

Country/entity	Papua New Guinea Bougainville
Region	Asia and Pacific
Agreement name	Lincoln Agreement on Peace, Security and Development on Bougainville
Date	23 Jan 1998
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	(Signed): Sir John KAPUTIN, Chief Negotiator, Papua New Guinea Government; Joseph KABUI, Vice President, Bougainville Interim Government; Sam AKOITAI, Minister for Bougainville Affairs, Papua New Guinea Government; General Sam KAUONA, Commander, Bougainville Revolutionary Army; Gerard SINATO, Premier, Bougainville Transitional Government; John MOMIS, Member for Bougainville Region, Papua New Guinea Government; Michael LAIMO, Member for South Bougainville, Papua New Guinea Government; Michael OGIO, Member for North Bougainville, Papua New Guinea Government; Hilary MASIRIA, Resistance Commander;

Third parties WITNESSED BY:
Bartholomew ULUFA'ALU, Prime Minister, Solomon Islands;

Description An agreement to a 'permanent and irrevocable ceasefire, and a framework for normalisation. Provided for a peace monitoring group, a transition to civilian policing, promotion of reconciliation, removal of bounties and free movement, amnesty to persons involved in 'crisis-related activities on all sides', and cooperation for restoration and development. Provided for further Annexes to be add further detail.

Agreement document [PG_980123_LincolnAgreement.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) 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) Governance→Political institutions (new or reformed)→General references
Page 6, Article 8: RECONCILIATION
... 8.2 The parties agree to free and democratic elections on Bougainville to elect a Bougainville Reconciliation Government before the end of 1998.

Elections Page 6, Article 8: RECONCILIATION
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Electoral commission No specific mention.

Political parties reform No specific mention.

Civil society	No specific mention.
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** Human rights and equality→Civil and political rights→Freedom of movement
Page 6, Article 9: REMOVAL OF BOUNTIES AND FREE MOVEMENT
The Papua New Guinea National Government:
(a) Has confirmed the removal of bounties; and
(b) Will facilitate the free and unhindered movement of Papua New Guineans into, within
and out of Papua New Guinea in accordance with the law.

**Socio-economic
rights** 11. Restoration and Development: parties agree to cooperate on restoration and
development, and acting without delay to facilitate communications and access to
villages, and provide essential services such as health and education

Rights related issues

Citizenship	No specific mention.
Democracy	No specific mention.
Detention procedures	No specific mention.
Media and communication	Rights related issues→Media and communication→Media logistics Page 7, Article 11: RESTORATION AND DEVELOPMENT ... 11.5 The parties agree to cooperate in restoring normalcy, including the return of Bougainvilleans in care centres to their villages and resuming development in Bougainville by acting without delay: (a) To facilitate communication with and access to villages on Bougainville;
Mobility/access	Page 6, Article 9: REMOVAL OF BOUNTIES AND FREE MOVEMENT The Papua New Guinea National Government: ... (b) Will facilitate the free and unhindered movement of Papua New Guineans into, within and out of Papua New Guinea in accordance with the law.
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 Page 6, Article 7: TRANSITION TO CIVILIAN PEACETIME POLICING
The parties will cooperate in:
(a) Re-establishing the village court system in Bougainville;

Prisons and detention No specific mention.

Traditional Laws Page 6, Article 7: TRANSITION TO CIVILIAN PEACETIME POLICING
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Socio-economic reconstruction

Development or socio-economic reconstruction Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development

Page 6, Article 11: RESTORATION AND DEVELOPMENT

11.1 The parties will cooperate in restoration and development in Bougainville in both the public and private sectors, with particular emphasis on rural areas.

11.2 The Papua New Guinea National Government will seek appropriate forms of assistance from international organizations, foreign Governments and organizations for restoration and development in Bougainville.

11.3 Assistance for restoration and development in Bougainville will, to the maximum practical extent, be sought and administered so as to promote Bougainvillean participation.

Page 7, Article 11: RESTORATION AND DEVELOPMENT

11.4 The Papua New Guinea National Government will prepare an indicative programme in consultation with the parties to help secure funding and other resources to assist in restoration and development in Bougainville.

11.5 The parties agree to cooperate in restoring normalcy, including the return of Bougainvilleans in care centres to their villages and resuming development in Bougainville by acting without delay:

- (a) To facilitate communication with and access to villages on Bougainville;
- (b) To provide essential services, such as health and education.

