

BURNHAM II PREPARATORY TALKS
Burnham Military Camp Burnham, New Zealand October 1-10th, 1997
RECORD OF UNDERSTANDINGS

PURPOSE AND SCOPE OF BURNHAM II TALKS

Introduction

1. The Burnham II Preparatory Talks were held in Burnham, New Zealand from October 1-10th, 1997.
2. The agreed purpose of the meeting was to lay a foundation for a Leaders Meeting later in 1997.
3. Those present at the meeting were representatives of BIG/BRA, including field commanders, led by Martin Miriori, BIG including members of Resistance Forces, led by Kapeatu Puaria and a team of high ranking PNG officials, led by Robert Igara, Secretary of the Department of Prime Minister & NEC.
4. A welcome ceremony was provided by the Commander of the Burnham Military Camp on October 1st, 1997, which included a traditional Maori welcome by the local community of Burnham, Hon Don Mckinnon, Minister for Foreign Affairs gave a welcome address.
5. Informal discussions were held between leaders of delegation to agree on the agenda and working arrangements for the Meeting, on the night of October, 1st.
6. A delegation from the Solomon island participated in the meeting as observes. The Hon. Sir Rev. Leslie Boseto, Minister for Home Affairs of Solomon Islands, accepted the invitation of leaders of delegation to serve as Chairman of the meeting.
7. The meeting began with formal statements by leaders of delegation and a statement by the delegation of the Solomon Islands. These statements can be found in the Attachments 2, 3, 4, and 5 to this Record of Understandings.
8. An open session (known as 'Taraut Session') for two days was held wherein participants, leaders and field commanders of BRA and Resistance Forces freely expressed their views.

KEY ELEMENTS OF THE OVERALL PEACE PROCESS

Defining the over-all peace process

9. A reference point for the meeting was the Burnham Declaration signed on July 18th,1997. Other reference materials included records of previous initiatives on Bougainville, statements made at the Talks by leaders of delegation and other participants.
10. The main themes from statements made by participants in the two day opening session, were:-
 - All parties desire peace now
 - A third party is needed to facilitate peace on Bougainville
 - There is still much fear in the community and
 - The way must be found to bring peace on the ground.

11. The BTG leader presented a working paper to the meeting (Attachment 6) titled Joint Bougainville Concept Paper on Process. The paper provided some views as to the procedures and time frame for formalising a cease-fire agreement and engagement of an international peace keeping force, under UN auspices demilitarisation and negotiations on political settlement.
12. The PNG Delegation, welcomed views on the over-all peace process referred to in the Burnham Declaration. But stated the Concept Paper was limited in focus. It did not deal with all the important aspects of a peace process.
13. In summary, some of the elements of the over-all peace process discussed, are:–
 - Assurances of a joint commitment to peace by all Parties to the people of Bougainville
 - Reconciliation
 - Formal cease-fire agreement, supported by a third party
 - Demilitarisation
 - Lifting of Restrictions
 - Restoration of services
 - Awareness programs
 - Negotiation for political issues
 - Leaders Meeting.
14. The Government of PNG supports the spirit of the Burnham Declaration and will make further decisions concerning the way it will contribute to development of the overall peace process; once it receives the report of the Burnham II Talks.

Assurances to keep the momentum for peace
15. As a way of assuring local communities on Bougainville, the Burnham Truce, proposed by the PNG Delegation was signed by Parties to the Burnham Talks. It is found in Attachment 1.
16. The Truce is to be widely publicised and commitments made therein observed by the Parties.
17. It was suggested by the BRA that the composition of the Neutral Regional Group referred to in paragraph six (6) of the Burnham Truce shall not be restricted to civilians only.

Reconciliation

18. Reconciliation is regarded as a central element of the Peace Process. It has been initiated primarily by Bougainvilleans themselves. Reconciliation involves a diverse range of communities and activities aimed at promoting peace.
 - among local communities (families and clans),
 - among BRA, Resistance and Security Forces,
 - among political leaders, chiefs and church groups.

At a later stage it may embrace activities between the National Government and people of Bougainville.

Recognising that this needs to be continued on the ground all parties need to work collectively and transparently. In the Interim pending agreement by Leaders of a formal cease fire arrangement. The Burnham Truce has been developed and agreed to by the parties to facilitate the ongoing Reconciliation Program.

Formal cease-fire, support by a third party

BRA/BIG and BTG Delegates views the declaration of a cease fire with the involvement of third party as an important element towards enhancing what is already in effect on the ground. The commitment of the cease fire is proposed to come simultaneously with the arrival of the third party.

All parties also recognize that there is a great deal of mistrust, fear and deep reservations based on past failed agreements.

