



STANDING COMMITTEE ON ECONOMIC AFFAIRS

Consolidated Review Report of the Tourism Fiji Annual Reports 2015, 2016 1st January-31st July, August 2016-July 2017 and August 2017-July 2018



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Table of Acronyms

CEO	Chief Executive Officer
KPIs	Key Performance Indicators
MICE	Meetings, Incentives, Conferences (or Conventions), and Exhibitions
ROMI	Return-on-marketing-investment
SDG	Sustainable Development Goals
TF	Tourism Fiji

Chairperson's Foreword

On behalf of the Standing Committee on Economic Affairs, I am pleased to present this review report of the Tourism Fiji (TF) Annual Reports 2015, 2016 1st January-31st July 2016, August 2016-July 2017 and August 2017-July 2018.

This review was conducted in accordance with the Committee's mandate to ensure transparency, accountability, and effective oversight of public institutions entrusted with public funds. In fulfilling this responsibility, the Committee undertook a detailed examination of the reports, supported by written submissions and oral evidence from Tourism Fiji and the Ministry of Tourism and Civil Aviation.

The Committee conducted site visits and consultations with tourism stakeholders across the Northern and Western Divisions. The Committee noted that the tourism sector continues to be a major contributor to economic growth and employment, with significant opportunities in eco-tourism, community-based tourism, marine tourism, and cultural tourism.

The Committee noted concerns regarding Na Vualiku Project to adequately address infrastructure, particularly airport capacity, road networks, jetties, and transport connectivity. Additionally, limited stakeholder consultation, weak coordination among agencies, and lack of transparency surrounding the implementation of the Project. Stakeholders raised concerns that a significant portion of project resources appears to be directed towards studies and consultancy services rather than critical infrastructure investments.

The Committee recommends that a Parliamentary inquiry be undertaken into the Na Vualiku Project to examine its planning process, identification of project components and activities, funding allocations, expenditure, governance arrangements, and implementation progress.

The Committee acknowledges Tourism Fiji's contribution to the growth of the tourism sector during the review period, marked by record visitor arrivals, increased tourism earnings, and strengthened global brand positioning. These achievements highlight the sector's critical role as a key driver of Fiji's economy and national development.

However, the Committee's findings reveal significant shortcomings that require urgent attention. Of particular concern are the substantial delays in the tabling of annual reports, which in some instances extended up to a decade. Such delays undermine parliamentary oversight and weaken public accountability, especially given the significant level of government funding allocated to Tourism Fiji.

The review further identified gaps in financial transparency and performance reporting. Despite considerable expenditure on marketing and promotional activities, there is insufficient analysis of cost effectiveness, return on investment, and value for money. The absence of detailed reporting

on key performance indicators, campaign outcomes, and market-level expenditure limits the ability to assess the impact and efficiency of public spending.

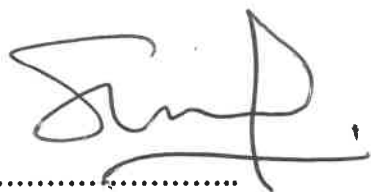
The Committee also notes that while tourism growth has been significant, the benefits have not been distributed equitably across Fiji. Regions such as the Northern Division, outer islands, and rural communities continue to face limited participation in tourism development, highlighting the need for more targeted and inclusive strategies. Similarly, there is insufficient data to demonstrate how tourism benefits reach local communities and small operators.

In addition, governance and strategic planning require strengthening. Issues relating to coordination among stakeholders, transparency in programme implementation, and the need for clearer destination-based tourism strategies were identified as critical areas for improvement. The Committee is also concerned about environmental sustainability and infrastructure constraints, which pose risks to the long-term resilience of the tourism sector.

On behalf of the Committee, I extend my appreciation to the Ministry of Tourism and Civil Aviation, Tourism Fiji officials, and all stakeholders who contributed to this review process. Your cooperation and insights have been invaluable. The Committee remains committed to supporting reforms that will further strengthen the tourism sector and its contribution to Fiji's sustainable and inclusive growth.

I also acknowledge the valuable contributions of my fellow Committee Members - Hon. Premila Kumar, Hon. Semi Koroilavesau, Hon. Alipate Tuicolo, Hon. Kalaveti Ravu, and secretariat for their support in producing this report.

On behalf of the Standing Committee on Economic Affairs, I present this Review Report to Parliament and request all members of this august House to take note of its findings and recommendations in the report.



