HUMAN RIGHTS COUNCIL
Working Group on the Universal Periodic Review
Third session

NATIONAL REPORT SUBMITTED IN ACCORDANCE WITH PARAGRAPH 15 (A) OF THE ANNEX TO HUMAN RIGHTS COUNCIL RESOLUTION 5/1 *

Tuvalu

* The present document was not edited before being sent to the United Nations translation services.

GE.08-
I. METHODOLOGY AND CONSULTATION

1. Pursuant to resolution 5/1 adopted by the Human Rights Council on 18 June 2006 Tuvalu was randomly selected in 2007 to be one of the countries to prepare and present its national report for the Universal Periodic Review (UPR) by the Human Rights Council of the United Nations in December 2008.

2. In response to this decision, the Department of Foreign Affairs and Labour in consultation with the Office of the Prime Minister and under the guidance of the Government appointed UPR National Task Force, was charged with the responsibility of initiating and coordinating consultations among government stakeholders and the civil society for the Tuvalu national report for the Universal Periodic Review. This national report was written based on the general guidelines adopted by the Human Rights Council in its resolution 5/1 on 18 June 2006. The report considers basic human rights and fundamental freedoms and the vulnerable sectors of the Tuvalu society, and also reviews the human rights implications of the adverse impacts of climate change in particular sea level rise.

3. Consultations took place within severe capacity constraints. With the assistance from the United Nations Human Rights Office for the Pacific Region based in Fiji, and close consultations with the Office of the Attorney General, the Department of Foreign Affairs and Labour was able to initiate consultations and prepare the national report.

4. There are more than 45 non-governmental organizations in Tuvalu and not all are aware of the Universal Periodic Review. Consultations were carried out between government stakeholders and the civil society in order to brief them on what the UPR is all about and what human rights issues are for Tuvalu. Briefings and consultations were also done and undertaken within government ministries and departments.

5. This report is intended initially to set out a brief overview of the legal obligations of Tuvalu in the field of human rights at the national and international level. The content of this report was formulate to tune with our commitment to achieve the United Nations Millennium Development Goals and those under various United Nations and international and regional sustainable development agendas and the Tuvalu national strategy for sustainable development (NSSD), “Te Kakeega II”, vision.

6. The protection of fundamental rights and freedoms is subject to certain qualifications and limitations. Most notably, the Bill of Rights under the Constitution contains a provision which allows limitations or restrictions on the exercise of rights and freedoms if the limitation is aimed at a practice which “is divisive, unsettling or offensive to the people, or directly threatens Tuvaluan values and culture.”

II. BACKGROUND INFORMATION ON TUVALU

A. Overview

7. Tuvalu, formerly known as the Ellice Islands, is an island nation made up predominantly of Polynesian race, located in the Pacific Ocean midway between Hawaii and Australia. Its nearest neighbours are Kiribati to the north, Samoa to south east and Fiji immediately to the south. Comprising four reef islands and five atolls with a gross land area of just 26 square kilometres (10 sq mi), it is of the most densely populated independent country in the world. It is
also the second-smallest member by population of the United Nations. However, Tuvalu has a vast Exclusive Economic Zone (EEZ) of almost 900,000 square kilometers.

8. The islands came under Britain's sphere of influence in the late 19th century. The Ellice Islands were administered by Britain as part of a protectorate from 1892 to 1916 and as part of the Gilbert and Ellice Islands Colony from 1916 to 1974. In 1974 the Ellice Islanders voted for separate British dependency status as Tuvalu, separating from the Gilbert Islands, and eventually becoming independent on 1 October 1978.

B. Government

9. Tuvalu is a constitutional monarchy with Queen Elizabeth II as Queen and Head of State of Tuvalu. She is represented in Tuvalu by the Governor General, who is appointed upon the advice of the Prime Minister.

10. The Parliament, or Te Fale o Palamene, is the supreme legislative body of the country. Based on the Westminster model, it has 15 members elected every four years from eight constituencies.

11. The Prime Minister is selected from the members of the Parliament and the Prime Minister is the head of the Executive arm of the Government. The Cabinet is appointed by the Governor General on the advice of the Prime Minister. There are no formal political parties and election campaigns are largely done on the basis of personal/family ties and reputation.

