



Gender Mainstreaming in Fiji's Offshore Tuna Industry

Picture Caption

Cover page - Tuna ready for processing at Sealand Processors (Fiji) Limited processing facility at Mua-i-Walu port, Suva. © WWF-Pacific / Ravai Vafo'ou

ISBN 978-982-101-187-7

Design by NextLevel Designs Fiji

Aliti Vunisea is an independent consultant specializing in gender mainstreaming and development, evaluation and monitoring, strategic planning / policy development, good governance and human rights, socio-economic development with specific focus on social-economic surveys, community participatory, climate change and adaptation work, disaster and humanitarian work in the Pacific Islands region.

This gender report was prepared in collaboration with the Ministry of Fisheries Fiji (MoF), Fiji Fishing Industry Association (FFIA), Fiji Maritime Academy (FFA), WWF-Pacific and supported by WWF-New Zealand.

The project titled *Developing Sustainable and Responsible Tuna Longline Fisheries in Fiji* is a partnership between MoF, FFIA, FMA, WWF and supported by the New Zealand Government through its Ministry of Foreign Affairs and Trade.

WWF authorises the partial reproduction of this document for scientific, educational or research purposes, provided WWF and the document are correctly acknowledged. Any unauthorised reproduction or distribution of this document is strictly prohibited. Permission to reproduce and distribute this document in whole whether for profit or non-profit purposes must be requested in writing to WWF.

The views expressed in this report do not necessarily reflect those of the New Zealand Government.

For further information contact:

WWF-Pacific

4 Ma'afu Street Tel: +679 331 5533 | Email: infor@wwfpacific.org

Suva, Fiji Islands Website: wwfpacific.org

TABLE OF CONTENTS

ACRONYMS	IV
PART 1: DESKTOP REVIEW	1
EXECUTIVE SUMMARY	1
1. INTRODUCTION	4
1.1 OBJECTIVES	5
1.2 METHODOLOGY	5
2. BACKGROUND	6
2.1 FIJI TUNA LONGLINE FISHERIES	7
2.1 GENDER TERMS	9
3. TUNA FISHERIES LEGAL CONTEXT	10
4. INCLUSION OF SOCIAL AND GENDER ISSUES	16
4.1 NGOS AND CIVIL SOCIETY ENGAGEMENT	18
5. CURRENT GENDER ISSUES	20
6. COVID-19 IMPACTS	24
7. MSC CERTIFICATION	27
8. CONCLUSION	29
PART 2: INTERVIEWS, DISCUSSIONS WITH THE FISHING INDUSTRY AND STAKEHOLDER CONSULTATIONS OUTCOMES	31
1. INTRODUCTION	31
2. OUTCOME OF CONSULTATIONS- COMPANIES	33
3. SUMMARY OF CONSULTATIONS-COMPANIES	37
4. STAKEHOLDER CONSULTATIONS	40
5. STAKEHOLDER ANALYSIS	42
6. HUMAN RIGHTS DISCUSSIONS	45
7. GENDER ANALYSIS	47
8. RECOMMENDATIONS	50
9. NEXT STEPS	53
10. BIBLIOGRAPHY	55
11. ANNEX 1	59

ACRONYMNS

- CEDAW Convention on the Elimination of All Forms of Discrimination Against Women
- CROP Council of Regional Organizations in the Pacific
- CSOs Civil Society Organizations
- CTA Cape Town Agreement
- EEZ Exclusive Economic Zone
- FFA Pacific Islands Forum Fisheries Agency
- FFIA Fiji Fishing Industry Association
- FMA Fiji Maritime Academy
- FOC Flag of Convenience
- GSI Gender Social Inclusion
- HMS Highly Migratory Species
- ILO International Labor Organization
- IOM International Organization for Migration
- ISSF International Seafood Sustainability Foundation
- IUU Illegal Unreported Unregulated
- MDG Millennium Development Goals
- MFAT New Zealand Ministry of Foreign Affairs and Trade
- MoF Ministry of Fisheries
- MSC Marine Stewardship Council
- OFMDP Offshore Fisheries Management Development Plan
- PAFCO Pacific Fishing Company Pte. Ltd
- PICs Pacific Island Countries
- PIFS Pacific Islands Forum Secretariat
- PSIDS Pacific Small Islands Developing States
- SDG Sustainable Development Goals
- SIDS Small Islands Developing States
- SPC The Pacific Community
- TAC Total Allowable Catch
- UN United Nations
- WCPFC Western and Central Pacific Fisheries Commission
- WCPO Western and Central Pacific Ocean
- WiFN Women in Fisheries Network Fiji
- WWF World Wide Fund for Nature

PART 1: DESKTOP REVIEW

EXECUTIVE SUMMARY



© WWF-Pacific / Ravai Vafolou

Solander Pacific Pte. Ltd fishing crew offloading Yellowfin Tuna at Mua-i-Walu Port, Suva.

Mainstreaming gender and social inclusion in the tuna longline industry in Fiji is still at the initial stages where there is basic awareness of the importance of gender inclusion, however, recognition and inclusion of gender considerations in the industry policies and regulations have still not been progressed. Inclusion of women in the industry has taken place with women mostly employed in shore based activities however there is still a high degree of gender blindness resulting in gender inequality and this is being reinforced by traditional norms and perceptions of work as well as stereotypes and cultural beliefs that women can undertake. By highlighting the constraints that restrict the participation of women in the industry, it is envisaged that support will be given to help in the development of opportunities for both men and women.

In the industrial fisheries sector, despite policies aimed at creating employment, women's labor continues to be marginalized. In recent years some women in the Pacific have become observers on tuna fishing vessels and some are engaged in shore-based activities, however, these have been at a slow pace. In Fiji there have been very few women employed on fishing vessels. Employment within the FFIA membership in 2020 involving 63 fishing vessels from 18 companies and which included employment in fishing activities (seagoing), fish processing (onshore), cold storage, engineering workshop and management, finance and administration had a total of 1429 men and 126 women. Of these seagoing fishing activities involved 1032 men and 5 women¹.

The perception that fisheries are a male-dominated sector has led to a degree of 'gender blindness' in the tuna longline fishing sector. This gender blindness means that the post-harvesting and trading activities of women and other areas of work that women could be employed in are often overlooked or neglected in fisheries development, management and planning. As a result, training and assistance programs are often targeted for men. There is also a lack of gender-disaggregated data overall, and a knowledge gap about gendered retail and consumption patterns and the differing constraints on men and women to enable more effective participation in markets. This lack of data on women's roles in offshore fisheries perpetuates the existing assumption that women's interests are taken care of by men and that women are better off employed in other sectors and not in the offshore fishing sector.

The international awareness of inequitable and often inhumane working conditions in the offshore fishing industry has increased in recent years. This has reached a point where offshore fishing is an industry that has become synonymous with poor working conditions and human rights abuses when compared with other ocean industries like shipping. This

is because the activity of fishing itself takes place outside of the legal jurisdiction of any nation state, on the "high seas" and within EEZs where states that have sovereignty have little capability to enforce laws. There are indications that the fishing licensing and control system is vulnerable to corruption, as is the practice of awarding foreign fleets access rights to fishing grounds in developing states and possibly also the system of allowing foreign corporate entities the right to operate commercial ship register of flag states that are unable or unwilling to enforce their criminal jurisdiction².

Despite the call by Leaders (Pacific Leaders Declaration on Gender Equality) for increased collection and use of sex disaggregated data across sectors, the lack of investments in national budgets to support gender inclusion remains a major obstacle. Budgets for national women's offices are less than 1 percent of national appropriations and most ministries do not make budget allocations to address gender issues³.

The FFA has increased the focus on gender equality and social inclusion in Pacific fisheries in its work for the next few years. Gender-related policies have been in place in FFA since 2016 however, in a recent gender discussion, issues raised included the need to understand the specific barriers faced by women and other marginalized demographic groups in the fisheries supply chain and the need for policies and practices to be more inclusive and tuna fisheries work should include social inclusion and gender analysis.

In the Fiji tuna longline industry, human rights abuse, issues related to contractual agreements, sexual harassment are issues that need to be discussed and addressed. The recent launching of the National Anti-Human Trafficking Strategies and Action Plan⁴ has shed light on some emerging issues on the trade with people for mainly forced labor or sexual exploitation which are linked to the fishing industry. These two areas would be the key areas of human trafficking in the fisheries sector. There are in place maritime regulations that should address these however; implementation and enforcement have not been effective.

Laws still exist in PICs that treat women and girls differently and restrict their opportunities and rights in areas such as employment, social protection, sexual harassment in the workplace, decision making, land ownership, social, health and family status, education, and in constitutional protection. In Fiji, the National Gender Policy (2014) identifies gender mainstreaming into all sectors of work as a key area of focus, sectors like the offshore fishing industry have not really progressed steps to be taken to ensure gender mainstreaming.

In the draft OFMDP under the section on GSI which looks at a study of gender issues in the tuna fisheries for Fiji, Kiribati

1 Figures from the FFIA. February, 2021.

2 UNODC, 2011. Transnational Organized Crime in the Fishing Industry. UNODC.

3 Pacific Data Hub, 2017. SDG 5 Gender Equality.

4 Launched on the 16th February, 2021.

and PNG, a number of common issues that prevented women gaining maximum benefit from the tuna fisheries were highlighted. These included among other things, women not being able to access public or private funding for spin-off business opportunities from the tuna industries and many of the social problems associated with the tuna fisheries fall disproportionately on women.

Gender inclusion in the tuna longline industry in Fiji has specifically been a set back by the lack of basic facilities on board vessels to ensure women's safety and well-being. Sleeping quarters and other amenities are not gender sensitive, there are no specific processes and mechanisms to ensure reporting of sexual harassment and human rights abuses are properly reported, recorded and addressed. The industry is viewed as a male domain therefore women joining the industry are expected to live and work within very restrictive situations. Concerns on women engaged in the industry without due diligence on available amenities and facilities, had been raised both by industry representatives and through stakeholder consultations held under this project.

Working conditions at PAFCO have generally improved with the upgrade of the factory since the new partnership agreement with Bumble Bee Seafood Company; however, some issues remain in the working conditions of men and women. These relate to the need to improve the relationship between workers and management and the adoption of a gender policy for PAFCO to assist the company to be more accountable and transparent.

Consultations with industry representatives, FFIA and through stakeholder consultations highlighted the need for more work on data collection, setting baselines for gender work and the need for cost benefit analysis on the participation of both men and women in fishing activities (sea going). In addition, the living and work conditions of fishing vessels are mostly not safe for women and current human rights abuses require safeguards and more stringent relooking at existing policies and regulations. Sexual harassment policies for the workplace exist and this cover infringement of these regulations within EEZ, however, the enforcement and addressing of reported cases has been weak.

Inequitable gender relations are one of the problems that continue to be discussed in tuna development, although previous research indicates that gender inequity is less likely to cause social disruption in the way that perceived ethnic tension has. Addressing gender inequities was one of the aspirations for tuna development mentioned in government documents, so PICs clearly feel that gender inequities need to be addressed in best-practice fisheries management. It is obvious that without the data, it remains difficult to understand the role and relations of women and minority groups within the broader fisheries supply chain⁵. Gender issues are not on the policy agenda, which is sustaining a vicious cycle where only limited resources are dedicated to understanding the gender dimensions of fisheries and how to address them.

COVID-19 has impacted all aspects of the industry in Fiji and this is especially related to border closures and inability to send air freighted tuna for example thus the marketability of MSC certified tuna and related value added products overseas could be measured when planes resume and when the tourism industry is revived, as these are the main outlets of MSC certified tuna. The suspension of onboard observers and port inspection activities as a result of COVID-19 has increased the risk of IUU fishing activity in the Pacific region.

The positive impacts of the industry are common to both men and women. However, the negative impacts are often directly felt by women. The increase in a woman's work load and domestic responsibilities, poor working conditions in processing factories, the sex trade, and the related transmission of sexually transmitted diseases including HIV/AIDS, alcohol and drug abuse are some negative aspects that affect the health and wellbeing of women.

The need for awareness training at all levels of the industry is needed to ensure a better understanding of gender issues and this had been proposed at consultations held to include training and awareness at secondary level, tertiary institutions and at the FMA as part of required human rights training for crew members.

1. INTRODUCTION



A fisherman loading a tuna into a freezer truck destined for a processing facility at Mua-i-Walu Port, Suva.



(L) Joana Kasani assisting a fellow female crew member offload a yellowfin tuna at the Fiji Fish Jetty, in Lami. All three female crew members were part of the Offshore Fishing Skipper Programme that was funded through the Fiji NZAid Tuna project.

This gender analysis of the Fiji tuna longline industry includes a desktop review which focused on the gender aspects and gender analysis of the project *Developing Sustainable and Responsible Tuna Longline Fisheries in Fiji*. In addition to the desktop review consultations and discussions were held by the fishing industry representatives and the FFIA representatives and other stakeholders.

The offshore fisheries component of WWF-Pacific's Sustainable Fisheries and Seafood Program is an advocacy, awareness, research and policy input initiative that involves working with the global WWF network and national, regional and international partner organizations and governments to improve the health and management of tuna fisheries in the Pacific Islands region with focus on Fiji, Solomon Islands and Papua New Guinea. This project is funded by the New Zealand Government through its Ministry of Foreign Affairs and Trade (MFAT), coordinated through WWF-New Zealand, administered by WWF-Pacific, and is being implemented as a collaborative partnership between the MoF, FFIA, FMA and WWF. This desktop review looks at gender inclusion in the project, specifically through the three components as outlined below.

This desktop review targets the socio-economic cultural characterization of the FFIA MSC tuna sector that highlights key primary and cross-cutting benefits such as gender. The desktop review and consultations is to improve understanding and knowledge of the different implications of gender in the development of the tuna longline industry in Fiji, and identifying ways of addressing gender challenges in this sector.

1.1 OBJECTIVES

To conduct a desktop research and analysis to improve understanding and knowledge of the different benefits/challenges/implications of involving both men and women in the development of the tuna industry in Fiji.

Scope Of The Work

- To ensure understanding of challenges and way forward for gender inclusion in the tuna industry in Fiji.
- To inform current practices of gender inclusion, gender-based planning, inclusiveness, and accountability in the Fiji's offshore fisheries sector.
- To carry out socio-economic cultural characterization of the FFIA MSC tuna sector that highlights key primary and cross-cutting benefits such as gender.

Intended Outcomes Of This Study

The outcome of this research and analysis will feed into the development of a regional handbook on GSI and human rights issues in Fiji and the Pacific offshore fisheries sector.

- Increased understanding and awareness among

stakeholders, partners, researchers, students and target audiences on gender mainstreaming, human rights issues, and socio-economic and cultural characterization in the context of Fiji's offshore tuna fisheries.

- Fill existing gaps and build on and strengthen current data on gender related issues and practices in the offshore tuna fisheries sector in Fiji.
- Identify any benefits that the MSC certification of albacore and yellowfin tuna has created for the companies, and employees generally, and more specifically according to gender.
- Impact of COVID-19 on the marketability of MSC certified tuna and related value added products.

1.2 METHODOLOGY

Desktop Review

The desktop review looks at gender, GSI and human rights issues relating to the offshore fisheries sector with focus on the tuna longline industry in Fiji with analysis of gender mainstreaming in Fiji's offshore sector, with specific emphasis on the tuna longline industry.

Stakeholder Consultations

Stakeholder consultations were held with different stakeholders from government agencies, the fishing industry, NGOs, CSOs, academic institutions and other interested individuals.

Two stakeholder consultations were held with the same group and these were to get their views and perceptions on gender in the industry and at the second consultation, stakeholders were to review the consultation report and discussions that took place (see Annex 1)⁶.

Interviews And Meetings

Six companies were visited in Suva and interviews were undertaken with representatives of the companies. There was also a visit to PAFCO in Levuka and interviews were held with the Human Resource Manager and the Chairperson of the PAFCO worker's union. Another discussion was held with FFIA representatives following the stakeholder consultations held.

Key People Interviews

Discussions were also held with key stakeholders. These were with the IOM office in Suva, MoF, SPC and WWF.

WWF was part of all interviews and consultations done.

2. BACKGROUND



© WWF-Pacific / Ravai Vajoua

FMA student Lupe Meitakui He'Ofa next to Solander V fishing vessel docked at Mua-i-Walu Port, Suva, where she had served her sea time practical. Lupe was part of the Deckhand Fishing Programme that was funded through the Fiji NZAid Tuna project.



© WWF-Pacific / Ravai Vajoua

FMA student Vaseva Nailaba Dale offloading a barracuda (*Sphyraena barracuda*) at the Fiji Fish Jetty in Lami. Vaseva was part of the Offshore Fishing Skipper Programme that was funded through the Fiji NZAid Tuna project.

The project *Developing Sustainable and Responsible Tuna Longline Fisheries in Fiji* seeks to contribute to the improvement of offshore fisheries management and encourage processes that will lead towards a sustainable seafood sourcing environment in Fiji. The desktop review looks at GSI and human rights issues relating to the offshore fisheries sector with focus on the Fiji tuna longline industry. These include a Gender Equality and Social Inclusion (GESI) analysis and research in the offshore (tuna) fisheries sector where up-to-date information is lacking and stakeholder consultations to support up-to-date research is needed to enable the socialization of the idea of GESI and human rights approaches.

2.1 FIJI TUNA LONGLINE FISHERIES

Fiji's offshore fisheries sector annually contributes around FJ\$120m to the national economy. The annual value of catch by Fiji's tuna fishing fleet is worth approximately US\$73m (FJ\$155, 855m) and the sector is estimated to employ approximately 3,800 people. The total contribution to GDP from all tuna longline related sectors in 2017 was FJ\$104.5 million, and for the three years 2015-2017, the domestic tuna longline fleet fishing in national waters contributed a total of over 5 million kilograms of tuna and other pelagic fish for local consumption and processing plants⁷.

Table 1 provides a summary of average annual outcomes over the period 2017-19 of a number of key economic and development indicators for individual FFA members, highlighting both the diverse nature of their tuna resource.

