



# 5-YEAR CAPACITY BUILDING AND TRAINING STRATEGY

**FIJI NATIONAL BUILDING CODE  
UPDATE**

**FINAL DRAFT**  
January 31, 2024

## SYNOPSIS

The update to the Fiji National Building Code (FNBC) and creation of a new Fiji Green Construction Manual for Homes (FGCH) officially began in May, 2022, and will be completed by January 31, 2024. The purpose of the project is to update building standards and develop a strategy for effective implementation. The Project is officially known as Asian Development Bank TA-9347 REG: Pacific Urban Development Investment Planning and Capacity Development Facility-Fiji National Building Code.

The overall project includes the following deliverables:

1. Update to the Fiji National Building Code
2. Fiji Green Construction Manual for Homes
3. Legal and Institutional Arrangements Report
4. Compliance and Enforcement Report
5. **Terms of Reference for 5-Year Capacity Building and Training**
6. Communications (Media Strategy, Awareness and Promotion Strategy, Website Launch)
7. Parliamentary Submission Report

The following document fulfils Deliverable No. 5 in the above list, and is a summary and action plan for the recommendations contained in Deliverable No. 4 - Compliance and Enforcement Report.



## BACKGROUND

The Compliance and Enforcement Report provides a detailed situational analysis of the existing development context in Fiji, identifies gaps that restrict the ability of the FNBC (Fiji National Building Code) to be effectively implemented, and provides 61 recommendations to improve the capacity for compliance and enforcement.

The 61 recommendations in the Compliance and Enforcement report are divided into 10 implementation objectives:

- Strengthen LEGISLATION
- Strengthen PROCEDURES
- Strengthen POLICY
- Strengthen AWARENESS
- Strengthen CAPACITY

- Strengthen RESOURCES
- Strengthen QUALITY
- Strengthen FUNDING
- Strengthen COMPLIANCE
- Strengthen ENFORCEMENT

To support the recommendations in the Compliance and Enforcement Report, a 5-year Implementation Strategy for capacity building and training has been created and is presented in the following report.

## SCOPE

An effective implementation strategy considers the objectives of the project, the details of the implementation tasks, the capacity of the stakeholders to take on the tasks, the expected timeframe to complete each task, and the capacity of community involvement required. To this end, a chart illustrating a 5-year implementation strategy to support the compliance and enforcement of the FNBC is presented here.

The strategy considers:

- The Ministry, agency or institution best suited to take on the task, given the knowledge base, capacity and resources of the group, and the best-fit given the roles and responsibilities of the ministry / agency / institution in the building approval process
- An estimated timeframe to complete each task
- A logical sequence and knowledge of tasks that must be completed prior to beginning others
- The extent to which community involvement will be a contributing factor

The cost of executing the 61 implementation tasks is also an important consideration. A ball-park estimate of the anticipated scale of cost was included in the Compliance and Enforcement Report, and is included here on page 4 for ease of reference.

## OBJECTIVES AND TIMEFRAME

The final draft of the FNBC was completed on January 31, 2024, with the expectation that the FNBC will be approved as a regulation of a new Building Act at the end of 2025. However, the implementation strategy for capacity building and training would ideally begin immediately as there are many tasks that would be advantageous to be completed before the FNBC is officially approved, such as developing the online building permit approval system, initiating university programs for building plan reviewer and inspector training, and on-going community outreach, to name a few.

Within the 5-year implementation scenario, it is expected to complete the following:

- Passing of the new Building Act and Building Regulations, and the FNBC as a regulation of the Building Act
- Capacity building of all ministries, agencies and institutions to develop the tools to support compliance and enforcement of the FNBC
- Training of building plan reviewers, inspectors and administrators to become familiar with the new standards in the FNBC
- Public awareness of the FNBC, new standards, and ways for residents to contribute their ideas and concerns
- Completion of the process for a 5-year update to the FNBC so that the update can be approved by Council at the end of the 5-year implementation plan

The 5-year Implementation Chart took all of these tasks into consideration when assigning tasks and timelines.

## STAKEHOLDER CAPACITY

The 5-year Implementation Strategy is reliant on many groups of stakeholders for its success, including:

- Ministries of Government (see Table 1)
- Agencies such as the National Fire Authority (NFA), Water Authority of Fiji (WAF), and Energy Fiji Limited (EFL)
- Institutions including:
  - Professional Associations:
    - CIC Construction Industry Council
    - EF Engineers Fiji
    - FAA Fiji Association of Architects
    - FBDA Fiji Building Designers Association
    - FMBA Fiji Master Builders Association
    - FPA Fiji Planners Association
  - Education
    - Universities, colleges and high schools

The lead administrator of the above stakeholders will be a newly formed FNBC Implementation Team who will report to DBGA and be the lead to organise and administer the 61 implementation tasks in the Compliance and Enforcement report and illustrated in the following 5-year Implementation Strategy, see Compliance and Enforcement Report for details.

