



UN HABITAT



Regional Technical Cooperation Division

# PAPUA NEW GUINEA: GOROKA CITY PROFILE



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

REGIONAL AND TECHNICAL COOPERATION DIVISION

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## FOREWORDS



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

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

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

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

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

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

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

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

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

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

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

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

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

A handwritten signature in black ink, appearing to read 'Joan Clos'. The signature is fluid and cursive, with a long horizontal stroke at the end.

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

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



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.

Dr. Jacquie Badcock

United Nations Resident Coordinator, PNG

Although Papua New Guinea is one of the least urbanized countries in the world, there is an ever growing and irreversible trend of urban migration. According to the 1990 census, only 15% of Papua New Guinea's population reside in urban areas. However, with an annual urban growth of 4.3%, the urban population is increasing at almost double the national average. At this rate, by the year 2020, 27% of the country's population will be living in cities and towns.

This urbanization trend is not seen as a potential stimulator of growth, but as the cause of problems: expansion of spontaneous informal settlements, high unemployment rates, alienated and delinquent youth, violent crime, and drug and alcohol abuse. This unfortunate trend is the result of uncontrolled rural to urban migration and is mainly due to weak governance. National policies regarding balanced rural and urban development, urbanization, local economic investments and development, social development, poverty reduction, basic services and social amenities or crime prevention have not been fully implemented.

Goroka City like many other Urban Local Level Governments in Papua New Guinea is confronted with issues directly related to rapid urbanization and the Goroka City lacks resources to manage this increasing urban growth and the problems associated with it. The intervention by the United Nations for which I commend the UNDP and UN-HABITAT is timely as the local governments are beginning to assume more responsibilities.

The Urban Profiling study will no doubt improve Goroka City's current performances and its efforts in responding to urban poverty through improved service provision, in particular for water, sanitation and other essential infrastructure services.

The Urban Profiling has already highlighted the city's institutional capacity gaps which I hope the donor partners can support. The Eastern Highlands Provincial Government has already embarked on developing its urbanization strategies in the Goroka District in an attempt to addressing the current urban challenges; I would welcome a further intervention from UNDP and UN-HABITAT to support our endeavours.

**Honourable Malcolm Kela Smith. MP**

Governor

Eastern Highlands Province



The Urban Profiling Study in Goroka City contains clear and unequivocal statements about the lack of political support over several decades, and about the opportunities missed for a sustainable urban governance and strategic planning and management of issues in Goroka City. Even today,

national policies regarding balanced rural-urban development, urbanization, local economic investment and development, social development, poverty eradication, basic services, and social amenities hardly exist. Cities and towns in Papua New Guinea are beset with unemployment, unresolved land and tenure issues, and economy dominated by foreign businesses and trade.

The challenges of Governance in Goroka City have been highlighted in this profile. This report now offers an opportunity for all levels of government and key urban stakeholders to develop partnerships to address the urban issues and challenges.

According to the 1990 census, only 15% of Papua New Guinea's population reside in urban areas. However, at 4.3% annual growth, the urban population is increasing at almost double the national average. At this rate, by the year 2020, 27% of the country's population will be living in cities and towns.

This unfortunate trend is the result of uncontrolled rural-urban migration and is mainly due to weak governance. National policies regarding balanced rural and urban development, urbanization, local economic investments and development, social development, poverty reduction, basic services and social amenities or crime prevention have not been fully addressed.

Goroka City, like many other cities and towns in Papua New Guinea, is confronted with issues directly related to rapid urbanization and Goroka City lacks resources to manage the increasing urban growth and the problems associated with it. This report highlights some frightening but challenging urbanization issues that citizens of Goroka must collectively address.

The intervention by the United Nations, in particular the support provided by UNDP and UN-HABITAT, is timely as the local governments are beginning to assume more and more responsibilities under the decentralization process. The Office of Urbanization, as the government's focal point, is the implementing partner for this project, and I acknowledge this Office for its input to this project.

As the newly elected Mayor of this city, the issues raised in the report is a challenge for me, and I need the support of the provincial government and all the urban stakeholders to improve governance and service delivery in this city.

**Honourable Koni Sari**

Mayor

Goroka City

# 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 Papua New Guinea encompasses a national profile, as well as profiles for Port Moresby, Goroka and Kokopo cities, each published as a separate report. This is the Goroka City report and it constitutes a general background, a synthesis of the four themes, Governance, Informal Settlements, Gender and HIV/AIDS, Environment and in addition expanded themes of Law and Order and priority project proposals which are considered to be of relevance to the current Goroka City situation.

## BACKGROUND

Goroka is the administrative headquarters for the Eastern Highlands Province and it is located on the Okuk Highlands Highway. Goroka is a thriving busy city with its formal sector enjoying a wide range of urban services and amenities. The city attracts overseas and local tourists to its world re-known Goroka Show and Goroka Coffee Festival. Goroka City like other Melanesian cities exhibits a common feature of formally laid out modern patterns of urban development that are surrounded by informal and uncontrolled informal settlements development.

As the major coffee producing region of the country, the agriculture sector plays an important role in the economy of the province. Despite its favorable economic conditions, the incidents of poverty in Goroka City are apparent, as evidenced by the standard of living among the many lower income population in the fringe areas of the city. Inadequate or a lack of urban services and amenities, high unemployment rates, environmental degradation, and uncontrolled and spontaneous growth of informal housing are key features of the city.

These urbanization issues are further exacerbated by high incidents of prostitution and HIV/AIDS among the urban population. The key concerns and challenges of Goroka City are apparent in terms of the following issues; (a) governance and effective urban planning and management of informal sector housing and land mobilization to meet the growing demands of the urban population and (b) the provision of basic urban environmental services.

## GOVERNANCE

Good governance and the ability to deliver quality services are the key challenges facing Goroka City as the city government attempts to respond to new challenges after years of neglect and political interference. The biggest impediment to these challenges is that Goroka City lacks financial resources, skilled personnel and new technology such as computer stations.

The Goroka City like any other third tier Government in the country depends heavily on the National Government grants and the internal revenue it collects. The national grants are tied to specific projects, while the internally raised revenue is inadequate to address the deteriorating essential services in the city.

The poor revenue collection by Goroka City contributes to considerable pressure on its ability to adequately provide and maintain the basic services. Governance in Goroka City is faced with challenges therefore the need to reform its structure is necessary to respond to demands from the city residents, business people and investors, and to address critical issues on service delivery. One such issue is to address its poor revenue collection to improve its financial capacity for effective service delivery which has declined over the past decade. Attracting business and investment to the city to lessen poverty through employment opportunities is the biggest challenge for the city. One of the grey areas of concerns relates to capacity development within the city structure where skilled technical and competent managers are needed within the city administration.

## INFORMAL STRUCTURES

Of the total urban population of Goroka City, about 60% live in the informal settlements located within the city boundary and on the urban fringes of the city.

These settlements are characterized by lack of planning, high densities, poor infrastructure and a shortage of basic urban services such as proper sanitation, water, garbage, electricity and other public utility services such as access to telephone services and markets.



The city has experienced a proliferation of population growth resulting in uncontrolled informal settlement development commonly termed as 'squatter settlements'. The Informal Settlements (squatter settlement) in Goroka are a grave concern for the city authority and the provincial government.

Many squatter settlement dwellers face acute security risks as these settlement areas are a safe-heaven for criminals. Prostitution, illicit drug trade, gambling and high rates of communicable diseases including HIV/AIDS are common in the informal settlement areas.

## BASIC URBAN ENVIRONMENTAL SERVICES

As the population of the city grows so does the material waste from households and industries, which leads to pollution and decline of the environment.

The city suffers greatly from uncontrolled urbanization and the demands placed on the existing services infrastructure. The current capacity of sewerage and water reticulation systems that were designed for a population of 8,000 people in the 1960s during the colonial era cannot cope with the present demands.

**Water:** Goroka City is the only urban authority in the country that manages its own water and sewerage functions. However, the city is facing acute water shortages to meet the growing demand of the population. The present water treatment plant that was designed to produce only 10 cubic metres daily is inadequate. The production capacity needs to be improved to 15-20 cubic meters daily to serve the urban population and to meet the future demand.

Informal (squatter) settlements suffer most from this inequitable water provision; majority of the residents in the informal settlements and villages obtain their water from unsafe sources such as the creeks and the drains, resulting in high rates of waterborne diseases and morbidity. The current water capacity is inadequate to meet the demands of the increasing urban population.

**Sewerage:** The existing sewerage lagoon or anaerobic ponds are obsolete and raw sewage overflows into nearby streams posing an environmental and health risk for communities who obtain water from these streams for cooking and consumption.

**Sanitation:** The sewerage leakages and sewer pond over-flows into the streams used by the settlements population pose high health risks. Litter pollution in the markets and public spaces and unsanitary public toilets are major environmental concerns for the city.

**Solid Waste Management:** Solid waste management is a critical environmental issue in Goroka. The current practice of open disposal and burning of waste has been an issue for a long time and is as a result of having no proper land fill facility to dispose of the waste.

## URBAN RURAL LINKAGES

Goroka City serves as the main urban centre for Goroka District as well as for the Eastern Highlands Province; but has poorly developed linkages within Goroka District and the eight other districts in the province. There is vast disparity existing between these eight districts in terms of socio economic opportunities and the spatial distribution of services.

Overall, the province lacks a coherent and integrated transport network. An efficient Transport and Communication infrastructure network is needed in order to promote socioeconomic development and service delivery in the province. The internal district road infrastructure system exhibits an extremely low level of connectivity and many parts of the district are not inter connected.

Furthermore, the district towns do not exhibit some form of hierarchy in terms of their functions and roles as administrative, social and service centers for the rural hinterlands. These towns lack interdependent communication and service system and are isolated from the rural population in the District.

## GENDER AND HIV/AIDS

Goroka City is among five other cities and towns in the country that have a high infection rate of HIV/AIDS. The District Health Office statistics reveal that out of every 100 people, two are infected with the deadly disease. This is about 2% and by WHO standard, it is considered an epidemic. Infections are common among people between the age group of 16-35 years. The worrying concern is that the people in rural areas are not coming out for Voluntary Testing to check their HIV status.

There are a number of international and local organizations, such as the National and Provincial AIDS Council, NGO groups such as Save The Children, Care Papua New Guinea, Clinton Foundation, Medical Research Institute, UNICEF, Goroka General Hospital, Women's group, and Community Based Groups, which are taking a positive approach in promoting awareness and need for safe sex. Poverty contributes to the rise in HIV/AIDS. Married women and girls as young as 13 years are forced to sell sex for money in order to meet the needs of their family.

Treatment facilities and medicines are not easily available to local health authorities in the fight against the disease. The Goroka City hospital does not have a separate ward designed to provide care for the fully blown AIDS patients.

## LAND

The City of Goroka is sited on a 6.9 square kilometer of land that was originally purchased by the colonial administration for an airstrip. Land is critical for urban development and for future expansion. Land shortages have become the critical development issue for Goroka City.

Goroka City requires more land for immediate and future urban expansion. Most of the State land is already exhausted, hence, further urban expansion require additional land to meet the current demands.

