

Country/entity	Papua New Guinea Bougainville
Region	Asia and Pacific
Agreement name	Loloata Understanding
Date	23 Mar 2000
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/conflict level	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)

Stage	Framework/substantive - partial
Conflict nature	Government/territory
Peace process	Bougainville: peace process
Parties	Rt. Hon. Sir Michael Somare, Minister for Bougainville Affairs and Chairman of the National Committee on Bougainville; Joel Banam, Chairman, Leitana Council of Elders; Hon. Jon Momis, Co-Leader of the Bougainville Delegation; Joseph C. Kabui, Co-Leader of the Bougainville Delegation;
Third parties	Signed in the presence of: Ambassador Noel Sinclair, Director of the United Nations Observer Mission on Bougainville; Ewan MacMillan, Chief Negotiator, Peace Monitoring Group;
Description	Culminated the third round of political negotiations between PNG delegation and Bougainville leaders. Committed to establishing an autonomous Bougainville province within the Constitution of Papua New Guinea. Leaves open question of independence and commits parties to discussing matter.

Agreement document

[PG_000323_Loloata Understanding.pdf \(opens in new tab\)](#) | [Download PDF](#)

Groups

Children/youth No specific mention.

Disabled persons No specific mention.

Elderly/age No specific mention.

Migrant workers No specific mention.

**Racial/ethnic/
national group** No specific mention.

Religious groups No specific mention.

Indigenous people No specific mention.

Other groups No specific mention.

Refugees/displaced persons No specific mention.

Social class No specific mention.

Gender

Women, girls and gender No specific mention.

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

State definition

Nature of state (general) Page 2, Autonomy
5. The arrangements for an autonomous Bougainville Government will be provided within the Papua New Guinea Constitution, including any amendments, and will include provision for the following matters:
a. Bougainville will establish an elected autonomous government developed through a democratic process.

State configuration No specific mention.

Self determination No specific mention.

Referendum Page 2, Referendum
6. The National Government acknowledges the aspirations for a binding referendum on independence as called for by the Bougainvillean leaders. The parties reaffirm their support for a progressive political settlement that takes account of, among other things, the wishes of the people of Bougainville. The parties will address the referendum issue. The parties agree that the holding of the referendum may be deferred until after autonomy has been implemented and can be fairly and properly judged.

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) Governance→Political institutions (new or reformed)→Temporary new institutions
Page 1, Interim Arrangements
1. The Bougainville Interim Provincial Government will be established under the Transitional Provisions of the Organic Law on Provincial Governments and Local-level Governments in accordance with the decision of the National Court of 10th March 2000.

Elections No specific mention.

Electoral commission No specific mention.

Political parties reform	No specific mention.
Civil society	No specific mention.
Traditional/religious leaders	Page 1, Interim Arrangements 2. The parties note that arrangements for cooperation between the Bougainville Interim Provincial Government and the Bougainville People’s Congress and Councils of Elders have been agreed under the Greenhouse Memorandum of 23rd December 1999.
Public administration	No specific mention.
Constitution	No specific mention.

Power sharing

Political power sharing No specific mention.

Territorial power sharing Power sharing→Territorial power sharing→Autonomous regions
Page 1-2, Autonomy
4. The arrangement for an autonomous Bougainville Government will:
• Enable it to deal with the sources of the Bougainville conflict and prevent it from occurring again;
• Enable Bougainville to express and develop both its own identity and its relationship with the rest of Papua New Guinea.

Page 2, Autonomy

5. The arrangements for an autonomous Bougainville Government will be provided within the Papua New Guinea Constitution, including any amendments, and will include provision for the following matters:

- a. Bougainville will establish an elected autonomous government developed through a democratic process.
- b. The autonomous Bougainville Government will meet accepted standards of good governance.
- c. Bougainville will have responsibility for major powers and functions of government to be agreed upon.
- d. Bougainville will take some years to exercise many legislative powers and functions. Until Bougainville assumes responsibility for the full range of its powers and functions, National Government legislation and institutions will continue to apply.
- e. Bougainville will need the fiscal and personnel resources required to carry out its functions.
- f. Bougainville will receive substantial funds for reconstruction, restoration and development activities to support the peace process.

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 4.f) Bougainville will receive substantial funds for reconstruction, restoration and development activities to support the peace process.

Rights related issues

Citizenship No specific mention.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication No specific mention.

Mobility/access No specific mention.

Protection measures No specific mention.

Other No specific mention.

Rights institutions

NHRI No specific mention.

Regional or international human rights institutions No specific mention.

Justice sector reform

Criminal justice and emergency law No specific mention.

State of emergency provisions No specific mention.

Judiciary and courts No specific mention.

Prisons and detention No specific mention.

Traditional Laws No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction No specific mention.

National economic plan No specific mention.

Natural resources No specific mention.

International funds No specific mention.

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	Signed in the presence of: Ambassador Noel Sinclair, Director of the United Nations Observer Mission on Bougainville;
Other international signatory	Signed in the presence of: Ewan MacMillan, Chief Negotiator, Peace Monitoring Group;
Referendum for agreement	No specific mention.
International mission/force/similar	Page 2, Next Steps and Timetable 8. The parties acknowledge the helpful role that the United Nations Observer Mission on Bougainville can play at their meetings.
Enforcement mechanism	10. agree date for next leaders' meeting no later than May 2000. Page 3, Next Steps and Timetable 10. The next Leaders' meeting will be held no later than May 2000.
