

Country/entity	Liberia
Region	Africa (excl MENA)
Agreement name	Final Communique of the All-Liberia National Conference, Virginia, Liberia
Date	18 Apr 1991
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/conflict level	Interstate/intrastate conflict(s)

Liberian Civil Wars (1989 - 1997) (1999 - 2005)

In 1989, the National Patriotic Front of Liberia (NPFL) attacked border posts as part of a campaign to oust the dictatorship of Samuel Doe. This triggered a violent civil war that by 1995 had killed around 150,000 and displaced an estimated 850,000 people. The outbreak of war is attributed to the domestic socio-economic and political environment in the country of the 1980s, such as poverty, discrimination and repression. However, its sustenance is also related to past discrimination against indigenous Liberians by 'Americo-Liberians', and deep ethnic divisions that resulted.

Peace negotiations began in 1992 and completed by 1997. However, the peace lasted only a short period and in 1999 there was renewed fighting against the elected president, Charles Taylor. The Guinea-backed organisation, Liberians United for Reconciliation and Democracy (LURD), together with the armed Movement for Democracy in Liberia (MODEL) controlled two thirds of the country by 2003 and besieged the capital Monrovia, forcing Charles Taylor into exile in Nigeria. In August that same year, the conflict parties signed the Accra Comprehensive Peace Agreement and in 2005 new general elections were held.

Close
Liberian Civil Wars (1989 - 1997) (1999 - 2005)

Stage	Framework/substantive - partial
Conflict nature	Government
Peace process	Liberia peace process

Parties

Not signed. Agreement mentions the following parties as having produced it:

Conference Chairs:

Ambassador Herbert R.W. Brewer
Archibishop Michael Kpakala Francis
Shiekh Kafumba Konneh

Delegates

1. Political Parties :

Liberia Action Party (LAP)
Liberia People's Party (LPP)
Liberia Unification Party (LUP)
Unity Party (UP)
United People's Party (UPP)
National Democratic Party of Liberia (NC;'IL)

2. Warring Factions

National Patriotic Front of Liberia (NPFL)
Independent National Patriotic Front of Liberia (INPFL)

3. Interest Groups

Press Union of Liberia (PUL)
National Bar Association of Liberia (NBA)
National Medical and Dental Association of Liberia (NMDAL)
National Teachers' Association of Liberia
Liberian National Students of Liberia (LINSU)
Liberian Federation of Labour Union (LFLU)
Liberian Marketing Association (LMA)
Movement for Justice in Africa (MOJA)
Federation of Liberia Youth (FLY)
Liberian Council of Churches (LCC)
Muslim Council of Liberia (MCL)
Liberian Association of Writers (LAW)
Women Development Association of Liberia (WODAL)
Rubber Planters Association of Liberia (RPAL)

4. County Representatives

While all of the twenty-six (26) county representatives were accredited, only the thirteen representatives from the Monrovia Assembly were actually in attendance at the Conference.

The ECOWAS Standing Mediation Committee was represented as follows:

Honourable Major-General (rtd) Ike Nwachukw, Minister of External Affairs, Nigeria.
Honourable Mr. Yaoui Adodo, Minister of External Affairs, Togo
Honourable Dr. Mohammed Ibn Chambas, Deputy Secretary for Foreign Affairs, Ghana
Honourable Mr. O. Yaga Bagayogo, Deputizing for the Honourable Minister of External Affairs, Mali
Honourable Alhaji Abdul Karim Koroma, Minister of Foreign Affairs, Sierra Leone

Third parties	<p>Other dignitaries present at the Conference included: The Special Representatives of the Secretary-General of the United Nations The Special Representatives of the Secretary-General of the Organisation of African Unity</p> <p>Members of the Diplomatic Corps residing in Monrovia.</p> <p>Also in attendance were a large number of Liberians, many of whom had returned from abroad, and members of the international press.</p>
Description	This agreement establishes an interim government and an interim elections commission in Liberia.

Agreement document [LR_910420_Virginia All-Liberia National Conference.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	<p>Groups→Religious groups→Substantive Page 3, The Interim Elections Commission, Composition: An Independent Interim Elections Commission was established by the Conference and composed of Representatives from the following Interest Groups: ...The Muslim Council of Liberia The Liberia Council of Churches</p>
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

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...3. Interest Groups:

...Women Development Association of Liberia (WODAL)

Page 3, THE INTERIM ELECTIONS COMMISSION, Composition: An Independent Interim Elections Commission was established by the Conference and composed of Representatives from the following Interest Groups:

...The Women Development Association of Liberia

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 Page 2, Interim Government: Negotiations: ...As the NPFL Delegation was not in attendance at the Conference immediately prior to elections, the Conference decided to revert to the republican structure of government.