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Hon. Sakiusa Tubuna
Chairperson

1.0 Committee Membership

Pursuant to Standing Order 109(2)(a) the Standing Committee on Economic Affairs is mandated to look into matters related to economic development, finance, banking and taxation. The members of the Standing Committee on Economic Affairs and are as follows:



Hon. Sakiusa Tubuna
Chairperson



Hon. Premila Kumar
Deputy Chairperson



Hon. Semi Koroilavesau
Member



Hon. Alipate Tuicolo
Member



Hon. Kalaveti Ravu
Member

1.1 Committee Secretariat

The Committee is supported by a team of Parliament Officers serving as the Committee Secretariat. These officers are appointed and delegated by the Secretary-General to Parliament under Standing Order 15(3)(i). The Secretariat team consists of the following Parliament officers:

- Ms. Marica Tuisoso – Senior Committee Clerk
- Ms. Awantika Raj – Deputy Committee Clerk

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2.0 Introduction

The Standing Committee on Economic Affairs ('the Committee'), was referred the Tourism Fiji Annual Reports 2015, 2016 1st Jan-31st July, August 2016-July 2017 and August 2017-July 2018 on 20th November 2023, pursuant to Standing Order 38(2) of the Standing Orders of the Parliament of Fiji. The Committee was mandated to review these Annual Reports and table its findings to Parliament.

In line with its mandate, the Committee undertook a detailed examination of the report and now presents its findings and observations to Parliament.

2.1 Procedure and Programme

- 2.1.1 The Committee began its review of the Annual Report in May 2026. The review process was agreed upon by consensus among the Committee Members and involved a comprehensive and systematic examination of the reports.
- 2.1.2 Before the formal meetings, the Members of the Committee read and reviewed the 2015-2018 Annual Reports. During the Committee deliberations, Members analysed the content of the reports, identified key issues, and engaged in in-depth discussions to evaluate the findings. These discussions led to the formulation of the key questions and identification of issues requiring further clarification.
- 2.1.3 As part of its review of the Tourism Fiji Annual Reports, the Committee undertook site visits and stakeholder consultations in the Northern and Western Divisions from 3–11 June 2026 to gain firsthand insights into tourism development and industry challenges. In the Northern Division, the Committee met with the Savusavu Tourism Association, the Na Vualiku Programme, the Savusavu Chamber of Commerce, the Macuata Tourism Association, and conducted a site visit to Nawi Island. In the Western Division, the Committee consulted with tourism stakeholders at Nanumi Au Eco Tourism, Dream View Villas, Duadua Beach Resort, Airbnb operators in the Volivoli area, the Ra Chamber of Commerce and Ra Tourism Association, First Landing Beach Resort and Vuda Marina stakeholders, Fiji Airways, marina operators, commercial boat operators and yacht agents at Denarau Marina, the Marriott Hotel Group at Sheraton Fiji Golf & Beach Resort, Tourism Fiji management, Shangri-La Yanuca Island Resort, Hideaway Beach Resort and Tambua Sands Beach Resort. These consultations enabled the Committee to assess issues relating to tourism infrastructure, connectivity, destination marketing, community-based tourism, workforce development, investment opportunities, sustainability and the promotion of emerging tourism regions, which informed the findings and recommendations of this report.

2.2 Oral Evidence Received

- 2.2.1 The Committee received a briefing and public submissions from the Tourism Fiji and the Ministry of Tourism and Civil Aviation on 15 June 2026.

2.3 Written Evidence Received

- 2.3.1 The Committee received written submission from Tourism Fiji to the questions that was sent to them for their response.

3.0 Committee Deliberations and Analysis

3.1 Introduction

This critical analysis examines four Tourism Fiji Annual Reports (2015; January–July 2016; August 2016–July 2017; and August 2017–July 2018), tabled before Parliament. The reports cover a period of significant growth in Fiji's tourism sector, during which international visitor arrivals climbed from 754,835 in 2015 to a record 859,132 in financial year 2017/18, with tourism earnings reaching FJD 1.96 billion by the end of the review period.

While the reports document considerable promotional success and milestone visitor numbers, this analysis finds substantial gaps in strategic depth, accountability, financial transparency, sustainability reporting, and equitable distribution of benefits. The reports are largely promotional documents rather than rigorous accountability instruments.

3.2 Background

Tourism Fiji is a statutory body established under the Tourism Fiji Act 2009 and is the destination marketing arm of the Government, operating under the Ministry of Industry, Trade and Tourism (MITT). It is 100% government-funded and governed by a Board of Directors appointed by the Minister. Its mandate under Section 4 of the Act is to promote and market Fiji as a tourist destination to maximise sustainable and long-term benefits for the Fiji Islands. Tourism Fiji maintains overseas offices in Australia, New Zealand, North America (USA & Canada), UK & Europe, and China, with market representatives in Japan and India.

