

Country/entity	Papua New Guinea Bougainville
Region	Asia and Pacific
Agreement name	The Honiara Declaration
Date	23 Jan 1991
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	Sir Michael Somare GCMG CH MP, Leader of the PNG Delegation; Joseph Kabui, Leader of the Bougainville Delegation;
Third parties	Witness: Bernard Narokobi MP; James Sinko; Fr. John Momis, MP; Bishop Zale; Benais Sabumei, MBE MP; Patrick Itta;
Description	Agreement to review and formulate common strategy and programmes for the implementation of restoration of services to enhance peace, reconciliation and rehabilitation on Bougainville. 'The programme' meaning the package of phased arrangements for the restoration of services on Bougainville.

Agreement document

[PG_910123_HionaraDeclaration.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, Principles
6. ... We agree to defer discussions on the future political status of Bougainville and have further agreed to embark upon a joint programme of peace, Reconciliation, and Rehabilitation, within the current constitutional framework of the Nation of Papua New Guinea.

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 3, Obligations and Responsibilities
10. Parties agreed to make the following actions:
National Government
... v) Allow and facilitate non-governmental agencies, including Churches and Community groups, to contribute towards the successful implementation of this programme.

**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.
Mobility/access	Page 2, Definition of 'Programme' 7. The 'Programme' in this Declaration means the Package of phased arrangements for the restoration of services on Bougainville including:- Phase I ... (ii) Lifting of the Blockade,
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	<p>Page 2, Principles</p> <p>6. ... We take a joint responsibility to restrain from the use of weapons and arms to help us to create an environment of peace and harmony as well as a pre-condition to justice and peace.</p> <p>... we reject violence and seek meaningful consultation as a means of solving the crisis, and deeply mourn the loss of lives and destruction of properties, and trust in the common fatherhood of God and resolve to find lasting justice, peace and security on the island of Bougainville.</p> <p>... We commit ourselves to the welfare and security of all individuals and organisations who participate in this Programme.</p>
Ceasefire	No specific mention.
Police	No specific mention.
Armed forces	<p>Page 2, Principles</p> <p>6. ... We recognise the constitutional role of the Papua New Guinea Defence Force.</p>
DDR	<p>Security sector→DDR→Demilitarisation provisions</p> <p>Page 3, Obligations and Responsibilities</p> <p>10. Parties agreed tot make the following actions:</p> <p>Bougainville Side</p> <p>i) Disarm the BRA, BLF and their associated militant activities, including the surrender and destruction of arms under the supervision of the Multinational Supervisory Team.</p>
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	<p>Page 3, Obligations and Responsibilities</p> <p>10. Parties agreed tot make the following actions:</p> <p>Bougainville Side</p> <p>i) Disarm the BRA, BLF and their associated militant activities, including the surrender and destruction of arms under the supervision of the Multinational Supervisory Team.</p>
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 Transitional justice→Amnesty/pardon→Amnesty/pardon proper
Page 3, 10. Obligations and Responsibilities
10. Parties agreed tot make the following actions:
National Government
i) Grant amnesty and immunity from prosecutions to the members of BRA and BLF in accordance with legal aid and constitutional requirements of Papua New Guinea.

Courts No specific mention.

Mechanism No specific mention.

Prisoner release Page 3, 10. Obligations and Responsibilities
10. Parties agreed tot make the following actions:
Bougainville Side
... ii) release all detainees held as a consequence of the conflict,

Vetting No specific mention.

Victims No specific mention.

Missing persons No specific mention.

Reparations No specific mention.

Reconciliation No specific mention.

Implementation

UN signatory No specific mention.

Other international signatory No specific mention.

Referendum for agreement No specific mention.

International mission/force/similar No specific mention.

**Enforcement
mechanism**

Page 2, Principles:

6.

... We agree to accept external assistance including a Multinational Supervisory Team (MST) to contribute to the implementation of this Programme under the framework determined in this Declaration.

Page 2, Task Force Membership

8. In order to facilitate the execution of this Programme, we agree to hereby establish a Task Force which shall consist of representatives appointed by the National Minister for Provincial Affairs, in consultation with an Interim Legal Authority.

Page 2-3, Terms of Reference

9. We agree that the terms of reference for the Task Force shall include:

- i) Planning, Co-ordination and implementation of this Programme;
- ii) Monitoring and supervision of this Programme;
- iii) Investigate and determine the scope and components of the project under this Programme;
- iv) Investigate, mobilise and secure all financial avenues at its disposal to finance this Programme;
- v) Develop a detailed timetable to implement this Programme, which must be submitted to the Minister for Provincial Affairs for final approval as soon as practicable following their appointments;
- vi) The Task Force shall report to the Legal Authority in Bougainville
- vii) Furnish monthly reports or otherwise as directed by the Legal Authority in Bougainville; and
- viii) Undertake other responsibilities as directed by the Legal Authority in Bougainville to implement this Programme.

Page 3, Programme Schedule

11. We agree that the following Time Schedule shall be adopted to implement this Programme from the signing of this Declaration:

- i) One (1) week to one (1) month - establishment of the Task Force and the assembling of the MSD
- ii) Between one (1) month to six (6) months project identification and resource mobilisation
- iii) Eighteen (18) to thirty-six (36) months completion of Programme, abolition of the Task Force, return to normalcy.

Page 4, Review and Consultations

12. We agree that this declaration shall be reviewed at least on a six (6) monthly interval until the conclusion of the Programme in accordance with the programme schedule.

13. Notwithstanding the foregoing paragraph, the National Minister for Provincial Affairs may request a review either independently or on advice of the legal authority or the Task Force.

14. The programme under this Declaration does not, for the time being, include the programme of restoration of services undertaken by the National Government on Buka and adjacent islands.

15. The National Minister for Provincial Affairs shall determine and reconcile the relationships between these two programs on advice from the legal authority in Bougainville.

Related cases No specific mention.

Source Originally accessed from Conciliation Resources Accord (<http://www.c-r.org/accord/papua-new-guinea%E2%80%93bougainville> – no longer available from original source). Currently available from UN Peacemaker: <https://peacemaker.un.org/png-hionara-declaration91>