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)→Temporary new institutions
Page 2, Interim Government: Negotiations: As the purpose of the Conference was to restore peace to Liberia through the formation of an interim government, acceptable to the Liberian People, with the capacity to hold free and fair elections, delegates were engaged in numerous, long, tedious, serious and delicate negotiations, the NPFL Delegation insisted on taking a week's break and walked out of the Conference shortly after presenting the NPFL Proposals on the interim government and outlining the reasons for the walk-out

The core of the NPFL Proposals are as follows:

1. A Triumvirate Council of co-equals, called the Council of National Unity, should run the Executive arm of Government; in effect, there should be three heads of state serving as co-equals;
2. The Legislature should be called the Assembly of National Unity with twenty-six (26) members, two of whom coming from each of the thirteen (13) counties,

Page 2, Interim Government: Negotiations: ...The Conference responded to the grounds for the NPFL walk-out by (a) accepting, in principle, the concept of a triumvirate ruling council while making an adjustment to have a Chairman and two Co-Chairmen for the Council of National Unity;.

Page 2, Interim Government: Negotiations: ...As the NPFL Delegation was not in attendance at the Conference immediately prior to elections, the Conference decided to revert to the republican structure of government.

Page 2, Interim Government, The Executive: The Conference formed an interim government, known as the Government of National Unity. Upon the joint nomination by the Political Parties and interest groups, Dr. Amos Claudius Sawyer was endorsed by the Conference as President of the Interim Government of National Unity, Republic of Liberia. The Independent National Patriotic front of Liberia (INPFL) nominated the Vice President of the Government, in the person of Dr. Peter Naigow, who was endorsed by the Conference.

Page 2, Interim Government, The Legislature: A unicameral Interim Legislative Assembly is the Legislature for the government. This Assembly is composed of 51 members as follows:

1. Twenty-six (26) members from the thirteen (13) counties of Liberia with thirteen (13) Representatives coming from the Assembly in Gbarnga and thirteen (13) Representatives from the Assembly in Monrovia,
2. Twelve (12) members, two of whom come from each of the six (6) existing Political Parties;
3. Six (6) members from the NPFL and five (5) members from the INPFL; and
4. Two (2) members from the Interest Groups not serving on the Interim Elections Commission.

The Speaker and the Deputy Speaker shall be elected by the Interim Legislative Assembly.

Page 3, Induction: The President-Elect, Dr. Amos Claudius Sawyer and the Vice-President-elect, Or. Peter Naigow, were inducted into their respective offices by Associate justice J. Bayogar Junius on April 20, 1991 at the Unity Conference Centre, Virginia, Liberia

Elections

Page 2, Interim Government: Negotiations: As the purpose of the Conference was to restore peace to Liberia through the formation of an interim government, acceptable to the Liberian People, with the capacity to hold free and fair elections, delegates were engaged in numerous, long, tedious, serious and delicate negotiations, the NPFL Delegation insisted on taking a week's break and walked out of the Conference shortly after presenting the NPFL Proposals on the interim government and outlining the reasons for the walk-out.

Page 3, The Interim Elections Commission, Composition: An Independent Interim Elections Commission was established by the Conference and composed of Representatives from the following Interest Groups:

The National Bar Association of Liberia
The Press Union of Liberia
The Liberia Medical and Dental Associations
The Women Development Association of Liberia
The Muslim Council of Liberia
The Liberia Council of Churches
The Liberian Business Caucus

Page 3, The Interim Elections Commission, Eligibility of Members: Interim Elections Commission shall make the necessary preparations in formulating an Elections Programme for general and presidential elections, scheduled to be held on the date constitutionally provided for, that is the Second Tuesday in October, 1991.

Page 3, The Interim Elections Commission, Contesting in the Ensuing Elections: All employees of Government wishing to contest in the ensuing general and presidential elections, shall resign their positions prior to the commencement of the campaign period.

Page 3, The Interim Elections Commission, Monitoring of General and Presidential Elections: The activities of the Interim Elections Commission during ensuing general and presidential elections shall be monitored by international agencies such as:

The Economic Community of West African States (ECOWAS)
The United Nations (UN)
The Organisation of African Unity (OAU)
The Republican Institute for International Affairs (RIIA) of the United States of America
The National Democratic Institute (NDI) of the United States of America
And, individual as well as other organisations selected by the Interim Elections Commission.

**Electoral
commission**

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**Political parties
reform**

No specific mention.

