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Regional Technical Cooperation Division

PAPUA NEW GUINEA: KOKOPO CITY PROFILE



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

REGIONAL AND TECHNICAL COOPERATION DIVISION

TABLE OF CONTENTS

FOREWORDS	5
EXECUTIVE SUMMARY	7
BACKGROUND	9
GOVERNANCE	13
HOUSING AND INFORMAL SETTLEMENT	19
ENVIRONMENT	23
LAW AND ORDER	27
GENDER AND HIV/AIDS	31
PROJECT PROPOSALS	
GOVERNANCE	15
HOUSING AND INFORMAL SETTLEMENT	21
ENVIRONMENT	25
LAW AND ORDER	29
GENDER AND HIV/AIDS	33

FOREWORDS



According to research published in UN-Habitat's 1 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



As more and more countries in the Pacific are urbanizing, the city and town authorities are confronted with the task of meeting the demands of the growing urban population. These urbanization challenges require comprehensive and sustainable Urban Governance and Management

Systems and Strategies. Both national and local urban authorities are unable to cope with the increasing pressure on urban services. The local urban governments lack financial and management capacities to respond to the proliferation of sub-standard developments and the rising level of urban poverty among the poor urban communities.

The UNDP has supported UN-HABITAT in this project because it contributes to the Millennium Development Goals Target 11 to reduce urban poverty through effective urban governance. The objective of this Urban Profiling study is to develop urban poverty reduction policies at local levels. 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 Urban Profiling is an assessment of needs and capacity-building gaps at the local and national level. This project is currently being implemented in over 20 countries globally. In the Pacific region, this project has been piloted in Papua New Guinea and Goroka, Kokopo and Port Moresby have been selected to form this study. The Urban Profiling study uses a well structured approach where priority intervention projects are agreed through consultative processes.

The Urban Profiling methodology consists of three phases. The **First phase** involves an assessment of key urban issues at the local levels, focusing on Governance, Basic Urban Services, Informal Settlements, Gender and HIV/AIDS, Land and Urban – Rural Linkages. The **Second phase** involves feasibility studies on priority projects identified in the study and policy development as well as training on: settlement upgrading and urban service improvements, local leadership training and management. The **Third phase** involves implementation of these priority projects.

The Urban Profiles will provide a framework for National, Local and Urban Actors, as well as Donors and External Support Agencies.

A handwritten signature in black ink that reads "Jacquie Badcock".

Dr. Jacquie Badcock
United Nations Resident Coordinator
Papua New Guinea

EXECUTIVE SUMMARY

INTRODUCTION

Urban Profiling

The Urban Profiling is an accelerated and action-oriented urban assessment of needs and capacity-building gaps at national and local levels. It is currently being implemented in over 20 countries in Africa and the Arab States, the Caribbean and three Pacific countries. Urban Profiling uses a structured approach where priority interventions are agreed upon through consultative processes.

The Urban Profiling methodology consists of three phases: (1) a rapid participatory urban profiling, at national and local levels, focusing on Governance, Informal Settlements, Gender and HIV/AIDS, Environment, Land, Urban-Rural Linkages and proposed interventions; (2) pre-feasibility study to develop detailed priority proposals; and (3) project implementation.

Urban Profiling in PNG encompasses a national profile, as well as profiles for Port Moresby, Goroka and Kokopo cities, each published as a separate report. This is the Kokopo Cityreport and it constitutes a general background, a synthesis of the four themes, Governance, Informal Settlements, Gender and HIV/AIDS, Environment, an additional expanded theme of Law and Order, and priority project proposals which are considered to be of relevance to the current Kokopo Citysituation.

BACKGROUND

After the destruction of Rabaul Town by the volcanic eruptions in 1994, Kokopo is now the main administrative, commercial and educational centre for PNG's East New Britain province and the New Guinea Islands region. It has grown rapidly over the last 13 years from a small district town to becoming the fourth largest city in the country. It has a population of approximately 23,000 people (both urban and rural). The relocation to Kokopo saw a boom in the construction industry and together with the restoration program funded by the World Bank; investment has surpassed what had originally been in Rabaul.

The formal areas of the city are well served with urban services like water, energy, sanitation, refuse collection, and road network. This is not the same however for the settlements and rural villages and people from these areas often resort to illegal means to access services. Kokopo will continue to grow due to its strategic location in the New Guinea Islands region and the rich agricultural base of the rural hinterland of the province.

GOVERNANCE

Governance in Kokopo comprises of councilors (both rural and urban) that make up the Kokopo Urban Local Level Government (KULLG) as the authority in the city. It is responsible to the Ministry of Provincial and Local Level Government through the East New Britain Provincial Government (ENBPG). However, it has not been keeping pace with the rapid growth of the city and as a result it is ill-equipped to respond to urban challenges in a holistic way. It does not have sufficient financial and human capacities, and the organizational framework needs to be reviewed so it can effectively and efficiently respond to the city's needs and make it more accountable to the urban population. The various Civil Society Organizations (CSOs) in Kokopo offer a good entry point for improving governance and require support and coordination by the council. This will improve communication and meaningful participation by the urban community.

INFORMAL STRUCTURES

About 60% of Kokopo's population live in traditional villages located on the urban fringes of the city in rural like settings. They are characterized by lack of planning, high densities, poor infrastructure and a shortage of basic services such as water, sanitation and electricity. Many settlement dwellers experience acute security and health problems, and are dependent on the informal sector for survival. The KULLG is unable to meet the increasing demand for urban infrastructure and services, and it does not have any pro-poor policies in place to combat the rising urban poverty. There is a need to recognise slum dwellers as a resource and include them in the urban decision-making processes. The council must also improve its planning capacity and incorporate slums into its development plans, while supporting the informal sector and harnessing the potential of broad-based partnerships to address slum upgrading.

GENDER AND HIV / AIDS

Despite governments' efforts to address gender equality, gender disparities continue to exist in Kokopo. According to traditional and cultural obligations, women are relegate the roles of child bearing and taking care of the household. This hinders the empowerment of women to make choices affecting their lives. More combined efforts and resources are needed to break through the socio cultural barrier through an effective coordinated approach linking all stakeholders. HIV/AIDS mainstreaming and workplace policies should be developed and operationalized to ensure all government and private sectors support the Provincial AIDS Council (PAC) and the National AIDS Council (NAC) in carrying out effective awareness on HIV/AIDS and gender related matters.

ENVIRONMENT

Environment issues in Kokopo are increasing as the city grows. These issues have not been adequately addressed due to a weak framework for environmental regulations and implementation both at the national and Local Level. KULLG does not have the financial and human capacity to effectively implement and enforce environment regulations and by-laws. The management of the town's dump site and waste collection is generally weak and is a future threat to the town's water supply system. There is need for increased environmental awareness among all stakeholders, improved regulation of industries, comprehensive environmental planning and management, and creation of local partnership for environmental projects.

LAW AND ORDER

Kokopo was once a quiet and peaceful district town. However, with its rapid growth, crime is becoming a concern within all levels of the community and especially in the settlements as a result of disparities between the various income groups and high consumption rate of drugs and alcohol. People are more cautious when moving around the city, especially after sunset. The Police Force known as the Royal Papua New Guinea Constabulary (RPNGC) is perceived as undisciplined and needs considerable strengthening, so does the judicial system and the Correctional Institutional Services (CIS). The law and order situation has received adverse publicity overseas which is a deterrent to foreign investments.

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