

# DIAGNOSIS OF INSECURITY REPORT

PORT MORESBY, PAPUA NEW GUINEA

*TOWARDS AN URBAN CRIME  
PREVENTION STRATEGY*



SAFER CITIES **4**  
SERIES





# THE PORT MORESBY INSECURITY DIAGNOSIS REPORT:

*TOWARDS AN URBAN CRIME PREVENTION  
STRATEGY*



Copyright: The United Nations Human Settlements Programme  
UN-HABITAT P.O. Box 30030, GPO Nairobi 00100, Kenya

Safer Cities Programme Series 4

HS/721/04E

ISBN: 92-1-131614-6

SERIES: 92-1-131698-7

The opinions expressed in this document are those of the authors and  
not necessarily those of the United Nations

Nairobi, July 2004

## **Acknowledgements**

Preparation of this report would not have been possible without the help of many people. The Safer Cities Programme of UN-HABITAT, Nairobi, would like to express gratitude to its Safer Cities Team in Papua New Guinea who made contributions to its contents.

Sincere thanks also goes to Laura Petrella, the Coordinator for UN-Habitat's Safer Cities Programme (Nairobi) who was the focal point for this report and Cecilia Andersson, Urban Planning Expert, UN-Habitat's Safer Cities Programme for .....

Appreciation is also due for the Safer Cities Team that includes staff, consultants and interns - all of whom dedicated time and knowledge towards the development of this report. The dedicated team of consultants and interns included Kevin Ntwali, who worked on the layout of the publication as well as.....

Paul Taylor, Chief of the Urban Development Branch, and Dan Lewis, Chief of the Disaster, Post Conflict and Safety Section deserve special mention for their overall guidance. Furthermore, we would like to acknowledge the Information and Services Section for reviewing and editing the publication.

## **FOREWORD**

**I**nternationally, crime and violence are increasingly becoming recognised as a developmental problem, particularly in urban areas. The incidences of crime, violence, robbery, gang violence, as well as domestic violence, undermines economic growth, investment and productivity of a country's development, as well as affecting societal and individual well being. Urban crime and violence are not a spontaneous occurrence, but above all, the product of a society characterised by inequality and social exclusion. Measures that protect urban communities from deprivation, unemployment, homelessness, illiteracy and social disintegration will ultimately also protect them from crime. Therefore, at the urban level, issues of inequality, poverty and exclusion are critical to address.

Crime and violence erodes social capital when it reduces trust and co-operation within formal and informal social organisations. The capacity for community-level organisations to function depends on levels of cohesion and the ability to meet locally; this hinges on personal safety issues. Sustained crime and violence often systematically create fear and reduce trust between neighbours and communities. Fear of crime is usually higher where violent crimes are higher. The response, particularly for women, is frequently to avoid certain places after dark. Fear increases urban fragmentation, resulting in a new urban landscape made up of "fortified fragments, from which the poor and marginalised are excluded.

Safety and security concerns must extend beyond reacting to the effects of crime and must address the root causes of crime, gender violence, vandalism, and other forms of delinquent behaviour. Responses must be found with communities and other key stakeholders building on mechanisms based on local culture as well as the resources and capacities of the various stakeholders. The city should take a pro-active role in leading local efforts in this direction, supplementing the role of the state in ensuring safety for all.

Port Moresby, is now among the top developing world cities notoriously labelled with high crime rates. The necessity to formulate relevant policies and design strategic crime prevention and intervention programs is imminent if the figures presented in this report are of any indication. Manifestations of crime and ever so present criminal elements are encountered daily in the National Capital District. The reality of not being able to afford a more relaxed and decent walk or shopping errand without the nagging concern of being victimised in one way or another affects all citizens.

This is not to say that the average citizen or institutions have taken it for granted and thereby internalized the criminal state of the city as ‘the reality’, but many are actively getting involved to find pragmatic solutions – even more want to play a role, but are unsure of their role or how they can contribute. Apart from the law enforcing agencies there are concerned and responsible individuals, families and institutions that are trying or have designed and implemented programs to counter criminal activities and negative attitudes in the city. Unfortunately, the efforts have so far been piece-meal and the expected success story has been limited and somewhat short-lived.

Recognising this, the GoPNG has unreservedly placed safety as the highest priority issue to be addressed, and especially to find a way to solve the high crime levels in its capital city: Port Moresby. With funding support from UNDP and technical assistance from UN-HABITAT’s global Safer Cities Programme, the Safer Port Moresby Initiative was initiated under the Department of Social Welfare Development’s guidance, with the full support of the National Capital District Commission .

This report represents a *diagnosis of local insecurity* which assesses the underlying causes of crime, victim and offender characteristics, to assist partners in identifying strategic areas for intervention through a participatory approach anchored at the community-level. This baseline information was gathered in three main areas: the role of Youth and Crime, Social Crime Mapping, and a review of

responsible institutions. This involved the interviewing of 1500 youths from various parts of the city, conducting focus groups discussion in the Burns Peak settlement, and gathering information on the policies, programmes and projects of institutions involved in the crime and justice system.

The overall diagnosis of insecurity presents the results of the results of the diagnostic phase of the project and is a source of reference for those involved in designing local crime preventions strategies. The diagnosis is also intended to stimulate discussion on how best to understand and address urban crime and violence in the city, sharing an understanding of the priority safety issues and strategic interventions, reacting in a collaborative manner towards crime prevention in Port Moresby. The various members of the Coordinating Committee and other interested groups and individuals are encouraged to suggest and incorporate existing as well as new ideas into the SPMI's proposed best practice approaches towards crime prevention.

Lady Carol Kidu, MP  
Minister of Community Development  
Papua New Guinea

## EXECUTIVE SUMMARY

In 2002, the Government of Papua New Guinea with the support of the United Nations Development Programme (UNDP) and technical assistance from the United Nations Human Settlements Programme (UN-HABITAT) launched the Safer Port Moresby Initiative with the express aim of addressing the underlying causes of crime that have accompanied the unprecedented urban growth of Port Moresby. The Safer Port Moresby Initiative (SPMI) is a citywide crime prevention initiative that is built on partnerships with public, private and popular (sector) institutions that can contribute towards crime reduction in the city. The initiative is presently being run from the offices of the Department for Community Development, formally known as the Department of Social Welfare and Development and works closely with the City Government (National Capital District Commission – NCDC).

The SPMI is a two-phased programme. This first phase focuses on collecting and analysing baseline information and data on the underlying causes of crime in the city, to better inform the partners on possible courses of action, by sharing such information before reaching a consensus on priority interventions and finally agreeing on a strategic Plan of Action. The second phase focuses on strengthening these partnerships through a “Coalition Against Crime” that implements the agreed upon Plan of Action.

One of the key outputs of the first phase therefore, is a *diagnosis of local insecurity* which assesses the underlying causes of crime, the victim and offender characteristics, to assist the partners in identifying strategic areas for intervention through a participatory approach that is anchored at the community-level. This baseline information was gathered from three main areas: the role of Youth and Crime, Social Crime Mapping, and a review of the responsible, corresponding institutions. This involved the interviewing of 1500 youths from various parts of the city, conducting interviews and discussions with focus groups and households in the Burns Peak



settlement, and gathering information on the policies, programmes and projects of institutions involved in the crime and justice system.

A local team was established within the Department for Community Development to coordinate the baseline surveys, with assistance from the UN-HABITAT. The data and information collected were analysed using specialised UN-HABITAT crime and victimisation tools, and social scientific, statistical methods, which enabled the local team to delve deeper into the underlying causes of local insecurity in Port Moresby.

The present reports presents the findings of the diagnosis and identified issues which have been organized into several categories to correspond to a common theme particular to each category: Law enforcement and the justice system, community development, culture and family, urban planning and management. Below is a categorised summary of the main findings:

1. The law enforcement and justice system needs considerable strengthening in order to address the following key issues:

- A general inability to handle cases of minor delinquency;
- The police is perceived to be unprofessional and distanced from the citizens;
- A lack of public confidence in the police and the criminal justice system, whilst the judiciary was found to be very slow, overloaded, ill-suited and outdated;
- A lack of public confidence in police and the criminal justice system; whilst the judiciary was found to be particularly slow, ill-suited, overloaded and outdated;
- Prisons were generally regarded as schools of crime; and
- There is a high incidence of use and ownership of weapons in criminal activities; and there is poor coordination among the key agencies involved.

2. Some of the key findings categorized under the community de-

velopment, culture and family heading include:

- A general decline in traditional family values and community responsibility regarding crime and violence;
- Weakening of traditional mechanisms for dispute resolution; Widespread disintegration of village courts and traditional mediation structures;
- A high correlation between school dropouts/unemployment and criminal activity;
- The emergence of gangs and gang affiliation as a respected way to acquire status and recognition.
- High incidences of violence in criminal activities;
- The *wantok* system protects and contributes to criminal activities;
- There are no
- A general lack of legitimate regulatory mechanisms and social controls, which further contribute to disorder and violence.