Table 1: National level economic and development indicators

	Value in US\$ million				Onshore processing volumes (mt)	Employment
	Tuna catch in national waters	Tuna catch by national fleet	Tuna Exports	Tuna fishery access and licences fees		
Cook Is.	72	17	4	15	362	89
Fiji	47	74	142	2	50,297	4,078
FSM	407	250	71	70	5,331	1,114
Kiribati	824	317	107	121	373	1,114
Marshall Is.	80	146	38	32	8,447	899
Nauru	200	17	0	32	0	85
Niue	1.4	0	1	1	0	4
Palau	61	22	19	8	609	94
PNG	677	517	296	140	79,106	11,371
Samoa	7	10	10	1	6,031	288
Solomon Is.	272	134	76	42	21,250	3,224
Tokelau	52	0	0	14	0	6
Tonga	9	2	2	1	1,446	285
Tuvalu	162	15	12	28	0	91
Vanuatu	36	84	75	3	0	69
Total	2,907	1,605	850	510	173,252	22,803

(Source: FFA, SPC Tuna Fishery Report Card 2020)

The fleet structure for 2019 consists of the 93 Fiji national vessels; of which 7 vessels are chartered foreign flagged vessels. The remaining 86 vessels are Fiji flagged and fish in Fiji's archipelagic waters, territorial seas, Fiji's EEZ, other EEZs and high seas within the WCPO⁸. There is a need for newer vessels as newer boats would enable Fijians to fish more days per year by avoiding frequent breakdowns associated with inefficient older vessels⁹. New vessels may also mean newer and modern facilities on board that could be conducive to women crew engagement.

Suva has developed into a regional hub, as it has direct air freight linkages to important market countries such as the United States, Japan, Australia and New Zealand. It is also a hub for container shipments, supported by inwards freight to Fiji and large consignments of fish exports. The port also provides onshore infrastructure in terms of slipways, engineering and

7 Skirtun, M and Reid, C. 2019. An assessment of economic contributions from tuna longline fishery-related sectors to national Gross Domestic Product, Forum Fisheries Agency.

8 Fiji's 2020 Annual report to the WCPFC.

9 Pacific Catalyst, 2019. Fijian Longline Fleet paper. Benefits of Secure and Transferable Fishing Rights with Catch and Effort Restrictions in the Fijian Longline Fleet.

shipwrights, and fuel and consumables at competitive prices compared to other PIC countries¹⁰.

Thus discussions on employment in the tuna longline industry should include looking at shore based activities.

The Government of Fiji, through the MoF, and the FFIA signed a Memorandum of Understanding (MoU) to formalize the collaboration between government and industry in their joint efforts to support sustainable management of fisheries and reduce IUU fishing¹¹. The Fiji Boat Owners Association and Fiji Offshore Fishing Association have merged to form the FFIA in 2016. FFIA is now registered with Fiji's Registrar of Industrial Associations and is in operation.

In the processing sector Fiji has two tuna canneries, one

of which also cans mackerel. Fiji also has eight small-scale processing factories for fresh and frozen tuna. In the offshore fisheries, not many women work as crew members, except for trainees undertaking their sea time through the NZ funded project. With regards to women on board vessels, there were strong views against women as crew members in fishing vessels because facilities and amenities that women are to use are not available. As shown below in Table 2, involvement of women in the offshore fisheries sector has been in certain areas only, predominantly in the processing and post-harvest sector at the Pacific Fishing Company (PAFCO) in Levuka, Fiji.

Table 2: Gender participation in PAFCO

2020 – 2021			
DEPARTMENT	MALE	FEMALE	TOTAL
Production	-	-	-
Butcher	53	12	65
Wet Process	70	444	514
Mould/Plate	27	55	82
Canning	7	11	18
Labelling	2	11	13
Fish Meal	6	-	6
TOTAL PROCESS WORKERS	165	533	698
Quality Assurance	28	31	59
Automotive	7	-	7
Raw Materials & Logistics	53	18	71
Plant Maintenance Department	36	1	37
Human Resources (HR)	14	19	33
Finance	2	3	5
TOTAL SUPPORT WORKERS	140	72	212
TOTAL	305	605	910

(Source: PAFCO, 2021)

Thus current gender participation at PAFCO is 33.5% males and 66.5% females. 88 % of females employed at PAFCO work in the processing sector and they make up 46% of support workers.

In order to promote gender equality in the tuna industry, one needs to identify the roles that men and women play as stakeholders in the industry, but also as members of the general community. Awareness of the positive and negative impacts of the tuna industry will help in addressing those impacts that have a negative effect on women. By highlighting

the constraints that restrict the participation of women in the industry, it is envisaged that support will be given to help in the development of opportunities.

The Department of Women is mandated to work on issues relating to women in Fiji under the Ministry of Women, Children and Poverty Alleviation to achieve gender policy goals¹². The work of the department is guided by the Fiji National Gender Policy which was adopted in 2014. Fiji has ratified eight human rights and gender rights-related international instruments that assist in progressing the

10 Sen, S & Cartright, I. 2019. Exploring the Possible Impacts of WTO Rules on Fisheries Subsidies: The Case of the Southern Longline Tuna Fishery in the Western and Central Pacific. The International Institute for Sustainable Development.

11 FAO The Government of Fiji signs Memorandum of Understanding (MoU) with the Fiji Fishing Industry Association (FFIA) 2 September 2017 | Permanent Secretary of the Ministry of Fisheries Department of Fisheries, Suva, Fiji.

12 ADB, 2006. Gender Status - Fiji.

situation of women in the country. Statistical data needed for gender analysis are, however, sparse, sometimes of poor quality, and often out of date¹³.

Early writings on the offshore fishery highlighted how most initiatives concentrated on supporting men’s activities in development and management of fisheries in the region¹⁴. Early studies on PAFCO highlighted the poor working conditions and low salaries of women as major concerns¹⁵. Similar sentiments were raised more recently by Bidesi, who stated that, in the industrial fisheries sector, despite policies aimed at creating employment, women’s labor continues to be marginalized¹⁶.

In spite of some progress in the offshore fisheries, cultural beliefs and norms continue to influence fishing participation in this sector. In recent years some women in the Pacific have become observers on tuna fishing vessels and some are engaged onshore based activities. The conditions of fishing vessels and the length of fishing trips, which usually last up to three months, usually deter women from joining as crew members or as observers in fishing vessels. Demmke¹⁷ in an assessment of women’s participation in the tuna industry highlighted the impacts, costs, benefits, and constraints of women engaging in tuna fisheries. However, there has been little implementation of the report’s recommendations. Table 3 below shows the various gender terms used in this report.



Gender consultant, Aliti Vunisea leading a discussion at a WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.

2.2 GENDER TERMS

Table 3. Gender terms used in this report

Gender Issues	Gender Blind	Gender Inclusive
Gender issues do not focus only on women, but on the relationship between men and women, their roles, rights and responsibilities, acknowledging that these vary within and between cultures as well as by class, race, ethnicity, age and marital status.	When projects or programs do not have a specific gender sensitive approach. Projects that create, exacerbate or ignore gender inequalities in pursuit of project goals.	When a project or program includes gender awareness, gender inclusion and looks at the impacts and benefits to men, women and all sectors of the community.
Gender Roles	Gender Equality	Gender Equity
The roles that men and women play in society. Most of these roles are aligned to stereotypes on what women and men should do and not do.	Gender equality is the absence of discrimination on the basis of a person's sex in opportunities, in the allocation of resources and benefits or in access to services.	Gender equity refers to fairness and justice in the distribution of benefits and responsibilities between women and men.
Gender Sensitive	Gender Analysis	Gender Mainstreaming
Projects that maintain existing gender dynamics and roles in pursuit of project goals. Gender sensitivity is the process by which people are made aware of how gender plays a role in life through their treatment of others.	It is the identification of the responsibilities, needs and priorities of different groups of people. It takes into account variables such as age, wealth, religion, caste, ethnicity and geographical location, and looks at the roles of, and relationships between, men and women.	Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels.

13 Vunisea, A. 2014. Women Participation in the Fisheries Sector in Fiji. SPC Women in Fisheries Bulletin.
 14 Lambeth L., Hanchard B., Aslin, H., Fay-Sauni L., Tuara P., DesRochers K. and Vunisea A. 1998. An overview of the involvement of women in fisheries activities in Oceania. In Monographs from Australian Centre for International Agricultural Research.
 15 Emberson-Bain 'A. (ed.). 1994. Sustainable development or malignant growth? Perspectives of Pacific Island Women. Suva, Fiji: Marama Publications.
 16 Bidesi V. 2008. Recognizing women in fisheries: Policy and considerations for developing countries. Yemaya, ICSF's Newsletter on Gender and Fisheries 28:12–13.
 17 Demmke P. 2006. Development of tuna fisheries in the Pacific ACP countries (DEVFISH) Project. Gender issues in the Pacific Islands Tuna Industry. Forum Fisheries Agency, Honiara. Noumea: Secretariat of the Pacific Community.

3. TUNA FISHERIES LEGAL CONTEXT



Fresh tuna ready for offloading from a Solander Pacific Pte. Ltd vessel at Mua-i-Walu Port, Suva.

Global

The international awareness of inequitable and often inhumane working conditions in the offshore fishing industry has increased in recent years. Additionally, cases of human rights violations have become increasingly regular over the past several years¹⁸ and cases of unexplained disappearances of workers onboard fishing vessels has also increased in frequency¹⁹. This has reached a point where offshore fishing is an industry that has become synonymous with poor working conditions and human rights abuses when compared with other ocean industries like shipping. This is because the activity of fishing itself takes place outside of the legal jurisdiction of any nation state, on the “high seas” and within EEZs where no state has sovereignty to make and enforce laws.

The United Nations Convention on the Law of the Sea (UNCLOS) imposes a duty on all flag states to effectively exercise their flag state jurisdiction. This basically means that flag states have the obligation to enforce the laws of their country on vessels flying their flags. Flag states who do not meet their obligations undermine international cooperation allowing these types of exploitative conditions to manifest. These states are sometimes known as FOC²⁰.

In effect it is an industry where bad players can get away with being unregulated and through the regime of flag state registration effectively claim “immunity” from legal oversight in relation to working conditions²¹. Lack of regulation over transshipment practices allow for crews to be kept at sea for months, if not, years at a time without getting back to the port, making it difficult to report on or escape from emotional, mental, or physical abuse, poor working conditions, violence, or murder on board fishing vessels²². Tackling this issue presents particular challenges in the fishing industry, as workers are often confined to vessels for extended periods of time in remote areas, making it difficult to communicate with or express concerns to authorities on land. While out at sea, these vessels and all those on board lie largely beyond the reach of national jurisdictions or feasible monitoring, inspection, and enforcement. The work on fishing vessels is

grueling, with long hours, tough physical demands, and high rates of injuries and fatalities. Therefore, fishing jobs are often filled by vulnerable populations with few other alternatives²³.

Forced labor and human trafficking of fishers in the fisheries sector is not a new phenomenon and the concern is on the severity of the abuse of fishers trafficked for the purpose of forced labor on board fishing vessels²⁴. The forms of human trafficking most emphasized until recently have been forced labor and sexual exploitation. In the fishing industry, trafficking in persons for the purpose of forced labor is most prevalent, although references are made to trafficking in persons for sexual exploitation of women and children is taking place in fishing ports and sexual exploitation of crew on board fishing vessels²⁵. Research into deceptive and coercive labor practices in the fisheries sector is not comprehensive or coordinated. Rather, a common denominator of most empirical research conducted on forced labor and human trafficking in the fisheries sector is that, it is case driven or coincidental to broader research questions into, for instance, conditions of migrant laborers or criminal activities at sea²⁶. Human rights abuses at sea have a surplus of root causes: greed, cultural inequity, corruption, and global and domestic economic conditions²⁷.

Forced labor in fisheries is further exacerbated by weak governance regimes, the use of FOC, and common fishing practices like transshipment²⁸. There is also the problem of unregulated labor standards in offshore fishing because some flag states who do not have the legal jurisdiction to enforce labor standards on vessels on the high seas, and countries that have registered as flag states lack the ability or willingness to regulate offshore fishing vessels that fly their flag. In summation nation states that register/flag vessels must step up, or be compelled to step up, to their legal responsibilities to bring the fishing industry employment standards in line with what is expected in the 21st century²⁹. Although international agreements exist to address human trafficking and forced labor, such as the ILO’s Forced Labor Convention (No. 29)³⁰, the Abolition of Forced Labor Convention (No. 105)³¹, and the UN Palermo Protocols to supplement the 2000 Convention

-
- 18 Fisheries Abuses and Related Deaths at Sea in the Pacific Region, HUMAN RTS. AT SEA 5 (Dec. 1, 2017), <https://www.humanrightsatsea.org/wp-content/uploads/2017/12/HRAS-Fisheries-Abuse-Investigative-Report-Dec-2017-SECURED.pdf> [<https://perma.cc/ZD6W-CLSQ>]
 - 19 Wendy Laursen, Human Rights in Focus, THE MAR. EXEC. (May 4, 2017, 01:52 AM), <http://maritime-executive.com/article/human-rights-in-focus> [<https://perma.cc/58MU-932T>]
 - 20 <http://www.franciscoblaha.info/blog/2019/9/21/a-new-set-of-minimum-terms-and-conditions-for-crewing-employment-conditions-in-the-pacific>
 - 21 Blaha, F & Sloan, J. 2019. Hanah, F and Sloan, J. Human rights abuses and poor working conditions in the offshore fishing industry call for fundamental changes in international, regional and national governance. *Oceans Law Bulletin*.
 - 22 Chelsey F. Marto, 2019. Human Rights Violations Consequent to Transshipment Practices in Fisheries, University of Maine School of Law.
 - 23 Forced Labor In Fisheries: Fiji and Indonesia Case Studies.
 - 24 United Nations Office on Drugs and Crime, 2011 Transnational Organized Crime in the Fishing Industry. UNODC.
 - 25 *Ibid*, 2011.
 - 26 ILO, 2012. Caught At Sea. Forced Labor and Trafficking in Fisheries. International Labor Organization.
 - 27 Sarah G. Lewis, et al., Human Rights and the Sustainability of Fisheries, FISHWISE381 (2017), <https://users.soe.ucsc.edu/~msmangel/Lewis%20et%20al%202017%20>
 - 28 FAO, 2020. Forced Labor In Fisheries: Fiji and Indonesia Case Studies.
 - 29 *Ibid*, 2019.
 - 30 International Labour Organization, Forced Labor Convention, C29 (June 28, 1930; entered into force May 1, 1932), 39 U.N.T.S.
 - 31 International Labour Organization, Abolition of Forced Labor Convention, C105 (June 25, 1957; entered into force January 17, 1959), 320 U.N.T.S. 291.

against Transnational Crime³², effective implementation of these frameworks is almost entirely lacking.

As a consequence, for any worker aboard that vessel/ship he or she must rely on the flag state to protect his or her legal rights including employment rights³³. For example, according to the Taiwan Fisheries Agency, in June 2019, some 21,994 migrant fishers from Indonesia and 7,730 from the Philippines were reportedly working on Taiwanese distant water fishing vessels. These two countries combined represent the majority of migrant fishers on Taiwan's distant water fleets - a US\$2 billion industry and one of the top five distant water fishing fleets on the high seas³⁴. Forced labor is, by nature, an invisible crime that makes forced labor in the fishing sector all the more complex to address; too often, crew members in exploitative working conditions are ignored or forgotten³⁵.

Regional

Crew safety on commercial fishing vessels in the Pacific is exacerbated by the cross border nature of maritime fishing which makes it extremely difficult for Pacific legislatures to effectively provide minimum employment standards for commercial fishing crews³⁶. Frequently this allows commercial fishing vessels to use FOC and does not provide even the most basic of worker's rights such as written contract, minimum wage, and the guarantee of a safe working environment³⁷. From 2019, FFA member states are to include crew employment conditions as minimum requirements. The decision to address these concerns also comes on the heels of a Business and Human Rights Resource Centre report that alleges canned tuna brands are "failing to tackle modern slavery in their Pacific supply chains." The report alleges that severe human rights abuse is endemic, including forced labor, slavery, human trafficking and child labor, and reports of migrant workers bought and sold as slaves and tossed overboard if they complain or get injured³⁸.

Adopting C188 measures into national and regional legislation is not an end to addressing forced labor on fishing vessels. James Sloan from the Fijian Siwatibau & Sloan law firm emphasized that Articles 40–44 of C188 place primary

responsibility on flag states to ensure compliance with labor standards, but lack of flag state enforcement is already a problem in the system³⁹. In the Pacific Island region, country EEZs often overlap and because fish are migratory, moving between neighboring state jurisdictions, a coordinated, consistent regional approach is necessary to address most fisheries issues⁴⁰. The FFA implemented harmonized terms and conditions under which vessels must apply for a license to fish within any PIC's EEZ⁴¹. The FFA's May 2019 amendments incorporated minimum standards for labor conditions by which vessels must abide in order to obtain a fishing license. These protections, derived largely from ILO C188, apply to laborers on foreign fishing vessels licensed to fish in FFA member state EEZ⁴².

Sea Safety

In several countries, safety appears to be considered when formulating management interventions, but the idea that saving lives of fishers could be one of the stated objectives of government management intervention does not occur⁴³. In the Pacific context, countries can exercise rights of sovereignty in regulating fishing effort in their territorial seas or EEZs, but these jurisdictions do not extend to regulating labor standards on board vessels that are not flagged to Fiji.

In November 2016 the WWF and the Pacific Islands Association of Non-Governmental Organization (PIANGO) organized a two-day CSO round-table discussion to discuss all aspects of tuna fisheries in the Pacific. A broad range of stakeholders including government representatives, NGOs and private sector stated that out of the four main concerns that the group had raised relating to the tuna industry in the Pacific, high on the list was inadequate recognition and implementation of basic human rights, safe working conditions and deficiency of social justice in the tuna fishing industry⁴⁴.

WWF-Australia, WWF-New Zealand and WWF-Pacific, in partnership with US-based tech innovator ConsenSys, tech implementer TraSeable Solutions Pte. Ltd and tuna fishing and processing company Sea Quest Fiji Pte. Ltd, launched a pilot project that will use block chain technology to track the

32 United Nations General Assembly, Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol) (November 15, 2000; entered into force December 25, 2003), 2237 U.N.T.S. 319.

33 Ibid 2019.

34 Greenpeace, 2003. Sea Bound. The Journey to Modern Slavery on the High Seas. Greenpeace and SBMI.

35 Forced Labor in Fisheries: Fiji and Indonesia Case Studies.

36 Komaisavai, P and Magick, S. 2019 Keeping our seafarers safe. Island Business.

37 Ships of horror, Pacific Fisherman raped, beaten, and fed fish bait.

38 Komaisavai, P and Magick, S. 2019. Keeping our Seafarers Safe. Fiji Island Business Magazine.

39 C188 Article 40 states that flag states are responsible for making their vessels comply with the requirements of this convention.

