

**Peace Agreement Access Tool PA-X <https://pax.peaceagreements.org/>**

Country/ entity	Papua New Guinea Bougainville
Region	Asia and Pacific 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) )
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](#)  | [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 ... 8.2 The parties agree to free and democratic elections on Bougainville to elect a Bougainville Reconciliation Government before the end of 1998.

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  
The parties will cooperate in:  
(a) Re-establishing the village court system in Bougainville;

---

## Socio-economic reconstruction

Development or socio-economic reconstruction	<p>Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development</p> <p>Page 6, Article 11: RESTORATION AND DEVELOPMENT</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>Page 7, Article 11: RESTORATION AND DEVELOPMENT</p> <p>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.</p> <p>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:</p> <p>(a) To facilitate communication with and access to villages on Bougainville;</p> <p>(b) To provide essential services, such as health and education.</p>
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	<p>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.</p> <p>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.</p>
Police	<p>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.</p>
Armed forces	No specific mention.
DDR	<p>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.</p>
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 Page 6, Article 8: RECONCILIATION

8.1 The parties will cooperate in promoting reconciliation between Bougainvilleans and with other individuals, groups and organizations in Papua New Guinea.

8.2 The parties agree to free and democratic elections on Bougainville to elect a Bougainville Reconciliation Government before the end of 1998.

---

## 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 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.

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>

---