The FNBC Implementation Team will coordinate the activities of all stakeholders and will be instrumental in ensuring that budgets and schedules are adhered to during the 5-year Implementation Strategy.

A number of government ministries have important roles in the 5-year Implementation Strategy, as indicated in Table 1.

**Table 1 Roles and Responsibilities of Government Ministries Regarding the 5-year Implementation Strategy**

Ministry, Agency, Institution	Roles and Responsibilities in the 5-year Implementation Strategy
FNBC Implementation Team (reports to DBGA)	<ul style="list-style-type: none"> <li>Lead administrators of the Implementation Strategy, overseeing and coordinating all implementation tasks</li> </ul>
MPWM / DBGA (public works)	<ul style="list-style-type: none"> <li>Lead ministry overseeing administrative responsibilities for implementation tasks, negotiating funding for implementation activities, and leading the 5-year updates to the FNBC</li> </ul>
MLG / DTCP (local government)	<ul style="list-style-type: none"> <li>Lead ministry overseeing activities of Local Authorities who process building permit applications in urban and peri-urban areas</li> <li>Lead ministry for developing new building permit processing techniques such as online building permit applications</li> </ul>
MHMS (health)	<ul style="list-style-type: none"> <li>Lead ministry for processing building permit applications, building inspections and issuing Certificates of Compliance in rural areas</li> </ul>
MOH (housing)	<ul style="list-style-type: none"> <li>Lead ministry for developing assistance programs for housing for low-income families or other groups needing assistance</li> </ul>
MTCS (trade)	<ul style="list-style-type: none"> <li>Lead ministry responsible for approval of new building standards in Fiji and importation of building materials, supplies and equipment</li> </ul>
MAG (attorney general)	<ul style="list-style-type: none"> <li>Lead ministry responsible for preparation of the Building Act and Building Regulations, and administering the approval through Council</li> </ul>
MOF (finance)	<ul style="list-style-type: none"> <li>Lead ministry responsible for assigning budgets to support FNBC implementation tasks</li> </ul>
MIA (iTaukei)	<ul style="list-style-type: none"> <li>Lead ministry responsible for approval of standards and procedures for processing of building permit applications and site inspections in iTaukei villages</li> </ul>
MFF (forestry)	<ul style="list-style-type: none"> <li>Lead ministry responsible for policy and standards for timber that is suitable for building</li> </ul>
MRMDDM (rural development and disaster management)	<ul style="list-style-type: none"> <li>Lead ministry for administration of funding programs for buildings in rural areas</li> <li>Lead ministry for policy development and execution of disaster-relief programs</li> </ul>

## COST ANALYSIS

The following table is copied from the Compliance and Enforcement Report, and illustrates the 10 Implementation objectives, 61 recommendations, and a cost range to achieve them.

