerned.

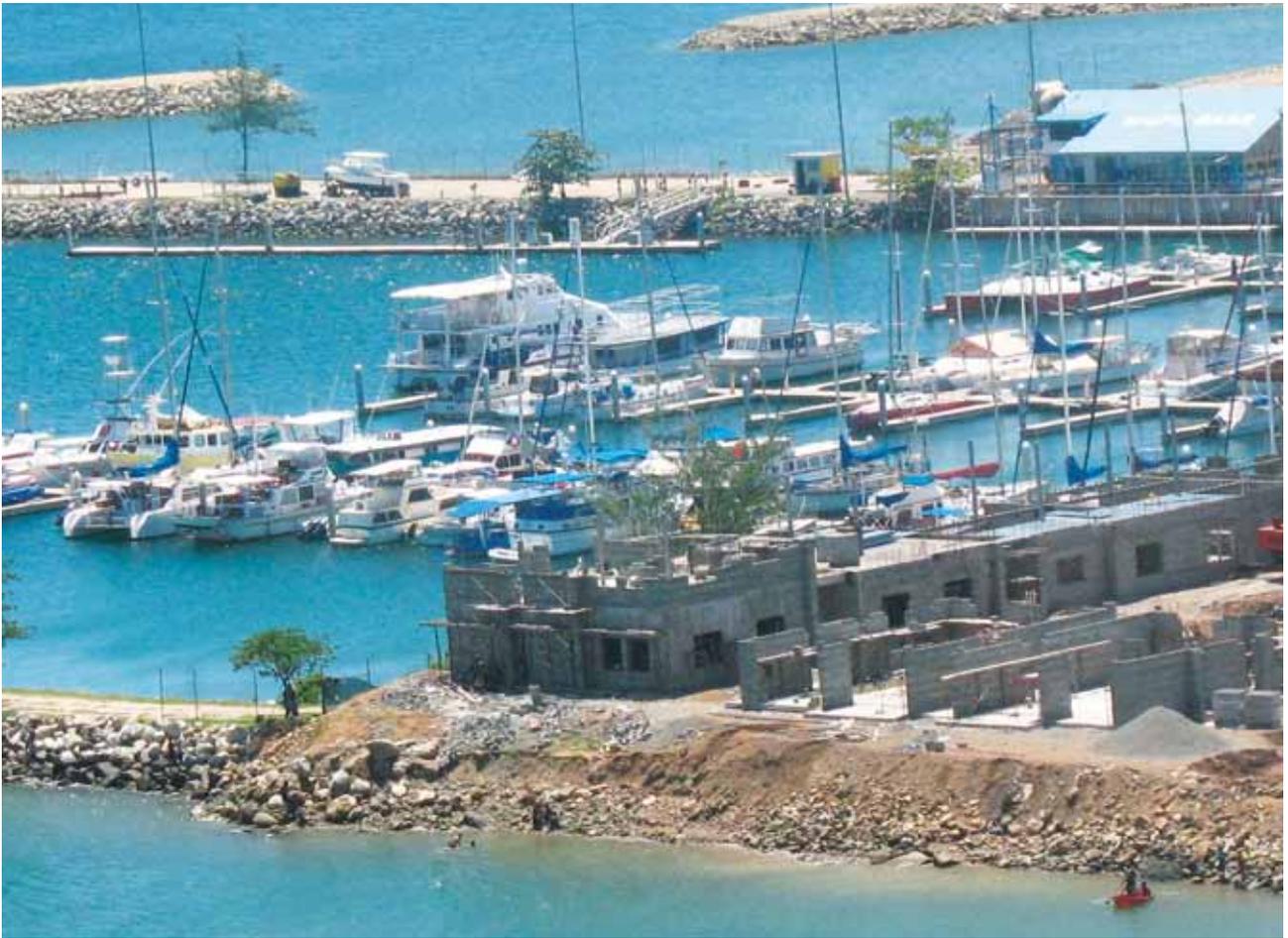
Urban profiling in Papua New Guinea has been carried out at the national level and in the cities of Port Moresby, Goroka and Kokopo. The cross-cutting nature and multi-stakeholder participation of the urban profiling is important for planning and project identification for cities in Papua New Guinea and for their joint funding by national, provincial and local governments, as well as international donor agencies. The importance of urban profiling is a major part of the urban development plan preparation and may provide solutions to some of the critical urban issues.

The overall intention of urban profiling is to assist developing countries in the Pacific region to identify their urban conditions, priority needs and capacity gaps and find out how institutions are responding to these issues. The urban profiling also intends to measure the seriousness of urban-related problems and gaps, and to be able to compare them to standards required by the Millennium Development Goals, so that corrective measures could be taken to reduce poverty.

Max Kep, ML  
Chairman, National Consultation  
Committee on Urbanization  
Director, Office of Urbanization

The urban profiling covers seven main thematic areas, as agreed by the National Urbanization Policy, which include: population and employment; housing, informal settlements and social issues; governance and institutions; environment and climate change; rural-urban linkages, transport and infrastructure; land availability; security, law and order; and gender and HIV/AIDS.

# EXECUTIVE SUMMARY



## INTRODUCTION

The Participatory Slum Upgrading Programme (PSUP) is an accelerated and action-oriented urban assessment of needs and capacity-building gaps at the city level. The programme is supported by funds from the European Commission's European Development Fund and it is currently being implemented in more than 20 African, Caribbean and Pacific countries. PSUP uses a structured approach where priority interventions are agreed upon through consultative processes. The PSUP methodology consists of three phases: (1) a rapid participatory urban profiling at national and local levels, focusing on Governance, Local Economic Development, Land, Gender, Environment, Slums and Shelter, Basic Urban Services, and Waste Management, and proposed interventions; (2) detailed priority proposals; and (3) project implementation. PSUP in Papua New Guinea encompasses a national profile, as well as profiles for Port Moresby, Kokopo and Goroka, each published as a separate report. This is the Papua

New Guinea national report and it constitutes a general background, a synthesis of the eight themes; population and employment; housing, informal settlements and social issues; governance and institutions; environment and climate change; rural-urban linkages, transport and infrastructure; land availability; security, law and order; and gender and HIV/AIDS, and priority project proposals.

## BACKGROUND

The implementation of urban profiling in Papua New Guinea is the result of sustained partnership between the government and UN-Habitat, in response to the apparent overwhelming consequences of rapid urbanization. This urban growth is caused by population increase combined with rapid rural to urban migration, which is placing immense pressure on urban service delivery. Papua New Guinea has an annual national population growth rate of 2.7 percent and

increased rates of rural to urban migration and urban poverty, characterized by poor living conditions and deficits in the housing stock. Key urban infrastructure and services such as roads, drainage systems, as well as water and sanitation systems have deteriorated over the years due to poor maintenance and increased demand of a rising population. Due to the absence of key urban policies such as land use planning and housing, lack of capacity, poor management, and dysfunctional governance structures, all levels of government have become major stumbling blocks to development in Papua New Guinea. The urgent challenges as pointed out in the recently approved National Urbanization Policy include population and employment; housing, informal settlements and social issues; governance and institutions; environment and climate change; rural-urban linkages, transport and infrastructure; land availability; security, law and order; and gender and HIV/AIDS.

Tackling these key urban development challenges could be pivotal in transforming the towns and cities of Papua New Guinea into centres of economic and social development.

## POPULATION AND EMPLOYMENT

It has become obvious that population growth in the urban areas is exceeding national growth rates and the availability of economic development opportunities. Thus, many of the social problems in urban centres are directly related to the disparity between population growth and employment creation which is further complicated by the increasing rural to urban migration.

The increasing population in urban areas has presented many challenges such as increased unemployment, squatter settlements, the lack of service provision, and increased crime.

There is a large labour force due to an increasing population but many are unskilled and even for those who are skilled, there is a lack of employment opportunities. Moreover, there is also unequal distribution of resources in the urban areas due to limited laws governing income generation for urban areas.

Therefore, service provision becomes a real issue for most urban dwellers.

## HOUSING, INFORMAL SETTLEMENTS AND SOCIAL ISSUES

The growth of informal settlements is the result of uncontrolled migration, increased population and the failure of the government to provide affordable housing and land. The high cost of living has resulted in overcrowded living conditions.

Informal settlements are in the urban centres, within the existing fabric and on the fringes of the built-up areas. They are found on state and customary land and are characterized by a lack of planning, basic urban services and infrastructure. Most of the city's low-income workforce lives in informal settlements. However the trend is changing, with middle and high-income earners moving into settlements because of the limited access to formal housing.

Building codes and standards, as well as zoning laws and regulations exist but are ignored. With the lack of a National Land Use Policy and the National Housing Policy, land allocation as per the housing needs are unmet. Hence, the demand for shelter in urban areas far exceeds supply, fuelling the growth of squatter and informal settlements. The problem is worsened by corruption associated with multiple land sales, the lack of effective land management and administration systems. There are also no up-to-date cadastral surveys and land information systems.

## GOVERNANCE AND INSTITUTIONS

Governance in Papua New Guinea faces a number of challenges as it attempts to keep pace with increasing population growth, address corruption and poor revenue collection, as well as respond to reforms with limited authority and with poor representation by urban communities in urban decision-making processes. Urban local governments are ill-equipped to respond to these challenges in a holistic manner because they lack financial and human resources, such as qualified technical staff and strong middle management capacity.

Often, there is no training policy for urban council staff or a suitable means for the systematic measuring of performance. Furthermore, urban sectors in Papua New Guinea have suffered from continuous political volatility with their system of governance.

In most urban areas, the councils are unable to involve

all the diverse communities in the city's decision-making process. There are civil societies that operate in urban sectors but require coordination to maximize their potential. Some city councils have several advantages that could assist in improved governance. These include the creation of new urban wards, emerging partnerships, good governance, and programmes with sister cities (e.g. Alotau) that have developed with participation from civil society as well as the public and private sectors.

## ENVIRONMENT AND CLIMATE CHANGE

The expanding population in urban sectors has given rise to different environmental pressures, and the increased demand for basic urban services. Most urban sectors have limited land for expansion, thus putting pressure on marginal ground and hill slopes. This poses great risks to the built up areas of towns and increases the threat of soil erosion and flooding. Major rivers, beaches and open spaces are polluted.

Existing environmental regulations and by-laws need to be enforced and policies implemented. Council staff and elected leaders need to be trained. The opportunities for broad-based partnerships and income-generating activities should also be explored. The managing of urban waste and the allotment of land for recreation are priority areas for urban centres.

## RURAL URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE

Overall, infrastructure and service provision in Papua New Guinea's cities and towns need major overhaul. In addition, the disparities between rural and urban areas in provision of these services and poor rural to urban transport connections remain a major challenge.

Despite advances in technology, the cost of connecting rural and remote areas is likely to remain high due to Papua New Guinea's diverse and sometimes harsh geographical conditions. This has posed great challenges in new infrastructure development and the upgrading of current infrastructure. More investment is needed in upgrading of infrastructure throughout the country.

Better rural-urban planning and policy integration

offers benefits to rural and urban areas as well as for sustainable development. Many rural problems of poverty, food security, natural resource management and the environment in Papua New Guinea cannot be solved without including the urban and rural links.

Unfortunately, most actions, including those of the Government, have been categorized as either rural or urban. A conceptual framework is needed that links and integrates many of the key rural and urban processes needed for sustainable development and stewardship of both areas, and brings the often mosaic efforts of development and research together for impact on the Millennium Development Goals.

## URBAN LAND AVAILABILITY

Land is an essential element in all forms of development. However, the limited supply of land in Papua New Guinea has affected the provision of adequate housing and affordability of land. Most prime developable land in the urban centres is under customary ownership. Customary land cannot be bought or sold except through long and complex procedures. The government has no jurisdiction over customary land, unless the landowners have an agreement with the government for use of the land. Customary land is not subject to government planning and development controls.

The Department of Lands and Physical Planning manages all land acquisition and development. However, lack of capacity, poor management and dysfunctional governance structures at all levels leads to ad hoc planning. The urgent challenges are to redress the chronic shortage of land in urban areas. Attempts have been made to enter into agreements with urban customary landowners in order to free up their land for development. There is need to transfer land powers from the national level to city authorities and develop a tracking or retrieval system with the Department of Lands and Physical Planning to make the process more accountable to the public.

