

Climate change, mobility and resettlement: Policies and conflict in the Pacific Islands

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Climate change relocation

"We are considering all possibilities and we're not discounting the possibility that in time we will not only relocate within the country but it will be necessary to, I think, relocate in a country outside our border.

It will become an option, as a last resort," he said.

"There haven't been a great number of offers coming forward but I'm very happy to say that a number of Pacific countries have come forward.

President Anote Tong of Kiribati, 2012

Hazards / Environmental / Climate Change, Mobility and Development

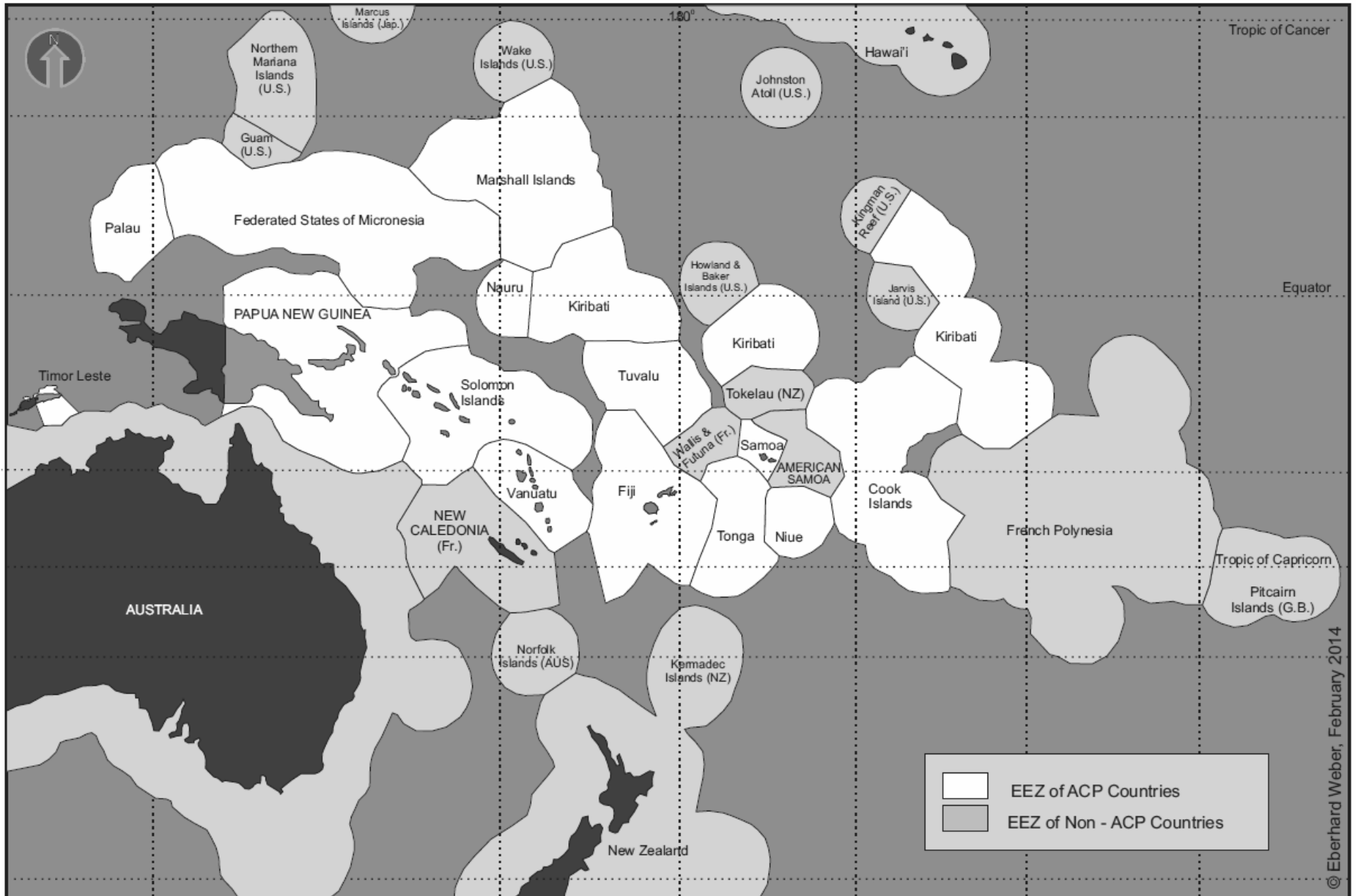
- **Environmental Refugees, Forced Migration, Environmentally Inducted Migration / Mobility**
- **Migrants are people who act under the impact of opportunities and constraints**
 - **It is difficult to generalize, but one has to ask...**
 - **What are these opportunities and constraints in specific contexts?**
 - **How far are people actors deciding and shaping their destinies, how far are they driven, to what extend are they forced?**