### 3. Urban Management and Planning

- The feeling of insecurity is compounded by lack of access to basic services, land and other amenities.
- Exclusion through physical segregation is perceived as an issue by residents, which has led to the categorized on of certain neighbourhoods/settlements and to discriminatory policing, as well as the discriminatory delivery of other services.

These findings have highlighted a number of areas that require urgent action within a holistic framework to address the issue of local insecurity in Port Moresby. These priority areas have been categorized under the same headings that have just been reviewed above, for discussion amongst the public, private and community sectors of the city.

## **1. Law enforcement and justice**

It is necessary to focus attention and resources on this sector with a view towards strengthening the capacities of existing institutions and community groups. The priority actions proposed are:

- Improve the level of professionalism, transparency, effectiveness, efficiency and accountability in the government, police and criminal justice system;
- Re-focus attention and resources on crime prevention and restorative justice, including police training and equipment provision;
- Introduce alternative forms of punishments to imprisonment, supported by the re-socialisation and rehabilitation of offenders;
- Improve public confidence in the police and the criminal justice system, as well as in most other public institutions through (for example) community policing, and a more liberal approach that recognises the employment opportunities offered by the informal sector;
- Integrate village courts and traditional mediation structures into the criminal justice system; and
- Strengthen coordination amongst the law enforcement agencies.

## **2. Community development, culture and family**

There is also the need to empower the community to address law and order issues collaboratively with other partners. There is no gainsaying the role of culture and family in promoting urban safety. However, like any other sector, it is necessary to strengthen it in order to ensure its sustainability. The following recommendations have been proposed to assist the communities head towards this direction. These are:

- Improve their access to basic urban services, including the

introduction of providing labour-based infrastructure to increase community ownership and a sense of “belonging”;

- Involve the youth and marginalized groups in decision making and through this, identify additional support services that are needed (sports/ recreation/community facilities) to increase skills and occupational training;
- Strengthen the family/community/church partnership to engage youths at risk;
- Promote social cohesion in the city through programmes aimed at maintaining social harmony;
- Functionally educate communities on the benefits of crime reduction;
- Encourage mediation and conflict resolution at the family level.

### **3. Urban Management and Planning**

The spatial component of safety is critical in order to achieve the preferred outcomes. Urban managers and planners have a role to play to make this happen on the ground. To ensure that these proposals are implemented with measurable success the following are recommended:

- Create a functional urban environment which is underpinned by principles, such as, safety, convenience and sustainability;
- Improve urban governance through broad based partnerships;
- Include squatter settlements in planning and management, including a review of various land tenure opportunities that would benefit both the landowner and the occupier; and
- Strengthen the participatory and coordination capacity of urban managers and planners, and promote an integrated, cross-cutting approach to safety within the institutions/ municipality.

#### **4. Institutional capacity and community empowerment**

Implementing any of the above priority actions however, requires the commitment and support of a wide variety of institutions at the local, city and national levels. In this regard, there is an urgent need to build upon, strengthen and consolidate the SPMI partnerships, with local government agencies taking a leading role in mainstreaming safety and security issues through a collaborative process. To that end a number of additional recommendations are proposed:

- Strengthening the capacities of existing institutions in their ability to manage urban safety and security issues;
- Promoting a public, private and community interface in addressing safety and security issues;
- Improving the capacity of community groups to prepare and implement crime prevention Action Plans; and
- Effectively coordinate the roles and responsibilities of institutions involved in urban safety and security.

In conclusion, the implementation of these recommendations requires a rethinking of traditional approaches to safety and security, which in many areas requires a major paradigm shift in the ‘way we do business.’ The second phase of the project will therefore focus on the implementation of these actions, with the objective of improving the safety and security situation in Port Moresby, which will in turn not only enhance the quality of the life of residents and visitors alike, but most importantly restore investor confidence as a partner in reversing the current downwards spiral.

## **CHAPTER 1**

### **GENERAL INTRODUCTION**

#### **1.0 THE SAFER CITIES IN THE CONTEXT OF PORT MORESBY**

**C**rime is a serious problem in cities all over the world. Internationally, it is evident that crime and the fear of crime are serious threats to the stability and social climate of cities, to sustainable socio-economic development, as well as the quality of life and human rights. Also, insecurity in general affects the poor more adversely, breaks down socio-cultural bonds more quickly, prevents social mobility, and thus contributes directly to the development of urban ghettos and stigmatised neighbourhoods.

While almost all cities around the world have crime, violent crime does not happen spontaneously, but grows from an unequal and exclusive society, and the lack of institutional and social control. Moreover, the criminal justice systems, including the police, courts and prison systems are poorly adapted to the rapidly changing urban environment, unable as they are, to respond to the concerns and needs of urban dwellers, particularly the poor. In order to address these constraints, an increasing number of cities have recognised that public safety is a public good that must be developed and promoted by all institutions and civil society. International experience also shows that reducing crime should be everyone's responsibility.

The Law and Order issue in Port Moresby is a national concern, and the current government has identified urban security as the first high priority requiring urgent attention. The national vision, as presented in the National Medium Term Development Strategy (1997-2002), places considerable emphasis on the need to address the issue of Law and Order, particularly in the urban areas, if broader

development efforts are to be successful.

However, present national policies regarding balanced rural and urban development, urbanisation, local economic investment and development, social development, poverty reduction, basic services and social amenities, and crime prevention, have been poorly implemented. As a result urban settings are today beset by unemployment, illegal and un-serviced squatter settlements, an unchecked myriad of social problems, including alienated youth, violent crime and inter-community disputes, unresolved land tenure and ownership issues. Residents and tourists infamously regard Port Moresby as having an intractable law and order problem.

In 2000, the Government of Papua New Guinea set up a Special Parliamentary Committee on Urbanisation and Social Development, which was tasked to address the issue of urbanisation. This committee identified several issues for immediate attention: one of the most serious and intractable being crime and violence. While the national authorities, the criminal justice system in particular, have made serious efforts to address the problem, it is evident today that crime and its causes cannot be addressed by the criminal justice system alone. For any solution to be effective there has to be an approach that is collective and consensus-based, involving a broad range of actors, that include national and local government, communities, civil society and the private sector.

The Government of Papua New Guinea has recently launched the Law and Order Policy, which adopts the concept of “restorative justice as a core rationale for the long term future of the law and justice sector<sup>1</sup>” (GoPNG, 1997:2).

---

<sup>1</sup> The restorative justice approach is guided by four basic principles, these are:

1. Offenders are held directly accountable to the individual victim and particular community affected by the criminal act;
2. Offenders are required to take direct responsibility to ‘make things whole again’;
3. Ensure that victims have access to the courts and correctional processes;
4. Communities are responsible for supporting victims, and hold offenders accountable, as well as provide opportunities for their rehabilitation and integration into the community.

The Policy document justifies the use of restorative justice since it:

”offers a good prospect for the development of more socially appropriate resolutions to many of our current problems of order” (GoPNG, 1997:18).

In tandem with the shifting focus of addressing issues relating to Law and Order on the international scenario, the Law and Justice Policy and Plan of Action is indeed a blueprint of action towards a shift in perception under the rubric of Restorative Justice. Restorative justice is a forward looking approach to crime and conflict that does not concentrate on allocating blame or looking backwards to the act committed. The foregoing suggests that:

- Successive governments have invested resources in improving law and order in urban centres, especially in Port Moresby, with minimal success.
- To achieve sustainable results, a more integrated approach with emphasis on crime prevention is required. This change in emphasis is consistent with the Safer Cities Programme.

## **1.1 THE SAFER PORT MORESBY INITIATIVE**

Successive governments in Papua New Guinea have invested enormous resources towards controlling and reducing law and order problems in Port Moresby. It is estimated that over the last decade thousands of kina of the national budget have been invested into the law and order sector. In addition there has been consistent donor agency technical assistance and financial support to address the issue.

Communities are appalled by the escalating criminal activities, especially in the urban centres of the country. The business community is also suffering from the bad reputation of Port Moresby, which has adversely affected business investment and the tourism sector. The deteriorating law and order situation attracted world headlines



in the *Economist Magazine 2002* which ranked Port Moresby as the worst city in the world to live in.

Attempts to date to improve law and order have mainly focused on crime reduction and control, and appear to have had only limited success. This was recognised by the Special Parliamentary Committee on Urbanisation and Social Development which contributed towards a rethinking of the governments 'approach to improve urban safety in Port Moresby,' suggesting that more emphasis be placed on getting a better understanding of the underlying causes of crime, with a focus on strengthening crime prevention approaches as advocated by UN-HABITAT's Safer Cities Programme.<sup>2</sup>

It is against this background that the Safer Port Moresby Initiative (SPMI) was introduced in 2002 with support from the UNDP and technical assistance from the UN-HABITAT. Currently, the project is located in the Department for Community Development, formally known as the Department for Social Welfare Development, and works closely with the City Government (National Capital District Commission – NCDC), as mentioned earlier.