40 FAO, 2020. Forced Labor In Fisheries: Fiji and Indonesia Case Studies.

41 About," Pacific Islands Forum Fisheries Agency, accessed May 25, 2020, <https://www.ffa.int/about>

42 Kevin Chand and James Sloan, "A New Set of Minimum Terms and Conditions for Crewing Employment Conditions in the Pacific," Siwatibau & Sloan Ocean Law Bulletins, Sept. 19, 2019, <http://www.sas.com.fj/ocean-law-bulletins/a-new-set-of-minimum-terms-and-conditions-for-crewing-employment-conditions-in-the-pacific>

43 FAO Fisheries Circular No. 993 2003 Gillet, R. ASPECTS OF SEA SAFETY IN THE FISHERIES OF PACIFIC ISLAND COUNTRIES.

44 Sloan, J. 2017. Human rights abuses and fisheries - an international law problem. <http://www.sas.com.fj/ocean-law-bulletins/human-rights-abuses-and-fisheries-an-international-law-problem>

journey of tuna from “bait to plate”. The aim is to help stop illegal, unreported and unregulated fishing and human rights abuses in the tuna industry. These have included reports of corruption, illegal trafficking and human slavery on tuna fishing boats⁴⁵.

Currently, observer safety issues are addressed at WCPFC through the Conservation and Management Measure for the Protection of WCPFC Regional Observer Program Observers (CMM 2017-03), but this CMM does not address insurance or observer family support⁴⁶.

Flag States

The problem of unregulated labor standards in offshore fishing exists because some flag states who do have the legal jurisdiction to enforce labor standards on vessels on the high seas that are registered to that flag state lack the ability or willingness to regulate offshore fishing vessels that “fly their flag”. Sometimes vessel owners choose “flag state” because the respective state has no or very weak regulations on human rights and labor rights so they can get away with breaches. Effective and universal flag state regulation is an issue of oceans governance and this is the same issue that underpins IUU fishing on the high seas and within coastal state’s EEZ. Vessels that are associated with IUU are more likely to have poor working conditions and potential human rights abuses. Solving this ocean governance issue in the fishing industry would likely lead to direct benefits for PICs both because employment opportunities would improve for Pacific islanders and because those fishing vessels that are well regulated are more likely to comply with conservation and management measures put in place to protect the Pacific’s essential fish stocks⁴⁷.

The difference with natural resources within EEZ is that PICs can regulate the way that their resources including fish are caught but they must also allow fishing vessels from other states access to those resources where the PICs do not have the capacity to capture the resources up to limits determined by fisheries scientists, known as the TAC. This international law requirement, along with other factors that make it difficult to regulate fishing vessels from outside the Pacific, and the relative economic weakness of PICs and strong consumer demand for relatively low prices for wild caught fish means

that Pacific islanders are not, at present, receiving sufficient economic benefit from their legal rights⁴⁸.

Human Rights Abuses

The persistent insecurity and danger of work in fishing jobs significantly dilutes the benefits of entering tuna fisheries, particularly where catch-share models or dangerous offshore working conditions are prevalent⁴⁹. Crew safety on board commercial fishing vessels in the Pacific region is exacerbated by the cross-border nature of maritime fishing which makes it extremely difficult for Pacific islands legislatures to provide minimum employment standards for commercial fishing crews⁵⁰. Two Fijian men were for example convicted of murder by the Tuvalu high court for beating a Chinese seafarer to death in Tuvalu for allegations of abuse⁵¹. A man, from a fishing vessel, who was pronounced dead on arrival at a Private Hospital in Fiji in November, 2012, through the post mortem examination was found to have sustained injuries from an alleged assault. Cases are sometimes unreported and many who join as crew members do not know of human rights, nor do they know of where to report to if abuse happens. In the human rights arena, Fiji has signed Fiji has ratified the Convention on the Elimination of All Forms of Racial Discrimination, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, but has not signed onto two key treaties that make up the International Bill of Human Rights and these are the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social, and Cultural Rights⁵².

Fiji - Tier 2 Watch List

The United States government gave Fiji a Tier 2 Watch List ranking in its 2019 Trafficking in Persons (TIP) report, noting that traffickers subject workers from South and East Asian countries to forced labor in small and informal farms and factories, construction, and on fishing vessels that transit through Fiji or board fishing vessels (mainly China and Taiwan flagged) from Fiji ports and waters⁵³. As evidenced by this assessment, human trafficking and forced labor issues in Fiji extend beyond the fishing industry⁵⁴.

Forced labor is often tied to IUU fishing and sex trafficking, and workers in situations of forced labor may seek health or

45 Artigo, Fiji: Blockchain technology joint pilot project launched to address illegal fishing practices and human rights abuses in Pacific Islands tuna industry <https://www.business-humanrights.org/pt/>

46 WCPFC 2013. Conservation and Management Measure on the special requirements of Small Island Developing States and Territories, WCPFC.

47 Ibid 2020.

48 Sloan, J. 2018. The implications for a Pacific Blue Economy and the vital role of civil society organizations <https://www.pasifikarising.org/the-implications-for-a-pacific-blue-economy-and-the-vital-role-of-civil-society-organisations/>

49 McClean, N., Barclay, K., Fabinyi, M., Adhuri, D., Sulu, R., Indrabudi, T. (2019). Assessing tuna fisheries governance for community wellbeing: case studies from Indonesia and Solomon Islands. Report commissioned by the David and Lucile Packard Foundation, University of Technology Sydney, Sydney.

50 Human Rights at Sea 2017. Abuses On Board Commercial Fishing Vessels in the Pacific Region. In the Defending Maritime Human Rights.

51 Ibid, 2017.

52 Batista, N; Masket, K; Grattan, T; Achi, N. FORCED LABOR IN FISHERIES: Case Studies in Fiji and Indonesia

53 U.S. Department of State, Trafficking in Persons Report (June 2019), 196, <https://www.state.gov/wp-content/uploads/2019/06/2019-Trafficking-in-Persons-Report.pdf>

54 Ibid, 2019.

counseling services when they come into a port state⁵⁵. Fiji has embraced a regional approach to addressing issues in the fishing sector. Rather than signing on to international agreements like ILO C188, Fiji, along with its fellow Pacific island states, work through the regional FFA to develop a set of Harmonized Minimum Terms and Conditions relating to crewing and employment conditions on fishing vessels. In a 2019 report on addressing human trafficking and forced labor, Fiji laid out a roadmap for meeting United Nations Sustainable Development Goal 8.7 pertaining to the eradication of forced labor, human trafficking, modern slavery, and child labor⁵⁶. Fiji's action plan for addressing forced labor in fisheries involves ratifying C188 by 2025 and developing methods to screen migrant workers in the fishing industry by 2021⁵⁷.

CEDAW And National Gender Policies

In 2018, four countries, Fiji, Republic of Marshall Islands, the Cook Islands and Nauru reported on CEDAW with progress in areas of domestic violence, criminal and common laws. Almost all countries in the Pacific have adopted gender policies and strategies, including disability policies and while many are engaged in global reporting processes, resources for integrating gender equality priorities and implementation are limited. Despite the call by Pacific Leaders for increased collection and use of sex disaggregated data across sectors, the lack of investments in national budgets remains a major obstacle.

International instruments that guide the work on Gender are in place in Fiji and these include the CEDAW, the Convention on the Rights of the Child, the SDGs and the Pacific Platform for Action on Gender Equality and Women's Human Rights, which provide an opportunity for reporting on the state of women in the country. These international and regional agreements provide the basis for development of law and policy to address gender-specific issues across all sectors, including the role of women in the fisheries sector. The challenge will be whether the provisions from these instruments, such as those relating to non-discrimination by gender and equal access to resources and opportunities (as required under CEDAW), are reflected in fisheries policies. Greater cross-sectorial policy dialogue, advocacy and information exchange are needed to build a more comprehensive and gender just fisheries policy⁵⁸.

The 2013 Constitution includes the statement that all people

in Fiji have equal rights and status, however, gender bias remains a challenge across various sectors and gender-based violence is prevalent. Fiji has a National Gender Policy (2014) and the policy includes gender mainstreaming into all sectors of government work. The Gender Policy guides gender inclusion work in the tuna industry and the main goals of the National Gender Policy are to improve the quality of life of men, women, boys and girls, at all levels of society through the promotion of gender equity and equality and to promote active and visible gender mainstreaming in all sectors and within civil society to ensure agency for gender equity and equality in all spheres of national life and remove all forms of gender inequality and gender discrimination in Fiji⁵⁹.

The draft OFMDP is consistent with Strategic Development Plan (SDP 2019 – 2029), the draft National Fisheries Policy (NFP), National Climate Change Policy (NCCP 2018-2030), National Oceans Policy, as well as the Offshore Fisheries Management Act 2012 (OFMA) and the Offshore Fisheries Management Regulations 2014. Fiji also has obligations under the WCPFC Convention, the UNCLOS, and the United Nations Fish Stocks Agreement (UNFSA) to implement regional management decisions to preserve the sustainability of the straddling fish stocks. Fiji is signatory to the CTA which is expected to enter into force in 2022⁶⁰.

In the draft OFMDP under 1.7, Gender and Social Inclusion which looks at a study of gender issues in the tuna fisheries for Fiji, Kiribati and PNG⁶¹, a number of common issues that prevented women gaining maximum benefits from the tuna fisheries are highlighted. These include among other things, women not being able to access public or private funding for spin-off business opportunities from the tuna industries and the fact that many of the social problems associated with the tuna fisheries fall disproportionately on women. The study also revealed that education and training are crucial to enhance women's opportunities within the tuna industry. In alignment with the Fiji National Gender Policy (2014), the draft OFMDP encourages mainstreaming of gender equity and equality in partnership with other line agencies⁶².

Despite reports of labor abuses, Fiji has yet to ratify the ILO's C188 or the CTA on safety standards for fishing vessels. The country has, however, ratified the FAO PSMA¹²⁵ and the UN Fish Stocks Agreement, which are intended to focus more on environmental concerns in the fishing sector. Fiji also struggles to enforce labor standards on Chinese vessels

55 Human Rights at Sea, Fisheries Abuses and Related Deaths at Sea in the Pacific Region (December 1, 2017), 6, <https://www.business-humanrights.org/sites/default/files/documents/HRAS-Fisheries-Abuse-Investigative-Report-Dec-2017-SECURED.pdf>

56 United Nations Sustainable Development Goals Partnerships Platform, "Alliance 8.7," accessed June 4, 2020, <https://sustainabledevelopment.un.org/partnership/?p=32967>

57 National Strategic Planning Forum, Developing a Joint Roadmap for Fiji as a Pathfinder Country to Achieve SDG Target 8.7 (Fiji, August 22-23, 2019), https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-suva/documents/publication/wcms_726134.pdf

58 Bidesi, V., 2008. Development of Marine Resources, Fisheries Policies and Women's Rights in the Pacific Islands. SPC.

59 Government of Fiji, 2014, Fiji National Gender Policy.

60 Draft Fiji Offshore Fisheries Management Plan.

61 Sullivan N., Ram-Bidesi V. 2008. Gender issues in tuna fisheries: case studies in Papua New Guinea, Fiji and Kiribati. Honiara, Solomon Islands, Forum Secretariat.

62 Fiji Government, 2019. Fiji Offshore Fisheries Management and Development Plan: A plan for tuna and other pelagic fisheries. Government of Fiji.

in their EEZ, given Chinese influence in the country. While labor inspection standards should prevent bad actors from offloading their illegal catch in the country, the Chinese government is often able to avoid enforcement because most development sites in Fiji are supported by Chinese funding⁶³. From 2014 to 2019, it is estimated that a total of 277 Chinese investment projects worth around US\$1 billion were successfully implemented in Fiji⁶⁴. Fiji also acts as an export state for many Chinese longliners in addition to other vessels.

Maritime Regulations

The Fiji government also has in place several Decrees that address security and operations of fishing vessels. The Maritime Transport Decree 2013 (Decree No. 20 of 2013). Maritime Regulations 2014 (International Ship & Port Facility Security Code (ISPS)) which takes security on board into account. Under the same Decree, Maritime Ships Medical Requirements Regulations 2014, specifies the need for medical supplies on board and the use of these supplies.

The Maritime (Infringement Offences and Penalties) Regulations 2014 specifies requirements for vessels,

procedures and penalties for infringement of offenses, the Maritime (Investigation and Inquiry Procedures) Regulations 2014 covers investigation into an accident, incident or mishap, inquiry into a serious injury or death on board a ship, instances where a seafarer belonging to a ship suffers serious injury or dies whilst away from the ship during the course of duty, and any other matter which in the opinion of MSAF's Chief Executive Officer is in the public interest.

The Maritime (Logbook) Regulations 2014 which amongst other requirements also include a person lost at sea (whether or not subsequently found) or is missing; or the ship is foundering, capsizing, missing, or has foundered or capsized, been abandoned, stranded, been in a collision, or has had a major fire on board. The draft Maritime (Labor Convention) Regulations 2017 sets out the minimum requirements for seafarer's employment, the conditions of seafarer's employment, accommodation, recreational activities, food and catering which also has a clause on sexual harassment. The medical care and treatment, health and safety precaution and accident prevention include codes of practice, social safeguards and safety measure. Thus here exist rules and regulations that government and could protect crew members and systems are in place to ensure these incidences are recorded and reported.



Sam Weon Fishery Company Pte. Ltd and Green Tuna Company Pte. Ltd. staff receiving their bycatch mitigation toolkits and awareness materials for their fishing vessels and office from WWF-Pacific's Fisheries Policy Officer, Vilisoni Tarabe.

63 Chinese Investments in Fiji: Diversifying, Localizing, Emphasis on Compliance," CGTN, May 7, 2019, <https://news.cgtn.com/news/3d3d674d-786b444e34457a6333566d54/index.html>

64 Ibid, 2019.

4. INCLUSION OF SOCIAL / GENDER ISSUES



© Fiji Times / Jonacari Latakobau

Sangeeta Mangubhai - Director, Fiji Country Program, WCS Fiji leads a gender group discussion at a WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.

Global

The contribution by women to fisheries economies globally continues to be overlooked, in part, because “fishing” is often narrowly defined as catching fish at sea, from a vessel, using specialized gears. Fisheries research, management, and policy have traditionally focused on direct, formal, and paid fishing activities—that are often dominated by men, ignoring those that are indirect, informal, and/or unpaid—where women are concentrated. This has led to a situation where men’s and women’s contributions to fisheries are not equally valued or recognized and has resulted in women being largely excluded from fisheries decision-making processes⁶⁵. Women play a key role in fisheries sustainability worldwide. They step in where they are needed, as crew members, marketers, shore support, managers, and political representatives. Yet women’s engagement in commercial fisheries remains poorly understood and largely unrecognized in various parts of the world⁶⁶.

Contrary to the widespread perception that fishing is a male-dominated activity, a recent study by FAO found out that of the 120 million people worldwide who work in capture fisheries and associated supply chains, half are women⁶⁷. FAO’s ‘Small-scale fisheries guidelines 2015’ has a gender equality section under Part 2 ‘Responsible fisheries and sustainable development’⁶⁸, yet, in the PSIDS region, “gender-based discrimination — deeply rooted and present across all countries — threatens to undermine the transformative potential of the 2030 Agenda in real and measurable ways⁶⁹”.

Regional

In the context of ocean management for Pacific islands, the priority areas for inclusivity are arguably sex, gender, age, and local and indigenous communities with their local and traditional knowledge⁷⁰. The participation and leadership of women in fisheries is increasingly recognized, yet formal qualitative and quantitative evidence from the Pacific islands region is still limited. The Asia-Pacific region accounts for 84% of the global workers in fisheries and aquaculture. Of

these workers, 66% of the workers in large-scale marine fisheries and 54% in small-scale inland fisheries are women⁷¹. The PSIDS, produces approximately two million metric tons from fisheries and aquaculture annually, worth an estimated US\$3.2 billion⁷². Women harvest over half of small-scale fisheries catches in this region⁷³.

Fisheries are a fundamental driver for many PIC economies. For PICs, especially the fishery-dependent small-island states—fish stocks comprise the primary natural resource on which future economic growth are based. Tuna caught in PIC waters represent around 35% of the world’s tuna catch, with an estimated total first sale value of US\$3.4 billion in 2013. A review of reports on the Pacific Islands tuna industry shows that men tend to be involved in all activities from harvesting through to support services. Women in most island countries are involved in all activities with only limited involvement in harvesting⁷⁴.

Information on gender impacts and participation of women in other aspects of ocean management is poorly documented. The goal of inclusivity does not only concern the “advancement” of women, but rather the inclusion of affected stakeholders in management decisions to stimulate effective, sustainable resource management for all. While the target groups for inclusivity may vary among locations and there is changing cultural dynamics across the gender spectrum, disaggregated data collection can inform the consideration of inclusiveness more broadly⁷⁵.

The perception that fisheries is a male-dominated sector has led to a degree of ‘gender blindness’ in the fisheries sector. This gender blindness means that the post-harvesting and trading activities of women are often overlooked or neglected in fisheries development and management. As a result, training and assistance programs are often targeted for men. There is also a lack of gender-disaggregated data overall, and a knowledge gap about gendered retail and consumption patterns and the differing constraints on men and women to more effective participation in markets. This lack of data on women’s roles in fisheries perpetuates the existing assumption that women’s interests are taken care of by men and that

65 Global Fish Watch, 2020. Life Below Water: Sustainable fisheries and gender equality. Global Fish Watch.

66 NOAA, 2020. Women’s Global Fisheries Participation. NOAA.

67 FAO, 2014. Sustainable fisheries and aquaculture for food security and nutrition. Food and Agriculture Organization of the United Nations (FAO), High Level Panel of Experts (HLPE) on Food Security and Nutrition of the Committee on World Food Security.

68 Noland, M & Moran, T & Kotschwar, B 2016. Is Gender Diversity Profitable? Evidence from a Global Survey. Peterson Institute of International Economic, “Working Paper Series WP16-3, Peterson Institute for International Economics. ... 367, University of Milano-Bicocca, Department of Economics.

69 Agenda for Sustainable Development. Retrieved from. <http://www.unwomen.org/en/digital-library/publications/2018/2/gender-equality-in-the-2030-agenda-for-sustainable-development-2018#view>

70 Govan, H., 2017. In: K., R. (Ed.), Ocean governance - Our Sea of Islands. (Vol. A Sustainable Future for Small Island States: Pacific 2050 (Forthcoming). Commonwealth Secretariat, London.