Hazards / Environmental / Climate Change, Mobility and Development

The purpose of mobility is to increase well-being, to reduce risk (e.g. through diversification of livelihoods), or to survive.

- **Can these categories be clearly separated from each other, or do they overlap?**
- **They even might contradict each other**
 - **Survival strategies often increase risk and decrease well-being.**
 - **People in their action may trade in one risk against another.**

Pacific Islands





Migration / Mobility in the Pacific Islands

- Historically Pacific Islanders have been very mobile
- Mobility has been an important aspect of colonial domination
- After the colonial area mobility continued to remain an important feature of Pacific Island societies.

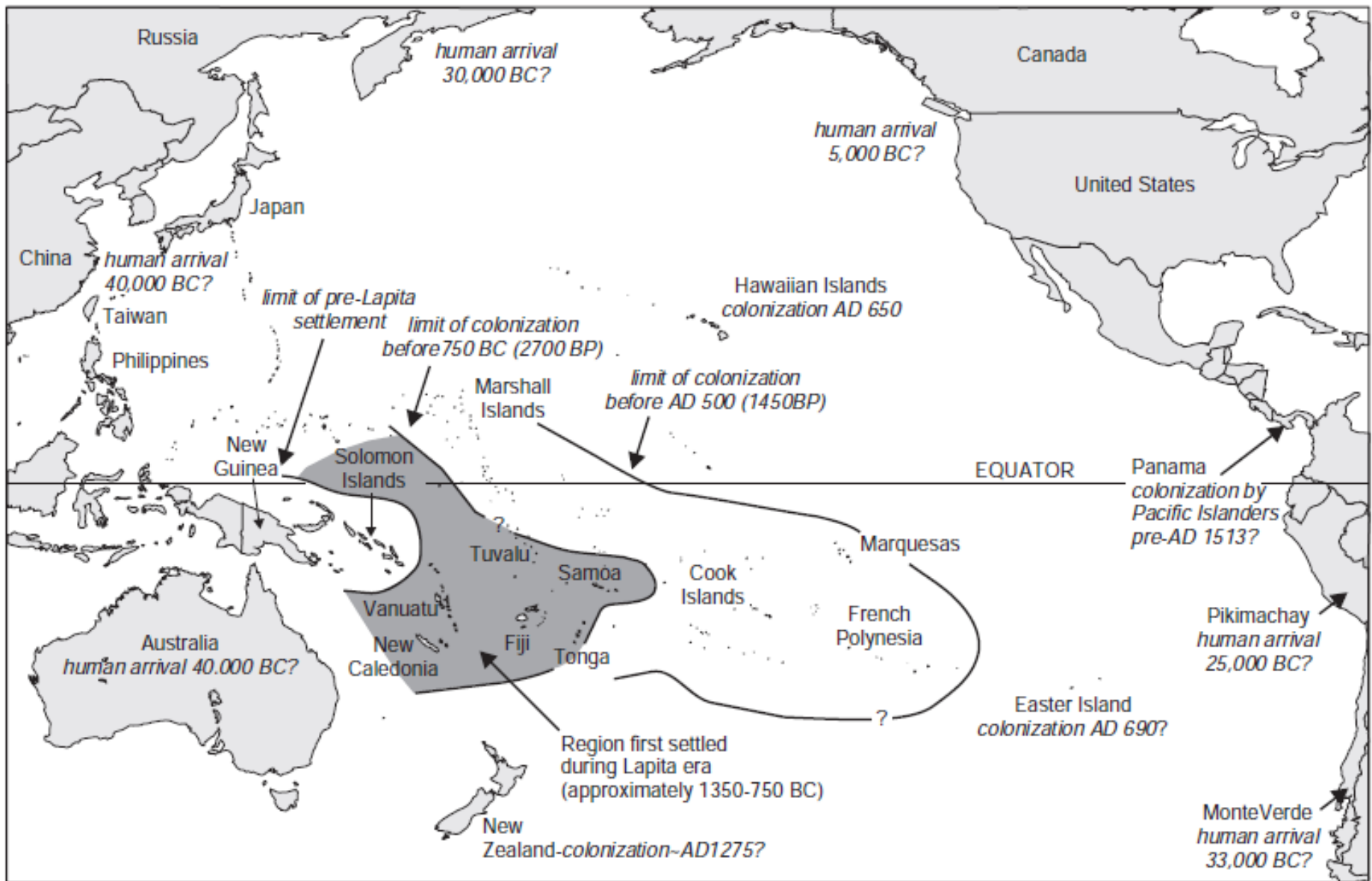





FIGURE 2.1 Human settlement of the Pacific Basin.

Source: Nunn, P. (2007) *Climate, Environment and Society in the Pacific during the last Millennium*, Elsevier: Amsterdam / Oxford, p. 26.

Internal Movements

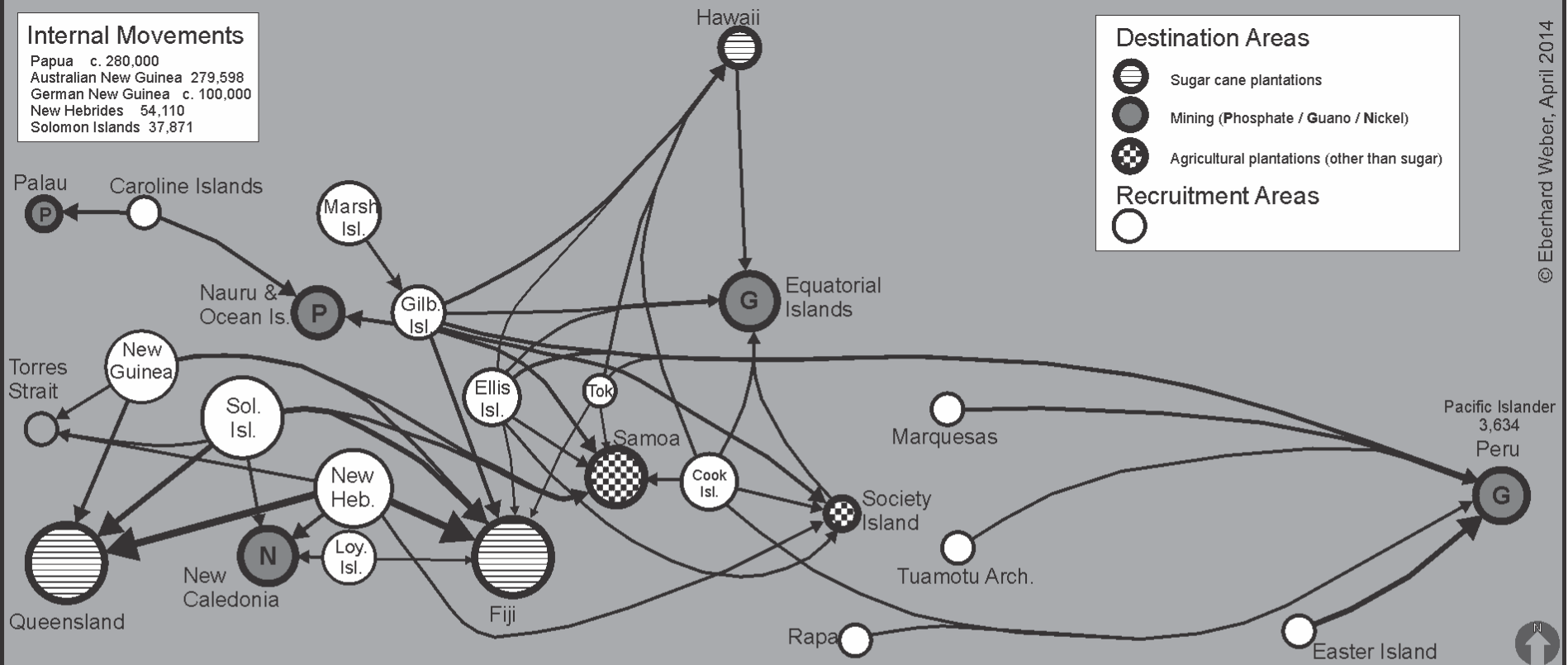
Papua c. 280,000
 Australian New Guinea 279,598
 German New Guinea c. 100,000
 New Hebrides 54,110
 Solomon Islands 37,871

