

INDONESIA PROFILE

Main seafood products

Indonesia is a large producer of seafood and an important supplier to the UK market. Overall fishery production totalled 15.26 million tonnes in 2012, 5.81 million tonnes of wild capture and 9.45 million tonnes of aquaculture. Up to 95% of all Indonesian seafood comes from artisanal fishermen using traditional means. Shrimp dominates exports, followed by frozen fish and fresh fish. Fishery exports have increased strongly in recent years, mainly to the U.S. and Japan, followed by the EU.

Indonesia is a major tuna producer (some 65% skipjack, and 25% yellowfin), with the largest tuna-producer in the world accounting for some 15% of global production. Shrimp is the main fishery export commodity, and growing in importance. The Global Aquaculture Alliance (GAA) has projected average annual growth of over 10% for Indonesian shrimp production between 2012-2015. With over a million hectares available for shrimp breeding, Indonesia has the potential to become the world's largest shrimp producer. The country has also become the world's largest supplier of tilapia, and in 2012 Indonesian tilapia became the first farmed fish to receive ASC certification.

Seafood exports to UK

Seafood exports to the UK have been increasing steadily in recent years. In 2014 the UK imported UK£ 61,103,061 of seafood products from Indonesia, a total of just over 14 million kg. By value, the most important species were tuna (£ 21,994,904), warm water shrimps and prawns (UK£ 18,722,956), prepared and preserved shrimps and prawns (UK£ 12,907,964) and crabs (UK£ 6,966,494). Smaller amounts were imported of salmon (UK£ 460,662) and pollack (UK£ 45,081).

Employment in seafood

An estimated 3.8 million fishers and 550,000 fishing vessels operate in Indonesian marine waters. Over 2 million people are involved in the aquaculture industry, representing some 40% of all people engaged in fisheries (FAO, 2005). More recent figures provided by the Indonesia Investment Coordinating Board (BKPM) official website were that 2,641,967 persons were employed as fishers, and 913,788 in other employment in the fishing industry, in 2009¹.

Human trafficking and forced labour indicators and rankings

Indonesia is ranked in Tier 2 in the 2015 U.S. Trafficking in Persons² (TIP) Report. Each of Indonesia's 34 provinces is a source and destination of trafficking. The government estimates 6.2 million Indonesians—many of whom are women—work abroad, mostly in domestic service, construction, factories, or on plantations or fishing vessels. In October 2014, the government passed amendments to the 2006 Witness and Victim Protection and the 2002 Child Protection laws, which allow victims to obtain restitution from their traffickers, and there were reports that some

¹ BKPM, "Fisheries industry at a glance", Agribusiness Update, 2011.

² United States Trafficking in Persons Report 2015 <http://www.state.gov/j/tip/rls/tiprpt/>

victims were awarded compensation during the year, including 55 men subjected to forced labour on fishing vessels in international waters.

The government reported³ an increase in foreign and Indonesian fishermen subjected to forced labour on Indonesian and foreign-flagged fishing vessels—many operating out of Thailand's fishing industry—in Indonesian waters. In March 2014, authorities convicted one trafficker for subjecting men to forced labour and debt bondage on a fishing vessel operating in international waters; he was sentenced to one year in prison.

In December 2014 the government began freezing fishing licenses and destroying boats in a crackdown on illegal fishing. The government publicly acknowledged that victims of trafficking were likely among the crew of these boats. After a March 2015 media investigation⁴ reported more than 1,000 potential victims of forced labour on fishing vessels were stranded or detained on the island of Benjina, the government initiated efforts to identify and rescue victims. At the close of the reporting period, the government declared its intent to investigate potential trafficking crimes, though it had not yet done so. The government transferred 367 fishermen to temporary shelter in Tual and facilitated screening from an international organization and repatriation.

The U.S. Department of Labor, in its 2014 'List of Goods Produced by Child Labor or Forced Labor', lists Indonesian fish among goods produced under forced or child labour conditions.

In 2014, the Australia-based Walk Free Foundation ranked Indonesia No. 102 in its *Modern Slavery Index*⁵, giving an estimate of over 700,000 people in modern slavery. It affirmed that forced labour of both adults and children is used in the fishing industry, this includes on boats, in factories, on *jermaal* fishing platforms, or offshore live-in fishing vessels.

On the issue of corruption, Indonesia was ranked 114 out of 177 countries by Transparency International in 2013, with parliament, the police and judiciary considered to be the least trustworthy public institutions.

