

# **Executive Summary**

## **Purpose**

The purpose of this document is to draw attention to the existing settlement situation in the National Capital District (NCD) and attempts by the National Capital District Commission (NCDC) to manage its growth. Relevant international interventions on human settlement and housing are articulated and overarching National Policies such as the Medium Term Development Strategy 2005-2010, National Population Policy 2000-2010 and Interim Statement on Urbanization are put into context of the National Capital District.

This document sets the direction for addressing settlement issues by translating these higher tier policies and recommendations into an action plan containing sectoral goals, objectives, implementation targets and actions. It also identifies the relevant implementing agencies. It describes the National Capital District Commission's role in settlement improvement and the key stakeholders/partners in this initiative.

## **Introduction**

Governments throughout the world, and especially in developing countries, now acknowledge that settlements are an inherent part of modern development. The proliferation of informal settlements between 1975 and the present time has led to a situation where settlements are becoming a dominant feature in the NCD. The inability to provide an adequate and affordable housing structure for the city's low-income earners has resulted in the rapid growth and expansion of squatter settlements. One remedy, to bulldoze them, has resulted in opposition and public concern.

Upgrading of settlement is likely to be a far more efficient method, which should involve site-specific designs, awarding of suitable tenure to encourage settlers to develop their land and provision of extra allotments to resettle displaced settlers.

The document begins by describing the growth of settlements in the NCD and some reasoning behind their growth. It then articulates the International Conventions and Declarations regarding human settlements to which Papua New Guinea is a signatory or participant and the overarching National Government Policies and objectives that guide development at the national level.

The outline of Goals, Objective and Activities used in this document follows the format of the National Government Policy documents e.g., the National Population Policy 2000-2010.

The National Capital District Settlements Strategy will cover a five-year period from 2006 to 2010. This is in line with other overarching national policies and strategies whose objectives are embraced in this Settlements Strategy.

## **Background**

The squatter settlement problem is directly linked to the urbanization of a country. As stated by Norwood (1984)<sup>1</sup>, people come to towns because they are “better off” in the urban areas than in villages having convenient access to health and education facilities. The noticeable growth of settlements began in the NCD when the restrictions by the colonial administration on the movement and residence of native people in towns were relaxed in the 1950s.

Most squatters live in poor environmental, unsanitary and unsafe conditions. Additionally, the level of education that most settlers have inhibits their choices and suitability for formal employment in the city.

An analysis of the 2000 Census Unit figures shows that out of the total population of the NCD, which was 254,158, there were a total of 93,487 persons living in formal and informal settlements, squatters and slums, which is 37% of the total population of NCD. The need for adequate and sufficient housing is the main reason why settlements developed over time and according to the Urban Development & Services Study<sup>2</sup> it is the most critical problem facing the city.

In any event, with the continued growth of informal settlements between 2000 and 2004 there is little doubt that the proportion of people living in formal and informal settlements and other make-shift housing in the NCD today, is at least 40% of the total population.

All settlements in the NCD can be classified into three major categories:

- Formal Settlements,
- Informal Settlements, and
- Motu-Koitabu Settlements.

## **National Goals and Directive Principles**

The Settlements Strategy 2006 – 2010 complements the National Goals and Directive Principles that call for:

1. Integral Human Development,
2. Equality and Participation,
3. National Sovereignty and Self-Reliance,
4. Natural Resources and Environment, and
5. Papua New Guinean Ways.

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<sup>1</sup> Norwood, H. (1984) Port Moresby Urban Villages and Squatter areas. Port Moresby: University of Papua New Guinea Press.

<sup>2</sup> Wilbur Smith & Associates. (1996) Urban Development and Services Study for the National Capital District – Community Services – Final Report Vol. 2. Port Moresby: Author.

## **Overall National Development Strategies**

In recent times numerous national development strategies were put in place, however, out of these the interim Statement of National Urbanization Policy (2005-2020), Medium Term Development Strategy 2005 – 2010, and the National Population Policy 2000 – 2010 are of more relevance to this Settlements Strategy.

## **Government Policies and Programs on Settlements**

Even though there have been policy recommendations and academic researches on settlements in PNG, the only real attempt by the National Government to address the issue of settlements is articulated in the 1973 White Paper “Self Help Housing Settlements for Urban Areas”. Many of the later studies recommend for authorities to revisit the policies in the White Paper.