## SECURITY, LAW AND ORDER

Law and Order problems are worst in Lae and Port Moresby. The high crime rate in these cities is due to factors such as high youth unemployment, the erosion

of cultural values and the huge gap between rich and poor.

Informal settlements are perceived as safe havens for criminals. Common crimes are pick-pocketing, armed robbery, vehicle theft, carjacking, and aggravated assault. Gang rapes and homicides are also increasing in number.

Movement of residents is restricted after dark due to the high crime rates and there are certain no-go zones that can only be accessed under heavy security protection. The Royal Papua New Guinea Constabulary is responsible for law enforcement. While the constabulary has performed well in crisis situations in the past, it is perceived as undisciplined, corrupt and largely ineffective. There are many cases of excessive use of force and police brutality. The poor police performance has been attributed to poor working conditions, as well as meagre salaries and compensation for personnel.

## GENDER AND HIV/AIDS

Despite government's efforts to correct gender inequality, disparities persist. Traditional and cultural practices dictate that women are relegated the roles of childbearing and housekeeping. This hinders the empowerment of women to make choices affecting their lives.

The majority of women in Papua New Guinea lack the formal education that would enable them to venture into income-generating activities. Some women and young girls engage in prostitution to support their families. Women are more vulnerable to HIV/AIDS and other sexually transmitted diseases.

Polygamy, prostitution, homosexuality, and alcohol and drug abuse are the major factors that contribute to the high rates of HIV/AIDS and sexually transmitted diseases in cities. HIV/AIDS mainstreaming and workplace policies need to be developed and operationalized to ensure that the government and private sector support the Provincial AIDS Council and the National AIDS Council in carrying out effective awareness campaigns on HIV/AIDS and gender-related matters.

# BACKGROUND

## INTRODUCTION

The Urban Profiling is a rapid, action-oriented assessment of urban conditions, focusing on priorities, capacity gaps, and existing institutional responses at the local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national, and regional levels, through an assessment of needs and response mechanisms, and as a contribution to the wider-ranging implementation of the Millennium Development Goals. The study is based on an analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil societies, the private sector, development partners, academics, and others. This consultation typically results in a collective agreement on priorities and their integration into proposed capacity-building and other projects, all aimed at urban poverty reduction. The Urban Profiling is being implemented in over 20 African and Arab countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a blueprint for central and local authorities and urban actors, as well as donors and external support agencies.

## METHODOLOGY

The Urban Profiling consists of three phases:

**Phase one** consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium size city and a small town are selected and studied to provide a representative sample in each country. In the case of Papua New Guinea, the capital city and two small cities have been selected. For Papua New Guinea, the analysis focuses on eight themes: population and employment; housing, informal settlements and social issues; governance and institutions; environment and climate change; rural-urban linkages, transport and infrastructure; land availability; security, law and order; and gender and HIV/AIDS. Information is collected through standard interviews and discussions with institutions and key informants, in order to assess the strengths, weaknesses, opportunities, and threats (SWOT) of the national and local urban set-ups. The findings are presented and refined during city and national consultation workshops and consensus is reached regarding priority interventions. National and city reports synthesise the information collected and

outline ways forward to reduce urban poverty through holistic approaches.

**Phase two** builds on the priorities identified through pre-feasibility studies and develops detailed capacity building and capital investment projects.

**Phase three** implements the projects developed during the two earlier phases, with an emphasis on skills development, institutional strengthening and replication.

This report presents the outcomes of Urban Profiling Phase One at the local level in Papua New Guinea.

## URBAN PROFILING IN PAPUA NEW GUINEA

Urban Profiling in Papua New Guinea is one of the four similar exercises conducted in Papua New Guinea, besides those in Kokopo, situated in East New Britain Province, Goroka, situated in Eastern Highlands Province and Port Moresby, the capital city. Each urban profile is published as a separate report.

The national consultation was conceived as a partnership platform co-developed with the Office of Urbanization, the Ministry of Inter-governmental Relations, Ministry of Community Development, Ministry of Lands and Physical Planning, and with statutory authorities such as the National Housing Corporation, as well as with national and international non-governmental organizations.

The aim was to develop options for formal inter-agency collaboration in order to create a coordination body integrating a wide-range of urban stakeholders in a single response mechanism.

**TABLE 1: CURRENT INSTITUTIONAL FRAMEWORK FOR URBAN DEVELOPMENT, URBAN PLANNING AND URBAN MANAGEMENT**

<b>FUNCTION</b>	<b>LOCAL LEVEL</b>	<b>PROVINCIAL AND DISTRICT LEVEL</b>	<b>NATIONAL LEVEL</b>	<b>SPECIALIZED AGENCY</b>
Land registration		- Provincial lands office - District lands office	- Ministry of Lands and Physical Planning (Office of Land Administration) - National Provincial Lands Office	
Land use, subdivision and development plans	Port Moresby	Provincial planning boards in four provinces - Port Moresby, Morebe, East New Britain, Milne Bay, and Sandaun	National Physical Planning Board	
Land development	Port Moresby	Provincial Physical Planning Boards - for example Morebe and East New Britain	- National Physical Planning Board - Papua New Guinea Land Board	National Housing Authority
Public Housing				National Housing Authority
Public Health and Social Welfare	- Local level government - Port Moresby	Provinces and districts	- Department of Health - Department of Rural Development	
Building	- Local level government - Port Moresby		- Department of Health - Building Boards (State Lands)	
Roads and drainage	- Local level government - Port Moresby	Provinces and districts	- Department of Works, Transport and Civil Aviation	
Power				Papua New Guinea Power
Water and Sanitation	- Local level government Port Moresby	Provinces and districts	- Department of Works, Transport and Civil Aviation - Papua New Guinea Water Board - Department of Health	Eda Ranu
Urban Management	Port Moresby			Office of Urbanization

## REPORT STRUCTURE

This report consists of:

- a general background of the urban sector in Papua New Guinea based on the key issues identified in the National Urbanization Policy; findings of the Port Moresby, Goroka and Kokopo assessment reports; a desk study; interviews; focus group discussions; and a national consultation workshop held in Port Moresby in December 2011. The background includes data on urbanization trends; urban economy and urban poverty; social dimension; urban service provision; urban financing arrangements; institutional governance for urban development, planning and management; legal framework for urban development, planning and management; and urban policies and programmes.
- a synthetic assessment of eight main areas – population and employment; housing, informal settlements and social issues; governance and institutions; environment and climate change; rural-urban linkages, transport and infrastructure; land availability; security, law and order; and gender and HIV/AIDS – in terms of the institutional set-up, regulatory framework, resource mobilisation, and performance. This second section also highlights agreed priorities and includes a list of identified projects; and
- a SWOT analysis and an outline of priority project proposals for each theme. The proposals include beneficiaries, partners, estimated costs, and objectives and activities.

## GOVERNANCE AND INSTITUTIONS



The appropriateness of institutions and governance is crucial to achieving better urban quality of life as currently there is a lack of dynamism and cohesion characterizing the institutional framework for the urban sector. Thus, Papua New Guinea's urban sector requires greater autonomy so as to ensure effective, efficient and equitable development of its urban areas.

The decentralization and strengthening of core functions to local administrations is important. This can be done by increasing their responsibilities in managing land, housing, upgrading of squatter settlements, roads, provision of water, and sanitation. There needs to be formal training programmes focusing on the ability of local administrations to discharge and improve, properly, their urban management and development functions.

With limited authority and poor representation of urban communities in municipal decision-making processes, urban governments in Papua New Guinea are battling to keep pace with increasing populations, to overcome corruption and to improve revenue collection.

Urban governments cannot respond to these challenges holistically as they lack the money and human capacities, which contributes to the lack of services in most urban areas.

There are civil societies that operate in urban sectors but require coordination to maximize their potential. Some city councils have advantages that can help them improve their performance. These include the creation of new urban wards and the emerging partnership, good governance and programme with sister cities (e.g. National Capital District and Alotau) that have developed with the participation of civil society and the public and private sector.

### INSTITUTIONAL SET-UP

- The national Government, the Ministry of Internal Government Relations and the provincial governments supervise, support, and provide resources to all urban governments. This limits the ability of local governments to make independent decisions on spending priorities and policies.

- The Office of Urbanization has been set up, in collaboration with key agencies involved in urban development.
- Organizational structures and operational capacities of urban governments are characterized by political interference, a centralized decision-making structure, lack of funds and weak administrative capacity, and constrained service delivery and physical planning.
- The potential for public-private partnerships in service delivery has not been fully explored though some good examples exist.
- Non-governmental organizations and civil society organizations are numerous and involved in urban affairs to differing degrees. However, there is no formal institutionalized involvement mechanism, such as an urban forum, to engage all stakeholders in civic affairs collectively.
- There are some newly-created institutional structures promoting broad-based stakeholder participation. These include the Papua New Guinea Urban Council, the Chamber of Commerce and Industry and the Mayors and City/Town Managers' Conference.
- The National Urbanization Policy approved by the National Executive Council is now a legally-binding document to guide all development in urban centres and provides a useful guide to all urban governments.
- The National Economic Development Plan and the Medium Term Development Plan 2010-2030 offer significant policy developments for the city, rural communities and national levels.
- Regional considerations are introduced through experiences of other cities and towns in Papua New Guinea.

## PERFORMANCE AND ACCOUNTABILITY

- In all urban centres except the National Capital District, the mayor is chosen from the elected ward councillors. Therefore, the mayor is often not accountable to urban residents but to the councillors. In the National Capital District, the governor is the elected regional member of the national Parliament and the chairman of the National Capital District Commission. The commissioners, with the exception of three elected members, are appointed and are not accountable to citizens.
- Monitoring and evaluation of the council's (National Capital District Commission) activities is weak and there is no system for measuring performance against the existing service standards.
- For most urban centres, a Ward Development Committee is in place in all wards. These committees offer a framework for participatory planning and budgeting, while for the National Capital District there have been community consultations in the preparation of physical development plans and policies. However, for all, there is room for improvement.
- There is no communication strategy between urban governments and city residents, no information policy and no formal complaints procedure. The city mayor or town manager attends to complaints on an ad hoc basis.
- Non-governmental organizations and civil society organizations are active but they lack the coordination to make concerted demands on urban governments.

## REGULATORY FRAMEWORK

- All urban governments are empowered under the Organic Law on Provincial and Local Level Government to make their own laws.
- The Organic Law on Provincial and Local Level Government calls for the establishment of ward development committees that set out a framework for participatory planning and budgeting. However these committees need to be strengthened, especially their linkages to the urban government.
- Only a few urban governments have development plans drawn up in consultation with all the urban stakeholders.
- The Physical Planning Act gives the provincial government (Provincial Physical Planning Board) planning responsibility because city councils lack the capacity to plan, including the areas of traditional land and settlements.

- There is a need to review and improve legislation and policies regulating urban services.
- Urban residents feel that their culture and way of life is under threat from expanded urban development. They also feel marginalized and therefore there is need to include them in the decision-making.

## RESOURCE MOBILIZATION

- Expenditure has not been cost-effective in that it has not given the best return to the community. This could be improved by stronger corporate planning linked to urban and social planning.
- Urban governments are inefficient at revenue collection because of the absence of up-to-date information on revenue sources and lack of computerization and registration of revenue sources.
- There is need for the village courts in urban areas to be strengthened and supported.
- Urban governments are not autonomous but depend on the central government for funds and budget allocations.
- The primary sources of internal revenue for urban governments are garbage and sanitation rates, trading licenses and market fees. These revenue could be maximized if they could be effectively gathered within a proper revenue collection system. The other main revenue sources are the national and provincial governments.
- National and provincial governments are responsible for collection of other major revenue sources like land rates.
- There is potential for broad-based stakeholder partnerships but this is not adequately exploited.

## AGREED PRIORITIES

- Effective and efficient administration of spatial and social development.
- A physical planning system, aligned with development administration priorities and operating as a precursor to land administration practice.
- Optimum performance of town and city governance.
- Development and maintenance projects carried out in a timely and effective fashion.
- An optimum level of performance in technical, professional and managerial areas.
- Ongoing programmes and activities are fully aligned with identified and agreed development priorities.

