



Ministry of Internal Affairs

**LOCAL GOVERNMENT ACT OF 2018
10-YEAR IMPLEMENTATION PLAN**

**January 2020
Monrovia, Liberia**

Table of Contents

Acronyms	4
Acknowledgments.....	6
Preface	7
Definitions.....	8
Principles Guiding Local Government Act 2018 Implementation	10
Executive Summary.....	11
Introduction.....	13
1.1 Background and Context.....	13
1.2 The Local Government Act of 2018.....	13
1.3 Progress towards Decentralization.....	14
1.4 Alignment of Plan with PAPD	14
1.5 Purpose of the Plan	14
1.6 Preparation of the Plan.....	15
1.7 Organization of the LGA-2018 Implementation Plan	15
Strategic Priorities	16
2.1 Communicating Change	16
2.2 Legal Reforms.....	16
2.3 Boundary Harmonization.....	18
2.4 Strengthening County Service Centers	18
2.5 Establishment of Local Government Structures	19
2.6 Establishment of the National Council of Chiefs.....	21
2.7 Development Planning in Local Government.....	22
2.8 County Economic Development.....	23
2.9 Funding Local Government	25
2.10 Inclusiveness, Transparency and Accountability	27
2.11 Consolidating Gains Made in Phase I.....	29
2.12 Sector Decentralization	31
Institutional Arrangements	33
Monitoring and Evaluation Framework.....	37
Appendix 1: LGA-2018 Implementation Plan Matrix	38
Appendix 2: Outcomes by Timeline and Estimated Cost	69
Appendix 3: Matrix of Required Constitutional Amendments to Sustain LGA-2018.....	72

Acronyms

CBL	Central Bank of Liberia
CBO	Community-Based Organization
CEDA	Community Enterprise Development Agency
CSA	Civil Service Agency
CSC	County Service Center
CSO	Civil Society Organization
DEF	Donor Engagement Forum
DP	Development Partner
DSU	Decentralization Support Unit
ECOWAS	Economic Community of West African States
GC	Governance Commission
GOL	Government of Liberia
GSA	General Services Agency
IAA	Internal Audit Agency
IEC	Information, Education, and Communication
IFMIS	Integrated Financial Management Information System
IMCD	Inter-Ministerial Committee on Decentralization
JSF	Joint Stakeholder Forum
LBS	Liberia Broadcasting System
LG	Local Government
LEG	Liberian National Legislature
LGA-2018	Local Government Act 2018
LIPA	Liberia Institute of Public Administration
LISGIS	Liberia Institute of Statistics and Geo-information Services
LLA	Liberia Land Authority
LRC	Law Reform Commission
M&E	Monitoring and Evaluation
MACs	Ministries, Agencies and Commissions
MFDP	Ministry of Finance and Development Planning
MGCSP	Ministry of Gender, Children and Social Protection
MIA	Ministry of Internal Affairs
MICAT	Ministry of Information, Culture and Tourism, Culture and tourism
MLGA	Ministry of Local Government Act
MLGRDUR	Ministry of Local Government Rural Development and Urban Reconstruction
MFA	Ministry of Foreign Affairs
MOH	Ministry of Health
MOJ	Ministry of Justice
MOS	Ministry of State for Presidential Affairs
MPW	Ministry of Public Works
MYS	Ministry of Youth and Sport
NEC	National Elections Commission
NIC	National Investment Commission

NDIS	National Decentralization Implementation Secretariat
NGO	Non-governmental Organization
PAPD	Pro-Poor Agenda for Prosperity and Development
PFM	Public Financial Management Law
PFMA	Public Financial Management Act
PMB	Program Management Board
PPCC	Public Procurement and Concessions Commission
PSC	Program Steering Committee
RRF	Roles, Responsibilities and Functions
SME	Small and Medium Enterprises
TOR	Terms of Reference
TWG	Thematic Working Group
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

Acknowledgments

The Ministry of Internal Affairs, under the leadership of the Honorable Varney Sirleaf, expresses profound thanks and appreciation to His Excellency, the President of the Republic of Liberia, Dr. George Manneh Weah, for his commitment and unflinching support to decentralization in Liberia, as demonstrated in signing the Local Government Act into Law, in September 2018.

The Ministry is also grateful to the Consultant, Dr. Yarsuo Weh-Dorliae, for leading the preparation of this LGA-2018 Ten Year Implementation Plan. We appreciate that Dr. Weh-Dorliae has a passion for decentralization in Liberia and has committed his professional life in its pursuit. We are equally grateful to his esteemed colleagues at the Subah-Belleh Associates (Management Consultants), particularly, Professor Willie Belleh, for their peer reviews of and contributions to this work.

We appreciate all institutions and organizations, including government institutions and our development partners, for their valuable inputs. Of paramount importance, we thank USAID for its financial sponsorship of this work through its LEGIT Project. We particularly appreciate Dr. Paul Kaiser, Chief of Party of LEGIT, for his personal involvement with this endeavor.

We also pay a special tribute to local officials, traditional leaders, civil society organizations, and our citizens across the country- especially in “rural Liberia” whom we visited during the process of consultations and learned so much from. Our interactions with them, the views and opinions they expressed, as well as the suggestions they made, were invaluable. This Plan would not have been complete without their input.

Finally, we express our thanks and appreciation to the hard working and committed staff at the Ministry of Internal Affairs and the Governance Commission, especially the technical working group on decentralization and local government, who have put many years of labor into this endeavor - you are the drivers of this very important Plan that promises to change the way Liberia has been governed for over a century and accelerate development and prosperity for our people. We encourage you to keep up the hard work.

Once again, on behalf of the Minister of Internal Affairs, I would like to say a big thank you to everyone who one way or the other contributed to the development of this Plan.

May God bless you and bless the State!

Olayee S. Collins
Deputy Minister for Planning & Research
Ministry of Internal Affairs, R.L.

Preface

In 2006, Liberia embarked on a process of sustainable peacebuilding and state-building through gradual implementation of decentralization reforms that will result in the historic transfer of certain services and funding to local county governments. Decentralization of governance in Liberia is a revolution. It is an exercise in defiant thinking and bold actions aimed at a fundamental change in Liberia's governance architecture. It breaks over one hundred and seventy-two (172) years of Monrovia-controlled and dominated centralized governance. This is the spirit, mission and mandate of the LGA-2018.

Decentralization of governance holds the greatest potentials for human development in Liberia. As informed and directed by the LGA-2018, political, administrative and fiscal responsibilities will be transferred to local governments. The counties will be the centerpiece. Consistent with the Agenda for Prosperity and Development (PAPD) which, among many objectives, seeks to give "power to the people", this new governance arrangement now gives political and economic decision-making and development powers and authority to the people through local governments at the county, district, chiefdom, and clan levels.

This Ten (10) Year Implementation Plan presents a roadmap to the fulfillment of the LGA-2018. Its elements are not cast in stones. Given Liberia's strong history of centralized governance, and low institutional capacities, there will be implementation hiccups from time to time. However, problem-solving mechanisms will be developed to resolve implementation challenges and attend to issues that will arise along the way. We will continue to learn from the experiences of other nations.

The LGA-2018 gives implementation coordination role to the Ministry of Internal Affairs. This is an enormous responsibility which we humbly accept. Full implementation of the Plan, however, will require hard work, political will and commitment at all levels of governance and society. We, therefore, call upon all ministries, agencies, and commissions, as well as our people across the whole of Liberia, to join us in a sustained and measured implementation of this Plan. We equally solicit the cooperation of the private sector, civil society, and non-governmental organizations in this worthwhile endeavor.

We thank our development partners for their continued support. However, given Liberia's current limited fiscal space, their financial and technical assistance will be needed to assist and ensure effective implementation of the plan. We remain grateful for their assurance of goodwill to support Liberia move forward with decentralization of governance, in all its forms and ramifications.

Hon. Varney A. Sirleaf
Minister
Ministry of Internal Affairs, R.L.

Definitions

1. **Accountability:** Being answerable for decisions made, actions taken, results achieved, and the resources expended in a process. Accountability is about being liable for outputs and outcomes, the application of policies, systems and procedures, and resources both financial and material utilized.
2. **Boundary Harmonization:** The process of synchronizing boundaries of and between political sub-divisions such as counties, districts, chiefdoms, clans, municipalities, and towns for the purpose of ensuring geographic correctness, removing overlaps and potentially resolving conflict.
3. **Central Government:** The Government of Liberia (GOL), as embodied by the Legislature, Judiciary, and the Executive. Often, when used however, it relates to the Executive as the executing branch. The Executive is represented by ministries, agencies, and autonomous commissions headed by ministers, directors-general and chairpersons, under the direction of the President.
4. **Communicating Change:** Communication is the transfer of understanding of an issue from one person or group to another person or group. In this plan, communicating change is about providing adequate information and education to the Liberian people through means that make them understand the Local Government Act (LGA-2018), its benefits to them, as well as their responsibilities. This should be done in ways that puts citizens at ease and motivates acceptance of the LGA-2018 and its implementation plan.
5. **Decentralization:** The transfer of specific political, administrative and fiscal and financial management powers and responsibilities from central government to local government. Decentralization aims to move decision-making closer to the people who are most affected by the decisions made.
6. **Deconcentration:** The process of moving central government operations and services from the national capital city to political sub-divisions. In deconcentration, central government ministries, agencies, and autonomous commissions move their operations and services from Monrovia to the counties. However, they still retain and exercise all powers associated with their institutions and resources.
7. **Devolution:** The transfer of powers, responsibilities and resources from central authorities to local authorities. Devolution implies decentralization.
8. **Evaluation:** An assessment or appraisal of plan implementation to determine if the desired and planned outputs and outcomes correspond with actual outputs and outcomes produced.
9. **Inclusiveness:** Ensuring the involvement and participation all citizens in governance decision-making and activities irrespective of sex, age, creed, ethnicity, economic standing, or physical disabilities.

10. **Institutional Arrangements:** The decision-making process and operational structure for how stakeholder institutions, organizations and development partners will work together in plan implementation.
11. **Local Government:** A sub-national demarcation of a country and the people within, including counties, districts, chiefdoms, clans and municipalities organized to share authority with the central government.
12. **Monitoring:** The process of checking and observing plan implementation to determine whether or not it is going according to what was planned.
13. **Municipalities:** Cities including, (a) Monrovia, the national capital city; (b) the capital cities of the 15 counties; and (c) any delineated urban locality within a county with an area limits of 3.5 square miles radius, and a minimum of 10,000 inhabitants that is a center of economic activity and is granted a charter by the Legislature.
14. **Popular Participation:** The involvement of a large number of citizens in political, economic and social activities and decision-making in governance. This can involve participation at various levels in discussions, conversations, dialogues and other political activities. Popular participation may come in various forms such as town hall meetings, talk shows, petitions to elected officials, and voting.
15. **Sectoral Decentralization:** The transfer of functions, operations and services of central government ministries, agencies, and autonomous commissions to local government.
16. **Transparency:** Openness, clarity, and consistency in public transactions, decision-making, and in the provisions of public services, as well as the application of policies, laws and regulations. Transparency promotes fairness and justice.