12. Tuvalu has no regular military forces, and spends no money on the military. Its police force includes a Maritime Surveillance Unit for search and rescue missions and surveillance operations.

C. The constitution

13. The Constitution is the supreme and basic law of the country that provide the general framework and principles by which Tuvalu is governed. The Constitution provides for the establishment of the three major branches of the government-the Executive, Judiciary and the Legislature.

14. The Prime Minister is the Head of the Executive Arm of the Government, selected from and by the members of the Parliament. There are nine members of the Executive, who also make up cabinet and are responsible for the overall governing and administering the welfare of the state.

15. The Legislature Arm or Fale ote Palamene is the only law making body in Tuvalu. It is made up of 15 members elected from the eight islands of Tuvalu. There are no formal political parties in the House of Parliament and members are elected every four years. Voters are Tuvaluan citizens at and above the age of 18.

16. The Constitution also provides for the Judicial Arm of the Government. It includes:

   (a) The Sovereign in Council;

   (b) The Court of Appeal;
17. The High Court has unlimited jurisdiction including jurisdiction to interpret and determined question arising under the Constitution while the subordinate courts have limited jurisdiction provided for by each founding Act.

D. Legal system

18. The Constitution is the Supreme law of the land. It is followed by Acts of the Parliament, English common law and equity, Pre-Independence British Imperial Act before 1961 and customary laws of Tuvalu are all parts of the laws of Tuvalu. Customary laws normally used in the determination of titles to land, civil and criminal proceeding in Magistrate’s court, provided that these customs are not repugnant to natural justice, equity and conscience or not inconsistent with any Acts. Customary law also applied in civil and a criminal proceeding in all courts except that is inconsistent with the Constitution or any Acts.


E. Official languages

20. Tuvaluan and English.

F. Population

21. According to the last official census in November 2002, the total population for Tuvalu was 9,359 on 9 inhabited islands. The population on the capital island, Funafuti, was 3,962 while the population on the other islands was 5,397. Tuvalu has a young population with a median age of 24 years. The population growth rate is 0.6 per cent per annum. [Net migration is -1.1 per cent per annum].

G. Human development progress indices

22. With a Human Development Index (HDI) of 0.583, the 1999 Pacific Human Development Report (PHDR) ranked Tuvalu sixth (down from third in 1994) amongst the PDMCs. This index and ranking was calculated from a composite measure of life expectancy at birth of 67 years, an adult literacy rate of 95 per cent, a combined gross enrollment ratio of 74 per cent and real GDP per capita of (PPP) of US$1,157 (UNDP 1999). Although GDP is the accepted indicator, in Tuvalu’s case it might be more appropriate to consider GNP as the latter takes into account the sizeable returns from fishing licenses, seafarers remittances and investment income. Using the GNP measure instead of GDP would likely improve Tuvalu’s HDI ranking.
H. Human poverty index

23. With a Human Poverty Index (HPI) of 7.3, Tuvalu ranked third in terms of poverty among the 12 PDMCs. This index and ranking reflects a composite of: people not expected to survive to age 40 (10 per cent); illiterate adults (5 per cent); underweight children under 5 years (nil); and people without access to safe water (15 per cent) or health services (nil). The higher ranking of Tuvalu in the HPI compared to the HDI largely reflects the generally sound indicators of access to all essential human needs.

I. Gross domestic product

24. In 2002 Tuvalu recorded AU$27.5 million. Its GDP per capita is AU$2,872 the main portion of which includes overseas development assistance (ODA). Most of the food products are imported from Australia, New Zealand and Fiji. Tuvalu’s economy depends mostly on fishing licenses, stamps and remittances from seafarers working on merchants and chemical ships overseas.

J. Legislative and policy measures

25. The protection of fundamental rights and freedoms under the Constitution is subject to certain qualifications and limitations. Most notably, a provision which allows limitations or restrictions on the exercise of rights and freedoms if the limitation is aimed at a practice which “is divisive, unsettling or offensive to the people, or directly threatens Tuvaluan values and culture.” However, any action taken by the Government, or any law or act done under a law which restricts rights and freedoms otherwise protected under the Constitution must “reasonable and justifiable within a democratic society.”

