



UN HABITAT



# FIJI: NADI TOWN URBAN PROFILE



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

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## FOREWORD



According to research published in UN-Habitat's flagship report, *The State of the World's Cities 2010-2011*, developing regions including Africa, the Caribbean and the Pacific, 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 2000-2010, a total of 227 million people in 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 2000-2010.

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 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 African, Caribbean and Pacific 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 African, Caribbean and Pacific Group.

It is worth recalling here how grateful we are that the European Commission's 9th European Development Fund for African, Caribbean and Pacific 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 African, Caribbean and Pacific Secretariat for their commitment to this slum upgrading programme. I have every confidence that the results outlined in this profile, and others, will serve to guide the development of responses for capacity building and investments in the urban sector.

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

A handwritten signature in black ink, reading "Joan Clos". The signature is fluid and stylized, with a long horizontal line extending from the end.

**Dr. Joan Clos**

Executive Director, UN-Habitat

# EXECUTIVE SUMMARY

## INTRODUCTION

Nadi is confronting a range of challenges relating to urban poverty, environmental risk, infrastructure and land management, amongst others. In order to effectively engage these challenges, and seek solutions to them, this urban profile documents and analyses six key components of Nadi's urban context: urban governance and finance, urban planning and management, land development and administration, urban infrastructure and services, urban housing and shelter, and climate change and disaster risk reduction.

Urban profiling consists of a set of actions to assess urban needs and capacity issues at the city level. It employs a participatory approach where priorities are agreed on through consultative processes. Urban profiling is currently being implemented in over 20 countries in Africa, the Middle East, the Caribbean and the Pacific. Urban profiling in Fiji includes an overall national urban profile and urban profiles of three urban areas, namely the Greater Suva Urban Area, Lautoka City and Nadi Town. Each profile will be published separately.

## BACKGROUND

Nadi Town lies on the west coast of Fiji's main island Viti Levu and occupies a land area of almost 1,200 hectares. The town is considered the tourist capital of Fiji thanks to the Nadi International Airport, the Denarau Port and a host of tourist-oriented activities and services in and around the town. In 2007, Nadi Town had a population of 22,000 people, with a further 20,000 people residing in the surrounding peri-urban areas. In 2011, the town's growth rate was estimated at 2.5 per cent per year.

Nadi's economy is driven by the tourism, transportation and real estate sectors. Within these formal industries, the informal sector plays a relatively small role, mainly consisting of tourism and agricultural businesses, including handicrafts.

## URBAN GOVERNANCE AND FINANCE

Nadi Town is governed by the Nadi Town Council (NTC). The council is headed by a Special Administrator, appointed by the central government, and managed by a Chief Executive Officer (CEO). Both posts answer to the Ministry of Local Government, Urban Development, Housing and Environment. The performance of the Special Administrator is evaluated often, and the position has clear objectives such as improving rates collection and shifting from cash to

accrual accounting in council operations. Nevertheless, overlap between the CEO and the Special Administrator posts is leading to confusion, resulting in high staff turnover – there have been three CEOs appointed since 2008.

Over recent years there has been a significant improvement in council-led communication with the public, as well as service delivery. Decision-making has become more transparent and participatory thanks to increased interaction between NTC and the public.

## URBAN PLANNING AND MANAGEMENT

Regulation and control of land development takes place within NTC's Town Planning Scheme, developed in 2000, and the Nadi Extension Town Planning Scheme of 2004. Both schemes are strategic physical plans designed to coordinate growth and guide development.

However, implementation of the schemes and associated policy is limited by a lack of technical capacity on the part of NTC. As a result, the NTC relies heavily on the Department of Town and Country Planning in matters related to urban planning and management. A master plan is under preparation presently aiming at facilitating Nadi's transition from the status of town to city.

## LAND DEVELOPMENT AND ADMINISTRATION

Land development in Nadi follows the main transportation corridors. Residential development comprises about 60 per cent of the town's land, with the remaining 40 per cent distributed between commercial, tourist and industrial uses. Most land within the municipal boundary has now been developed, and as a result pressure is mounting on peri-urban agricultural land. Most development within Nadi is carried out by private developers and property owners. There are three categories of land ownership in Nadi: state land which is managed by the Department of Lands and Survey, iTaukei (indigenous Fijian) lands managed by the iTaukei Lands Trust Board, and privately held land. Owing to increasing pressure on peri-urban land, and seeking to encourage agricultural production, the central government placed a moratorium on the development of state agricultural land in 2007.