Principles Guiding Local Government Act 2018 Implementation

This Implementation Plan shall be guided by principles enshrined in the Constitution, laws and national policies of Liberia, other relevant international documents to which Liberia is a signatory, as well as conventions to which Liberia has acceded.

- Liberia shall remain a unitary state with a system of local government and administration, which shall be decentralized with the county as the principal focus of the devolution of power and authority (*National Policy on Decentralization and Local Governance*).
- Political, administrative and development decisions are better when they are made with the participation of both beneficiaries and those who are expected to implement them. Participatory decision-making thus gives “Power to the People” (*Pro-poor Agenda for Prosperity and Development*).
- Monrovia will no longer be the only center of power and source of development policy making. (*Statement by former Liberian President, H. E. Madam Ellen Johnson-Sirleaf, at her first Inaugural Address*)
- Establishment of Local Government Councils shall be based on the principles of subsidiarity, participatory and inclusive democratic public administration that demands the engagement and empowerment of the poor and traditionally marginalized groups (*Accra Comprehensive Peace Agreement*).
- Local authorities shall be empowered to establish partnerships with non-state actors, including the private sector, community-based organizations (CBOs), non-governmental organizations (NGOs), and development partners.
- With a view to promote and expand citizen engagement, local government authorities shall strive to adopt new forms of participation such as participatory planning and budgeting, town hall meetings, and e-governance, in as far as they are feasible and applicable in their specific contexts (*UNHABITAT Guideline on Decentralization*).
- Gender shall be mainstreamed in all spheres and dimensions of local governance (*National Gender Policy of Liberia*).
- Decentralization shall occasion effective local governance which, in turn, should impact and promote national stability, peacebuilding, and reconciliation (*National Policy on Decentralization and Local Governance*).
- Local government shall continuously engage in constructive dialogues and conversations across constituent communities as means of building development consensus on *where they are, where they want to go, and how they intend to get there*. In the process, Liberians should demonstrate tolerance and mutual respect (*Liberia Deconcentration Implementation Strategy*).

Executive Summary

Governance centralization has historically been a major problem for Liberia. Centralization has undermined popular participation in national decision making and created inequities in access to social services and economic opportunities for the majority of Liberians. It has contributed to conflict. At the end of the Liberian civil war in 2003, a national consensus emerged to undertake governance reforms to address the situation.

The Local Government Act of 2018 (LGA-2018) is the legislation authorizing and directing national governance decentralization. Decentralization is a political reform program. It is revolutionary in that for the first time in Liberia's 172 years existence, the way Liberia has governed itself will radically change. While Liberia will remain a unitary nation-state, most of the political and economic decisions that affect people will now be made by the people themselves in local government.

Enormous work is required to implement the LGA-2018. Given the lack of capacities at both central and local levels, it will take many years. Attending to emerging problems while learning and adapting along the way will be part of the process. This Implementation Plan is a road-map for the first 10 years of decentralization. It is divided into two five-year phases, and takes into account the need for phasing and sequencing of strategic areas and their imperatives.

The Plan is aligned with the government's priorities enshrined in the Pro-Poor Agenda for Prosperity and Development (PAPD). Plan implementation will empower popular participation in national governance (*Pillar One: Power to the People*). Local economic development will promote entrepreneurship, attract investment and incentivize value addition industries across the country (*Pillar Two: The Economy and Jobs*.) More investment will engender increased employment, household incomes, and taxes, leading to better social services, quality of life and enhanced political stability (*Pillar Three: Sustaining the Peace*). Decentralization promotes good governance as citizens can take ownership and responsibility in governance. Decentralization also promotes inclusiveness, transparency and accountability (*Pillar Four: Governance and Transparency*).

Phase I: Years 1 – 5

This phase addresses enabling legislations, strengthening County Service Centers (CSCs), communicating change, establishment of local government structures, and funding of local government. It also includes planning in local government, local economic development, and inclusion, transparency and accountability in local government. It mandates the following strategic imperatives:

- Communicating Change;
- Legal Reforms;
- Boundary Harmonization;
- Strengthening County Service Centers;
- Organization of the National Council of Chiefs;
- Local Government Development Planning;
- County Economic Development;

- Funding Local Government; and
- Inclusiveness, Transparency and Accountability in Local Government.

Phase II: Years 6 – 10

This phase addresses consolidating the gains made in Phase I, addressing outstanding issues stemming from Phase I, undertaking constitutional reforms to support decentralization, and sectoral decentralization. It mandates the following strategic imperatives:

- Constitutional Amendments to Provide Legal Basis for Deepening Decentralization; and
- Sectoral Decentralization.

Institutional Arrangements

The creation of the following institutional arrangements will ensure effective and efficient Plan implementation:

- *Program Steering Committee (PSC)* will be established for implementation management, including setting policy directions and supervising the work of the National Decentralization Implementation Secretariat (NDIS);
- *National Decentralization Implementation Secretariat (NDIS)* will be established to manage day-to-day plan implementation. It shall work in close collaboration with central government institutions and local government;
- *Thematic Working Groups (TWGs)* will be established and comprise of subject matter technicians and professionals seconded from ministries, agencies and autonomous commissions (MACs) and donor organizations to bring expert knowledge and experiences on relevant issues in various strategic areas;
- *Donor Engagement Forum (DEF)* will be established for engaging, consulting and briefing donors who contribute funding and other resources to the implementation of the Plan; and
- *Joint Stakeholder Forum (JSF)* will be established for engaging, consulting and reporting to all stakeholders on Plan implementation.

Monitoring

The Plan will be monitored through the following scheduled activities:

- *Semi-Annual Reports* completed by June 30 and December 31 of each year;
- *Annual Reviews* completed by June 30 of each fiscal year;
- *Mid-Term Review 1* undertaken within the third year of Phase I;
- *Mid-Term Review 2* undertaken within the third year of Phase II; and
- *End-of Plan Review* undertaken at the end of the tenth year.

Introduction

1.1 Background and Context

The beginning of the 21st century found Liberia in a desperate struggle to overcome underdevelopment and armed conflicts caused by poor governance. A critical dimension of this governance challenge is centralization. Liberia's system of governance has always been centralized, with most of the political and economic decisions that affect the people made in Monrovia, the capital city. The centralized system is sustained by the 1986 Constitution, which provides only that "Liberia is a unitary sovereign state divided into counties for administrative purposes."

Centralization of governance compromised popular participation in national decision-making and caused inequities in access to social services and economic opportunities. This situation has kept most Liberians in abject poverty and at the margins of their own society. It has undermined citizen initiatives and ownership of development by local communities. Citizens in almost all communities in Liberia depend on, look to, and expect the central government to address all their problems.

In the period that followed the end of armed conflicts and the historic signing of the Accra Comprehensive Peace Agreement in 2003, a national consensus emerged that centralized governance is unacceptable. This entailed an overwhelming demand for national governance reforms to foster greater citizen participation in governance to ensure equitable political, economic, and social development.

1.2 The Local Government Act of 2018

Decentralization is a political reform program. It has taken the people of Liberia many years to develop. The process was spearheaded by the Governance Commission (GC) in conjunction with the Ministry of Internal Affairs (MIA) and involved CSOs and NGOs. The LGA-2018 is the culmination of these efforts. The Act was signed into law by President George M. Weah on September 19, 2018.

While upholding the constitutional affirmation that Liberia is a unitary state, the law provides for the "devolution of certain administrative, fiscal and political powers from national to local governments." Towards this end, the key objectives of the law are to "give effect to the country's National Policy on Decentralization and Local Governance, and to ensure democratic participation in, control of, decision-making by the citizenry" (LGA, GOL, 2018).

For the first time in Liberia's 172-year history, the law provides for greater participation of people in governance, more equity in natural resource decision-making, and more local ownership of, and responsibilities for, decisions that impact local communities. This law allows citizens the power to address many entrenched socio-political issues such as inequality and poverty. The international community, acting through multilateral and bilateral development partners such as Economic Community of West African States (ECOWAS), African Union, World Bank, United States Agency for International Development (USAID), United National Development Programme (UNDP), European Union and Swedish International Development Agency affirmed their commitment to support decentralization in Liberia.

1.3 Progress towards Decentralization

Since the end of armed conflict in 2003, GOL has demonstrated its commitment to democratic governance reforms. The GOL established GC and adopted a broad agenda for democratic governance reforms that covered decentralization, public sector, public financial management, and public procurement. Other areas include gender equality, peacebuilding and national reconciliation.

The Government's policy on decentralization is articulated in the National Policy on Decentralization and Local Governance launched by former President Ellen Johnson-Sirleaf on January 5, 2012. The policy aims to ensure equitable political, economic, and social development throughout the country, and to increase citizen participation in these processes. This was followed the National Deconcentration Platform which led to the establishment of CSCs in the 15 counties. Through the rollout and implementation of the LGA-2018 driven by this Plan, GOL is now taking the next step in effecting decentralization.

1.4 Alignment of Plan with PAPD

This Plan is aligned with the PAPD, the African Charter on the Values and Principles of Decentralization, Local Governance and Local Development. It is also aligned with the United Nation's Sustainable Development Goals, and Africa Union Agenda 2063.

The mission of the law and its implementation is to empower popular participation in decision-making in governance (PAPD Pillar One: Power to the People). With autonomy, counties will be challenged to broaden, support and facilitate local economic development. An essential element towards this end is creating enabling environments to promote entrepreneurship, attract investment, and incentivize value addition industries. With these will come jobs resulting in higher incomes and reduced poverty (PAPD Pillar Two: The Economy and Jobs).

With jobs, higher household incomes and improved service delivery, contributions towards peace will be made (PAPD Pillar Three: Sustaining the Peace). Finally, decentralization is itself an essential element of good governance as it promotes ownership, transparency and accountability in communities and institutions (PAPD Pillar Four: Governance and Transparency).

1.5 Purpose of the Plan

The Plan presents a roadmap for the rollout and implementation of LGA-2018. It will guide processes determined to move Liberia from centralization to decentralization through purposeful and measured means. Given the complexity and size of the task, the Plan adopts a phased, sequenced, and timed approach.

