



STANDING COMMITTEE ON ECONOMIC AFFAIRS

Review Report of the Ministry of Sugar Industry Annual Report 2021-2022



PARLIAMENT OF THE REPUBLIC OF FIJI
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Table of Acronyms

Acronym	Full Name
FSC	Fiji Sugar Corporation
iTLTB	iTaukei Land Trust Board
MoA	Ministry of Agriculture
MoSI	Ministry of Sugar Industry
SAF	Sustainable Aviation Fuel
SC-EA	Standing Committee on Economic Affairs
SCGC	Sugar Cane Growers Council
SCGF	Sugar Cane Growers Fund
SDP	Sugarcane Development and Farmers Assistance Programme
SDGs	Sustainable Development Goals
SIT	Sugar Industry Tribunal
SPFL	South Pacific Fertilizers Limited
SRIF	Sugar Research Institute of Fiji
SSF	Sugar Stabilization Fund

Chairperson's Foreword

On behalf of the Standing Committee on Economic Affairs, I am pleased to present this Review Report on the Ministry of Sugar Industry Annual Report 2021-2022. This Report reflects the Committee's assessment of the Ministry's performance, governance, accountability, and service delivery, based on its examination of the Annual Report, written submissions, oral evidence, stakeholder consultations, and extensive site visits conducted throughout Fiji's major cane-growing regions.

In accordance with its mandate under the Standing Orders of the Parliament of the Republic of Fiji, the Committee undertook a comprehensive review of the Ministry's operations, strategic priorities, and policy interventions during the period under review. Particular attention was given to the Ministry's role in supporting, coordinating and facilitating the sustainable development of Fiji's sugar industry, while overseeing the implementation of Government-funded programmes aimed at improving productivity, supporting growers, and strengthening the long-term viability of the sector.

The Committee acknowledges the Ministry's continued efforts to support the industry through a range of assistance programmes and strategic initiatives. During the 2021-2022 reporting period, the Ministry administered substantial Government support through the Sugar Stabilization Fund, Fertilizer Subsidy Programme, Weedicide Subsidy Programme, Cane Cartage Programme, Cane Access Road Programme, and Sugarcane Development and Farmers Assistance Programme. These interventions provided essential support to growers and industry institutions during a period marked by economic uncertainty, climate-related disruptions, and ongoing structural challenges affecting the sector.

Notwithstanding these efforts, the Committee observed that Fiji's sugar industry continues to face significant structural, operational and financial challenges. Evidence received throughout the review highlighted declining cane production, rising production costs, persistent labour shortages, ageing farming populations, land tenure uncertainties, climate-related vulnerabilities, declining grower participation, and increasing pressure on the sustainability of the industry's institutional framework. The Committee further notes that, despite substantial public investment and support measures, the desired improvements in productivity, profitability, and long-term sector resilience have yet to be fully realised.

As part of its review, the Committee travelled extensively across the Western and Northern Divisions and met directly with sugarcane farmers, grower representatives, industry institutions, and other key stakeholders. These consultations provided firsthand insight into the realities confronting growers and the wider industry. The Committee observed that concerns raised by farmers were consistently echoed across all cane-growing regions of Fiji. Growers highlighted the challenges posed by escalating harvesting, transportation, labour, fertiliser and farm input costs, while returns from sugarcane farming continue to decline. Stakeholders also raised concerns

regarding labour shortages, an ageing farmer population, declining youth participation, land lease insecurity, rising lease renewal premiums, and the increasing difficulty of maintaining commercially viable farming operations under existing conditions.

The Committee is particularly concerned that uncertainty surrounding land tenure arrangements continues to undermine investment confidence and long-term planning within the industry. The Committee also notes growing concerns regarding the increasing conversion of productive agricultural land for industrial, commercial and residential developments, which may reduce the availability of land suitable for sugarcane farming and constrain future agricultural growth. Protecting productive agricultural land and providing greater tenure security for growers will be critical to ensuring the long-term sustainability of Fiji's sugar industry.

The Committee further observed strong stakeholder support for a more modern, productive and diversified sugar industry. During consultations, stakeholders consistently emphasised the need to move beyond traditional sugar production and explore emerging opportunities in ethanol, sustainable aviation fuel (SAF), renewable energy, bioenergy generation and other value-added industries. The Committee considers these opportunities critical to creating new revenue streams, strengthening industry resilience, attracting investment and ensuring the long-term competitiveness of the sector in an increasingly challenging global environment.