3.3 Summary of the 2015 to July 2018 Performance and Achievements

Area	Key Performance and Achievements (2015–2018)	Committee Observation
Tourism Performance and Visitor Arrivals	Visitor arrivals increased from 754,835 in 2015 to a record 859,132 in 2018 , while tourism earnings reached \$1.96 billion . Despite the impact of Tropical Cyclone Winston in 2016, the sector maintained strong growth and resilience.	The Committee noted the sustained growth of Fiji's tourism industry during the review period, demonstrating resilience to external shocks and strengthening its contribution to economic growth and employment.
Recovery and Crisis Management		The Committee noted Tourism Fiji's effective crisis response

	Following Tropical Cyclone Winston in 2016, Tourism Fiji implemented the #FijiNow campaign and coordinated recovery efforts through industry stakeholders, helping restore international confidence in Fiji as a tourism destination.	and its important role in supporting the rapid recovery of the tourism sector following a major natural disaster.
International Market Expansion	Tourism Fiji expanded its international presence through offices in the United Kingdom and Germany , supported Fiji Airways' direct services to Singapore and San Francisco , and recorded strong growth in emerging markets such as India, Japan, and New Zealand .	The Committee noted that Tourism Fiji successfully broadened Fiji's international tourism footprint and strengthened market diversification through enhanced connectivity and targeted promotion.
Brand Development and Marketing	Tourism Fiji strengthened the " Fiji – Where Happiness Finds You " brand and later commenced a global brand revitalisation programme, including the appointment of Saatchi & Saatchi New Zealand to refresh Fiji's tourism brand.	The Committee noted Tourism Fiji's efforts to modernise destination marketing and maintain Fiji's competitiveness in an increasingly dynamic global tourism market.
Digital Transformation	Social media engagement increased significantly, with campaigns reaching millions of consumers globally. Tourism Fiji also invested in digital marketing, content development, social media strategies, and website enhancement.	The Committee noted that Tourism Fiji successfully transitioned towards a more digital and content-driven marketing model, improving global reach and consumer engagement.
Tourism Events and Industry Engagement	Tourism Fiji continued to promote Fiji through major events, including the Fiji Tourism Expo, Fiji Open Golf Championship, Fiji International Triathlon , and Interhash 2018 , which attracted	The Committee noted that tourism and sporting events enhanced Fiji's international visibility, strengthened industry partnerships, and generated additional visitor arrivals.

	approximately 1,700 participants from over 20 countries.	
Organisational Development and Strategic Alignment	Tourism Fiji strengthened its organisational capacity through the recruitment of specialised personnel in digital marketing, branding, social media, and research, while aligning its activities with the Government's Fijian Tourism 2021 Strategy .	The Committee noted that improved organisational capacity and strategic alignment positioned Tourism Fiji to better support sustainable tourism growth and respond to changing industry trends.
Research, Innovation and Strategic Planning	Tourism Fiji increased its focus on market intelligence, consumer insights, research, and data-driven decision-making to support long-term tourism planning and investment.	The Committee noted the importance of research and innovation in supporting evidence-based tourism policies, market development, and sustainable sector growth.

3.4 Key Issues Identified During Stakeholder consultation on Tourism Development in Northern and Western Division

3.4.1 Inadequate Tourism Infrastructure and Connectivity in the Northern Division

Tourism growth is constrained by limitations in airport capacity, road access, transport connectivity, jetties, marinas, and supporting infrastructure. Without adequate infrastructure investment, Fiji's ability to expand tourism beyond existing centres remains restricted. Stakeholders consistently identified these infrastructure gaps as key constraints to tourism growth, investment, and accessibility, particularly in the Northern Division.

3.4.2 Limited Transparency and Accountability in the Na Vualiku Project

The Committee noted concerns regarding the implementation of the Na Vualiku Project, including limited public information on funding allocations, project priorities, expenditure, governance arrangements, and expected outcomes. Stakeholders also raised concerns that substantial resources may be directed towards consultancy services and studies rather than critical infrastructure development.

3.4.3 Weak Stakeholder Consultation and Coordination

The Committee noted concerns regarding insufficient engagement with tourism operators, local businesses, communities, and industry stakeholders. Evidence received highlighted

weak coordination between government agencies, development partners, local authorities, and the private sector, resulting in fragmented planning and implementation of tourism initiatives.

