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PAPUA NEW GUINEA: NATIONAL URBAN PROFILE



Papua New Guinea National Urban Profile

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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

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FOREWORDS



According to research published in UN-Habitat's¹ 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

¹ 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

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

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