71 ESCAP, 2017. Gender, the Environment and Sustainable Development in Asia and the Pacific. UN ESCAP.

72 Gillett, R., 2016. Fisheries in the Economies of Pacific Island Countries and Territories. SPC, Noumea, New Caledonia.

73 Harper, S., Zeller, D., Hauzer, M., Pauly, D., Sumaila, U., 2013. Women and fisheries: contribution to food security and local economies. Mar. Policy 39, 59–63.

74 FFA/SPC 2008. Gender Issues in the Tuna Fisheries Case Studies in Papua New Guinea, Fiji and Kiribati.

75 Michalena, E ; Strazab, T ; Singh, P; Morris, C.; Hills, J. 2019. Promoting sustainable and inclusive oceans management in Pacific islands through women and science. In Marine Pollution Bulletin.

benefits are shared within households⁷⁶.

International ports and tuna factories are magnets for a range of social problems, including prostitution, substance abuse and violence. Some 35,000 men from the southern Philippines work overseas on fishing vessels and call into ports including those in Solomon Islands, Papua New Guinea, Indonesia, Malaysia and Taiwan. According to a health official from General Santos City in Mindanao, many of these fishermen engage in ‘extremely risky behavior’ when they finish a trip, including sex with multiple partners (often involving binge drinking and sex workers), injection of recreational drugs and insertion of penile implants, some people have tested positive to HIV⁷⁷. Papua New Guinea’s rates of HIV/AIDS are now very high. Fishing crews visiting Papua New Guinea could contract the disease and spread it around the Pacific very quickly⁷⁸.

For most of PICs, the tuna industry offers the greatest potential for economic development but, at the same time, it brings social costs that most countries are ill equipped to deal with⁷⁹. Korekoreans — or women sex workers in Kiribati — are increasingly associated with tuna industry operations, visiting foreign fishing vessels that come into port for transshipment purposes⁸⁰. Despite the economic benefits, unfavorable consequences have arisen such as an expansion of transactional sex (defined as sex in exchange for money or resources) in Kiribati among fishermen and seafarers from Asia and other Pacific countries with Kiribati women⁸¹. Inequitable gender relations is one of the problems associated with the tuna fisheries developments, although previous research indicates that gender inequity is less likely to cause social disruption in the way that perceived ethnic tension has⁸². One reason for this is that people do not consider inequity between men and women to be as serious an issue as inequity across ethnic groups⁸³.

Gender related policies have been in place in FFA since 2016, however, more must be done to ensure women and minority

groups can fully participate in the tuna fisheries sector. In a recent gender discussion within the organization, issues raised included the need to understand the specific barriers faced by women and other marginalized demographic groups in the fisheries supply chain and the need for policies and practices to be more inclusive and tuna fisheries work should have social inclusion and gender analysis⁸⁴.

4.1 NGOS AND CIVIL SOCIETY ENGAGEMENT

In 2018, at a CSO Roundtable workshop on Regional Oceanic Fisheries Governance, Management and Policy in the WCPO organized by WWF in Suva, the role of women in fisheries, human rights of workers and other social issues were discussed by NGOs involved in the offshore fisheries⁸⁵. While effective fisheries can be readily informed by the enumeration and documentation of women’s fishing activities⁸⁶ the exclusion of women from decision making on natural resources⁸⁷ requires more detailed analysis to identify inclusive futures. Disaggregated data can inform decisions relating to building resilience, lowering risk and reducing existing misconceptions⁸⁸.

Data Needs

In many Pacific island states, there is a lack of disaggregated data collection and management to assist reliable gender responsive decision-making by national and regional authorities. This lack of information leads to unquantified contributions and unexplored potential for women to actively contribute to sustainable ocean managements and to be part of discussions on fisheries development⁸⁹.

Without data, it remains difficult to understand the role and relations of women and minority groups within the broader fisheries supply chain⁹⁰. Gender issues are not on the policy agenda, which is sustaining a vicious cycle where only limited resources are dedicated to understanding the

-
- 76 World Bank, 2015. Gender, Fisher, Trader, Processor: Towards Gender-Equitable Fisheries Management and Development in Solomon Islands (Barclay, Payne and Mauli, 2015).
- 77 Barclay,K; Cartright, I. 2017. CAPTURING WEALTH FROM TUNA. CASE STUDIES FROM THE PACIFIC , Australian National University.
- 78 Ibid, 2017.
- 79 Vunisea,A. 2005. HIV Risks through the Tuna industry, Women in Fisheries Bulletin, the Pacific Community.
- 80 Ibid, 2005.
- 81 Toatu, T; White,P; Hoy,D; Iniakwala,D; Merrilles,O; Gopalani,S. 2018. Prevalence of HIV and sexually transmitted infections among young women engaged in sex work aboard foreign fishing vessels in Kiribati. Western Pacific Surveillance Response.WHO.
- 82 Barclay, K. and Sunhui Koh, 2005. Neoliberalism in Japan’s tuna fisheries? Government intervention and reform in the distant water longline industry, Working Papers in International and Development Economics, Asia Pacific School of Economics and Government, The Australian National University, Canberra.
- 83 Barclay, K; Cartright, I. 2017. Capturing Wealth from Tuna. Pacific Case Studies. ANU.
- 84 FFA, 2020. FFA to increase focus on gender equality and social inclusion in Pacific fisheries: media release.
- 85 WWF, 2018. Roundtable: Workshop on Regional Oceanic Fisheries Governance, Management and Policy in the Western and Central Pacific Ocean (WCPO), WWF, Suva.
- 86 Whippy-Morris, C., 2015. Changing Roles and Challenges of Pacific Women in Natural Resource Use and Management: An Analysis on the Fisheries Sector in Fiji; the New Roles and Challenges of Women in Fisheries.
- 87 Vunisea, A., 2014. The Role and Engagement of Women in Fisheries in Fiji, WIFN.
- 88 Gillett, R., 2016. Fisheries in the Economies of Pacific Island Countries and Territories.SPC.
- 89 Michalnaa,E; T Strazab,T; Singh, P; Morris, C; Hills.J. 2019. Promoting sustainable and inclusive oceans management in Pacific islands through women and science. In Marine Pollution Bulletin.
- 90 FFA, 2020. FFA to increase focus on gender equality and social inclusion in Pacific fisheries: media release.

gender dimensions of fisheries and how to address them⁹¹. In small-scale fisheries, migrant communities fish offshore for tuna in part due to their entrenched status on the margins of rural society and lack of other options. Although the literature provides information on the roles of men and women in the tuna industry, there is limited sex disaggregated data quantifying the numbers of men and women in each area. Data can be found in the harvesting and processing areas and is usually produced as part of a one off study. Canneries such as the PAFCO and Solomon Taiyo Ltd (STL) have collated data⁹².

Sex disaggregated data are necessary to track gender dynamics, to allow it to be mainstreamed across policy development as well as to provide a clearer lens on inclusivity within the socio-cultural context of the Pacific. Baseline quantitative data is required to assist in the allocation of resources that will promote gender equality in the tuna industry. In order to be effective, the data must be updated on a regular basis so that a comparative analysis over time can be made⁹³. While effective fisheries can be readily informed by the enumeration and documentation of women's fishing activities⁹⁴ the exclusion of women from decision making on natural resources⁹⁵ requires more detailed analysis to identify inclusive futures.



(L-R) SPC's Gender & Human Rights Specialist, Natalie Makhoul and independent consultant Patricia Kailola part of the resource team at the WWF led Gender Mainstreaming in the Offshore Fisheries workshop.



A group discussion at a WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.

91 Vunisea, A. The participation of women in fishing activities in Fiji, SPC Women in Fisheries Bulletin, 2006.

92 FFA/SPC, 2002. Report of the first report of the first strategy meeting of the Tuna Fishery Data collection committee, Fisheries News and Views.

93 Ibid, 2002.

94 Whippy-Morris, C., 2015. Changing Roles and Challenges of Pacific Women in Natural Resource Use and Management: An Analysis on the Fisheries Sector in Fiji; the New Roles and Challenges of Women in Fisheries.

95 Vunisea, A. 2014. Engagement of Women in Fisheries in Fiji, WIFN.

5. CURRENT GENDER ISSUES



© WWF-Pacific / Tui Marseu

WWF through its NZAid funded Fiji Tuna project in collaboration with FFA held a CATCH certification workshop to strengthen Fiji's certification efforts. Participants going through documents for verification at PAFCO, Levuka.



© WWF-Pacific / Adriane

A MoF enforcement officer verifying fisheries documents onboard a longline fishing vessel at Mua-i-Walu Port, Suva.

While there has been increased acknowledgement and documentation of the participation of women and gender inclusion in the fisheries sector in recent years, these have been mostly in specific areas. Addressing gender inequities is one of the aspirations for tuna development mentioned in government documents, so PICs clearly feel that gender inequities need to be addressed in best-practice fisheries management. Alternatively, Pacific island governments could simply be reproducing the mantras of gender analysis stipulated in most aid projects⁹⁶.

In 2011, studies on the participation of women in the fisheries sector in PICs, which included Fiji, indicate that women's participation in fisheries science and management accounted for only 18% of total staff working for fisheries in science and management in government fisheries, environment institutions and environmental non-governmental organizations (NGOs) in PICs and territories⁹⁷. In contrast, women account for more than 60% of administrative and clerical staff in government fisheries divisions⁹⁸. In spite of some progress in the offshore fisheries, cultural beliefs and norms continue to influence fishing participation in this sector.

In recent years some women in the Pacific have become observers on tuna fishing vessels and some are engaged in shore-based activities. The conditions of fishing vessels and the length of fishing trips, which usually last up to three months, usually deter women from joining as crew members or as observers in fishing vessels⁹⁹.

Women make up a large proportion of the workforce in tuna and coastal fisheries supply chains, however there is little or no data available to measure the extent of their engagement. As a result, many initiatives including training, awareness programs, and policies are not gender-informed and as such overlook the needs of women engaged formally and informally in the fisheries sector¹⁰⁰. Awareness of the positive and negative impacts of the tuna industry will help in addressing those impacts that have a negative effect on women. By highlighting the constraints that restrict the participation of women in the industry, it is envisaged that support will be given to help in the development of opportunities¹⁰¹.

Table 4 identifies gender roles in the tuna industry.

Table 4: Gender participation in the Tuna Industry

	No. of men	No. of women	Total	% men	% women
Company/boat owners/managers	20	1	21	95	5
Skippers	102	0	102	100	0
Engineers	126	0	126	100	0
Crew	1040	0	1040	100	0
Office (harvesting)	63	27	90	70	30
Company workshops & other harvesting	130	10	140	93	7
Totals	1481	38	1519	97	3

Note: Figures provided by FFIA on employment in the industry in 2021, does not show much change with total employment in the Longline industry involving 1032 men and 126 women.

96 Barclay, K. 2007 Capturing Wealth from Tuna. ANU Press.

97 Tuara, P., Passfield, K., 2011. Gender in Oceanic and Coastal Fisheries Science and Management: Based on Case Studies in Solomon Islands, Marshall Islands and Tonga. Secretariat of the Pacific Community, Noumea, New Caledonia.

98 Ibid, 2014.

99 Ibid, 2011.

100 Gillett, R., 2016. Fisheries in the Economies of Pacific Island Countries and Territories. SPC, Noumea, New Caledonia.

101 FFA/SPC, 2002. Report of the first report of the first strategy meeting of the Tuna Fishery Data collection committee, Fisheries News and Views.

Studies show that men and women are both involved in all aspects of the tuna industry with most women found in the processing (small scale and commercial) and marketing for the domestic market. Most men are found in the capture and commercial marketing areas¹⁰². International agreements, national policy documents and international research have begun to incorporate considerations of gender equity and social justice, explicitly emphasizing the role of women in new instruments such as green growth, blue economy and disaster risk reduction (Fiji Government, 2014). A deeper investigation is needed for a thorough understanding of discrimination/harassment of women in the industrial tuna fish chain¹⁰³.

WWF in partnership with the FMA, FFIA and MoF through support from the New Zealand government included training of women as crew members on fishing vessels. The vision of the project is that through the provision of training for fishing crew with attention given to managing bycatch on longline fishing vessels, building capacity and developing professional fisher folks will go a long way to reducing impacts associated with bycatch not only nationally but across the Western and Central Pacific tuna fishery¹⁰⁴.

Tuna and bycatch from fishing activities or waste from processing factories could be used for smoking, salting, drying, tuna jerky and fishmeal. Several countries in the region including Tuvalu, Kiribati, Papua New Guinea, Solomon Islands, and Vanuatu may be interested in providing training, equipment and finance to assist women set up businesses to cater to the local market¹⁰⁵. Table 5 reflects 2001 employment figures in the offshore processing sector.

Table 5: Employment in the Processing Sector- 2001

	No. of men	No. of women	Total	% men	% women
Company/managers	7	1	8	88	12
Processing/packing	291	686	977	30	70
Office (harvesting)	34	42	76	45	55
Company workshops & other	93	22	115	81	19
Totals	425	751	1176	36	64

(Source: PIFS, 2004)

Employment in the processing sector 20 years ago, reflects the case now where in PAFCO from the 800 plus employed in the factory, women make up more than 85% of employees across

all sections. The figures have not changed much as women still make up more than 85% of all workers in PAFCO (Pers com, 2019).

The FFA tracks data on tuna-related employment across the Pacific. In 2014, a total of 3,667 Fijians were employed in the tuna industry. Table 6 shows the gender roles in the tuna industry in 2006.

Gender Roles By The PIFS, SPC And FFA

Table 6: Gender Roles in the Tuna industry 2006

Activity	Men	Women
Harvesting	*Artisanal and subsistence fishers	► Subsistence fishers
	*Crew on local/foreign vessels	► Bait fishers
	*Partners and owners of companies	► Partners and owners of companies
	*Members of consultative committees	► Boat owners
	*Industry liaison	► Members of consultative committees
	*Surveillance and compliance officers	► Industry liaison
	*Observers/port samplers	► Surveillance and compliance officers
	*Engineers	► Port samplers
	*Boat repairs and maintenance	► Stores control
	*Bait fishers	► Shore based support staff mainly in administration and office work
	*Boat owners	► Customary resource owners (bait fish royalties)
	*Owners of nationalized quotas	► Fishing gear maintenance and construction
	*Customary resource owners (bait fish royalties)	► Fish handling to shore
	*Fishing gear maintenance and construction	► Stevedores
	*Fish handling to shore	► Shore based support staff
	*Stevedores	
*Shore based support staff		

(Source: Demke, 2006)¹⁰⁶

The positive impacts of the industry are common to both men and women. However, the negative impacts are often directly felt by women. The increase in a woman's work load and domestic responsibilities, poor working conditions in processing factories, the transmission of sexually transmitted diseases including HIV/AIDS, alcohol and drug abuse are a few negative aspects that affect the health and well-being

102 SPC/FFA, 2008. Gender issues in tuna fisheries: case studies in Papua New Guinea, Fiji and Kiribati.

103 Gillet, R., 2003. Aspects of Sea Safety in the Fisheries of Pacific Island Countries. FAO.

104 K. Savasiga, 'Tuna Industry Brings In \$155m, Employs 3800', Fiji Sun, 6 March 2019, <https://fijisun.com.fj/2019/03/06/tuna-industry-brings-in-155m-employs-3800/#:~:text=%22This%20was%20revealed%20by%20Kesaia,Bycatch%20Training%20Manual%20last%20week.%22>, (accessed 6 May 2021).

105 FFA/SPC, 2008. Gender issues in tuna fisheries: case studies in Papua New Guinea, Fiji and Kiribati.

106 Demke, P. 2006. Development of tuna fisheries in the Pacific ACP countries (DEVFISH) Project.

of women¹⁰⁷. In order to address these negative impacts, women rely largely on NGO groups such as National Women’s Councils, youth groups, health groups, and the Church to help raise their issues. Socio cultural beliefs, family obligations, lack of skills and experience, lack of direct access to credit and finance, transport restrictions, and poor market facilities restrict women from participating or participating equally in the industry. Any opportunities for women will need to take into consideration these constraints¹⁰⁸.

Other Social Issues Around Ports And Factories

To ensure that development benefits from tuna industries are not cancelled out by social disruption, a range of social welfare and health services are needed around international ports and industrial processing centers. Local women and incoming men could benefit from advice about sexually transmitted infections (STIs). Women who are subject to violence related to substance abuse or the stress of fishing crew lifestyles need particular kinds of welfare services, as do those ostracized for being perceived as prostitutes. The lifestyles of fishing crews are very difficult, and many have mental health problems¹⁰⁹.

The FFA has announced an increased focus on gender equality and social inclusion in Pacific within the region's tuna fisheries sector¹¹⁰ as part of FFA’s new five-year Strategic Plan. The FFA has gender related policies in place since 2016 and has recently called for the need for social inclusion analysis and data to understand the role and relations of women and minority groups within the broader fisheries supply chain¹¹¹.

FFA member country regional Fisheries Ministers highlighted the need to rely on other important monitoring, control and surveillance tools available during this time including aerial surveillance, vessel monitoring systems, as well as vessel of interest information and the regional surveillance picture, managed by FFA’s Regional Fisheries Surveillance Centre. Regarding climate change, Ministers stressed that fisheries issues should be firmly placed onto the wider climate change agenda, including through the Pacific’s engagement in the United Nations Framework Convention on Climate Change (UNFCCC) and that Pacific regional organizations need to collaborate more closely on climate change related needs of the region¹¹².



Golden Ocean Fish Ltd's fish processing workers processing whole sale tuna for export in Suva.



Golden Ocean Fish Ltd's factory processing worker processing fish steaks for export.

107 Tuara, P., Passfield, K., 2011. Gender in Oceanic and Coastal Fisheries Science and Management: Based on Case Studies in Solomon Islands, Marshall Islands and Tonga. Secretariat of the Pacific Community, Noumea, New Caledonia.
 108 SPC/FFA, 2008. Gender issues in tuna fisheries: case studies in Papua New Guinea, Fiji and Kiribati.
 109 Barclay, K, 2007. Capturing the Wealth. ANU Press.
 110 PAC News, 2020. FFA to increase focus on gender equality and social inclusion in Pacific FFA.
 111 Ibid, 2020.
 112 FFA, 2020. FFA Tuna Pacific Reviews, Working conditions Oct.2020.

6. COVID-19 IMPACTS



A group discussion at a WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami.



Participants part of the WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.