The Plan seeks to facilitate implementation of a meaningful and responsible system of decentralized service delivery and to ensure transparent, efficient and accountable management of local resources. It articulates the role of central government sector institutions as policy formulation, capacity building, and monitoring and evaluation. The role of local government is implementation. Implementation of this Plan will require strong coordination between central government, sector institutional actors and local government.

1.6 Preparation of the Plan

The Plan was developed through a participatory process facilitated by a national consultant well versed with decentralization in Liberia. The process was informed by input analyses undertaken by USAID on the LGA-2018. The Plan strategically builds on the National Policy on Decentralization and Local Governance, De-concentration Implementation Strategy and the National Deconcentration Platform.

Inputs came from a select group of key informants from the MIA, GC, Liberia Institute of Public Administration, Civil Service Agency (CSA), the Ministry of Gender, Children and Social Protection, as well as the donor community, including USAID, United Nations Development Programme (UNDP), Swedish International Development Agency and the World Bank. It is informed by field visits to three counties in three regions of the country, as well as by other stakeholders attending a validation workshop.

1.7 Organization of the LGA-2018 Implementation Plan

The Plan is divided into two phases. Phase I covers the first five years (Years 1–5), and Phase II covers the next five years (Years 6-10).

Phase I addresses establishing local government structures, including the National Councils of Chiefs, financing local government, development planning in local government, local economic development, and inclusiveness, transparency and accountability in local government. Each of these thematic areas sets out a context analysis, followed by the strategic interventions outcomes to be achieved and the tangible outputs to either happen or be in place.

Phase II covers issues that must be attended to consolidate local government structures. This phase will address remedial issues from Phase I as well as interventions required to deepen political and fiscal reforms to sustain decentralization. In this Phase, capacity building will be broadened and deepened.

Phase II is followed by institutional arrangements, a monitoring and evaluation framework, and an implementation matrix of strategic areas, outcomes, outputs, activities, actors, timelines and estimated costs.

Strategic Priorities

The following strategic priorities are integral to the implementation of the LGA-2018. They are prerequisite actions to ensure an orderly, effective and efficient implementation of the Plan.

2.1 Communicating Change

Context Analysis

Change can cause fear; fear of the unknown, fear of leaving the safety net of what one is accustomed to, fear of being forced to learn and adapt to new things. In the context of decentralization, there can be fear of losing power, authority and status. Change must be managed. For a revolutionary political reform program, changing the way a nation-state governs, there will be anxiety. One tool to address this is effective communication. From the rollout of the LGA-2018 and throughout the entire process of implementation, public Information, Education, and Communication (IEC) activities should be cross cutting. A communications strategy is warranted.

This is critical to sustaining stakeholder understanding of, support for, and commitment to LGA-2018 through a sustained series of IEC activities. IEC activities should target different populations across Liberia using the means most suitable to reach them.

Communicating change has several objectives. First, it seeks to provide basic understanding of the LGA-2018 and its rationale. Second, it sensitizes citizens to the benefits and civic obligations under decentralized governance. Third, it encourages citizens to take ownership of the implementation process through active participation. Fourth, it motivates, create champions and drivers of change. Finally, it involves conversations and dialogues with all stakeholders, at all levels of society, across the whole of Liberia.

Strategic Imperative for Communicating Change

Outcome 1: Citizens of Liberia and stakeholders (men and women) are aware, motivated and participate in implementation of LGA-2018 reforms

Output 1.1: Communications strategy produced and implemented;

Output 1.2: Citizens understand the LGA-2018 and its implementation process;

Output 1.3: Citizens understand their benefits and civic obligations; and

Output 1.4: Citizens motivated and become champions and drivers of LGA-2018 change process.

2.2 Legal Reforms

Context Analysis

Decentralization must be embedded in legislation in order to achieve legitimacy and be sustained over time. Without anchoring devolution of power accompanied by meaningful resource sharing between central and local government in law, the process will be challengeable and unproductive.

First, fiscal decentralization will be a key dimension of the wider decentralization agenda. Under the current governance system, revenue collection, budgeting, and expenditures are all under the jurisdiction of the central government. Public Financial Management (PFM) Law prescribes how public financial management activities are to be undertaken. To effect decentralization, this law must be amended.

Second, MIA will have to be re-mandated, re-structured, and strengthened to cope with new realities. The LGA-2018 gives MIA the responsibility of implementation. Moving forward with decentralization, MIA's roles, responsibilities and functions (RRF) will change.

Historically, MIA has evolved from Ministry of Local Government, to Ministry of Local Government, Rural Development and Urban Reconstruction (MLGRDUR), to its current iteration. The prior model was designed to place internal security matters under the jurisdiction of the Ministry as found under the British model, which did not occur. Liberia remained with a slightly modified North American model in which policing and immigration fall under the Ministry of Justice. Today, some propose in light of decentralization, to revert to MIA's earlier name and mandate of a Ministry of Local Government.

GC in collaboration with MIA has conducted a mandate and functions review of the Ministry. From this, a draft Act to establish a Ministry of Local Government with new mandates was derived. When created and established, the Ministry needs to be strengthened to cope with the demands of decentralization.

Third, there may be other laws, such as the revenue code, that are linked to some aspects of the LGA-2018 which may require amendment. These laws need to be identified and studied to determine what areas need amendment.

Strategic Imperative for Legal Reform

Outcome 2: The Public Financial Management (PFM) Law is amended to enable fiscal decentralization

Output 2.1: PFM amendment provisions developed;

Output 2.2: Public debates on provisions are undertaken;

Output 2.3: Public hearings on the provisions held by Legislature; and

Output 2.4: Proposed PFM amendments enacted by Legislature.

Outcome 3: Ministry of Local Government Act (MLGA) Passed and Ministry restructured and strengthened to support decentralization

Output 3.1: Draft Ministry of Local Government Act is publicly debated;

Output 3.2: Public hearings on draft Act held by Legislature;

Output 3.3: Ministry of Local Government Act enacted by Legislature; and

Output 3.4: Ministry of Local Government restructured and strengthened.

Outcome 4: Other relevant laws are amended to enable other aspects of LGA-2018 implemented

Output 4.1: Relevant laws identified and areas to amend determined;

Output 4.2: Proposed amendments for each area are prepared;

Output 4.3: Proposed amendments are validated by relevant stakeholders; and

Output 4.4: Proposed amendments are enacted by the Legislature.

2.3 Boundary Harmonization

Context Analysis

Conflicting boundaries between local government structures is a perennial problem in Liberia. There has been a lack of political will to resolve these issues and there continues to be boundary conflicts between towns, clans, chiefdoms, and even counties.

Reports from the Urban Affairs Department at MIA indicate that the source of much of the persistent boundary disputes in Liberia originates from the lack of written records among traditional authorities, as well as from failure of the Legislature to establish geographic boundaries when enacting laws that established political enclaves. The consequence of this is persistent social and political tension between communities as the result of boundary overlaps.

For a small country with population of less than five million, MIA reported in 2014 that Liberia had 15 counties, 141 cities, 244 townships, 129 districts, 240 chiefdoms, and 580 clans. Many of these political sub-divisions have boundary problems which require attention. The Liberia Land Authority (LLA) has been mandated to identify, map and register all public, private and community lands, and in the process, resolve all land disputes.

Without the resolution of boundary disputes through appropriate modern and traditional conflict resolution approaches, this issue will undermine peace and security. This could compromise economic growth. Harmonized boundaries must be legislated to prevent possible future disputes. Given the complexities of harmonizing boundaries between local government structures, this endeavor will commence in Phase I and is likely to continue into Phase II.

Strategic Imperative for Boundary Harmonization

Outcome 5: All boundaries between towns, clans, chiefdoms, districts, and counties are harmonized

Output 5.1: All boundary conflicts are identified and registered with the LLA;

Output 5.2: Boundary conflict resolutions methods adopted and applied;

Output 5.3: Maps of newly demarcated boundaries produced;

Output 5.4: Roster of harmonized boundaries enacted into law; and

Output 5.5: Gazette proclamation of new boundaries published.

2.4 Strengthening County Service Centers

Context Analysis

The forerunner to this Plan was the Liberia Decentralization Support Program which established the CSCs under the Deconcentration Implementation Platform. Since they were established, increasing number of citizens nationwide continue to access CSC services. It has become a compelling necessity to ensure their sustainability.

CSCs serve as one-stop service delivery locations where citizens can access a wide range of public services. Some of these services include registration of businesses and vehicles, birth, marriage and divorce certificates, and ECOWAS alien work permits. Currently there are 15 CSCs located in each county's

capital city. These centers are celebrated by county residents as bringing public services closer to them. CSCs are convenient and save cost and time for county residents. Over the few years the CSC's have operated, they have demonstrated tremendous revenue generation capacity for government.

However, CSCs face many issues, most critically sustainability. There are limited financial resources to fund simple things such as fuel to keep generators running. The initial thinking regarding operational sustainability was that sector ministries and agencies that would deconcentrate services to the centers and have the costs for those services in their budgets pooled under the MIA to provide operational funding for CSCs. Regrettably, this has not happened and many CSCs lack operational resources. Consequently, the number of citizens accessing CSC services has begun to decline since services are not provided on a regular basis.

Strategic Imperative for Consolidating County Service Centers

Outcome 6: Coordination framework for County Service Centers (CSCs) agreed and implemented

Output 6.1: Harmonized framework of MACs deconcentrated services adopted; and

Output 6.2: Coordination framework for deconcentrated activities at centers adopted.

Outcome 7: Agreement reached with Ministry of Finance and Development Planning (MFDP) on sustained support to County Service Centers

Output 7.1: Sector revenue contribution formula for CSCs agreed by MACs; and

Output 7.2: Pooled Fund established by MFDP from MAC budgets.

2.5 Establishment of Local Government Structures

Context Analysis

Chapter 2 of LGA-2018 defines the powers and authority of local government and calls for the establishment of local government structures. These structures include county councils and county administrations, as well as sub-county local government comprising districts, chiefdoms, clans, towns and municipalities. These structures are the pivot around which a decentralized governance system will operate. The effectiveness and efficiency of decentralized governance will depend on the functioning of these structures. However, there are challenges in the establishment of these structures.

First, is to ensure the selection of qualified persons, representative of defined populations, inclusive of women and youth, through an accepted merit-based and transparent process.

Second, the roles of central government ministries and agencies needs to be clarified. One lesson learned from other jurisdictions was the difficulty in having central ministries and agencies relinquish their implementing roles to local government. Whether central government ministries and agencies see this exercise as a deconcentration endeavor, or as a devolution undertaking of their authorities and powers, should be made clear. A shared understanding is warranted. Strong coordination and support from central government ministries and agencies to local government is required. Political will from central government is critical.