The Safer Port Moresby Initiative is a citywide crime prevention initiative, built on partnerships involving public, private and popular sector institutions that can contribute towards crime reduction in the city, by addressing the underlying causes of crime that have accompanied the unprecedented urban growth in Port Moresby.

The SPMI is a two-phased project. See figure one for an overview

---

<sup>2</sup> The Safer Cities programme was launched in 1996 at the request of African mayors who wanted to address urban violence by developing a prevention strategy at city level. The programme supports the implementation of the Habitat Agenda, which acknowledges the responsibility of local authorities in crime prevention (Para. 123).

The Safer Cities Programme seeks to build capacity at city level to address the causes of crime and insecurity through a partnership approach that involves all the main stakeholders, including local government, police, justice, communities, civil society, the media and the private sector.

Since its inception, the Safer Cities programme has been implemented in many African cities. These include Johannesburg and Durban in South Africa, Dar-es-Salaam in Tanzania, Nairobi in Kenya, Antananarivo in Madagascar, Dakar in Senegal, Abidjan in Côte d'Ivoire and Yaoundé and Douala in Cameroon. Furthermore, the programme is active in Brazil and Chile in Latin America. Port Moresby is the first city within the Asia Pacific region to initiate the Safer Cities programme. The Philippines and Bangladesh have recently also embarked on the development of the prevention approach at city level.

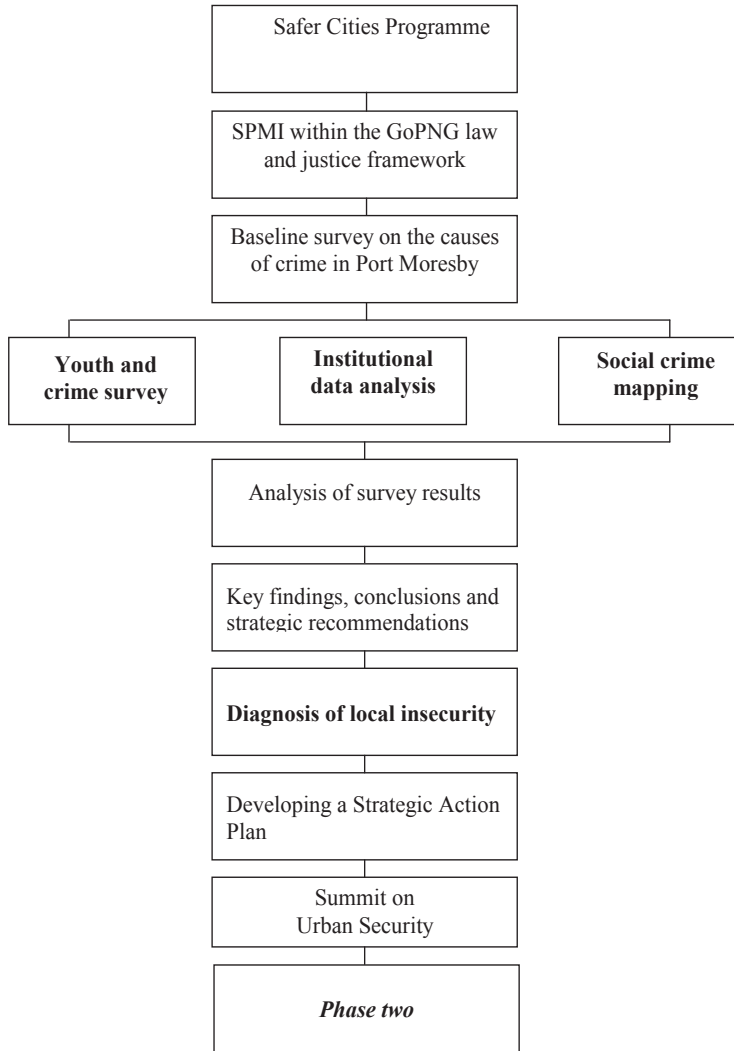
of the SPMI process during phase one, which focuses on collecting and analysing baseline information and data on the underlying causes of crime in the city. Its key findings, conclusions and recommendations for strategic interventions are presented in this document, as a “*diagnosis of local insecurity*”.

## **1.2 DIAGNOSIS OF LOCAL INSECURITY**

The Port Moresby Diagnosis of Insecurity Report summarises and synthesises three sets of crime information generated by the Safer Port Moresby Initiative. The first source of information was a Youth and Crime Survey that gathered the opinions of 1500 city youth between the ages of 15-35. The survey developed a crime and victimisation profile for youth and assessed the causes of youth involvement in crime, identifying a number of associated risk and resilience factors. The second information source was a Social Crime Mapping exercise carried out in the Burns Peak informal settlement, whereby the area’s crime, physical and social profiles were determined, cross tabulated and analysed. Finally, the Safer Port Moresby Initiative analysed data from interviews of 112 institutions including criminal justice system agencies and civil society organisations. The intention of the interviews was to gain perspective on existing policy and project activity targeting crime and its prevention, as well as providing a platform for those institutions to input their own assessments and analyses of the City’s crime problem.

The diagnosis of local insecurity assesses the underlying causes of crime, victim and offender characteristics, in order to identify strategic areas for intervention through a participatory approach anchored at the community level. It will also contribute significantly towards the development of a comprehensive strategic crime prevention policy, programmes, and projects. A summary of these components is shown in Table One. Details of the various surveys’ findings and conclusions are to be found in the respective reports annexed to the present document.

**Figure 1: The SPMI process**



**Table One: Components of the diagnosis of local insecurity**

	<b>Youth and Crime</b>	<b>Social Crime Mapping</b>	<b>Institutional</b>
<b>Spatial Coverage</b>	City-wide	One settlement: Burns Peak	City-wide
<b>Target Group</b>	Age group 15-35	Burns Peak community Gordons Market	Organizations, institutions
<b>Methodology</b>	Quantitative and qualitative survey	Quantitative and qualitative survey + physical and institutional analysis	Interviews for activity, policy content analysis, criminal justice crime and data compilation
<b>Coverage</b>	1500 questionnaires (1.3% of age group)	250 questionnaires (51% of population)	112 institutions
<b>References</b>	UN Victim Surveys (ICVS), Victim Survey (UN-HABITAT and ISS), Youth Surveys Strategy on Youth at Risk (UN-HABITAT, 2002 EGM).	Victim Survey Methodology, Women Safety Audits, Focus Groups Methodology, Settlement Situation Analysis (City Alliance and UN-HABITAT), physical mapping	Stakeholder Analysis (SCP, UN-HABITAT), content analysis (CERFE, WUF)
<b>Information output</b>	Youth crime and victimisation profile, causes of youth involvement in crime, risk and resilience factors	Settlement physical and social profile, settlement crime profile, settlement needs and demands	Institutional information on crime, responses and perceptions
<b>Methodological output</b>	Baseline data for monitoring	Settlement crime profiling and planning tool.	Institutions database
<b>Other outputs</b>	Directions for intervention	Community Safety Priorities (and Plan)	Sensitisation of stakeholders

The overall design of the diagnostic approach acknowledged existing learning and built upon this, using strong diagnostic tools that have raised the level of thought and debate in the City, on crime, its causes and options for prevention. The diagnostic process took existing crime data, existing crime analyses and the various responses that have been formulated to deal with crime, as its starting point and then introduced two innovative value-adding exercises in the form of Social Crime Mapping and Youth Crime Surveys. In doing so, it also attempted to anchor the research and learning process with local actors rather than adopt an externally, expert driven methodology.

The long-term benefits of this approach have manifested themselves in greater local ownership and acceptance of the diagnostic outcomes, as well as an enhanced local capacity to undertake future/ongoing diagnostic analyses.

Nevertheless, there have been a number of trade-offs that have arisen in the process that limit the quality of the overall results – but not to the extent of compromising the overall value of the diagnosis. The results remain strong, innovative and informative and should be welcomed as an insightful addition to the local debate on crime.

The problems that arose mirror broader issues relating to capacity, governance and accountability, a set of issues that form part of the central, socio-political concerns that are frequently debated upon in Port Moresby. Indeed, the importance of these issues has again been reinforced from the perspective of this particular diagnostic assessment.

### **1.2.1 Youth and crime survey**

The Youth and Crime Survey sought to identify the risk and resilience factors regarding youth involvement in criminal behaviour in Port Moresby. Specifically, the Youth and Crime Survey aimed at identifying trends and the progression in criminal behaviour so as to isolate the risk and resilience factors.