This Settlement Strategy has adopted pertinent principles from the White Paper.

## **National Capital District Commission’s Role and Functions**

The National Capital District Commission (NCDC) is a government established by an Act of Parliament- the NCDC Act 2001(amended).The NCDC is responsible for the urban management of the NCD, and it must provide essential municipal services to the present and future population and its organizational structure is purposely geared towards meeting this objective.

Recent provincial government reforms, especially relating to the establishment of Local Level Governments (LLGs) and Ward systems, have not been practically implemented by the NCDC. This has lead to the NCDC’s lack of political framework to effectively manage settlement growth in the NCD.

Since the management of settlements is a cross-sectoral issue, different divisions of the NCDC should be responsible for the areas associated with their respective functions. The priority areas have been identified in the Strategy, which the implementing divisions should incorporate into their work plans and budgets.

## **Attempts by the NCDC to address the settlement issue**

Two pilot projects have been initiated as case studies to find out ways to improve settlements on customary land and state land. June Valley Pilot Project is currently underway as a trial for settlements on customary land while 8/9 Mile Pilot Project for settlements on state land is in its preparatory stage.

There are several initiatives taking place particularly on social issues, e.g. alleviation of poverty, safer cities, literacy classes, and sewing classes. This is being done in an uncoordinated manner. In most cases, the NCDC has been utilized only as an implementing agency.

## **Key issues in settlements in the NCD**

As previously mentioned, the settlements problem stems from diverse and complex reasons. One approach is to address the issues of urbanization and the other is that of the settlement issue itself. A brief assessment of the existing issues confronting settlements is highlighted in this section. These diverse issues can be grouped under four (4) major categories of Spatial (Land Use) and Infrastructural Aspects, Social Aspects, Economic Aspects and Good Governance.

- **Land Use and Infrastructure**

### ***Land Tenure***

All land in the NCD belongs to the state or to traditional land owners (customary land). To date application for land titles have been pursued by a few settlements.

### ***Land Use***

Housing comprises the most extensive land use of settlements. Additionally structures like corner shops, small “entertainment centres” for snooker and such activities (which would most probably be a makeshift structure), and small market stalls abound. Small open spaces are normally used as sporting fields and meeting areas. At the more established settlements there are church buildings, community or meeting halls.

### ***Water Supply and Sewerage***

Most settlements have access to safe drinking water though the quality of service varies. Those who are not able to afford the luxury of having water piped directly to their houses, share a main standpipe with others. Vandalism of water pipes and illegal connections are other forms of solution that settlements have adapted to access water.

Most of the settlements are outside the city’s sewerage system and those within the city’s sewerage system grid may not necessarily be eligible to access the sewerage system. Settlement residents use alternative methods such as pit latrines or dispose of waste directly into the sea. Only very few have flush toilets and private sewerage facilities.

### ***Road Infrastructure and Transportation***

All planned settlements and squatter settlements on the fringes of the NCD have some form of road access and the residents are able to utilize public transport.

## ***Electricity Supply***

Permanent or semi-permanent houses in the well-planned allotments in formal settlements are connected to electricity although some have had theirs disconnected due to non-payment. Some settlers receive electricity illegally through connections with neighbours or relatives who have legal connections, on the understanding that they will assist with the payment of the bills.

- **Social Issues**

## ***Housing in Settlements in the NCD***

The National Statistics Office classified residential housing in settlements into four categories: Self Help Low Cost, Self Help High Cost, Makeshift and Traditional.

However, it has increasingly become evident that once there is some form of security in land tenure and recognition by authorities settlers begin to improve their situation by building better house from scrap or discarded materials.

## ***Education and Health***

The education level in settlements in the NCD is on average, low. The rate of growth in school age population is greater than the provision of services and teachers within the education system. There are a number of non-governmental organizations currently involved in providing skills training, for example sewing, cooking, carpentry and craft making, to settlers to assist them to be self-reliant in order to improve their lifestyles and livelihoods.

The daily dietary intake and living conditions of the urban settlement population does not reach acceptable health standards. The problem of communicable disease as well as STD and HIV/AIDS abound in settlements.