Finally, capacity building will be a challenge. By many accounts, central government ministries and agencies themselves are seriously incapacitated. As former Interim President Dr. Amos Sawyer once said, “there is no capacity to build capacity.” Added to this is the revolutionary, unfolding experience that challenges the way Liberia has been governed since existence.

Strategic Imperative for Establishment of Local Government Structures

Outcome 8: County Councils constituted and functioning

Output 8.1: Membership to the County Councils selected;

Output 8.2: Leadership of the County Councils elected;

Output 8.3: County Council support offices established;

Output 8.4: Members of County Councils orientated and inducted;

Output 8.5: County Councils internal rules adopted;

Output 8.6: Offices for the County Councils established; and

Output 8.7: Ceiling for quarterly honorarium for County Council members set by Legislature.

Outcome 9: Sub-County Advisory Councils are organized and functioning

Output 9.1: The seven-member District Advisory Councils appointed;

Output 9.2: The five-member Chiefdom Advisory Councils appointed;

Output 9.3: The five-member Clan Advisory Councils appointed;

Output 9.4: The five-member Township Advisory Councils appointed; and

Output 9.5: All Advisory Council members oriented and inducted.

Outcome 10: County Administration constituted and functioning

Output 10.1: County superintendents appointed;

Output 10.2: County administrative officers appointed;

Output 10.3: County finance officers appointed;

Output 10.4: County development officers appointed; and

Output 10.5: Executive order changing the nomenclatures of positions issued.

Outcome 11: District Administration constituted and functioning

Output 11.1: Statutory district superintendents appointed;

Output 11.2: Administrative district commissioners appointed;

Output 11.3: District administrative officers appointed;

Output 11.4: District finance officers appointed; and

Output 11.5: District development officers appointed.

Outcome 12: Chiefdom Administration constituted and functioning

Output 12.1: Chiefdom clerks recruited, appointed and orientated;

Output 12.2: Chiefdom office assistants recruited, appointed and orientated;

Output 12.3: Chiefdom headquarters located; and

Output 12.4: Chiefdom administrative offices constructed and equipped.

Outcome 13: Clan Administration constituted and functioning

Output 13.1: Clan clerks recruited, appointed and orientated;

Output 13.2: Clan office assistants recruited, appointed and orientated;

Output 13.3: Clan headquarters located; and

Output 13.4: Clan administrative offices constructed and equipped.

Outcome 14: Town Administration constituted and functioning

Output 14.1: Town clerks designated; and

Output 14.2: Town palaver huts constructed and equipped.

Outcome 15: Municipal Councils and Administrations constituted and functioning

Output 15.1: City and township limits established and demarcated;

Output 15.2: Municipalities demarcated into wards;

Output 15.3: Mayors and commissioners of municipalities appointed;

Output 15.4: Members of municipal councils appointed;

Output 15.5: Administrations of municipalities constituted; and

Output 15.6: Capacity and municipal managements built to manage revenues and deliver services.

2.6 Establishment of the National Council of Chiefs

Context Analysis

The LGA-2018 sustains recognition of the traditional chieftaincy institution and in Chapter 3 calls for the establishment of a National Council of Chiefs replacing the National Council of Traditional Chiefs and Elders. The LGA-2018 places the National Council of Chiefs under the jurisdiction of the ministry responsible for local government and defines its functions, membership, and organizational structure. Chiefs and elders are part of governance. They are the true representation and embodiment of tradition, culture and history. The LGA-2018 recognizes this and increases and institutionalizes their role in governance.

While culture and tradition have largely directed the roles of chiefs in governance, new trends suggest introduction of additional duties and responsibilities as seen in the LGA-2018. Internal migration and resettlement across tribal communities and ethnic boundaries from the 1960s onward has resulted in the growth of diverse communities throughout Liberia. Within this context, LGA-2018 empowers local chiefs to play multiple roles including custodians of tradition, customs and cultural practices which are consistent with the Constitution and other laws. They facilitate the delivery of public services and implementation of development projects while promoting peace, maintaining security and fostering social cohesion.

The LGA-2018 prescribes that the members of the National Council of Chiefs “shall reside in their respective chiefdoms and continue to perform their duties.” The LGA-2018 provides for establishment and maintenance of a Council Support Office in Monrovia which should comprise of a director, two policy analysts, one finance officer and five support staff. All these persons shall be recruited as civil servants in compliance with Civil Service Rules and Regulations.

Strategic Imperative for the Organization of the National Council of Chiefs

Outcome 16: The National Council of Chiefs is organized and functioning

Output 16.1: National Council members selected;

Output 16.2: National Council organized and inducted;

Output 16.3: Meeting hall and offices of Council prepared;

Output 16.4: National Council rules developed and adopted; and

Output 16.5: Sources of funding for Council identified.

Outcome 17: The Council Support Office established and functioning

Output 17.1: Staff of the Council recruited and orientated; and

Output 17.2: Offices identified, renovated, furnished, and equipped.

2.7 Development Planning in Local Government

Context Analysis

Planning is an essential element in governance and management. Plans direct what institutions do and how they do it. They determine where institutions want to be and how they intend to get there. Plans are the basis for controlling actions as well as for monitoring and evaluation. In recognition of this reality, Chapter 5 of the LGA-2018 calls for the establishment of development planning units at the levels of county, district, and chiefdom. It calls for the periodic preparation of county development agendas.

Given the autonomy devolved to counties and resources they will command, counties are expected to take direct ownerships of their own development. Counties will now have the authority to collect revenues, determine and undertake public works, allocate resources, and implement programs for the benefit of their residents. Adequate attention must be paid to development planning structures and processes.

The quantity, quality and speed of county development will depend on the quality of development agendas prepared and implemented. To inform county development agendas, inputs are expected to come from district and chieftaincy development plans. Local government planning is envisaged at three levels; chiefdom, district, and county. How local communities participate in development planning, how the plans of all three levels are integrated, implemented, monitored and evaluated, should all be carefully considered.

Strategic Imperative for Local Government Development Planning

Outcome 18: Local Government Development Planning Units at county, district and chieftaincy levels established and functioning

Output 18.1: Heads of local government development planning units appointed;

Output 18.2: Technical members of development planning units recruited; and

Output 18.3: Development planning orientation training course developed and conducted.

Outcome 19: Local Government Development Agendas implemented at county and municipal levels

Output 19.1: Planning frameworks at various local government levels adopted;

Output 19.2: County and municipal development agendas prepared;

Output 19.3: County and municipal development agendas adopted and implemented by councils;

Output 19.4: Quarterly monitoring reports produced; and

Output 19.5: Semi-annual evaluation reports produced.

2.8 County Economic Development

Context Analysis

Given the envisaged autonomy that will be given to local government including collecting and expending taxes, counties will be motivated to develop their local economies. They are expected to establish development planning units.

Each county is expected to economically develop by effectively utilizing its resource base and potential. Resources vary by county due to unique physical, social, and environmental characteristics. Each county has certain comparative economic advantages and each county must strive to develop its resource base. Resource limited counties will be accommodated in the revenue sharing formula to be applied by the Local Government Fiscal Board.

Citizens should actively participate in their local economies and external investments must be pursued. This requires creating a business-friendly environment for people to be productive through training and entrepreneurship, as well as developing incentives to attract external capital. These will lead to economic growth and job creation resulting into higher household income and increased purchasing power.

County Economic Development Plans should be consistent with the PAPD. They should promote equitable wealth creation and distribution and poverty reduction in order to improve the quality of life for all. Economic development should seek to create economic opportunities through well planned and executed programs that increase the competitiveness of local businesses, workers and products. Collaboration between counties and the private sector actors should be promoted. County economic programs will demand strong partnerships between local government, local communities and the private sector.

The support of central government will be required in the initial preparation of county economic development plans. These plans should address key issues confronting counties. Some of these are job creation, the empowerment and participation of women and youth, social protection of vulnerable groups, the development of municipalities including issues of rapid urbanization and high-density low-income urban housing.

Job Creation. Unemployment is an issue in Liberia, at 60% for ages 15 years and above (UNDP Human Development Report, 2017).

Women and Youth. Women account for slightly over half of Liberia's population (LISGIS Population Projection, 2018). Young people aged 18-35 years account for the largest single segment of Liberian

society. Approximately 79% of Liberians are below 35 years of age (LISGIS Population Projection, 2018) and youth unemployment is a major problem.

Social Protection. Social protection programs involve policies and projects implemented by government to protect the most poor and vulnerable groups. They may include, cash transfers, food stamps, free transportation services and free medical assistance. Liberia has a National Social Protection Policy with the goal to “build a social protection system that tackles extreme poverty, vulnerability and inequality in Liberia whilst contributing to economic growth, peace and security, through social protection programs” (Gabriel Fernandez, 2017).

Based on the policy, a pilot scheme involving direct cash transfer to vulnerable groups was piloted from 2009–2012 in Maryland and Bomi Counties. By 2014, the program had reached 3,813 beneficiary households (Ibid.). Findings from the evaluation of the pilot project suggested the expansion of the project to other counties and the development of a comprehensive social protection strategy. This strategy was developed and contributed to the Social Protection Sector under the Human Development Pillar of Liberia’s Agenda for Transformation.

Cities and Urbanization. When the LGA-2018 is fully implemented, the creation and establishment of cities will be standardized and the number of cities rationalized. Currently, there are approximately 141 cities in Liberia and many lack economies capable of supporting themselves and rely on central government for survival.

There are additional issues of rapid migration from rural communities to urban centers. This has several negative impacts. First, rural communities are losing youth for agricultural work. Second, urban centers are becoming overcrowded. Finally, given that many migrants are untrained and unemployed, urban crime is on the increase. All of these have implications for town and city planning.

Housing and Settlements. Housing deficiency is one of the most unaddressed dimensions of poverty in Liberia. Given the population, the quantity of the housing stock is low and poor quality. There has been very little public or private sector investment in the housing sector. Individual citizens have been at the forefront of shelter development in Liberia. Employment levels and associated incomes are major determinants of the types of shelter constructed.

Many characterize the housing industry in Liberia, due in part to the lack of a clear housing policy, an absence of financial systems for housing, limited access to land for housing development, a preference for concrete as the accepted building material especially in urban centers, and the absence of urban planning.

Strategic Imperative for County Economic Development

Outcome 20: County Economic Development Plans prepared and implemented by local government

Output 20.1: Resource base for county economic development mapped;

Output 20.2: Concept notes on county economic development prepared; and

Output 20.3: County economic development plan developed and validated.