The land shortages have resulted in rapid and informal 'urbanization' occurring on traditional land situated on the fringes of the city boundary where the government has not legal mandate to plan and manage development.

The Airport located in the middle of the city is the major land use feature and it occupies a substantial part of the city.

Expansion of the city is also constrained by rugged terrain and the traditional land surrounding the city. Most of the available land for development has been utilized to capacity and city expansion has already encroached on to the traditional land at the urban fringes.

# BACKGROUND

## INTRODUCTION

The Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps and existing institutional responses at local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national and regional levels, through an assessment of needs and response mechanisms, and as a contribution to wider-ranging implementation of the Millennium Development Goals.

The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics and others. The consultation typically results in a collective agreement on priorities and their development into proposed capacity building and other projects that are all aimed at urban poverty reduction.

Urban Profiling is being implemented in many African and Arab countries, offering an opportunity for comparative regional analysis. In Papua New Guinea, Port Moresby, Kokopo, and Goroka cities have been selected as a pilot project under the Urban Profiling programme offering similar opportunities. Once completed, this series of studies will provide a framework for national and local authorities and urban actors, as well as donors and external support agencies.

## METHODOLOGY

Urban Profiling consists of three phases:

**Phase one** consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium size city and a small town are selected and studied to provide a representative sample in each country. Goroka, the provincial capital of Eastern Highlands Province has been chosen among two other cities, Port Moresby and Kokopo, to pilot the Urban Profiling Study. The analysis focuses on four themes: governance, informal settlements, gender and HIV/AIDS, and environment. Additional themes were considered appropriate for Goroka and these are: Urban-Rural linkages, Land and Urban Safety.

Information is collected through interviews and discussions with institutions and key stakeholders in order to assess the strengths, weaknesses, opportunities and threats (SWOT) of the national and local urban set-up. The findings are presented and refined during city and national consultation workshops and consensus is reached regarding priority interventions. National and city reports synthesize the information collected and outline ways forward to reduce urban poverty through holistic approaches.

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

**Phase three** implements the projects developed during the two earlier phases, with an emphasis on skills development, institutional strengthening and replication. This report presents the outcomes of Phase One of the Urban Profiling in Goroka City.

## URBAN PROFILING IN GOROKA

Urban Profiling in Goroka City is one of three similar exercises conducted in Port Moresby and Kokopo.

In order to document this profile, representatives from provincial and national agencies like the Department of Lands and Physical Planning, National Urbanization Office, Goroka Urban Local Level Government, and key stakeholder representatives participated in the consultation processes, a partnership platform co-developed with the Ministry of Lands and Physical Planning through the National Urbanization Office. There are also numerous existing NGO groups which were an integral part of this partnership approach and who provided vital information to document an up-to-date profile of Goroka City. The basic aim was to develop options for formal inter agency collaboration in order to create a coordination body integrating a wide range of urban stakeholders in a single response mechanism.

## REPORT STRUCTURE

This report consists of:

1. a general background of the urban sector in Goroka based on the findings of the Goroka City assessment report, a desk study, interviews, and consultations with relevant stakeholders engaged in the Goroka District Urban Development Plan Study and the Goroka District Urbanization Pilot Study (see back cover for a list of participants in the city consultations).
2. a synthetic assessment of four main areas – governance, informal settlements, gender and HIV/AIDS, and environment – in terms of the institutional set-up, regulatory framework, resource mobilization and performance; this second section also highlights agreed priorities and includes a list of identified projects.



## CITY ADMINISTRATION

By virtue of its status as a City Authority under the Organic Laws on Provincial and Local Level Governments (OLPLLG), Goroka City is mandated to provide effective and sustainable urban management and administration to its urban constituency. The Organic Laws further mandated the city to be self-sustaining in its service delivery through investments and levy fees, and charges on goods and services.

However, the ability of Goroka City to effectively respond to its mandatory functions is constrained by limited capacity within its city administration, ranging from finance, manpower to the overall political governance of the city. Heavy dependence on central government grants which are usually low and poor and weak revenue collection mechanism at the local level all contribute to ineffective operation of the city.

The Goroka City has a staff strength of 130 personnel. The staffing is bottom-heavy with largely unskilled staff in the lower tiers and weaker capacity in middle management which affect the ability of the city hall to be effective. Training in technical and managerial areas are a priority for the city. Political interference in budgeting and planning decisions and staff appointments cause instability in the effective administration of the city.

The 2008 expenditure estimates were as follows: 60% on wages, 25% on operations and maintenance and 15% on projects. To improve effective revenue collection, Goroka City needs to assess the option of contracting out the management of its business activities to the private sector. The contracting should also include the specialized service infrastructure facilities. Such arrangements will improve its revenue collection; maintenance and sustainability of the service infrastructure.

There is a need for institutional strengthening and capacity building through a corporate planning approach that integrates Physical and Economic Planning functions by sector to enhance effective planning, management and control in areas of settlement planning, illegal developments and enforcing town center policies on designs and standards in the interest of the long term planning and management of the city.

## URBAN PLANNING

All planning and land use development in the country is subject to the Physical Planning Act of 1989 with powers vested in the Minister for Lands and Physical Planning at the National level. The Act allows provisions for a decentralized planning system for provincial and urban local authorities to set up local Planning Boards to vet planning proposals and make decisions at the local levels. Matters relating to planning appeals and those that are of national interest are referred to the National Physical Planning Board. The recently passed Organic Laws on Provincial and Local Level Governments (OLPLLG) have made urban planning a mandatory function for the urban local governments.

However, most of the planning functions are still slowly being decentralized to those urban authorities where there is capacity to assume the new responsibilities. Despite the need for such system in Goroka, the City does not have the technical and managerial capacity to assume the new planning functions. As an interim arrangement, Eastern Highlands Physical Planning Advisory Committee (EHPPAC) has been established in the province to allow for local inputs to planning proposals. The Membership of the Committee has representation of all urban stakeholders, including the government, private sector and the community interest groups. This advisory planning committee only vets planning applications and recommends them to the National Planning Board for decision.

Like all other cities and towns in the country, Goroka City does not have strategic urban development plans to guide an orderly development. Simple land use zoning plans or schemes are used as policy tools to guide and control development in most cities and towns. At present, the urban planning function in Goroka City is vested with Regional Physical Planning Office (RPPO) of the Department of Lands and Physical Planning. The role of RPPO is to provide technical and advisory support to the EHPPAC on all matters relating to urban planning within Goroka City and all other towns in the province.

Since Independence, Goroka City has continued to suffer from lack of proper urban planning and management due to severe shortages of land for urban development. Planning, therefore, cannot be isolated from land issues.

The land in the city is categorized into two main tenure types: (a) Alienated State Land and (b) Freehold Land. The former constitutes over 80% of the total land while the latter, with some pockets of traditional land, is estimated to be over 549 hectares. Much of the alienated land is marginal land consisting of gullies or mountain slopes where the informal (squatter) housing settlements are located.

## URBAN PLANNING ISSUES

1. The Regional Physical Planning Office in Goroka cannot provide effective planning services due to the lack of financial and logistical support from the National Department responsible for urban planning services.
2. Planning Issues;
  - Rural urban migration as inevitable,
  - Need to integrate urban – rural linkages in the provincial development plans and strategies,
  - Address uncoordinated public transport system in the city,
  - Need for proper drainage corridors to control, Overflow and the erosion of road surfaces,
  - Improve road designs,
  - More street lighting needed,
  - More awareness on HIV/AIDS,
  - Address the youth crime.

Historically, Goroka Township was built around an airstrip which was later upgraded into a major airport for the city. The airport is sited in the heart of the city and occupies prime urban land that has the potential to cater for immediate and future development of the city. The relocation of the airport is a critical issue for the provincial government.

## URBAN SAFETY

The Law and Order situation in Goroka has always been a serious concern for both the National and Provincial Government. Rising juvenile delinquency and serious crimes such as armed robbery and use of illicit drugs is common in the city. The increase in crime in Goroka has been partly due to migration of people into urban centres from rural areas and other provinces seeking employment and economic opportunities. Often the communities from informal (squatter) settlements are targeted in the criminal activities.

The poor street lighting in the city and particularly in residential and public areas contribute to lawlessness, decline in public safety and frequent robberies in business premises.

The Law and Order situation not only threatens personal safety and property but has wider repercussions on the local economy, investment and tourism industry. Some business have re-located to other provinces due to the escalating crime in Goroka.

Policing in Goroka has always been challenging for the members of the Royal Papua New Guinea Constabulary. Limited logistical resources, man power and poor housing conditions all contribute to lack of effective performance of the police in the city. Recruitment of reserve constabularies have minimized some problems, however there is need for a holistic approach from all key stakeholders, including politicians, to address the escalating crime.

The increase in crime in Goroka has necessitated the establishment of the Eastern Highlands Provincial Rehabilitation Committee in 1981. This committee comprises of the Police Department, the Correctional Institutional Services (CIS), the Judiciary, and the Courts. Goroka City requires broader support and interventions to curtail the current lawlessness. Donor interventions in urban youth programmes similar to the 'Yumi Lukkaut Moresby' initiative is needed in Goroka.

## PUBLIC TRANSPORT

Buses and open back utilities are common forms of public transport in Goroka. These are commonly known as PMV's (Public Motor Vehicles) which are usually owned by individual operators. Privately owned vehicles, cars and motor cycles make up 30% of transportation, while majority of the population walk daily to their place of work.

Most traffic accidents are alcohol related, as a result of negligence or due to poor road conditions. In the interest of public safety, there is a need to regulate all vehicles in the town.

## SOURCES OF ENERGY

The Papua New Guinea Power is responsible for providing electricity in the city. Majority of the people living in the informal settlements and the peri-urban areas do not have access to electricity. Most households rely on kerosene or firewood for cooking. Paraffin lamps, tin lamps, batteries and candles are the main source of lighting.

## HEALTH

The city has a provincial hospital that serves the eight districts in the province and the highlands regions. While middle and high income groups rely on private clinics, the poorer sections of the population rely on substandard health facilities. High cost of medical care and insufficient drugs exacerbate the existing health conditions.

The common types of diseases in Goroka are malaria, typhoid, tuberculosis, respiratory tract infections, water-borne illnesses, and diarrhoea. HIV/AIDS is generally attributed to poverty. Not everyone has access to health care and to meet the growing demand for health care services, the city needs more health clinics and mobile clinics to ensure that everyone has access to health care. Public awareness and education programmes on the HIV/AIDS pandemic and ways to prevent common diseases is also needed in the city.

## EDUCATION

Goroka has an adult literacy rate of 55% which is low compared to the national average of 85%. Only 20% of the urban poor have attained secondary education. The city has seven primary schools but only one secondary school and a private grammar school that enrolls students from grade nine to 12. The existing educational facilities are inadequate for the growing population of the city.

There is one university, two distance-learning colleges and few privately run schools and commercial colleges in the town. There are inequalities in the quality of education standards and facilities between government-run and private schools. There are also disparities in educational opportunities between boys and girls and girls are less likely to complete primary education and advance to secondary school.

There is need to upgrade the existing educational facilities and improve access to education for the poor by establishing more government-run primary and secondary schools.