Ratification of international human rights and labour instruments

United Nations treaties and procedures

Indonesia has had a good record in the ratification of these international instruments, particularly since the onset of democratization in the 1990s. These instruments include, with their date of ratification:

- Convention on the Elimination of All Forms of Discrimination against Women (1984)
- Convention on the Rights of the Child (1990)
- Convention against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment (1998)

³ See footnote 2.

⁴ <http://www.dailymail.co.uk/news/article-3024148/Fishermen-rush-rescued-amid-Indonesian-slavery-probe.html>

⁵ Global Slavery Index 2014 http://d3mj66ag90b5fy.cloudfront.net/wp-content/uploads/2014/11/Global_Slavery_Index_2014_final_lowres.pdf

- International Convention on the Elimination of All Forms of Racial Discrimination (1999)
- International Covenant on Civil and Political Rights (2006)
- International Covenant on Economic, Social and Cultural Rights (2006)
- International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (2012)

Indonesia has also accepted a number of country visits under special UN procedures, on issues including torture, the human rights of migrants, the independence of judges and lawyers, and the situation of human rights defenders.

International Labour Organization (ILO) Conventions⁶

In 1999, Indonesia became the first country in Asia and the Pacific to ratify all of the ILO's eight core labour standards covered by its Declaration on Principles and Rights at Work (the Conventions on forced labour, child labour and its worst forms, freedom of association and collective bargaining, and non-discrimination). It has ratified a total of 18 ILO Conventions since becoming a member in 1950.

Fisheries policy and management structure

The Ministry of Marine Affairs and Fisheries (MMAF), created in 1999, is responsible for fisheries management at the national level. Positive elements of the institutional framework and management structure include: the establishment of 11 fishery management areas, fishery management plans, consultation in the development of these plans, and stakeholder forums to discuss and provide input.

In April 2015 the Singapore-based Rajaratnam School of International Studies (RSIS)⁷ reported on Indonesia's maritime coordination problem (with 12 national agencies responsible for maritime security affairs, including the navy, the national police, the transportation ministry, and the maritime affairs and fisheries ministry itself). In 2005 the Maritime Security Coordinating Board (BAKORKAMLA) was established to streamline maritime security between these agencies. In December 2014 a new Maritime Security Agency (BAKAMLA) was created by the present Government, with a greater command authority to coordinate and deploy the assets of different agencies, rather than merely to share information. It will also be equipped with a far larger staff and fleet to act as the equivalent of a coastguard, and to be involved in activities to curb illegal, unregulated and unreported (IUU) fishing.

As RSIS observes, the real boost for BAKLAMA will come when a more comprehensive regulation is issued, clarifying its role vis-à-vis other agencies. It started with only three patrol boats, and a budget of only US\$ 40 million for the current financial year. In February 2015 the House of Representatives approved an additional US\$ 56 million for the current financial year. It was announced furthermore that BAKLAMA would be receiving 30 domestically produced patrol boats, and that some agencies would be donating vessels.

⁶ The International Labour Organization's Fundamental Conventions
http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_095895.pdf

⁷ Indonesia's Maritime Doctrine and Security Concerns. 9 April 2015. <https://www.rsis.edu.sg/rsis-publication/idss/indonesias-maritime-doctrine-and-security-concerns/#.VehVJbFwa1s>

Control of IUU fishing and related labour abuse

Perceptions are that IUU fishing in Indonesian waters has been extremely widespread. *The Economist* (3 January 2015) cites estimates that the annual cost to Indonesia has been US\$ 3 billion per year. The President recently claimed that as much as 90% of the 5,400 vessels fishing in Indonesian waters every day are illegal. As one analyst has observed (John G Sutinen, USAID Consultant, *Final Report on Indonesian Fisheries Policy, January 2013*)⁸, the problem of IUU fishing is part of the very large maritime security problem faced by the country. It is part of many illegal activities at sea, including piracy and human trafficking, and tackling it effectively will require coordination by several Indonesian and regional authorities. A Maritime Security Act has been tabled to this effect, to execute all maritime law enforcement activities at all levels of district, provincial and national government.

In April, *SeafoodSource* reported (22 April 2015) that “Indonesia vows to end illegal fishing, and slavery in its waters”. Several steps had been taken to tackle illegal fishing, such as carrying out checks on the larger domestic and foreign vessels. According to an MMAF Director General, by the end of the month Indonesia would have details on the number of vessels operating in the country’s waters and the number that “needs to be sent home”, and was working closely to this effect with the Philippines, Thailand and Vietnam. Through its IUU crackdown, the Government had recently discovered some cases of slavery, involving some 2,257 foreign crew members. Some 400 had so far been evacuated to their home countries of Cambodia, Laos and Myanmar with the assistance of the International Organisation for Migration (IOM) and human rights institutes. A new legal process was under way to deal with the remainder. Two task forces were created in April, one on IUU, the other on slavery concerns.

