



DISPLACEMENT
SOLUTIONS

Preparing the Ground

*Feasibility Studies on the Possible Relocation From Kiribati
and Tuvalu to Fiji Because of Climate Change*

June 2012







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Introduction

The vast effects of climate change - a crisis that is predicted to force the migration of 200 million (or more) people by 2050 - necessitates that a variety of adaptation measures are implemented to protect climate displaced communities around the world.

The importance of planned relocation as one of the central aspects of climate adaptation has been increasingly acknowledged at the international level. For instance, this sentiment has been reflected in the Report of the 16th Conference of Parties to the United Nations Framework Convention on Climate Change at Cancun in 2010, which:

14. *Invites* all Parties to enhance action on adaptation under the Cancun Adaptation Framework, taking into account their common but differentiated responsibilities and respective capabilities, and specific national and regional development priorities, objectives and circumstances, by undertaking, inter alia, the following: ...

(f) Measures to enhance understanding, coordination and cooperation with regard to *climate change induced displacement, migration and planned relocation*, where appropriate, at the national, regional and international levels...

The pertinence of planned climate relocation is nowhere as apparent as in Kiribati and Tuvalu – two of the most vulnerable nations to the effects of climate change, graced with land masses that rise little more than three metres above sea level. The effects of climate change are already being felt in both countries as natural disasters worsen, and development challenges are increasingly difficult to attain. Indeed, the 2011 Tuvalu drought (which gave rise to a national state of emergency) was a harsh warning of what is yet to come, drawing

attention to the insecurity of life on these atoll nations. In the face of this vulnerability, relocation might not be a possibility – it might prove to be a necessity.

Although Kiribati and Tuvalu have not remained idle in the face of this looming crisis, thus far inter-country relocation has not featured as a central component of their various climate adaptation measures. Rather, both countries have rightly been outspoken advocates for the pro-active mitigation of, and adaptation to climate change at UN and other international platforms. Additionally, they have initiated a number of national adaptation measures through the Kiribati Adaptation Programme and the Tuvalu Adaptation Programme designed to delay climate change impacts to the greatest degree and for the longest duration possible. These efforts have largely focused on technological and engineering solutions, including the construction of seawalls to protect key locations and the development of infrastructure to safeguard fresh-water supplies.

These physical adaptation measures have been complemented by a number of migration and labour mobility schemes that have provided i-Kiribati and Tuvaluans with training and financial opportunities in Australia and New Zealand. As a by-product of these schemes, social connections have been formed between families and communities in the Pacific and those in Australia and New Zealand. These connections will prove invaluable – facilitating

further migration between these countries as climate change intensifies and increasing the likelihood of successful migration outcomes.

Although these adaptation measures are both admirable and likely to be of significant benefit to both Kiribati and Tuvalu, they are limited by their reluctance to investigate or even consider the possibility of planned relocation should adaptation prove incapable of protecting the land interests of affected communities. It seems inevitable that physical adaptation will only partially protect the citizens, resources and infrastructure of these countries over the coming decades, given that the cost of more comprehensive solutions would far exceed the resources available to Kiribati and Tuvalu. As a consequence, there is a distinct likelihood that the populations of these countries will have to move *en masse* at some point in the future. Relying solely on migration schemes in such an event would have serious implications for the people of these countries; indeed it is not difficult to envisage culturally and socially dislocated diasporas of i-Kiribati and Tuvaluans forming in Australia and New Zealand if this were to occur.

In the event that the physical territorial integrity of Kiribati and Tuvalu cannot be maintained, planned relocation of some kind would be the only alternative to spontaneous, unorganised international migration. Experience has shown time and again that successful relocation is anything but a certainty. Thorough planning is essential. Thus, the investigation of

planned relocation as a solution to climate change in Kiribati and Tuvalu alongside other adaptation measures is essential to avoid failed relocation outcomes and to ensure the protection of the human rights of the citizens of Kiribati and Tuvalu to the greatest possible extent. If implemented correctly, this approach could ensure that at least some land is reserved for each country to serve as a cultural, and potentially sovereign or autonomous, home base. Such places would have both practical and symbolic importance for the peoples of these nations.