<b>GOVERNANCE</b> N°1	<b>Project proposal</b>	<b>Page 37</b>
	Voter education, democratic and governance awareness project	
<b>GOVERNANCE</b> N°2	<b>Project proposal</b>	<b>Page 37</b>
	Good Governance and Anti-Corruption Education Project	
<b>GOVERNANCE</b> N°3	<b>Project proposal</b>	<b>Page 38</b>
	Youth democracy camp	

# HOUSING, INFORMAL SETTLEMENTS AND SOCIAL ISSUES

The growth of informal settlements is the result of uncontrolled migration, increased population growth and the failure by respective governments to provide affordable housing and land to match this increase. The high cost of living has resulted in overcrowded living conditions in such settlements.

These settlements are found throughout urban centres, within the existing fabric and on the fringes of the built-up area. They are on state and on customary land and are characterized by poor infrastructure as well as basic urban services.

Most of the city's low-income residents live in informal settlements. However, the trend is changing, with middle and high-income earners moving into settlements because of the limited access to formal housing.

There are three types of settlements in the country's urban centres:

1. **Planned settlements:** these are recognized formal settlements within city boundaries
2. **Unplanned settlements:** these are the unplanned informal communities on prime land within the town boundary where basic urban services are unavailable. Residents of these settlements are subjected to eviction threats by the provincial government, which requires this land for formal urban development. Squatters on land have no legal rights; hence have no secure tenure over the land they occupy. Other settlement colonies are on wasteland or steep slopes and gullies where eviction threats from city authorities are minimal.
3. **Village settlements:** these are informal settlements on traditional land on the urban fringes. The occupation of such land is arranged through informal agreements between the traditional landowners and the settlers. An annual land rental fee is agreed upon with the landowners for the occupation of such land or by fulfilling customary and social obligations with regard to the landowners.

Building codes and standards, zoning laws and regulations exist but are ignored. With the lack of a National Land Use Policy and the National Housing Policy, insufficient land is set aside to meet housing needs. Hence, the demand for shelter in urban areas far exceeds supply, thereby fuelling the growth of informal settlements. The dilemma is worsened by corruption

associated with multiple land sales, the lack of effective land management and administration systems. There are also no current cadastral surveys and land information systems.

Land needs to be made available for low-income housing in urban centres to reduce informal settlements. Policies are needed that require large commercial enterprises to provide low-cost accessible housing to their employees.

More urban centres need to follow the National Capital District Settlements Strategic Plan 2007-2011 in meeting the challenges of informal settlements. Urban centres can do this by creating pilot settlement projects where land is formally leased from the landowners. Urban centres also need the money, skilled personnel and political support with which to implement the action plan adequately.

Ample housing is critical in promoting healthy living standards which, in turn, enhance development in other sectors such as health, education, economic development, and employment. Housing is a basic need that stimulates growth in the land and housing industry, with ripple effects on other sectors of the economy. As the urban population increases, the private sector becomes the major player in providing housing.

## INSTITUTIONAL SET-UP

- No particular ministry is responsible for dealing with the informal settlements, after a housing policy change in 1986 that left housing development to market forces. Initiatives by individual ministries and statutory organizations are on a small-scale and do not cater to the low-income sector.
- The primary sector responsible for informal settlements, land policies and allocation is the Department of Lands and Physical Planning. The urban local level government has little responsibility for the informal settlements. However, the health inspectors may comment on the design and maintenance of septic disposal systems within town boundaries.
- The National Urbanization Policy should set the platform for urban development and stakeholder coordination.
- Decision-making and planning are highly centralized and residents of informal settlements

are largely uninvolved in urban decision-making processes. The urban planning process allows for community consultation and comment. However, no formal mechanism exists to incorporate informal settlements in decision-making.

- Since urban governments report to the Ministry of Local Government, they feel less responsible to take action on the informal settlements. There is a disconnection between these institutions and this is worsened by lack of financial resources.
- The inability of urban governments to plan and cater for the settlement areas has resulted in non-governmental organization and community-based organizations getting involved, although they lack the needed coordination.
- The capacity of the municipality is constrained by the lack of money and limited powers, since important decisions (regarding land allocation, for example) are made by the central Government.

## REGULATORY FRAMEWORK

- The present regulatory framework including the Land Act, the Physical Planning Act, the Building Act, the Informal Sector Act, and the National Capital District Commission Act provides for settlement improvement in Papua New Guinea.
- The capacity of the urban government is constrained since important decision-making powers - for issues like land allocation - are held by the central Government agencies.
- There are no up-to-date guidelines for design and utility service provision in the informal settlements.
- There are no pro-poor policies in place to deal with informal settlements upgrading.
- There are no pro-poor land policies in place.
- There is no current land use plan or over all master plan.

## RESOURCE MOBILISATION

- There is no service infrastructure development in settlements but there is hope for improvement through the National Urbanization Policy and the

National Capital District Settlements Strategic Plan.

- Urban governments lack the financial capacity to allocate funds for informal settlements upgrading and they rely mostly on Government grants and internal revenues.
- City authorities lack the financial capacity to deal with problems fully in all settlements, especially with regard to informal settlement upgrading and development.
- There are several small-scale non-governmental organization-funded initiatives aimed at improving informal settlements. However, most of these initiatives are undertaken in isolation and are poorly coordinated.
- Micro-financial assistance to settlement dwellers is insufficiently developed.
- Budget allocation for physical planning is too small.
- There is limited capacity for building partnership for service delivery in the informal settlements.
- Financial assistance to settlement dwellers is not sufficiently developed; they have limited access to credit and loans.

## TENURE

- Some 97 percent of land in Papua New Guinea is customary in nature. Of the remaining land, 2 percent is government-owned and 1 percent is freehold tenure.
- The Division of Lands lacks the resources and capacity to retrieve, adequately, rent owed to State Land. It also lacks sufficient funding to attend to informal settlement improvement or the housing shortage.
- Information on land allocation does not reach the poor communities on time; the majority are unaware of the legislation concerning their land rights and have difficulty accessing this information.
- The land on which most informal settlements are built is either State wasteland or freehold tenure, given to the settlers by traditional landowners so that they could collect rent. As the land is held in freehold and State wasteland tenure, opportunities

for settlement upgrading are constrained by the high-cost of compensation and planning difficulties.

**AGREED PRIORITIES**

- Public and private enterprises recognize the importance of providing low-cost housing infrastructure.
- Making formal housing affordable to all, especially the poor.
- Ensuring that public servants and their families are housed adequately.
- Ensuring that land and finance are readily available for informal settlement upgrading.
- A higher school completion rate.
- Ensuring that the youth are in harmony with urban communities.
- Ensuring easy access to affordable health facilities.

## GENDER AND HIV/AIDS



In spite of government efforts to attend to gender inequality, disparities persist in the urban sector. Sociocultural practices continue to hinder women from participating in decision-making and from many forms of development.

Traditional and cultural obligations often relegate women the role of child-rearing and household chores, which continues to undermine their empowerment. Decision-making at all levels continues to be dominated by males. Very few women are represented at the local government level. As a result, most local governments have a women's office specifically created to deal with women's issues. Unfortunately, there are no specific programmes to focus on the empowerment of women. A few efforts have been made by non-governmental organizations and church groups in mobilizing women in the fight for gender equality and the fight against HIV/AIDS. The efforts and determination of the Council and the Government in redressing gender disparities in urban centres is greatly hindered by the strong cultural and traditional values in respective communities and wards.

Women in urban areas are also vulnerable to domestic violence. Lack of education and employment opportunities places them in a difficult financial situation. Some women are forced into prostitution in a desperate attempt to earn a living.

Prostitution and promiscuous behaviour increases vulnerability to sexually transmitted infections such as HIV/AIDS. There are several HIV/AIDS Voluntary Counselling and Testing Centres available in different urban centres. These also offer treatment and training for people living with HIV/AIDS. A lot of HIV/AIDS information has been accessed by people in recent years through awareness programmes. Unfortunately, many people living with HIV/AIDS suffer discrimination and often feel unwanted in their communities.

Despite the challenges women face, they have steadily taken over responsibilities previously occupied by men. However there is little acknowledgment of women's participation at the community level. The main goal is to empower women with domestic and life skills that

## AGREED PRIORITIES

- Conduct awareness campaigns on equal gender participation.
- Better coordination among gender and HIV/AIDS focused organizations.
- Strengthening leadership, partnership and networking among all stakeholders on HIV/AIDS.
- Improve accessibility to accurate and up-to-date information on HIV/AIDS, including sex education to all vulnerable people.
- Expanding and promoting Voluntary and Counselling and Testing Services in the urban centres, including effective management of antiretroviral treatment through capacity-building of health workers.
- Effective management and coordination of all civil societies involved in gender programmes.
- Improve budgetary support for women empowerment programmes.
- Mainstream gender issues in the workplace.

would enhance their standards of living and enable them to contribute to decision-making in their communities.

## RESOURCE MOBILIZATION

- The Provincial AIDS Council oversees HIV/AIDS-related matters and is supported by the National AIDS Council, provincial governments and the Department of Health. HIV/AIDS is seen as a social as well as a health issue.
- There is a Gender and Development Office in the Department for Community Development and a Women's Desk at the city authority office. These deal with gender issues and empowering of women through capacity-building programmes. Their efforts, however, are limited and require wider involvement of other sectors.
- Papua New Guinea's law and justice sector is involved in promoting gender equality through

anti-discriminatory legislation.

- The National Policy and Strategic Plan on Gender and HIV/AIDS (2000-2010) was developed by the National AIDS Council. This policy aims to identify the needs of both genders, promote leadership of women, empower women, reduce gender inequalities through multi-sectoral partnerships, and mainstream gender into all HIV/AIDS activities.
- NGOs supported by donor agencies are actively involved in dealing with gender and HIV/AIDS-related issues but their efforts are ad hoc and require coordination and support from all sectors.
- There are many civil society organizations and churches working on HIV/AIDS and gender issues, but they are poorly equipped and lack coordination and support from all sectors.
- There are several existing women church groups and faith based organizations actively involved in women's empowerment activities in Kokopo.

## PERFORMANCE AND ACCOUNTABILITY

- Voluntary Counselling and Testing Centres are available but they delay reporting back to health centres. They also lack confidentiality, access to antiretroviral medicine, are understaffed, and underutilized.
- There is a lack of awareness of gender and HIV/AIDS issues in public and private institutions as well as in the civil society.
- There is no gender or HIV/AIDS sensitization training for council staff.
- HIV/AIDS stigma results in negative attitudes towards people living with HIV/AIDS and their families.
- Civil society organizations working with gender and HIV/AIDS issues lack coordination.

## ENVIRONMENT AND CLIMATE CHANGE

All major urban centres suffer from multiple pollution and degradation coupled with population increase. The urban environment is under threat from vegetation clearance, especially on marginal land such as hill slopes, for human settlement. The factors which result in high pollution rates are inadequate collection, treatment and management of domestic household litter, as well as institutional, industrial, commercial, and medical wastes.

There is poor monitoring and control of industrial discharge and sewerage from households, industrial and commercial establishments. Other problems include air pollution generated from increasing motor traffic and their emission, poorly-controlled industrial discharge and unpaved roads. There has been a marked increase in second hand cars from Japan in the National Capital District. There is also inadequate funding for construction, operation and maintenance of environmental assets such as open spaces and flood ways being developed by the Office of Climate Change and Development.

Weak environmental policy planning and management as well as limited administrative capacities by urban authorities result in various urban challenges. The Urbanization Policy aims to create better living environments suited to the range of needs and demands of urban dwellers. At the same time, the policy seeks to make a positive and tangible contribution in minimizing the impacts of climate change.

There is need for greater emphasis on sustainable planning, especially with customary landowners, on the layout and settlement design that would encourage adequate areas for living as well as communal or household areas for family primary production. There is also need for a physical and environmental structure plan developed to deal with major challenges, such as encouraging use of public transport and providing multipurpose drainage areas as a means of minimizing impacts of climate change.

In order to reduce car reliance and reduce emissions and pollution, there needs to be a greater concentration of settlements around public transport corridors. In addition, efforts need to be made within the current development of a national climate change policy to work towards carbon neutral towns and cities. This would minimize physical expansion of urban areas and reduce the carbon and energy consuming “footprint” of urban sectors, especially that of Port Moresby.