The review also highlighted the importance of strengthening governance, accountability and coordination across industry institutions. Evidence received by the Committee pointed to concerns regarding fragmented service delivery, overlapping responsibilities, limited information sharing and weak coordination among key stakeholders. The Committee is of the view that stronger collaboration between the Ministry of Sugar Industry, Ministry of Agriculture, Fiji Sugar Corporation, Sugar Cane Growers Fund, Sugar Cane Growers Council, Sugar Industry Tribunal, Sugar Research Institute of Fiji, and the iTaukei Land Trust Board will be essential to ensuring that industry reforms are effectively implemented and that support provided to growers delivers meaningful and measurable outcomes.

The Committee's consultations with the Ministry and industry stakeholders further highlighted a number of important policy issues requiring continued attention, including mechanisation, farm consolidation, cane quality improvement, soil fertility management, climate resilience, youth participation, research and extension services, and the future implementation of the Cane Quality Payment System. The Committee recognises the Ministry's efforts in addressing many of these priorities; however, sustained improvements in productivity, profitability and industry performance will require evidence-based policy development, stronger monitoring frameworks, effective implementation and ongoing engagement with growers.

The Committee also notes with concern the delays in the submission and scrutiny of annual reports and emphasises that timely reporting remains essential for maintaining transparency, accountability and effective parliamentary oversight. The Committee expects that reporting

obligations will be met within the required timeframes to ensure that issues affecting the industry are identified and addressed promptly.

The findings and recommendations contained in this Report are intended to support the continued development, transformation and sustainability of Fiji's sugar industry. The Committee remains confident that, through effective leadership, stronger institutional coordination, targeted policy reforms, improved governance, modernisation, diversification and sustained stakeholder engagement, Fiji's sugar industry can overcome its current challenges and continue to play a critical role in supporting economic growth, rural livelihoods, agricultural development and national prosperity.

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 commend this Review Report to Parliament and respectfully urge all Hon. Members of this august House to take note of its findings and recommendations.



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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. Awantika Raj – Acting Senior Committee Clerk
- Mrs. Katie Batikawai – Acting Deputy Committee Clerk

Committee contact details.

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2.0 Introduction

The Standing Committee on Economic Affairs ('the Committee'), was referred the Ministry of Sugar Industry Annual Report 2021-2022 on Monday, 27th April 2026, 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 from 24th August 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 2024 Annual Report. During the Committee deliberations, Members analysed the content of the report, 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.

2.2 Oral Evidence Received

- 2.2.1 The Committee received a briefing and public submission from the Ministry of Sugar Industry on 8 September 2026.

2.3 Written Evidence Received

- 2.3.1 A written submission was received from the Ministry in response to the questions issued by the Committee.

2.4 Site Visits and Stakeholder Consultations

- 2.4.1 The Committee conducted site visits and stakeholder consultations with farmers from **24 August to 4 September 2026** to obtain firsthand insights into the challenges, concerns, and opportunities within the sector.

3.0 Committee Deliberations and Analysis

3.1 Background

The Ministry of Sugar Industry is the Government agency responsible for providing policy direction, strategic oversight, and coordination of programmes aimed at promoting the sustainability, competitiveness, and long-term development of Fiji's sugar industry. The Ministry works closely with key industry stakeholders, including the Fiji Sugar Corporation, Sugar Cane Growers Council, Sugar Research Institute of Fiji, Sugar Industry Tribunal, cane growers, and other sector partners to ensure the effective implementation of Government initiatives and industry reforms.

The Committee acknowledges the contribution of the sugar industry to Fiji's economy and rural communities, serving as a key source of employment, income generation, and economic activity. The Committee notes that the industry supports a substantial proportion of Fiji's population through sugarcane cultivation, harvesting, transportation, milling operations, and related support services. The Committee further notes the Government's continued commitment to the sector through the implementation of various assistance schemes and development programmes aimed at improving cane production, supporting growers, enhancing infrastructure, and strengthening the overall resilience and sustainability of the industry. Despite these interventions, the Committee observes that ongoing efforts are required to address existing challenges and ensure the long-term viability and competitiveness of the sugar sector.

3.2 Summary of the Ministry of Sugar Industry's Annual Report 2021-2022 Performance and Achievements

- Administered seven Government-funded sugar industry assistance programmes with a total allocation of \$72.2 million, supporting industry sustainability and farmer livelihoods.
- Maintained the Sugar Stabilization Fund, with Government providing \$46.9 million to guarantee a minimum cane price of \$85 per tonne, benefiting 11,444 cane growers.
- Facilitated the transport of 149,000 tonnes of sugarcane from the Penang Mill area to Rarawai Mill, benefiting 1,123 growers and ensuring continuity of cane delivery operations.
- Upgraded and maintained 3,149.8 kilometres of cane access roads, including the installation of 46 culverts and construction of 17 crossings, improving farm accessibility and cane transportation.