From this perspective, recent discussions on the possibility of relocation in both Kiribati and Tuvalu are encouraging in terms of seriously contemplating what could become an inevitability. The acquisition of a 5,000-acre tract of land in Vanua Levu, Fiji by the Kiribati Government is perhaps the first precursor to a much needed shift of focus to relocation as one of the solutions to climate displacement in the Pacific. Relocation has also entered the political discourse in Tuvalu, where popular interest in possible relocation to various locations (including to Kioa Island in Fiji, which is mainly populated by Tuvaluans) has been noted during intensive public discussions.

Building upon this new interest in planned relocation in both Kiribati and Tuvalu and acting upon the sentiments of Cancun outlined above, this practically oriented project by Displacement Solutions Australia (DSA) will investigate the prospect of planned relocation as a long-term, rights-based durable

solution to climate displacement affecting the people of Kiribati and Tuvalu. For the first time, this project will examine the feasibility of possible relocation by i-Kiribati citizens to Vanua Levu, Fiji and Tuvaluan citizens to Kioa Island, Fiji. Over the course of 30 months, the project will help to significantly expand local community capacity in Kiribati and Tuvalu to engage with these issues through helping to establish the first community-based organisations to focus on climate displacement and relocation as elements of broader adaptation initiatives. In addition, the project will develop a series of preliminary feasibility studies to assist the people and Governments of these countries to ensure that any relocation that does take place is carried out in the best possible manner, and is in the best interests of all concerned. To further complement the current climate adaptation approaches in these countries, DSA will conduct an international workshop on inter-island relocation near the conclusion of the project in late 2014.

While climate displacement may not necessarily occur at a large scale in both countries in the immediate term, it is incumbent upon these countries, as well as the possible host communities in Fiji, to ensure that, if relocation does eventually proceed, this is done in the most efficient, fair and effective way possible, and in full conformity with the rights and duties of everyone concerned. By thoroughly working on the issue from a number of angles, this project will significantly contribute toward this objective.

Project Goals and Outputs

PROJECTS 1 AND 2

Community-Based Organisation Development and Capacity Building in Kiribati and Tuvalu

Projects 1 and 2 will involve the establishment and capacity building of a separate community-based organization (CBO) in both Kiribati and Tuvalu, which will act as focal points and civil society advocacy groups within both countries, as well as functioning as information clearinghouses, advisors and providers of expertise and assistance on all matters relating to planned relocation.

Over the course of these projects, expert community organisers will make 18 visits to South Tarawa, Kiribati, Funafuti, Tuvalu and various locations in Fiji (two per year, per country). During these one to two month-long visits, the experts will identify suitable groups and individuals in each country to work for a CBO dedicated to climate displacement in that country. These experts will then work alongside those active within each CBO to build the capacity of these organisations by helping them develop organisational names and logos, plans of action, budgets, local, regional and global networks, and general expertise on climate displacement issues and possible relocation measures. The new CBOs should be fully self-sufficient by the conclusion of the project in December 2014.

DSA will regularly visit Kiribati and Tuvalu to oversee the formation and development of these organisations. Among other things, DSA will work with the CBOs to incorporate housing, land and property rights into their methodologies, conduct workshops with staff members on this very topic and bring two inspiring and experienced directors of climate displacement organi-

sations - Ursula Rakova of Tulele Peisa, Papua New Guinea, and Arifur Rahman of Young Power in Social Action, Bangladesh - to share lessons learned on establishing similar organisations elsewhere.