The WCPFC and Parties to Nauru Agreement (PNA) had suspended total fisheries observer coverage on purse-seine vessels in 2020 because of COVID-19 and this was extended to February, 2021, amid the continuing COVID-19 pandemic¹¹³. The suspension of observers onboard purse seiners as a result of COVID-19 has increased the risk of IUU fishing activity in the Pacific region.

In Fiji, however, only vessels that target fresh fish markets are affected as observers are still placed on some fishing vessels and full boarding and inspection of fishing vessels upon arrival from fishing are still underway. COVID-19 has impacted all other aspects of the industry in Fiji and this is especially related to border closures and inability to send air freighted Tuna for example thus the marketability of MSC certified tuna and related value added products overseas could be measured when planes resume and when the tourism industry is revived, as these are the main outlets of MSC certified tuna.

The freezer longliners can be subdivided between those that have ultra-low temperature freezing capability at -60°C, and those that have -35°C to -40°C freezing capacity, with the former commanding a premium price, and the fresh small-scale longliners, all of which mainly supply Japan's sashimi market. All that went downhill fast, as fresh fish uses, in most cases, excess capacity on commercial flights. So, unless charter flights or designated cargo planes are picking up the fish, or there are airlines that make cargo flights and not just passenger flights, that segment of the industry is the hardest hit.

China and South Korea have considerable sashimi-grade processing capability, with much of their frozen processed product also exported to Japan. Furthermore, Japan was storing a lot of frozen tuna for the Olympics that were to start in July. With the games being delayed by a year, prices will go down because the expected demand is not there¹¹⁴. This has had various impacts. The first is that there are around 600 active observers in the region that are now out of work and income¹¹⁵.

The second impact is that the lack of monitoring by observers will impact not only the issue of compliance, but also the already low flow of data from biological sampling done onboard that is used for fisheries science purposes. While it should be possible to assess whether a fishing set was Fish Aggregating Device (FAD) associated or not by using the vessel monitoring system (VMS) to analyze manoeuvring

movements or by analyzing the catch composition¹¹⁶.

The fishing business revolves around the regional fisheries management organizations and their frameworks, and in times of a crisis, it shows the inefficiencies that may be improved between all members (e.g. establishing practical requirements on observer coverage, port entries and transshipments). Key to port restrictions was the fact that several PICs simply did not have the resources or available medical facilities, to deal with a single case of COVID-19. Therefore, these countries had to take drastic measures against vessels entering their ports, even though these vessels are the basis of their national income¹¹⁷.

The closure of the ports, and the extended quarantine periods, have made it difficult for companies boats to use the ports in the region. Processing plants have also been compelled to shut down for varying periods of time. The closure of airports has affected the company's domestic longline fleet in Fiji, Marshall Islands, Federated States of Micronesia, Palau and possibly French Polynesia, and staff have been laid off¹¹⁸. Currently, the majority of wholly fresh fish vessels have ceased operations as a result of COVID-19. This includes 24 wholly fresh fish vessels being grounded, forcing fish processing factories like Sealand Fish Limited, and Fiji Fish Marketing Group Limited to cease their fresh fish processing productions. The impact of COVID-19 has affected Fiji's fresh and chilled exports due to travel restrictions that are still in place as well as the increased freight charges imposed by Fiji Airways. Only a few boats have gone out fishing since the lockdown to test the market. To date at least 710 workers have been sent home on leave without pay¹¹⁹.

FFIA is looking to government through its line ministry to take up its budgetary request to the Ministry of Economy to help provide some relief to the industry with a knock on effect of supporting the well-being of individuals and families¹²⁰.

Tuna Stabilization Fund

This fund had been set up to facilitate the Tuna Stabilization Fund (TSF) Policy. The underlying purpose of the TSF policy is to transfer a portion of fuel subsidies received by foreign fishing companies and vessels from their states and distribute it to locally owned fishing companies as a form of subsidy¹²¹. FFIA has been in regular discussions with its line ministry (MoF) on the impacts of COVID-19 on the industry and its impact on fishing operations. In this regard, areas have been identified that badly need Government's intervention to

113 Carreon, B. 2020. PNA suspends observer coverage requirement for tuna fleet amid COVID-19 pandemic. In Thai Union News.
114 Blaha, F. 2020 A short list of possible COVID-19 impacts on tuna fisheries in the Pacific Islands Region.
115 Ibid, 2020.
116 FFA, 2020. FFA Tuna Pacific Reviews, Working conditions Oct.2020.
117 Blaha, F. 2020 A short list of possible COVID-19 impacts on tuna fisheries in the Pacific Islands Region.
118 Aqorau, T. 2020. COVID-19 and its likely impact on the tuna industry in the Pacific Islands. Development Policy, April 2020.
119 Ibid, 2020.
120 Fiji Times, 2020. Fiji Offshore Fishing Industry in Dire Stretch.
121 Report of the Auditor General of the Republic of Fiji, 2019.

ensure the sector remain afloat.

The association's biggest request to government is for the release of the TSF that was approved by government in 2014 that could be used to assist the industry financially during

hard times and times of uncertainty. Currently, the majority of wholly fresh fish vessels have ceased operations as a result of COVID-19. This includes 24 wholly fresh fish vessels being grounded, forcing fish processing factories like Sealand Processors (Fiji) Pte. Limited, and Fiji Fish Marketing Group Limited to cease their fresh fish processing productions¹²².



A MoF port sampler sizing up a tuna at Mua-i-Walu port, Suva.



Loading of tuna into freezer trucks at Mua-i-Walu Port, Suva.

7. MSC CERTIFICATION



Independent consultant Patricia Kailola (standing) leading a group discussion with participants at the WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.

© WWF-Pacific / Rawa / 0300

Fiji's tuna fishery with its fleet under the membership of the FFIA have earned international recognition as being the first longline tuna fishery in the world to have been certified sustainable under the MSC certification for sustainability in 2012 and again in 2018. The MSC certification gives international consumers in markets such as the European Union, United States of America, New Zealand and Australia confidence that tuna caught in Fiji, has been sourced from healthy, well-managed tuna stocks. Robust fisheries with stringent Chain of Custody (CoC) or traceability requirement are less likely to misreport catches¹²³.

Certification and eco-labelling have proliferated in recent years, due to the positive impacts that they can bring in terms of improved management systems and given the growth in consumer demand for sustainable fisheries¹²⁴. Benefits that

the MSC certification of albacore and yellowfin tunas has created for the companies, and employees generally in Fiji has not been documented. From discussions at PAFCO, it was confirmed that there had been no layoffs due to COVID-19 and demand for products had increased. This meant that increased sales resulted in people keeping their jobs and MSC certification also contributed to the sustainability of export because of the confidence in the quality of tuna¹²⁵.

It is the 'unreported' component of IUU fishing that is a challenge facing the global seafood sector¹²⁶. It is argued that through the provision of affordable and accessible training for fishing crews on bycatch; that the capacity building and development of professional fisher folks will go a long way to reducing impacts associated with bycatch not only nationally but across the Western and Central Pacific tuna fishery¹²⁷.



An inspection officer taking a closer look at documentation of frozen tuna onboard a transshipment vessel in Levuka.

123 WWF, 2019. WWF workshop strengthens Fiji's offshore tuna fisheries sector.

124 United nations Conference on trade and development, 2016. Sustainable Fisheries, International Trade, Trade Policy and Regulatory Issues, UN.

125 Ibid, 2020.

126 WWF, 2019. WWF workshop strengthens Offshore Tuna sector, WWF.

127 WWF, 2020., Tuna Industry Brings In \$155m, Employs 3800, Fiji Sun.

8. CONCLUSION



© Brent Stirton / Getty Images

Foreign longline fishing vessels docked at Suva's Princess Wharf, Fiji.



© WWF-Pacific / Iuri Morseu

WWF-Pacific's Industry Liaison & Facilitation Officer, Adriu Iene and Gender Consultant Aliti Vunisea at Mua-i-Walu Port, Suva.

The perception that the offshore and specifically the tuna longline industry is a male-dominated sector has led to a degree of 'gender blindness' in the fisheries sector. As a result, training and assistance programs are often targeted for men.

There is also a lack of gender-disaggregated data overall, and a knowledge gap about gendered retail and consumption patterns and the differing constraints on men and women to more effective participation in markets. Disaggregated data can inform decisions relating to building resilience, lowering risk and reducing existing misconceptions

Increased engagement of women in the offshore sector, especially participation in vessels as crew members has been deterred by the conditions of fishing vessels and the length of fishing trips, which usually last up to three months.

There have been assessments of women's participation in the offshore industry done in the past, the impacts, costs, benefits, and constraints of women engaging in tuna fisheries, however, there has been little implementation of recommendations from other reports (SPC, 2016).

While effective fisheries can be readily informed by the enumeration and documentation of women's fishing activities. The exclusion of women from decision-making on natural resources requires more detailed analysis to identify inclusive futures.

Forced labor and human trafficking of fishers in the fisheries sector is not a new phenomenon however, increased globalization, competition, and the mobility of migrant workers, have exacerbated the problem. Research into

deceptive and coercive labor practices in the fisheries sector is not comprehensive or coordinated.

There is also the problem of unregulated labor standards in offshore fishing because some flag states who do not have the legal jurisdiction to enforce labor standards on vessels on the high seas, and countries that have registered as flag states lack the ability or willingness to regulate offshore fishing vessels that fly their flag.

On crew safety, FFA member countries called for full implementation of the harmonized minimum terms and conditions on human rights and labor conditions for crew adopted at the 16th Annual Forum Fisheries Committee Ministerial Meeting (FFCMIN16) in 2019. These legally binding Minimum Terms and Conditions (MTCs) came into effect on 1 January 2020 for all foreign and domestic vessels operating in FFA members' waters.

In addition to gender differences and stereotypes, there is a need to fully understand the cultural context in which women work. Socio cultural beliefs, family obligations, lack of skills and experience, lack of direct access to credit and finance, transport restrictions, and poor market facilities restrict women from participating or participating equally in the industry.

FFA has started work on gender analysis at the regional level and mechanisms and guidelines established and agreed to at the regional level can be used at the national level. Gender analysis needs to be integrated into planning processes and policy development to strengthen fisheries management policies in PICs.



Fiji fishing industry members pose for a group photo on a transshipment vessel in Levuka.

PART 2: INTERVIEWS, DISCUSSIONS WITH THE FISHING INDUSTRY AND STAKEHOLDER CONSULTATIONS OUTCOMES

1. INTRODUCTION



A fisherman loads tuna into a freezer truck at Mua-i-Walu Port, Suva.

Gender inclusion and mainstreaming in the tuna longline industry in Fiji is still at the initial stages of gender inclusion where there is a general awareness of gender issues, but there have not been any progressive steps to strategically include gender considerations. The National Gender Policy for Fiji (2014) states the need for gender inclusion in all sectors of employment in Fiji, however women’s participation continues to be minimal in the offshore fisheries sector. Cultural beliefs, social and religious norms and gender stereotypes continue to influence women fishing participation in this sector. In recent years some women in the Pacific have become observers on tuna fishing vessels, a few are captains on passenger and tourism vessels and many are engaged in shore-based activities and these progresses indicate opportunities available for gender inclusion in the industry.

These consultations included visits to majority of tuna longline fishing companies in Suva and PAFCO in Levuka. In addition, two one-day workshops were held to get the views of stakeholders of the tuna longline industry in Fiji.

Stakeholders at the workshop included government representatives, industry representatives, FFIA, FMA, academic institutions, NGOs that work in the fisheries industry, environment and gender inclusive work and CSOs and SPC¹²⁸.

Visits were also conducted to tuna longline fishing companies and PAFCO in Levuka and a separate meeting with FFIA representatives was held to discuss the outcomes of the consultations.

Gender employment in the Fiji fishing industry (offshore / longline) as provided by the FFIA show the low participation of women in the industry. Employment in different section of the industry show that the largest participation of women is in the management / administrative section with 99 men and 50 women, the lowest participation of women is in the fishing section where there are 1032 men and 5 women. (See Table 1 Below). Total gender participation is 1429 men and 126 women.

Table1: Employment within the FFIA Membership in 2020 Involving 63 Fishing Vessels from 18 Companies

Fishing Activities (seagoing)		Fish Processing (on shore)		Cold Storage		Engineering Workshop		Management/ Admin /Finance		TOTAL	
Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
1,032	5	212	69	22	2	64	0	99	50	1,429	126

(Source: FFIA, 2021)



Stakeholders part of the WWF led Gender Mainstreaming in Offshore Fisheries workshop in Lami.

2. OUTCOMES OF CONSULTATIONS WITH COMPANIES



Sunshine and Rising Fisheries Pte. Ltd crew with their General Manager Darren Zhang with their bycatch awareness materials for their fishing vessels.



(L-R) Joe Peters, Ravneel Naidu & Capt. Meleki of Solander Pacific Pte. Ltd with their bycatch mitigation awareness materials with Vilisoni Tarabe of WWF-Pacific.

Solander Pacific Pte. Ltd

Solander commenced operations in Fiji in 1987 and became a registered Fijian company in 1988. The fleet of longline vessels are locally manned. Every year Solander directly contributes FJD25 million to the economy, and employs around 400 persons. Because of the downturn of the economy through COVID-19, only two out of twelve vessels are currently operating. Most of the onshore processing undertaken by Solander Pacific Pte. Ltd is relatively labor intensive and generally unskilled; unloading is carried out manually although loining is done using electric saws¹²⁹.

Discussions with the General Manager of the company, highlighted the fact that the boats were not equipped yet to cater for women. There are 9 crew member teams in fishing and hauling thus if 1 member was weak and not putting in equal effort then that will mean added burden on the other crew members. It will be good to have women in special jobs for example Fishing Masters, to work as quality assurance personnel or captains. Women may also be employed in shore based activities.

"The General Manger of Solander Pacific, Radhika Kumar, had worked in the company for 27 years. Her views were that the job is 7 days, 24 hours when at sea so is demanding and require dedication and sacrifice. Facilities on board now are not conducive to having women on board."

Sunshine Fisheries Pte. Ltd

This is the company's 10th year in operation. Have 13 vessels which are all operating. Sells fresh tuna to Japan and Vietnam and also to PAFCO. General business company has about 18 registered vessels. The manager has been with the company for 10 years. He did not think that the idea of women in fishing vessels is practical. There has to be a number of women on board at the same time to ensure safety. Rooms and facilities and amenities are no built to cater for women- especially for long trips (60-100 days) were too long especially with limited facilities and being stuck with the dominantly male crew members on board. Some of their male crew have gone on psychological counselling and they have had numerous problems with male crew, thus they did not think having women on board on their long trips was practical at this time.

Seaquest Fiji Pte. Ltd

Sea Quest is a 100% locally owned tuna longline fishing company based in Suva. The company employs more than 200 people and exports tuna mainly to the U.S. and Japan and newly upcoming markets such as the EU, New Zealand and Australia. Eight licensed fishing vessels haul in their catch

using a selective, sustainable longline fishing method. Seaquest operates 8 fishing vessels, a processing facility, and a range of other services.

Green Tuna Company Pte. Limited

This is a tuna longline fishing company based in Mua-i-Walu, Suva. Female cadets were recruited without the companies' involvement and having companies involved in the whole process can help in trying to get women on vessels. Women can do onshore work like office work as it is difficult to be out at sea for 3-5 months, it is unsafe, involves very hard, physical work. Women have to work side by side with men and they have to expect conditions to be hard as facilities are not tailored to suit them. Most of the vessels are old and have one facility for all with one toilet, one bathroom for men and women, thus the safety of women need to also be taken into account. In addition, the fishing trips are usually 18 hour days for trips up to 5 months on tuna longline vessels.

Quote: Green Tuna Company Pte. Ltd

"Women need to be physically and mentally strong, pulling fish, cutting, gutting and will be pressured by the men. We cannot have women on board for the experience unless they are funded- as we are a company."

Companies cannot pay women to get experience, unless funded women to be trained because we are a business and we cannot recruit untrained crew."

The work is hard, unsafe and need women who are really interested to join the industry and they need to be physically and mentally strong. To be able to work alongside men, women need to be exposed to fishing vessels before they take on scholarships to study, so they know what to expect. The industry also has shore operations where women can be better engaged in as a start to be familiar with the industry and these include sampling, grading fish, quality control chain, looking after MSC requirements, post-harvesting, marketing and fish processing. And women now hold high positions on shore based operations like Manager Operations, Manager Marketing and crew members respect these women.

In some cases, there is verbal abuse where men swear at women and women are sometimes abused even on shore. Crew members usually have limited education thus have little knowledge of sexual harassment. Facilities in boats had not been built to accommodate women, thus there is only 1 toilet and 1 bathroom which women have to share with the rest of the crew. There should be a better vetting process and stakeholders to be part of the planning process of women joining as crew members. Some women have been good and

have done well and they should be supported. There are foreign captains on many of the vessels and this is because they are more responsible and the companies still struggle with time management and sometimes alcohol abuse on vessels, by local crew, therefore on-going problems with male crew members can be exacerbated by having women on board without proper discussions and preparations. Some women who have been trained had opted later to work in other vessels as work on fishing vessels is harder and involve longer hours.

Juls Fiji Pte. Ltd

Juls Fiji Pte. Ltd is a locally registered company, in a chartered partnership, with Yong Xing Fisheries which started its operation in 2013. It consists of 3 fishing vessels. They fish in Fiji waters only and have 13 crews on board each vessel. Work for women as crew on vessels will be a challenge. And this will also create all sorts of social problems. The opportunities are open to everyone, but facilities on board are not inclusive thus women are vulnerable all the time they are on board. They can work on shore based jobs in ports. Having women on board vessels is currently not practical.

Fiji Fish Marketing Group Ltd

A Fiji based exporter of wholesale seafood including high quality fresh tuna fish, tuna loins, albacore and more to Japan, USA and Europe.

Quote: Fiji Fish Marketing Group Ltd

"There is no problem with having women on board and if they are willing to work hard they can do it. Or those women that were part of the crew trained under the NZ Aid, one of girls moved up quickly. We were worried about male crew, but the women worked well with them."

Fiji Fish had started a project to send out a boat with all female crew, however, the vessel had to come back because of engine problems. Working on the boat is about teamwork on the vessel as not everyone is physically strong. The two women on the boat did well and there were no complaints. They could be crew and move up to positions of managers and officers on the vessel. Shore based activities offer a lot of opportunities for women and these include participation in the processing plants, they can hold top positions and can own fishing boats. During the downturn in economy suffered through COVID-19, the company had to let go of 200 workers and shut down their processing plant and currently there are no vessels operating.