26. The High Court is given jurisdiction to determine questions arising under the Bill of Rights, and is empowered to grant a wide range of remedies in order to enforce the protection of fundamental rights and freedoms. Constitutional redress (monetary compensation) is one remedy that may be sought by an individual aggrieved by an alleged violation of the Bill of Rights; where justified, the Court’s order may also include administrative law remedies such as declarations or injunction orders.

27. Tuvalu's customary law is also afforded recognition within the Tuvaluan legal framework. Certain aspects of customary law operate to protect human rights principles; for example, customary land law operates to ensure no family member will suffer aspects of customary law which would today be seen as a violation of human rights principles are no longer utilized or enforced: banishment from one’s home island by sending the offender adrift in a canoe, for instance, has not been applied in Tuvalu for many decades.


K. International commitments

Elimination of all forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC).

30. International treaties ratified by Tuvalu are accordingly incorporated into domestic laws. However, there are serious issues of capacity in Tuvalu to fulfill the requirement of international treaties, and to ensure consistency of domestic laws. Where the construction of a written law is open to more than one interpretation, an interpretation which is consistent with Tuvalu’s international obligations will be preferred.

31. There is no human rights institution in Tuvalu and there is a hope that the international community will consider providing technical assistance in this area.

32. Tuvalu became a member of the Commonwealth in 2000, immediately following its joining the United Nations as the 39th member. Tuvalu is also a founding member of the Pacific Islands Forum and a member to several regional organizations such as the Secretariat of the Pacific Community (SPC), Secretariat of the Pacific Regional Environmental Programme (SPREP), and Secretariat of the Pacific Geoscience Commission (SOPAC).

III. PROMOTION AND PROTECTION OF HUMAN RIGHTS

A. The constitution

33. The Constitution as the Supreme Law of the State provides the Bill of Rights, which guarantees protection of certain fundamental rights and freedoms and articles on the accountability and establishment of public officers, citizenship, suffrage, national economy and finance. Among the rights that are protected are the right to life and liberty; security for person, freedom of belief, expression and association; and freedom from discrimination or specified grounds. Of notable absence in the freedom from discrimination provisions is any protection from discrimination on the basis of gender.

34. The Constitution also provides for the use of international conventions, declarations, recommendations and judicial decisions concerning human rights as one of the factors the Court may regard in determining whether the law or act is reasonably justifiable in a democratic society that has proper respect for human rights and dignity.

B. Legislation

35. There are also examples of domestic legislation which operate human rights in a specific field. The Education Ordinance, for instance, provides pupils with the right not to take part in religious education or ceremonies (section 19) at a public school. The Criminal Procedure Code sets our various protections against arbitrary arrest and intrusion into one’s private home. The Native Land Code (essentially a codification of customary land laws) provides individuals with the right to not arbitrarily deprived of their family land inheritance.

C. The judiciary and fair trial rights

36. Tuvalu is committed to the rule of law and administration of justice among those who take refuge under the law. The Constitution guarantees the protection of the people by the law and equality of everyone before the law. Among some of these protection include, a person charged with an offence should be given fair hearing within reasonable time by an independent
and impartial court of law. Such person charged with an offence is presume innocent until proved guilty, shall be informed in the language he understands well, should be given adequate time to defend himself.

D. Voluntary commitments

1. Free health service

37. People have free access to health and medical services that are provided by government. For serious cases where treatment is not available, patients are referred to Fiji and New Zealand for treatment, funded by government.

2. Compulsory and free education

38. The Educational (Compulsory Education) Order 1984 stipulates in its section 3 (1) that a child who is of school age, being the period (a) commencing at the beginning of the school year during which he or she reaches the age of (seven) years; and (b) ending at the end of the school year during which he or she reaches the age of fifteen years.

39. Section 3 (1) (a) of the Compulsory Order 1984 had been amended and now reads “commencing at the beginning of the school year during which he or she reaches the age of six years.” Education is therefore compulsory for all children aged 6 to 15 years old.

E. Public awareness of human rights

40. There is no dedicated Human Rights body in Tuvalu. Tuvalu National Council of Women (TNCW)’s Legal Rights Training Officer (supported by RRRT) and the Office of the People’s Lawyer receive the bulk of enquiries from the public relating to enforcement and protection of human rights. Training on human rights is conducted on an ad hoc basis by NGOs targeting specific audiences. One such workshop has been conducted by the People’s Lawyer’s Office in the last 12 months.