### INSTITUTIONAL SET-UP

- The Department of Environment and Conservation formulates policy proposals and oversees policies relating to environment and conservation. It also administers legislation related to environmental planning and conservation.
- The Department of Environment and Conservation, as the national regulatory agency, is tasked with the responsibility of ensuring that development activities take place in a manner that does not cause environmental harm. The decision-making process involves environmental impact assessments, environmental permitting, in addition to ongoing management and monitoring to ensure that there is compliance with relevant standards.
- A key function of the Department of Environment and Conservation’s Environment Division is to administer the issuance of environment permits and ensure compliance through ongoing management and monitoring. Urban governments, through their Environmental Health Section, assist in an advisory capacity and with monitoring. However, they lack the human and financial capacity to plan, manage, develop and implement urban environment collection, disposal and conservation activities.
- The National Capital District Commission has a Waste Management Section that assists in an advisory capacity, and with compliance as well as monitoring. However, it does not have a separate environmental planning unit to implement existing environmental policies and promote environmental awareness.
- Insufficient awareness of the Environment Planning Act (2000), has resulting in environmental issues being improperly dealt with at the local level.
- There are some environmental community-based organizations, non-governmental organizations and international organizations operating in the area that have the potential to make a lasting impact on the environment. The Environmental Acts and Regulations provide the legal and institutional framework for environmental management but are poorly understood and implemented.

## REGULATORY FRAMEWORK

- The Environment Planning Act 2000 provides the principal legal and institutional framework for environmental planning and protection.
  - The Act provides for the protection of the environment and regulation of the environmental impacts of development activities in order to promote sustainable development. It also provides for public involvement through the public consultation process. However, this is mostly for large projects with significant environmental impact.
  - The Physical Planning Act of 1989 also provides the legal basis for the implementation of environmental policies specific to the city as highlighted in the National Capital District Urban Development Plan. Environmental issues are given prominence when dealing with physical planning matters.
  - The Environmental Management and Coordination Act of 1999 provides the legal and institutional framework for environmental management, but is poorly understood and implemented.
  - Many environmental regulations (such as banning the keeping of livestock in public or urban areas) are outdated and unenforceable due to their prohibitive nature. These regulations require review and amendment. The Department of Environment and Conservation is translating the national law into applicable by-laws tailored to respond to the challenges in urban centres.
  - There is no active policy for public involvement in encouraging good environmental governance.
  - Though there are environmental laws and regulations tackling pollution, they are not enforced due to lack of financial and human resources.
  - The city council has not published any document that states citizen rights in regard to access to services such as sanitation facilities.
- decides on resource allocation for environmental projects. This tends to be directed at major rural projects and often overlooks those of urban areas.
- In Port Moresby, the National Capital District Commission does not allocate money for a specific environmental budget. Environmental projects are incorporated into allocations under the Commission's various departments that have environmental components.
  - The Ministry of Local Government makes important decisions about resource allocation for environmental projects, which limits the ability of urban governments to decide on their environmental priorities.
  - The environmental budget of the city council is mainly spent on beautification, street cleaning, waste collection, and conservation issues. The budget is inadequate to tackle major environmental challenges.
  - There is generally poor local revenue collection for environmental activities such as garbage and sanitation. The main sources of revenue are spot fines and fees for use of market, toilets, private waste disposal, landscaping, as well as machinery and equipment hire which, combined, contribute to the budget.
  - The Department of Environment has been recently granted approval to establish an Environment Development Fund. The facility will look at an expanded resource base that includes inspection levies, private operator levies, grants, donations, and donor support (including corporate support).
  - The recently approved Eco-Conservation Park at Kokopo, which charges user fees, is a good example of a broad-based partnership for environmental management that should be encouraged in other urban centres.

## RESOURCE MOBILIZATION

- The Government allocates a budget to the Department of Environmental Conservation and

### AGREED PRIORITIES

- Urban development takes place with minimum damage to ecosystems and biophysical environment.
- Urban settlements are planned and serviced in advance and upgraded within planned frameworks.
- Greater use of climate change assessments in the planning and urban development process.
- Identification of practical adaptive measures for use at household, village and wider city level.
- Integration of holistic approaches to minimizing carbon and greenhouse emissions in urban areas (such as a carbon neutral urban balance sheet approach) into urban development assessment and strategic planning.
- Greater use of Clean Development Mechanisms approaches in reducing urban generated greenhouse gases.

- There is a lack of awareness and enforcement of existing environmental standards. These standards also need revision and updating.

<b>ENVIRONMENT</b> N°1	<b>Project proposal</b>	<b>Page 45</b>
	Tree planting programme	

<b>ENVIRONMENT</b> N°2	<b>Project proposal</b>	<b>Page 45</b>
	Mangrove reforestation	

<b>ENVIRONMENT</b> N°3	<b>Project proposal</b>	<b>Page 45</b>
	Public waste management	

### EMPOWERMENT AND ACCOUNTABILITY

- Environmental awareness among the residents and within the city councils is weak and mostly emphasized only during significant days such as the World Environment Day, celebrated annually. There is no programme in place to follow-up and reinforce the issues highlighted at these annual celebrations.
- There is lack of sufficient resources to raise awareness of environmental issues and disseminate information.
- There is no communication strategy to raise awareness on environmental issues and the council is poor at information dissemination and dialogue.
- There is a lack of coordination and enforcement of existing environmental policies and standards.
- There are insufficient financial and human resources to take care of awareness campaigning, training and public private partnerships.

## SECURITY, LAW AND ORDER



The breakdown in urban communities has led to a call for the development of an urban social charter, to deal with the roles and responsibilities of people living in urban settlements to the environment and to the local government. The charter would also require urban residents to be considerate of the basic principles of good governance and a proclamation of a consensus on social values and norms.

It would need a generation or more to accomplish major change. Crime has had a negative effect on the urban sectors in the country over the years and remains a concern. The reasons for increased crime include high youth unemployment rates, the erosion of cultural values and the large gap between the rich and the poor. As the cities expand, the crime rates escalate. Informal settlements are perceived as hideouts for criminals, although criminals also come from the formal housing areas. Common crimes reported are pick-pocketing, armed robbery, vehicle theft and car-jacking, aggravated assault, and criminal damage. As a result, residents and

visitors of some urban centres are restricted in their movement around the city, especially after sunset.

The Royal Papua New Guinea Constabulary is the nation's law enforcement body. While the constabulary has performed well in past crisis, it is perceived as undisciplined, corrupt and largely ineffective. There have been many cases of excessive use of force. Poor pay and lack of facilities have been proffered as reasons for poor police performance. Due to the lack of confidence in the constabulary, private security companies are commonly used in the formal areas of the urban centres.

The judicial system is also problematical. State prosecution services are largely ineffective and unprofessional, with common incidences of non-appearance in court, loss of files and loss of evidence. The ineffectiveness of the Correctional Institutional Service is also due to the deteriorating facilities, overcrowding and an undisciplined police force.

The existing law and order situation receives adverse publicity overseas and this is a deterrent to foreign investment and potential tourists. The law enforcement and judicial systems in the urban centres of Papua New Guinea need considerable strengthening and improvement.

- There is a lack of coordination between the law enforcement and justice systems.
- There is a decline in family and cultural values and lack of community responsibility in maintaining peace and order.

## INSTITUTIONAL SET-UP

- The Royal Papua New Guinea Constabulary, which is under The Internal Security Ministry, oversees all law-related matters through the police headquarters in all major urban centres and existing suburbs. However, most of the existing police stations are run down and require upgrading to provide effective police service.
- The Correctional Institutional Service provides prison rehabilitation programmes. However, the impacts of this programme are minimal.
- Under the Safer City Initiative, the National Capital District Commission has coordinated the Yumi Lukautim Mosbi Project.

### AGREED PRIORITIES

- Communities are made safer by throwing criminals in jail.
- Promoting respect for people and public and private property.
- Children and women are allowed to develop to their potential without fear of assault, dominance or exploitation.
- People of all ages and social groups conduct their lives with dignity and self respect, and with respect for others.
- Land is only used after rights of occupancy and use are established.

## RESOURCE MOBILIZATION

- Various NGOs are involved in capacity-building programmes to improve social and economic conditions for low-income groups. However, these efforts are ad hoc and require coordination.
- The National Capital District Commission and all urban governments give limited logistical support to village courts and settlements to enable them to effectively carry out their duties. There is a need for increased support to the village courts to improve their performance.

## EMPOWERMENT AND ACCOUNTABILITY

- There is a lack of police professionalism in dealing with criminal cases.
- Although there is a neighbourhood watch programme in some communities, there is still urgent need to empower the communities to deal with law and order problems collaboratively with other respective partners.

**LAW AND ORDER**  
N°1

**Project proposal**

**Page 47**

Eastern Highlands Law and Justice Sector Pilot Project

## LAND AVAILABILITY

In Papua New Guinea, land ownership falls under two main categories: alienated and customary land.

Alienated land refers to that which is initially acquired from the customary landowners and is then owned and administered by the State through leasehold and freehold interest. Alienated land in Papua New Guinea comprises three percent of the total land mass. Alienated land is comprised of State vacant and undeveloped land, State leasehold land, freehold and private land.

Customary land refers to land that is not owned by the State but by the indigenous People of Papua New Guinea whose ownership rights and interest are regulated by their customs. In Papua New Guinea, the Customary Land Holding Unit is the clan. Members acquire ownership rights through inheritance (Source: Department of Lands and Physical Planning [http://www.lands.gov.pg/Services/Land\\_Administration/LA\\_Services/Land\\_Acquisition/Land\\_Tenure.htm](http://www.lands.gov.pg/Services/Land_Administration/LA_Services/Land_Acquisition/Land_Tenure.htm) Adapted from the United Nations Human Rights Housing Rights Assessment Mission to Papua New Guinea 29 June - 9 July 2010, p.12).

Land is critical for urban development and future expansion. In Papua New Guinea, land has been utilized to capacity and the expansion of cities has been constrained either by rugged terrain or by traditional land surrounding the cities.

In addition, the existence of informal settlements on customary land within the cities or on the fringes also pose a major barrier to expansion.

The land shortage has already caused rapid growth of informal settlements. This can be seen on traditional land on the city boundaries where the government has no legal mandate to plan and manage development. Acquisition of traditional land for public use is also expensive and traditional landowners from peri-urban villages are reluctant to sell to the government for urban development.

The National Urbanization Policy identified shortage of land for urban development as a hindrance to sustainable development. The policy aims to facilitate the provision of adequate supply of land, that is, customary, State and private, so that there can be a robust land market and orderly urban development. It is essential that land is made available to meet the increasing demand, thus supporting current and future economic and social needs in improving urban development.

There is now a greater need for awareness and working together with customary landowners on how to determine the best use of their land; the costs of urban development and economic returns; and how best to manage the collective affairs of the incorporated land owning group relating to the land being developed.

Subject to political will, existing mechanisms are available under the Physical Planning Act to declare future urban areas via the Development Plan Process. In the case of land under customary ownership, while land can be compulsorily acquired it is best negotiated for development with landowners and working together. This has been one of the lessons learned from the pilot projects involving the acquisition of customary land for urban development (housing, schools, roads and services) in Taurama Valley, National Capital District, and Fanufa in Goroka.

The mobilization of customary land will be a complex process involving the extension of service infrastructure networks and carrying out of development without isolating land from the traditional landowners.

## INSTITUTIONAL SET-UP

- The city authority (National Capital District Commission) for the National Capital District and urban governments, which hold administrative physical planning functions, are devoid of lands powers. These powers are held at the national level. This means that planning and decision-making about land is not integrated and decisions are often in conflict.
- For Port Moresby, the National Capital District Commission has been, for several years, attempting to transfer land functions from the national to city level without success.
- There is a Lands Unit within the Department of Regulatory Services of the National Capital District Commission but it is largely under utilized.
- Attempts at resolving customary land ownership disputes are initially handled in the village courts, otherwise matters are referred to Local Land Courts.

- A National Land Development Taskforce in 2006 made several recommendations to the national government on the administration of state and freehold land as well as access to and development of customary land.
- The Office of Urbanization has pilot projects on accessing customary land for urban development.