- Implemented the Fertilizer Subsidy Programme, resulting in the distribution of 545,709 bags of fertilizer to assist growers and improve sugarcane productivity.
- Supported farmers through the Weedicide Subsidy Programme, facilitating the distribution of weed control chemicals to enhance farm management and crop yields.
- Advanced sugarcane development and industry renewal through the Sugarcane Development and Farmers Assistance Programme, which supported the planting of 442.4 hectares of sugarcane.
- Strengthened research, innovation, and extension services through support to the Sugar Research Institute of Fiji (SRIF), including the implementation of 27 research projects, establishment of grower demonstration trials, and provision of soil testing and advisory services to farmers.

4.0 Committee Findings

The Committee conducted a thorough review of the Ministry's 2021 Annual Report and public submissions from the Ministry. The following findings are presented for the attention of Parliament:

4.1 Declining Industry Productivity and Sustainability

The Committee noted that despite significant Government assistance programmes, the sugar industry continues to face declining cane production, low productivity levels, reduced profitability, and increasing operational challenges. Stakeholders highlighted the need for greater focus on improving farm productivity, cane quality, and long-term industry sustainability.

4.2 Land Tenure Insecurity Affecting Investment

The Committee found that uncertainty surrounding agricultural lease renewals and high lease renewal premiums remain significant challenges affecting farmer confidence, investment decisions, farm development, and long-term production planning. Growers consistently identified tenure security as one of the greatest barriers to industry growth.

4.3 Labour Shortages and Ageing Farmer Population

The Committee noted widespread concerns regarding persistent labour shortages and the ageing demographic of sugarcane farmers. Farmers reported increasing difficulties in securing labour for harvesting and farm maintenance, while younger generations continue to show lack of interest in entering the industry.

4.4 Conversion of Fertile Agricultural Land

The Committee notes with concern the increasing prevalence of underutilised and idle fertile agricultural land across Fiji, as highlighted through stakeholder submissions from growers and observations made during site visits. The Committee further observes that the ongoing conversion of productive agricultural land for industrial, commercial, and residential developments may reduce the availability of land suitable for sugarcane farming and other agricultural activities. This trend has the potential to constrain future agricultural growth, weaken domestic food and sugar production capacity, and undermine national efforts to sustain and expand the agricultural sector.

4.5 Coordination and Governance

The Committee notes concerns regarding the effectiveness of coordination and governance arrangements among key institutions within the sugar industry, including the Ministry responsible for Sugar, the Ministry of Agriculture, the Fiji Sugar Corporation, the Sugar Cane Growers Fund, the Sugar Cane Growers Council, the Sugar Industry Tribunal, and the iTaukei Land Trust Board (iTLTB). Evidence received during the review highlighted instances of overlapping responsibilities, fragmented service delivery, limited inter-agency collaboration, and governance challenges that have affected decision-making and operational efficiency. The Committee is concerned that insufficient coordination among these agencies may hinder the timely implementation of industry initiatives, reduce the

effectiveness of support provided to growers, and impact the overall performance and sustainability of the sugar industry.

4.6 Need for Industry Diversification and Value-Added Development

The Committee observed broad stakeholder support for diversifying beyond traditional sugar production. Opportunities identified included ethanol production, sustainable aviation fuel (SAF), bioenergy, renewable energy initiatives, and other value-added sugar by-products to strengthen industry resilience and create additional revenue streams.

4.7 Improve Research, Extension Services and Farmer Education

The Committee found that although research and development activities are being undertaken, farmers expressed concerns regarding the limited transfer of research outcomes to growers. Stakeholders highlighted the need for stronger extension services, greater adoption of modern farming practices, improved soil management, and increased awareness of high-performing sugarcane varieties.

4.8 Improve submission of Annual Reports

The Committee noted with concern the delay in the tabling and subsequent review of the Ministry's 2021-2022 Annual Report. Timely submission and scrutiny of annual reports are essential to ensuring parliamentary oversight, transparency, accountability, and the effective monitoring of public resources and programme implementation.