Destination Areas

-  Sugar cane plantations
-  Mining (Phosphate / Guano / Nickel)
-  Agricultural plantations (other than sugar)

Recruitment Areas

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To Queensland

Intra Pacific Island Labour Flows in the 19th and early 20th century (incl. Queensland and Hawai'i)

New Hebrides 39,931
 Solomon Islands 18,217
 New Guinea (Ger, Aus) 2,809
 Loyalty Islands 1,123
 other Pacific Islands c. 400

To Fiji

New Hebrides 14,198
 Solomon Islands 8,228
 Gilbert Islands 2,398
 New Guinea 1,618
 other Pacific Islands 585

To Samoa

New Guinea
 Solomon Islands } c. 10,000
 Micronesians c. 2,500
 Gilbert Islands 210

To Nauru & Ocean Island

Gilbert Islands c.1,000
 Caroline Islands c. a few hundreds(1)
 Ellis Islands c.300

To New Caledonia

New Hebrides c. 10 - 13,000
 Solomon Islands c. 1,000

To Hawai'i

Pacific Islanders 2,444

Labour Flows to the Pacific Islands from outside in the 19th and early 20th century (incl. Queensland and Hawai'i)

India 60,965
 Japan 305

China 6,984

China c. 1,200

French convicts c. 22,000
 Indonesia c. 33,000
 India 376
 other Asian c. 14,000

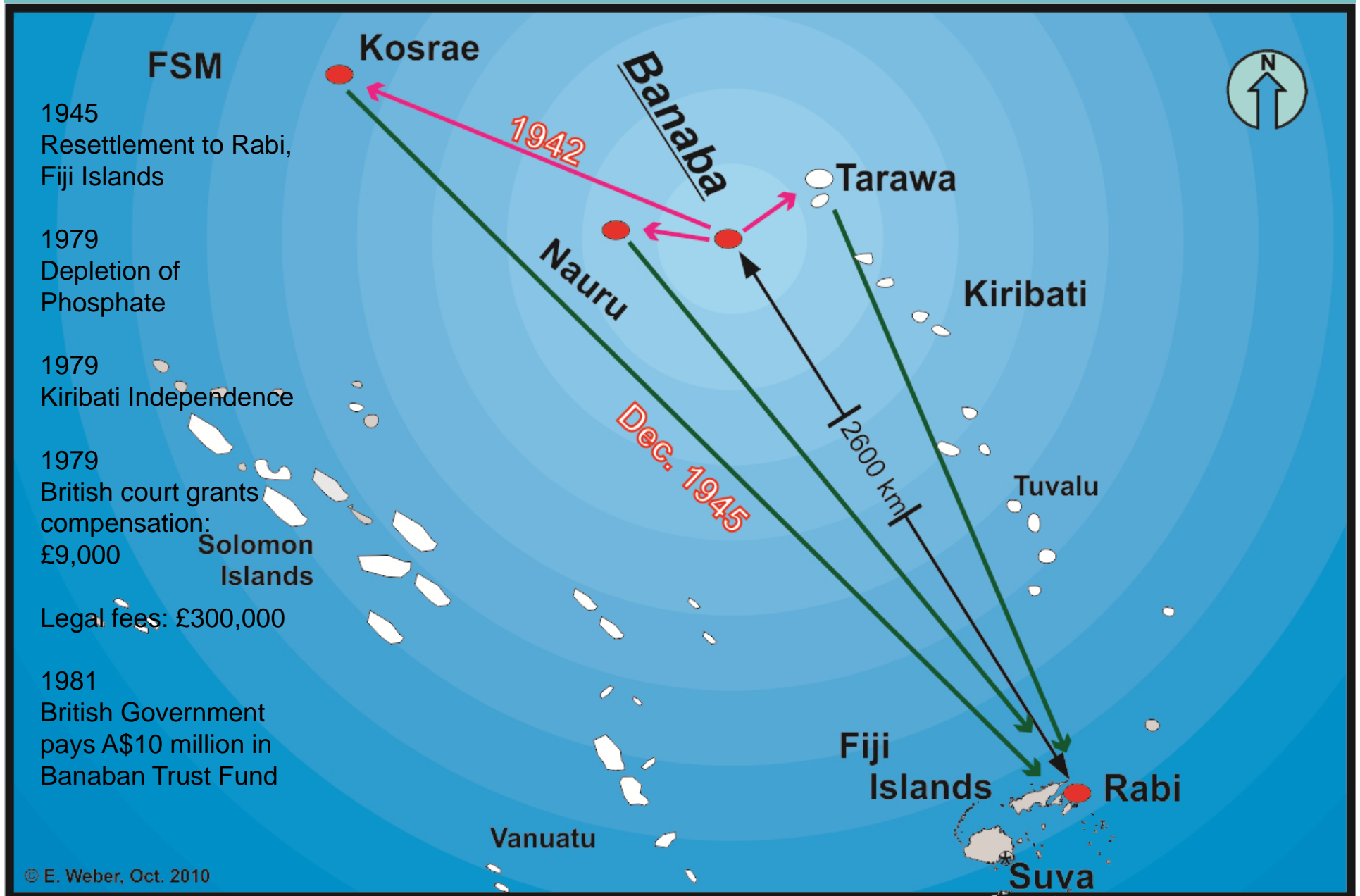
Japan 186,343
 Philippines 102,069
 China 61,794
 Portugal 16,318
 other European 13,553
 other Asian 8,283
 Puerto Rico 5,203