Golden Ocean Fish Ltd

The company process tuna and its bycatch and export to all parts of the world. They employ both men and women in their

processing plant. Women are given equal opportunities as men. Women are more efficient in processing and packaging thus the high number of women.

Women now make up almost 90% of workers in the plant. About 40-50 women work in the factory and the others work in administration handling finances and other such work. Those who are mothers are given family care and time off for kids. 30-40 women employed and 50% of administrative staff are female. They have no problems with women workers and they have proper gear (socks, overall, cold jacket, boots) so they can work in the cold. Monthly trainings are held on the use of machines and quality handling but with the downturn in economy and the closure of hotels, this has reduced the demand and they sell on the local market to supermarkets and other outlets.

Women can be employed as quality controllers, engineers and maybe officers but not crew members given the state of facilities on board vessels. Vessels have only one bathroom and toilet for all crew members and does not have specific facilities that women can use. Everything on vessels is shared and experiences of female on board was that they also had personal problems.

Trainings are done when the boats come in and these cover communication, hygiene and reports or complaints are only received after boats dock. These complaints or reports cover ways of handling crew members, behavior problems and fish handling.

If there are any grievances while on board these are lodged when vessels dock. The company has an open door policy and they can now take 2-6 months off for training if they are interested. The opening up of the market to the EU has meant that there is increased accountability, there are internal and external audits and crew concerns are heard and addressed. For example, there are not many food complaints now. Getting crew to go back to school is still a hassle. Safety precautions have been beefed up.

Hangton Pacific Pte. Ltd

Hangton Pacific Pte. Ltd has been in operation for over 10 years, and operates a fleet of longline vessels and purchase fish from other vessels calling into Fiji. The company processes and export 95% of their catch and tuna and other byproducts are processed through their processing plant. For on shore work there are 7 women and 15 men because of the physical work done that is lifting of fish and transfer of fish to the processing area. There are no females on vessels and this is because the company does not see women working well under the current work environment however there is a need to get local fishermen who are educated first before they can recruit women crew members.

Current challenges faced by the company include indiscipline on part of crew, disobeying Captain and not following instructions. With women onboard under such circumstances

risk of safety of women is high as they share same restrooms and accommodation. Women can do the work but practically not possible because of the 30 days plus trips, women have menstruation issues, working in cold storages on fulltime basis and short periods of sleep time will subject them to depressions and health issues. Women are best suited to onshore activities or boats with 7 day trips with mostly female crew.

Quote: Hangton Pacific Pte. Ltd

"There is very limited privacy on board, bunks and facilities are open and bathroom and toilets are used by everyone, there is no separate provision for males and females. When isolated and out at sea for weeks or months we do not know what risks the women face."

PAFCO

The principal activities of the company are tuna loin processing and tuna canning for local and overseas markets. Fish meal and fish oil are processed as byproducts. The main processing plant is based in Levuka, with the executive headquarters located in Suva. PAFCO signed a tuna loin processing agreement with Bumble Bee Foods and its factory are fully Hazard Analysis Critical Control Point (HACCP) compliant.

Quote: PAFCO HR

"Employs more than 800 men and women and 66% of workers are women. Because PAFCO is fully HACCP compliant there are yearly audits and working conditions has improved, although there remain some workers issue that need to be addressed."

Women make up the majority of workers in the processing sector, however they are also employed in all operational

sections and in maintenance. They are forklift drivers, work in Finance, Human Resources, raw materials, production and quality assessment. There are two women Managers and the Head of the Human Resource Division and the President of the Workers Association are women. 50% of all middle management positions are held by women.

Most workers in the processing section are casual workers from the villages around Levuka and Motoriki. Workers therefore have avenues through which to lodge complaints and these are through the Occupational Health and Safety (OHS) committee or through the workers association. Loining had not been affected by COVID-19 thus there has been no lay-off of workers.

There has been on the job training for all workers and women are encouraged to do further studies and to engage in other activities to ensure there are other sources of livelihood for their families. The PAFCO Worker's Association also looks after worker's welfare and they have had trainings on how to supplement their income, and there are trainings on health, social welfare services, legal aid, domestic violence and other issues that workers need to be familiar with. After the strike by workers in 2003, there was a Memorandum of Understanding (MoU) signed with the company. They also work closely with the Provincial Council and PAFCO workers are represented at district and community meetings.

The existence of the worker's association has enabled workers to raise grievances which relate to wet allowance, long standing hours, maternity leave, leave arrangements not honored, overtime pay not paid, some difference in meal allowances and pays. Processing lines require long hours of standing and hard work and women have breaks in their hours of work.

The development of the strategic plan for the company now include the representative of the worker's association. Thus there has been good progress in some areas. During the COVID-19 economic downturn, PAFCO has not let staff go and work has not been affected much.



Industry representatives going through CATCH documentation at PAFCO, Levuka. CATCH documentation is vital to trace & identify illegally caught tuna intended for EU markets or other oversea markets. This also directs the basis for other marine sustainable eco-label.

3. SUMMARY OF CONSULTATIONS WITH COMPANIES



© WWF-Pacific / Ravai Vafofou

FMA's CEO Mahesa Abeynayake part of the discussions at the Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.



© WWF-Pacific / Ravai Vafofou

Sainimili Nabou of WiFN Fiji presenting at the Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.

The companies are at a stage where they are not ready to have women on board as crew members. The downturn in economy caused by COVID 19 has resulted in a lot of job losses and some companies like Fiji Fish have had to close operations.

Facilities Not Conducive To Women Crew

The facilities on the boat are not conducive to women especially for trips longer than 1-2 weeks. This is because there is only one toilet and bathroom facility on a vessel and this is shared by all crew members. Bunkers are open and there is little privacy and there are no safeguards in place to help protect women from sexual harassment for example. Women and men should be placed where the work conditions are suitable for them. Women's health is also a concern (in cold storage areas) where workers are not covered by insurance.

Political Will Lacking

Having women on board is a good start, and the women that were placed on boats coped. Only Fiji Fish Marketing Group Ltd stated that the women did well and one of them is now with a cargo ship. For others the view was that women's presence on board meant that, men crew members had to put in more effort as the women could not be part of the team and do the same amount of work.

Industry To Be Part Of Gender Mainstreaming Planning

A concern raised was that companies were not part of the planning of the women crew placement on the vessels which were important steps to be considered in such initiatives, as women had to know that type of conditions were available and what to expect on vessels.

There was a concern that students after attaining their certificate will join merchant vessels thus training of female crew could also be a loss for them in the long term. This is a matter that can be internally sorted out by the Companies and the Maritime School.

Physical Requirements Of The Work, Team Work Requirements

From the six companies visited, a main argument for not having women on board is that, while on board a longline fishing vessel all crew members have to work as a team and pitch in equally when fishing, hauling and undertaking other laborious tasks on the boat. In some ways women could be a liability because other male crew members have to pick up the work women are not able to do the work.

Gender Roles & Stereotypes

For some, the view was that women's presence on board meant that men crew members had to put in more effort as

women will not be able to do the same amount of work. Thus, the existence of stereotypes that women cannot do the work and the obligation on the other hand by men to help women out when undertaking physical activities.

Safety, Sexual Harassment

In most vessels there is a mixture of foreign and local crew members and not all are recruited by the companies and foreign workers have little understanding of local language and culture. Privacy is an issue with fishing vessels as facilities are openly shared and also the duration of some fishing trips may not be suitable for female seafarers (14 days - 3 months). Safety is also a major concern. Insurance do not cover incidents where someone gets hurt over an argument or fight on the boat.

The concern by the companies were related to safety of women on board, sexual harassment and other social stress women may have to go through when on long fishing trips with dominantly men crew.

Legal Mechanisms

The draft Fiji Maritime Labor Convention Regulation is currently under national consultation and under its current form, it only covers merchant vessels. In 2019, FFIA had requested the Ministry of Employment, Industrial Relations and Productivity for Fiji to consider ratifying C188 - Work in Fishing Convention, which was specifically developed to address the labor issues on fishing vessels. This has not been ratified to date.

Weak Enforcement Mechanisms

Harassment on board, drinking related offences and any offences that maybe related to sexual harassment and human rights abuse are reported to the authorities. Experiences by companies was that, these reports take a lot of time to be dealt with and at times nothing happens to the offenders. In this regard, the victims are reluctant to report since they see it as a waste of valuable time when nothing happens to the offenders. The lack of legal action by authorities (Police) when human rights abuse, accidents on board vessels are reported result in the persistence of these abuses on board vessels.

Women Operated Vessels

There was an attempt by Fiji Fish to have a vessel wholly crewed by women. This started and the exercise had to be aborted when the vessel developed technical problems. There has not been any attempt at this again and after COVID-19 Companies had been struggling to stay afloat.

Onshore Based Facilities And Employment

There was need to look at the Tuna Longline Fishing industry in totality and when gender participation is discussed this has to also include shore based facilities and the different work

offered on port, in post-harvest activities, in processing, in the whole value chain which include transportation, small businesses, supermarkets and other outlets.

Contractual Agreements

There were concerns on the types of contractual arrangements that existed for crew members and the need to have standardized contracts. Crew members sometimes did not understand contracts that they have signed. Trainings needed to be done for crew members to improve behavior on board, especially relating to their understanding of the fishing industry as a business venture and how costs are incurred when vessels are forced back to port for example.

Impact Of COVID-19

The Covid-19 pandemic has hindered recruiting of foreigners to work and therefore the industry needs are not met. There is a concern that students after attaining their certificate will join merchant vessels, thus can be a loss for companies.

PAFCO

At PAFCO, while working conditions have generally improved with the upgrade of the factory since the new partnership agreement with Bumble Bee, some issues remain in the working conditions of women. These relate to the need to improve the relationship between workers and management, and the adoption of a gender policy for PAFCO to assist the company to be more accountable and transparent.



WWF-Pacific's Project Manager, Seremaia Tuqiri addressing the participants at the WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.



FMA Deckhand Fishing Programme graduates with WWF-Pacific's SFS Programme Manager Duncan Williams, FMA CEO Mahesa Abeynayake and WWF-Pacific's Industry Liaison & Facilitation Officer, Adriu Iene (back).

4. STAKEHOLDER WORKSHOP OUTCOMES



© Fiji Times / Jonocani Talakobau

Industry representatives part of a discussion at the WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami, Suva.

The one-day workshop included stakeholders that are involved with the tuna longline industry in Fiji. These included representatives from different government ministries, fishing industry representatives, academic institutions, FFIA, PAFCO Workers Association representative, NGOs and CSOs¹³⁰. The workshop included panel discussions and group work to allow the participants to discuss in smaller groups. These groups had an industry representative to help them understand the dynamics of the industry and to help find practical solutions to gender inclusion in the industry.

Understanding Gender Mainstreaming

At the start of the workshop participants discussed the concepts of gender mainstreaming to enable a better discussion of gender mainstreaming in the tuna longline industry in Fiji.

In the first group exercise, the root causes of the minimal participation of women in the tuna longline industry in Fiji was discussed, using participatory tools.

Gender Stereotypes

The existence of gender stereotypes which made it difficult to embrace women engagement in new areas such as crew members on tuna longline vessels. Work on fishing vessels is assumed to be by men and women fish the coastal areas for family consumption. This includes the misconception that it is more profitable to hire men, as more male crew bring more fish and therefore women are not required.

Social & Cultural Norms

Traditional perceptions of women and men's role where women are supposed to work at home and men fish in outer reef areas influence how different employers hire men and women and also the difference in wages. In some countries in the Pacific, women are regarded as bad luck on boats and this type of thinking can influence resistance to hiring of women.

Safety & Risks

Lack of safety and the risk to sexual harassment is high. There are also other sorts of crime and violence issues on vessels and this include human trafficking and forced labor which can put the lives of crew members at risk. Women safety can be a liability for companies and insurance.

Awareness Needs

There is not enough awareness of the industry and there need for awareness work at all levels of education. Opportunities to provide awareness to schools on open days, creating awareness in communities and villages, using all forms of media need to be considered.

Contracts & Wages

The lack of proper contracts and having low wages could result in low women turnouts in offshore sector. Employers sometimes use agents to recruit crew members and there is usually a lack of financial incentives especially when workers are supposed to leave families for months. Salaries and wages are not standardized. The minimum wage guideline for Fiji applied but wages on vessels can vary.

Labor Laws/Gender Policy/Other Regulations

Fiji regulations, covers crewing conditions, however enforcement of these regulations depend on the vessel staff (ILO Convention not ratified yet et). Good governance policies and laws, reporting of any incidents that might occur, are included in maritime laws but how these are enforced is weak. There are sexual harassment policies and other policies that exist and these need to be part of training to crew members.

Industries have suffered loses through COVID-19 and the inability to send fish overseas through air freight or boats mean that currently the inclusion of women in their vessels and in work in general may not be the priority as companies are struggling to survive.

Alternatives/Ways Forward

Coastal fisheries, aquaculture and shore based activities are more suitable to women and there should be more effort into including areas into other work areas of the tuna longline industry.

Women are more concerned with food security and therefore they remain in inshore fisheries. There were suggestions that there should be standards set for work on the boat so both men and women know what is expected of them and boundaries they need to consider.

There is need for awareness of the industry at all levels of education.

5. STAKEHOLDER ANALYSIS



© Fiji Times / Jonacani Lala Kobau

Participants part of the WWF led Gender Mainstreaming in the Offshore Fisheries workshop in Lami.

This exercise was to understand the many stakeholders that work in the industry. The list is not complete; however, stakeholders at the consultation saw the following as important for any discussion on the tuna longline industry in Fiji.

Table 2: Stakeholder Mapping

STAKEHOLDER	GOVERNMENT	COMMENTS
MoF	Regulations/rules/policies	Offshore Fisheries Management Act and its regulations
Ministry of Labor and Employment	Labor laws	Employment laws for Fiji
Ministry of Health	Health regulations onboard vessels	There is a maritime legislation on health
Ministry of Education	Training education from lower – mid – high level	This has to be discussed with the Ministry of Education
FMA	Training of seafarers, crew members	Gender to be included in future trainings
AGs Office	Legislation and changes to regulations, policies	Legislations exist - the enforcement and monitoring of these legislations is the challenge
Ministry of Transport	Maritime and shipping activities	Also include land markets transportation
Maritime and Rural development	Maritime regulations	Maritime investigation and inquiry, maritime medical requirements, maritime logbook regulation, maritime infringement offences and penalties regulations, draft 3-maritime Labor Convention Regulations
Office of the Prime Minister	Immigration Department	Immigration/visas
Ministry of Foreign Affairs	Foreign nationals and crew	Flag ships
Ministry of Trade	Market access, regulatory bodies	Fish – exports/imports
Ministry of Finance	Program to assist local shipping companies	Licensing fees, other fees
Ministry of Environment & Waterways	Pollution/wastage	Pollution regulations
Ministry of iTaukei Affairs	Provinces, districts and villages	Traditional institutions and norms
Ministry of Women, Children & Poverty Alleviation	CEDAW and the National Gender Policy	Responsible for gender mainstreaming initiatives in all sectors
Fiji Police, Fiji Navy, Fiji Revenue & Customs Service (FRCS)	Fiji Police and Navy – role is to ensure compliance	Border control, investigations, arrests, oceans surveyors, human's rights etc.
STAKEHOLDER	NGOs	COMMENTS
NGO	WWF, Wildlife Conservation Society, Women In Maritime Association, Medical Services Pacific, Social Empowerment & Education Program, WiFN, Fiji Women's Rights Movement, Birdlife International (conservation etc.)	Communities, Women Groups, Youth Groups, Interest Groups
CROP agencies	FFA, SPC, SPREP, PIFS	All work in the offshore sector
Academic institutions	USP/FNU	Marine studies
STAKEHOLDER	DONOR AGENCIES	COMMENTS
New Zealand Government (MFAT)	Support to WWF	Proposal for women crew members trained
Fiji Women Fund	Support gender work in the Fiji	Can work with NGOs on training/support work for Human Trafficking (MSIP)
STAKEHOLDER	INTERNATIONAL AGENCIES	COMMENTS
JICA, DFAT, ILO, UNDP, MSC compliance and important stakeholders	JICA, DFAT, ILO, UNDP, MSC compliance and important stakeholders	Technical and grants to NGOs and government agencies
Industry	Fishing companies	
Fiji Airways	Freight tuna	Overseas buyers of tuna

Cargo ships	Transfer of tuna to overseas markets	Have started again, was closed during the closed maritime borders
Processing companies	PAFCO etc.	Companies in Suva also have processing facilities/loining etc.
STAKEHOLDER	ASSOCIATIONS	COMMENTS
FFIA	FFIA	Companies, vessel owners, crew etc.
PAFCO Workers Association	All workers at PACFO	Fight for welfare of staff
Accounting firms	Local accounting firms	Firms that work with industry
Supermarkets	Tuna supplies	Local buyers
Cottage industries	Small enterprises and business where women participate in (seafood handling etc.) supported by the municipal	Can be at municipal markets, roadsides, etc.



Fiji's tuna industry & government representatives pose for a group photo at a WWF and FFA led CATCH Certification & Traceability training at PAFCO, Levuka.

6. HUMAN RIGHTS ISSUES



FMA's Deckhand Fishing Programme students part of a tutorial class at FMA in Suva.



Students part of a Deckhand Fishing Programme class at FMA in Suva. 46 students received tuition sponsorship by the New Zealand Government to undertake the programme.

Human Trafficking

Human trafficking can be tied to the recruitment process, where crew members are usually from other developing countries with minimal skills and little alternatives for work. Deception on the types of work they are supposed to do, physical abuse, threats, abusive working conditions, excessive overtime, forced labor and violence are some of the common human rights issues that are related to the offshore fishing industry.

These issues are important because forced labor can happen, when there is transshipment at sea and there are long periods out at sea. In such cases abuse can occur regularly on ships. Other issues that need to be looked into are the social and gender dimension of work in the industry, foreign labor and problems with the sex trade and associated diseases (HIV etc.). Most crew members or seafarers are from poor communities, unemployed thus there is less reporting due to their lack of knowledge of human rights and what they can fight for. Little can be done to address these issues, and criminalizing human rights abuses could be considered.

Social Impacts

Traditional gender roles have in many cases changed with more women working and men in many cases doing

housework working conditions are poor both on vessels and on shore processing plants and there should be a call for more decent working conditions.

Suggestions are that there should be concerted efforts to deal with gender issues and human rights issue.