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** Page 5, Article 5: PEACE MONITORING GROUP
... 5.2 The Papua New Guinea National Government will seek the endorsement of the United Nations Security Council for these arrangements, including the appointment of a special observer mission to monitor these arrangements.

Page 7, Article 16: ONGOING COOPERATION
In signing the present Agreement, the parties whose signatures appear below commit themselves to working together for peace, justice, security and development in Bougainville by:

Ceasefire Security sector→Ceasefire→Ceasefire provision
Page 4, Article 3: CEASEFIRE
3.1 A permanent and irrevocable ceasefire will take effect in Bougainville at 2400 hours on 30 April 1998.
3.2 The parties will cooperate to reduce fear in Bougainville and take urgent steps to cooperate in promoting public awareness of, and respect for, the ceasefire.
3.3 Immediately after the ceasefire takes effect, the parties will refrain from use of arras, ammunition, explosives and other instruments of death, injury or destruction in Bougainville.

Page 5, Article 4: WITHDRAWAL OF DEFENCE FORCE FROM BOUGAINVILLE
The parties agree to a phased withdrawal of the Papua New Guinea Defence Force from Bougainville subject to restoration of civil authority.

Police Page 6, Article 7: TRANSITION TO CIVILIAN PEACETIME POLICING
The parties will cooperate in:
(a) Re-establishing the village court system in Bougainville; and
(b) Restoration of civilian peacetime policing, including arrangements that will facilitate the recruitment, training and deployment of Bougainvillean police.

Armed forces No specific mention.

DDR	Security sector→DDR→Demilitarisation provisions Page 5, Article 3: CEASEFIRE ... 3.4 The parties will not manufacture, trade or distribute weapons or ammunition. 3.5 The parties will cooperate in accordance with the law in reporting and preventing the use, manufacture, importation, sale, trade or exchange of weapons and ammunition. 3.6 The parties will cooperate with the successor to the Truce Monitoring Group in recording, locating and arranging for the disposal of all arms, ammunition, explosives and other instruments of death, injury and destruction, including parts and ingredients of all the parties in Bougainville.
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	Transitional justice→Amnesty/pardon→Amnesty/pardon proper Page 6, Article 10. AMNESTY AND PARDON The Papua New Guinea National Government will: (a) Grant amnesty to persons involved in crisis-related activities on all sides; (b) Following receipt of advice from the Advisory Committee on the Power of Mercy, recommend pardons for persons convicted of crisis-related offences.
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	<p>Page 6, Article 8: RECONCILIATION</p> <p>8.1 The parties will cooperate in promoting reconciliation between Bougainvilleans and with other individuals, groups and organizations in Papua New Guinea.</p> <p>8.2 The parties agree to free and democratic elections on Bougainville to elect a Bougainville Reconciliation Government before the end of 1998.</p>

Implementation

UN signatory No specific mention.

Other international signatory No specific mention.

Referendum for agreement No specific mention.

International mission/force/ similar Page 5, Article 5: PEACE MONITORING GROUP

5.1 The Papua New Guinea National Government undertakes to conclude the arrangements required for deployment of the successor to the neutral regional Truce Monitoring Group by no later than 30 April 1998.

5.2 The Papua New Guinea National Government will seek the endorsement of the United Nations Security Council for these arrangements, including the appointment of a special observer mission to monitor these arrangements.

Page 5, Article 6: MANDATE OF THE PEACEKEEPING FORCE

The mandate of the success to the Truce Monitoring Group will be:

- (a) To monitor and report on the compliance of the parties to all aspects of the ceasefire;
- (b) To promote and instil confidence in the peace process through its presence, good offices and interaction with people in Bougainville;
- (c) To provide people in Bougainville with information about the ceasefire and other aspects of the peace process;
- (d) To provide such assistance in restoration and development consistent with this agreement as the parties may agree and available resources allow;
- (e) To assist with the development and training and institution of a Bougainvillean constabulary;

and such other matters as may be agreed to by the parties that will assist with the democratic resolution of the situation.

Enforcement mechanism

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and such other matters as may be agreed to by the parties that will assist with the democratic resolution of the situation.

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-lincolnagreement98>