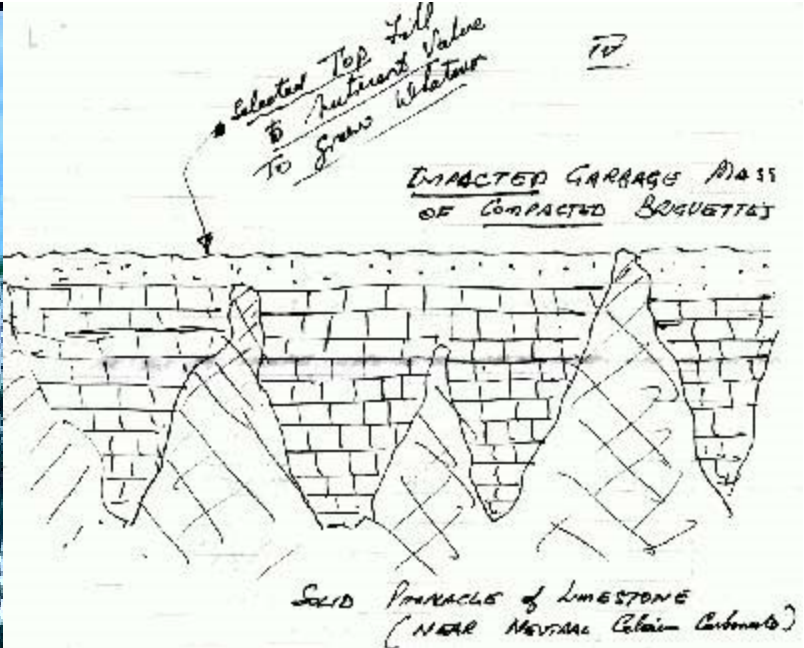
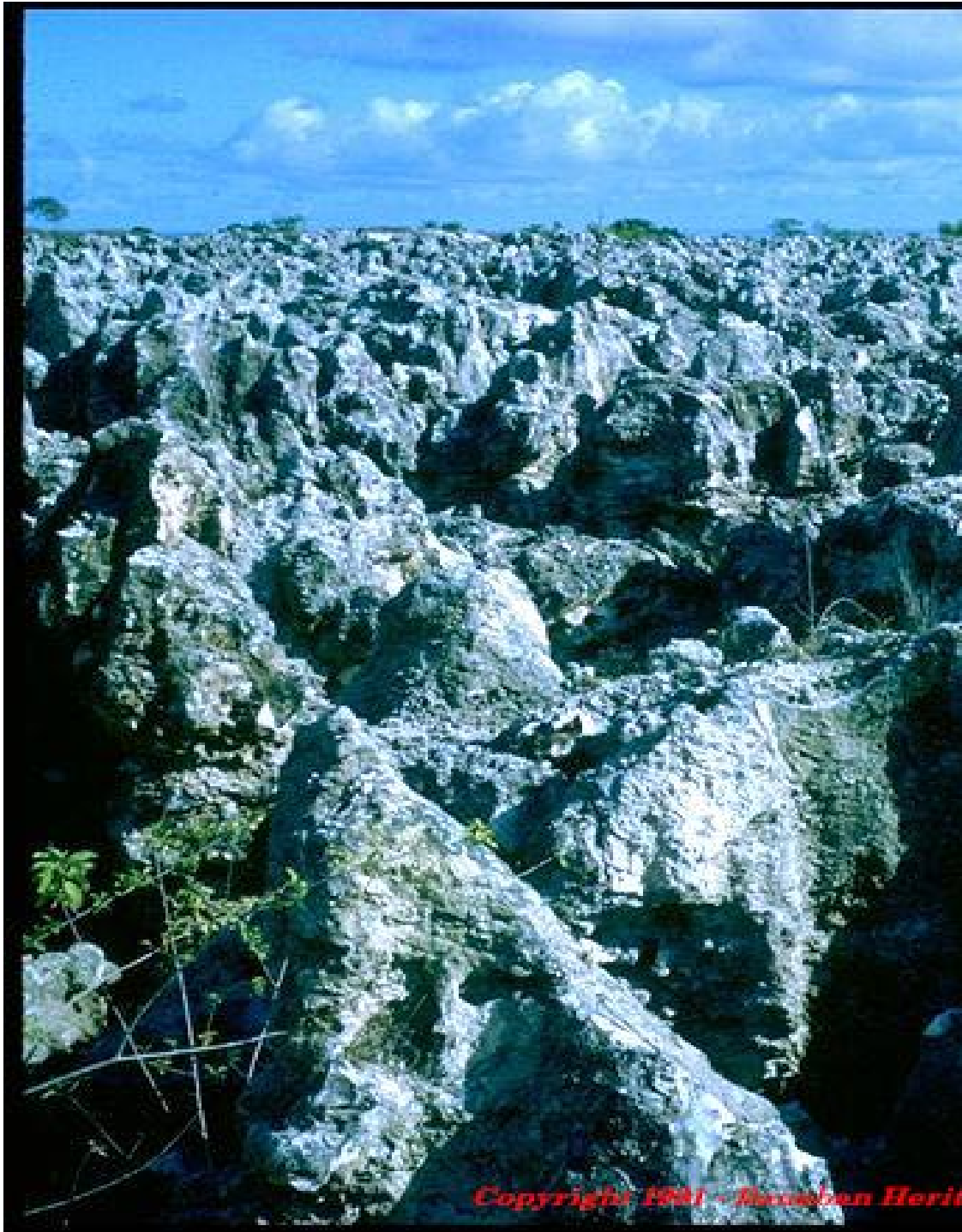
sources: data from: Moore et al. (1990) unless indicated otherwise; (1) Firth (1978).