<b>A Strengthen LEGISLATION</b>			
1. New Building Act	\$\$	3. Establish Building Committee	\$
2. New Building Regulations	\$\$	4. Approve FS1170.2 Wind Speed Standard	\$
<b>B Strengthen PROCEDURES</b>			
1. Pre-submission BP Evaluation Process	\$	6. Online Building Inspection App	\$\$
2. Building Code Compliance App	\$\$	7. Building Inspection Procedures	\$
3. Online BP Application System	\$\$	8. Self-reporting procedures	\$
4. Online BP Approval Systems	\$\$	9. Certificate of Completion Procedures	\$
5. NCPD Input Policy	\$	10. Peer Review of Building Permits	\$
<b>C Strengthen POLICY</b>			
1. National Fire Safety Manual	\$\$	4. Manual for Informal Settlement Upgrades	\$\$
2. Heritage Conservation Policy	\$	5. Demolition Policy and Procedures	\$
3. Cyclone Certificate / Insurance Policy	\$		
<b>D Strengthen AWARENESS</b>			
1. Building Code Webpage	\$	3. FNBC User Manual	\$\$\$
2. Online access to FNBC, other standards	\$	4. Green Building Acceptable Solutions	\$\$
<b>E Strengthen CAPACITY</b>			
1. Certify Plan Reviewers and Inspectors	\$\$	6. Montfort Boys' Town	\$
2. University of the South Pacific	\$\$	7. Registered Plumbing Certification	\$
3. Fiji National University	\$\$	8. Training and Professional Development	\$\$
4. Pacific Polytech	\$\$	9. Building Industry Website Upgrades	\$
5. Australian Pacific Training Coalition	\$	10. Online Registration of Trades Technicians	\$
<b>F Strengthen RESOURCES</b>			
1. LiDAR / Flood Mapping	\$\$\$	5. Property Identification	\$\$\$
2. Rainfall Data	\$	6. Mobile Phone Coverage Expansion	\$\$\$
3. Terrain / Wind Zone Mapping	\$\$\$	7. Information Sheets	\$
4. Online Timber Sizing Software	\$	8. Administrative + Building Data Analysis	\$
<b>G Strengthen QUALITY</b>			
1. Quality Control Lists	\$	4. CodeMark / Other Plan Review Software	\$\$
2. Green Building Materials List	\$	5. Regulate Importation	\$\$
3. Pre-Construction Inspection Procedures	\$		
<b>H Strengthen FUNDING</b>			
1. Update Fee Structure	\$\$	5. IFC Green Bond Program	\$
2. Government Grant Programs	\$	6. Agency Rebate Programs	\$
3. Green Building Cost Analysis	\$\$	7. Benefactor Funding	\$
4. Government Rebate Programs	\$\$		
<b>I Strengthen COMPLIANCE</b>			
1. Increase Fines and Punitive Measures	\$\$	3. Streamline Fine Process	\$\$
2. Council-Approved Fine Increases	\$	4. On-the-Spot Fines	\$
<b>J Strengthen ENFORCEMENT</b>			
1. Approval Agency Coordination	\$	3. List of Exemptions	\$
2. Building Permit Assessment Procedures	\$	4. Large-scale Development Review	\$

FNBC 5-Year Capacity Building and Training Chart

Year 1 – Implementation Tasks

	MPWM Public Works + FNBC Implementation Team (FIT)	MOH and MLG Housing /Local Government	MTCS Trade	MHMS Health	MAG Attorney General	MOF Finance	MIA iTaukei	MFF Forestry	MRMDDM/ Disaster Management
Administration	Set up internal FNBC Implementation Team (FIT)								
	Schedule and host bi-annual progress meetings for ministries and stakeholder group reps	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input
	Monitor activities of ministries and stakeholders, coordinate efforts	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input
Legislation	Assist MOH and MAG →	Assist MAG with procedures for Rural Authorities in Building Act + Public Health Act →		Assist MAG with procedures for Rural Authorities in Building Act or Public Health Act →	Prepare Building Act, Building Regulations and other legislative changes				
	Manage consultation to resolve issues preventing Fiji Wind Speed Standard FS1170.2 from being approved →		Carry out procedures to approve FS1170.2 after FIT resolves issues		← Assist MTCS				
	Prepare list of exemptions to FNBC requirements	← Assist FIT		← Assist FIT			← Assist FIT		← Assist FIT
Communication	Monthly updates on Facebook + FNBC website								
Procedures	Assist MOH/MLG →	Create standard building permit application form for all locations in Fiji		← Assist MOH/MLG			← Assist MOH/MLG	← Assist MOH/MLG	
	Assist MOH/MLG →	Standardise building inspection type and sequence across Fiji		← Assist MOH/MLG			← Assist MOH/MLG	← Assist MOH/MLG	
	Assist MOH/MLG →	Standardise certificate of occupancy procedures across Fiji		← Assist MOH/MLG			← Assist MOH/MLG		
	Assist MOH/MLG →	Setup online building permit application submission and processing		← Assist MOH/MLG			← Assist MOH/MLG	← Assist MOH/MLG	
	Assist MOH/MLG →	Assist MOH/MLG →		Standard procedures for plan review and inspections in rural authorities			← Assist MOH/MLG	← Assist MOH/MLG	
Training	Assist MOH/MLG →	Internal training / workshop for local authorities on FNBC update		← Assist MOH/MLG					
	Collaborate with universities to set up BP Reviewer /Inspector courses and certification	← Assist FIT							
Funding	Oversee study to estimate cost increases for building, inspections, and occupancy permits and fine amounts	← Assist FIT		← Assist FIT		← Assist FIT	← Assist FIT	← Assist FIT	
	Assist MAG →	Assist MAG →		Assist MAG →	Enact regulation that permits Council to approve changes to building permit fees and fine amounts	← Assist MAG			
	Prepare annual budget estimate to carry out Implementation Tasks in the following year, provide to MOF	← Assist FIT		← Assist FIT			← Assist FIT	← Assist FIT	
	Assist MOF →	Assist MOF →		Assist MOF →		Annual estimate of increases to BP, inspection, occupancy permit fees and fines	← Assist MOF		
Resources	Create map / boundaries of urban and rural authorities	← Assist FIT		← Assist FIT			← Assist FIT		
	Oversee preparation of Risk-Response Study	← Assist FIT		← Assist FIT	← Assist FIT	← Assist FIT	← Assist FIT	← Assist FIT	
	Assist MTCS →	Assist MTCS →	Annual list of acceptable imports for building material /equipment					← Assist MTSC	