Outcome 21: Citizens actively engaged in income-generating activities

Output 21.1: Community Enterprise Development Agency established;

Output 21.2: Entrepreneurial skills developed across the counties;

Output 21.3: Microfinance programs available in counties to support small and medium enterprises; and

Output 21.4: Communal farming cooperatives established and functioning.

Outcome 22: Women and youth actively involved in economic activities

Output 22.1: Women and youth empowerment programs developed; and

Output 22.2: Increased women and youth employment in counties.

Outcome 23: A multi-year master plan for urban renewal and development prepared

Output 23.1: Problems of urban slums comprehensively studied;

Output 23.2: Multi-sector, multi-disciplinary approach to city planning developed; and

Output 23.3: Strategic urban investment master plans developed.

Outcome 24: Housing Boards are established and functioning

Output 24.1: Terms of reference approved by County Councils;

Output 24.2: Boards constituted and functioning; and

Output 24.3: County and municipal housing plans developed.

2.9 Funding Local Government

Context Analysis

Chapter 4 of the LGA-2018 establishes sources of revenues for local government such as local taxes, licenses, and fees. It calls for the establishment of a Local Government Fiscal Board to determine transfers and grants from central government through a revenue sharing formula and other criteria.

Public financial management involves the effective and efficient administration of funds received and expended at national, county and municipal levels. Good public financial management is critical for economic growth, poverty reduction, democratic governance and political stability. The processes for managing public resources in the counties will require competent local financial managers to ensure compliance with established PFM, public procurement procedures, good recordkeeping, and audits. Local government financial management must commence with the allocation of funds to priority needs as determined by relevant structures using technically sound processes. The ultimate mission will be to ensure the effective and efficient delivery of public services.

Along with political governance, public financial management in Liberia has been centralized in Monrovia. Political and financial centralization are inseparable. Taxes collected in counties are brought to Monrovia, budgeted in Monrovia, and dispensed from Monrovia. In the past, there were limited banking financial institutions outside of Monrovia. Most payees of government funds had to travel to Monrovia to collect their checks or authorize others to collect and cash them on their behalf. Alternatively, people outside of Monrovia took goods from local Asian, Lebanese or Indian merchants under Legal Power of Attorney schemes, surrendering monthly checks to said merchants who had businesses in Monrovia. These arrangements were fraught.

Liberians recognize that a centralized public financial management system has led to unequal social and economic opportunities and human development between Monrovia and the rest of Liberia. The LGA-2018 addresses these structural issues by authorizing both political and fiscal decentralization to ensure popular participation in national decision-making as well as equitable sharing of national revenues between national, county and municipal government.

There are community banks springing up around the country. The availability of mobile money is a positive development. Liberia has undertaken a series of public financial management reforms culminated in the passage of the Public Financial Management Act of 2009, the establishment of the Public Financial Management Unit at MFDP, the enactment of the Public Procurement and Concessions Law and the establishment of the Public Procurement and Concessions Commission (PPCC), and the rollout of an Integrated Financial Management Information System (IFMIS) in the MACs. The reforms were undertaken within a centralized political governance and public financial management terrain and only enhanced the centralized public service delivery system of the country. In light of LGA-2018, serious and proactive actions must ensure a seamless transition from fiscal centralization to fiscal decentralization.

The LGA-2018 established the Local Government Fiscal Board to assist with this fiscal transition. This Fiscal Board will make determinations and recommendations to the Legislature for grants from the central government to county and municipal governments in the context of equitable revenue sharing, recommending to the Legislature other revenues for an equitable financing of counties and municipalities, and reviewing amendments to public financial management and other related laws.

The LGA-2018 prescribes how annual grant allocations to counties should be done to ensure transparent and equitable financing of county and municipal government. Among the factors prescribed are population size and density, infrastructure distribution, and size and geographic challenges of territory (Sub-section 4.30, p. 29). It was based on this provision that a revenue sharing formula was developed and launched by the MFDP on May 15, 2019 with members of the Legislature participating. International best practice calls for the Legislature to enact the formula into law and revise every five years.

The LGA-2018 envisages strong financial management outfits at various levels of local government. This is to ensure that within the first five years of LGA-2018 implementation, counties and municipalities have the capacity and capability for revenue collection, budgeting, expenditure tracking, supervision of county treasuries and overall fiscal and financial management.

The key to an effective decentralized fiscal regime is transparency and accountability for receiving and spending financial resources. It is critical to develop a financial management framework of policies, regulations, guidelines and procedures and to appoint competent professionals who will be accountable for the overall fiscal authorities of counties and municipalities.

The MFDP must provide comprehensive training to build the capacity of county finance units as well as finance units in districts and municipalities to enable them to perform functions such as budgeting, expenditure control, procurement, revenue assessment and forecasting, and internal audits. At the county

level, capacities in revenue projections, expenditure tracking, and the supervision of county treasuries is critical.

Strategic Imperative for Funding Local Government

Outcome 25: Local Government fiscal and financial management framework established

- Output 25.1:* Local government taxation and revenue collection protocols adopted;
- Output 25.2:* Local government framework in national budget adopted;
- Output 25.3:* Local government budget execution framework adopted;
- Output 25.4:* Local government procurement framework adopted;
- Output 25.5:* Local government financial accounting guidelines adopted;
- Output 25.6:* Local government financial management authority constituted;
- Output 25.7:* County treasuries established and functional in all counties;
- Output 25.8:* County treasury staff trained in financial management and procurement;
- Output 25.9:* Internal audit units established in county and municipal administrations; and
- Output 25.10:* Banking and treasury facilities established in counties.

Outcome 26: Local Government Fiscal Board constituted and functioning

- Output 26.1:* Board members appointed;
- Output 26.2:* Secretariat established and functioning; and
- Output 26.3:* Revenue sharing formula is adopted by Legislature.

Outcome 27: County and municipal finance offices organized and functioning

- Output 27.1:* County and municipal financial management structures organized;
- Output 27.2:* County and municipal finance officers appointed; and
- Output 27.3:* Capacity of county and municipal finance officers trained and orientated.

Outcome 28: Framework for mobilizing and coordinating external resources adopted

- Output 28.1:* Central bank overdraft framework adopted;
- Output 28.2:* Donor assistance mobilization framework adopted; and
- Output 28.3:* Local government aid coordination mechanism established

2.10 Inclusiveness, Transparency and Accountability

Context Analysis

Chapters 6 and 7 of the LGA-2018 address inclusiveness, transparency and accountability. These are important themes in contemporary Liberia where women, youth and disabled people are often marginalized. There are issues of transparency and accountability that compromise fairness, justice and human development.

Female participation in national decision-making is limited because of culture and other factors. Women make up about half the population (49.9%, Population Estimates, LIGISS 2018) and are traditionally not involved in discussions with men concerning public issues. Political governance and management are largely seen as within the domain of men. This is exemplified in the Legislature where the number of women is by far lower than men.

Literacy is also a factor. Although illiteracy in the country is high, men are more educated relative to women. According to 2015 estimates of adult literacy, 85.5% of men were literate compared to 64.4% of women (LIGISS 2015). Early marriage in rural communities, early pregnancy, and a cultural preference to send male children to school over female children during tough economic times, all contribute to this situation.

Youth, elders and people with disabilities are also generally excluded from political and socio-economic governance and management. Conscious and innovative ways must be found to bring all citizens, including women, youth, the physically challenged, and the elderly, into public governance decision-making through effective engagement mechanisms and processes.

Transparency. Transparency suggests openness. Decision-making that is not transparent is likely to yield unfair and unjust results. Even where fairness and justice exist, a lack of transparency breeds suspicion. The Liberian experience demonstrates low levels of transparency. For example, it is not unusual for politicians from Monrovia to travel to distant rural communities, meet a few select chiefs and elders and get their affirmations on a given issue and then later claim that the “people were consulted.” This is not the spirit of transparency. Transparency demands that the broadest spectrum of a given public is consulted in a way that enables them to understand the issues, participate in discussions, and make informed choices. Token, uninformed, and selective consultations do not reflect true and meaningful transparency.

Accountability. Accountability involves all aspects of public institutions, private organizations, CSOs, and faith-based institutions. Accountability takes two forms. First, it relates to accounting for results achieved from projects, programs, and interventions made in given situations. Second, it relates to accounting for resources, including funds. Many Liberians have a reactionary attitude towards accountability, especially financial accountability.

Strategic Imperative for Inclusiveness, Transparency and Accountability in Local Government

Outcome 29: Local Government structures and decision-making include women, youths, and people with disabilities

Output 29.1: Developed framework for the inclusion of women, youth and people with disabilities in local government decision-making;

Output 29.2: Developed strategy to promote and encourage active citizen involvement in local government processes, including open public debates and consultative processes; and

Output 29.3: Developed gender policy for each county to mainstream gender in local government.

Outcome 30: Enhanced transparency in Local Government decision-making and operations

Output 30.1: Developed framework for publicity, information dissemination, and citizens’ participation in local government consultative processes, dialogues and conversations;

Output 30.2: Transparent and fair development planning and project management developed; and

Output 30.3: Local government functionaries are sensitized on application of the existing Code of Conduct.

Outcome 31: Enhanced accountability in Local Government management and operations

Output 31.1: Local government authorities trained in public finance procurement and civil service laws, rules and regulations; and

Output 31.2: Framework developed for the rotation of civil servants in and across county government.

Outcome 32: Gender policy developed for each county

Output 32.1: Gender mainstreamed in local government;

Output 32.2: Women's issues inform local government decision-making; and

Output 32.3: More women assume decision-making responsibilities in local government.

2.11 Consolidating Gains Made in Phase I

This chapter has three objectives. First, it addresses remedial issues arising from the first five years of Plan implementation. Second, it strengthens the foundations laid in Phase I of Plan implementation. Third, it provides for constitutional reforms to broaden and deepen decentralization.

Context Analysis

The second five-year phase of the Implementation Plan covers issues that must be addressed to consolidate the gains made in Phase I. The challenges to be addressed are many. Liberians will continue to learn and adapt as they move forward with decentralization.

First, remedial issues coming out of Phase I will be addressed in Phase II. Thus, certain critical planned activities such as boundary harmonization, for which implementation commenced in Phase I will continue in this phase.

Second, while county superintendents and other local officials will be appointed by the President in Phase I as prescribed by the Constitution, it is envisaged that within Phase II, devolution of power would take on real meaning in the election of superintendents and other local officials. This requires a Constitutional amendment. The specific Articles of the 1986 Constitution which require amendments to deepen political decentralization in Liberia, are presented in Appendix 3.

Third, there will be need to consolidate local government structures. Within the first phase, established local government structures will still be in their embryonic stages. The initial years will be filled with learning experiences. The interface of structures at various levels within local government, as well as between local and central government will be challenging and additional institutional, technical capacity building will still be warranted. Local functionaries will have to be mentored and accompanied.

