



## LISTENING TO THE PACIFIC

### FRAMEWORK FOR PACIFIC REGIONALISM REGIONAL INITIATIVE SUBMISSION TEMPLATE 2016

#### **The Framework for Pacific Regionalism**

The Framework for Pacific Regionalism represents a high-level commitment to pursuing deeper regionalism and establishes a process for developing and prioritising regional public policy. It articulates the vision, values and objectives of an enhanced Pacific regionalism. It also sets out an inclusive process by which anyone can propose ideas for regional initiatives to address key challenges facing the Pacific. For more information, [click here](#).

#### **Regional Issues and Guidance**

When preparing your submission, think carefully about why this is an issue of regional significance and why it should be placed before the Leaders of the Pacific Islands Forum. For further information on the process and types of submissions being sought, please refer to the guideline below.

#### **To Submit a Regional Initiative**

1. Complete the below regional initiative template below.
2. Submit initiative to the Forum Secretariat by deadline: **5pm, Fiji time, Sunday 10 April 2016.**
3. Initiatives should be submitted to the Forum Secretariat, through one of the following ways:



## FRAMEWORK FOR PACIFIC REGIONALISM – REGIONAL INITIATIVE TEMPLATE

*Please complete each section below.*

### 1. Contact Details

*Please provide the following contact details:*

**Name of individual or group submitting initiative**

Pacific Network on Climate Change Migration, Displacement and Resettlement<sup>1</sup>

**Name and position of primary contact**

Bikenibeu Paeniu  
Tuvalu National Programme Officer, Pacific Climate Change & Migration Project,  
UNESCAP, Suva, Fiji

**Email address**

**Phone number**

**Fax number**

**Mailing address**

### 2. Name of Initiative

Preparing the Pacific for the Governance of Climate Induced Displacement, Resettlement and Migration

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<sup>1</sup> [Network members include: PIFS, UNESCAP, UNOCHA, UNDP, Pacific Climate Action Network, Oxfam Pacific, SPREP, SPC, PIDF, USP, Pacific Conference of Churches]



**3. What is the common regional issue or challenge that this regional initiative aims to address?**

*You may also want to address the following: What are the causes of this issue? Are there links to **national, regional or international goals/policies**?*

***Please limit your response to no more than 750 words.***

Climate change is already and will continue to have profound implications for Pacific Island populations, many of whom reside in coastal areas and rely on natural resources for their livelihoods and well-being, this is especially so in the atoll nations. Climate change impacts will affect internal and international migration flows as some island environments become less able to support the communities that depend on them. Surveys on attitudes towards climate change and migration in Kiribati and Tuvalu conducted in early 2015 showed that people are already feeling the negative impacts of climate change with people wanting to migrate as a result of the impacts of climate change but that they have very limited financial means to do so.

It is anticipated that climate change-related migration will take different forms, each of which is likely to require different types of policy response. For example, community relocation due to extreme events requires considerably different kinds of support and protection from that provided for the staggered migration of individuals or families due to slow-onset environmental pressures. The absence of a proactive approach to addressing climate risk could contribute to a spiralling of risk which can further undermine community resilience.

Climate change-forced displacement and planned relocation is highly disruptive to livelihoods, culture and society unless proper, well-planned interventions support people in their effort to adapt to the challenges. Maintaining sovereignty, self-determination, cultural identity and territorial rights are of primary concern to Pacific Islanders in any form of climate change-related migration (gradual or staggered relocation). Most Pacific Island countries and territories have histories of both internal and external migration that reflect these factors. Migration (circular, permanent, internal and international) is a regular part of the everyday life for many Pacific island communities. It has been a part of their culture and society for generations to maximize resource opportunities, expand social networks and smooth the effects of climate variability. Nevertheless, climate change, and the impact climate change has on the environment, will become an increasingly important driver of migration from rural to urban areas within Pacific island countries and to other countries.

There is documented experience in the Pacific of population displacement. Cases involving permanent displacement internally (such as the resettlement of communities from the Carteret Islands in Papua New Guinea), and regionally (e.g. resettlement of population of Banaba island to Rabi Island) reinforce the need for legal protection for displaced populations as part of overall social, economic and cultural welfare, and the importance of integrated land use planning in receiving communities to prevent conflict. Localised and regional responses are likely to be better placed than international movements to respond to the needs of displaced persons due to geographical, cultural, demographic and other factors.