FNBC 5-Year Capacity Building and Training Chart

Year 2

	MPWM Public Works + FNBC Implementation Team	MOH and MLG Housing /Local Government	MTCS Trade	MHMS Health	MAG Attorney General	MOF Finance	MIA iTaukei	MFF Forestry	MRMDDM/ Disaster Management
Administration	Schedule and host bi-annual progress meetings for ministries and stakeholder group reps								
	Monitor activities of ministries and stakeholders, annual progress report	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input
	Set up Building Committee								
Legislation	Assist MAG →	Assist MAG →		Assist MAG →	Finalise Building Act and Building Regulations, and carry out Council approval				
	Assist MTCS →		Continue procedures to approve FS1170.2		← Assist MTCS				
Communication	Monthly updates on Facebook + FNBC website								
	Add info to the website on the funding / rebate programs available for all aspects of building process	← Assist FIT	← Provide input	← Assist FIT			← Provide input	← Provide input	← Provide input
	Collaborate with CCD to monitor climate objectives and new trends								
Procedures	Oversee creation of Building Code Compliance App for plan reviewers	← Assist FIT		← Assist FIT				← Provide input	
	Oversee creation of Building Inspector App for building inspectors	← Assist FIT		← Assist FIT				← Provide input	
	Assist MOH/MLG →	Setup building permit online tracking		← Assist MOH/MLG			← Assist MOH/MLG		
	Assist MOH/MLG →	Develop procedures for on-the-spot fines and punitive measures, ways to streamline the process			← Provide input	← Provide input			
	Assist MOH/MLG →	Develop procedures for on-the-spot fines and punitive measures, ways to streamline the process		← Assist MOH/MLG					
Training	Continue collaboration with universities								
Funding	Prepare annual budget estimate to carry out Implementation Tasks in the following year, provide to MOF	← Assist FIT		← Assist FIT			← Assist FIT	← Assist FIT	
	Assist MOF →	Assist MOF →		Assist MOF →		Annual estimate of increases to BP, inspection, occupancy permit fees and fines	← Assist MOF		
	Assist MOF →					Distribute annual budget to ministries for Year 2			
Resources	Assist MTCS →	Assist MTCS →	Annual list of acceptable imports for building material /equipment					← Assist MTCS	
	Update annual rainfall data and post online								
	Oversee study on funding for low income families for home upgrades for resilience and green construction			← Assist FIT		← Assist FIT	← Assist FIT		← Assist FIT
	Assist NDMO →	Assist NDMO →		Assist NDMO →			Assist NDMO →	Assist NDMO →	Collaborate with FIT on study to enforce FNBC standards post-disaster
	Assist MFF →						Assist MFF →	Oversee creation of online timber sizing and selection app	