### **1.2.2 Social Crime Mapping of Burns Peak**

Social Crime Mapping took place in one informal settlement in Port Moresby (Burns Peak) as well as Gordons Market. This settlement was selected following the initiative of local youth leaders from the Burns Peak settlement who approached the SPMI for assistance in making their community safer. The aim of the Social Crime Mapping was to assess the main causes of crime within the community and market users, and use this assessment to create and develop community-based crime prevention initiatives.

### **1.2.3 Institutional Data Analysis**

Due to its nature, crime and insecurity affect all people and institutions. As a result, many organisations, in addition to the police and justice institutions, have over time developed policies, strategies and structures to respond to crime and violence. Some of these practices are reactive and others pro-active; some work well, others do not. To inform the development of crime prevention strategies and capacities in Port Moresby, it was crucial to find out who was doing what, with regard towards controlling and especially, preventing crime and violence, as well as to collect and analyse crime related data (both from victims and offenders) that these different organisations, especially the criminal justice system, have gathered to date. The institutional analysis aimed at identifying partners, frameworks of collaboration, available financial resources and structures, types of interventions and activities in the field of crime prevention. For further details, see annex three.

## **1.3 THE DIAGNOSIS OF LOCAL INSECURITY REPORT**

This report is a condensed summary of all three components: Youth and Crime Survey, Social Crime Mapping and a survey of Institutions involved in law and order and prevention. It highlights and connects together the main findings and conclusions, so that they may initiate a constructive debate in order to reach consensus on a Strategic Action Plan, backed with partnership commitments towards its collaborative and comprehensive implementation for the future of Port Moresby.

## **CHAPTER 2**

### **SUMMARY OF FINDINGS AND CONCLUSIONS**

#### ***2.1 PORT MORESBY IN THE NATIONAL CONTEXT***

**P**ort Moresby is the national capital of Papua New Guinea. Like many of the major cities of developing countries, it has been and continues to experience rapid population growth, which outstrips available employment opportunities as well as the provision of basic urban services and land for development.

According to the 2000 National Population Census, Port Moresby has a population of 254,158, which has been growing at the rate of 3.6% since the 1980s as compared to 2.6% nationally. Approximately 35% of the Port Moresby's population is below the age of 15 years. In Papua New Guinea, only three percent of the land is freehold. The remaining 97 percent is in the hands of the traditional landowners with the ownership being held by tribes or clans.

The case is no different for the city of Port Moresby. According to Dama *et al* (1996), of the total 225 square kilometres of land within Port Moresby, a "quarter is owned by traditional landowners." Therefore, the current physical configuration of the city of Port Moresby is also affected by the question of land ownership. The encroachment of illegal settlements onto traditional Motu Koita land is a serious concern both for the landowners as well as the city authorities and the national government.

Port Moresby was not built as a major economic centre, but was established amidst a sparsely populated and undeveloped region,

where it lay as a small, sleepy, colonial backwater town functioning mainly as an administrative centre until after World War II. This partially explains why the city does not offer numerous socio-economic opportunities, a factor that is normally regarded as a hallmark of capital cities in the developing world.

The unprecedented urban growth in Port Moresby, coupled with the inability of the urban housing market to provide low-income housing and developable land has contributed to the growth and expansion of squatter settlements. It is estimated that nearly 50% of the city's population reside in the numerous squatter settlements scattered across the city. These settlements are also infamously known as havens of criminal activities in the city.

The sketched cultural background above has to be kept in mind when dealing with crime and violence prevention in Port Moresby. In a context of dramatic change and social innovation, as happens in a city, the modalities by which local values and practices adapt to and change to cope with urban life and its crises are a crucial aspect in the genesis of urban crime and violence. Therein lie some of the problems and possible solutions.

## **2.2 OVERVIEW OF CRIME DATA**

This section presents manifestations of crime in Port Moresby as identified through the various surveys that were carried out, and institutional data that was gathered. In order to orient and facilitate the development of a citywide crime prevention strategy, various surveys were conducted to equip the city residents and stakeholders with more information from both the perspective of the victim and offender. Some of the main highlights of the surveys are:

- Over 35% of the youth have committed offences, 12.7% of whom committed them in the past year.
- Among active criminals, men report more involvement in



multiple crimes than women (86% of active criminal men commit multiple crimes)

- Of all the youth with criminal experience 75% are male and 24% are women, but among those active, only 16.8% are women, thus pointing to a more episodic involvement of women in criminal activities.
- Youth who enter into crime at the age of below 20 more often (in the case of men) tend to stop criminal activities after reaching 30.
- Although gangs are clearly involved in crime, only 30% of the criminals have direct involvement with gangs, more than 60% of offenders act outside gangs.

Analysis on the correlation between involvement in crime and various risk factors showed that.

- Being male is a high risk factor for entering into crime and also reduces the capacity of exit. In general women appear more protected from entry and have an easier exit.
- Some of the main risk factors are family and socio-economic conditions, family functionality and support, exposure to victimisation, exposure to violence and exposure to a violent environment.

Finally, risk factors tend to accumulate – they are overall correlated to each other (for instance poor family support can lead to dropping-out from school, or can make the effects of victimization more serious, etc.) Therefore, risk factors need to be addressed jointly and at various levels (family, community, individual, etc.)

A snapshot of offences committed from 1997 –2002 in the National Capital District in the National context is shown in table 2.

**Table 2: A comparison of offences committed in the nationally and within the National Capital District from 1998-2002**

Criminal activity	1988		1999		2000		2001		2002	
	National	NCD	National	NCD	National	NCD	National	NCD	National	NCD
Murder	4	2	3	2	4	2	3	3	3	2
Sexual Offences	13	8	12	6	10	5	9	5	10	6
Bodily Harm	8	5	10	7	10	8	10	8	14	12
Robbery	18	22	24	30	26	32	21	34	24	34
Break & Enter	17	15	19	18	20	17	20	18	20	20
Vehicle Theft	15	30	11	22	6	7	5	10	5	7
Stealing >K1000	6	4	7	5	8	8	8	7	5	2
Misappropriation	2	1	3	3	3	4	4	3	4	6
Prison Escapee	3	2	1	0	1	2	2	1	2	1
Drug Offences	8	7	5	3	6	8	10	5	8	7
Firearms Offences	3	3	3	3	4	5	6	5	3	2
Police Escapee	3	1	2	1	2	2	2	1	2	1
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: PNG Constabulary, 2003

The table shows that the NCD exceeded the national average with regards to robbery and vehicle theft. NCD's contribution to the other offences was not significantly different from the national average. On the whole the table shows very little decline in criminal activities over the years (apart from vehicle theft which declined drastically over the years!).

### 2.3 SUMMARY OF KEY FINDINGS AND CONCLUSIONS

In analysing the data, four thematic areas consistently emerged as the common thread underpinning all the findings. These thematic areas are law enforcement, social development, urban management and cultural values. This provides a framework for detailed discussions, which also lays a solid foundation for seeking collaborative partnership for the development of a comprehensive crime prevention strategy

---

## **2.4 LAW ENFORCEMENT AND JUSTICE SYSTEM**

Law enforcement implies the repression of illegal and criminal behaviour by individuals and organisations through institutional control and punishments executed through the criminal justice system (police, courts and correctional institutions) as well as through other public authorities, such as for instance local governments and revenue authorities. The police are responsible for the maintenance of law and order, apprehending offenders, enforcing laws, decrees and by-laws and preventing crime. The courts are responsible for the prosecution and punishment of offenders and repairing the harm that has been done to victims and the community. Correctional facilities are responsible for detaining criminals and for their rehabilitation and re-socialisation so that they can safely be returned into the fold of society. Despite significant investments in the criminal justice systems around the world, crime and violence, especially in urban centres, have continued to increase.

These findings show that many governments have realised that there is a need for integrated action to address the causes of crime in order to complement the traditional approach of repression. Governments around the world are accepting the fact that crime and violence are complex social problems that require the involvement of all levels of society.

### **2.4.1 The institutional capacity of the criminal justice system**

The residents of Port Moresby acknowledged the role that the criminal justice system plays in maintaining law and order. Analysis of the survey data highlighted a number of shortcomings that need to be addressed to make the criminal system more functional. The main shortcomings of the existing criminal justice system that emerged from the surveys are:

- Its inability to handle cases of minor delinquency. Since

emphasis has been placed on fighting major crime, these priority police objectives have distanced the police from the citizens who subsequently, have lost confidence in them.