Reporting on Migrant Slavery in Ambon, March 2015

In late March 2015 Associated Press (AP) published a high profile article on the slavery-like conditions experienced by foreign migrant fishers on the Indonesian island of Ambon. It focuses on the island village of Benjina, where AP interviewed more than 40 “current and former slaves” from Myanmar in a year-long investigation. The investigation focused largely on one company, *Pusaka Benjina Resources*, one of the major fishing companies in Eastern Indonesia. It operates a number of boats with Thai captains, and which are suspected to be Thai-owned. AP reported that these vessels are often given fake Thai names and documentation, and continue to operate partly due to bribery at top levels of the Indonesian government.

The Indonesian government responded swiftly through the measures listed above, establishing a Task Force on slavery as well as IUU fishing, securing the rescue of large numbers of entrapped fishers, and enlisting the IOM to facilitate repatriation to home countries including Cambodia, Laos, Myanmar and Thailand.

Partnerships and improvement projects

The Sustainable Fisheries Partnership (SFP) has been implementing an East Java Shrimp Aquaculture Improvement Project since 2013. Its last update is from March

⁸ Evaluation of the USAID-MMAF Marine Resources Program (MRP), Indonesia. March 2013.
<http://monev.imacsindonesia.com/imacs/Report/mrp/pa00jmk1.pdf>

2015. SFP has secured a grant to improve skills and knowledge of smallholder producers and women beneficiaries. Training programmes will promote zonal management nationwide, and also strengthen links with local processors and suppliers, improving quality and traceability. A roundtable has been supporting MMAF by establishing a roadmap for aquaculture development in Indonesia. From publicly available information, there is no indication that labour and human rights concerns have been addressed in this improvement project.

An Indonesian Tuna Fishery Improvement Project (FIP) has been implemented by SFP, and transferred in March 2014 to PT Intimas Surya. Other FIP participants include Amacore, Cannon Fish, Open Seas, North Atlantic and Seafood Exchange. FIP stakeholders are WWF Indonesia, the Indonesian Tuna Association (ASTUIN), the Indonesian Tuna Longline Association (ATLI) and MMAF. Objectives are to promote traceability, improve accurate data on catches, and collaborate with other NGOs working on tuna fisheries issues in the country. From the most recent update, there is no indication that labour concerns have been addressed as such.

Overall risk assessment

Indonesia should be considered a country of medium risk, though also a country whose government has recently strengthened its efforts to prevent and eradicate labour abuse, including forced labour and human trafficking on foreign owned or flagged vessels in Indonesian waters. The vast size of Indonesia's territorial waters, and the presence of fishing fleets from different countries within them, means that the risk of abuse will remain until Indonesia can increase its monitoring and enforcement capacity, together with heightened vessel registration.

The extensive NGO involvement, and the various partnerships within the seafood industry, suggest that there is a positive environment for addressing the concerns. UK seafood importers should closely follow the activities of the task forces on slavery and IUU fishing, using their influence to press for specific remedial measures against any problems detected. It would also be useful to identify ways in which labour concerns can be addressed within the framework of existing FIPs.

For further information

- **United States Trafficking in Persons Report 2015**

<http://www.state.gov/j/tip/rls/tiprpt/>

The Department places each country in this Report onto one of four tiers, as mandated by the Trafficking Victims Prevention Act (TVPA). This placement is based more on the extent of government action to combat trafficking than on the size of the country's problem. The analyses are based on the extent of governments' efforts to reach compliance with the TVPA's minimum standards. Tier one is the best ranking and Tier 3 the worst.

- **Global Slavery Index 2014**

http://d3mj66aq90b5fy.cloudfront.net/wp-content/uploads/2014/11/Global_Slavery_Index_2014_final_lowres.pdf

The Global Slavery Index estimates the prevalence of modern slavery country by country, the absolute number by population, how governments are tackling modern slavery, and what factors explain or predict the prevalence of modern slavery. Rankings range from 1 to 167 - with 1 the worst and 167 the best, in terms of the prevalence of the population in modern slavery. This is based on three factors: estimated prevalence of modern slavery by population, levels of

child marriage and levels of human trafficking into and out of the country. This gives a ‘weighted measure’.

- **The International Labour Organization’s Fundamental Conventions**

http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_095895.pdf

Ratifications of fundamental Conventions and Protocols by country

http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:10011:0::NO::P10011_DISPLAY_BY,P10011_CONVENTION_TYPE_CODE:1,F

This is an information service provided by Seafish for industry and key stakeholders. To the best of our knowledge this information is factually correct at the date of publication.

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