Colonial Time - 2

- **Third phase** happened also during colonial times, but is different in a number of aspects: colonial powers resettled populations of **entire islands** within their colonial empire.
- People of Banaba (today Kiribati), who were brought to Rabi Islands (today Fiji) in 1945.
- Gilbert Islanders (today Kiribati) who were brought in 1938 to the Phoenix Islands, and then in the 1950s to the Western Province of today's Solomon Islands.
- Resettlement due to nuclear testing in the Marshall Islands (USA), Muaroa (French Polynesia) and Kiritimati Islands (UK, USA)
- This form of migration seems to resemble best what people often think of when they speak of resettlement of islands as a result of climate change: to evacuate the population of entire islands and bring them –as a group- to their new home.

Resettlement of the people of Banaba (Ocean Island)

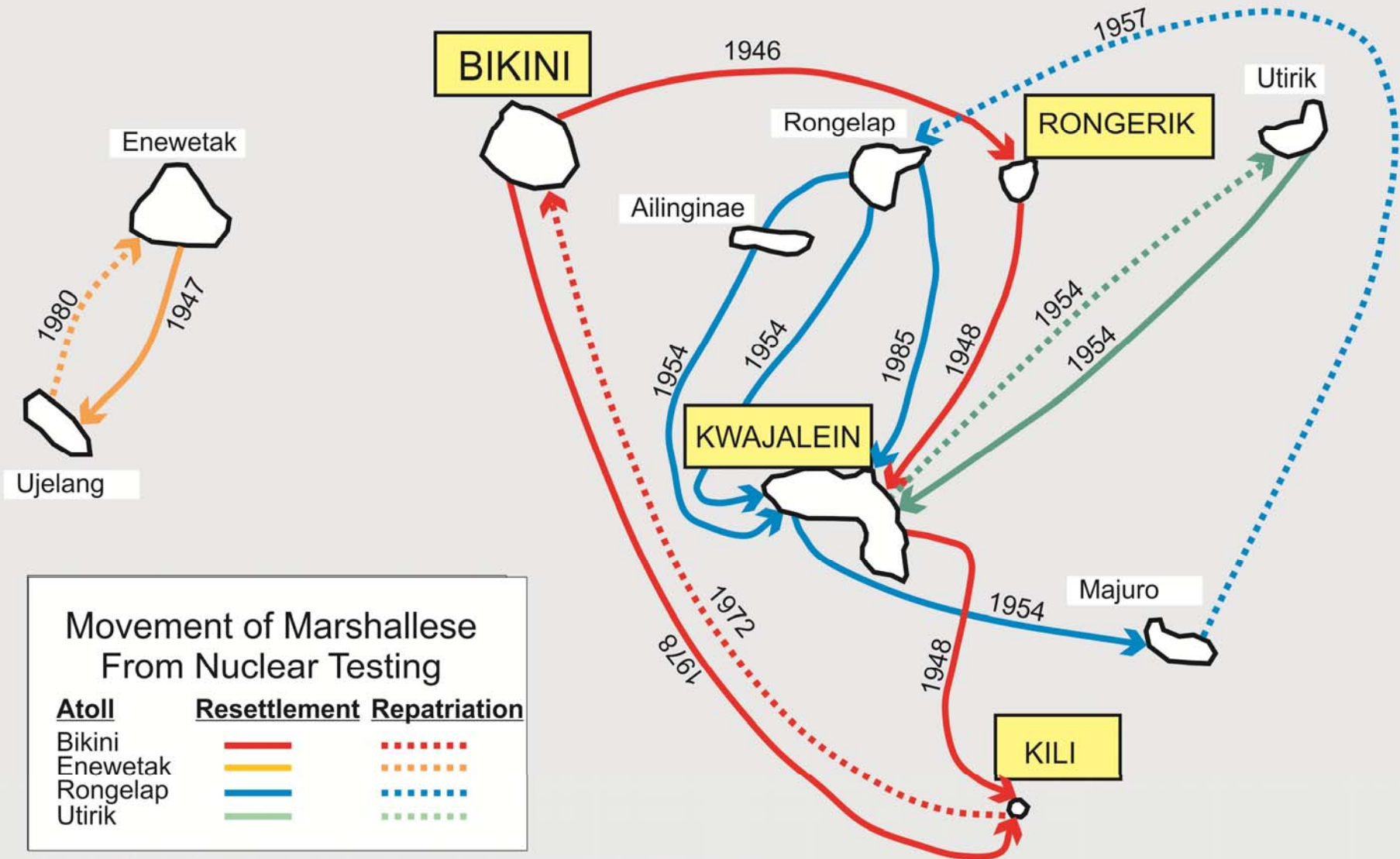




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Resettlement in the Marshall Islands (Nuclear Testing)



Colonial -3 / Independent

- The **fourth phase** started towards the end of colonial rule and continues into the years of independence.
- *Gastarbeiter* (guest workers) in Germany and migrants from Mexico into the USA support the economic miracle of the Post War era in the 1950s and 1960s. In Australia and New Zealand guest workers were needed in rapidly expanding economies (Ward 1989).
- A substantive number of skilled migrants came from Pacific Island countries. At this time all Pacific Island countries were still colonies of European powers, Australia, New Zealand France and the USA.
- When many of the countries had achieved independence recruitment of Pacific Islanders continued. Attempts were made to liberalize immigration policies. New Zealand e.g. granted free entry to Pacific Islanders in 1986 but the program was discontinued the very same year as too many immigrants arrived (Goss and Lindquist 2000, 393).

5th Phase ???

- The future will show, if a fifth phase of migration becomes dominant: the migration of people who have to leave their homes because of climate change.
- If this becomes reality then much has to be learnt from historical examples of migration, in particular those, where asymmetries of power resulted in dependencies and exploitation.
- To make people climate change refugees might compromise their right to live in dignity. All over the world migrants who can contribute to the economies of destination countries are less endangered to become socially isolated and not welcome.