These newly formed CBOs will be central players in implementing and further refining this project and its various outputs, as well as ensuring proper follow-up and possible continuation at the completion of the project cycle in December 2014. More generally, they will ensure that an increased understanding of the socio-economic effects of climate change and the potential need for relocation emerges in both Kiribati and Tuvalu. They will also develop the capacity to formulate appropriate adaptation measures which include relocation options for the citizens of these countries, their Governments, UN agencies and civil society organisations.

PROJECTS 3 AND 4

Feasibility Studies on Possible Relocation of i-Kiribati to Vanua Levu, Fiji and Tuvaluans to Kioa Island, Fiji.

Concurrent with the establishment of CBOs in Kiribati and Tuvalu, a series of expert missions to Fiji will be conducted under Projects 3 and 4. These missions - which form the central core of the Preparing the Ground project - will involve several intensive on-site feasibility studies on the possible resettlement of some i-Kiribati citizens to Vanua Levu, Fiji and a portion of Tuvaluans to Kioa Island, Fiji.

For each feasibility study, leading global experts in six fields - physical planning, land rights and tenure security, human settlements and housing, law, community organising and anthropology - will be identified and approached to participate in the project. To undertake the necessary research and assessment, these expert teams will participate in annual field visits to both current communities and potential host communities - either Funafuti, Tuvalu and Kioa Island, Fiji or South Tarawa, Kiribati and Vanua Levu, Fiji. During these visits, teams will meet with local and national politicians, community leaders, UN officials and NGOs. To complement their in-country findings, these experts will carry out extensive research outside of the field visits. After the study has been completed, DSA will then facilitate the publication of the findings, and in particular, disseminate these publications to all relevant stakeholders.

In carrying out the feasibility studies, DSA will actively collaborate with the CBOs developed under Projects 1 and 2, as well as the relevant Government departments, to guarantee the input of all stakeholders. More specifically, the Vanua Levu feasibility study

"will be conducted in close consultation with the Office of the President and the Ministry of Environment, Land and Natural Resource Development of the Kiribati Government, and various departments of the Government of Fiji.

In addition, DSA will liaise with the Tuvalu Government's Ministry of Foreign Affairs and the Ministry of Natural Resources, Energy and Environment in completing the Kioa Island feasibility study.

By exploring the practical feasibility of relocating communities from these countries to the larger and safer islands of Fiji, these Projects will increase the appreciation by the Governments of Fiji, Kiribati and Tuvalu and their citizens of the socio-economic and other effects that the immensely complex and invariably difficult process of relocation may have upon these societies. Furthermore, the studies produced under these Projects will constitute the basis upon which any subsequent i-Kiribati or Tuvaluan relocation efforts will be built.

PROJECT 5

International Workshop on Inter-Island Relocation

Project 5 will involve the coordination and hosting of an international workshop on inter-island relocation in Fiji and the simultaneous development of a plan of action for further relocation-related work in the region.

DSA will identify and invite potential workshop participants from the newly formed CBOs in Kiribati and Tuvalu, in-country UN agencies, NGOs, community leaders and Government officials from Fiji, Kiribati and Tuvalu. DSA will then host this workshop, which will place particular emphasis on the role of housing, land and property rights in relocation efforts as well as focusing on specific cross-cutting issues such as gender, disability, environmental sustainability and disaster risk reduction. To raise both the profile of this event and awareness about inter-island resettlement, DSA will seek coverage of the event by news reporters from Australia, New Zealand and the Pacific.

This workshop will further increase awareness and understanding of the issues with and consequences of inter-island relocation, and build the capacity of various Fijian, Kiribati and Tuvaluan bodies - Government, UN and civil society – to pursue comprehensive and effective relocation measures as solutions to climate displacement.



PROJECT TIME-FRAME

All Projects will be completed
by December 2014.