Migration-related climate change policy options have yet to be comprehensively addressed by most Pacific Governments. The importance of the issue of climate change and migration was listed among the activities since Agenda 21 up to the Doha Agreement as well as a number of subsequent international conventions listed below but has yet to be translated into coherent national and regional policy. There are neither regional nor domestic legal and political frameworks from which Pacific Islanders can benefit, whether they migrate internally or to another country, or whether migration is driven by the search for better standards of living or as a consequence of climate change.

**International goals/policies:**

- A. **Warsaw International Mechanism (WIM):** Action 6 on the WIM work-plan focusses on the aspect of loss and damage.
- B. **Paris Agreement:** The WIM's focus on mobility will continue through the Paris Agreement, as agreed to in paragraph 50 of the agreement.

**Regional policy:**

- A. Forced migration and displacement is recognized at the regional level in the **Strategy for Climate and Disaster Resilient**



**Development (SRDP).**

- B. **Moana Declaration (Pacific Church Leaders):** Makes a number of important recommendations for actions on the protection of climate change displaced persons, including the full spectrum of rights enshrined within the Universal Declaration on Human Rights and subsequent human rights treaties
- C. **Suva Declaration [Para 7]:** *Highlight that irreversible loss and damage caused by climate change goes beyond adaptation and is already a reality for PSIDS if there is inadequate mitigation action, and that climate change is already resulting in forced displacement of island.*
- D. **Polynesian PACT: With regards to population displacements:**  
*Fully understand the risks of population displacements, exacerbated by poverty, which may result in moral, intellectual, physical, psychological and cultural distress.*  
*Consider the establishment of an international protection regime for populations displaced due to climate change.*

#### 4. Briefly describe this regional initiative

*You may also want to address the following in this section:*

*How would this initiative contribute to a positive change to the region?*

*Who are the main beneficiaries?*

*How would the initiative contribute to the **vision, values and objectives of the Framework for Pacific Regionalism?***

*Has the initiative been **carried out previously?***

*What are the **key risks in implementing this initiative?***

*Are there **any complementary projects and programmes** that are currently active?*

***Please limit your response to no more than 750 words.***

A proactive regional response to climate change and environmentally induced migration and displacement would directly contribute to the vision of a 'region of peace, harmony, security, social inclusion, and prosperity, so that all Pacific people can lead free, healthy, and productive lives', the values and objectives of the Framework for Pacific Regionalism.

A regional response and better understanding of migration flows, climate change impacts on these flows and regional best practices for how to deal with these impacts will ensure tailored policy formulation which is effective at protecting persons most vulnerable to climate change, particularly those at risk of displacement.

A stock-take of existing policies and regional best practices would enable countries to identify weaknesses in their legislative and policy responses or gaps in their institutional capacity to climate change induced migration so that they can identify the best mechanisms for dealing with these gaps or limitations. The increased legitimacy of regional governance could facilitate the coordination of climate-induced migration governance and overcome challenges faced at the global level Regional approaches pave the way for contextualized and practical approaches to addressing the needs of climate or environmentally displaced persons, including potential legal protection down to the national level. The main beneficiaries include persons vulnerable to displacement, migrant workers and their families and communities that are vulnerable to the impacts of climate change.

**Key risks in implementing this initiative:**

Addressing the issue of climate change and environmentally induced migration and displacement may create a perception that



migration is being accepted as an adaptation strategy, thereby undermining efforts to hold developed countries accountable for mitigation commitments. This perception could be partly countered by taking into account and learning from the experiences of the independent nations in the Pacific in free association with either New Zealand or the United States of America and also the case of the French territories in the Pacific. Citizens of these nations (Cook Islands, Federated States of Micronesia, Marshall Islands, Niue and Palau) are able to travel and reside in their metropolitan partners countries while still functioning as “nations” and Development partners are still engaged in the development processes of these countries.

It is also possible that the ‘brains’ of a nation may be drained but this can perhaps be balanced out by the inflow of remittances from the migrants.

The practice of migration as an adaptation strategy is not designed to happen in a vacuum and should be accompanied by inclusive management migration policies which provide a wider range of opportunities for both highly and lesser skilled migrants as well as increased avenues for family migration. Migration should also not be perceived as only directed towards the Rim as intraregional mobility is a reality for Pacific Islanders and can certainly contribute to regional processes of sustainable development. Current rates of climate induced migration and displacement are low, however the science clearly indicates that as the effects of climate change worsen in the years and decades to come that the dislocation of vulnerability communities will become more likely. The Pacific region is particularly vulnerable to impacts of climate change and therefore there is a lot of work the region can do collectively *now* in order to be better prepared for the future.