Pacific Islands and Territories

Country	Sub-Region	Population (mid-2016)	Population (around 1960)	Net Immigration Rate (per 1000)	Total in NZ, Aus., USA	Percentage of total ethnic population in NZ, Aus., USA	Pacific Access Category (PAC) / Samoa Quota (SQ) (annual quota)	Unskilled Labour Schemes	Migration Opportunities
Cook Islands	Polynesia	15,200	18,378 ^f	(21.7)	60,355	82.0%*			Full access to NZ
Niue	Polynesia	1,600	4,864 ^f	(43.2)	20,548	93.0%*			Full access to NZ
Samoa	Polynesia	194,000	114,427 ^f	(17.8)	299,962	61.8%*	1100 (SQ)	RSE, PSWPS2	
Tonga	Polynesia	100,600	56,383 ^a	(15.1)	107,164	52%*	250	RSE, PSWPS1	
Tuvalu	Polynesia	10,100	5,444 ⁿ	(5.2)	3,075	24.0%*	75	RSE, PSWPS2	Special Deal with German mercant marine
Federated States of Micronesia	Micronesia	104,600	39,284 ^o	(5.9)					Full access to USA
Kiribati	Micronesia	109,693	43,336 ^h	0.0	482	0.5%*	75	RSE, PSWPS1	Special Deal with German / Japanese mercant marine
Marshall Islands	Micronesia	55,000	13,928 ^o	(20.0)					Full access to USA
Nauru	Micronesia	10,800	4,613 ^f	(0.2)				PSWPS2	
Palau	Micronesia	17,800	9,344 ^o	8.1					Full access to USA
Fiji Islands	Melanesia	880,400	345,737 ^a	(3.7)	123,473	12.7%*	**	RSE**	
Papua New Guinea	Melanesia	8,151,300	2,184,986 ⁱ	0.0	13,798	0.2%*		PSWPS1	
Solomon Islands	Melanesia	651,700	124,076 ^d	0.0	1,117	0.2%*		PSWPS2	
Vanuatu	Melanesia	289,700	78,088 ^k	0.0	512	0.1%*		RSE, PSWPS1	
Territory									
American Samoa	Polynesia	56,400	20,051 ^o	2.7					Full access to USA
French Polynesia	Polynesia	273,800	84,551 ^o	0.0					Full access to France (incl. French Pacific territories)
Tokelau	Polynesia	1,400	1,870 ^f	(24.9)					Full access to NZ
Wallis & Futuna	Polynesia	13,500	8,546 ^m	(8.7)					Full access to France (incl. French Pacific territories)
Guam	Micronesia	169,500	67,044 ^o	(10.8)					Full access to USA
Northern Mariana Islands	Micronesia	55,700	8,290 ^o	33.5					Full access to USA
New Caledonia	Melanesia	277,000	86,519 ^o	2.4					Full access to France (incl. French Pacific territories)

^a1956 ^b1957 ^c1958 ^d1959 ^e1960 ^f1961 ^g1962 ^h1963 ⁱ1966 ^j1967 ^k1968 ^m1969

Sources: for Population Data: SPC Population Data 2011 and Time Series from 1900; Migration rates and opportunities: Ware 2005, information population in NZ, Austr., USA: Hayes 2010)


(except *: Appleyard and Stahl 1995); n.a. (not available). New Zealand Government announced the "Recognized Seasonal Employer" (RSE) policy in October 2006 and it began in April 2007. Australia launched the "Pacific Island Seasonal Workers Scheme" (PSWPS1) in Aug 2008, in September 2011 more countries were added (PSWPS2); ** Fiji since 2015

New Zealand / Tuvalu guest-worker scheme of 1986 allowed up to 80 workers from Tuvalu to be employed in NZ from one to three years (Simati 2009)

In 2002 New Zealand started the Pacific Access Category (PAC) which allowed 75 Tuvaluans each year to work and live permanently in New Zealand (Simati, 44)

Suggestions

- Australia / New Zealand increase their aid in the fields of education, vocational training etc. enormously.
- Australia / New Zealand help Pacific Island Countries to increase numbers of intakes from other Pacific Islands.
- Pacific Island countries provide new homes to Pacific Islanders



Thank you very much