Displacement Solutions Australia

Displacement Solutions Australia (DSA) is the sister organisation of Displacement Solutions (DS), and acts as DS' implementing arm in the Asia-Pacific region. DS/DSA use human rights law, international law and domestic laws as the guiding references in all their work. Since 2006, DS/DSA have worked in Australia, Bangladesh, Colombia, DR Congo, Fiji, Georgia, Kiribati, Maldives, Myanmar (Burma), Papua New Guinea, Peru, Somalia, Sri Lanka, Thailand, Timor Leste and Tuvalu.



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AUSTRALIA

DS/DSA have also been engaged with a range of national initiatives to address climate-induced displacement specifically in Australia, Bangladesh, Fiji, Kiribati, Maldives, Papua New Guinea and Tuvalu. As part of their *Climate Change and Displacement Initiative (CCDI)*, DS/DSA have collaborated with community-based organisations in these countries on some of the first projects ever to relocate victims of climate displacement.

In relation to Kiribati and Tuvalu, much work has been done under the CCDI on the housing, land and property (HLP) rights dimensions of climate change and possible displacement. DSA has extensive networks and contacts in both countries, including all Government and civil society institutions involved in climate change activities. In addition, DSA has extensive and ongoing working relationships with many UN and other agencies working in the Pacific region,

including UNHCR, UN Habitat, UN-OHCHR and many others.

DSA has also prepared a number of publications on climate displacement themes in Kiribati and Tuvalu, including articles for leading magazines such as *The Ecologist*, and has written several essays addressing the issues concerned. In 2011, a book by Displacement Solutions entitled *Climate Change and Displacement Reader* was published by Routledge/Earthscan. DSA has also published two photo essays documenting the situation in both Kiribati and Tuvalu, and is currently working on a documentary film about climate displacement in Kiribati.

Throughout 2012, DSA will be implementing a project entitled *Land Solutions to Climate Displacement* funded by the German Ministry of Foreign Affairs, which involves research by country-level researchers in Bangladesh,

Kiribati, Maldives, Papua New Guinea, Solomon Islands, Tuvalu and Vanuatu. A book on this theme will be published in 2013.

In addition, DSA commenced the *Coastal Kids Project* in early 2012, which involves schools from Australia and Bangladesh, and in time, will involve schools from Kiribati and Tuvalu. By connecting students from these project countries via the internet, running fund-raising events in Australia to assist the schools in Bangladesh and other countries, and by incorporating climate change into the school curriculum, among other things, this project will raise awareness of the issue of climate change and displacement in all involved countries and create new and dynamic learning opportunities.

Also in 2012, DSA will continue to implement its *Bangladesh HLP Initiative*, designed to assist local DSA partners in Bangladesh to



Aerial view of the Tuvaluan capital, Funafuti (Sept 2011)

maximise potential relocation and ensure that this is carried out in the best possible manner. This project will also result in a book on the issues concerned.

Beyond the various elements of the *CCDI*, DS/DSA are regularly requested to attend international gatherings, asked for advice on various aspects of displacement by a number of international organisations and has carried out extensive research and published numerous books on the issue. Scott Leckie, the Director of Displacement Solutions and CEO of DSA, teaches what is currently the only law school course in the world on climate displacement at the Australia National University School of Law, and has lectured extensively and given speeches on these themes throughout the world.

Pertaining more specifically to the present Project, DS and DSA have already, with excellent results,

helped to build the capacity of community-based organisations, produced feasibility studies and coordinated international workshops in a number of contexts. The CBO capacity-building work carried out by DS/DSA with groups such as the Young Power in Social Action in Bangladesh and Tulele Peisa in Papua New Guinea, for instance, have been important contributions to some of the world-first efforts to resettle climate change displaced persons in these highly vulnerable countries. In relation to Projects 3 and 4, DS' 125-person Global HLP Rights Expert Registry is regularly asked to deploy leading global experts to conduct the relocation feasibility studies, thus ensuring that these studies will be innovative, accurate and thorough.

