

|                                 |                                  |
|---------------------------------|----------------------------------|
| <b>Country/entity</b>           | Papua New Guinea<br>Bougainville |
| <b>Region</b>                   | Asia and Pacific                 |
| <b>Agreement name</b>           | Cairns Joint Communique          |
| <b>Date</b>                     | 1 Dec 1995                       |
| <b>Agreement status</b>         | Multiparty signed/agreed         |
| <b>Interim arrangement</b>      | Yes                              |
| <b>Agreement/conflict level</b> | Intrastate/intrastate conflict   |

### **Bougainville Conflict (1987 - 1998)**

The conflict on Bougainville, an island under the jurisdiction of Papua New Guinea (PNG), began in 1987 as a dispute over compensation for the use of land by Bougainville Copper Ltd, a an Australian subsidiary. The underlying issue of independence soon emerged and the conflict escalated between the government of PNG and the native islanders, in turn spearheaded by the Bougainville Revolutionary Army (BRA). Until fighting ended in 1998, an estimated 20,000 died in the conflict. Several pre-negotiation agreements culminated in an agreement to a 'permanent and irrevocable' ceasefire, and a framework for normalizing the PNG-Bourgainville relationship, which included elections.

Close

Bougainville Conflict (1987 - 1998)

|                        |  |
|------------------------|--|
| <b>Stage</b>           | Pre-negotiation/process  |
| <b>Conflict nature</b> | Government/territory   |
| <b>Peace process</b>   | Bougainville: peace process  |
| <b>Parties</b>         | Note: Document has not been signed, although the parties appear to be the Bougainville Transitional Government and the Bougainville Interim Government |
| <b>Third parties</b>   | Signed in the presence of the Representatives of the Secretary-General of the United Nations and of the Secretary-General of the Commonwealth.         |
| <b>Description</b>     | Parties commit to peace talks  |

---

**Agreement document** [PG\\_951201\\_Cairns Joint Communique.pdf \(opens in new tab\)](#) | [Download PDF](#)

---

## Groups

|  |   |
|--|---|
| <b>Children/youth</b>                    | Groups→Children/youth→Rhetorical<br>Page 2, Nine<br>All parties to the Talks agree on the need for access to be immediately granted throughout Bougainville to UNICEF and relevant donor organisations for the implementation of health care programmes, especially child immunisation. |
| <b>Disabled persons</b>                  | No specific mention.  |
| <b>Elderly/age</b>                       | No specific mention.  |
| <b>Migrant workers</b>                   | No specific mention.  |
| <b>Racial/ethnic/<br/>national group</b> | No specific mention.  |
| <b>Religious groups</b>                  | No specific mention.  |
| <b>Indigenous people</b>                 | No specific mention.  |
| <b>Other groups</b>                      | No specific mention.  |
| <b>Refugees/displaced<br/>persons</b>    | No specific mention.  |
| <b>Social class</b>                      | No specific mention.  |

---

## Gender

|                                    |                      |
|------------------------------------|----------------------|
| <b>Women, girls and<br/>gender</b> | No specific mention. |
| <b>Men and boys</b>                | No specific mention. |
| <b>LGBTI</b>                       | No specific mention. |
| <b>Family</b>                      | No specific mention. |

---

## **State definition**

**Nature of state (general)** No specific mention.

**State configuration** No specific mention.

**Self determination** No specific mention.

**Referendum** No specific mention.

**State symbols** No specific mention.

**Independence/secession** No specific mention.

**Accession/unification** No specific mention.

**Border delimitation** No specific mention.

**Cross-border provision** No specific mention.

---

## **Governance**

**Political institutions (new or reformed)** No specific mention.

**Elections** No specific mention.

**Electoral commission** No specific mention.

**Political parties reform** No specific mention.

**Civil society** Page 1, Five  
Representatives of the International Commission of Jurists (ICJ) and the Unrepresented Nations and Peoples Organisation (UNPO) have participated and may continue to participate in an observer capacity in the Talks. Other non-governmental organisations may be granted similar observer status with the consent of all the parties to the Talks.