FNBC 5-Year Capacity Building and Training Chart

Year 3

	MPWM Public Works + FNBC Implementation Team	MOH and MLG Housing /Local Government	MTCS Trade	MHMS Health	MAG Attorney General	MOF Finance	MIA iTaukei	MFF Forestry	MRMDDM/ Disaster Management
Administration	Schedule and host bi-annual progress meetings for ministries and stakeholder group reps								
	Monitor activities of ministries and stakeholders, annual progress report	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input
Legislation									
Communication	Monthly updates on Facebook + FNBC website								
	Collaborate with CCD to monitor climate objectives and new trends								
Procedures	Review cyclone certification with insurance industry, establish new procedures	← Assist FIT		← Assist FIT					← Assist FIT
	Assist MOH/MLG →	Establish procedures for pre-submission of BP to streamline process		← Assist MOH/MLG					
	Assist MOH/MLG →	Create procedures for NCPD to review BP applications, review site inspections		← Assist MOH/MLG					
	Assist MOH/MLG →	Create procedures for peer review of complicated BP applications							
	Assist MOH/MLG →			Develop procedures for self-reporting site inspections in rural areas			← Assist MOH		← Assist MOH
Training	Continue collaboration with universities								
	Work with industry for certification of plumbers, trades	← Assist FIT		← Assist FIT				← Provide input	
Funding	Prepare annual budget estimate to carry out Implementation Tasks in the following year, provide to MOF	← Assist FIT		← Assist FIT			← Assist FIT	← Assist FIT	
	Assist MOF →	Assist MOF →		Assist MOF →		Annual estimate of increases to BP, inspection, occupancy permit fees and fines	← Assist MOF		
	Assist MOF →					Distribute annual budget to ministries for Year 2			
Resources	Assist MTCS →	Assist MTCS →	Annual list of acceptable imports for building material /equipment					← Assist MTCS	
	Update annual rainfall data and post online								
	Prepare information sheets to assist with compliance with FNBC standards	← Assist FIT		← Assist FIT					
	Oversee preparation of Building Standards for squatter settlements	← Assist FIT		← Assist FIT			← Assist FIT		← Assist FIT

FNBC 5-Year Capacity Building and Training Chart

Year 4

	MPWM Public Works + FNBC Implementation Team	MOH and MLG Housing /Local Government	MTCS Trade	MHMS Health	MAG Attorney General	MOF Finance	MIA iTaukei	MFF Forestry	MRMDDM/ Disaster Management
Administration	Schedule and host bi-annual progress meetings for ministries and stakeholder group reps								
	Monitor activities of ministries and stakeholders, annual progress report	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input
Legislation									
Communication	Monthly updates on Facebook + FNBC website								
	Collaborate with CCD to monitor climate objectives and new trends								
Procedures	Acquire funding and hire consulting team for FNBC 5-year update	← Assist FIT		← Assist FIT					
Training	Continue collaboration with universities								
	Collaborate with CIC to develop training programs where needed								
Funding	Prepare annual budget estimate to carry out Implementation Tasks in the following year, provide to MOF	← Assist FIT		← Assist FIT			← Assist FIT	← Assist FIT	
	Assist MOF →	Assist MOF →		Assist MOF →		Annual estimate of increases to BP, inspection, occupancy permit fees and fines	← Assist MOF		
	Assist MOF →					Distribute annual budget to ministries for Year 2			
Resources	Assist MTCS →	Assist MTCS →	Annual list of acceptable imports for building material /equipment					← Assist MTCS	
	Update annual rainfall data and post online								
	Carry out property identification / street address assignment	← Assist FIT		← Assist FIT			← Assist FIT		
	Create a Green Building Acceptable Solutions Manual Class 2 - 9	← Assist FIT		← Assist FIT					
	Acquire LiDAR software / prepare flood mapping / terrain mapping	← Assist FIT		← Assist FIT					← Assist FIT

FNBC 5-Year Capacity Building and Training Chart

Year 5

	MPWM Public Works + FNBC Implementation Team	MOH and MLG Housing /Local Government	MTCS Trade	MHMS Health	MAG Attorney General	MOF Finance	MIA iTaukei	MFF Forestry	MRMDDM/ Disaster Management
Administration	Schedule and host bi-annual progress meetings for ministries and stakeholder group reps								
	Monitor activities of ministries and stakeholders, annual progress report	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input	← Provide input
Legislation									
Communication	Monthly updates on Facebook + FNBC website								
	Collaborate with CCD to monitor climate objectives and new trends								
Procedures	Acquire funding and hire consulting team for FNBC 5-year update	← Assist FIT		← Assist FIT					
Training	Continue collaboration with universities								
	Collaborate with building industry to upgrade their websites, if needed								
Funding	Prepare annual budget estimate to carry out Implementation Tasks in the following year, provide to MOF	← Assist MOH		← Assist FIT			← Assist FIT	← Assist FIT	
	Assist MOF →	Assist MOF →		Assist MOF →		Annual estimate of increases to BP, inspection, occupancy permit fees and fines	← Assist MOF		
	Assist MOF →					Distribute annual budget to ministries for Year 2			
Resources	Assist MTCS →	Assist MTCS →	Annual list of acceptable imports for building material /equipment					← Assist MTCS	
	Update annual rainfall data and post online								
	Oversee preparation of Heritage Conservation Policy	← Assist MOH							
	Assist NFA with preparation of National Fire Safety Manual	← Assist MOH		← Assist MOH					
	Oversee feasibility study of expanding mobile phone coverage, or other emerging communication methods								
	Investigate use of CodeMark or other product certification software or system								