Fourth, the LGA-2018 (sub-section 2.15a) provides that "all existing statutory districts shall continue to exist for a period of seven years after the passage of this act. The ministry responsible for local government shall ensure the retirement of all statutory district employees during this seven-year period after which existing statutory districts shall be dissolved."

Fifth, the LGA-2018 indicates that existing municipalities other than Monrovia and the county capitals that do not qualify or meet the criteria set in the Act, should be assigned town status (sub-section 2.16c).

Sixth, fiscal decentralization involves a complex set of financial undertakings. Full fiscal decentralization will not be completed in Phase I given the limitations of institutional and human capacities at both the local and central levels. The process is expected to be targeted, measured, and gradual. Phase I will undertake immediate and short-term decentralization activities such as the establishment of structures including county treasuries and the development of systems, procedures, protocols, and transitional timelines. Phase II will involve medium to long-term activities such as transitioning responsibilities in the collection of local government taxes, the allocation of local government revenues, and the management of county treasuries.

Finally, capacity building is a cross-cutting issue across both phases of the Plan and should occur on a yearly basis in various forms. Capacity development activities that began in Phase I will be broadened and deepened in Phase II. Ongoing assessment of capacity needs will be mandatory.

Strategic Imperative for Consolidating the Gains Made in Phase I

Outcome 33: Constitution amended to provide legal basis for deepening decentralization

Output 33.1: Constitution amendment provisions developed;

Output 33.2: Legislature passes on Constitutional amendment provisions;

Output 33.3: General public debates on provisions undertaken; and

Output 33.4: Referendum held and Constitution amended.

Outcome 34: Local Government structures consolidated

Output 34.1: County Department of Planning, Revenue and Budget established;

Output 34.2: County Department of Administration and Personnel established;

Output 34.3: County Department of Health and Social Welfare established;

Output 34.4: Management audits of local government structures and processes completed; and

Output 34.5: Programs to enhance local government structures and processes completed and implemented.

Outcome 35: Statutory Districts dissolved

Output 35.1: Information and counseling workshops conducted for affected employees;

Output 35.2: Compensation, retirement and redirected workers' scheme developed;

Output 35.3: Statutory districts dissolved, workers paid benefits; and

Output 35.4: Redirected workers' program implemented.

Outcome 36: Municipalities rationalized

Output 36.1: Municipalities meeting LGA-2018 criteria chartered;

Output 36.2: Termination benefits for workers determined and paid; and

Output 36.3: Municipalities not meeting LGA-2018 criteria rationalized to town status.

Outcome 37: Boundary harmonization completed nationwide

Output 37.1: Contested boundary issues investigated and resolved;

Output 37.2: Boundary demarcation cornerstones designed and built;

Output 37.3: Boundary demarcation cornerstones planted; and

Output 37.4: Boundary law amended consistent with resolved boundary disputes.

Outcome 38: Capacity development programs broadened and deepened

Output 38.1: Capacity development needs assessed;

Output 38.2: Capacity development programs developed; and

Output 38.3: Capacity development programs implemented.

2.12 Sector Decentralization

Context Analysis

The LGA-2018 provides for the establishment of administrative departments “depending upon individual county needs, capabilities, and local financial resources” (sub-section 2.14f). Institutional arrangements in Phase I of this plan, including CSCs and operationalizing county treasuries in all 15 counties are transitory arrangements. Sector devolution arrangement recommended below are initial steps towards devolved governance and are informed by citizen input from regional consultations conducted in the development of this Plan.

All of the implementation activities arranged in this Plan are preparatory to devolved governance. Full devolution in Liberia will take many years beyond the life of this Plan and require significant overhaul of existing administrative structures, finances and reporting relationships between central and local government.

Liberian decentralization targets establishment of constitutionally sanctioned elected, autonomous local government with responsibility to directly deliver public services. At the final devolution stage, local government will be responsible for providing and accounting for sectoral public services. In this process, they will manage institutions through which services are provided. Local government will collect revenues in their geographic areas, control their budgets and personnel, and make independent public expenditure decisions. In this process, they will enter into contracts in their own names.

Consistent with the national decentralization policy of gradual, phased-in implementation, the establishment of two administrative departments and one sector department are proposed in Phase II of this Plan. They are essential to guiding, sustaining and transitioning this implementation roadmap beyond the 10-year period and are explored below.

Department of Planning, Revenue and Budget: This department is preceded by the ongoing county treasury framework and is needed to consolidate activities pertaining to local development planning and financing of county government. County administration, MFDP, MIA, Liberia Institute of Public Administration (LIPA), and CSA should collaborate and initiate processes leading to the establishment of this department, training county personnel in revenue administration and management, training county payroll financial management officers and payroll maintenance personnel, and establishing equipped, computerized and functioning payroll management and processing systems and procedures.

Department of Administration and Personnel: The functions of this department originate from the functions of current county administrations. MIA, Ministry of State for Presidential Affairs (MOS), General Services Agency (GSA), and CSA should collaborate to establish County Department of Administration and Personnel.

Department of Health and Social Welfare: The majority of respondents interviewed felt that the health sector was the most comprehensively deconcentrated to date with the presence of County Health Teams in counties at both the district and central levels. The establishment of a county health department could be easily accomplished.

Strategic Imperative for Establishment of County Departments

Outcome 39: Department of Planning, Revenue and Budget established and functioning

Output 39.1: Assess and establish in-county personnel, equipment and all physical assets of the MFDP in counties;

Output 39.2: Assess existing county revenues and budgeting services, procurement, materials, and resources allocations;

Output 39.3: Locate, furnish and equip facility to house sector departments; and

Output 39.4: Develop protocols for delegation of authority and transfer of all in-county personnel, resources, physical and financial assets of MIA and MFDP over to county departments.

Outcome 40: Department of Administration and Personnel established and functioning

Output 40.1: Conduct assessment and establish list of existing county staff/personnel on central government payroll and personnel of county staff, equipment and all physical assets of MIA in counties;

Output 40.2: Conduct assessment and establish existing administrative services, equipment, physical assets and materials and resources of MIA in the counties;

Output 40.3: Locate, furnish and equip facility to house sector department; and

Output 40.4: Develop protocols for delegation of authority and transfer of all in-county personnel, resources, physical and financial assets of the MIA over to the county Department of Administration and Personnel.

Outcome 41: Department of Health and Social Welfare established and functioning

Output 41.1: Conduct personnel assessment of Ministry of Health (MOH) County Health teams in all counties;

Output 41.2: Conduct assessment of existing health services equipment/materials in each county;

Output 41.3: MOH, MIA and MFDP conduct joint annual resource allocation and expenditure assessment of all funds expended annually in each county on health services and administration; and

Output 41.4: Department of Health and Social Welfare established and operationalized in counties.

Institutional Arrangements

The entrenched nature of centralization in Liberia renders effective LGA-2018 implementation management a challenge. Effective implementation management, including coordination between local and central government institutions is exactly what is required to ensure a smooth decentralization process. Decentralization is new and given low institutional capacities, unforeseen bottlenecks are expected. The task is to develop an implementation management structure that can effectively monitor progress, identify emerging issues and address them promptly to ensure that implementation remains on track.

This management and coordination mechanism should ensure that processes promote learning and synergy. It should facilitate effective implementation communications, ensure better resource allocation and management, and forge meaningful partnerships with stakeholders and donors. It should ensure sustainability, and interconnectivity. The below institutional arrangements will manage and coordinate implementation of the Plan.

Inter-Ministerial Committee on Decentralization (IMCD): The IMCD comprises all heads of decentralization MACs under supervision of the President. The Minister of MIA coordinates the activities of all sector MACs and provides periodic updates to the President and the Cabinet. The IMCD is the highest authority for setting national priorities and providing policy guidance and coordination approval of the LGA-2018 Implementation Plan.

Program Management Board (PMB): This Board is responsible for implementation management of the Plan. It identifies priorities, provides technical guidance and strategic direction in Plan implementation and supervises NDIS (see below). The Board provides advice and support for the harmonization and coordination of all stakeholder contributions to Plan implementation. The Board is chaired by MIA and comprises of the Chairperson of the GC and the Minister from MFDP as co-chairs. All heads of sector MACs and the Directors-General of the CSA and Liberia Institute of Statistics and Geo-information Services (LISGIS) are members. A PMB meeting should occur minimum once every three months to inventory where each component of the Plan is with respect to progress made.

Decentralization Support Units (DSU): A DSU is established or revitalized in each sector MAC that is represented on the IMCD and PMB. A DSU has the responsibility for coordinating LGA-2018 implementation and management of overall decentralization program in each MAC. The head of the DSU shall be a policy-level technical professional. DSUs are empowered to follow up on program implementation of their sector services in the counties including monitoring of CSCs, and work in collaboration with the NDIS (see below) to ensure coordinated program implementation.

National Decentralization Implementation Secretariat (NDIS): This body provides secretariat services to the Program Management Board (PMB). It's responsible for the day-to-day management of Plan implementation in close collaboration with central government MACs, as well as local government authorities. It tracks implementation targets and timelines, monitors and evaluates implementation progress, and resolves implementation challenges. With authority delegated by the PMB, NDIS holds all actors accountable for agreed actions, timeframes, and deliverables.

NDIS is situated within MIA and handles the following:

- Implement decisions of the PMB;
- Develop annual work plans for approval by the PMB;
- Manage activities in approved annual work plans;
- Report on decentralization implementation activities to PMB;
- Identify, harmonize and support all stakeholders contributing to the implementation of the Plan, including local government, MACs, CSOs, private sector actors and development partners;
- Facilitate engagement of CSOs, NGOs, and private sector entities in decentralization through information sharing, mobilization of their inputs and support, transparency in decision-making processes and strengthening their capacities;
- Liaise with and support MACs in relations to their roles and responsibilities in approved LGA-2018 implementation programs;
- Monitor LGA-2018 implementation activities according to the agreed monitoring and evaluation (M&E) framework, and prepare narrative and financial reviews and progress reports for PMB;
- Disseminate information on LGA-2018 implementation activities, processes, outputs and outcomes with all stakeholders in central and local government; and
- Perform other functions and activities incidental to the roles and responsibilities of an executing secretariat such as building and maintaining relationships with stakeholders, identifying and mobilizing champions and drivers of decentralization, building capacities of collaborating institutions and organizations, managing and accounting for resources and assets, and organizing meetings and activities of the PMB.

NDIS is headed by an Executive Director who oversees other senior level personnel with experience in planning, programming, accounting, communications, data management, M&E and logistics. Two advisors, one international and one national are assigned to this entity.