## URBAN INFRASTRUCTURE AND SERVICES

The responsibility for the provision of infrastructure and basic services in Nadi is shared between local and central governments. The latter provides water supply and sewerage services, roads, power and telecommunications.

The NTC manages drainage systems and solid waste. ITaukei villages, of which there are five in Nadi, do not normally receive municipal urban services. However, in Nadi such villages do benefit from municipal waste management services for a small fee.

Water supply is becoming a concern mainly due to expected growth in demand. The current supply is stretched beyond capacity already, prompting authorities to examine possible options for expansion and development of supply services. Similarly, sewerage requires expansion and upgrading and traffic congestion needs to be eased through the development of additional road and transportation capacity. Drains are not adequately maintained, leading to floods.

### URBAN HOUSING AND SHELTER

Housing development in Nadi largely takes the form of either medium-density complexes or lower-density social housing. Of this latter, the Housing Authority is actively seeking to increase the supply of affordable housing. The number of housing estates in Nadi has grown quickly, especially on the town periphery, such that housing estates now comprise 20 per cent of the total housing stock in Nadi.

There is informal housing in settlements on the edge of town. Such settlements seek to draw on municipal services provided within the town's boundary. The National Housing Policy of 2011, stresses the need for increased upgrading of informal settlements, and various organizations are engaged in this pursuit.

### CLIMATE CHANGE AND DISASTER RISK REDUCTION

Nadi is exposed and vulnerable to climate-related hazards including flood, cyclone, storm surge and sea incursion. Being a coastal town, anticipated mean sea level rise as a result of global climate change is a considerable concern. Studies based on projected climate change scenarios predict Nadi's submersion by sea by 2030.

Flood is the principle hazard in Nadi and has been a long-term problem as a result of the town's topography, ongoing mangrove deforestation and up-river agricultural and catchment management practices. However, projects seeking to manage floods and reduce flood risk have been consistently deferred. Cyclonic activity in and around Nadi is increasing and this is thought to be linked to climate change. While various measures to manage climate change and disaster risk have been identified, further progress is needed.

# INTRODUCTION

Rapid Urban Sector Profiling for Sustainability is an action-oriented assessment of urban conditions which focuses on priorities, capacity gaps, and existing institutional responses to key themes at the local and national levels. The purpose of the assessment 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 the wider-ranging implementation of the Millennium Development Goals.

The study is based on an analysis of existing data and a series of interviews with relevant stakeholders, including local communities and institutions, civil societies, the private sector, development partners and academics. This consultation typically results in collective agreement on priorities and their integration into urban poverty reduction projects, including proposed capacity building projects.

Urban profiling is being implemented in over 20 African, Arab, Caribbean and Pacific countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a blueprint for central and local authorities and urban actors, as well as donors and external support agencies.

## METHODOLOGY

Urban profiling comprises three phases outlined below:

**Phase One** consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium-sized city and a small town are selected to provide a representative sample in each country. In the case of Fiji, the Greater Suva Urban area was used as the capital city, even if this urban area includes the capital city and three other municipalities. Lautoka City was selected as the medium-sized city and Nadi Town as the small town. The profile focuses on six key themes: urban governance and finance; urban planning and management; land development and administration; housing and shelter; infrastructure and

**Phase Three** implements the projects developed during the two earlier phases. There is an emphasis placed on selecting a pilot project area for settlement upgrading or renewal. Such projects usually involve skills development, institutional strengthening, and improving living conditions through the provision of basic urban infrastructure and services. Such pilot projects should be replicated in other settlements and urban centres.

## STRUCTURE OF THE REPORT

This report consists of three main sections:

### 1. Background

A general discussion of Nadi Town based on the findings of the Nadi Town assessment report, a desk study, interviews and review of Nadi Town Council Annual Corporate Plans and the town's Five Year Strategic Plans 2010-2014. The background includes information on a number of themes, including administration, governance, urban planning and management, economy, informal and private sectors, urban poverty, infrastructure, water and sanitation, public transport, land use, energy, health, education and disasters.

### 2. Synthetic Assessment

An assessment of the six key themes namely governance and finance; urban planning and management; land development and administration; housing and shelter; infrastructure and services; climate change and disaster risk management. Each key theme is assessed in terms of institutional arrangement, regulatory framework, resource mobilization and performance. Within each key theme, agreed priorities for the theme are highlighted, and projects are identified.

### 3. Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis

A SWOT analysis and an outline of priority project

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