## REGULATORY FRAMEWORK

- The Land Act of 1996 allows the Government to control and manage land through the establishment of a Land Board and through the authority of the Minister for Lands and Physical Planning.
- Powers and responsibilities are shared between the minister, the Land Board and the Departmental Head. As a general rule, the Land Board considers applications for leases and makes recommendations to the minister.
- Under the Land Act (1996) the Government, through the minister, can acquire land by agreement with the landowners or by compulsory means. The Act also makes provisions for the rights to compensation of landowners for land acquired.
- The Land (Tenure Conversion) Act of 1963, the Land Groups Incorporated Act of 1974, the Land Disputes Settlement Act of 1975, and the Land Registration Act of 1981 have provisions dealing with customary land.
- The Department of Land and Physical Planning's Office of the Registrar of Incorporated Land Groups administers the Land Groups Incorporated Act.
- It has been recognized that the legislation relating to the registration and mobilization of customary land needs revision.
- The National Capital District's Urban Development Plan contains broad land use proposals for the entire city, while all urban governments need to review and improve their Urban Development Plans.
- The Department of Land and Physical Planning is working on a sustainable land management policy that should guide comprehensive land use planning for the country.

## RESOURCE MOBILIZATION

- There is a shortage of land available for urban development.
- Major constraints to formal land supply at local level.
- Planning processes are outdated and are insufficient to deal with current needs of mobilizing land with diverse groups of landowners.
- Inadequate liaison and involvement of customary landowners in mobilizing land for urban purposes.
- Fragmented ownership of land poses land supply problems for coordinated planning.
- The National Department of Lands and Physical Planning has a generous budget for land operations and decision-making throughout the country.
- Urban governments do not have any land powers.
- Urban village courts should be properly constituted and resourced to deal effectively with land disputes at the village level.

## PERFORMANCE AND ACCOUNTABILITY

- Poor administration of State leasehold, State freehold and private freehold land.
- There have been widespread allegations of corruption and irregular practices within the Department of Land and Physical Planning.
- Poor coordination between the Department of Physical Planning and the National Capital District Commission, which result in land decisions and in land parcels being created without the input and approval of the Department of Physical Planning, leases issued contrary to zoning, leases issued over reserved land, double allocations of land, lack of forfeiture action, and lack of transparency in the decision-making process concerning Urban Development Leases.
- Inefficient land dispute settlement system resulting in many outstanding land dispute cases.

- There is no tracking or retrieval system within the Department of Lands and Physical Planning to enable departmental staff to determine where clients' applications are in the process. If such a system was in place, this would make the Department of Lands and Physical Planning more accountable to its clients.

### AGREED PRIORITIES

- Adequate serviced land is available and accessible to meet economic and social needs.
- Greater use of formal land development programmes.
- Processes in place by which all key stakeholders are involved in the land supply process.
- Timely and adequate supply of customary land for development.
- Greater emphasis on realizing partnerships and the benefits of working together.
- Effective and efficient use of land.
- Landowners are fully involved in development processes without loss of land rights.

## RURAL-URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE



There are obvious disparities in the distribution of infrastructure and basic services between the urban areas and traditional villages; and, in all urban areas, between affluent areas and informal settlements.

Service delivery is logistically challenging and expensive. For this reason, most communities have difficulty accessing quality health care, education and adequate transport as well as basic infrastructure. Roads in the rural wards are improperly maintained and basic services like water supply are lacking. Since the urban governments are unable to meet the demand for infrastructure and basic service, they need to create favourable structures for partnerships with potential stakeholders.

The National Transport Plan primarily focuses on roads and opportunities for improvements where spatial linkages are prioritized through adequate transport channels such as road, sea and air, as well as communication networks. With properly maintained infrastructure, accessibility to a wide-range of services such as education and health will be made easier.

In Port Moresby, expenditure in the new millennium has focused on new and upgraded arterial roads at the expense of feeder and local access roads. The result has

been a severe deterioration of these arteries.

Currently, there is poor connection between the urban and the rural population, mostly due to an inadequate transport network. This is also a result of the harsh geographical conditions and unpredictable climatic factors (e.g. causing floods) and others such as the lack of Government funding for upgrading roads.

The existing system of governance continues to treat rural and urban development as unconnected sectors, thereby reducing urban-rural linkages. Moreover, governments divide planning into separate urban bureaus and once settlements reach the status of municipality they are administratively separated from the rural hinterland.

Donor funding is available for infrastructure nationwide, which should encourage the national government to provide co-funding. Government support is essential in encouraging foreign investors. A better rural-urban policy integration offering benefits to urban and rural residents is to be encouraged so that rural-urban linkages will be strengthened and rural livelihoods improved. More importantly, a conceptual framework is required in integrating many key rural and urban processes required for sustainable development

and stewardship of both areas, and of bringing the different development and research efforts together for impact on the Millennium Development Goals. The National Urbanization Policy on rural-urban linkages, infrastructure and transportation primarily aims to support urbanization through the distribution of adequate transport systems and the provision of basic town and city infrastructure.

## INSTITUTIONAL SET-UP

- The Provincial and Local Level Service Monitoring Authority and the Provincial Coordination Monitoring Committee check service delivery in the provinces.
- The Public Sector Reform Management Unit monitors performance of service delivery in the rural areas.
- The Department of District Development monitors district service improvement programmes and provides funding to Members of Parliament as part of its District Development Fund for development projects.
- The Department of Transport is mandated by the Government to formulate policy proposals and oversee policy relating to efficient infrastructure.
- There is need to institutionalize an urban transport planning and management framework within all urban governments.

## REGULATORY FRAMEWORK

- Administer and facilitate the formulation of relevant policies and legislation to achieve safe, social, economic and environmentally sustainable transport solutions for Papua New Guinea.
- The National Urbanization Policy created avenues for traditional landowners within the peri-urban areas to free up their land for urban development while still maintaining full ownership of their land resource.
- The Organic Law on Provincial and Local Level Government guides the powers and jurisdiction of provinces and districts.

- Provincial and Administration Act 1997 guides the administration of provinces and districts.
- Physical Planning Act 1989 guides all physical development in urban areas.
- Public Finance Management Act provides authority to the Central Supply and Tenders Boards to execute contracts worth 10 million kina or more on behalf of the Government.

## PERFORMANCE AND ACCOUNTABILITY

- The Department of Provincial and Local Government Affairs monitors service delivery performance for each fiscal year and reports to Parliament (Section 119 Reports).
- The Department of District Development monitors the District Service Improvement Programme funds of up to 10 million kina given to each Member of Parliament as part of their District Development Fund for development projects.
- The Auditor General's Office monitors the financial expenditure and the performance of provinces for every fiscal year, and reports to Parliament (Section 114 Reports).
- The National Economic and Fiscal Commission and the Department of National Planning and Monitoring sets standards for implementation, benchmarks and targets for monitoring.
- The Provincial and Local Level Service Monitoring Authority and the Provincial Coordination Monitoring Committee scrutinizes service delivery in the provinces.

## RESOURCES MOBILIZATION

- All development projects worth 10 million kina and more go through the Central Supply and Tenders Board for approval.
- The Government supports capital expenditure through the National Budgetary Process.
- Domestic or Internal Revenue Generation and donor support.

## AGREED PRIORITIES

- Air, road and sea transport networks in place which will allow movement to and from urban areas and their rural hinterland.
- Appropriate urban infrastructure in place.
- Pro-poor communities targeted for assistance.
- Appropriate rural infrastructure in place.
- Improved skills of local administrations, technical staff and elected representative to better manage their urban development and planning mandates in addition to urban service and infrastructure investments in towns, including the peri-urban and informal settlements.
- Investigate use of a Challenge Fund.
- Explore alternative financing sources.
- A regulated transport system operating effectively and efficiently.
- Only appropriate and well-designed roads constructed.
- National, provincial, local, and priority rural roads maintained to required operational standards.
- Appropriate drainage solutions in place for existing and proposed developments.
- Adequate street lighting and signage are maintained.

<b>RURAL - URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE</b> N°1	<b>Project proposal</b>	<b>Page 51</b>
	Highlands region road maintenance and rehabilitation	

<b>RURAL - URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE</b> N°2	<b>Project proposal</b>	<b>Page 51</b>
	Harbour city communication rehabilitation	

## POPULATION AND EMPLOYMENT

Population growth in urban sectors is exceeding national growth rates and the available economic development opportunities. Thus, many of the social problems in urban centres are directly related to the disparities between population growth and employment creation as well as increasing rural-urban migration.

Currently the urban population is increasing at a high rate, mostly because of rural-urban migration. Many challenges come with this increase. They include more unemployment, crime, informal settlements, and poor basic urban services.

There is a high labour force due to an increasing population but many are unskilled. Even for the skilled, there are few employment opportunities. Moreover, there is unequal distribution of financial and other resources in urban sectors due to limited laws governing income generation for urban sectors. Hence, the National Urbanization Policy indicates “population and employment” as one of its most important priorities. The policy aims to develop a hierarchy of mega-cities, major cities and national interest cities to support a more appropriate distribution of population, economic growth and development. This policy is correlated to the goals, objectives and aims in the Constitution, the National Development Strategy 2010-2011, and the National Population Policy of 2000-2010.

The policy aims to narrow the gap between population and employment growth through the implementation of a hierarchy of cities that could be well planned and managed. The policy direction is to develop five strategically located economic growth centres (mega-cities), nine major cities and 14 other cities identified as being of national interest. These cities would receive direct assistance from the national Government in developing a plan for urban development, working closely with local stakeholders. It is predicted that these mega-cities will have autonomous status, with all other cities being respective provincial headquarters. It would also likely reverse the current trend of having Port Moresby as the country’s leading city.

The concept of mega-cities and service centres would greatly assist in managing the movement of people and prevent their concentration in very few major locations. This would also require strong political support. In addition, better manpower training is vital to create a skilled workforce.

### INSTITUTIONAL SET-UP

- The National Statistics Office has a mandate, as stipulated in the Statistical Service Act 1980, to conduct the national census every 10 years. Under this Act, the National Statistics Office is a central

executing agency for conducting censuses and surveys. Appropriate line agencies provide support in the coordination and execution of components of the census/survey operations.

- The Department of National Planning and Monitoring is responsible for developing the National Population Policy. This department is the key agency that draws up national development plans. It also contributes to developing the national budget as per the priority needs of the different provinces and sectors.
- Decision-making and prioritization of development needs for the country is also influenced by demographic analysis from the census data supplied by the National Statistics Office.
- The Department of Labour and Employment is mandated to manage the country’s workforce.

### REGULATORY FRAMEWORK

- The Department of National Planning and Monitoring gives directive to the National Statistics Office to conduct census, collect and analyse data.
- The public sector comes under the Public Service Commission which looks after the welfare of public servants.
- The private sector has its own workers’ unions which are all governed by the Labour Employment Act.
- Industrial Relations Act 1962 caters for all industrial matters including minimum wages, occupational health and safety and other welfare issues.
- The Employment Act of 1978 governs all forms of employment and states what types of activities can be classified as employment for the purpose of remuneration and tax. The act also protects against child labour.

### PERFORMANCE AND ACCOUNTABILITY

- The Department of Treasury collects data from the Internal Revenue Commission through personal income tax to monitor employment rates.

- The national population census takes place every 10 years and monitors population indicators, including employment.
- Government’s employment restructure through rightsizing of its employees to maximize productivity and save costs.

## RESOURCE MOBILIZATION

- The national Government funds the national census.
- There is poor management coupled with lack of technical expertise in managing and conducting the national census.
- Government’s inability to provide jobs has led to increasing unemployment.

### AGREED PRIORITIES

- Papua New Guinea human settlement hierarchy adopted.
- Mega-city concept in place for 28 cities of varying sizes throughout Papua New Guinea.
- Even development throughout the nation.
- Decentralization of government services and functions.
- Investment in businesses with large scale employment of labour.
- Maximum use of local labour in development and urban maintenance projects.