- The *judiciary* is also unable to handle the increase in the number of offences. Justice is slow, ill suited, overloaded and uses an outdated working methodology. An inefficient judiciary and lack of accountability with respect to offences such as money laundering, organised crime, involvement in gangs, corruption and violation of human rights has led to an increase in crime by generating a feeling of impunity.
- *Prisons* have become recognised as schools of crime. They have become schools for the training and development of criminal networks and have further contributed to the increase in crime.
- Papua New Guinea, like many developing countries, suffers from inappropriate definitions of what is illegal and criminal. Laws and regulations are often based on foreign or outdated models, thus creating a situation of artificial illegality, which subjects residents to uncertainty and hindrance regarding their basic rights. Although these situations are often difficult to modify, changes in the regulations governing petty economic activities, occupation of public space, licensing of small businesses, housing standards, loitering, etc, may have a huge impact in improving the relations between law enforcement agencies and residents, and improving access to the city and livelihood opportunities for its residents.
- The majority of the population believes that better policing and a more efficient criminal justice system are essential to their safety. Proposed solutions to the lack of safety are

perceived to come through promoting increased police reporting and police patrolling. People often report that seeing police members in public doing their job is reassuring. From the community perspective, the issue of visibility concerns all service providers.

- There are many institutions involved in the law and justice system, such as the Police, NCDC's Law and Order committee, the Justice Advisory Group, the Consultative and Implementation Monitoring Council, which create duplication functional overlaps, and gaps. The lack of a common strategy and coordination compounds the problem.

The foregoing survey results show how important it is to improve the criminal justice system, introduce and adapt effective criminal justice models and seek collaborative partnerships to assist with the coordination of agencies.

#### **2.4.2 The effectiveness of the criminal justice system**

Analysis of the surveys highlighted a number of security issues that may require attention. These include:

- Approximately half (48%) of the young offenders are arrested by the police, 89% of whom are escorted to a police station and 56% of these enter into a correctional facility. These rates are very high and point to a heavy use of repression against youth crime. Also very high is the rate of convictions and imprisonment. This could be interpreted as an 'efficient repression' of crime but, it might not bear the desired results if the correctional institutions are ill equipped for rehabilitation and the development of life skills.
- The police are often considered unprofessional and police

interventions are considered futile and not responding to expressed community needs. Also, Police is rarely seen in settlements.

- Prison sentences appear to contribute to the further development of criminal behaviour: 44% of the youth who have been incarcerated learn new criminal skills, 49% build criminal networks and 39% believe the incarceration assisted in the furtherance of their criminal career. Only 15% of the youth that had been incarcerated revealed that the prison sentence would deter them from committing crimes in the future.
- Indeed, the Bomana prison in Port Moresby has often been referred to as the University where inmates enter without any skills and come out armed with criminal skills and contacts in the crime world. The provision of various forms of rehabilitation in prison is limited, diversion programmes are absent and reintegration programmes for young offenders are scarce.
- There are over 970 police officers for a population of 254,158 people. This amounts to one police officer for every 261 residents. This is above the UN recommendation of one police officer for every 400 residents, which suggests that the policing problem does not necessarily lie in numbers.

Thus, the law and order problems in the city cannot be addressed by increasing the numbers of law enforcement agencies alone, it is also necessary to 'modernise' and provide additional training to enable agencies to deal competently with the issues confronting the sector.

## PROFILE OF CRIME

### 2.4.3 Types of criminal activities

The main crimes committed by the respondents in Port Moresby were burglary, carjacking, assault and other violent crimes, drug dealing, petty crimes and other property crimes. Overall, crimes in Port Moresby involve a high level of violence (48%) compared to other cities around the world where violence is used in 25% to 30% of crimes. Almost a quarter (24%) of the respondents has committed serious crimes involving violence, such as murder, rape and carjacking. Nearly half (47%) of the sample are petty offenders, 21% are property offenders (however the majority [66%] of property crimes involve violence or the threat of violence), 15% were engaged in organised crime (drugs and weapons trade) and 7% of the sample have “dabbled” in multiple forms of crime. A summary of criminal activities committed by both sexes is shown in table 3.

**Table 3: Summary of youth criminal activities committed by sex**

	Burglary	Petty	Murder	Assault	Rape	Car jacking	Property	Violence	Corruption	Weapons	Drugs	Vandalism	Total
<b>Male</b>	171	141	31	130	74	136	109	59	6	58	119	63	1097
<b>Female</b>	7	22		25		2	8	3			26	3	96
<b>Total</b>	178	163	31	155	74	138	117	62	6	58	145	66	1193
<b>%</b>	14.9	13.7	2.6	13.0	6.2	11.6	9.8	5.2	0.5	4.9	12.2	5.5	100%

*Source: Analysis of Youth and Crime Survey done*

The table shows that men committed nearly 92% of all crimes in the city. This calls for strategies to encourage men to do something useful for their communities.

#### **2.4.4 Age at which crimes are committed**

The findings from the Youth and Crime Survey indicate that most first and also serious offences are committed by young males between the ages of 15 and 20. The most common first offence is petty crime (which includes theft, pick pocketing, shoplifting and bag snatching). This underscores the correlation between young age and crime among males and the need for early interventions of crime to acquire useful skills, to enable them to become responsible residents of the city.

#### **2.4.5 Crime and violence**

Violence was used in 42% of first offences. The majority (63%) of the offenders that used violence or the threat of violence were serious offenders whilst the remaining 27% had committed property crimes. The survey shows that more than half (59%) of the youth offenders are repeat offenders, 44% are recidivists (arrested more than once) and 35% are still criminally active having committed their last crime in 2002. There is a need to address the linkages between crime and violence and to look at first offenders and the role of punishment since recidivism rates are high.

#### **2.4.6 Substance abuse and crime**

On the issue of substance use and/or abuse (alcohol and drugs – mainly marijuana), 45% of the respondents state that youth acquire these substances with the proceeds from petty criminal activities, whilst only 35.1% have committed crime so as to acquire drugs, alcohol or cigarettes. From the interviews it is apparent that 40% believe that youth in Port Moresby exchange sex for money to buy drugs, alcohol and/or cigarettes. Close to half (45%) of the respondents smoke cigarettes, 47% drink alcohol and 18% use drugs. It is clear from the above that there is a link between substance abuse and crime.



### **2.4.7 Criminal activity and gangs**

Furthermore, the data suggests that there is a strong relationship between weapon/gun ownership and the use of violence and substances. Various gangs operate throughout the city. And affiliation to a gang is common in Port Moresby. They are predominantly male and are inclined to resort to violence. More than two-thirds (88%) of the respondents claim that there is plenty of gang related activity in the city and 78% of current gang members mention that violent crimes are among the gangs' activities. From the interviews, it is apparent that 10% of respondents are currently members of a gang, the majority (89%) being male. Young women, on the other hand, are more likely to commit crimes alone, mainly spontaneously (opportunity crimes) and in most cases, they do not use weapons, violence or substances.

### **2.4.8 Use of weaponry**

The survey brought forth that 61% of offenders used a weapon and 48% used violence when committing the crime. Close to one quarter (23%) of the young offenders own a gun and 15% own a knife, sword or blade. The high incidence of weapons in criminal activities shows the need to tighten and enforce existing legislation of acquisition and carrying of weapons in the city.

## **2.5 COMMUNITY DEVELOPMENT, CULTURE AND FAMILY**

Communities, in many contexts, are identified as groups living in a geographically defined area, although these groups may have different structures and beliefs. In the context of Port Moresby, the definition of a community needs to be used with care, given the important ethnic divide between groups.

In areas such as Burns Peak, the community living in the area is fragmented in different sub groups and 'clans', with the family representing the smallest core of identity for the individual, and the large ethnic group possibly the only other reference. People from the same ethnic group tend to live closer together in Burns Peak. Isolation between the various communities exists due to the physical divide along ethnic lines, and these ethnic divisions may limit joint action at a community level. The people living in the settlement therefore do not necessarily constitute a cohesive community, except for a few issues that may be affecting all those living in the area such as the land issue, access to basic services and insecurity as a result of crime and violence.

Culture and the family situation play an important role in criminal or delinquent behaviour. When there is a lack of legitimate regulatory mechanisms and social controls, and when disorder and violence characterise neighbourhoods/settlements, people are at a higher risk of becoming involved in delinquent behaviour.

The poor physical and social conditions, the lack of legitimate employment and the lack of access to basic services such as proper housing, clean water and adequate education that many urban dwellers are faced with, particularly in the fast growing urban centres of developing countries, contribute to alcohol and drug abuse, gang activity, violence (both domestic and public) and general disorder, while a hierarchy of gang leaders, warlords or political leaders tend to control or terrorise neighbourhoods and may even become recognised as 'role models' of leadership.

Rapid and uncontrolled urbanisation threatens the institution of the family as well as traditional values as these become exposed to social and economic changes and hardships.

### **2.5.1 High incidence of violence**

In Port Moresby, violence rates are high yet family ties are strong, early school drop out rates are relatively low compared to other developing countries and church visits are frequent and common. This suggests that either these institutions socialise youth into accepting violence or violent behaviour or they are not capable of facilitating the socialisation of children and youth into law-abiding and productive citizens. Port Moresby seems to socialise its youth into tolerating violence.