Thematic Working Groups (TWGs): Under the supervision of NDIS, TWGs comprise of subject matter technicians and professionals seconded from MACs and donor organizations who bring personal and institutional technical and professional expertise, knowledge and experiences on various thematic areas. NDIS may identify the thematic areas and develop basic operational guidelines for each TWG. It may be necessary to have TWGs focused on the establishment of local government structures, financing of local government, development planning in local government and county economic development.

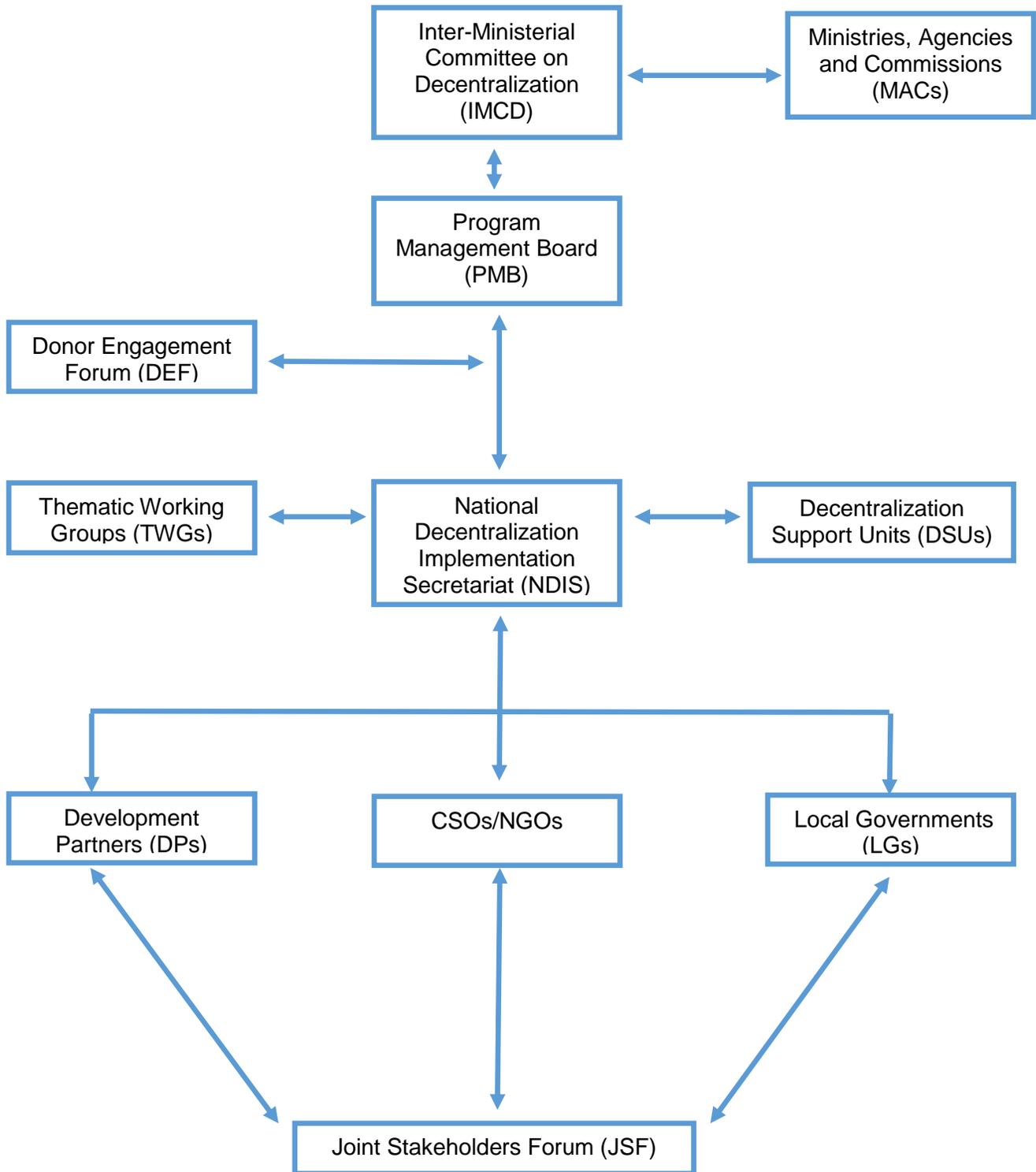
Donor Engagement Forum (DEF): This Plan depends on substantive financial and technical assistance support from the donor community. A DEF exists for the purpose of consultation where donors will be briefed and consulted on Plan implementation, with feedback and input provided from all. It represents constructive dialogues on accountability for resource utilization through demonstration of achieved outputs and outcomes, as well as financial accounting. The DEF will be convened by the PSC at least twice a year.

Joint Stakeholder Forum (JSF): The JSF consults with stakeholders on Plan implementation, successes and challenges. The forum provides opportunity for stakeholders to exchange information, compare notes,

and share experiences, as well as monitor implementation. The forum will be convened by the PSC at least once a year.

The figure below depicts the institutional arrangement for Implementation of LGA-2018.

LGA-2018 Implementation Institutional Framework



Monitoring and Evaluation Framework

This Plan requires rigorous monitoring, problem-solving and learning. Monitoring will be informed by the annual work plans developed by NDIS and approved by PMB. The work plans will define the activities of NDIS in collaboration with all stakeholders for the year. It will have a monitoring framework informed by the Implementation Plan Matrix with the following features:

- Outcomes presenting a concise overview of desired results;
- Outputs providing desired concrete targets which lead to the desired results;
- Key activities required to achieve the desired outputs;
- Actors required to carry out activities;
- Performance indicators that demonstrate completion of activities;
- Timeframes in which activities are to be undertaken; and
- Cost estimates.

The above framework should facilitate effective monitoring. It focuses on performance measured through the achievement of outputs which can only be derived from the implementation of activities. It provides for regular tracking of performance through the review of inputs, outputs, and outcomes in each thematic area of this Plan.

The monitoring framework will be managed by NDIS and entail a participatory and transparent process collaboration with MACs and local government. All stakeholders with responsibilities to perform activities and produce outputs will contribute to monitoring. Reports from undertakings will demonstrate progress towards outputs and outcomes. Monitoring reviews and evaluation studies will be undertaken by or under the guidance of the NDIS.

Reporting Schedule: Monitoring of the Implementation Plan will take place under the following schedule,

- Semi-Annual Reports, completed by June 30 and December 31 of each year;
- Annual Reviews, completed by June 30 of each fiscal year;
- Mid-Term Review 1, undertaken during the third year of Phase I to assess progress, examine the extent to which outputs are being achieved and outcomes are being reached incrementally and make recommendations for the remainder of Phase I;
- Mid-Term Review 2, undertaken within the third year of Phase II; and
- End-of Project Review, undertaken at the end of the tenth year to assess overall achievements.

Appendix I: LGA-2018 Implementation Plan Matrix

Strategic Area I: Communicating Change

Outcome I: Citizens of Liberia and stakeholders (men and women) are aware, motivated and participate in implementation of LGA-2018 reforms

Outputs	Activities	Responsibilities	Indicators
Output 1.1 Communications strategy produced and implemented	Develop TOR Hire consultant Develop strategy	MICAT, MIA, GC, LBS	Developed TOR Hired consultant Developed strategy paper
Output 1.2 Citizens understand the LGA-2018 and its implementation process	Translate LGA-2018 to simple Liberian English Sensitize Liberians on LGA-2018 and implementation plan	MICAT, MIA, GC, LBS	Citizens understand LGA-2018 and its implementation
Output 1.3 Citizens understand their benefits and civil obligations	Sensitize citizens benefits and responsibilities of devolved governance	MICAT, MIA, GC, LBS	Citizens understand benefits and know their responsibilities under decentralized governance
Output 1.4 Citizens motivated and become champions and drivers of LGA-2018 change process	Encourage citizens to be agents of the change process Identify and equip potential champions and drivers of change	MICAT, MIA, GC, LBS	Identified champions and drivers of the LGA-2018 change process

Strategic Area 2: Legal Reforms Put into Place

Outcome 2: The Public Financial Management Law is amended to enable fiscal decentralization

Outputs	Activities	Responsibilities	Indicators
Output 2.1 PFM amendment provisions developed	Identify specific provisions to be amended Develop rationale for needed amendment Draft needed amendments	MIA, MFDP, GC, LRC, MOJ	Provisions identified Logic for amendments developed Draft amendments available

Outputs	Activities	Responsibilities	Indicators
Output 2.2 Public debates on provisions are undertaken	Publish amendments (newspapers, radio, TV)	MIA, MFDP, GC, MOJ, MICAT	Opinion and input from public on draft amendments
Output 2.3 Public hearings on the provisions held by Legislature	Identify champions and drivers of change in Legislature Legislature committees review draft Plenary holds hearings	LEG, MIA, GC, MFDP	Public hearings held Plenary debates held
Output 2.4 Proposed PFM amendments enacted by Legislature	Legislature enacts law President approves law Law printed into handbills	LEG, MOS, MFA	Enacted amendments President's signature of Bill Law printed into handbills

Outcome 3: Ministry of Local Government Act (MLGA) is passed and Ministry restructured and strengthened to support decentralization

Outputs	Activities	Responsibilities	Indicators
Output 3.1 Draft Ministry of Local Government Act is publicly debated	Draft MLGA reviewed, updated and made public Salient points summarized Summary translated into simple English	LEG, MIA, GC, LRC, MOJ	Revised draft MLGA available Summarized salient points Simple English version
Output 3.2 Public hearings on draft Act held by Legislature	Legislature Committees review drafts and brief plenary Plenary convenes public hearings	LEG Committees, LEG plenary	Public hearings held Opinion and input from the public debates

Outputs	Activities	Responsibilities	Indicators
Output 3.3 Ministry of Local Government Act enacted by Legislature	Legislature enacts MLGA Law President approves law Law is printed into handbills	LEG, MOS, MFA	Enacted law Signed law Enacted law in handbills
Output 3.4 Ministry of Local Government is restructured and strengthened	Seek technical assistance to restructure and strengthen new ministry	MIA, GC, MFDP	Restructured ministry with new functions, organogram, work descriptions of departments, sections, and units Capacity development activities conducted

Outcome 4: Other relevant laws are amended to enable other aspects of LGA-2018 implemented