POPULATION AND EMPLOYMENT N°1	<b>Project proposal</b>   <b>Page 53</b>
	Urban Youth Empowerment Project

POPULATION AND EMPLOYMENT N°2	<b>Project proposal</b>   <b>Page 53</b>
	Fish Farming

# GOVERNANCE AND INSTITUTIONS

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<b>INSTITUTIONAL SET-UP</b>				
<p>City Sister Network is a good governance and capacity building project in partnership with Australian urban councils.</p> <p>Existing urban development plans (National Capital District and Alotau) set out tangible objectives for city development.</p> <p>Presence of civil society organizations.</p> <p>Some measures established involve civil society organizations in urban decision-making.</p> <p>Establishment of regional cooperation and experiences in all urban councils.</p>	<p>There has been political instability and uncertainty about the current system of city governance.</p> <p>Local communities have been excluded from urban decision-making.</p> <p>The city authority has a weak administrative capacity which has resulted in weak monitoring and evaluation of activities.</p> <p>There is weak corporate planning within the city authority.</p> <p>There is no comprehensive training policy within the city authority.</p> <p>There is poor coordination between stakeholders.</p> <p>Increased cases of corruption and lack of transparency in governance.</p> <p>There is evidence of corruption and mismanagement of urban resources.</p> <p>Urbanization challenges are not given priority in the national budget.</p>	<p>There are some new partnerships emerging with stakeholders.</p> <p>Comprehensive training for councillors and staff of urban governments will improve governance.</p> <p>An improved communication strategy will improve governance.</p> <p>Fighting corruption will improve accountability and transparency.</p> <p>There is substantial potential for broad-based partnerships.</p>	<p>Political uncertainty about the system of governance and political interference in management activities hinder effective management and delivery of services to residents.</p> <p>Unplanned and uncontrolled physical development, e.g. squatter settlements, undermines the balanced development of cities.</p> <p>Lack of financial and technical expertise.</p> <p>Existing Town plan processes are not fully understood.</p> <p>Poor planning capacity.</p>	<p>Improve corporate planning and management practices, to achieve more accountability and transparency.</p> <p>Improve budget formulation processes to enable more cost-effective use of funds to give the best return to the community.</p> <p>Formulate a comprehensive training policy and undertake capacity-building and staff development.</p> <p>Improve community participation in all levels of governance in urban decision-making.</p> <p>Improve accountability and transparency within the urban government.</p> <p>Improve revenue collection efficiency.</p> <p>Facilitate and coordinate the NGOs working in the area and promote broad-based partnerships among all urban stakeholders.</p> <p>Improve communication channels between the councils and the general public.</p> <p>Review the functions, political and administrative structures to make them more responsive to the needs and aspirations of the urban and rural population.</p> <p>Strengthen Ward Development Committees in the rural and urban areas.</p> <p>Properly manage urban growth.</p>

<b>RESOURCE MOBILISATION</b>				
Urban governments have a reliable funding source, i.e. they receive a share of Value Added Tax.	<p>Expenditure has not been properly utilized in that it has not given the best return to the community.</p> <p>There is poor performance in other areas of revenue collection, apart from Value Added Tax.</p> <p>Lack of a vision and strategy for economic development.</p>	<p>Revenue collection could be substantially improved through the introduction of an up-to-date computer-based property database.</p> <p>Training council staff involved in budgeting and finance management.</p> <p>Engage the private sector in assisting local revenue collection, as it is independent and not weakened by patronage relationships.</p>	<p>Diversion of funds.</p> <p>Corruption.</p> <p>Lack of corporate planning.</p> <p>Lack of training, resources and political will.</p>	<p>Improve the revenue collection system by implementing an effective Information Technology system and building human capacities through training.</p> <p>Promote equitable taxation and pro-poor policies.</p> <p>Develop an economic planning policy.</p>
<b>EMPOWERMENT, ACCOUNTABILITY AND SOCIAL ISSUES</b>				
	There is no communication strategy.	There is need to identify other revenue sources. Existing revenue sources need to be better managed	The traditional residents of the city feel that their culture and way of life is under threat from expanded urban development.	<p>Improve communication channels between the city authority and the general public.</p> <p>Draft a Citizen's Charter system and implement an accountable system of governance.</p>

<b>GOVERNANCE AND INSTITUTIONS</b> N°1	<b>Project proposal</b>
	Voter Education, Democratic and Governance Awareness Project

**LOCATION:** Port Moresby and other urban centres.

**DURATION:** 18 months.

**BENEFICIARIES:** Residents of urban centres.

**IMPLEMENTING PARTNERS:** Transparency International Papua New Guinea in partnership with Drama Groups such as the National Performing Arts Theatre in Goroka, Mt. Hagen and Southern Highlands.

**ESTIMATED COST:** USD 120,000

**BACKGROUND:** To do pre-election awareness through drama advocating good governance and leadership.

**OBJECTIVE:** To reach out to people using drama as a tool to bring forth the message of good governance.

**ACTIVITIES:** Drama performances in various locations in Papua New Guinea.

**OUTPUT INDICATORS:** (1) Voters vote without fear and intimidation. (2) Eliminating bribery and corruption.

**STAFF REQUIRED:** Project coordinator from Transparency International in partnership with NGOs and theatre groups.

**LOCATION:** National Capital District Commission.

**DURATION:** 3 months.

**BENEFICIARIES:** National Capital District Commission officers and eventually residents of Port Moresby, through improved performance and service delivery.

**IMPLEMENTING PARTNERS:** National Capital District Commission, UN-HABITAT, and a training organization.

<b>GOVERNANCE AND INSTITUTIONS</b> N°2	<b>Project proposal</b>
	Good Governance and Anti-Corruption Education Project (GGACE Project)

**LOCATION:** Primary and secondary schools nationwide.

**DURATION:** 12 months.

**BENEFICIARIES:** Teachers in the upper primary and lower secondary schools.

**IMPLEMENTING PARTNERS:** United Nations Development Programme, Transparency International and the Papua New Guinea Department of Education.

**ESTIMATED COST:** USD 224,000

**BACKGROUND:** The democratic health of Papua New Guinea is greatly weakened due to lack of integrity in institutions and flawed elections resulting in poor governance and declining levels of human development. One tool that can be used to reduce the problem is the implementation of civic education in schools. Currently, there is a great shortage of teaching materials in Papua New Guinea especially since the curriculum has been reformed. There are currently no materials for civic education. United Nations Development Programme and Transparency International's partnership with the Department of Education will develop and implement civic education materials for use in upper primary and in lower secondary schools nationwide. This development will be overseen by an advisory committee of experts currently working in the education sector.

**OBJECTIVE:** (1) Students will increasingly be able to identify the functions of and interact with civil society and the national integrity institutions. (2) Students will be better able to demonstrate skills of active citizenship which model and promote democratic governance. (3) Students will be better able to interact with state institutions and thus demand and articulate criteria for better governance. (4) Teachers will be better able achieve civic education outcomes as stated in the curriculum.

**ACTIVITIES:** A trial teaching resource book will be presented to the Teachers Group for comment and it with continue to be refined.

**OUTPUT INDICATORS:** There will be five output

indicators for this project based on the following aims:

- (1) Civic Education Teaching Kit for Upper Primary Schools. Output Indicator: Number of kits produced. Baseline: One copy per school.
- (2) Eight Civic Education Teaching Kits for Lower Secondary Schools. Output Indicator: Number of kits produced. Baseline: One copy for each unit per school.
- (3) Civic Education Student Book for lower secondary. Output Indicator: Number of books. Baseline: One copy for each unit per school.
- (4) Teacher training in interactive methodology. Output indicator: Number of teachers trained. Training days completed: Baseline: 80.40.
- (5) Conducting drama performances throughout chosen locations using the partner organizations.

**STAFF REQUIRED:** Project coordinator from Transparency International in partnership with the Education Department.

often lack information and are often side-lined when it comes to decision-making.

The camp will target 60 youth and will teach them the skills required to participate in governance and provide them with the opportunity to practice those skills in real life situations.

**OBJECTIVE:** (1) To demonstrate to youth ways they can participate in activities that promote good governance. (2) To train the youth in democracy, good governance, transparency, and advocacy skills. (3) To teach the youth how efficient governments should work. (4) To show the youth that they have common concerns shared across ethnic groups. (5) To teach good leadership skills.

**ACTIVITIES:** Transparency International will bring together secondary school students (aged 16-19) and those who have already left school and are engaged in community leadership roles and teach them required skills to participate in governance and provide them with the opportunity to practice those skills in real life situations.

**OUTPUT INDICATORS:** Youth imparted with good leadership skills.

**STAFF REQUIRED:** Project coordinator from Transparency International in partnership with the Education Department and associated schools.

<b>GOVERNANCE AND INSTITUTIONS</b> N°3	Project proposal
	2008 Youth Democracy Camp

**LOCATION:** Students in grade 10 -12 (aged between 16 - 19) placing special emphasis on students from rural areas and girls.

**DURATION:** 6 months.

**BENEFICIARIES:** Youth of Papua New Guinea.

**IMPLEMENTING PARTNERS:** National Department of Education, schools nationwide and Transparency International Papua New Guinea.

**ESTIMATED COST:** USD 224,000

**BACKGROUND:** It is the view of Transparency International that the citizens of Papua New Guinea have little and declining faith in democratic processes and the rule of law, due to rampant and unchecked corruption and poor governance. The youth of Papua New Guinea are a key to stopping the cancer that is corruption. Unfortunately, the youth are not often regarded as the key players in fighting corruption despite making up a large proportion of the population. They

# HOUSING, INFORMAL SETTLEMENTS AND SOCIAL ISSUES

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<b>INFORMAL SETTLEMENTS UPGRADING STRATEGIES</b>				
<p>The National Urbanization Policy is in place.</p> <p>NGO involvement in slum improvement programmes and projects.</p> <p>Papua New Guinea's Development Strategic Plan has included urbanization as a priority development area.</p>	<p>There are no recent population statistics on slums nationwide.</p> <p>The population estimates are calculated from the 2000 census.</p> <p>Lack of a city development plan, which undermines the ability to plan for housing and integrate informal settlements more effectively within the overall city development plan.</p> <p>Capacity building programme for officers to manage informal settlements.</p> <p>Lack of coordination between the NGOs, government agencies and municipal authorities.</p> <p>Lack of guidelines on subdivision and utility service provision in informal settlements.</p> <p>Informal settlement dwellers typically receive little support from the authorities.</p> <p>Poor communication between the council and its residents.</p> <p>Lack of low cost housing.</p> <p>Approach to development is not based on proper physical planning.</p> <p>National government development policies places more emphasis on rural than urban development.</p>	<p>Lessons from previous upgrading interventions in other centres should be adopted by all other urban centres.</p> <p>A conducive policy environment for informal settlement upgrading and increasing government commitment to the informal settlements upgrading.</p> <p>Private sector industries operating in the urban areas can contribute to informal settlement upgrading.</p>	<p>Lack of coordination between NGOs and urban governments which results in the duplication of efforts and poor management of settlement upgrading programmes.</p> <p>Inappropriate settlement improvement designs without guidelines.</p> <p>Political interference and lack of political will to implement informal settlement upgrading programmes.</p> <p>Informal settlement upgrading may exert pressure, forcing rent increases and displacing dwellers from their existing accommodation.</p> <p>There is no strategy for urban area development that considers economic, physical and environmental planning.</p> <p>Land and financial planning, resource management and informal settlement upgrading strategies are centralized.</p>	<p>Development of a National Settlement Plan as a guide for each urban centre to develop their own settlement strategic plan (e.g. the National Capital District Commission Settlement Strategic Plan). The Plan should have political backing in order for it to be successfully implemented.</p> <p>All stakeholders involved should contribute to the implementation of the informal settlement upgrading plan.</p> <p>Improve networking with a view to developing partnerships with all stakeholders and establish an institutional framework to administer and coordinate NGO and donor assistance.</p> <p>Conduct awareness and education to ensure better understanding of the rights and obligations of informal settlers.</p> <p>Commence sustainable low-income settlement development in urban centres.</p> <p>Established settlements to be recognized as "urban Melanesian villages"</p> <p>Prepare a settlements improvement manual.</p> <p>Introduce a Small Loan Scheme for settlement residents.</p> <p>Formalize service infrastructure provision in the settlements to reduce the urban divide between the formal and the informal settlements.</p> <p>National Housing Corporation to provide low-cost housing schemes.</p> <p>Land and Physical Planning Department to free up land for the construction of low-cost housing.</p>