The traditional acceptance of violence, including domestic violence, should not be underestimated. Violence in PNG and Port Moresby, including sexual violence, political violence, gang violence, traditional disputes and violent crime can sometimes be considered socially acceptable with links to traditional practices. Furthermore, from the survey it appears that the following elements may help in perpetuating a culture of violence:

1. The prevalence of child abuse (22% of the youth sample have been a victim of physical abuse and 16% of sexual abuse) and the inequalities between men and women based on traditional role models that conflict with modern influences and the social and economic pressures of urbanisation.
2. There is a high incidence of domestic violence. 48% of the households experience physical abuse, 36% economic abuse, 26% emotional abuse and 14% sexual abuse, making domestic violence a common feature as well.
3. The lack of positive role models and examples of non-violence or the appreciation and idealisation of violent and

criminal role models, such as gang leaders. Previously, gang leaders used to share profits with their communities, fight the oppressive colonial regime, attack foreign business owners and corrupt political leaders who were perceived to be stealing what belonged to PNG. As such, these gangs acquired recognition in the communities. Although gangs have become a nuisance and a threat to law and order in contemporary Port Moresby, the urban culture, particularly among male youths, that has emerged still supports criminal behaviour and views it as a respected way of acquiring status and recognition.

4. Traditional peaceful ways of settling disputes have lost ground as a consequence of urbanisation and the ethnic diversities in the settlements. Communities are faced with a lack of alternatives to violent resolution of conflicts.

Moreover, PNG can possibly be defined by pervasive and unequal gender roles. The role of women in PNG society is highly restricted and in the most extreme cases, women have an ascribed status equating to that of property and not of people with inherent rights. Negative gender relations play themselves out in incidents of domestic and sexual violence, the limitation of economic and social opportunities for women, limited mobility and access, and the suppression of the voice of women in political and community leadership.

### **2.5.2 Decline in traditional values**

Port Moresby has a rich ethnic diversity, which makes it a melting point for socio-cultural interaction. However, this ethnic diversity has also contributed to a general lack of shared/standard values, which has contributed to the break down of traditional family values and social structures relating to conflict resolution. As a result it is not uncommon to see people resolving family issues with violence.

---

Families in urban centres like Port Moresby are characterised by economic and social vulnerability and instability, which has a direct impact on young children. The separation of parents, often for reasons related to employment, or the intolerable conditions of the family's environment, especially in informal settlements, weaken the transmission of traditional family values, affecting early childhood education - so crucial for social and individual development – as well as threatening subsequent social integration.

### **2.5.3 Formal education and high unemployment**

Although 69% of households claim to have access to schools, almost half (44%) of school-aged children are not attending school. This is not perceived as a big problem, perhaps because of the high unemployment rates (only 18% of the residents involved in the survey are employed), which renders formal education relatively useless. Unemployment does seem to be an important risk factor of youth becoming involved in delinquent behaviour as idleness makes young people more exposed to peer pressure, negative role models and the gang culture.

In addition to this, young people join gangs to generate an income and to be occupied since the government is, maybe inadvertently, hindering their efforts to self-employment as well as not creating employment opportunities for them. Male youths in particular, appear to be influenced and socialized by their peers, who are often from their neighbourhood, school and/or ethnic group. The role of the community appears to have been weakened or is not recognised by youths, although they do identify with their *wantok* community.

#### **2.5.4 Weakening of traditional mechanisms for dispute resolution**

Community and traditional mechanisms for settling disputes that originally used to be efficient are now weakening and losing their impact due to their lack of recognition from government authorities, in terms of the provision of resources, training and complementary access to justice.

The traditional village courts are in operation in most settlements with the help of volunteering elders from the various ethnic groups. Due to a lack of financial and technical assistance and recognition from government, these informal village courts are losing ground.

At the neighbourhood level, both formal and informal settlements have become sites of tension and conflict between modernity and tradition. Informal settlements in Port Moresby tend to be heterogeneous in terms of ethnic backgrounds, culture and language. This cultural and ethnic diversity that exists in Port Moresby results in differing norms and behaviours, which may lead to conflicts that may be difficult to resolve for uncontrolled urbanisation has led to the disappearance of traditional modes of conflict resolution. People in urban areas are losing access to their cultural traditions and modes of conflict resolution.<sup>3</sup>

#### **2.5.5 Urban safety perceived to be the ‘governments problem’**

In general, most of the respondents’ residents perceive safety as the responsibility of the government. Safety in traditional PNG societies is usually regarded as a community responsibility. However, urban residents regard urban safety as the responsibility of the ‘government’. This shows a diminished community responsibility and

---

<sup>3</sup> Margaret Shaw, (ICPC) UN-HABITAT STRATEGY PAPER ON YOUTH IN AFRICA: A Focus On The Most Vulnerable Groups

---

increased expectation of the ‘government’ to maintain security in urban areas. This further stretches the resources of various agencies and their capacity to address the perceived intractable urban insecurity problem in the city. In addition, government support is sought for employment and better service delivery. A strengthened *wantok* system is believed to improve their safety.

### 2.5.6 The *wantok* system

*Wantok* system is a common practice in many Melanesian societies. Generally it means *one talk*, referring to a similar linguistic background or ethnic origin. The *Wantok* system has its philosophical grounding in the traditional notions of taking care of one’s own group because they, in turn, are the ones who will help you out when you are in need. It is a debt that has to be paid off sometime in the future. It is these foreseeable tangible benefits that make this practice so pervasive. It is indeed an indirect form of future investment.

In Port Moresby, *wantok* system is a common practice, where many people use it as ‘safety net’ for survival. The *wantok* system could be used to commit crime and violence but it may also serve to protect individuals. The declining conflict resolution mechanisms in the urban areas compel individuals to use their *wantoks* to resolve disputes. It is not uncommon to hear *wantoks* using community justice (the pay back system). When individuals commit crime it is often difficult to prosecute the perpetrators for fear of retribution from their *wantoks*. On the other hand the *wantok* system can be used as a shield of protection as individuals are scared to commit criminal activities against certain groups of people within the city.

### **2.5.7 Socio-economic pressures on the family**

Socio-economic conditions of the family with regards to the employment status of the father and mother as well as the level of education have a direct bearing on participation in criminal activities. The high school drop out and low skills of both parents and children contribute to the insecurity conditions in the city.

The analysis also showed that being gainfully employed is a major element of protection for the very young and older ones. It also encourages them to exit crime with ease. The survey results also showed that there is a strong correlation between unemployment and criminal behaviour.

### **2.5.8 Culture, violence and crime**

The survey showed that there is a high exposure to violence and violent environment among the respondents. This creates an environment where people in the community become insensitive to crime and violence. This condition increases the risk of people becoming victims of crime and violence. Having a wealth of criminal and victimisation experiences, it becomes a fertile environment for the initiation of further criminal and violent acts which fuels the cycle of crime and violence.

### **2.5.9 Family functionality, parenthood and religious values**

Respondents living with stable families that provide physical and emotional support are less likely to commit criminal acts. However parenthood and marriage seem to have little linkage with crime patterns. The analysis of the survey results showed that religion does not seem to play an important role here although there was some relationship between less involvement in religion and higher involvement in crime.



### **2.5.10 Attitude towards victims and perpetrators**

Since criminal activities and violence are so rampant among the respondents there is a general reluctance to show empathy to victims. For example domestic violence is often ‘accepted’ as a ‘normal’ part of life and therefore victims and perpetrators are rarely counselled. As a result of this, most victims suffer in silence or become perpetrators themselves. As shown in the analysis of the survey, victims of abuse often become perpetrators when appropriate intervention mechanisms are not in place.

## **2.6 URBAN MANAGEMENT AND PLANNING**

Urban settlements that lack infrastructure have only illegal (or informal) access to land and limited access to urban services (schools, health facilities, etc) and economic opportunities are often also prone to insecurity and crime. On the one hand, communities feel excluded from urban amenities and unprotected, while on the other hand, this feeling of exclusion and hardship becomes a breeding ground for anti-social behaviours and delinquency. This situation can easily spiral from generalised marginalisation to increased victimisation and participation in criminal activities and subsequently, to further stigmatisation and exclusion, making it even more difficult for entire communities to keep insecurity under check and access urban opportunities.

In Port Moresby the present subdivision of the city in legal, illegal and traditional settlements is so entrenched in planners’ and governments’ minds, that the stigmatisation of these traditional and informal communities goes beyond physical planning and management, to the capacity and willingness of city managers and planners to represent the informal city and therefore plan for its inclusion.