**Traditional/religious leaders** No specific mention.

**Public administration** No specific mention.

**Constitution** No specific mention.

---

#### **Power sharing**

**Political power sharing** No specific mention.

**Territorial power sharing** No specific mention.

**Economic power sharing** No specific mention.

**Military power sharing** No specific mention.

---

#### **Human rights and equality**

**Human rights/RoL general** No specific mention.

**Bill of rights/similar** No specific mention.

**Treaty incorporation** No specific mention.

**Civil and political rights** No specific mention.

**Socio-economic rights** No specific mention.

---

#### **Rights related issues**

**Citizenship** No specific mention.

**Democracy** No specific mention.

**Detention procedures** No specific mention.

**Media and communication** No specific mention.

|                            |   |
|----------------------------|---|
| <b>Mobility/access</b>     | Page 2, Nine<br>All parties to the Talks agree on the need for access to be immediately granted throughout Bougainville to UNICEF and relevant donor organisations for the implementation of health care programmes, especially child immunisation. |
| <b>Protection measures</b> | No specific mention.  |
| <b>Other</b>               | No specific mention.  |

---

## **Rights institutions**

|  |                      |
|--|----------------------|
| <b>NHRI</b>  | No specific mention. |
| <b>Regional or international human rights institutions</b> | No specific mention. |

---

## **Justice sector reform**

|   |                      |
|---|----------------------|
| <b>Criminal justice and emergency law</b> | No specific mention. |
| <b>State of emergency provisions</b>      | No specific mention. |
| <b>Judiciary and courts</b>               | No specific mention. |
| <b>Prisons and detention</b>              | No specific mention. |
| <b>Traditional Laws</b>                   | No specific mention. |

---

## **Socio-economic reconstruction**

|   |                      |
|---|----------------------|
| <b>Development or socio-economic reconstruction</b> | No specific mention. |
| <b>National economic plan</b>                       | No specific mention. |
| <b>Natural resources</b>                            | No specific mention. |

**International funds** Page 2:

All parties to the Talks agree on the need for access to be immediately granted throughout Bougainville to UNICEF and relevant donor organisations for the implementation of health care programmes, especially child immunisation.

**Business** No specific mention.

**Taxation** No specific mention.

**Banks** No specific mention.

---

**Land, property and environment**

**Land reform/rights** No specific mention.

**Pastoralist/  
nomadism rights** No specific mention.

**Cultural heritage** No specific mention.

**Environment** No specific mention.

**Water or riparian  
rights or access** No specific mention.

---

**Security sector**

**Security  
Guarantees** No specific mention.

**Ceasefire** No specific mention.

**Police** No specific mention.

**Armed forces** No specific mention.

**DDR** No specific mention.

**Intelligence  
services** No specific mention.

**Parastatal/rebel and opposition group forces** No specific mention.

**Withdrawal of foreign forces** No specific mention.

**Corruption** No specific mention.

**Crime/organised crime** No specific mention.

**Drugs** No specific mention.

**Terrorism** No specific mention.

---

### **Transitional justice**

**Transitional justice general** No specific mention.

**Amnesty/pardon** No specific mention.

**Courts** No specific mention.

**Mechanism** No specific mention.

**Prisoner release** No specific mention.

**Vetting** No specific mention.

**Victims** No specific mention.

**Missing persons** No specific mention.

**Reparations** No specific mention.

**Reconciliation** No specific mention.

---

## **Implementation**

**UN signatory** Page 2,  
Signed in the presence of the Representatives of the Secretary-General of the Commonwealth will report to the Government of Papua New Guinea on the results of the current talks.

**Other international signatory** No specific mention.

**Referendum for agreement** No specific mention.

**International mission/force/similar** No specific mention.

**Enforcement mechanism** No specific mention.

---