This initiative seeks to build on both the existing experiences of migration and resettlement of Pacific Island communities in the region as well as the lessons from complementary projects and programmes on the issue. The initiative believes that the Pacific region has the means and capacities within itself to effectively govern the increased mobility of Pacific people in the future as a result of the impacts of climate change.

Components of the initiative include:

- Research to define and value loss and damage, including non-economic loss and damage, associated with climate induced displacement and resettlement in the Pacific, with a view to (a) regulating the value of loss and damage at the regional level, and (b) providing the basis for regional lobbying and advocacy on loss and damage at the global level (e.g WIM Action Area 6: Enhance the understanding of and expertise on how the impacts of climate change are affecting patterns of migration, displacement and human mobility; and the application of such understanding and expertise).
- Ongoing inter-governmental dialogue at the bilateral and regional level regarding the availability of land for the resettlement of displaced communities.
- Analysis and dialogue regarding national laws, including those governing land and migration, in order to facilitate the movement of Pacific people affected by the negative impacts of climate change.

## **5. Why does this initiative require the attention of the Leaders of the Pacific Islands Forum?**

*Please consider whether this initiative requires the attention and consideration of the Leaders of the Pacific Islands Forum in order to be implemented and outline why this is the case. Could it not be overseen or implemented at the level of Ministers, officials or by a regional agency?*

*Please limit your response to no more than 750 words.*

The Pacific Island States share both challenges and responsibilities in relation to climate change. Cooperation at the governmental level is indispensable to develop strong migration and conflict prevention policies. Countries can share experience and expertise and assist each other when facing these common threats.



The lack of migration policies needs to be addressed and a regional framework could greatly enhance the resilience of Pacific communities. To date, climate change-related migration (domestic/ international) has not been included in climate change adaptation or disaster risk management policy, and climate change has generally not been included in migration policy. These issues are not comprehensively addressed in any ministerial or senior officials' forum in the Pacific, or by any regional agency. It is not enough to simply integrate migration considerations into climate change and disaster policy. The nexus of issues among climate change, population dynamics and sustainable development is complex. Thus, climate change-related migration needs to be carefully considered and integrated into appropriate national development plans and should be seen as part of fostering overall sustainable development rather than as a separate endeavour.

**Pacific leaders dialogue, agreement and action is critical** in effectively governing the movement of people in the region due to climate change may require:

- (a) Decisions that impact on sovereignty (e.g., removing barriers in immigration);
- (b) Decisions to collectively value and regulate loss and damage at the regional level; and
- (c) Maintaining regional solidarity for advocating regional positions in international forums and negotiations.

There are a range of potential policy responses at the National, Regional and Global levels that Pacific island countries can consider:

#### **National**

- Understanding of the impacts of climate change in different Pacific Island contexts and consideration of migration strategies.
- Legal and policy frameworks and financing for migration and displacement.
- Climate change-related migration in the broader context of development, adaptation and disaster risk management rather than as a stand-alone response to environmental pressures, recognizing also the positive impact of migration and mobility on increasing community resilience and meeting the SDGs.
- Supporting and promoting greater consultations and a participative approach in order to maximise community buy-in (including all stakeholders and traditional leadership structures) to relocation with a focus on ensuring that affected and hosting communities have access to reliable information at all stages of the relocation process.
- Social and cultural cohesion and the human rights of those being resettled should always be considered including potential inter-generational tensions around land and consider those tensions in relocation planning; as well gender dimensions and impacts which remains under-research.
- Migrants are often among the most marginalized groups in society and measures can be taken to reduce their vulnerability.
- Enhanced in-country training by assisting local tertiary institutions (including scholarships and incentives on return for qualified islanders).

#### **Regional**

- A Pacific regional policy framework on climate change and environmentally induced migration and displacement.
- Regional dialogue and networks can promote the exchange of experiences and learning among regions.
- Seasonal migration and labour migration more broadly are viable coping strategies for many households and facilitated seasonal work programmes are therefore useful.
- A lack of up-to-date data on migration patterns and trends impedes the development of policies to address climate-related migration.
- Support, facilitate and coordinate at the regional level of governance National initiatives such as the currently developed national relocation guidelines in Fiji based on lessons from relocation that have already taken place (ex: Narikoso relocation)
- Promote the combination of traditional and modern approaches to deal with future challenges associated with climate change and migration in the region.