## ECONOMY

Goroka is the capital city of the major coffee producing region in the country. The plantation sector contributes significantly to the city's economy. Market gardening, livestock and in land fishing also provide income opportunity for the local population. Honey production is another emerging business opportunity for the local people.

Due to its strategic location, the city serves as the major distribution point for goods and freight destined to the vast highlands region.

As the regional city, Goroka is the economic hub of the growing economic development and investment in the mining sector in the highlands region. Major banking and insurance offices, legal offices, and international donor offices are located in Goroka. The city also hosts major tertiary and research institutions that contribute to the economy of the city. Both the public and institutional sector are major employment sources for the city. The city hosts a major regional sporting facility that contributes to the local economy.

The Tourism and hospitality industry has gradually developed and now provide an excellent market for international tourism. The bi-annual Goroka Cultural Show attracts both local and overseas tourists. The annual Goroka Coffee Festival is another event that attracts both international tourists and coffee buyers.

The city has a weak manufacturing base, but the service industries in transport and freight, fuel and cargo distribution, and building and construction sector add significant input to the local economy. In the commercial sector, the city hosts some of the major supermarkets, wholesale and retailing shops. This sector is another major employment sources for the city. The average household income for the city is estimated at USD 150 which is lower than the national average of USD 250. On an average, those employed subsist on a household income of USD 20-30 daily to sustain livelihood for their families.

## INFORMAL SECTOR

Informal Sector activities are a dominant street scene in most cities and towns in the country. It is the main source of income for the poorer sections of the urban population. The government has legalized the Informal Sector activities as a means of reducing poverty but there are no mechanisms to regulate and manage the activities.

There is growing concern about the proliferation of informal sector activities and the implications on the environment of the city.

These uncontrolled activities have resulted in the permanent loss of public spaces, road reserves, and interference to traffic flows. The vendors even operate their activities in restricted areas such as areas under high tension electricity lines.

The informal sector not only plays an important role in the economy, but provides employment opportunities to many unskilled laborers who find it difficult to obtain employment in the formal sector.

In Goroka City, an increasing number of the working population are engaged in the informal sector to supplement their income. Apart from the sale of consumable items, the informal sector activities have expanded to metal and leather works, livestock sale, and carpentry among others.

The emerging concern now is the health risks associated with littering, sale and preparation of food in unhygienic conditions. Another concern is that illicit activities are now associated with informal sector activities, vis-à-vis, prostitution, gambling, sale of illegal drugs, and rise in petty crime.

There are no officially designated areas or facilities provided with proper storage, stalls, water supply and sanitary facilities for the informal areas to operate.

The present locations where informal markets operate are:

- Red corner at the junction of Leigh Veal Street/ Kama road
- Black Corner at the junction of Homate Road and Gafu Street.
- Lopi market located on Sonamuka Street in the shopping center.
- Mambu Market located at end of the air port.
- Genoka Market located alongside McWilliams Street.
- Seigu Market located at the town boundary.
- Piswara Market located at the junction of McNicholl and Piswara Settlement Street.

# GOVERNANCE

The Goroka district political structure comprises of elected representatives of the Local Level Governments, including the Goroka City Council. The Joint District Planning (JDP) Committee is the District's highest decision-making authority that is responsible for district governance and administration of the development budget.

The JDP is chaired by the local Member of Parliament (MP) and the District Assembly is comprised of District Local Level Government Presidents, City Mayor and appointed Members representing community interest groups: churches, women and youth.

At the district level, the JDP formulates development projects according to local needs and priorities as submitted to it by the respective Local Level Government Districts.

All projects are vetoed and incorporated into the district's five year development plan. However, depending on the budget allocated to the district, the JDP annualizes all development projects according to priorities within the district's five year development plan. Below the District Government is the Village Local Level Government Ward with elected councilors. The Ward Units are the lowest tier of the political hierarchy in the district.

Politically, Goroka is divided into five council wards, each are represented by an elected Ward Councilor. The Town Mayor is elected by the people through an election. The majority of these elected councilors represent wards that are from the informal settlement areas; therefore, many have limited experience and knowledge on municipal governance. 70% of locally elected members to the City Assembly are from the informal settlements.

## THE INSTITUTIONAL SET-UP

- Goroka City depends on the National and the Provincial Governments for most of its budget needs. The City relies heavily on governments grants for its operational needs. It also receives tied-grants specific for projects and programs.
- The city has weak organizational structures and operational capacities. Lack of funds and weak administrative capacity constrain service delivery and physical planning.
- There is potential for public-private partnerships in service delivery, but this has not been fully explored.
- There are many civil society organizations actively involved in urban affairs, but there are no institutional mechanisms to formalize their activities, such as an urban forum, to collectively engage all stakeholders in civic affairs.
- There are some newly created institutional structures promoting broad-based stakeholder participation, such as the Goroka Urbanization Committee (GUC) and Goroka Urban Law and Order Committee (GULOC).



## LEGISLATIVE FRAMEWORK

- The city governance is subject to Organic Laws on Provincial and Local Level Governments (OLPLLG) under which the national minister has over arching powers for suspension for irregularities in governance and administration.
- The Physical Planning Act enables the Goroka City to assume planning responsibility but the council lacks technical capacity to plan and administer the city, particularly the squatter settlements.
- The Building Act is another devolved responsibility, however, the functions are within the Ministry of Works.
- The Housing Act devolves Housing and Settlement Administration functions to the cities and towns, but Goroka City lacks capacity in terms of finance and manpower to assume full responsibilities.
- Public Health Act helps to enforce health and environment standards and avoid public nuisance.

## PERFORMANCE AND ACCOUNTABILITY

- Service delivery is a governance challenge for the increasing growing population of Goroka.
- The mayor is elected by the councilors and is often not accountable to the citizens but to the councilors who elected him.
- With limited financial support from the National and Provincial Government, the city is unable to function effectively as a city authority and to fulfill its mandate.
- Weak administration and monitoring due to lack of technical and managerial capabilities.
- Financial accountability is a chronic issue as a result of political interference.
- Civil society organizations are active but lack effective coordination.

## RESOURCE MOBILIZATION

- Receives annual grants from National and Provincial Governments, but these grants are insufficient to meet the high demands for services.
- Main sources of internal revenue are derived from water rates, sales taxes and from garbage collection.
- The internal revenue generation is weak due to outdated system for revenue collection.

<b>GOVERNANCE</b> N°1	<b>Project proposal</b>	<b>Page 19</b>
	Development of a Revenue Collection Strategy.	

<b>GOVERNANCE</b> N°2	<b>Project proposal</b>	<b>Page 19</b>
	Revenue Collection.	

## GOVERNANCE

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
<b>CAPACITY BUILDING</b>				
Existing Goroka City organization.	Organization structure is weak and small.	Manpower Planning and capacity development opportunities identified.	Instability due to better opportunities elsewhere.	Prioritize training needs based on capacity gaps and competencies.
Existing National, Provincial Institutions and City Organizations.	Lack partnership support and technical assistance.	Donor Agencies are encouraging the partnership concepts.	Lack of government support.	Encourage regional partnership programme and training.
Existing provisions in the Legislations for capacity development.	Lack financial support towards capacity development.	Government has given training a priority in donor funded projects.	Lack of funding support.	Government to ensure training is given priority.
Existing training institutions.	User pay system where local authorities cannot afford to meet the training costs.	More funding support given to Districts.	Public servants seeking opportunities outside the public service.	Encourage skills-based training.
Provincial and city technical staff.	Inadequately trained and need more competency training.	Government is encouraging studies abroad.	Lack of Government support.	Give more priority to training abroad.
Donor interventions in capacity development.	Short term training for 'quick-fix' approach.	Scope of training and capacity development is changing to need based training.		Donors are offering more training opportunities.
<b>REVENUE COLLECTION</b>				
Qualified man power at higher tiers of Goroka City authority.	Poor revenue collection due to poor training.  Lack of computerized system and poor rate management and output capacity.  The council is not autonomous in generating and spending its budget.  Lack of vision and strategy for economic development.	Revenue collection could be substantially improved through computerization.  Effective management of rate collection and registration of revenue sources.  Train council staff in budgeting and financial management.  There is a need to identify other revenue sources and bring the existing ones under the control of the council.  Involve the Papua New Guinea Internal Revenue Commission in assisting local revenue collection.	Lack of training, resources and political will to strengthen revenue collection.  Corruption.  Lack of economic planning.	Improve the revenue collection system by implementing an effective IT system and improving building capacities of the council through training.  Promote equitable taxation and pro-poor policies.  Develop an economic planning policy

<b>GOVERNANCE</b> N°1	<b>Project proposal</b>
	Capacity Building and Training.

**LOCATION:** Goroka City Authority.

**STAFF REQUIRED:** Two full-time institutional and public finance experts.

**DURATION:** 12 months.

**BENEFICIARIES:** City staff, councillors and Goroka residents.

**IMPLEMENTING PARTNERS:** Goroka City Government as training organization and UN-HABITAT.

**ESTIMATED COST:** USD 250,000

**BACKGROUND:** The ability of Goroka City Council to deliver services and respond to the needs of its city population depends on its ability to manage its urban duties. At present, the city is ill-equipped to deal with these challenges due to lack of skills and knowledge to facilitate these processes. The councillors are often not aware of their roles and responsibilities, and the council staff lack the skills and knowledge to perform their tasks effectively and efficiently. UN-HABITAT training tools are desirable for this purposes, particularly the Local Elected Leadership series for elected leaders, municipal finance, participatory planning, participatory budgeting and including the Geographical Information System tools.

**OBJECTIVES:** To build the capacities of the council staff and councillors to perform their tasks more effectively and efficiently, in order to improve governance and urban management.

**ACTIVITIES:** (1) Conduct training needs assessment of the councillors and the council staff. (2) Identify a focal point within the council staff to act as a training coordinator. (3) Identify an external training institution to carry out the training. (4) Design and develop or identify relevant training courses on the basis of the training needs assessment; formulate training plans for each staff member and the councillors utilizing UN-HABITAT training materials.

**OUTPUTS:** Individual training plans prepared for council staff and councillors, and a training programme implemented.

**STAFF REQUIRED:** Identify a staff member with expertise in training and capacity building to act as a training coordinator.

<b>GOVERNANCE</b> N°2	<b>Project proposal</b>
	Revenue Collection.

**LOCATION:** Goroka City Authority.

**DURATION:** 12 months.

**BENEFICIARIES:** Goroka City staff, residents, the business sector, the manufacturing sector, tax payers, and the informal sector.

**IMPLEMENTING PARTNERS:** Goroka City Government Council, Eastern Highlands Provincial Government, Ministry of Local Government, the business sector, and Papua New Guinea Internal Revenue Commission.

**ESTIMATED COST:** USD 200,000

**BACKGROUND:** One of the most urgent needs of Goroka City is an enhanced revenue collection system. Insolvency hampers the council's ability to pay its staff and to deliver services effectively. There is need for a study on the current revenue collection mechanisms in order to improve and strengthen the overall revenue collection system for Goroka City.

**OBJECTIVES:** To improve Goroka City's revenue collection and develop a mechanism for efficient financial management, monitoring and reporting.