To date, a clear catalogue of settlements (settlements profiling) be-

yond the formal definitions does not exist. Communities such as Burns Peak exist outside the boundaries of the city. Issues of increasing violence and conflict over land ownership underpin a great part of the threats these communities and therefore the city as a whole are faced with. Furthermore, this situation hinders these communities from feeling to be part of the city and participating in the urban arena.

The dichotomy in urban space, which is a common feature of many cities in developing countries, is particularly severe in Port Moresby considering that modern infrastructure exists and links the formal parts of the city, while the empty spaces in between are filled with self-help communities not recognised by the city or any authority.

The lack of an urban development and planning strategy or policy leaves urban development in Port Moresby unchecked and undirected, with enormous wastage of prime land remaining under the control of traditional owners and allocated irrationally to various uses, without reaping benefits for the owners or the overall community.

This situation is also a breeding ground for corruption and abuses, since the right to access services is not recognised and depends on individual negotiations and favours. Finally, the illegal communities are not represented in decision making forums regarding any urban development plans, although the traditional landowners are represented through the Motu-Koitabu Council.

### **2.6.1 Growth of squatter settlements**

The uncontrolled and unplanned urbanisation in Port Moresby has resulted in an increasing percentage of the capital's population having no access to such basic services as proper housing, water and sanitation, electricity, adequate education and health care. The informal sector is growing as fast as the unemployment rate. As a

result, higher proportions of urban youth in Port Moresby are now subject to social exclusion from the benefits of access to basic services and involvement in decision-making processes. In such settings there is a thin line between what is legal and what is illegal. It is in this precarious environment that the majority of youths are socialised.

### **2.6.2 Dysfunctional housing delivery system**

The unprecedented increase in the population of Port Moresby has not been matched by a corresponding increase in housing and developable land to meet the needs of the residents. The inability of the housing and land delivery system to meet the housing needs compels households to double up in houses, creating overcrowded living conditions. In addition to this, the housing land market in Port Moresby has been structured to cater for the needs of middle to high-income groups. The result of this is the inability to provide adequate and affordable housing for the city's low-income earners.

### **2.6.3 Security of tenure**

Security of tenure is perceived to contribute to overall insecurity in the settlement. Insecurity in terms of access to land and access to other urban facilities, and the feeling of 'illegality' and exclusion of the residents hinder even their capacity to articulate their right of access to justice. The land tenure system is often identified as a singular factor responsible for the lack of socio-economic development in the city.

### **2.6.4 Access to basic services**

Informal settlements do not have access to basic infrastructure and services, as these settlements are not included in the urban grid. Access to services is inadequate, and especially access to police and government, though it is apparent that people are more worried about improving their access to water, housing and land.

Illegal/informal settlements do not have access to land, formal housing and basic services such as water and electricity. These settlements also lack street lighting. As a result of this, most residents live in poor environmental, sanitary and unsafe conditions. There is a need to review the criteria used by public agencies involved with service provision.

### **2.6.5 Urbanisation and official response to squatter settlements**

The city of Port Moresby has been experiencing rapid urban growth, which has triggered an urbanisation process, the size of which has not been seen before in the Nation's history. Since 1990, Port Moresby's population has almost doubled, largely as a result of internal migration from remote parts of the country. There is a policy of very selective regularization and repatriation of residents of squatter settlements back to their home provinces.

The process of urbanisation in PNG was arguably 'popularised' by the Highland Labour Scheme over 50 years ago. The main thrust of this scheme, which emphasized a circular migration pattern from rural areas to urban centres continues to underpin government policies on urbanisation.

### **2.6.6 Limited community participation in urban management**

There are no local mechanisms for residents to articulate their opinions and needs, or to be consulted to inform policy making. There is no mechanism for youth to be involved in urban planning and management. There are linkages however between youth groups and urban management and governance, especially in relation to electoral politics. Corruption in urban governance and management exists in links between youth gangs, politicians and civil servants.

### **2.6.7 Promotion of urban culture and safety through design**

There exists a lack of a positive urban culture: there is no centre where economic, social and cultural activities coincide. The city is a loose agglomeration of settlements. This prevents solidarity and promotes ethnic segregation.

Urban designers and land use planners do not fully appreciate urban safety as one of the criterion on which development applications are approved. As a result there is a feeling of insecurity as one passes through certain areas of the city. The provision of high security fences in the city and the inability to improve the city's landscape adversely impacts on a feeling of insecurity in the city. In addition, public space that is appropriate for urban residents and becomes the support for urban, social and cultural activities does not exist.

## **2.7 THE NEED FOR INTERVENTION**

The survey findings presented in Chapter 2 unearthed a number of issues and dimensions, which require short to long-term interventions in order to improve urban safety and security in the city of Port Moresby. It has also highlighted the complexity of the problems and the need to address the issue of crime prevention in a holistic manner within a cross-sectoral, collaborative framework.

## **CHAPTER 3**

### **TOWARDS ACTION - ELEMENTS FOR A LOCAL CRIME PREVENTION STRATEGY**

**T**his section will attempt to identify what is required in order to initiate and promote a crime prevention culture in the city. Crime Prevention means many things to different people, but essentially it is about stopping crime before it happens, rather than reacting to it afterwards. This is a paradigm shift from the traditional view of crime prevention as a police activity, which focuses on the perpetrator. This is supported by international research, which shows that purely reactive strategies have an insufficient impact on crime levels. More recently ‘best practice’ has shown that a holistic approach is needed to create a crime-free society.

Crime prevention is a more cost effective option than dealing with the aftermath of crime, even though it is sometimes perceived that a tougher reaction by police and courts is the best response. Effective crime prevention would boost investor confidence, which in turn would have a direct impact on prosperity and employment. Low crime levels are one of the global indicators for stability and social integration. This plays a role in attracting new investments and in maintaining current levels of investments, thereby ensuring the retention of a skilled workforce and contributing towards improvements in the quality of life for citizens.

Turning the tide on crime also requires a critical mass of people who share the same strategy. So, the strategy must make crime prevention a core function of city departments, employees and the general population, which is supported by a Crime Prevention Strategy that emphasises the Multi-Agency Approach. A good strategy should develop a critical mass of crime prevention tactics. Utilising a large range of tactics co-ordinated within a single strategy will naturally meet with more success than isolated small projects.

The causes of crime and violence in the city are manifold, but in general three major causes can be identified: social, institutional and those related to the physical urban environment. This requires a multi-agency and multi-pronged strategy involving stakeholders from various levels, including local and national government, police and justice (courts and correctional institutions), media, the private sector, civil society and communities.

The various facets, which lay the foundation for the development of a crime prevention strategy for the way forward, are presented in the subsequent sections.

### **3.1 LAW ENFORCEMENT AND JUSTICE SYSTEM**

It is necessary to give equal attention to and strengthen the capacities of existing institutions and community groups in crime prevention. This would require a more proactive approach within an integrated and comprehensive criminal and justice system, which seeks to address the root-causes of the problem. In accordance with this broad strategic direction, the following recommendations have been proposed.

#### **3.1.1 Improve professionalism, transparency, effectiveness, efficiency and accountability in government, police and justice criminal system**

It is vital, to provide relevant training that is appropriate to the current and future social, cultural values, to all key agencies and community groups to improve their roles, levels of professionalism and abilities to meet the law and order challenges. There should be a review of the criminal justice system with the aim of adapting it to meet the social ethos of the population as well as improve its ability to respond to criminal and justice issues promptly.

In this regard, the following are proposed:

- Reform of law and justice system;
- Promote improved relations with the community; and
- Increase accountability and dialogue with local authorities.

### **3.1.2 Re-focusing attention and resources on crime prevention**

Attempts should be made by agencies and community groups involved in law enforcement to re-focus attention towards addressing the issues of crime prevention. The proposals for action include:

- Broadening the current approach of law enforcement that largely focuses on ‘arrest, acquittal or conviction’, to a *process approach* which would include rehabilitation, training, counselling and community support.
- Improving the juvenile justice system with emphasis on restorative justice, alternative punishments, re-socialisation and rehabilitation.

### **3.1.3 Improving public confidence in the police, the justice system and the government**

One of the pivotal success factors in improving safety and security is to restore community confidence in the institutions entrusted with law enforcement and justice administration. This will ensure the full commitment of all parties towards achieving the preferred outcome. The recommendations proposed towards achieving this priority include:

- Improve police-community relations to facilitate law enforcement;
- Promote and sustain public and community sector partnership; and
- Formulate, adopt and enforce appropriate by-laws that



recognise the needs of the community and support their capacity to sustainable livelihoods.

### **3.1.4 Strengthening coordination among law enforcement agencies**

Strengthening the criminal justice system would also require improving coordination of the criminal justice system among the various agencies. Improvement in inter-agency coordination would provide a clear policy direction, strengthen partnerships and monitor the performance of the sector at any given time. The following are proposed to assist in this direction:

- Identify priorities for policing and law enforcement; and
- Concentrate and focus limited resources and capacities on core issues.