Demilitarisation

As part of the process to re-establishing civilian authority on the ground, a phased out withdrawal of the Defence Force was proposed by the BIG/BRA and BTG.

Lifting of Restrictions

The meeting recognises that the people faced considerable hardship because of the deprivation of basic human rights and freedom. Of primary concern are those in relation to the freedom of movement and access to essential services. These restrictions was noted to be enforced by all parties.

The Delegations members agreed that there is need to lift these restrictions and that all parties are to take steps to ensure that this is facilitated.

19. Security Forces perform certain functions for civilian authorities because of their absence from Bougainville. This has included imposing a number of restrictions on the movement of people as well as goods and services.
20. BRA, Resistance Forces and some local communities also impose certain restrictions on movement of people in designated areas.
21. There is need for access throughout Bougainville to civil authorities, donor organisations and humanitarian agencies for the benefit of local communities.
22. Security Forces' role in performing civilian functions will no longer be required once civilian authorities can return to Bougainville.
23. Normal immigration, customs and surveillance functions in relation to PNG's international borders are to be enforced by civilian authority.
24. Traditional border crossing arrangements on the PNG/Solomon Islands border may be established in the same manner as in the Border Agreement with Australia and with Indonesia.
25. Other groups on Bougainville who impose restrictions on movement of people, goods or services within local communities will also lift such restrictions.

Restoration Programs

BRA/BIG is of the view that restoration of services can not eventuate in all parts of Bougainville without peace being restored. BTG believes that restoration and rehabilitation can be facilitated through the peace process.

26. The Government of PNG regards restoration of services on Bougainville an integral part of the peace process.
27. The ten year crisis has resulted in damage or destruction to essential government services, including schools, hospitals, and other administrative facilities.

28. A comprehensive plan for restoration of services is required. BTG will take a lead role in restoration of service, co-ordinating closely with all relevant agencies. Among the immediate priorities are -
 - re-open Arawa as the administrative Headquarters of Bougainville
 - other major infrastructure including roads, bridges, wharves and airports.
29. Foreign aid donors have expressed willingness to assist with restoration. Once priorities for restoration are clearly defined, these can be communicated to aid donors.
30. Meanwhile the Government of PNG is keen to see that appropriate planning is also done for the 1998 national budget.

Awareness

31. To support the over-all peace process and reconciliation, an awareness campaign is required. The means may include - customary practice, media, workshops, sporting exchanges and religious outreach programs: ongoing dialogue between all parties to the conflict needs to be encouraged at all levels.

Political Issues

32. Meeting agreed that the Leaders Meeting would deal with issues concerning political settlement.

Other Measures

33. Effective monitoring and evaluation of agreed action arising from the Burnham II Talks will be undertaken.

ARRANGEMENTS FOR LEADERS MEETING

Leaders Meeting

34. On the format, timing, participation of leaders meeting, it was agreed as:

Timing: Before 31st January, 1998
Participation: Prime Minister and/or Senior Minister
Venue: New Zealand/Vanuatu

Working Party

35. Set up a small working group made up of PNG Officials, representatives of BTG and BRA/BIG to deal with the substantive issues on cease fire agreement, third party involvement, demilitarisation and the political settlement. This working committee should be held as soon as possible before the leaders meeting.

AGREED RECORDS OF BURNHAM II TALKS

36. The Record of Understandings of Burnham II Preparatory Talks were discussed and approved at a Plenary Meeting held on the morning of October 10th 1997.

THANKS AND APPRECIATION

37. The Parties expressed their sincere appreciation for the generous support and assistance from the Government of New Zealand, for hosting the Talks at Burnham Camp; to the Government of Australia for meeting travel costs of all delegations to the Talks; and the Government of Solomon Islands for providing a

team of Observers to the Talks. The Delegations particularly expresses their sincere and warm gratitude to the Commander of Burnham Military Camp, Colonel Gray, and Mr John Hayes together with his Officers from the Department of Foreign Affairs New Zealand.

ATTACHMENTS

1. The Burnham Truce
2. Statement by Hon. Sir Rev. Leslie Boseto, Minister for Home Affairs of the Solomon Islands
3. Statement by Mr. Robert Igara, Leader of PNG Senior Officials Delegation
4. Statement by Mr. Martin Miriori, Leader of BIG/BRA Delegation
5. Statement by Mr. Kapeatu Puaria, Leader of BTG Delegation
6. Joint Bougainville Concept Paper.

Signed by:

For the Government of Papua New Guinea Delegation:

(signed)
Robert Igara
Leader
PNG Delegation

(signed)
Kapeatu Puaria
Leader
BTG Delegation

(signed)
Martin Miriori
Leader
BIG/BRA Delegation

Date: 10 October, 1997