**ACTIVITIES:** (1) Conduct an assessment of Goroka City's financial management systems through interviews with all key departments associated with revenue collection and financial management. (2) Conduct a mini-consultation with key Goroka City departments to develop and agree on revenue collection priorities, and conduct a SWOT analysis on municipal revenue management. (3) Conduct an assessment of other potential revenue sources. (4) Conduct interviews with business sector stakeholders and other ratepayers to determine key issues on improved management and revenue collection. (5) Conduct interviews with Papua New Guinea Internal Revenue Commission to ascertain how revenue collection may be strengthened. (6) Organise a consultation workshop for all the stakeholders. (7) Complete a report on the improved strategies and recommendations for Goroka City to implement. (8) Support the institutional capacity building through staff training. (9) Monitor outcomes of the Goroka City financial capacity trends.

**OUTPUTS:** (1) Financial review assessment report. (2) Mini-consultation with key stakeholders. (3) Other potential revenue and existing revenue sources identified. (4) Recommendations for improving the overall financial management system of the Goroka City.

**STAFF REQUIRED:** Two full-time institutional and public finance experts.

## HOUSING AND INFORMAL SETTLEMENT

A striking feature of many cities and towns in Papua New Guinea is the contrast between a modern well planned residential suburb and the shanty informal settlements surrounding it. The standard of the informal settlements reflects the socio-economic status of their inhabitants. The houses are built of flimsy plywood and make-shift construction. Typically, a house with an average floor space of four square meters accommodates upto four households.

This feature can be found in the major cities and towns in Papua New Guinea and is a reflection of weak governance and bad economic development policies of the country. People drift to the cities and towns to have access to economic and social opportunities that they otherwise would not be able to access in the village.

There are eight major informal settlements located within the city boundary and several are located in the peri-urban villages. 60% of the city's population live in these settlements. Only two settlement communities in the city are formally recognized: Piswara and Banana Block settlements. These two settlements were formally planned and developed under 'Sites and Service Scheme' in the 1980s by the National Housing Commission.

The 'safer' places for rural migrants to settle in the new urban environment are on the marginal land areas often regarded as unsuitable for formal development. Many settlements are built on hazardous terrain like hilly slopes or gullies that are exposed to erosion. People choose these locations to build their homes because the risk of being evicted by authorities is minimal.

A general view of the authorities and policy advisors are that informal (squatter) settlements are not part of the formal urban planning and management systems of the city administration. Authorities also hold the same view on basic urban services provision as the settlement dwellers, majority of whom are unemployed, would not pay for these services.

There is a great disparity in the provision of urban services between the formal housing sectors and the informal housing settlements. Informal (squatter) settlements are under-serviced or lacking in basic services such as water, garbage, sanitation, road and electricity.

There are three types of informal settlements which can be categorized as:

1. Planned settlements: These are recognized informal settlements located within the city boundary such as Piswara and Banana Block which were established through Self Help / Site and Service Schemes supported by the government. They are formally planned and serviced allotments where the occupants are able to acquire legal titles issued by the Department of Lands and Physical Planning.

2. Unplanned settlements: These are the unplanned informal settlements located within the town boundary where basic urban services are unavailable - such as the Genoka settlement which is located on prime land in the city. This settlement and others that occupy prime urban land are subjected to eviction threats by the Provincial Government that requires this land for formal urban development purposes. The settlers have no legal rights, hence, have no secure tenure over the land. Other settlement colonies are located on waste land or steep slopes and gullies where eviction threats from city authorities are minimal.
3. Village settlements: These are informal settlements located on traditional land situated on the urban fringes. The occupation of this traditional land is arranged through informal agreements between the traditional land owners and the settlers. An annual land rental fee is agreed upon with the landowners for the occupation this land.

Most settlers acknowledge that living under this arrangement is safer with minimal eviction threats than living on government land within the city boundaries. There is a growing trend among the village landowners to rent out their land for urban settlements resulting in the proliferation of uncontrolled urban development in the peripheral areas of the city.

Settlements are safe havens for criminals, prostitution, drug trade, HIV/AIDS infection, and gambling. Urban poverty is prevalent in Goroka. Nearly one third of Goroka's urban total population live in absolute poverty; and the majority come from the informal settlements. Only 20% of this population is engaged in formal employment, earning an average fortnightly wage of USD 20.00.

TABLE 1: AREAS OF MAJOR INFORMAL SETTLEMENTS AND THEIR POPULATION

AREA	GENOKA BLOCK	PISWARA BLOCK	BANANA BLOCK	TUSA BLOCK	ZOKOZOI BLOCK	SIX PERI-URBAN VILLAGES
Population	3,500	4,000	3,400	300	450	12,000
Area in square kilometers	2.5	2	3	1	1.5	6
Density (people per square kilometer)	1,400	2,000	1,133	300	300	2,000

## THE INSTITUTIONAL SET-UP

- The Ministry of Lands and Physical Planning, is responsible for settlement planning and land allocation decisions, while at the local level the coordination responsibility is on the Urban Authorities.
- Since the promulgation of Organic Laws on Provincial and Local Government (OLPPLG), the full responsibility has been decentralized to the urban authorities. However, important decisions regarding land allocation, for example is still made by the central government.
- Urban authorities do not receive funding or manpower support for their new responsibilities.
- The Goroka Settlement Authority (GSA) is an advocacy forum organized by the settlement communities. The communities 'voice' their concerns through this forum.
- There is no legal mechanism for the involvement of urban stakeholders or NGOs in urban decision making processes or dialogue with Goroka City Council.
- The present administrative framework, in dealing with informal settlements, is too cumbersome, complex, bureaucratic, inefficient, and prone to corruption.

- There are no pro-poor land policies in place.
- There is no current land-use plan or overall master plan.
- There is no policy for local economic development specifically for settlement dwellers.

## RESOURCE MOBILIZATION

- Goroka City has no budget provision for settlement development.
- The City relies on Government grants and internal revenue.
- The GULLG has poor internal revenue collection mechanisms and is able to collect only 50% of revenue from its current sources.
- There is no partnership arrangement or mechanism in place for service delivery in settlements.
- The Ward Development grants assistance to settlement dwellers is not sufficient.

HOUSING AND  
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Informal Settlement Management and  
Upgrading Strategies.

## LEGISLATIVE FRAMEWORK

- The Physical Planning Act is an over arching legislation that determines the use, control and development of land.
- The Land Act administers the allocation of land and issue of land title.
- The Building Act ensures building codes are enforced and adhered to within the urban areas.

# HOUSING AND INFORMAL SETTLEMENT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
<b>INFORMAL MANAGEMENT AND UPGRADING STRATEGIES</b>				
<p>Allows the expansion and growth of the town.</p> <p>National Land Policy under preparation is expected to have a positive impact on access to land from traditional land owners.</p> <p>Creates a strong and diverse civil society organization base.</p> <p>Forms a formidable social and economic agent of the city by creating jobs and acting as a source of income.</p> <p>Easier access and provision of services and provides a link to rural areas.</p> <p>Provide affordable housing for Goroka residents.</p>	<p>Increases migration, hence diminishes job opportunities.</p> <p>Little knowledge of the settlement.</p> <p>No policies in place for regulation of the development of settlements.</p> <p>Separate ownership for land (state, customary and third parties).</p> <p>Diminishes the state and customary land ownership potentials.</p> <p>Lack of updated land and housing stock information in informal areas.</p> <p>Lack of a city development plan, which undermines the ability to plan for settlement areas and integrate them more effectively within the overall town development.</p> <p>Settlement dwellers typically receive little recognition from the authorities.</p> <p>The councillors are not trained to effectively deal with urban issues like settlement upgrading.</p> <p>Poor communication between the council and its citizens.</p>	<p>Provide a large labour pool as well as market for businesses.</p> <p>Create pioneer strategy on access and registration of customary land for development and expansion of the city.</p> <p>Lessons from previous upgrading and management interventions should be used to influence policy development.</p> <p>A conducive policy establishment for settlement management upgrading incorporated in the National Urbanization Policy .</p> <p>Increasing government commitment to settlement upgrading and management.</p> <p>The existence of private sector industries in the area that could participate in settlement upgrading.</p>	<p>Poor health and hygiene standards in the settlements.</p> <p>Creates an avenue for prostitution and drug abuse among other social evils.</p> <p>Lack of access to education.</p> <p>Political interference and lack of political will.</p> <p>Settlement upgrading may exert pressure, forcing rent increases and displacing settlement dwellers from their existing accommodation.</p> <p>No strategy for Goroka's development that considers economic, physical and environmental planning.</p> <p>Land and Financial planning, resource management and settlement upgrading strategies are centralized.</p>	<p>Develop a baseline settlement survey.</p> <p>Develop consultation and awareness with customary landowners in partnership for land registration for development and expansion.</p> <p>Regulation and upgrading of the informal settlements.</p> <p>Harmonization and coordination of settlement upgrading strategies.</p> <p>Develop appropriate base maps for land management and property registration.</p> <p>Establish a regulatory framework and action plan to ensure equitable and pro-poor access to urban services.</p> <p>Develop transparent pro-poor processes in land tenure, security and allocation.</p> <p>Devolution of land management and physical and economic planning to local authorities.</p> <p>Improved access to shelter and water, improved sanitation and a clean environment.</p> <p>Train local leadership and councillors.</p> <p>Build the implementation capacity of the GULLG.</p> <p>Support the CWS and Goroka Settlement Authority.</p>

<b>HOUSING AND INFORMAL SETTLEMENT</b> Nº1	<b>Project proposal</b>
	Informal Settlement Management and Upgrading Strategies.

**LOCATION:** Nine Informal Settlements in Goroka City.

**DURATION:** 36 months.

**BENEFICIARIES:** Settlement communities in Goroka.

**IMPLEMENTING PARTNERS:** Goroka Urban Local Level Government, local NGOs, community-based organizations, Ministry of Housing and Urbanization, Ministry of Lands and Physical Planning, Ministry of Provincial Affairs, Eastern Highlands Provincial Government, the private sectors, and UN-HABITAT.

**ESTIMATED COST:** USD 7,000,000

**BACKGROUND:** Goroka City's settlements host over 12,000 people who live in deplorable conditions with no access to proper housing, services or infrastructure (e.g. roads, electricity, water, sewage and public transport). The settlements are in urgent need of upgrading. Goroka City and the Eastern Highlands Provincial Government do not have any immediate or long term solution to the squatter settlements. Most land occupied by the squatters is either waste land or land owned by traditional land owners. The government has no jurisdiction over planning and control of use of land owned by traditional land owners. It is crucial that any proposals aimed at improving low-income housing and infrastructure take into account poverty issues to ensure that settlement dwellers have an equitable stake in such activities to sustain their livelihood.

**OBJECTIVES:** The aim is to strengthen capacities in settlement upgrading at local level, involving key stakeholders utilizing UN-HABITAT's 'best practice' tools on participatory planning and development. It will also provide better livelihood skills for the settlement dwellers. The project will be community-driven where settlement communities will be engaged in improving their existing housing conditions, constructing roads, drains and streetlights, and improving the environment.

In addition, the project intends to create an enabling environment for a people-driven settlement upgrading process. The process will also create an enabling environment for partnership between the city authorities and the private sector to respond positively to settlement upgrading process in a more comprehensive manner.