4.9 Cane Quality Payment System Requires Further Consultation and Stakeholder Preparedness

The Committee notes that the proposed Cane Quality Payment System (CQPS) has been identified as a key reform initiative aimed at improving sugar recovery rates, enhancing cane quality, and promoting greater efficiency within the sugar industry. However, the Committee found that significant concerns remain among growers and industry stakeholders regarding the proposed system, including its implementation arrangements, transparency, fairness, and potential impact on grower incomes. During consultations, stakeholders emphasised the need for comprehensive awareness programmes, technical preparedness, and extensive engagement with growers before any transition to a quality-based payment mechanism is undertaken.

4.10 Limited Access to Mechanisation and Affordable Agricultural Finance

The Committee notes that growers continue to face significant barriers in accessing mechanisation and affordable financing required to improve productivity and address ongoing labour shortages. Stakeholders consistently highlighted the high cost of harvesting equipment, tractors, transport vehicles, and other agricultural machinery, together with limitations in existing financing arrangements. The Committee is concerned that inadequate access to mechanisation and affordable finance is constraining farm efficiency, increasing production costs, and limiting the industry's ability to modernise and remain competitive.

5.0 Committee Recommendations

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

5.1 Develop a Comprehensive Industry Transformation Strategy

The Ministry should develop and implement a long-term Sugar Industry Transformation Strategy focused on increasing productivity, improving cane quality, enhancing operational efficiency, and supporting the sustainable growth of the industry through measurable performance targets.

5.2 Strengthen Land Tenure Security

Committee recommends that the Ministry responsible for Sugar, in collaboration with the iTaukei Land Trust Board, the Ministry of Lands, the Ministry of Agriculture, landowners, and other relevant stakeholders, undertake measures to strengthen land tenure security within the sugar industry. This should include facilitating the timely renewal of agricultural leases, improving stakeholder engagement during lease negotiations, and reviewing existing lease-related arrangements to provide greater certainty for growers. The Committee further recommends that these efforts promote long-term investment in sugarcane farming, enhance productivity and sustainability within the sector, and ensure that landowners continue to receive fair and equitable returns from the use of their land.

5.3 Promote Youth Participation and Workforce Renewal

The Committee recommends that the Ministry of Sugar Industry, in collaboration with the Ministry of Agriculture, educational institutions, industry stakeholders, and relevant development partners, develop and implement targeted programmes aimed at attracting and retaining young people in sugarcane farming and related agricultural activities. These initiatives should include skills training, entrepreneurship opportunities, succession planning support, access to land and finance, mechanisation assistance, and awareness programmes that promote agriculture as a viable and sustainable career pathway. Committee further recommends that special emphasis be placed on increasing youth participation within cane-growing communities to strengthen workforce renewal and support the long-term sustainability of Fiji's sugar industry.

5.4 Protection of Agricultural Land Through National Land Use Policy

The Committee recommends that the Government formulate a National Land Use Plan to safeguard fertile agricultural land for agricultural purposes. Priority should be given to preserving productive farmland and limiting its conversion for industrial, residential, and other non-agricultural developments.

5.5 Strengthen Institutional Coordination and Accountability

The Committee recommends that the Ministry responsible for Sugar take the lead in strengthening coordination, collaboration, and accountability among all key sugar industry institutions, including the Ministry of Agriculture, Fiji Sugar Corporation, Sugar Cane Growers Fund, Sugar Cane Growers Council, Sugar Industry Tribunal, and the iTaukei Land

Trust Board. This should include the establishment of effective information-sharing mechanisms, regular inter-agency consultations, clear performance monitoring frameworks, and coordinated planning processes. The Committee further recommends enhanced collaboration between the Ministry responsible for Sugar and the Ministry of Agriculture to improve policy alignment, streamline programme delivery, maximise resource utilisation, and ensure a cohesive and sustainable approach to the development and growth of the sugar industry.

5.6 Advance Value-Added Industry Development

The Committee recommends that the Ministry of Sugar Industry expedite the implementation of diversification initiatives within the sugar industry, including value-added sugar products, ethanol production, sustainable aviation fuel (SAF), renewable energy, and other cane-based industries. The Ministry should also ensure that recommendations arising from previous studies and assessments are effectively implemented to support industry sustainability, improve profitability, and create new economic opportunities for growers and industry stakeholders.

5.7 Enhance Research and Extension Services

The Ministry should strengthen collaboration with the Sugar Research Institute of Fiji and relevant stakeholders to improve extension services, promote modern farming practices, increase farmer outreach programmes, and ensure research findings are translated into practical on-farm improvements.