### RESOURCE MOBILISATION AND ECONOMIC DEVELOPMENT

<p>Informal sector activities provide income generating opportunities.</p> <p>Urban centres are the drivers of economic development.</p> <p>Increased interest of donors and NGOs in the informal settlements.</p>	<p>Lack of funding opportunities for poor city residents to improve their living conditions.</p> <p>Declining living standards within the cities.</p> <p>Inequitable access to services undermines economic development in the informal settlements.</p> <p>Inadequate budgets for responding to community development needs.</p> <p>Lack of an urban council strategy for promoting local economic development.</p> <p>Poor economic planning within the urban council.</p> <p>Inability to fully utilize the existing revenue base.</p>	<p>The “wantok” system provides some material support and security.</p> <p>Increasing donor interest in informal settlement upgrading.</p> <p>The possibility of broad-based partnerships in informal settlement upgrading.</p> <p>Increasing importance of the informal sector provides a good opportunity to improve living standards.</p>	<p>Deteriorating conditions in the informal settlements.</p> <p>Inadequate revenue collection.</p> <p>Lack of a physical and economic development policy for the city.</p> <p>Inequitable and corrupt land allocation system.</p> <p>Donor support is unpredictable and unsustainable.</p> <p>Informal land transactions threaten prime land for future urban development.</p> <p>Settlers encroaching onto marginalized land face the increased risk of disasters.</p>	<p>Introduce a Small Loan Scheme for settlement residents.</p> <p>Improve the revenue collection capacity of urban councils.</p> <p>Develop an economic plan for the area, including specific plans for the informal sector.</p> <p>Develop a financing strategy for informal settlement upgrading.</p> <p>Develop planning standards and licensing procedures that create enabling environment for the informal sector.</p> <p>Improve human capacity and financial resources of the urban councils.</p>
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### EMPOWERMENT AND ACCOUNTABILITY - SOCIAL DEVELOPMENT

<p>Most settlements have community structures in place.</p>	<p>There is a lack of awareness on rights and responsibilities of the residents.</p>	<p>Residents of informal settlements will be able to make better decisions on their well-being if they are more aware of their rights and responsibilities.</p>	<p>Settlement leaders putting personal interests before community interests.</p>	<p>Conduct awareness workshops on rights and responsibilities of settlement residents.</p>
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HOUSING, INFORMAL SETTLEMENTS AND SOCIAL ISSUES N°1	<b>Project proposal</b>
	Health Promotion Programmes

**LOCATION:** Port Moresby.

**DURATION:** Ongoing.

**BENEFICIARIES:** Teachers and students.

**IMPLEMENTING PARTNERS:** Departments of Health and of Education.

**ESTIMATED COST:** K 200,000 per year.

**BACKGROUND:** The programme is part of the health promotion and education awareness beginning in Port Moresby (Wardstrip Primary School) and now extended to Goroka (two schools), Madang and Central provinces. The programme started after complaints from parents and reports from school inspectors expressing concern about the health of children.

**OBJECTIVE:** Promote a clean environment and good hygiene for children in schools.

**ACTIVITIES:** (1) Teaching health to students as part of the school curriculum. (2) Promoting healthy living through the media and television.

**OUTPUT INDICATORS:** (1) Improved hygiene in schools. (2) More knowledgeable children on the importance of cleanliness and proper hygiene.

**STAFF REQUIRED:** Teachers.

## GENDER AND HIV/AIDS

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<b>INSTITUTIONAL SET-UP AND SOCIAL DEVELOPMENT</b>				
<p>Existence of a National Policy and Strategic Plan on Gender and HIV/AIDS.</p> <p>Accessible treatment and anti-retroviral drugs for HIV/AIDS.</p> <p>Counselling and nutritional care provided in Voluntary Counselling and Testing (VCT) centres.</p> <p>Collaborative efforts by the Department of Health, the National AIDS Council and the Provincial AIDS Council in addressing HIV/AIDS issues.</p> <p>Civil society's active involvement in addressing Gender and HIV/AIDS issues.</p> <p>The Education Department is able to incorporate HIV/AIDS and gender issues into school curriculums.</p>	<p>Lack of political support for gender issues.</p> <p>Cultural bias.</p> <p>Lack of coordination among gender and HIV/AIDS focused organizations.</p> <p>HIV/AIDS awareness campaigns are not creating an impact.</p>	<p>Capacity-building programmes to empower women.</p> <p>Formulation of a work place policy on HIV/AIDS.</p> <p>Existence of different stakeholders involved in Gender and HIV/AIDS advocacy.</p>	<p>High HIV/AIDS infection rates.</p> <p>Lack of meaningful political support.</p> <p>Male dominated leadership.</p> <p>Stigma against HIV positive individuals.</p> <p>Lack of political will for gender and HIV/AIDS issues.</p>	<p>Conduct awareness campaigns on Equal Gender Participation.</p> <p>Expand and promote VCT services in the urban governments, including effective management of anti-retroviral treatment through capacity-building of health workers.</p> <p>Gender and HIV/AIDS awareness campaigns for the public, private and community sectors.</p> <p>Improve accessibility and accurate and up to date information on HIV/AIDS including sex education to all vulnerable populations.</p> <p>Specific gender and HIV/AIDS training for staff of urban governments.</p> <p>Promote gender and HIV/AIDS awareness by all stakeholders.</p>

<b>GENDER AND HIV/AIDS</b> N°1	<b>Project proposal</b>
	HIV/AIDS Project

**LOCATION:** National AIDS Council Secretariat and Port Moresby.

**DURATION:** 4 years

**BENEFICIARIES:** People Living with HIV/AIDS and their families, women and youth.

**IMPLEMENTING PARTNERS:** Public sector organizations concerned with the prevention and treatment of HIV; Civil society, faith-based organizations, and NGOs concerned with HIV/AIDS; Provincial or district level government bodies and national sectoral agencies; Private sector bodies dealing with HIV/AIDS and workplace policy; People living with HIV/AIDS; Educational and research institutions; and Media organizations.

**ESTIMATED COST:** K 300,000

**BACKGROUND:** The funds for this programme are provided by the Australian Government. These grants are available to all sectors of the community including the government, the private sector, civil society (including NGOs, community and faith-based organizations and the media), provided that the organization can demonstrate that its proposal is likely to impact on the epidemic and that it has the capacity to undertake the proposed activities. Collaborative and intersectoral initiatives are encouraged.

There are two broad categories of grants; research grants and activity grants. Research grants are considered quarterly and activity grants on a monthly basis.

**OBJECTIVES:** “To reduce the HIV prevalence in the general population to below one percent by 2010, improve care for those affected and minimize the social and economic impact of the epidemic on individuals, families and communities.”

**ACTIVITIES:** Projects that undertake activities in the following broad areas will be eligible for grant funding, subject to the assessment of the application by the Activity Grant Committee and subject to the availability of funds.

- (1) Community information on sexually transmitted infections (STIs) and HIV/AIDS.
- (2) Educational activities on personal relationships, STIs and HIV/AIDS.
- (3) Counselling regarding personal relationships, Sexually Transmitted Infections and HIV/AIDS.

(4) Condom promotion and use.

(5) Community care for people living with HIV/AIDS and their families.

(6) Workplace programmes including policy development, education and treatment for STIs and HIV/AIDS (e.g. mining and petroleum industries, factories, transport industry, and contract workers).

(7) Health services directed especially to women’s and men’s sexual health.

(8) Support for HIV/AIDS activities in multisectoral priority programmes.

(9) Support for the formation of People Living with HIV/AIDS groups and support activities for positive individuals.

(10) Support for HIV/AIDS activities for priority populations such as the women and youth.

**OUTPUTS:** The identified and selected groups are to work in any setting which is appropriate to reaching their identified population. Projects may be set in the rural, peri-urban or urban settings; in schools, health facilities, night clubs, markets, or delivered via places of employment, trade unions or church groups. Channels for delivery may also include various media such as television, video, print, radio, and music and social activities such as theatres and sporting activities.

Target high-risk settings with an aim to reduce risky sexual behaviour. Such settings could include brothels, night clubs and informal settlements among others.

**STAFF REQUIRED:** Select groups to work with the National AIDS Council Secretariat in Port Moresby.

## ENVIRONMENT AND CLIMATE CHANGE

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<b>REGULATORY FRAMEWORK AND INSTITUTIONAL SET-UP</b>				
<p>The Environment Act of 2000 provides the principal legal and institutional framework for environmental planning and protection.</p> <p>Most urban development plans contain strategies for achieving environmentally desired outcomes.</p> <p>No climate change policy is in place.</p>	<p>There is poor application of legislation.</p> <p>Poor coordination between the central government and city authority.</p> <p>Lack of a city authority environmental unit.</p> <p>Existing draft climate change policy.</p>	<p>Donor funding is available.</p> <p>There is better coordination between the central government and local authority.</p>	<p>Population increase.</p> <p>Spread of unplanned settlements</p>	<p>Establish an environmental unit within the city authority.</p> <p>Develop an environmental checklist.</p> <p>Development of integrated environmental plan.</p>
<b>ENVIRONMENT EDUCATION AND AWARENESS</b>				
<p>Lack of an information database.</p> <p>Irresponsible attitude of residents towards the environment.</p>				<p>Develop an information database.</p> <p>Conduct environmental awareness campaigns.</p>

ENVIRONMENT AND CLIMATE CHANGE N°1	<b>Project proposal</b>
	Tree Planting Programme

**LOCATION:** Bay hills of Port Moresby.

**DURATION:** 6 months.

**BENEFICIARIES:** Residents of Port Moresby.

**IMPLEMENTING PARTNERS:** Local Communities.

**ESTIMATED COST:** K 150,000

**BACKGROUND:** Plant different varieties of trees to provide shade and make Port Moresby a greener and cooler environment for people to live.

**OBJECTIVE:** To protect the environment by reducing erosion on the hill sides.

**ACTIVITIES:** To plant different variety of trees in order to beautify Port Moresby.

**OUTPUT INDICATORS:** The environment is protected from hillside erosion.

**STAFF REQUIRED:** Local communities.

ENVIRONMENT AND CLIMATE CHANGE N°2	<b>Project proposal</b>
	Mangrove Reforestation

**LOCATION:** Along the Motuan coastline.

**DURATION:** 12 months.

**BENEFICIARIES:** Local Motu-Koita people and the residents of Port Moresby.

**IMPLEMENTING PARTNERS:** National Capital District Commission, Papua New Guinea and the Motu-Koita people.

**ESTIMATED COST:** K 150,000 annually.

**BACKGROUND:** Plant mangroves to protect the coastlines, preserve marine resources and prevent beach erosion.

**OBJECTIVE:** Maintain breeding ground for marine life and protect the coastal environment.

**ACTIVITIES:** Plant different species of mangroves every year.

**OUTPUT INDICATORS:** Coastal environment is protected from coastal erosion.

**STAFF REQUIRED:** Local communities.

ENVIRONMENT AND CLIMATE CHANGE N°3	<b>Project proposal</b>
	Public Waste Management

**LOCATION:** Around Port Moresby.

**DURATION:** Every day all year round.

**BENEFICIARIES:** The residents of Port Moresby.

**IMPLEMENTING PARTNERS:** Local communities and city authorities.

**ESTIMATED COST:** K 700,000

**BACKGROUND:** There is need for proper management of public waste in Papua New Guinea in order to prevent degradation of the environment.