**ACTIVITIES:** (1) Conduct a baseline study of the informal settlements. This will include mapping the existing socioeconomic conditions, assessing the physical conditions of the existing housing stock, road infrastructure, electricity network and environment, and prepare an integrated 'master plan' as plan of action. (2) Mobilize partnerships through mini-urban forum with the public, private and community sectors and allocate their roles and responsibilities. (3) Formulate action plans for upgrading and provide institutional support. (4) Start a revolving fund with a seed capital component for upgrading housing, and mobilize communities to participate in the project. (5) Conduct an institutional capacity-building assessment and formulate staff training on action plans. Conduct training of project participants in income generating activities, housing construction, waste collection, sanitation, and road construction. (6) Undertake upgrading of the informal settlements. (7) Monitor, evaluate and document project experiences.

**OUTPUTS:** (1) Partnerships formed. (2) Feasibility studies completed. (3) Revolving fund established and fully operational. (4) Capacity building and training of the council staff and project participants completed. (5) Housing stock, road accessibility, electrification and the environment upgraded. (6) The processes monitored, evaluated. (7) 'Lessons learnt' are documented.

**STAFF REQUIRED:** Urban planners, experts in socio-economic mapping, trainers in house construction and urban infrastructure, engineers, environmental experts, water and sanitation specialists, and local community coordinators.

## ENVIRONMENT



### WATER AND SANITATION

The Sewerages Act manages and regulates water supply in cities and towns declared as Water Districts. The provision of water supply in small rural district towns and the village communities is the responsibility of the Department of Health.

The city water supply is sourced from nearby Zokozoi river. However, Goroka City is faced with acute water shortages due to the growing population. The present water treatment plant was designed to produce only 10 cubic metres daily. This volume needs to be increased to 15-20 cubic meters daily to serve the urban population and to meet the future demand. Informal (squatter) settlements suffer most from this inequitable water provision. Majority of residents in the informal settlements and villages obtain their water from unsafe sources such as creeks and the drains, resulting in high rates of water-borne diseases. The city is now faced with a challenge to source external funding to improve its water production and distribution to the city, including informal settlements and peri-urban villages

The city suffers greatly from uncontrolled urbanization and the demands placed on the existing services infrastructure. The current capacity of the sewerage and water reticulation systems that were designed for a population of 8,000 people in the 1960s is too low to cope with the present demands.

As with water, the sewerage reticulation coverage in Goroka is grossly inadequate. 30% of the households in formal housing areas are connected to the main sewer

line. 40% of the households in low cost housing areas use black bucket to get rid of waste. 20% use septic tanks and 10% rely on pit latrines.

The present infrastructure facilities were built over 40 years ago during the colonial period and were designed for less than 10,000 people. There has been no capital investment since to upgrade the system to cater for the growing population.

The city lacks resources and expertise to upgrade and modernize the existing sewerage infrastructure. Current sewer ponds have been abandoned for decades. These sewer ponds are in close proximity to the residential areas and frequently spill over into creeks used by a large number of people living in the informal settlements.

### SOLID WASTE

Solid waste management has been an issue in Goroka for many years. Due to acute shortage of land within the city, solid waste is discarded on land leased from traditional land owners. There are no land fill facilities therefore open dumping and burning of solid waste is common. The past land leasing arrangements have become problematic due to compensation claims. Recently a new site has been acquired at Fumito by the city authority and has been properly surveyed and registered. The site is now available to the public at a nominal cost of USD 3.00 per load.



There is a need for environmental awareness campaigns to educate the city residents to be more responsible for their own waste. There is also need for broad-based partnerships in waste management. Plastic waste is a particular concern as it causes livestock deaths and blocks storm water drains. Between 60-65% of the total amount of waste collected in Goroka City is organic waste that has enormous potential for recycling. Small scale recycling businesses are emerging and these businesses should be supported.

### INSTITUTIONAL SET-UP

- Goroka City has environment and conservation policy guidelines.
- It is responsible for street cleaning, waste collection and disposal of solid waste and carries out environment audits.
- Enforcement of environmental laws and regulations are poor due to lack of financial and human resources.

### LEGISLATIVE FRAMEWORK

- The Environmental Management and Coordination Act of 1999 provides the legal and institutional framework for environmental management, but is poorly understood and implemented.
- There is no active policy for public involvement in promoting good environmental governance.
- Many environmental regulations such as banning livestock keeping in peri-urban areas are outdated and require revision.
- There is no active policy for public involvement in promoting good environmental governance.

### RESOURCE MOBILIZATION

- The Ministry of Environment and Conservation makes important decisions about resource allocation for environmental projects, which limits GULLG's ability to decide on its environmental priorities.
- The environmental budget of the council is not adequate to meet the environmental needs of the area.
- There is generally poor local revenue collection for environmental activities. The main sources of revenue are private waste disposal and management fees and machinery and equipment hire levies which combined secure 5% of the budget.

### AWARENESS, EMPOWERMENT AND ACCOUNTABILITY

- Environmental awareness amongst the residents and the council is weak.
- There is no communication strategy to raise awareness on environmental issues and the council is poor at information dissemination and dialogue.
- There are not enough financial and human resources to address awareness campaigning, training and public - private partnerships.
- There is a lack of awareness and enforcement of existing environmental laws and standards; these standards also need revision.

ENVIRONMENT N°1	<b>Project proposal</b>	<b>Page 26</b>
	Provision of Basic Urban Services - Water.	

ENVIRONMENT N°2	<b>Project proposal</b>	<b>Page 27</b>
	Community Action Planning.	

## ENVIRONMENT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
<b>PROVISION OF BASIC URBAN SERVICES - WATER</b>				
<p>Continuous supply of water even in the dry season.</p> <p>Ground facilities available.</p> <p>Availability of personnel.</p> <p>Management in place.</p>	<p>Lack of highly skilled personnel (no specialist water engineer).</p> <p>Lack of adequate funding.</p> <p>Inadequate facility to meet the demand.</p>	<p>Outsourced water engineers.</p> <p>Availability of development partners</p> <p>Availability of training institutions.</p>	<p>Landowner rights.</p> <p>Natural disasters.</p>	<p>Involve land owners in active participation and projects.</p> <p>Skilled training capacity building for technical administration.</p> <p>Improve revenue base.</p>
<b>COMMUNITY ACTION PLANNING</b>				
<p>Goroka City Council has a policy on environmental pollution, waste management.</p> <p>The city has the best facility for meeting and planning.</p>	<p>Lacks financial and human resource.</p> <p>Lacks integration of environmental issues in urban planning.</p> <p>No physical planning establishment and no physical development plan.</p> <p>Weak enforcement.</p>	<p>Broad-based and inclusive partnerships established.</p> <p>Staff gained knowledge on environmental management.</p> <p>Donor and NGO interests mobilized.</p> <p>Tourism encouraged.</p>	<p>High health risks</p> <p>Lack of political support.</p> <p>Poor waste collection services.</p> <p>Poor environmental planning and management.</p> <p>Lack of qualified personnel.</p>	<p>Reinforce existing environmental policies, regulations and bylaws, and develop new policies on environmental protection.</p>

<b>ENVIRONMENT</b> N°1	<b>Project proposal</b>
	Provision of Basic Urban Services - Water.

**LOCATION:** Goroka City

**DURATION:** Two Years

**BENEFICIARIES:** Urban Communities, the Business Community and Goroka City.

**IMPLEMENTING PARTNERS:** Goroka City, Eastern Highlands Provincial Government, Private Sector, and UN-HABITAT.

**ESTIMATED COST:** USD 1,000,000

**BACKGROUND:** Goroka City is faced with acute water shortages and is unable to produce adequate water to meet the daily demands of the city population. The present water treatment plant was designed in 1960 to produce only 10 cubic meters to cater for a small enclave population of colonial administration. The water

facility needs to be upgraded to produce 15-20 cubic meters daily to meet the current urban population and future demand. Water is a basic need but its provision is inequitable, particularly in the informal (squatter) settlements. A large number of informal settlements and urban villages obtain water from unsafe sources such as drains and creeks, resulting in high rates of water borne diseases among the urban poor.

**OBJECTIVES:** (1) To develop city-wide strategies to improve water supply system in the city. (2) To enable the Goroka City Council to develop pro-poor mechanisms to provide affordable and equitable water supply to the informal settlement communities.

**ACTIVITIES:** (1) Conduct a baseline study and water-needs study through interviews with all key stakeholders. (2) Map out the 'grey areas' without access to water. (3) Conduct a mini-consultation within key stakeholders, settlement committees and Goroka City Council to develop strategies and agree on revenue collection. (4) Conduct SWOT analysis on water service and revenue management. (5) Conduct a study of alternative water sources. (6) Compile a report on the improved water delivery strategies for Goroka City to implement. (7)

Support the implementation of the new strategies through capacity building and staff training.

**OUTPUTS:** Document a Report on improving the water services.

**STAFF REQUIRED:** Qualified staff required from National Water Board, Private sector partners and the Goroka City engineers.

ENVIRONMENT N°2	Project proposal
	Community Action Planning.

**LOCATION:** Goroka City

**DURATION:** 12 months

**BENEFICIARIES:** Goroka City, Urban communities, Business Communities.

**IMPLEMENTING PARTNERS:** Goroka City, Eastern Highlands Provincial Government, Private Sector, and UN-HABITAT.

**ESTIMATED COST:** USD 1,000,000

**BACKGROUND:** Goroka is faced with a variety of complex environmental problems. However, environmental issues do not feature high on the agenda of the Goroka City authorities. The city administration has established a new Environment Department but it is poorly resourced to respond to complex environmental challenges. Goroka City needs a proactive and sustainable environmental planning and management strategies, requiring broad participation of local stakeholders. A city-wide consultation involving all sectors of the community is needed to document the local action plans. These action plans will assist Goroka City in improving environmental governance.

**OBJECTIVES:** The aim is to establish thematic working groups to formulate the environmental planning strategies and action plans. The new Environment Department is required to prepare an environmental profile and identify key issues that require urgent action. The aim is to develop the capacity of the new Environment Department to implement an integrated environmental action plan in participatory planning and monitoring.

**ACTIVITIES:** (1) Prepare an environmental profile of the city and identify priority issues in a consultative process. (2) Organise stakeholder consultations involving key stakeholders, to agree on priority interventions and develop strategy for action. (3) Formulate strategies and action plans. (4) Identify training needs in Goroka City. (5) Environment Department to develop its capacity for integrated environmental planning and management. (5) Develop training tools. (6) Identify a pilot project to be implemented by a community using UN-HABITAT's Sustainable Cities Programme tools. (7) Develop guidelines for replication with the city.

**OUTPUTS:** (1) A city-wide consultation is held and an Environment Profile is documented. (2) A Thematic working group is established to support the Environment Department. (3) A pilot project is agreed and identified. (4) Capacity of the city's Environment Department is enhanced to play key roles in environmental planning and management.

**STAFF REQUIRED:** An expert in environmental planning, management and participatory planning, selected stakeholders, and community representatives.