41. Youth groups are running their own programmes and workshops on human rights as most of the young generation do not understand their rights and overall, the concept of human rights.

IV. IDENTIFICATION OF ACHIEVEMENTS, BEST PRACTICES, CHALLENGES AND CONSTRAINTS

A. Challenges

1. Effect of climate change

42. Given the constitutional rights and protection of Tuvaluan citizens’ lives, and that climate change is an effect caused by human activities,¹ the demise of human life of Tuvaluans due to adverse impacts of climate change and sea level rise is considered as illegal acts against such persons. It cannot be considered as falling within the ambit of death due to “acts of god” like victims of tsunami, strong winds, earthquakes and volcanic eruptions.

¹ United Nations Framework Convention on Climate Change.
43. Medium and long-term developments could suddenly change due to climate events, which in turn could rapidly trigger severe shortages of food, water and shelter, fuel crisis and high vulnerability to diseases – hallmarks of poverty.

2. Children

44. Tuvaluans live in very close communities and in extended families. There have been no cases reported of children being neglected but there are rumours that some children are staying with relatives as a result of being neglected by their mothers and guardians. Government believes strongly in the need to properly harmonise customary ways of upbringing children in conformity with the CRC and other human rights covenants.

45. Child sex offences are not adequately provided for in the Penal Code, particularly in the case of abuse of male children. Rape of a male child, for example, carries a significantly lesser maximum penalty than rape of a female child. Fortunately, such offences are a relatively rare occurrence in Tuvalu. However, law reform is clearly required in order to modernize Tuvalu’s criminal laws in this area.

3. Women

46. The Bill of Rights protects individuals from discrimination on the grounds of race, place of origin, political opinion, colour, religious beliefs or lack of religious beliefs. Discrimination on the basis of gender is notably absent from the prohibited grounds of discrimination. Other than the Bill of Rights within the Constitution, Tuvalu has not passed any legislation specifically relating to anti-discrimination or equal opportunity law. At present, women’s human rights are not adequately protected by Tuvaluan domestic law.

47. Tuvalu’s accession to CEDAW took place in October 1999. Tuvalu’s first CEDAW report was submitted in June 2008. As may be detailed in the CEDAW report, there are a number of areas in Tuvalu's domestic laws that are not in compliance with CEDAW. Land laws, in particular, are often cited as an area requiring significant reform. Family law, including marriage, divorce, and child custody laws, also retains elements of discrimination against women. The Government of Tuvalu is examining areas that require amendment in order for Tuvalu to be in compliance with its obligations under CEDAW.

4. Religion

48. Reportedly, local governing authorities on the outer islands (comprised of statutory bodies and customary authorities) are generally less supportive of individual freedom of belief and expression. The People’s Lawyer’s Office has received numerous complaints from religious organizations concerned by limitations on their activities in the outer islands.

49. Discrimination on grounds of belief is being tolerated in many communities, particularly on the outer islands. The Government is taking urgent steps toward condemnation of all forms of discrimination, and providing support towards raising awareness among the public on human rights issues.

---

2 Section 128 of the Penal Code defines rape as unlawful sexual intercourse with a woman or girl. By contrast, rape of a male child can only be prosecuted as “buggery” under section 153.
50. From the information available, there appears to be a need to explore appropriate arrangements to accommodate traditional and customary practices within the culture of Tuvalu as recognized in the Constitution while ensuring support of individual freedom of belief and expression.

5. Freedom of expression

51. Several Churches have reported that the Media Department (formerly the Tuvalu Media Corporation) has refused to broadcast faith-based programming from minority religions. As there is only one radio outlet on Tuvalu and it is now nationalized as a department of Government, it has been considered that it is the Government’s responsibility to eradicate discrimination and unjustified limitations on minority churches’ freedom of expression in the media.

6. Police – arbitrary arrest

52. The Police, as a law enforcement agency, encountered real challenges in the performance of its statutory functions. In the performance of its policing duties, the police immersed in daily contacts and deals with people who are about or have violated the laws, and people who have fallen as victims of the violations of the laws. And in response to violations of law, so often the police, found itself in conditions of uncertainty, confusion on what best course of action it should take, on the spot, in addressing the situations.