#### **Global**

- Advocacy efforts would be greatly enhanced for international and global negotiations on this issue, including COP processes and the Warsaw International Mechanism for Loss and Damage in particular Action area 6.
- Other important fora include the upcoming High-Level Meeting of UNGA Plenary on Addressing Large Movements of Refugees and Migrants to be held on 19 September 2016.



Delaying policy development and other decision-making until the impacts of climate change on migration are more clearly understood or actually eventuate could result in hasty arrangements for emergency migration and relocation. This scenario is likely to result in poorly managed migration, “trapped populations” that are unable to migrate and increased human rights concerns for Pacific people. Alternatively, a proactive approach could incorporate the likely influences of climate change into policy development for both internal and international migration. Moreover, given that changing international migration policies to incorporate climate change would involve considerable bilateral and multilateral cooperation, a lengthy lead-in period would likely be necessary, rendering the timely consideration of climate change-related migration an important activity.

## 6. Attachments

Please **attach additional information** in support of this initiative.

*Please attach no more than 3 pages.*

## 7. Uploading initiatives to the Forum Secretariat website

In line with the process outlined in the [Framework for Pacific Regionalism](#), all submitted initiatives, inclusive of all attachments, will be publicly available via the Forum Secretariat website.

## 8. Guidelines and Contact Details

For further information on completing this template, consult the submissions guideline below or contact Pacific Regionalism Adviser Joel Nilon at the Forum Secretariat: Email: [FPR@forumsec.org](mailto:FPR@forumsec.org) | Phone: +679 322 0327



## Submission Guidelines

These guidelines are designed to assist those submitting regional initiatives through the Framework for Pacific Regionalism. For more information contact Pacific Regionalism Adviser Joel Nilon at the Forum Secretariat:

Email: [FPR@forumsec.org](mailto:FPR@forumsec.org) | Phone: +679 322 0327

### 1. About the Framework for Pacific Regionalism

The Framework for Pacific Regionalism represents a high-level commitment to pursuing deeper regionalism and establishes a process for developing and prioritising regional public policy. It articulates the vision, values and objectives of an enhanced Pacific regionalism. It also sets out an inclusive process by which anyone can propose ideas for regional initiatives to address key challenges facing the Pacific. For more information, [click here](#).

### 2. How do I submit a regional initiative?

To submit a regional initiative, complete all sections of the submission template and submit to the Forum Secretariat by no later **5pm, Fiji time, Sunday 10 April 2016**.

Submissions must be made on this template. Submissions made directly via email, letter or other format will not be considered.



### 3. Who can submit an initiative?

Any interested stakeholder can submit a regional initiative. This may include individuals, or groups of individuals or organisations, including government, civil society (including church or religious organisations), the private sector, community groups, multilateral agencies and CROP agencies.

### 4. What information is required?

In completing the regional initiative template, you should:

- a. Identify and seek to respond to issues and challenges that are common to the Pacific region and that could be best addressed through a regional response.
- b. Demonstrate that a high level political decision needs to be made.

**This is not a process for seeking endorsement of existing projects or activities. No standing fund exists in which to allocate funds to initiatives that are endorsed.** Submissions that consist of projects or initiatives that may be ordinarily carried out under the governance arrangements or work-plan of the submitting organisation are unlikely to be successful.

- c. Demonstrate how the initiative would contribute to one or more of the objectives of the Framework for Pacific Regionalism.

### 5. What assistance will the Forum Secretariat provide through this process

The Forum Secretariat will provide general advice and suggestions to those making submissions. This advice will include clarifying the information set out in this guideline, such as how initiatives can be completed and submitted; the type and level of information sought; the assessment process; and clarification of the overall process.

### 6. Assessment process

**Step 1** The Forum Secretariat will collate all submitted initiatives and check them for completeness.

**Step 2** The Forum Secretariat will, in collaboration with CROP agency officials and other experts as required, conduct a first round of assessment of all submitted initiatives using the tests for regional action (see Table 1 below).

**Step 3** The Forum Secretariat will provide all assessed initiatives to the Specialist Sub-Committee on Regionalism (SSCR), which will assess initiatives against the vision, values and objectives set out in the Framework (see Table 2 below). Reports on current regional initiatives under the Framework for Pacific Regionalism that are in progress will also be considered by the SSCR when they assess initiatives.