## URBAN - RURAL LINKAGES

The current policy on decentralization of services to the districts enacted under the Organic Laws on Provincial and Local Level Governments (OLPLLG) is in fact an urbanization strategy meant to improve service delivery in the Districts.

The Organic Laws on Provincial and Local Level Government further makes it mandatory for all Districts to have a District headquarter and Service Center to enable the delivery of services to the rural population. At the District level, not all the rural areas are the same. Problems differ from place to place and from one village community to another. Depending on where they are located, the services and opportunities provided also differ. Some very remote villages or hamlets have little interaction with government officials due to access problems. Income opportunities for these rural communities depend on accessibility or link to the markets in the towns. Some Governments have turned to urbanization strategies as an alternative form of national development strategies.

At the national level, the government sets the overall framework for the lower tier governments to develop their local strategies that suits their local development conditions. However, urbanization receives scant attention or is often ignored in all national development policies in Papua New Guinea. Physical planning and urbanization strategies should be integrated with all facets of socioeconomic planning.

**Transport and Communication.** An efficient transport and communication system plays a vital role in inducing socio-economic development in the rural sector. Improved access and mobility gives the ordinary rural folks the opportunity to sell their produce at the markets for income and to receive government assistance in development projects to better themselves. Goroka District, and other districts in the country, lack a coherent and integrated transport network. Accessibility to services and markets remains the major development challenge.

Goroka District is comprised of two Local Level Government Districts, namely, Goroka Urban and Goroka Rural Local Level Government Districts. Goroka City serves as the main urban centre in Goroka District as well as for the Eastern Highlands Province, but has poorly developed linkages within Goroka District and the eight other districts in the province. There are huge disparities existing between these eight Districts in terms of socio-economic opportunities and the spatial distribution of services.

Overall, the province lacks a coherent and integrated transport network. An efficient transport and communication network is needed in order to promote socioeconomic development and service delivery in the province.

Roads in the district have the following characteristics:

- Road surface conditions vary in quality and capacity, some sections being classified as “all weather” roads and others as “feeder” or “intermittent” access only.
- Most feeder road networks are dendritic in pattern and lack integrated network connections within the Districts.
- The current road and communication network lacks integrated or mutual links between villages and towns. Most road networks have no “loops” or “circuits” interconnecting the village communities and district town centres.
- The Okuk highway, which serves as the major transport corridor into the Highlands region, has weak feeder road connections to densely populated areas.

Even the district towns do not exhibit some form of hierarchy in terms of their functions and roles as administrative, social and service centers for the rural hinterlands. These towns lack interdependent communication and service systems and are isolated from the rural population. The two main urban centres of Kainantu and Goroka are large in terms of their size, functions and influence. The former is the administrative capital of the Kainantu District and it is located on the main highway.

The two urban centres perform complementary roles to each other, providing basic government administrative services and a range of commercial activities such as retailing, business and professional services. Both Goroka and Kainantu urban centers lack an industrial and manufacturing base. The need to develop a coherent spatial strategy is important for Goroka and the Eastern Highlands Province.

The existing district town centers have the potential

to be integrated into this concept. The level functions at these towns need to be upgraded to provide a range of services. This can be done by improving the road network linking these town centers to Goroka in order to improve telecommunication systems, provide banking facilities, and make land available for industrial and commercial activities, marketing facilities, educational facilities, and health facilities. These will induce socio-economic opportunities away from bigger cities and town and hence minimize the flow of people from rural areas to the urban areas.

The Eastern Highlands Provincial Government has embarked on a study to develop service centers for Goroka District with an aim to reduce the current disparity in service provisions between Goroka City and its rural areas. The study incorporates a strategy to disperse urbanization away from Goroka to these new service centers.

## INSTITUTIONAL SET UP

- The Provincial Government is responsible for all roads in the province, except for national highways.
- The Provincial Government depends on the National Government budget. The province relies heavily on National Government budget for all its major infrastructure development.
- The province has weak operational and technical capacities to effectively implement its functional responsibilities. Lack of funds and weak administrative capacity affects service delivery to the rural areas.
- Most government activities are sectorally biased with little coordination among sectoral agencies.
- There is potential for public-private partnerships in service delivery, but this has not been fully explored.
- There are many church organizations actively involved in service delivery in the areas, but there are no mechanism to formalize partnership between the government and the churches.

## LEGISLATIVE FRAMEWORK

- The Organic Laws on Provincial and Local Level Governments established the Provincial Governments in the country.
- The National Government has overarching powers for suspension of a provincial government for irregularities in governance and administration.
- The Provincial Government can enact laws to suit the development needs of its people and the province.

- The rural communities have elected representatives in the National Parliament to represent their community interests.

## PERFORMANCE AND ACCOUNTABILITY

- Service delivery is a governance challenge for Provincial Governments due to the high population witnessed in the urban areas and this is attributed to rural - urban migration.
- The District MPs are responsible for equitable delivery of basic services to all citizens in the districts.
- Limited financial support from the National Government hinders rural development and basic service delivery.
- Provincial Government has weak administration and monitoring system.
- Financial accountability and transparency is a chronic issue.
- Civil society organizations and churches are active partners in the rural development process but lack government support.

## RESOURCE MOBILIZATION

- Provincial Government is allocated financial resources from the National Government annually but this money is insufficient to meet the service needs of the people.
- Main sources of internal revenue are goods and services taxes.
- Donor funds supports the social sector, for example, the health and education sector.

## URBAN-RURAL LINKAGES

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
<b>URBAN - RURAL LINKAGES</b>				
<p>Government espouses Rural Development as priority in the National Development Policies.</p> <p>Majority of the population live in the Rural Areas.</p> <p>Existing road infrastructure network and air services (airstrips) for remote District Centres.</p> <p>Commercial and small holder coffee plantations.</p> <p>Existing radio communication network linkages in the districts centres.</p> <p>Existing government personnel and assets (housing, schools, health, land, offices, police stations).</p> <p>Existing shops and markets at the district centres.</p> <p>Church establishments.</p>	<p>No provincial development plans.</p> <p>Development strategies are sectorally biased.</p> <p>Poor mobility and access for people.</p> <p>Insufficient funding support for capital investments.</p> <p>High cost of air services.</p> <p>No processing factories and marketing facilities.</p> <p>Communication infrastructure is not well maintained.</p> <p>Poor housing conditions.</p> <p>No new houses for Public Servants.</p> <p>Rudimentary service.</p> <p>Basic necessities not available.</p> <p>No subsidy or funding support from governments.</p>	<p>Government has committed to developing the Rural Sector.</p> <p>Districts have development funds.</p> <p>Government has given service delivery a priority.</p> <p>District have been given more funding support.</p> <p>Districts have funding and subsidy support.</p> <p>Government giving priority to coffee production.</p> <p>New private sector communication market by Bee-Mobile and Degicel.</p> <p>Decentralization is now a priority.</p> <p>Houses and offices are built in the districts.</p> <p>Decentralization of government services improves the situation.</p> <p>Government recognized churches as development partners.</p>	<p>Political instability.</p> <p>Lack of capacity and political will to deliver.</p> <p>Lack of government subsidy.</p> <p>No incentives (good salaries).</p>	<p>Develop integrated development strategies.</p> <p>Capacity development and training.</p> <p>Subsidize the infrastructure development costs.</p> <p>Give priority to decentralization.</p> <p>Improve living conditions for public servants.</p> <p>Encourage more commercial development.</p> <p>Give protection to businesses.</p> <p>Provide more subsidies.</p> <p>Use churches as implementing agencies.</p>

## AGREED PRIORITIES

To deter urban migration to the main towns and cities, access to market and improved living conditions for the public servants in the remote district towns is essential. The following are identified as priority issues to improve the socio-economic disparities between the rural districts and the main urban centres.

- Documentation of District Profiles: the only way to get a better appreciation of the issues affecting service delivery in the districts is to document the District Profiles.
- There is need for a coherent urban hierarchy: coherent and well structured rural towns and service centres are needed. The type of government functions and roles for each district centres need to be developed.
- Improve housing conditions in the district towns: improved housing conditions and construction of new houses is needed to attract public servants to the districts.
- Improve and up-grade the road infrastructure: poor road conditions in the districts affect service delivery to the rural communities, particularly for health and education.
- Improve communication system in the districts: the communication network between the provincial headquarters and the districts is poorly developed. Emergency cases for health, law and order are unattended to due to poorly developed communication systems.
- Marketing facilities: marketing and distribution facilities for rural produce are non-existent in the district towns. The rural communities are unable to bring their produce to the main urban centres due to poor road conditions.
- Improve urban services: most district towns lack basic urban services and social amenities. The public servants do not enjoy these 'urban comforts' so refuse to accept posts in the districts. Basic services such as water, sanitation and electricity are needed to attract public servants to the districts. Improved urban services would also attract investments into these towns so that better shopping opportunities and markets are available to the rural communities and the government workers.
- Decentralize more government functions to the districts: decentralization of government functions to the district would revitalize these towns with more socio-economic opportunities for the rural communities.

## GENDER AND HIV/AIDS



The first case of a HIV/AIDS patient reported in the province was in 1989 from Asaro village outside the Goroka City. Goroka City is among five other cities and towns in the country that have a high HIV/AIDS infection rate. The District Health Office statistics reveal that out of every 100 people, two are infected with the deadly disease. This is about 2% and by WHO standards, this is an epidemic. Infections are common among people between the age group of 16-35 years. The main concern is that people in rural areas are not coming out for Voluntary Testing in order to find out their HIV status.

Treatment facilities and ARTs (Anti-Retroviral Treatments) are not easily available to local health authorities in the fight against the disease. The Goroka City hospital does not have a separate ward designed to provide care for fully blown AIDS patients. There are a number of international and local organizations such as the National and Provincial AIDS Council, Goroka General Hospital, NGO groups such as Save The Children, Care Papua New Guinea, Clinton Foundation, Medical Research Institute, UNICEF, Women's groups, and Community Based Group which are taking a positive approach in promoting awareness and need for safe sex.

TABLE 1: HIV/AIDS ESTIMATES

		2003	2005	2007
People living with HIV/AIDS	Adults and Children	19,738	32,904	59,537
	Adults (15 - 49 years)	19,117	31,864	54,448
	Adults 15 - 49 years (rates%)	0.64	1.02	1.61
	Women (15 years and above)	10,806	18,407	31,883
	Children (0 - 14)	621	1,040	1,727
New HIV infections	Adults and Children	5,227	8,531	14,638
	Adults (15 years and above)	4,874	7,954	13,684
	Women (15 years and above)	2,819	4,666	8,174
	Children (0 - 14 years)	353	577	954
HIV/AIDS related deaths	Death in adults and children	2,185	3,871	5,995
HIV/AIDS orphans	Orphans (0 -17years) living with HIV/AIDS	1,549	2,704	3,730
ART	Adults (15 years and above) in need of treatment	2,437	3,204	5,712
	Adults (15 years and above) on treatment	80	1098	3,000
	Children (0-14 years) in need of ART	233	384	636



Poverty contributes to the rise in HIV/AIDS. Married women and girls as young as 13 are forced to sell sex for money in order to meet the needs of their family. Urban poverty is prevalent in Goroka. Nearly one third of Goroka's urban population live in absolute poverty and majority reside in the informal settlements. Only 20% of this population is engaged in formal employment and earn an average fortnightly wage of USD 20.