Civil society	<p>Page 1, Untitled Preamble: The All-Liberia National Conference was held in Virginia, Liberia from March 15 to April 20, 1991 under the Triumvirate Chair of Ambassador Herbert R.W. Brewer, Archbishop Michael Kpakala Francis and Shiekh Kafumba Konneh. The Conference was attended by one hundred and fifty-one (151) delegates of thirty-six (36) delegations from the following Political Parties, warring factions, interest groups and county representatives:</p> <p>...3. Interest Groups:</p> <ul style="list-style-type: none"> Press Union of Liberia (PUL) National Bar Association of Liberia (NBA) National Medical and Dental Association of Liberia (NMDAL) National Teachers' Association of Liberia Liberian National Students of Liberia (LINSU) Liberian Federation of Labour Union (LFLU) Liberian Marketing Association (LMA) Movement for Justice in Africa (MOJA) Federation of Liberia Youth (FLY) Liberian Council of Churches (LCC) Muslim Council of Liberia (MCL) Liberian Association of Writers (LAW) Women Development Association of Liberia (WODAL) Rubber Planters Association of Liberia (RPAL)
Traditional/ religious leaders	<p>Page 1, Untitled Preamble: The All-Liberia National Conference was held in Virginia, Liberia from March 15 to April 20, 1991 under the Triumvirate Chair of Ambassador Herbert R.W. Brewer, Archbishop Michael Kpakala Francis and Shiekh Kafumba Konneh. The Conference was attended by one hundred and fifty-one (151) delegates of thirty-six (36) delegations from the following Political Parties, warring factions, interest groups and county representatives:</p> <p>...3. Interest Groups:</p> <ul style="list-style-type: none"> ...Liberian Council of Churches (LCC) Muslim Council of Liberia (MCL)
Public administration	<p>Page 3, The Interim Elections Commission, Contesting in the Ensuing Elections: All employees of Government wishing to contest in the ensuing general and presidential elections, shall resign their positions prior to the commencement of the campaign period.</p>
Constitution	<p>No specific mention.</p>

Power sharing

Political power sharing

Power sharing→Political power sharing→Executive coalition
State level

Page 2, Interim Government: Negotiations: As the purpose of the Conference was to restore peace to Liberia through the formation of an interim government, acceptable to the Liberian People, with the capacity to hold free and fair elections, delegates were engaged in numerous, long, tedious, serious and delicate negotiations, the NPFL Delegation insisted on taking a week's break and walked out of the Conference shortly after presenting the NPFL Proposals on the interim government and outlining the reasons for the walk-out

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Power sharing→Political power sharing→Proportionality in legislature
State level

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The Speaker and the Deputy Speaker shall be elected by the Interim Legislative Assembly.

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

Rights related issues→Media and communication→Other
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...The Press Union of Liberia

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

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...3. The present structure of the Judiciary should be in force, with principal emphasis on its independent posture.

Page 2, Interim Government, The Judiciary: All Justices of the Supreme Court and Judges of the Subordinate Courts shall be appointed by the President in consultation with the National Bar Association.

Page 3, Induction: The President-Elect, Dr. Amos Claudius Sawyer and the Vice-President-elect, Or. Peter Naigow, were inducted into their respective offices by Associate justice J. Bayogar Junius on April 20, 1991 at the Unity Conference Centre, Virginia, Liberia

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 Page 1, Untitled Preamble: The All-Liberia National Conference was held in Virginia, Liberia from March 15 to April 20, 1991 under the Triumvirate Chair of Ambassador Herbert R.W. Brewer, Archbishop Michael Kpakala Francis and Shiekh Kafumba Konneh. The Conference was attended by one hundred and fifty-one (151) delegates of thirty-six (36) delegations from the following Political Parties, warring factions, interest groups and county representatives:
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Page 3, The Interim Elections Commission, Composition: An Independent Interim Elections Commission was established by the Conference and composed of Representatives from the following Interest Groups:
...The Liberian Business Caucus

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	page 3, Resolutions: The Conference made the following resolutions; ...(d) That the NPFL-backed military incursion into Sierra Leone be denounced and that solidarity be expressed with the government and people of Sierra Leone as they defend their territorial integrity.
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, Resolutions: The Conference made the following resolutions; (a) That conditional amnesty be granted to all Liberians who served as combatants in the civil war in Liberia;
Courts	No specific mention.
Mechanism	No specific mention.
Prisoner release	No specific mention.
Vetting	No specific mention.
Victims	Page 3, Resolutions: The Conference made the following resolutions; ...(b) That appropriate tributes be made throughout Liberia to the memory of the people who died as a result of the civil war;

Missing persons	No specific mention.
Reparations	Transitional justice→Reparations→Symbolic reparations Page 3, Resolutions: The Conference made the following resolutions; ...(b) That appropriate tributes be made throughout Liberia to the memory of the people who died as a result of the civil war;
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 Page 3, The Interim Elections Commission, Monitoring of General and Presidential Elections: The activities of the Interim Elections Commission during ensuing general and presidential elections shall be monitored by international agencies such as:
The Economic Community of West African States (ECOWAS)
The United Nations (UN)
The Organisation of African Unity (OAU)
The Republican Institute for International Affairs (RIIA) of the United States of America
The National Democratic Institute (NDI) of the United States of America
And, individual as well as other organisations selected by the Interim Elections Commission.

Enforcement mechanism No specific mention.