5.8 Timely Submission of Annual Reports

The Ministry should strengthen its internal reporting and coordination mechanisms to ensure that annual reports are prepared, finalized, and submitted within the statutory timeframe. The Ministry should also work closely with relevant authorities to facilitate the timely tabling of reports in Parliament, thereby enhancing transparency, accountability, and effective parliamentary oversight.

5.9 Strengthen Consultation on the Cane Quality Payment System

The Committee recommends that the Ministry responsible for Sugar undertake extensive stakeholder consultations, awareness programmes, and technical assessments prior to the implementation of the Cane Quality Payment System. The Ministry should ensure that growers fully understand the proposed payment framework, its implications, benefits, and operational requirements. The Committee further recommends that pilot testing and independent evaluations be undertaken before national implementation to ensure transparency, fairness, and industry acceptance.

5.10 Expand Support for Mechanisation and Agricultural Financing

The Committee recommends that the Ministry responsible for Sugar, in collaboration with the Sugar Cane Growers Fund, financial institutions, and relevant stakeholders, expand access to affordable financing for agricultural machinery and farm modernisation. Consideration should be given to increasing loan ceilings, strengthening support for cooperatives, introducing concessional financing arrangements, and expanding assistance

programmes that promote mechanisation and productivity improvements across the sugar industry.

6.0 Sustainable Development Goals

The Committee noted that, unlike the previous review period where no Sustainable Development Goals (SDGs) were captured, the Ministry of Sugar Industry Annual Report 2021-2022 demonstrates alignment with several SDGs through its programs and activities.

SDG 1: No Poverty

The Ministry's assistance programmes, including the Sugar Stabilization Fund, Fertilizer Subsidy Programme, Weedicide Subsidy Programme, and Sugarcane Development Programme, contribute towards improving the livelihoods and income security of cane farmers and rural communities that depend on the sugar industry.

SDG 2: Zero Hunger

The Ministry supports agricultural productivity and sustainable food systems through initiatives aimed at enhancing sugarcane production, improving farm resilience, promoting research and development, and strengthening support services for growers.

SDG 8: Decent Work and Economic Growth

The sugar industry remains a major contributor to rural employment and economic activity. Through industry support programmes, infrastructure development, and policy interventions, the Ministry contributes to sustaining employment opportunities and economic growth within the sector.

SDG 9: Industry, Innovation and Infrastructure

The Ministry supports the development and maintenance of cane access roads, crossings, and other industry infrastructure while promoting research, innovation, and improved farming practices through collaboration with industry institutions such as the Sugar Research Institute of Fiji.

SDG 12: Responsible Consumption and Production

The Ministry encourages sustainable agricultural practices, efficient resource utilisation, and improved farm management through extension services, research programmes, and support initiatives aimed at enhancing productivity and environmental sustainability.

SDG 13: Climate Action

The Ministry contributes to climate resilience through initiatives that support sustainable farming practices, improved land management, research into climate-resilient sugarcane varieties, and measures aimed at strengthening the industry's ability to adapt to climate-related challenges.

SDG 17: Partnerships for the Goals

The Ministry works in partnership with key stakeholders, including the Fiji Sugar Corporation, Sugar Cane Growers Council, Sugar Research Institute of Fiji, Sugar Industry Tribunal,

development partners, and cane growers to support the sustainable development of the sugar industry.

7.0 Conclusion

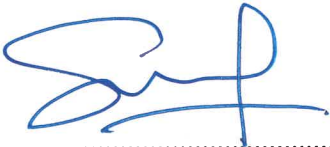
The Standing Committee on Economic Affairs acknowledges the efforts of the Ministry of Sugar Industry in supporting Fiji's sugar industry through various assistance programmes, policy initiatives, research support, and infrastructure development during the 2021-2022 reporting period. These interventions provided important support to cane growers and contributed to sustaining the industry during a period of significant economic and operational challenges.

Notwithstanding these efforts, the Committee remains concerned about the ongoing challenges facing the industry, including declining cane production, labour shortages, land tenure insecurity, rising production costs, limited mechanisation, and broader sustainability concerns. The Committee is of the view that addressing these issues will require stronger coordination among industry stakeholders, targeted policy reforms, continued support for growers, and effective implementation of industry development initiatives.

The Committee therefore commends the Ministry of Sugar Industry and all stakeholders supporting the sector and trusts that the findings and recommendations contained in this Report will contribute towards a more productive, sustainable, and resilient sugar industry that continues to support Fiji's economic growth, rural livelihoods, and national development.

8.0 Committee Members' Signatures

We, the undersigned Members of the Standing Committee on 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
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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/>