3.4.4 Underdevelopment of Community-Based and Rural Tourism

The Committee observed that community-based and rural tourism initiatives possess significant growth potential but continue to face challenges relating to funding access, marketing support, capacity development, and integration into the wider tourism value chain. Stakeholders emphasised the need for greater support to ensure tourism benefits are distributed more broadly across rural communities.

3.4.5 Limited Marketing of Emerging Tourism Regions and Niche Markets

Concerns were raised regarding the limited promotion of emerging destinations such as the Northern Division, Suncoast, Coral Coast, and niche sectors including marine tourism, yachting, diving, eco-tourism, wedding tourism, and cultural tourism. Stakeholders noted that marketing efforts remain concentrated on traditional destinations and markets.

3.4.6 Workforce and Skills Shortages

The Committee noted workforce shortages across the tourism sector, particularly in skilled and technical roles. Stakeholders highlighted difficulties in attracting and retaining qualified staff, alongside the need for enhanced training, workforce development, and capacity-building initiatives.

3.4.7 Rising Operational Costs and Tourism Competitiveness

The Committee noted concerns regarding rising operational costs, including fuel, utilities, transport, and accommodation costs. Stakeholders indicated that increasing costs may affect Fiji's competitiveness as a tourism destination and reduce value-for-money perceptions among visitors.

3.4.8 Lack of Data-Driven Planning and Performance Reporting

The Committee noted concerns regarding limited transparency in tourism performance reporting, funding outcomes, and return-on-investment assessments. Stakeholders emphasised the importance of strengthening data collection, market intelligence, and evidence-based decision-making to support effective tourism planning and investment.

4.0 Committee Findings

The Committee conducted a thorough review of the Tourism Fiji Annual Reports and public submission from Tourism Fiji and Ministry of Tourism and Civil Aviation. The following findings are presented for the attention of Parliament:

4.1 Weak Accountability and Delayed Reporting

Tourism Fiji's Annual Reports have largely focused on promoting achievements rather than providing comprehensive accountability on performance, challenges, and outcomes. Significant delays in tabling reports (eight to eleven years for reports covering 2015–2018) have weakened Parliament's ability to scrutinise the use of public funds, despite Tourism Fiji receiving substantial annual Government funding.

4.2 Insufficient Transparency on Marketing Effectiveness and Use of Funds

Despite receiving approximately FJD 28–31 million annually, Tourism Fiji reporting does not provide sufficient information on marketing expenditure, market allocation, campaign effectiveness, cost per visitor arrival, or return on marketing investment. The absence of measurable performance analysis limits assessment of whether public funds are achieving value for money.

4.3 Tourism Growth Benefits Are Not Evenly Distributed

Tourism promotion remains concentrated around established tourism destinations, while regions such as the Northern Division, outer islands, and rural communities receive limited visibility and support. This restricts opportunities for wider economic participation and prevents tourism benefits from reaching more communities.

4.4 Need to Strengthen Promotion of High-Value Tourism Segments

Tourism Fiji's marketing has mainly focused on general leisure tourism and visitor numbers. However, there is a need to place greater emphasis on higher-value segments such as MICE (meetings, incentives, conferences and exhibitions), destination weddings, and cruise & yachting tourism. These sectors have the potential to attract higher-spending visitors, increase length of stay, reduce reliance on seasonal travel, and generate wider economic benefits for accommodation providers, transport operators, local businesses, and communities during off-peak periods.

4.5 Limited Data on Inclusive Tourism Outcomes

Tourism Fiji reports do not provide sufficient information on how tourism benefits are reaching communities, rural areas, and small operators. Without clear benefit-sharing indicators, it is difficult to measure whether tourism growth is inclusive.

4.6 Need for Stronger Strategic Tourism Planning and Governance

There is a need for clearer destination-based planning, stronger coordination with stakeholders, and improved governance systems to ensure tourism development is sustainable, balanced, and aligned with national priorities.

5.0 Committee Recommendations

The Committee makes the following recommendations to enhance Tourism Fiji's performance, transparency, and accountability to Parliament and to the people of Fiji:

5.1 Strengthen Tourism Fiji Accountability and Reporting

The Ministry of Tourism must ensure that Tourism Fiji tables Annual Reports within statutory timelines and adopt a standard reporting framework that includes:

- A cost-per-visitor-arrival analysis for each source market, benchmarked against the previous three years and against comparable Pacific Island destination marketing organisations.
- A return-on-marketing-investment (ROMI) analysis for each major campaign, including Tourism Fiji's financial contribution versus partner co-funding in cooperative campaigns.
- Full disclosure of offshore office operational costs (rent, salaries, overheads) as a proportion of total budget and assessment of KPIs.
- A variance analysis for all Key Performance Indicators (KPIs), not just recording actuals versus targets, but providing substantive explanations and accountability responses for all shortfalls.

