



UNHABITAT



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's¹ flagship report, *The State of the World's Cities 2010-2011*, all developing regions, including the African, Caribbean and Pacific states, will have more people living in urban than rural areas by the year 2030. With half the world's

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

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

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

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

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

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

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

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

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

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

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

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

A handwritten signature in black ink, appearing to read 'Joan Clos', with a long, sweeping horizontal line underneath.

Dr. Joan Clos
Executive Director, UN-HABITAT

¹ 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.

Jacqui Badcock

Dr. Jacqui 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.

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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

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

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