## ***Population Increase and In-migration***

The increase in the number of people living in settlements is mainly due to in-migration. The Highlands region has contributed to nearly half of the settlement population. Migration has become a one-way process whereby city dwellers do not intend to return permanently to the source of migration. This trend is expected to increase and continue to impose consideration strain on existing urban facilities.

## ***Law and Order***

The formal areas of NCD view settlements as havens for criminals and sources of law and order problems. Between and within settlements themselves, incidents of ethnic conflict, tribal warfare and payback killings occur.

## ***Gender Equality***

Social and cultural constraints may hinder women from their contribution to development. Promotion of women's participation in a community-based development process is a challenge to everyone involved in the affirmative actions for women and girls. The main goal is to empower the women with domestic and life skills that would enhance their standard of living and enable them to contribute to decision-making in their communities.

- **Economy**

### ***Formal Sector and Employment***

Several studies, including the 1998-1999 Eda Ranu commissioned survey on Water Usage and Population of urban settlements and the JICA sponsored Poverty Alleviation study, have revealed that approximately 20 percent of the population of urban settlements and villages were engaged in formal employment in the public and private sector.

### ***Informal Sector***

Despite it being small-scale, uncontrolled and, in some cases, less than profitable, the informal sector supports more than three quarters of the settlement population of NCD.

Recently the Government passed the *Informal Sector Control Act 2004*, which is aimed at regulating Informal Sector business activities. The Act is now being implemented by the NCDC.

### ***Trade and entrepreneurial skills***

Successful entrepreneurship can earn settlers income that is higher than the average-earning workers. Trade and entrepreneurial activities include the running of trade stores, PMV buses, and the utilization of mechanical and electrical knowledge to earn an income. This also covers artisan skills that people employ to make arts and crafts for sale.

- **Environment**

### ***Soil erosion***

Settlements located on ridge tops and sides of hills in the city have the tendency to cause soil erosion. Seasonal gardening by settlers is another contributing factor.

### ***Pollution***

This includes pollution of land, waterways and beach fronts, by irresponsible disposal of rubbish and human and animal faeces and air pollution from fires and burning of rubbish which occurs in settlements due to the absence of a formal sewerage and garbage disposal service.

- **Governance**

### ***Institutional Framework and Capacity***

There is very little activity by any levels of governments in settlements in the NCD since the White Paper of 1973. Currently, it has been predominantly non-governmental organizations that are implementing self-help development projects in participating settlement communities

### **General Guiding Principles**

The NCD Settlements Strategy 2006 – 2010 is guided by 10 Principles adopted from higher tier National Policies, International Conventions and Declarations, and Town Planning Principles.

### **Sectoral Goals**

The Strategy sets out to ensure that there is real improvement of life in settlements and thus have set Goals in six (6) Sectors of development.

These areas are;

1. Land Use and Infrastructure,
2. Land Management,
3. Housing & Social Services,
4. Environment, and
5. Economy
6. Development Administration

## **Action Plan**

The Action Plan Matrices in *Annex 1.0* portrays the actions to achieve the stated goals, together with the internal implementing Division or section of NCDC and the external supporting agencies.

## **Key Stakeholders and Partners**

Key stakeholders and partners have been identified and a stakeholder analysis is included in the Strategy.

## **Implementation of the Strategy**

The successful implementation of the Strategy will require strong collaboration and cooperation between the NCDC, the National Government Departments, Utilities Service Providers, NGOs, CBOs, International Donor Agencies, land owners and settlers themselves.

National Government Departments play advisory roles regarding the overarching national policies and objectives and provide technical and financial support to the NCDC.

- The NCDC is the main implementing agency as well as being responsible for overall coordination of the stakeholder inputs into the Strategy. Each responsible division and section within the NCDC should be required to produce their plans of action and budget priorities to implement this strategy.
- National Government Departments play advisory roles regarding the overarching national policies and objectives and provide technical and financial support to the NCDC.
- Utilities service providers are responsible to plan and provide for the needs within their specialities to complement the objectives of the Strategy. They should devise a feasible system to recoup cost of providing these services.
- The role of NGOs, CBOs, Churches, donor agencies and others is to complement the objectives of the Strategy through close collaboration and partnership.

## **Critical Success Factors**

The NCD Settlements Strategy 2006 – 2010 is based on the idea of partnership, ownership and accountability. For it to be successfully implemented these would be the key ingredients.