## INSTITUTIONAL SET - UP

- All the main institutions dealing with Gender and HIV/AIDS issues are at the national level.
- The local governments are fully aware of the issues of gender and HIV/AIDS but have no involvement in the programmes.
- The National AIDS Council (NAC), located in Port Moresby, is the leading body in the country that advocates HIV/AIDS issues. NAC's role is basically focused on HIV/AIDS advocacy, policies and coordination.
- NAC has a network of provincial AIDS Council offices in all the provinces. However, this network is not decentralized to the Districts or Local Government level.
- The Ministry of Community Development has a Gender Division. This is the only government organ that is responsible for gender issues relating to gender violence, child abuse and empowerment.
- UN agencies in the country such as UNDP, UNAIDS, UNICEF and UNFPA and Donor Agencies collaborate and support issues on gender and HIV/AIDS through partnership with government institutions and the civil society network.
- Christian Churches play a vital role in the campaign against HIV/AIDS and the government and donors use church health facilities as Voluntary Counselling and Testing centers.
- Private sector organizations play a vital role in the fight against HIV/AIDS in the workplace. The BAHA (Businesses Against HIV/AIDS) is the main body advocating HIV/AIDS issues in the private sector.

## RESOURCE MOBILIZATION

- All international donors provide funds and resources in mainstreaming gender and HIV/AIDS Programmes.
- AusAid, the Australian Government development agency, is the major fund contributor to the programme. NAC is fully resourced by AusAid.
- Private sector organizations channel their funds through BAHA for advocacy on HIV/AIDS in the workplace. The BAHA also funds VCT (Voluntary Counselling and Testing) facilities run by churches.

## EMPOWERMENT AND ACCOUNTABILITY

- Mandatory provisions exist in the National Constitution and the enabling legislation on Organic Laws Provincial and Local Governments for women as equal partners in governance, decision making and in the development process.
- The OLPLLG has provisions for Women representation in decision making and in governance. Women have automatic representation in the Local and Urban Government Assembly.
- The Goroka City Assembly has two appointed members of the assembly. Nevertheless, there is gender disparity in all levels of public offices and in governance.
- Laws on gender-based violence and child abuse are being enforced. Advocacy and awareness programmes are supported by law enforcement agencies, donors, churches, and civil society organizations.
- Laws against discrimination or stigmatization of people living with HIV/AIDS are fully enforced.
- Voluntary Counseling and Testing (VCT) centers are available with access to anti-retroviral medicines and adequate staffing.
- There is still a need for advocacy and sensitization on issues relating to gender and HIV/AIDS.

## KEY ISSUES

- HIV/AIDS is prevalent in the urban areas especially in the informal settlements as a result of poverty and lack of economic opportunities.
- Urban Governments need to be supported and fully resourced to engage in issues on gender and HIV /AIDS in the informal settlements.
- Civil society organizations are effective in mainstreaming gender and HIV/AIDS issues and therefore need to be supported.
- The urban governments have the mandate over the informal settlements and hence should coordinate programmes on gender and HIV / AIDS.
- Goroka City needs to employ a specialist to develop a workplace policy on gender and HIV AIDS within the city authority.

**GENDER AND  
HIV/AIDS**  
N°1

**Project proposal** | **Page 36**

Mainstream Gender within the Goroka Urban Local Level Government.

**GENDER AND  
HIV/AIDS**  
N°2

**Project proposal** | **Page 36**

Establish a HIV/AIDS coordination and training office within Goroka Urban Local Level Government.

**GENDER AND  
HIV/AIDS**  
N°3

**Project proposal** | **Page 37**

Upgrade existing Goroka City and community health facilities.

## GENDER AND HIV/AIDS

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
<b>GENDER AND HIV/AIDS POLICY</b>				
<p>Existing Enabling Laws.</p> <p>Willing Provincial Government.</p> <p>Provincial AIDS Committee.</p> <p>Eight District AIDS Committees.</p> <p>Pastors Fraternal and Faith Based Organizations.</p>	<p>Lack of Coordination.</p> <p>Increasing mobile and youthful population.</p> <p>Poorly regulated alcohol and entertainment industry.</p>	<p>Availability of various networks (churches, NGOs, CBOs, etc.)</p> <p>Increased DSIP for Health and AIDS.</p> <p>More funding through NGOs and other sources.</p> <p>More business activities in town.</p>	<p>Lack of coordination.</p> <p>Lack of ownership.</p> <p>Rapidly increasing population.</p> <p>More push-outs from education system.</p>	<p>Mobilize ownership through increased awareness at all levels.</p> <p>Secure committed leadership at all levels.</p> <p>Increase HIV/AIDS management capacity (support Goroka District AIDS Committee, funding, Human Resource, and other logistics).</p>
<b>GENDER AND HIV/AIDS AWARENESS AND ACCOUNTABILITY POLICY</b>				
<p>Many NGOs, UN agencies and development partners.</p> <p>Booming private sector.</p> <p>ART Program.</p> <p>Existing VCT Programs.</p> <p>Demand for information and services.</p>	<p>Poorly resourced.</p>	<p>Provincial Corporate and AIDS Response Plans.</p> <p>Existence of Eastern Highlands Civil Society and Goroka City Consultation Forum.</p>	<p>Lack of care for the infected and the affected.</p> <p>Poor political commitment.</p> <p>Lack or reduction in resource.</p> <p>Global issues such as the economic crisis.</p>	<p>Reduce the factors of HIV increase (e.g. gender inequality, unemployment).</p> <p>Improve and strengthen stake holding and partnerships.</p> <p>Improve services and facilities for the infected and affected.</p> <p>Improve monitoring and evaluation.</p>

**GENDER AND HIV/AIDS**  
N°1

**Project proposal**

Mainstream Gender within the Goroka Urban Local Level Government.

**GENDER AND HIV/AIDS**  
N°2

**Project proposal**

Establish a HIV/AIDS coordination and training office within Goroka Urban Local Level Government.

**LOCATION:** Goroka City.

**DURATION:** 24 months.

**BENEFICIARIES:** Goroka residents.

**IMPLEMENTING PARTNERS:** Goroka City, Ministry for Community Development, Ministry of Local Level Government, Civil Society Organizations and UN-HABITAT.

**ESTIMATED COST:** K 200,000

**BACKGROUND:** The Goroka City Government has no gender sensitization policies. The national gender policy needs to be operationalized and main streamed in all of the council's operations. This would require an internal work-based policy for education and sensitization of staff on gender issues.

**OBJECTIVES:** To assist the Goroka City to successfully operationalize gender policy, and to assist the council to plan and develop an institutional response to issues on gender and HIV/AIDS.

**ACTIVITIES:** (1) Undertake an assessment of existing policies, actions and service. (2) Assess ongoing activities in the gender field. (3) Undertake a comprehensive local stakeholder survey. (4) Conduct a local urban forum involving the Goroka City and stakeholders to document information on gender issues in the province. (5) Develop guidelines for follow-up actions and institutionalize gender-mainstreaming activities.

**OUTPUTS:** (1) Gender policy is operationalized within the City Administration. (2) The City Administration to successfully mainstream gender into the council's policies and activities.

**STAFF REQUIRED:** Gender specialists, trainers and institutional experts.

**LOCATION:** Goroka City.

**DURATION:** 12 months.

**BENEFICIARIES:** Goroka City and Goroka Residents.

**IMPLEMENTING PARTNERS:** Goroka City, Ministry of Health, National AIDS Council (NACs), Association of Local Government Authorities in Eastern Highlands, Ministry of Local Government, civil society organisations and UN-HABITAT.

**ESTIMATED COST:** K 250,000

**BACKGROUND:** The Goroka City Government has no HIV/AIDS policy, despite the fact that the city has the third highest HIV/AIDS infection rates in the country. Goroka City loses on average 20-40 people yearly as a result of HIV/AIDS. There is a national HIV/AIDS policy, however, the city governments have no role in mainstreaming the programme. The national HIV/AIDS policy needs to be operationalized at the city level. If HIV/AIDS issues are to be effectively main streamed within the council, it is essential that it has its own HIV/AIDS information and coordination office. Goroka has several active civil society organizations and other organizations which will strengthen the council's capacity in this programme.

**OBJECTIVES:** (1) To establish and operationalize the national HIV/AIDS policy within the city administration. (2) To assist the council to plan and develop an institutional response to HIV/AIDS. (3) To establish a HIV/AIDS information and coordination office within the Goroka City Government to run awareness campaigns in the media and in schools and train staff on HIV/AIDS. There are a number of civil society organizations already working on HIV/AIDS issues, but their activities need to be coordinated and main streamed properly. The civil society organizations need to be catalogued and their activities documented. The office will also have a coordinating and monitoring role with regard to HIV/AIDS indicators, ensuring that they are properly collected, analyzed and disseminated among the relevant city stakeholders.

**ACTIVITIES:** (1) Document information on the ongoing HIV/AIDS programmes in the province. (2) Hold a local consultation involving the Goroka City and other stakeholders to develop a database. (3) Assess current gaps in HIV/AIDS information from sectors involved in HIV/AIDS issues. (4) Establish an information and coordination office within the council.

**OUTPUTS:** (1) National HIV/AIDS policy operationalized at the local level and HIV/AIDS interventions main streamed in service delivery and work-based policies. (2) A HIV/AIDS information and coordination office established within the council. (3) HIV/AIDS awareness improved in Goroka City. (4) HIV/AIDS activities are better coordinated.

**STAFF REQUIRED:** HIV/AIDS specialists, trainers and researchers.

**GENDER AND HIV/AIDS**  
N°3

**Project proposal**

Upgrade existing Goroka City and community health facilities.

**LOCATION:** Goroka City.

**DURATION:** 24 months.

**BENEFICIARIES:** Goroka residents.

**IMPLEMENTING PARTNERS:** Goroka, Ministry of Health, National AIDS Control Council, Association of Local Government Authorities in Goroka Urban Council, Ministry of Local Government, civil society organizations, UNAIDS, UNDP, UNICEF and UN-HABITAT.

**ESTIMATED COST:** K 400,000

**BACKGROUND:** Goroka has a high incidence of HIV/AIDS. The health care facilities in the city are dilapidated and there is a shortage of VCT centres dealing with HIV/AIDS treatment. There is an urgent need to establish new health clinic facilities and upgrade some of the existing health care facilities.

**OBJECTIVES:** To establish new health facilities to respond to the HIV/AIDS pandemic, as well as to upgrade existing health facilities.

**ACTIVITIES:** (1) Assess the existing facilities and levels of service. (2) Conduct a consultation with the Goroka City and civil society organizations engaged in community health, and develop strategies for improving the city and community health facilities. (3) Select sites for the project.

**OUTPUTS:** A strategy for health facility upgrading has been developed in consultation with key stakeholders, pilot projects are selected and city and community health facilities are upgraded.

**STAFF REQUIRED:** Urban planners, engineers and health professionals.

# LAND

Land is critical for urban development and for future expansion. Land shortages have become the critical development issue for most cities and towns in Papua New Guinea. Many cities and towns in Papua New Guinea are currently facing severe land shortages for urban expansion and development.