53. The main challenge face here is the lack of capacity of Police officers in handling cases and understanding the law. This results in the delay of Police investigation because of the evidence being misplaced or lost; the people or victims do not understand their rights during time of arrests as they were not read to them by the Police; Unnecessary excessive force use on the victims during the arrests at times is also an issue.

7. Development challenges

(a) Limited natural resources base;

(b) Small domestic market with little potential for economies of scale;

(c) Access to international markets is expensive;

(d) Limited business opportunities in the domestic economy;

(e) Land and capital market development constrained by small size, social values and traditions;

(f) Lack of financial and technical resources.

B. Constraints

1. Access to justice

54. The main constraint facing access to justice in Tuvalu is the lack of human resources and institutional capacity. It is imperative that this challenge is addressed. For example, the availability of qualified lawyers at the Office of the People’s Lawyer and other government and
public offices is a matter which requires urgent attention. From January 2007 to September 2007, there were no lawyers at the Office of the People’s Lawyer. But for a small number of cases where the Attorney General’s Office was able to assist, the population of Tuvalu was without access to legal advice and representation throughout this period. Over 100 criminal matters were adjourned during this time due to lack of defence counsel. Upon the arrival of an expatriate People’s Lawyer in September 2007, a significant backlog of cases had accrued in the upper court jurisdictions.

2. Right to receive information

Full implementation of freedom of expression and receiving and communicating information as provided under Article 24 (2) (b) and (c) is constrained by the lack of resources and capacity. This sometimes puts one’s position in a very difficult situation. People are not aware of their rights to receive and communicate information and there is a need to educate people on their rights to such issues.

C. Achievements

1. Climate change

Over the past twenty years Tuvalu governments have raised the issue of climate change as a potentially terminal event on the lives and indeed the very existence of Tuvalu as a sovereign state. Tuvalu Government and its overseas diplomatic missions particularly over the past six years have vigourously advocated the plight faced by Tuvaluans due to the country’s unique vulnerability to impacts of climate change, and the growing seriousness of the threat. The Tuvalu Permanent Mission to the United Nations in New York was set up in May 2001 purposefully to accelerate Tuvalu’s international campaign against climate change. Furthermore, the international media has further propagated Tuvalu’s vulnerability to climate change as well as the vulnerabilities of the other atoll countries such as Kiribati, Republic of the Marshall Islands, Maldives and continues to do so and Tuvalu is very grateful for their contribution.

The formulation and implementation of “Te Kakeega II”, Tuvalu National Sustainable Development Strategy, the development of the National Action Plan of Adaptation (NAPA), and the acceleration of the advocacy work at the global level. The Government is also pursuing awareness promotion programmes on the effect of climate change in schools and all community levels. A Disaster Preparation and Management Plan which has been formulated and is also a strategy to help Tuvaluans to respond to the damages caused by events that are exacerbated by climate change.

2. Improvement in health services

The Government of Tuvalu with financial assistance from the Government of Japan will upgrade medical facilities in the outer islands. Health Master Plan and Health Corporate Plan been developed. Local medical doctors on specialized areas are being trained overseas.

3. Youth development

The development of a youth corporate plan and youth internship programme are under review and in progress. Conducting awareness workshops on the threat posed by HIV/AIDS are being carried out with the assistance of Tuvalu Family Health Association (TuFHA).
4. Capacity building for women

60. Tuvalu’s accession to CEDAW took place in October 1999. Tuvalu’s first CEDAW report was submitted in June 2008. There are a number of areas in Tuvalu’s domestic law that need to be brought into compliance with CEDAW. Land laws, in particular, are often cited as an area requiring significant reform.

61. Women are being trained in micro enterprise and small medium term business development and marketing. These training are being funded by the Secretariat of the Pacific Community and the Commonwealth Secretariat. The trainings are being done at the Community Education Training Centre in Suva, Fiji.

5. Improvement on education curriculum

62. The existing curriculum has been reviewed and developed framework for Early Childhood Education, Primary, Junior Secondary School, Secondary and Post-Secondary.