Fiji is on the human rights Tier 2 because of Fiji being a point source of trafficking and this need to be addressed. For some of these men, there is a lack of alternative because of the communities they live in and crew on fishing vessels has been an occupation many from the community engage in. The fishing industry is a male dominated work area, and there need to be more work by all stakeholders on trying to change mindsets to respect human rights.

Many crew members are of different ethnicities and most are paid very low wages with very poor working conditions. There should be safeguards in place to help protect men and women who work on fishing vessels and to ensure that their basic human rights are respected.

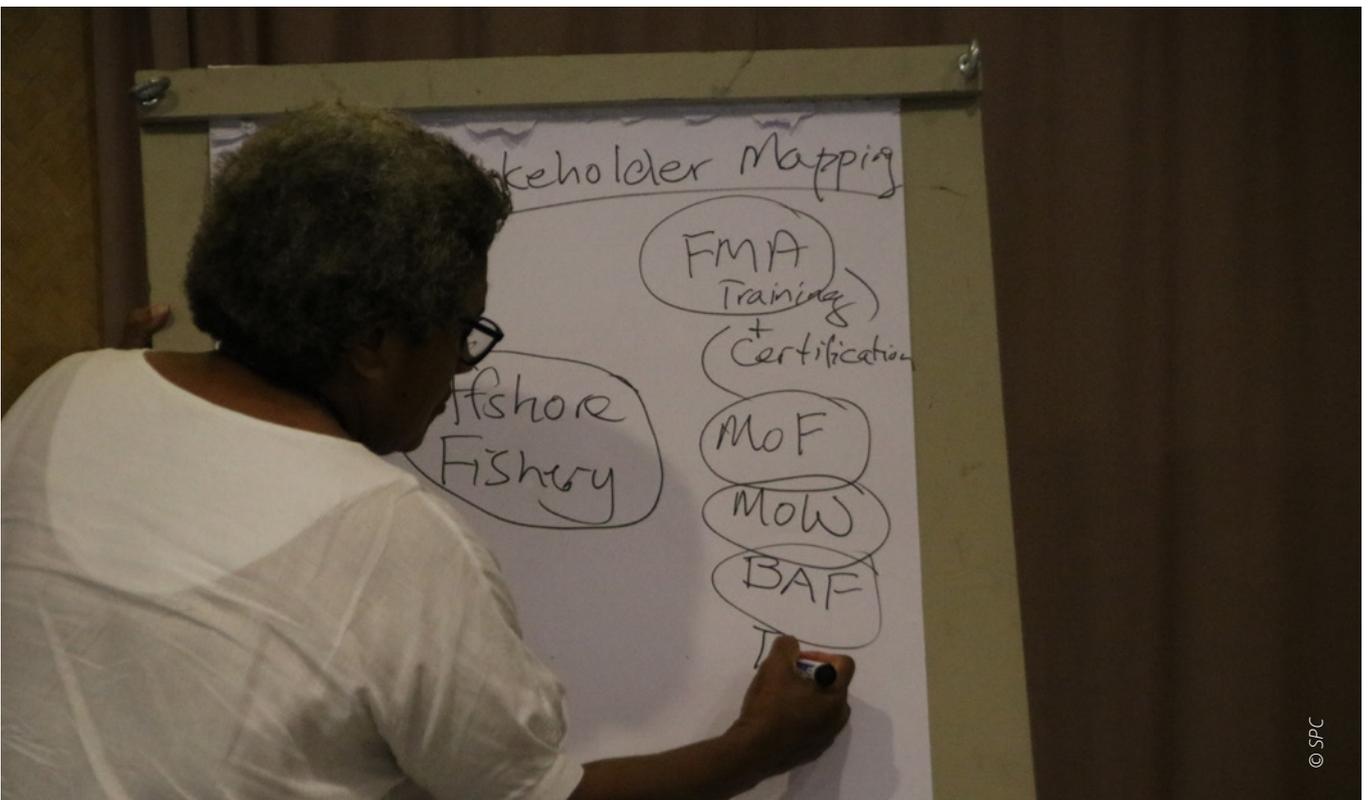


FMA's Deckhand Fishing Programme student Lupe Meitakui He'Ofa part of the offloading process at Mua-i-valu Port, Suva.

7. GENDER ANALYSIS/ SUMMARY



Gender consultant, Aliti Vunisea leading a discussion at the WWF led Gender Mainstreaming in Offshore Fisheries workshop in Lami.



Independent consultant, Dr. Milika Sobey leading a discussion at a WWF led Gender Mainstreaming in Offshore Fisheries workshop in Lami.

The key “takeaway” from this analysis is that there are opportunities for women to be better engaged and participate in the tuna longline industry in Fiji.

Vessels are aged and had been built before the focus on gender mainstreaming in the industry, thus bathing and living facilities on board have to be addressed whilst enrolling women for crew for example. There has to be social safeguards in place to ensure that safety of women and men are prioritized.

Gender inclusion in the tuna offshore industry has been a discussion that has been on-going in the last 2-3 decades. The industry is male dominated and the nature of the industry, working conditions with large fishing vessels that require long sea time had not been attractive to having women on vessels in many cases.

Gender mainstreaming is about the consideration of the priorities, needs and welfare of both women and men and in discussions on gender mainstreaming there has to be inclusion of men engagement in the industry also.

Seafaring and work on vessels for weeks or months is not easy work thus it has to take passion, hard work and commitment for women if they want to take up the work. Women are seen as physically weak and could be a liability on board and these sort of stereotypes continue to challenge women’s participation.

Laws still exist in the Pacific that treat women and girls differently and restrict their opportunities and rights in areas such as employment, social protection in the workplace, decision making, land ownership, social, health and family status, education, and in constitutional protection.

Social and cultural views and perceptions continue to impact on women’s participation in the industry and sea faring had been historically associated to men as women dominantly fished the coastal areas of Fiji.

Following the workshop for this consultation, a woman worker who spent two weeks on a boat at sea for the company she worked for, shared her experiences of being discriminated against on board and this story which was in the local newspapers and social media attracted a lot of negative criticism. These criticisms were mostly on women’s perceived roles and where women should be and the type of work they are supposed to take. This woman’s integrity and cultural obligations were questioned and her ordeal was thus changed to be her making and her fault. Thus cultural perceptions and stereotypes continue to undermine progresses that women are making in the industry.

The perception that the offshore fisheries sector is a male-dominated sector has led to a degree of ‘gender blindness’ in the fisheries sector. Women that have passion for seafaring could be overlooked for crew or other seafaring work. In addition, post-harvest and trading activities of women in the

tuna longline industry are often overlooked or neglected in fisheries development and management. In addition, women lose out on training and other capacity building opportunities because of the assumption of their non-involvement in the sector.

Women have started to break into areas of work previously dominated by men and the argument in this case is that if women have the capacity to do the work and want the opportunity to undertake the work in tuna fishing vessels or any other part of the industry they should be able to do that with the same respect and dignity that men take up the same jobs.

There is a lack of sex-disaggregated data on gender participation in the industry and this means that women contribution to the industry in the different sections of capture, post-harvest, operational support, marketing, etc. has not been fully explored. Thus data will also enable better planning for gender inclusion in the industry. It is obvious that without data, it remains difficult to understand the role and relations of women and minority groups within the broader fisheries supply chain.

Data access will identify gender gaps in the work undertaken in the tuna longline industry. This gender gap identification does not relate to number of women and men only but also to facilities, amenities, areas of work that can be done by women, support services and impacts and benefits to both men and women. Included in these are opportunities related to the markets available outside of the traditional markets that the companies supply to, the transport services, catering service and other such openings within the tuna value chain which will link the industry to entrepreneurship, an area where women can definitely work in.

Work on vessels should not be the only measure of gender progress in the industry although women seafarers and crew members being able to take up crew positions for example without any opposition from men is still a core part of the attempt to ensure gender inclusivity in the industry.

Gender mainstreaming in the tuna longline industry, should not be confined to looking at engagement in fishing vessels only but need to look at the broader, more holistic opportunities provided by the industry and this should include jobs like post sampling, grading fish, quality control chain, looking after MSC requirements, post-harvesting, marketing and fish processing. Women have taken up senior positions on shore based activities and in the industry. The President of FFIA for example is a woman and she is also the General Manager of Solander Pacific Pte. Ltd one of the largest fishing companies in Fiji, significantly displaying what women are capable of doing, if given the right support in fields they are interested in.

Crewing of longline tuna vessels in Fiji has largely been by unskilled, lower educated young men with limited work experience, thus have little social experiences and exposure to

handle social challenges, for example that of working with a few women on board vessels for long periods of time. Sexual harassment or negative social behavior towards women cannot be excused or explained by men's inability to accept or work within modern social norms, however, social constructs also result in these type of changes taking a long time to infiltrate work environments, example that of fishing vessels.

Social and cultural barriers continue to play a large role in women engagement in the industry and similar to other work areas, change to positively include women will require a change in mind sets, will include a lot of awareness and finding entry points where women can be engaged usefully and successfully. Information on gender impacts and participation of women in other aspects of ocean management is poorly documented, thus there is little data available to help start to address gender work in the different areas of the tuna industry.

Welfare of women and men seafarers and crew members should not be confined to work on vessels but there also has to be some focus on impact their work has on their families especially given the long fishing trips.

Vessels at this time are in no position to change facilities on board, with aged boats that have single bathrooms and toilets for both men and women, but a concerted attempt and push perhaps from other regional fishing groups and nations could result in newer vessels that come out accommodating women separate facilities. Well trained captains/skippers need to be experienced as they are in charge of the vessel and any incidents on board are their responsibility.

The lack of proper decent contracts and having low wages could result in women lack of interest in offshore sector. Male crew members have been subjected to variations in contract and in some cases contracts not honored. Existing labor laws in Fiji and how laws are applicable on vessels fishing within Fiji waters or flying Fiji flags should be re-assessed.

Offshore fishing contracts according to Maritime Safety Authority of Fiji (MSAF) law are activated when one joins a fishing vessel and ends when he/she gets off, thus responsibility for crew members while they are not on vessels do not fall on the companies.

Human trafficking or forced labor can be tied to the recruitment process, where crew members are usually from poor communities with minimal skills and little alternatives for work. Deception on the types of work they are supposed to do, physical abuse, threats, abusive working conditions, excessive overtime, forced labor and violence are some of the common human rights issues that workers can face. In addition, foreign crew, for example Indonesian and Philippine crew, have their contracts arranged with their agents who are usually not based in Fiji and have different terms of work and there are opportunities for abuse of workers under these arrangements.

Maritime regulations and policies exist that should safeguard women and men employment on board vessels and on shore employment and enforcement of these rules and regulations should be an important component of gender mainstreaming work in the industry.

The tuna longline industry has suffered from COVID-19, with some processing facilities closed down and many vessels no longer operating. Fiji Fish has closed its operations. Closed borders have meant that fresh fish cannot be exported and sea freight has just started again, however, companies had to let go of a lot of staff. Given the current state of the industry, the drive for gender mainstreaming in the industry and having women on board fishing vessels can adopt a phased approach as companies struggle to keep their businesses afloat.

This report will add value to the work the MoF are doing on gender mainstreaming and at a regional level, FFA's work on gender in the offshore sector in the region can be supported by this work.



Fishermen loading a tuna into a freezer truck at Mua-i-Walu Port to be transported to a processing facility.

8. RECOMMENDATIONS



FMA Offshore Fishing Skipper Programme students offloading a byproduct fish species at the Fiji Fish Jetty in Lami.



Tuna industry representatives at PAFCO, Levuka during the Catch Certification and Traceability Training.

Employment Opportunities In The Tuna Industry

There is need to look at the tuna longline industry holistically looking at vessel employment and shore based employment including maritime surveillance, aerial surveillance, skippers, prosecutors (inshore & offshore), post-harvest activities, processing, value added activities, local businesses supported by the industry.

Female crew to be allowed on short fishing trips only (less than 2 weeks) as a start before moving to longer sea trips and all fishing companies to create more jobs within the industry where females can be employed.

In addition, there is a need to look at how women are able to access public or private funding for spin-off business opportunities from the tuna industries. There was suggestion for state-funded social protection schemes that women can access for funding small business and this should include financial literacy education and loans on small and medium enterprises.

Explore opportunities for tuna (value-added) and a market analysis to be conducted to help identify opportunities in this area.

Baseline Studies And Data Needs

There need to be vigorous and systematic collection of gender sex-disaggregated data on the offshore fisheries sector to enable continuing monitoring of men and women engagement in the industry and to have a better grasp of the participation of men and women in the different components of the industry.

A cost benefit analysis of women and men employment on board to be undertaken to identify other impacts of men being away for long periods of time from families, the benefits and impacts to be determined and valued.

Explore opportunities for tuna (value-added) and the need for a market analysis to be conducted.

A baseline study to be conducted to identify all areas of women and men employment in the industry taking into account fishing vessels and merchant vessels, processing, tertiary education, employment in the different fisheries sector including the MoF. This should take into account all shore based activities and employment in sectors associated with the industry.

Gender Mainstreaming

Gender mainstreaming and institution capacity development (ICD) should be undertaken and guidelines developed to help in gender mainstreaming in government ministries associated with the offshore fishing industry.

The goal of inclusivity does not only concern the

“advancement” of women, but rather the inclusion of affected stakeholders in safety and good decision making to ensure that the work environment is conducive and fair and looks after the human rights of all workers.

Policies And Implementation

There should be more inclusive engagement with the industry in policy making and implementation. Review of existing legislations (OHS, MSAF) and identification of gaps that should be addressed. Investigate grey areas in existing legislations (OHS, MSAF), how can we identify the different roles of each organization (e.g. vessel inspection etc.)

Human Rights Issues/Safety On Board/Contracts

There needs to be studies conducted that can provide a stock take of the different types of contracts gaps. For example, verbal contracts for up to a month mean that crew members can work without contracts and there is no guarantee of one being signed once vessels depart, are FNPF and maternity leave or paternity leave provided. Some are contractual fishermen who are paid based on share of catch.

There should be a better vetting process and all stakeholders, especially the companies to be part of the planning process of women joining as crew members.

There should be social safeguards that each vessel can put in place through consultations with workers and stakeholders to ensure a safer working environment. For example, skippers to be gender sensitized and be aware of human right's issues.

Mental health to be considered (sexual harassment and assault etc.) - physio social support - who they can discuss this with.

Personal safety and social responsibility is a mandatory unit for certification by FMA which should include gender equality training and how to accommodate female seafarers when out at sea.

The industry can work with NGOs and government agencies on addressing human trafficking, forced labor, the sex trade and issues regarding contracts and contractual agreements. Any human rights offences on vessels reported to the authorities, takes a lot of time to be dealt with and at times nothing happens to the offenders. In this regard, the victims are reluctant to report since they see it as a wastage of valuable time when nothing happens to the offenders.

Education And Awareness

Awareness of the industry is important, thus there need to be education an awareness at all levels of education and careers in the industry.

These should include education and awareness sessions on gender issues for seafarers and crew members. Mainstreaming

marine/ocean in the curriculum from primary, secondary level to tertiary institutions to be considered.

Training conducted by the FMA to include gender inclusion in the tuna longline industry. Social safeguards in the vessels to be included in training package for seafarers. In addition, FMA suggested the need for a dedicated training vessel to be able to help men and women on work as a seafarer. Solander Pacific Pte. Ltd. encouraged those wanting to join as crew members to join their vessels and get experience on a fishing vessel before undertaking employment on vessels.

Possibilities to include gender inclusion into Fiji National University's College of Agriculture, Fisheries and Forestry, and other tertiary institutions which offer programs in BSc Fisheries and Trade Diploma in Applied Fisheries (3 & 2 years respectively) to educate tertiary and mature students in Fisheries & Aquaculture fields should be looked into.

Training and awareness work should include changes to social and cultural norms, gender stereotypes and how to ensure a better understanding of how gender relations are determined by cultural norms and how many of these practices and beliefs are changing.

Respect for basic human rights will enhance work on gender mainstreaming in the industry. There has to be concerted efforts to also include training on human trafficking, forced labor, sex trade and other social impacts in crew and all other training undertaken.

Policies And Regulations

The industry should engage more in policy design and consultation processes (e.g. the draft crewing policy that was developed in 2019 is still with government). In addition, there was suggestions that there is need to review existing legislations and policies (e.g. MSAF, OHS, crewing policy, etc.).

Law enforcement is a problem and there is a need to identify the gaps (who's to blame or responsible if a woman is sexually harassed on board?). How are cases to be reported and handled are not clear as Fiji laws relating to sexual harassment, human rights abuse, cover onshore activities and it doesn't specify the incidents onboard a vessel.



Minister for Fisheries, Hon. Semi Koroilavesau launching FMA's Bycatch Training Manual. The Bycatch Training Manual was a first for FMA and was produced by partners and WWF.

9. NEXT STEPS



© WWF-Pacific / Ravai Vafo'ou

A Solander Pacific Pte. Ltd crew member offloading a byproduct fish species at Mua-i-Walu Port, Suva.

WWF, MoF, FMA, FFIA, and partners in this project to use the gender analysis report for further discussion and collaboration with relevant government authorities and agencies; for example with the Ministry of Women, Labor, Immigration, Customs/etc. and other agencies like the IOM.

The government has passed a Human Trafficking Strategic Action Plan to address human trafficking in Fiji and this could provide a platform for addressing human rights and trafficking issues on fishing vessels and coordinating addressing of human trafficking on vessels with other stakeholders.

Work with the MoF through the establishment of a multi-stakeholder platform where social issues related to the offshore fisheries sector can be discussed, to be progressed.

This report will inform the work that will be put together by SPC on a regional handbook on gender mainstreaming and human rights in the offshore fisheries sector.

Have gender inclusion training, human trafficking, forced labor, sex trade and other social impacts included in the FMA training curriculum.



Group photo of FMA Deckhand Fishing graduates with FMA CEO, Mahesa Abeynayake, Solander Pacific Pte. Ltd's General Manager, Radhika Kumar and WWF-Pacific's Project Manager, Seremaia Tuqiri.