**Step 4** Based on its assessment of all submissions, the SSCR may recommend a limited number of initiatives to Forum Leaders. Those initiatives recommended to Leaders will be first sent to the Forum Officials Committee for commentary and incorporation on the Leaders' annual meeting agenda. Forum Leaders



will then receive the final recommendations of the SSCR and make decisions on these at the annual Forum Leaders Meeting. In 2016 this meeting will take place in the Federated States of Micronesia

Proponents whose initiatives have been selected for Leaders' consideration will be informed of this selection within two weeks of the SSCR's decision. All proponents will be informed in due course of the outcome of their submissions.

#### **7. Leaders' decisions on initiatives**

Forum Leaders' decisions on initiatives will be publicly announced through the Forum Leaders' Communique that is issued at the conclusion of the Leaders' meeting. As directed by Leaders, the Forum Secretariat will initiate implementation of the decisions in consultation with the proponent, the proposed implementing agencies, funding partners, and other relevant organisations or stakeholders.

#### **8. Further help and feedback**

For further information or guidance or to provide feedback on the process, contact Pacific Regionalism Adviser Joel Nilon at the Forum Secretariat: Email: [FPR@forumsec.org](mailto:FPR@forumsec.org) | Phone: +679 322 0327



**Table 1 – Tests for Regionalism**

<b>TEST</b>	<b>CRITERIA FOR REGIONAL IMPLEMENTATION</b>
<b>Market test</b>	The initiative should not involve a service that markets can provide well.
<b>Sovereignty test</b>	The initiative should maintain the degree of effective sovereignty held by national governments (countries, not regional bodies, should decide priorities).
<b>Regionalism test</b>	<p>The initiative should meet one of the following criteria at a sub-regional or regional level, in support of national priorities and objectives:</p> <ul style="list-style-type: none"><li>▪ establish a shared norm or standard</li><li>▪ establish a common position on an issue</li><li>▪ deliver a public or quasi-public good which is regional (or sub-regional) in its scope realise economies of scale</li><li>▪ overcome national capacity constraints</li><li>▪ complement national governments where they lack capacity to provide national public goods like security or the rule of law</li><li>▪ facilitate economic or political integration</li><li>▪ Where benefits accrue sub-regionally, the contribution to broader regionalism should be clear.</li></ul>
<b>Benefit test</b>	<p>The initiative should bring substantial net benefits, as demonstrated by a cost-benefit analysis. The distribution of benefits across countries and across stakeholders within the region should also be considered—particularly with respect to:</p> <ul style="list-style-type: none"><li>▪ The relative costs and benefits for smaller island states (an “SIS test”)</li><li>▪ How inclusive the proposal is of all stakeholders who might benefit from regionalism.</li></ul>
<b>Political oversight test</b>	The initiative should require the Leaders’ attention and input (as opposed to being within the mandate of Ministers or other governing bodies).
<b>Risk and sustainability test</b>	The initiative should demonstrate a robust risk and sustainability evaluation, be based on a sound implementation plan, be supported by some identified funding, and demonstrate available capacity and experience for successful implementation.
<b>Duplication test</b>	The initiative should not be currently under progress by another organisation or process, and there should be no duplication of effort.



## **Table 2 – Vision, Values and Objectives of the Framework for Pacific Regionalism**

### **Vision:**

Our Pacific Vision is for a region of peace, harmony, security, social inclusion, and prosperity, so that all Pacific people can lead free, healthy, and productive lives

### **Values:**

- We value and depend upon the integrity of our vast ocean and our island resources.
- We treasure the diversity and heritage of the Pacific and seek an inclusive future in which cultures, traditions and religious beliefs are valued, honoured and developed.
- We embrace good governance, the full observance of democratic values, the rule of law, the defence and promotion of all human rights, gender equality, and commitment to just societies.
- We seek peaceful, safe, and stable communities and countries, ensuring full security and wellbeing for the peoples of the Pacific.
- We support full inclusivity, equity and equality for all people of the Pacific.
- We strive for effective, open and honest relationships and inclusive and enduring partnerships—based on mutual accountability and respect—with each other, within our sub-regions, within our region, and beyond.

These Pacific regional values will guide all our policy-making and implementation.

### **Principal Objectives:**

- Sustainable development that combines economic social, and cultural development in ways that improve livelihoods and well-being and use the environment sustainably;
- Economic growth that is inclusive and equitable;
- Strengthened governance, legal, financial, and administrative systems; and
- Security that ensures stable and safe human, environmental and political conditions for all.