63. A national strategy on school based system of student assessment has been developed.

V. KEY NATIONAL PRIORITIES, COMMITMENT AND INITIATIVES

A. National priorities

64. During the National Summit on Sustainable Development in 2004, the delegates produced a very clear set of strategic directions the nation should take, based on the issues that are considered to be and are national priorities. The priority now is to develop sectoral plans and to secure adequate financial and technical support to further implement Te Kakeega II Strategy and address the identified human rights challenges and constraints in Tuvalu.

1. Good governance

65. Inspired leadership, as well as honesty, transparency and consistency in the application of the rule of law is a pre-condition to achieve the vision of Te Kakeega II. Government recognizes the importance of promoting honesty, transparency and consistency in its further implementation.

2. Economic growth and stability

66. Sound economic management, fiscal discipline, the right policy environment (fiscal, monetary, regulatory), strong and well managed institutions that offer a high standard of governance, a cost-effective, efficient and customer-oriented public sector, are but a few of the desired results.

3. Social development

67. Health and social welfare, including issues of nutrition, youth, gender, age and other special needs; good health and ensuring that the social and welfare needs of the various sections of society are catered for will help to ensure a stable social environment; HIV/AIDS, NCDs and hardship and poverty are emerging issues and need to be considered as potential threats to the achievement of the Vision.
4. Falekupule and outer islands

68. The outer islands have always been regarded as the heart of the nation, however in the last decade the heart has become weaker as outer island populations have declined and production in the traditional subsistence economy has fallen. To counter this, the Falekaupule Trust Fund was established and the challenge now is to identify strategies that will reverse the outward migration ad falling output from the outer islands and to help ensure that the outer island economies are sustainable in the long term.

5. Employment and private sector development

69. Private Sector development and employment creation, including in tourism, agriculture and fisheries; creating and environment in which economic opportunity is created forms the core of the strategic framework.

6. Education and human resources

70. Education, training and human resource development are essential to the achievement of each individual’s own potential and aspirations; they are also central to the nation’s ability to achieve sustainable development. Education and training will target the skill ad manpower demands in the different sectors in the economy.

7. Natural resources

71. Agriculture, Fisheries, Tourism and Environment. The traditional structure of Tuvalu society and its subsistence economy have been built on the sustainable use of the nation’s limited, but nevertheless valuable natural resources, and the conservation and careful exploitation of its fragile atoll ecosystems. These are now under threat from changing attitudes in society and from a continuously growing cash economy. With traditional subsistence production in decline, the challenges are to reconcile these conflicting factors to create sustainable growth and greater stability.

8. Infrastructure and support services

72. Reliable, competitively priced economic infrastructure and utilities are an essential requirement for sustainable development. Without these supporting services it will be impossible to attract investment, create employment, new wealth and opportunities for the people. The strategies will put in place whatever support services are needed, which provide the nation with a satisfactory quality of service at a reasonable price.

B. Commitments

73. Although Tuvalu is not a party to other human rights covenants namely the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Government is still committed to ensure effective monitoring of human rights situation on the ground and to meet the targets outlined in the Te Kakeega II, The National Strategy on Sustainable Development.
C. Government initiatives

74. The Government of Tuvalu believes it is important to set up as early as possible a national commission for human rights, and a human rights office in Tuvalu.

75. Secondly, it also believes there is an urgent need to explore practical options of protecting the human rights of Tuvaluans from the impacts of climate change and other human induced activities.

VI. REQUESTS FOR THE INTERNATIONAL COMMUNITY TO CONSIDER

76. Tuvalu is both a small island developing state (SIDS) and a least developed country (LDC), with lack of capacity, infrastructure and financial resources causing the special vulnerabilities of Tuvalu. It faces special challenges to achieve as an LDC and SIDS to achieve MDG and Te Kakeega II targets, and especially for the improvement of human rights issues on the ground.

77. The Government of Tuvalu calls on the international community to consider providing:

   (a) Technical assistance and financial support in building the capacity of local practitioners, with a view to localising the position of the People’s Lawyer in the short to medium term;

   (b) Technical and financial assistance to improve Public awareness of human rights through community education programs and awareness-raising activities;

   (c) Technical assistance and financial support in upgrading the capacity of the Police;

   (d) Technical and financial assistance in areas that the international community see there is a need to improve human rights issues in Tuvalu.

-----