DSA's extensive and invaluable experience in Fiji, Kiribati and Tuvalu will help ensure the success of this project. DSA has met with

all relevant actors and maintains excellent working relationships with numerous Government departments, in-country UN officials, NGOs and community leaders in both Kiribati and Tuvalu.

ORGANISATIONAL ATTRIBUTES

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Proposed Budget

Preparing the Ground Project: Displacement Solutions Australia			Budget (in AUD)	
1. Community-Based Organisation Development and Capacity Building in Kiribati				
		2012	2013	2014
1.1	Project Management and Coordination	5000	10000	10000
1.2	Staff	10000	40000	50000
1.3	Travel	5000	5000	10000
1.4	Activity Related Expenses			
1.4.1	Supplies	2000	3000	3000
1.4.2	Training	2000	2000	2000
1.4.3	Rent	0	2000	3000
1.5	Performance Monitoring Costs			
1.5.1	DSA Supervision, Auditing, Evaluation	6000	18000	12000
Sub-Totals		30,000	80,000	90,000
2. Community-Based Organisation Development and Capacity Building in Tuvalu				
		2012	2013	2014
2.1	Project Management and Coordination	5000	10000	10000
2.2	Staff	10000	40000	50000
2.3	Travel	5000	5000	10000
2.4	Activity Related Expenses			
2.4.1	Supplies	2000	3000	3000
2.4.2	Training	2000	2000	2000
2.4.3	Rent	0	2000	3000
2.5	Performance Monitoring Costs			
2.5.1	DSA Supervision, Auditing, Evaluation	6000	18000	12000
Sub-Totals		30,000	80,000	90,000
3. Feasibility Study of Possible Resettlement of i-Kiribati to Vanua Levu, Fiji				
		2012	2013	2014
3.1	Project Management and Coordination	20000	40000	50000
3.2	Expert Consultants			
3.2.1	Physical Planner	30000	35000	40000
3.2.2	Land Rights and Tenure Security	20000	25000	30000
3.2.3	Human Settlements & Housing	20000	25000	30000
3.2.4	Legal	10000	10000	10000
3.2.5	Community Organiser	15000	30000	45000
3.2.6	Anthropologist	10000	10000	10000
3.3	Travel	15000	15000	20000

3.4	Activity Related Expenses			
3.4.1	Publication Costs	5000	5000	5000
3.5	Performance Monitoring Costs			
3.5.1	DSA Supervision, Auditing, Evaluation	5000	5000	10000
Sub-Totals		150,000	200,000	250,000
4. Feasibility Study of Possible Resettlement of Tuvaluans to Kioa Island, Fiji				
		2012	2013	2014
4.1	Project Management and Coordination	20000	40000	50000
4.2	Expert Consultants			
4.2.1	Physical Planner	30000	35000	40000
4.2.2	Land Rights and Tenure Security	20000	25000	30000
4.2.3	Human Settlements & Housing	20000	25000	30000
4.2.4	Legal	10000	10000	10000
4.2.5	Community Organiser	15000	30000	45000
4.2.6	Anthropologist	10000	10000	10000
4.3	Travel	15000	15000	20000
4.4	Activity Related Expenses			
4.4.1	Publication Costs	5000	5000	5000
4.5	Performance Monitoring Costs			
4.5.1	DSA Supervision, Auditing, Evaluation	5000	5000	10000
Sub-Totals		150,000	200,000	250,000
5. International Workshop on Inter-Island Resettlement				
		2012	2013	2014
5.1	Project Management and Coordination			30000
5.2	Participant Travel			50000
5.3	Participant Lodging and Food			30000
5.4	Activity Related Expenses			
5.4.1	Venue Rent			5000
5.4.2	Workshop Materials			15000
5.5	Performance Monitoring Costs			
5.5.1	DSA Supervision, Auditing, Evaluation			20000
Sub-Totals		0	0	150,000
Overheads @ 7%				122,500
GRAND TOTAL			AUD1,872,500	



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