10. BIBLIOGRAPHY

1. Aqoura, T. 2020. *Covid 19 and its likely impact on the tuna industry in Pacific Island countries*, Dev Policy.
2. Artigo. Fiji: *Blockchain technology joint pilot project launched to address illegal fishing practices and human rights abuses in Pacific Islands tuna industry*. Retrieved from <https://www.business-humanrights.org/pt/>
3. Agenda for Sustainable Development. Retrieved from <http://www.unwomen.org/en/digital-library/publications/2018/2/gender-equality-in-the-2030-agenda-for-sustainable-development>
4. ADB, 2006. *Gender Status- Fiji*, Asia Development Bank, Manilla.
5. Blaha, F & Sloan, J. 2019. Hanah, F and Sloan, J. *Human rights abuses and poor working conditions in the offshore fishing industry call for fundamental changes in international, regional and national governance*. Oceans Law Bulletin.
6. Barclay, K. and Sunhui Koh, 2005. *Neoliberalism in Japan's tuna fisheries? Government intervention and reform in the distant water longline industry*, Working Papers in International and Development Economics, Asia Pacific School of Economics and Government, The Australian National University, Canberra.
7. Barclay, K; Cartright, I. 2017. *Capturing Wealth from Tuna. Pacific Case Studies*. ANU.
8. Blaha, F, 2020. *A short list of possible COVID-19 impacts on tuna fisheries in the Pacific Islands Region*.
9. Batista, N; Masket, K; Grattan, T; Achi, N. *FORCED LABOR IN FISHERIES: Case Studies in Fiji and Indonesia*.
10. Bidesi, V. 2008. *Recognizing women in fisheries: Policy and considerations for developing countries*. Yemaya, ICSF's Newsletter on Gender and Fisheries 28:12–13.
11. Bidesi, V. 2008. *Development of Marine Resources, Fisheries Policies and Women's Rights in the Pacific Islands*. SPC.
12. Charan, D., Kaur, M., Singh, P., 2016. *Indigenous Fijian women's role in disaster risk management and climate change adaptation*. Pacific Asia Inquiry 7 (1), 106–122.
13. Chand, K and Sloan, J. "A New Set of Minimum Terms and Conditions for Crewing Employment Conditions in the Pacific," Siwatibau & Sloan Ocean Law Bulletins, Sept. 19, 2019. Retrieved from <http://www.sas.com.fj/ocean-law-bulletins/a-new-set-of-minimum-terms-and-conditions-for-crewing-employment-conditions-in-the-pacific>
14. Chelsey, F, Marto. 2019. *Human Rights Violations Consequent to Transshipment Practices in Fisheries, University of Maine School of Law*.
15. Chinese Investments in Fiji: *Diversifying, Localizing, Emphasis on Compliance*," CGTN, May 7, 2019, Retrieved from <https://news.cgtn.com/news/3d3d674d786b444e34457a6333566d54/index.html>
16. Demmke, P. 2006. *Development of tuna fisheries in the Pacific ACP countries (DEVFISH) Project*. Gender.
17. Demmke, P. 2006. *Gender Issues in the Tuna Industry*, DEVFIH. SPC/FFA.
18. Emberson-Bain 'A. (ed.). 1994. *Sustainable development or malignant growth? Perspectives of Pacific Island Women*. Suva, Fiji: Marama Publications.
19. Emberson-Bain 'A. 2001. *In the name of growth – Fiji: a story of fisheries development, indigenous women and politics*. Retrieved from <http://www.hawaii.edu/oceanic/film/filmdb/2470.html> - accessed 2 Sept 2016
20. ESCAP, 2017. *Gender, the Environment and Sustainable Development in Asia and the Pacific*. UN ESCAP.
21. FAO, 2014. *Sustainable fisheries and aquaculture for food security and nutrition*. Rome: Food and Agriculture Organization of the United Nations (FAO), High Level Panel of Experts (HLPE) on Food Security and Nutrition of the Committee on World Food Security. HLPE, 2014.
22. FAO Fisheries Circular No. 993 2003 Gillet, R. *ASPECTS OF SEA SAFETY IN THE FISHERIES OF PACIFIC ISLAND COUNTRIES*.
23. Fiji Times, 2020. *Fiji Offshore Fishing Industry in Dire Stretch*.
24. FFA, 2020. *FFA fisheries ministers progress observer and crew safety and longline fisheries development*. FFA.
25. FFA, 2020. *FFA to increase focus on gender equality and social inclusion in Pacific fisheries: media release*, FFA.
26. FFA/SPC, 2002. *Report of the first report of the first strategy meeting of the Tuna Fishery Data collection committee*, Fisheries News and Views.

27. Fiji Government, 2019. *Fiji Offshore Fisheries Management and Development Plan: A plan for tuna and other pelagic fisheries*. Government of Fiji.
28. FFA, 2020. FFA Tuna Pacific Reviews, *Working conditions* Oct.2020.
29. Ocean Solutions, 2020. *Forced Labor In Fisheries: Fiji and Indonesia Case Studies*.
30. Gauthier, G., Wonch Hill, P., McQuillan, J., Spiegel, A., Diamond, J., 2017. The potential scientist's dilemma: how the masculine framing of science shapes friendships and science job aspirations. *Soc. Sci.* 6 (1).
31. Greenpeace, 2003. *Sea Bound. The Journey to Modern Slavery on the High Seas*. Greenpeace and SBMI.
32. Gissi, E., Portman, M., Hornidge, A., 2018. *Un-gendering the ocean: why women matter in ocean governance for sustainability*. *Mar. Policy* 94, 215–219.
33. Gillet, R. 2003. *Aspects of Sea Safety in the Fisheries of Pacific Island Countries*. FAO.
34. Gillett, R., 2016. *Fisheries in the Economies of Pacific Island Countries and Territories*. SPC, Noumea, New Caledonia.
35. Govan, H., 2017. In: K., R. (Ed.), *Ocean governance - Our Sea of Islands*. (Vol. A Sustainable Future for Small Island States: Pacific 2050 (Forthcoming)). Commonwealth Secretariat, London.
36. Government of Fiji, 2014. *Fiji National Gender Policy*.
37. Greenpeace, 2003. *Sea Bound. The Journey to Modern Slavery on the High Seas*. Greenpeace and SBMI.
38. Harper, S., Zeller, D., Hauzer, M., Pauly, D., Sumaila, U., 2013. *Women and fisheries: contribution to food security and local economies*. *Mar. Policy* 39, 59–63.
39. Human Rights at Sea, 2015. *International Human Rights Conference*, Human Rights at Sea.
40. Human Rights at Sea, 2017. *Abuses On Board Commercial Fishing Vessels in the Pacific Region*. In the Defending Maritime Human Rights.
41. ILO, 2012. *Caught At Sea. Forced Labor and Trafficking in Fisheries*. International labor Organization.
42. International Labour Organization. *Forced Labor Convention, C29* (June 28, 1930; entered into force May 1, 1932), 39 U.N.T.S.
43. International Labour Organization. *Abolition of Forced Labor Convention, C105* (June 25, 1957; entered into force January 17, 1959), 320 U.N.T.S. 291.
44. Kleiber, D., Harris, L., Vincent, A., 2015. *Gender and small-scale fisheries: a case for counting women and beyond*. *Fish.* 16, 547–562.
45. Ogden, L., 2017. *Fisherwomen—the uncounted dimension in fisheries management: shedding light on the invisible gender*. *BioScience* 67, 111–117.
46. Kronen, M., 2004. *Fun or Duty: School children's Involvement in Subsistence Fisheries in Tonga and Fiji*. SPC Women in Fisheries Information Bulletin, Noumea, New Caledonia.
47. Komaisavai, P and Magick, S. 2019. *Keeping our Seafarers Safe*. Fiji Island Business Magazine.
48. Lambeth L., Hanchard B., Aslin H., Fay-Sauni L., Tuara P, DesRochers K. and Vunisea A. 1998. *An overview of the involvement of women in fisheries activities in Oceania*. In *Monographs from Australian Centre for International Agricultural Research*.
49. Matthews, E., Painter, M., Wilkie, D., 2014. *Equality for Women and Sustainable Development Go Hand in Hand*.
50. Michalena, E Strazab, T ; Singh, P ; Morris, C ; Hills, J 2019. *Promoting sustainable and inclusive oceans management in Pacific islands through women and science* In *Marine Pollution Bulletin*.
51. Ministry of Fisheries, 2021. *Draft Fiji Offshore Fisheries Management Plan*.
52. McClean, N., Barclay, K., Fabinyi, M., Adhuri, D., Sulu, R., Indrabudi, T. 2019. *Assessing tuna fisheries governance for community wellbeing: case studies from Indonesia and Solomon Islands*. Report commissioned by the David and Lucile Packard Foundation, University of Technology Sydney, Sydney.
53. Noland, M., Moran, T., Kotschwar, B., 2016. *Is Gender Diversity Profitable? Evidence from a Global Survey*. Peterson Institute of International Economics, Washington DC. Ogden, L., 2017.
54. Ogden, L., 2017. *Fisherwomen—the uncounted dimension in fisheries management: shedding light on the invisible gender*. *Bio-Science* 67, 111–117.
55. PAC Mews 2020. *FFA to increase focus on gender equality and social inclusion in Pacific FFA*.
56. Pacific Islands Forum Secretariat, 2018. *First Quadrennial Pacific Sustainable Development: Report 2018 prepared by Pacific Islands Forum Member Countries with support of CROP and UN Agencies in the Pacific: Council of Regional Organizations in the Pacific*, UN Agencies in the Pacific 2018.

57. PIFS. *Linkages and Flow in Impacts of Foreign Investment in Pacific Island Countries. Case Studies.*
58. Pacific Catalyst, 2019. Fijian Longline Fleet paper. *Benefits of Secure and Transferable Fishing Rights with Catch and Effort Restrictions in the Fijian Longline Fleet.*
59. Packard Foundation, 2015. *Fiji Fisheries Review.*
60. Sen, S & Cartright, I. 2019. *Exploring the Possible Impacts of WTO Rules on Fisheries Subsidies: The Case of the Southern Longline Tuna Fishery in the Western and Central Pacific.* The International Institute for Sustainable Development.
61. Skirtun, M and Reid, C. 2019. *An assessment of economic contributions from tuna longline fishery-related sectors to national Gross Domestic Product,* Forum Fisheries Agency.
62. Sloan, J. 2017. *Human rights abuses and fisheries - an international law problem.* Retrieved from <http://www.sas.com.fj/ocean-law-bulletins/human-rights-abuses-and-fisheries-an-international-law-problem>
63. Sullivan N., Ram-Bidesi V. 2008. *Gender issues in tuna fisheries: case studies in Papua New Guinea, Fiji and Kiribati.* Honiara, Solomon Islands: Forum Fisheries Agency. FFA Report 08/14. 61 p.
64. Sloan, 2017. *Marine Protected Areas and decision making - an administrative law perspective.* Retrieved from <http://www.sas.com.fj/ocean-law-bulletins/marine-protected-areas-and-decision-making-an-administrative-law-perspective>
65. Scoop Independent News, 2003. *Boycott PAFCO and Bumble Bee products,* 17 September.
66. *Issues in the Pacific Islands Tuna Industry.* Pacific Islands Forum Fisheries Agency, Honiara, Solomon Islands, The Pacific Community, Noumea, New Caledonia.
67. Tuara, P., Passfield, K., 2011. *Gender in Oceanic and Coastal Fisheries Science and Management: Based on Case Studies in Solomon Islands, Marshall Islands and Tonga.* Secretariat of the Pacific Community, Noumea, New Caledonia.
68. UN General Assembly, 2014. *SIDS Accelerated Modalities of Action (SAMOA) Pathway. A/RES/69/15.*
69. United Nations Office on Drugs and Crime, 2011. *Transnational Organized Crime in the Fishing Industry.* UNODC.
70. United Nations Conference on trade and development, 2016. *Sustainable Fisheries, International Trade, Trade Policy and Regulatory Issues,* UN.
71. UN Women, 2018. *Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development.*
72. United Nations General Assembly. *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol)* (November 15, 2000; entered into force December 25, 2003), 2237 U.N.T.S. 319.
73. U.S. Department of State, 2019. *Trafficking in Persons Report,* 196. Retrieved from <https://www.state.gov/wp-content/uploads/2019/06/2019-Traf-ficking-in-Persons-Report.pdf>
74. Vunisea, A. 2005. *HIV Risks through the Tuna industry,* Women in Fisheries Bulletin, the Pacific Community.
75. Vunisea, A. 2006. *The participation of women in fishing activities in Fiji,* SPC Women in Fisheries Bulletin.
76. Vunisea, A., 2014. *The Role and Engagement of Women in Fisheries in Fiji.*
77. Whippy-Morris, C., 2015. *Changing Roles and Challenges of Pacific Women in Natural Resource Use and Management: An Analysis on the Fisheries Sector in Fiji;* the New Roles and Challenges of Women in Fisheries.
78. World Bank, 2015. *Gender, Fisher, Trader, Processer: Towards Gender-Equitable Fisheries Management and Development in Solomon Islands* (Barclay, Payne and Mauli, 2015).
79. WCPFC, 2013. *Conservation and Management Measure on the special requirements of Small Island Developing States and Territories,* WCPFC.
80. WWF-Pacific, 'WWF workshop strengthens Fiji's offshore tuna fisheries sector', WWF-Pacific, Suva, 2019, Fiji, <https://www.wfpacific.org/?348650/WWF-workshop-strengthens-Fijis-offshore-tuna-fisheries-sector> (accessed 2021)
81. Aqorau, T. 2020. *COVID-19 and its likely impact on the tuna industry in the Pacific Islands.* DevelopmentPolicyBlog. Retrieved 2020, from <https://devpolicy.org/covid-19-and-its-likely-impact-on-the-tuna-industry-in-the-pacific-islands-20200427-1/>

11. ANNEX

Annex 1

List of Stakeholders and Contacts

Stakeholders	Contact Name	Contact Number / Email
Department of Trade	Seema Sharma (Director)	mahek.fj@gmail.com
Ministry of Women, Children & Poverty Alleviation	Asenaca (PA for PS), Selai (Director Women)	asenaca.qiolevu@govnet.gov.fj / SelaiK@govnet.gov.fj
Soqosoqo Vakamarama iTaukei	Adi Finau Tabakaucoro (President)	stabakaucoro@gmail.com / ssvitaukeivt@gmail.com
MoF	Sikiti Samisoni (PA for PS MoF)	ssamisoni@govnet.gov.fj
Ministry of Labour	Joan (PA for PS Labour)	joan.wiliame@labour.gov.fj
Department of Immigration	Director of Immigration	amelia.komaisavai@govnet.gov.fj
Fiji Revenue Customs Service	Jonetani Vuto (Director Border)	jvuto@frcs.org.fj
Biosecurity Authority of Fiji	Mr Suren Pratap (CEO BAF), Matilda (PA)	mhazelman@baf.com.fj
Fiji Ports Corporation Limited	Vajira Piyasena (CEO)	Vajira@fijiports.com.fj
WiFN	Marama Tuivuna (Coordinator)	marama@womeninfisheriesfiji.org
Solicitor General's Office	Attorney General	info.ag@govnet.gov.fj , aiyazsayed-khaiyum@govt.fj / unaisi.moceisuva@ag.gov.fj
Maritime Safety Authority of Fiji	Simon Gravenall (CEO), Ms Iliseva Karusi	ikarusi@msaf.com.fj
Fiji Police Force	Mr Airun Singh (Director HR)	fjpolhrm@gmail.com
Fiji Women's Crisis Centre	Shamima Ali (Co-ordinator)	fwcc.shamima@gmail.com
Ministry of Health and Medical Services	Dr James Fong	james.fong@health.gov.fj / akaure@health.gov.fj
Fiji Women's Rights Movement	Maryann	info@fwrn.org.fj
The University of the South Pacific	Dr Susanna Piovano	susanna.piovano@usp.ac.fj
Fiji National University	Dr Ravinesh (HOD)/ Regina Singh (Acting HOD)	HOD.fisheries@fnu.ac.fj / regina.singh@fnu.ac.fj
Steering Fiji Women Seafarers Association	Capt. Miriam Kalokalo	sfwsofficial@gmail.com
PIFS	Penisoni Naupoto	PenisoniN@forumsec.org
International Labour Organisation	Mr Martin Karimli	
UN Women	Sandra Bernklau (Representative)	
SPC	Natalie Makhoul	nataliemak@spc.int
FMA	Mahesa Abenayaki (CEO)	ceo-fma@fnu.ac.fj
FFIA	Anare Raiwalui	raiwalui.anare@gmail.com
PAFCO	Kelera (HR Manager), Vanidisusu (Union President)	kratinaisiwa@pafcofiji.com / nuw2016@gmail.com
Viti Foods Ltd	Ms Shavilashni (HR Manager)	hr@vitifoods.com.fj
Women in Maritime Association (Fiji)	Jane Koi (President), Michelle Ram (Vice President)	jane.koi@ssfl.com.fj , MR@efs.com.fj
Independent Consultant	Dr Milika Sobey	milikasobey@gmail.com
Independent Consultant	Dr Patricia Kailoa	pkailola@gmail.com
Republic of the Fiji Navy	Mr Sairusi Colati (FMSRCC Director)	director@mrscfiji.org
Fiji Women's Fund	Michelle Reddy (Fund Manager)	michelle.reddy@womensfund.org.fj / menka.goundan@womensfund.org.fj
Pacific Conference of Churches	James Bhagwan (General Secretary)	jamesb@pcc.org.fj
Social Education & Environment Protection	Mereoni Robinson	research@seep.org.fj
Medical Services Pacific	Ashna Shaleen (Country Director)	country.director@mosp.org.fj
Wildlife Conservation Society Fiji	Sanageeta Mangubhai (Director)	smangubhai@wcs.org
Moana Anglican Services & Teaching Centre	Registrar	registrar@dioceseofpolynesia.org
Ministry of iTaukei Affairs	Raijeli Cavuca (PA for PS iTaukei Affairs)	raiijeli.cavuca@govnet.gov.fj
WWF	Seremaia Tuqiri (Project Manager)	stutqiri@wwfpacific.org

Why we make a difference

Reaching new audiences

We will create new ways to inspire and motivate a new generation of people of the Pacific and truly realise our collective power to make a difference to the world in which we live.

High impact Initiatives

Over the next 5 years we will accelerate our on-ground conservation and advocacy work, focusing on priority areas where we have the greatest impact and influence.

Building a strong network

We will draw strength from WWF's 60 years of rich history, knowledge and experience, harnessing our network of people around the world.

Loyal supporters

WWF-Pacific partners make an invaluable contribution to our conservation work. We couldn't do without their loyalty, generosity and personal involvement.



ISBN 978-982-101-187-7



9 789821 011877



Why we are here

To stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature.

wwfpacific.org

WWF-Pacific (Fiji)

4 Ma'afu Street
Private Mail Bag
Suva, Fiji Islands

Tel: +679 331 5533
Fax: +679 331 5410
wwfpacific.org