5.2 Improve Financial Governance and Oversight

The Committee recommends a series of financial governance reforms to ensure public funds are managed with appropriate rigour:

- Timely completion of Tourism Fiji audits;
- Establish an independent Finance and Audit Committee as a mandatory sub-committee of the Tourism Fiji Board, with at least one member who is an independent chartered accountant not connected to the tourism industry.
- Undertake a competitive procurement process for its offshore market representation arrangements at least every five years, with documented value-for-money assessments presented to the Board and disclosed in Annual Reports.
- Declaration of conflict of interest and assessment of board performance.

5.3 Develop Regional Tourism Strategies

Tourism Fiji should prepare destination-specific tourism strategies, including a dedicated Northern Division Tourism Strategy, North-Western Viti Levu (Sun Coast) and Outer Island Tourism Programme, with targeted marketing investment for underserved regions.

5.4 Expand Support for Community-Based Tourism

Ministry of Tourism and Tourism Fiji should strengthen support for community tourism operators through digital marketing support, business development assistance, and inclusion in national tourism campaigns.

5.5 Promote High-Value Tourism Segments

Tourism Fiji should develop dedicated marketing strategies for MICE, destination weddings, marine tourism, diving, and cruise & yachting tourism, supported by targeted international campaigns, industry partnerships, and clear performance targets.

5.6 Establish an Inclusive Tourism Benefit Framework

Tourism Fiji should develop measurable indicators to track how tourism benefits reach rural communities, iTaukei communities, and small tourism operators, ensuring tourism growth contributes broadly to national economic development.

6.0 Sustainable Development Goals

Tourism Fiji partially recorded and incorporated aspects of the Sustainable Development Goals (SDGs) during the period under review, but this was inconsistent across reporting years.

- **2015 and 2016:**
There was no explicit reporting or alignment with SDGs in these Annual Reports.
- **2016–2017:**
Tourism Fiji began incorporating SDGs into its reporting, adopting several goals including SDGs 3, 4, 5, 8, 10, 13, 14, 15, and 17, indicating a move towards aligning tourism development with broader sustainability objectives.
- **2017–2018:**
SDG reporting continued but with a reduced set of goals, focusing on SDGs 3, 5, 8, 10, 13, and 15.

While Tourism Fiji made initial progress in integrating SDGs particularly from 2016–2017 onwards, the reporting was not consistent or comprehensive, with some goals discontinued in later reports. This suggests that SDG integration was still evolving and not fully embedded in the organisation’s reporting and performance framework during the review period.

7.0 Conclusion

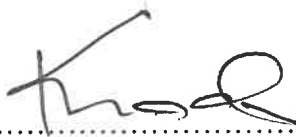
The Tourism Fiji Annual Reports for 2015–2018 reflect a period of strong growth in Fiji’s tourism sector, with record visitor arrivals, innovative marketing initiatives, and a significant contribution to economic activity, GDP, and foreign exchange earnings. These achievements demonstrate the important role Tourism Fiji has played in promoting Fiji as a global tourism destination.

However, from a parliamentary accountability and public sector governance perspective, the reports reveal significant gaps. The measurement of success has largely focused on visitor numbers and revenue growth, with limited assessment of value for money, regional distribution of tourism benefits, community participation, and long-term sustainability.

For tourism growth to deliver broader national benefits, stronger accountability mechanisms, transparent reporting, regional diversification, and greater support for community-based and emerging tourism destinations are required. The future direction of Fiji’s tourism sector must ensure that economic gains are shared more widely across communities and regions.

8.0 Committee Members' Signatures

We, the undersigned Members of the Standing Committee Economic Affairs, agree with the contents of this report.

 Hon. Sakiusa Tubuna Chairperson	
 Hon. Premila Kumar Deputy Chairperson	 Hon. Semi Koroilavesau Member
 Hon. Alipate Tuicolo Member	 Hon. Kalaveti Ravu Member
15/7/2026 	

9.0 Annexure

Published evidence

Written evidence, transcripts and supporting documents can be viewed on the Parliament website at the following link:

<https://www.parliament.gov.fj/committees/standing-committee-on-economic-affairs/>