The amount of land that the colonial administration had initially acquired for development has been utilized to capacity. Goroka City, like other cities in Papua New Guinea, requires more land for immediate and future urban expansion. Most State land is fully exhausted and further urban expansions require additional land outside the city to meet the demands.

The land shortage has already caused rapid and informal 'urbanization'. This can be seen on the fringes of the city boundary on traditional land where the government has no legal mandate to plan and manage development.

The City of Goroka is sited on a 6.9 square kilometer of land originally purchased by the colonial administration for an airstrip, and it is the city that is worst affected by the land shortage in the country. As the regional educational centre, as much as 60% of the land is zoned as public institutions zone. The airport located in the middle of the city is the major land use feature and it occupies a substantial part of the city. Expansion of the city is constrained by rugged terrain and the traditional land surrounding the city.

The potential land required for urban development is under traditional ownership and is located at the fringes of the urban boundaries. Acquisition of traditional land for public purposes is also expensive, and the traditional land owners from the peri-urban villages are reluctant to sell their land to the government for urban development.

## MOBILIZATION OF TRADITIONAL LAND FOR URBAN DEVELOPMENT

Recognizing the severe land shortage in the cities and towns in the country, and realizing the potential economic benefits of land leasing by traditional land owners, the National Government is engaged in a nation-wide awareness campaign to encourage the traditional landowners in the peri-urban areas to release their land for urban development.

In Goroka, the National Urbanization Pilot Project (NUPP) is jointly implemented between the Government and the traditional Clan Group known as Faniufa who owned 50-60 hectares of land outside the city boundary.

The first phase under the implementation program will involve:

- Boundary survey - to demarcate the extent of area required for the project.
- Carry out the detail topographical survey to identify all existing settlement houses and natural physical constraints.
- Prepare an overall Subdivision Plan, engineering designs and infrastructure development.
- Allocate residential plots for development.

The Government's initiatives to mobilize traditional land for urban purposes is part of broader national urbanization policies to address critical urbanization issues on public housing provision, economic development, investment in the cities and towns and the provision of social infrastructures for the growing urban population.

The mobilization of traditional land on the urban fringes also opens up an opportunity for governments to induce proper planning controls and standard of development in existing and future informal housing settlements through provision of basic services and amenities.

The new land development partnership opens up opportunities for the landowners to enter the land development market by leasing their land in exchange for a fee that will benefit them economically. The scheme has significant value to government in that land is mobilized for urban development.

This land development scheme also complements the Eastern Highlands Provincial Government's initiative for Goroka District Urban Development Plan to resolve urban development issues in the city. This approach will greatly enhance coordination of urban growth and provide opportunity for urban expansion which has been the biggest constraint in Goroka.

## INSTITUTIONAL SET UP

- Land is a key national resource.
- The administration of land and the decisions on allocation of land is highly centralized within the Ministry of Lands and Physical Planning.
- The province relies heavily on the Ministry of Lands and Physical Planning to facilitate and mobilize land for development purposes.
- The processes involved in acquiring land for development is cumbersome and complex.

- The Ministry of Lands and Physical Planning has established offices in the provinces but their role is to facilitate application for land and refer them to the headquarters in Port Moresby for final decision.
- Goroka City, like all third tier level of government, has no direct role and responsibility over lands matters.

## LEGISLATIVE FRAMEWORK

- There are two types of land tenure in Papua New Guinea: State land owned by the Government for public purpose and Customary land which is reserved for traditional land owners and is used entirely according to traditional norms and practices of the traditional society.
- The Government has no jurisdiction or powers over the customary land. It can only negotiate to purchase land under customary tenure.
- The Land Act and its powers are vested in the Minister for Lands and Physical Planning.
- Associated Acts that support the Land Act to facilitate land acquisition and development are: Physical Planning Act, Survey Coordination Act, Valuation Act, and the Titles Registration Act.
- The formal processes and the statutory requirement under which land is granted under these Acts are cumbersome and too complex.
- There is no pro-poor policy or structure that assists the ordinary citizens to acquire land. Everyone has to go through the same process.

## RESOURCE MOBILISATION

- The Ministry of Lands and Physical Planning has the powers to charge and collect land rents which is 5% of the unimproved value of land. These rents go direct to the Treasury (national consolidated revenue) for national budget.
- Under the Local Government Act, the urban council can charge 'land rates' which is 1% of the value of the land. There is no formal mechanism for the councils to collect these money.
- The Ministry of Land and Physical Planning collects the rates as part of the land rents but the Treasury has no mechanism to separate these funds for the councils. The council development grants from the national budget is said to be from this source.
- Goroka City has a weak budget and depends on the National government for grants.

## KEY ISSUES

- Provinces and the Urban Authorities have no power to make decisions over land issues.
- Revenue from land rents collected from the provinces go directly to the national Treasury.
- Cities and Town Authorities have weak revenue base from land rates.
- Urban development is constrained due to complex land administration systems and processes.
- The State has no legal mandate and jurisdiction over customary land. Most land owners are unwilling to release land for urban purposes.
- There are no established structures to deal with customary land development.
- Spontaneous and illegal settlements occur on customary land on the urban fringes and the government has no powers to regulate or enforce development standards on this land.
- Basic urban services do not reach the informal settlements on the customary land as these areas are not officially recognized as part of the urban area.
- Insecurity has become a real threat to the society in cities and towns due to land issues.
- Current Land and associated Acts have no policies that are pro-poor or gender sensitive.

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# LAND

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
<b>LAND ISSUE</b>				
<p>The Government espouses rural development as a priority in the National Development Policies.</p> <p>Majority of the population live in the rural areas.</p> <p>Existing road infrastructure network</p> <p>Air services (airstrips) for remote District Centres.</p> <p>Commercial and Small Holder coffee plantations.</p> <p>Existing radio communication network linkages in the Districts Centres.</p> <p>Existing Government personnel and assets (housing, schools, health, land, offices, police stations.</p> <p>Existing shops and markets at the district centres.</p> <p>Church establishments.</p>	<p>No Provincial Development Plans.</p> <p>Development strategies are sectorally biased.</p> <p>Poor mobility and access for people.</p> <p>Insufficient funding support for capital investments.</p> <p>High cost of air services.</p> <p>No processing factories and marketing facilities.</p> <p>Communication infrastructure not maintained.</p> <p>Poor housing conditions.</p> <p>No new houses for Public Servants.</p> <p>Rudimentary service.</p> <p>Basic necessities not available.</p> <p>No subsidy or funding support from governments.</p>	<p>Government has committed to developing the Rural Sector.</p> <p>Districts have development funds.</p> <p>Government has given service delivery a priority.</p> <p>Districts have been given more funding support.</p> <p>Districts have funding and subsidy support.</p> <p>Government giving priority in coffee production.</p> <p>New Private Sector Communication market by Bee-Mobile and Degicel.</p> <p>Decentralization is now a priority.</p> <p>Houses and Offices are built in the Districts.</p> <p>Decentralization of Government services improves the situation.</p> <p>Government recognized Churches as development partners.</p>	<p>Political instability.</p> <p>Lack of capacity and political will to deliver.</p> <p>No land compensation and funding support.</p> <p>Lack of Government subsidy.</p> <p>No incentives (good salaries).</p>	<p>Develop integrated development strategies.</p> <p>Capacity development and training.</p> <p>Provide more funds and make delivery mechanisms more responsive.</p> <p>Invest more in capital works to improve physical infrastructure.</p> <p>Improve the facilities and subsidize costs.</p> <p>Encourage processing on site.</p> <p>Build storage facilities.</p> <p>Subsidize the infrastructure development costs.</p> <p>Give priority to decentralization.</p> <p>Improve living conditions for public servants.</p> <p>Encourage more commercial development.</p> <p>Give protection to businesses.</p> <p>Provide more subsidies.</p> <p>Use churches as implementing agencies.</p>

LAND  
N°1

**Project proposal**

Development of Customary Land.

**LOCATION:** Faniufa Land – Goroka City.

**DURATION:** 36 months.

**BENEFICIARIES:** Land owner communities, Papua New Guinea Government, Private Sector.

**IMPLEMENTING PARTNERS:** Office of Urbanization, Ministry of Housing, Ministry of Lands and Physical Planning, Ministry of Community Development, Eastern Highlands Provincial Government, and the private sectors.

**ESTIMATED COST:** USD 7,000,000

**BACKGROUND:** Land shortages have become the critical development issue for most cities and towns in Papua New Guinea. The cities and towns are in short supply of land for housing to accommodate the increasing urban population. Urban expansion for investment is also constrained by land shortages.

Illegal settlements are also rampant in the fringe areas of the cities and towns where private and government employees are forced to look for alternative accommodation within the informal settlements or the peri - urban villages. Essential urban services such as water, sanitation and electricity are not available at these locations.

Lawlessness and crime has been rampant as a result of uncontrolled urbanization. To address these issues, the government has established the 'Ministerial Urbanization Committee' to assess options for development on customary land. The National Government is now engaged in nation-wide awareness campaigns to encourage the traditional landowners in the peri-urban areas to release their land for urban development and the economic benefits from these land development schemes. The project is community-driven with full participation of land owners, the government, and its partners.

**OBJECTIVES:** The overall objective is to address the severe urban land shortage in the cities and towns. The project aims to mobilize and create a land bank for future development.

It also aims to strengthen the capacities at local and central institutions on 'best practices' and approaches in responding to customary land issues. The project intends to provide secured livelihood for the customary land owners and their future generation.

**ACTIVITIES:** (1) Potential pilot sites in the cities and towns has been identified. (2) Consultation with land owning groups and clan members. (3) Land groups incorporated as business entities. (4) Negotiation to form partnerships in the land development scheme. (5) Conduct a feasibility study. This includes socio-economic mapping, assessing the physical conditions of the sites, road infrastructure, electricity network, and environment before preparing an integrated master plan. (6) Formulate action plans for land development and institutional support.

The first phase of the project under the implementation includes the following activities:

- Boundary survey - to demarcate the extent of area required for the project.
- Carry out the detail topographical survey to identify all existing settlement houses and natural physical constraints.
- Prepare an overall Subdivision Plan, engineering designs and infrastructure development.
- Allocate residential plots for development.

**OUTPUTS:** (1) Pilot sites identified. (2) Local land owning partnerships formed. (3) Government support budget approved. (4) Feasibility study completed. (5) Implementation (pending).

**STAFF REQUIRED:** Multi-disciplinary technical professionals including the urban planners, surveyors, engineers, architects, socio-economic experts, lawyers, and land administrators, including the experts in tenders and procurement processes.

## ACRONYMS:

ART	Anti-Retroviral Treatment
EHPPPAC	Eastern Highlands Province Physical Planning Advisory Committee
GUC	Goroka Urbanization Committee
GULLG	Goroka Urban Local Level Government
GULOC	Goroka Urban Law and Order Committee
JDP	Joint District Planning Committee
NAC	National AIDS Council
NUPP	National Urbanization Pilot Project
OLPLLG	Organic Laws on Provincial and Local Level Governments
RPPO	Regional Physical Planning Office
VCT	Voluntary Counselling and Testing

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