**OBJECTIVE:** Look after drains to ensure people live in a clean and safe environment.

**ACTIVITIES:** Collecting of public waste twice a week by city authorities.

**OUTPUT INDICATORS:** A much cleaner and safe environment.

**STAFF REQUIRED:** Private contractor.

## SECURITY, LAW AND ORDER

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<b>REGULATORY FRAMEWORK AND INSTITUTIONAL SET-UP</b>				
<p>Village Court's Act and establishment of village courts.</p> <p>Established community and traditional network.</p> <p>Church Involvement.</p> <p>Involvement of the Law and Justice Sector.</p>	<p>Poor support to the village courts by national and local governments.</p> <p>Economic pressure due to urbanization.</p> <p>Social services and human welfare are not priorities.</p> <p>Land pressures.</p> <p>Police poorly resourced and lack public trust and confidence.</p> <p>Decline of family and cultural values.</p>	<p>The village court system.</p> <p>Community and traditional values and networking.</p> <p>Spiritual development.</p> <p>Involvement of the Law and Justice Sector in dealing with law and order problems.</p> <p>Political will in upgrading police infrastructure.</p>	<p>Declining family and Christian values.</p> <p>Eroding community and cultural values.</p> <p>High rates of drug abuse.</p> <p>Total breakdown of law and order.</p> <p>Youth unemployment.</p> <p>Ethnic conflicts.</p>	<p>Strengthening village courts.</p> <p>Spiritual development.</p> <p>Promote and maintain a high level of professionalism and ethics in the disciplinary forces.</p> <p>Upgrading police infrastructure.</p> <p>Strengthen coordination among law enforcement agencies and the community.</p> <p>Review rehabilitation programmes for inmates.</p> <p>Strengthen the Royal Papua New Guinea Constabulary and the Correctional Institutional Services with the introduction of more professional training programmes.</p>
<b>RESOURCE MOBILIZATION AND EMPOWERMENT</b>				
<p>Build up the capacity of village courts.</p> <p>Strengthening family, community and cultural values.</p>	<p>Long court processes.</p> <p>Shortage of police personnel.</p> <p>Rundown police infrastructure.</p> <p>Lack of resources.</p>	<p>Effective mobilization and coordination of law enforcement resources.</p> <p>Utilize local leaders in conflict resolution.</p>	<p>Lack of funding.</p> <p>Poor discipline in the police.</p>	<p>Proper training.</p> <p>Fund village courts.</p> <p>Improve working conditions of the police.</p> <p>Increase resources.</p> <p>Capacity-building programmes for unemployed youths.</p> <p>Awareness campaigns on family and cultural values.</p>

<b>SECURITY, LAW AND ORDER</b> N°1	<b>Project proposal</b>
	Eastern Highlands Law and Justice Sector 'Pilot' Project

**LOCATION:** Goroka and the Eastern Highlands Province.

**DURATION:** 5 years.

**BENEFICIARIES:** Local Communities in the Eastern Highlands Province.

**IMPLEMENTING PARTNERS:** Cardno Acil (Managing Contractor), Eastern Highlands Provincial Administration and other local civil society organizations.

**ESTIMATED COST:** K 1,000,000

**BACKGROUND:** There are a number of sector agencies assisting in different capacity-building and training needs. Sector-wide needs include project implementation, monitoring, evaluation, reporting, and auditing.

**OBJECTIVE:** Improved law and justice activities, planning and implementation in order to reduce serious crime in the province.

**ACTIVITIES:** (1) Training for village courts. (2) Police training. (3) Radio awareness programmes. (4) Support to juvenile justice. (5) Women magistrates' training. (6) Workshop on violence against women. (7) Workshops on preventing child abuse. (8) Rehabilitation programmes in towns and prisons.

**OUTPUT INDICATORS:** (1) Reduction in tribal fighting. (2) Improved efficiency in village courts. (3) Reduced rates of violence against women and children. (4) Improved community policing. (5) Reduction in the incidences of drug abuse. (6) Increased HIV/AIDS awareness.

**STAFF REQUIREMENT:** Partnership with the Eastern Highlands Provincial Government, the Police Department, the Law and Justice Sector, and the Australian Agency for International Development.

## LAND AVAILABILITY

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<b>REGULATORY FRAMEWORK AND INSTITUTIONAL SET-UP</b>				
Land Act 1996. National Land Development Task Force.	Land powers held at the National Level. Conflicting planning and lands decision-making. Poor administration of state leasehold and freehold land. Illegal sale of public land. Complex customary land legislation. Poor management of land by government institutions.	There is a National Land Development Task Force in place. The Department of Land and Physical Planning is currently working on the definition of urban systems and a sustainable land use management policy.	There is no record tracking or retrieval system in place within the Department of Land and Physical Planning. Lack of physical development plans. Increased rural-urban migration	Improve the village court systems. Improve land administration systems in the Department of Lands and Physical Planning to be more transparent and accountable. Develop the capacity of the Lands Unit. Revise the customary land legislation process. Organize and align policies between all sectors. Develop a comprehensive land use plan.
<b>RESOURCE MOBILIZATION</b>				
Availability of vacant customary land.	Land disputes constrain customary land release.	Mobilization of customary land.	Land disputes. Non-release of customary land. Lack of funding for mediation. Informal land transactions on prime land.	Funding and training for mediation. Encourage traditional landowners to register land identified for urban development plans. Launch a customary landowners' awareness campaign on voluntary registration.

<b>LAND AVAILABILITY</b> N°1	<b>Project proposal</b>
	National Capital District Pilot Projects

**LOCATION:** Port Moresby.

**DURATION:** 6 months.

**BENEFICIARIES:** Customary Landowners and the City Authority.

**IMPLEMENTING PARTNERS:** National Capital District Commission, NGOs, Department of Lands and Physical Planning, and Papua New Guinea’s Law and Justice Sector.

**ESTIMATED COST:** To be determined.

**BACKGROUND:** Much of the future urban growth in Port Moresby will have to be concentrated on customary land. The way forward in dealing with this issue will be to resolve land disputes in village courts and local land courts under the Land Disputes Settlements Acts. Court mediators will have to be present. This will demonstrate to customary landowners the opportunities for them to participate in the urban development process, in partnership with other stakeholders.

Moreover, there is at present an inefficient land dispute settlement system resulting in many outstanding land dispute cases. If the village courts system is revised and improved, it could be where customary landownership disputes are resolved and provide an opportunity for customary landowners to be made aware of the city’s urban development.

**OBJECTIVES:** (1) Village courts to be properly resourced to deal effectively with disputes at village levels. (2) Land mediators to be well versed with the Customary Land Dispute Settlement Act and mediation skills as well as city plans. (3) Landowners to be given the opportunity to settle their land disputes in a just manner.

**ACTIVITIES:** (1) Identify training programmes. (2) Make funding available to implement training programmes. (3) City authority to educate the village court chairmen, magistrates, and land mediators on its approved city plans. (4) Construction of multipurpose community halls that could facilitate the court sessions. (5) City authority to budget for mediators’ allowances.

**OUTPUTS:** Better participation by customary landowners in the urban development of the City of Port Moresby in accordance with the approved city plans by the city authority.

## RURAL - URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<b>RESOURCE MOBILIZATION AND EMPOWERMENT</b>				
Existence of funding from the national government and donors.	<p>Inadequate linkages between urban and rural areas.</p> <p>Inadequate provision of infrastructure and services in the urban areas.</p>		<p>Lack of funding.</p> <p>Ineffectiveness of the local administrations to manage the country's infrastructure.</p>	<p>Improved skills of local administrations' technical staff and elected representatives to better manage their urban development and planning mandates.</p>

<b>RURAL - URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE N°1</b>	<b>Project proposal</b>
	Highlands Region Road Maintenance and Rehabilitation

<b>RURAL - URBAN LINKAGES, TRANSPORT AND INFRASTRUCTURE N°2</b>	<b>Project proposal</b>
	Harbour City Communication Rehabilitation

**LOCATION:** All five highlands provinces in the Highlands Region.

**DURATION:** 60 months.

**BENEFICIARIES:** Residents of Papua New Guinea's Highlands Region.

**IMPLEMENTING PARTNERS:** The Department of Transport, the Department of Works and the Asian Development Bank.

**ESTIMATED COST:** USD 2,000,000,000

**BACKGROUND:** The Government of Papua New Guinea is carrying out road upgrading activities in the Highlands Region, in line with the Medium Term Development Strategy (2005 – 2010).

**OBJECTIVE:** Improved lifestyle and living standards by improving accessibility to goods and services.

**ACTIVITIES:** Road maintenance and construction.

**OUTPUT INDICATORS:** Well maintained and rehabilitated roads.

**STAFF REQUIREMENT:** Local contractor.

**LOCATION:** Konedobu, National Capital District.

**DURATION:** 12 months.

**BENEFICIARIES:** Businesses operating in the region.

**IMPLEMENTING PARTNERS:** Banks, National Capital District Commission, Department of Lands and Physical Planning, Water Board, and Eda Ranu.

**ESTIMATED COST:** USD 2,000,000 and K 5,000,000

**BACKGROUND:** There is need to meet the growing needs of businesses operating in the cities in order to promote economic development in line with the City Development Plan.

**OBJECTIVE:** To meet the demands of the growing number of businesses through an improved communication system.

**ACTIVITIES:** Optical fibre and telephone exchange service provision.

**OUTPUT INDICATORS:** A better communication system.

**STAFF REQUIREMENT:** Staff of Teliccom.

## POPULATION AND EMPLOYMENT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<b>INSTITUTIONAL SET-UP AND SOCIAL DEVELOPMENT</b>				
Existence of a national policy complimenting other policies such as health, housing and urbanization.	<p>Poor coordination of population policy.</p> <p>No focal agency to implement population policy.</p> <p>Lack of political support.</p> <p>Lack of updated population data.</p> <p>Lack of a migration policy.</p>	<p>Review of the current population policy.</p> <p>Available labour force.</p> <p>Political awareness by a large number of people.</p>	<p>Lack of up-to-date census data for planning.</p> <p>Overcrowding in urban areas.</p> <p>Increase in rural-urban migration.</p> <p>Political instability.</p> <p>No champions to drive and lead urbanization.</p>	<p>Five-year urban population census.</p> <p>Better service provision.</p> <p>Generation of job opportunities.</p>

<b>POPULATION AND EMPLOYMENT</b> N°1	<b>Project proposal</b>
	Urban Youth Empowerment Project

<b>POPULATION AND EMPLOYMENT</b> N°2	<b>Project proposal</b>
	Fish Farming

**LOCATION:** Port Moresby

**DURATION:** Started in 2010 and is ongoing

**BENEFICIARIES:** Disadvantaged urban youths.

**IMPLEMENTING PARTNERS:** World Bank, UN-Habitat, Australian Agency for International Development, Ginigoada Business Development Foundation, National Capital District Commission, and Yumi Lukautim Moresby Programme.

**ESTIMATED COST:** USD 15,000,000

**BACKGROUND:** The World Bank works in partnership with the Government of Papua New Guinea in supporting priority development issues. The government identified urban youth unemployment as a priority development issue. The Urban Youth Empowerment Project is basically a work placement and work training scheme in the areas of urban and public works incorporating sustainable development principles.

**OBJECTIVE:** To help increase the number of skilled people in the job market in Papua New Guinea, reduce unemployment and reduce urban crime.

**ACTIVITIES:** (1) Job creation schemes. (2) Capacity-building.

**OUTPUT INDICATORS:** Public employment scheme and training.

**STAFF REQUIRED:** Through the National Capital District Commission, subcontractors including the Ginigoada Business Development Foundation and non-governmental organizations.

**LOCATION:** Morata Swamp - Port Moresby.

**DURATION:** 12 months.

**BENEFICIARIES:** Morata youth.

**IMPLEMENTING PARTNERS:** Ginigoada Business Development Foundation and Morata Vocational Centre.

**ESIMATED COST:** K10,000 - K30,000

**BACKGROUND:** Ginigoada Business Development Foundation primarily contributes to capacity-building projects such as skills training for the youth, women and communities in the city. The foundation provides business training and basic life training to residents of Port Moresby's settlements and Motu Koitabuans. For this project, the Ginigoada Business Development Foundation is assisting the unemployed youths in Morata Squatter Settlement to make use of the swampy environment to farm fish that will generate an income.

**OBJECTIVE:** Create self-employment opportunities for the youths.

**ACTIVITIES:** (1) Building a fish box. (2) Purchasing fingerlings and fish feeds.

**OUTPUT INDICATORS:** Increased income from selling fish.

**STAFF REQUIRED:** The project is in partnership with the Morata Vocational Centre. The Ginigoada Business Development Foundation is providing the funds and materials while the skills training will be implemented by the staff at the Vocational Centre.





## PAPUA NEW GUINEA URBAN PROFILE

The Papua New Guinea Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps, and existing institutional responses at local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national, and regional levels, through an assessment of needs and response mechanisms, and as a contribution to the wider-ranging implementation of the Millennium Development Goals. The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics, and others. The consultation typically results in a collective agreement on priorities and their development into proposed capacity-building and other projects that are all aimed at urban poverty reduction. The urban profiling is being implemented in 30 ACP (Africa, Caribbean and Pacific) countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a framework for central and local authorities and urban actors, as well as donors and external support agencies.

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