## **3.2 COMMUNITY DEVELOPMENT, CULTURE AND FAMILY**

There is a strong correlation between a developed community and safety. When communities are protected from the causes and consequences of crime and violence, their quality of life improves. It therefore goes without saying that priority attention should be given to community development.

The preservation of culture and family is of crucial importance in every urban setting since these two components preserve the character and harmony of residents. For this purpose, it is therefore necessary to engage public, private, and community support in the city, continuously. Areas that require attention include:

### **3.2.1 Improving access to services**

One of the key ingredients to community development is the provision of basic services. This improves well being and

promotes social stability, which is a recipe for socio-economic growth and development. The following areas have been identified for action. These are:

- Integration of safety as a cross-cutting concern in all types of service delivery at government and community levels;
- Improving urban service delivery, land tenure and access to appropriate housing;
- Increased police patrolling and community policing; and
- Provision of community centres which are accessible to all residents.

### **3.2.2 Addressing social exclusion**

There seems to be limited participation of the youth and the informal sector in the development process. The exclusion of these groups does not only prevent them from contributing positively to the development process but it also means that vast resources are not being tapped to improve the lot of society. In this regard, the following proposals are being made:

- Provide the youth with a positive sense of identity and belonging in the development process;
- Promote informal sector development;
- Revise by-laws and provide economic and spatial “incentives” in the employment creation activities;
- Involve the churches, schools, families, government, the private sector and the youth in building a culture of crime prevention and peace.

### **3.2.3 Integrating village courts and traditional mediation structures**

Integration of village courts and traditional mediation structures would strengthen community responsibilities, which appear to be waning. This approach will also empower communities to work in partnership with private and public institutions in improving law and order in the city. The following suggestions have been proposed in this regard:

- Strengthen village courts; and
- Develop the capacity of village courts to deal with administrative issues (land disputes and access to services).

### **3.2.4 Promote social cohesion in the city**

Residents in the city should be encouraged to feel a sense of belonging, by having measures be put in place to assist them with their integration. This will strengthen their bond to and interaction with the city. Their integration into the city contributes towards the protection of the community's interests. There are a number of recommendations that have been proposed in order to achieve this objective. The recommendations include:

- An Urban Initiation Programme - building a positive urban culture;
- Promote community service activities with youth and young offenders;
- Promote and strengthen collaborative efforts to address the culture of gangs, violence and substance abuse; and
- Mobilise communities to change attitudes and behaviour that perpetuate domestic violence, build the capacity of community leaders to understand the impact of violence and motivate them to initiate change within their own environments.

### **3.2.5 Educating communities on the need for crime reduction**

For communities to contribute towards crime prevention, they need to understand their roles and responsibilities. This could be achieved through the provision of functional education. The importance of this is to strengthen existing roles, acquire/improve their skills and also raise awareness. The proposed recommendations are geared towards to achieving these objectives. These include:

- Introduce mediation and conflict resolution at the family and community level;
- Urban Initiation Programme and Youth Mentorship Programme targeting 5 to 14 year olds to prevent delinquent behaviour;
- Offender Reintegration Programme focusing on 15 to 25 year olds to prevent recidivism;
- Awareness raising and building a culture of solidarity and peace.

## **3.3 URBAN MANAGEMENT AND PLANNING**

One of the underlying principles guiding land use, planning and management is the creation of a safe, convenient and comfortable environment for its residents. A safe environment stimulates development. It is therefore of immense importance for urban managers and planners to work diligently to achieve this outcome in the city. A number of activities have been identified to assist with the achievement of these objectives. These are discussed in the subsequent sections.

### **3.3.1 Creating a functional urban environment**

The layout of the city should assist residents in carrying out their social, economic and cultural responsibilities. The design and layout of city should act as a vehicle to accomplish these goals within a

safe and secure environment. Some of the areas that would require attention are recommended below.

- The creation of urban sub-centres for economic, social and cultural activities, which will contribute to community cohesion and solidarity;
- The integration and mainstreaming of safety issues into urban planning and management; and
- Develop thematic public urban spaces.

### **3.3.2 Improving urban governance**

The management of urban centres requires the involvement of key stakeholders. This would facilitate the collective identification and development of achievable responses to address the challenges facing cities. This approach not only ensures active participation in decision making, but it also empowers various groups to play a key role in the development of the city. To achieve these goals the following have suggested:

- Develop mechanisms whereby public, private and community representatives, can participate in urban decision making processes;
- Strengthen mechanisms for accountability and transparency; and
- Encourage dialogue with stakeholders.

### **3.3.3 Inclusion of settlements in the planning and management system**

The squatter settlements within and around the city contribute to the development of the city. Whilst some people live there by choice, others are there because of the failure of the urban housing market. It behoves urban managers, planners and community groups to systematically and sensitively integrate this sector into the planning

and management system. A number of recommendations have been advanced to initiate this process. These include:

- Formalisation (where possible) and regularisation of the informal settlements;
- Provision of security of tenure;
- Settlement profiling; and
- Improving the housing delivery system.

### **3.3.4 Strengthening capacity of urban managers and planners**

The changing dynamics in the city begin with new challenges, which require timely and innovative solutions. Urban managers and planners should be abreast with these changes in order to develop appropriate responses. This requires updating their skills and knowledge base on crime prevention issues, such as crime prevention through environmental design, social crime prevention and institutional crime prevention. To achieve this, the following have been suggested:

- The training and re-training of urban managers and planners on current regional and global challenges;
- Understanding the urban and regional growth imperatives; and
- Introducing planners and managers to participatory technologies.

## **3.4 INSTITUTIONAL CAPACITY AND COMMUNITY EMPOWERMENT**

The institutional capacity at city-level to provide safety and security for the inhabitants of Port Moresby is crucial in order to promote economic and social development. Local government should take a leading role in mainstreaming safety and security issues within the various departments and also in building coalitions that bring

together the various key stakeholders to define a strategy and to put in practice a plan of action for the city.

Good governance has been identified during the diagnostic process as being central to the functioning of the Safer Port Moresby Initiative and has had to date a direct impact on it. As such, it is important that the understanding of the institutional and management relationships, the capacity and accountability that define government systems and structures, and more broadly those of the PNG society should be clearly understood. Good governance is a prerequisite for effective crime prevention. Inherent weaknesses with regard to the institutional capacity need to be defined in order to give bearing to any effective prevention programme.

### **3.4.1 Enhance capacities of institutions**

The ability of institutions to meet their preferred outcomes is often contingent on the human resources and logistical support. It is therefore important to strengthen the capacities of key institutions to enable them to perform. It is against this background that a number of recommendations are being proposed.

- Improved information systems for police and justice to assist policy making;
- Capacity building for police, justice personnel, private and government officials;
- Improving governance to bridge the gap between government and the community;
- Develop and adapt approaches relevant to local circumstances; and
- Allocate government resources for the benefit of the city and its people.

### **3.4.2 Strengthen public, private and community interface**

Urban safety requires a multi-faceted approach due to the complexity of issues involved. All key stakeholders are to be involved in addressing this issue as a single integrative task. This underscores the need to strengthen existing partnerships as well as develop new ones with stakeholders interested in crime prevention in the urban environment. A number of recommendations are being proposed to initiate this process. Recommendations include:

- To identify and clarify roles of actors;
- Formation of local coalition / partnership under the auspices of NCDC;
- Establish accountability mechanisms;
- Establish monitoring and capacity building mechanisms;
- Encourage NCDC to take a strategic lead;
- Integrate SPMI into NCDC followed by training and capacity building for good governance and crime prevention.

### **3.4.3 Improve community capacity**

The role a community plays in the urban sector is varied and multi-faceted. Communities in urban centres are classified by their location and functions. These two factors perform different roles, which compliment and support one another. Therefore it is necessary to strengthen the capacities of these two factors in the crusade to improve urban safety. A number of recommendations have been put forward for achieving this objective. The proposed actions to operationalise this include:

- Strengthening civil society and integrating communities beyond *wantoks* with the assistance of church groups;
- Strengthening the Judiciary through institutional reforms;
- Sensitise the media through awareness building and training.



### **3.5 CONCLUSION**

The first phase of the SPMI project has initiated a process, which has led to a broader understanding of the scale and nature of local insecurity in Port Moresby. It has also laid down a solid foundation for addressing the problem within a holistic framework, in collaboration with municipal agencies, the private sector and the active support of the community.

Before this can be achieved, it is important that the results of the diagnosis are disseminated for constructive debate and discussion in order to engender support from all stakeholders. This will usher the project into the stage of preparing all concerned to pull their resources together, to implement the priority actions that have been identified. The successful implementation of priority actions will set the scene for developing and promoting a crime prevention culture in the city with the aim of addressing the intractable law and order problem in the city. This will be the focus of phase two of the project.