Outputs	Activities	Responsibilities	Indicators
Output 4.1 Relevant laws identified and areas to amend determined	TOR developed Legal consultant hired Other related laws identified	MIA, LRC, GC, MOJ	Developed TOR Hired consultant Identified related laws
Output 4.2 Proposed amendments for each area are prepared	Relevant required changes identified and justified	MIA, LRC, GC, MOJ	Identified and justified required changes
Output 4.3 Proposed amendments are validated by relevant stakeholders	Relevant required changes developed and debated	MIA, LRC, GC, MOJ	Developed changes Debated changes
Output 4.4 Proposed amendments enacted by the Legislature	Legislature enacts relevant laws President approves law Law printed into handbills	LEG, MOS, MFA	Enacted amendments President's signature of bill Law printed into handbills

Strategic Area 3: Boundary Harmonization

Outcome 5: All boundaries between towns, clans, chiefdoms, districts and counties are harmonized

Outputs	Activities	Responsibilities	Indicators
Output 5.1 All boundary conflicts identified and registered with LLA	Issue public notice advising local government to register all boundary disputes with LLA Catalogue all boundary complaints	MIA, LLA, LISGIS, MICAT	Newspaper publications Radio and TV announcements Registry of boundary disputes at LLA
Output 5.2 Boundary conflict resolution methods adopted and applied	Identify modern, technology-based method Identify traditional conflict resolution mechanism Adopt a hybrid of the two and implement	MIA, LLA, LISGIS	Adopted boundary conflict resolution methods Resolved boundary conflicts
Output 5.3 Maps of newly demarcated boundaries produced	Produce maps of harmonized boundaries	LLA, MIA, LISGIS	Maps of harmonized areas and boundaries
Output 5.4 Roster of harmonized boundaries enacted into law	Enact into law harmonized boundaries with clear metes and bounds Seek presidential concurrence of law	LEG, MOS, MIA	Enacted boundary harmonization law
Output 5.5 Gazette proclamation of new boundaries published	Print approved law into handbills Publish official gazette of harmonized boundaries	MFA, MOS, MIA	Printed handbills of law Official gazette

Strategic Area 4: Strengthening CSCs

Outcome 6: Coordination framework for County Service Centers agreed and implemented

Outputs	Activities	Responsibilities	Indicators
Output 6.1 Harmonized framework of MACs deconcentrated services adopted	Identify all deconcentrated services by sector Identify operational requirements (space, manpower, material)	MIA, GC, MACs	Harmonized framework

Outputs	Activities	Responsibilities	Indicators
	and supplies, specialized equipment, communications and transportation) for each sector services		
Output6.2 Coordination framework for deconcentrated activities at centers adopted	Identify reporting relationships Identify supervisory responsibilities Discuss and agree on problem-solving mechanism	MIA, GC, MACs	Agreed coordination framework

Outcome 7: Agreement reached with Ministry of Finance and Development Planning (MFDP) on sustained support to County Service Centers

Outputs	Activities	Responsibilities	Indicators
Output 7.1 Sector revenue contribution formula for CSCs agreed by MACs	Assess nature, scope and envisaged quantity of services by sector Determine needed resource requirement by sector Determine overall costs of overhead	MIA, MACs, GC	Identified services Identified requirements Determined overhead cost Agreed revenue contribution formula
Output 7.2 Pooled fund established by MFDP from budgets of MACs budgets	Agree exact amount of contribution by sector Identify in sector budgets where funds will be sourced Agree on pooling funds into a CSC basket fund managed by MIA		Determined sector contribution Determined sources in sector budgets Established pooled basket

Strategic Area 5: Establishment of Local Government Structures

Outcome 8: County Councils constituted and functioning

Outputs	Activities	Responsibilities	Indicators
Output 8.1 Memberships to County Councils selected	Engage NEC to develop guidelines	MIA, GC, NEC	Selection timetable published

Outputs	Activities	Responsibilities	Indicators
	Publish guidelines and selection process Implement selection process		Guidelines and processes published Council members selected
Output 8.2 Leaderships of the County Councils elected	Publish list of leadership and requirements Convene meetings with Council members to elect Council leaders	MIA, GC, NEC	Elected leaderships of Councils
Output 8.3 County Council support offices established	Advertise positions for county support staff Receive and review applications Shortlist and interview persons on shortlist Locate, prepare, furnish, and equip offices	CSA, MIA, GC, GSA	Core support personnel recruited Offices prepared, furnished and equipped
Output 8.4 Members of County Council orientated and inducted	Develop County Council manual Orientate and train Council members utilizing manual Induct Council members	MIA, GC, LIPA	Completed manual Orientation and training program conducted Members inducted
Output 8.5 County Council internal rules adopted	Prepare framework or templates for rules Prepare draft internal rules Convene inaugural session to adopt internal rules	MIA, GC, LIPA	Internal rules adopted
Output 8.6 Offices for the County Councils established	Locate, prepare Council offices	MIA, GC, GSA,	Council offices prepared, furnished, equipped

Outputs	Activities	Responsibilities	Indicators
	Furnished and equipped offices		
Output 8.7 Ceiling for quarterly honorarium for County Council members set by legislature	Engage fiscal authorities on funding of County Council support offices	MIA, GC, CSA, MFDP	Honorarium for Councils agreed with fiscal authorities Honorarium in national budget

Outcome 9: Sub-County Advisory Councils are organized and functioning

Outputs	Activities	Responsibilities	Indicators
Output 9.1 Seven-member District Advisory Council appointed	Publish membership guidelines Publish membership selection process Implement selection process Appoint Council members	MIA, GC, NEC	Published guidelines and selection process Seven-member Council appointed
Output 9.2 Five-member Chiefdom Advisory Council appointed	Publish membership guidelines Publish membership selection process Implement selection process Appoint Council members	MIA, GC, NEC	Published guidelines and selection process Five-member Council appointed
Output 9.3 Five-member Clan Advisory Council appointed	Publish membership guidelines Publish membership selection process Implement selection process Appoint Council members	MIA, GC, NEC	Published guidelines and selection process Five-member Council appointed

Outputs	Activities	Responsibilities	Indicators
Output 9.4 Five-member Towns Advisory Council appointed	Publish membership guidelines Publish membership selection process Implement selection process Appoint Council members	MIA, GC, NEC	Published guidelines and selection process Five-member Council appointed
Output 9.5 All Advisory Council members oriented and inducted	Develop sub-county Council manual Orientate and train Council members Induct Council members	MIA, GC, LIPA	Council members inducted Council members orientated and trained

Outcome 10: County Administration constituted and functioning

Outputs	Activities	Responsibilities	Indicators
Output 10.1 County superintendents appointed	Hold consultations Develop a shortlist of qualified candidates Undertake background checks Narrow shortlist to three and submit to President Appoint and induct superintendents	MOS, MIA, GC County CSOs	Superintendents appointed and inducted
Output 10.2 County administrative officers appointed	Consult CSA CSA recommends a list of eligible persons Submit list to President Select and appoint administrative officers	MOS, MIA, GC	County administrative officers inducted

Outputs	Activities	Responsibilities	Indicators
Output 10.3 County finance officers appointed	Consult CSA CSA recommends a list of eligible persons Submit list to President Select and appoint county finance officers	MOS, CSA, MIA, GC	County finance officers inducted
Output 10.4 County development officers are appointed	Consult CSA CSA recommends a list of eligible persons Submit list to President Select and appoint development officers	MOS, CSA, MIA, GC	County development officers inducted
Output 10.5 Executive order changing the nomenclatures of positions issued	Issue executive order adopting new titles of local government officials consistent with LGA-2018	MOS, MFA, MIA, GC	

Outcome II: District Administration constituted and functioning

Outputs	Activities	Responsibilities	Indicators
Output 11.1 Statutory district superintendents appointed	Hold various consultations Develop a shortlist of qualified candidates Undertake background checks on candidates Submit list to President Select and appoint superintendents	MIA, GC, MOS	Appointed superintendents

Outputs	Activities	Responsibilities	Indicators
Output 11.2 Administrative district commissioners appointed	<p>Hold various consultations</p> <p>Develop shortlist of qualified candidates</p> <p>Undertake background checks on candidates</p> <p>Submit list to President</p> <p>Select and appoint district commissioners</p>	MIA, GC, MOS	Appointed district commissioners
Output 11.3 District administrative officers appointed	<p>Consult CSA</p> <p>CSA recommends a list of eligible candidates</p> <p>Submit list to superintendent</p> <p>Select and appoint administrative officers</p>	MIA, GC, CSA, MOS	Appointed district administrative officers
Output 11.4 District finance officers appointed	<p>Consult CSA</p> <p>CSA recommends a list of eligible persons</p> <p>Submit list to superintendent</p> <p>Select and appoint finance officers</p>	MIA, GC, CSA, MOS	Appointed district finance officers

Outputs	Activities	Responsibilities	Indicators
Output 11.5 District development officers appointed	<p>Consult CSA</p> <p>CSA recommends a list of eligible persons</p> <p>Submit list to superintendent</p> <p>Select and appoint development officers</p>	MIA, GC, CSA, MOH	Appointed district development officers

Outcome 12: Chiefdom Administration constituted and functioning

Outputs	Activities	Responsibilities	Indicators
Output 12.1 Chiefdom clerks recruited, appointed and oriented	<p>Consult CSA</p> <p>CSA recommends a list of eligible persons</p> <p>Appoint clerks</p> <p>Conduct orientation</p>	MIA, GC, CSA, LIPA	<p>Appointed chiefdom clerks</p> <p>Held orientation</p>
Output 12.2 Chiefdom office assistants recruited, appointed and oriented	<p>Consult CSA</p> <p>CSA recommends a list of eligible persons</p> <p>Appoint office assistants</p> <p>Conduct orientation training</p>	MIA, GC, CSA, LIPA	<p>Appointed chiefdom office assistants</p> <p>Held orientation</p>
Output 12.3 Chiefdom headquarters located	<p>Consult citizens</p> <p>Consult local government authorities</p> <p>Select location for headquarters</p>	MIA, Local Government, GSA	Location of chiefdom headquarters
Output 12.4 Chiefdom administrative offices constructed and equipped	<p>Consult local government</p> <p>Offices erected/selected, renovated, furnished/equipped</p>	MIA, GC, GSA	Chiefdom administrative offices

Outcome 13: Clan Administration constituted and functioning

Outputs	Activities	Responsibilities	Indicators
Output 13.1 Clan clerks recruited, appointed and oriented	Consult CSA CSA recommends a list of eligible persons Appoint clerks Conduct orientation	MIA, GC, CSA, LIPA	Appointed clerks Orientation held
Output 13.2 Clan office assistants recruited, appointed and oriented	Consult CSA CSA recommends a list of eligible persons Appoint office assistants Conduct orientation	MIA, GC, CSA, LIPA	Appointed office assistants Orientation held
Output 13.3 Clan headquarters located	Consult citizens Consult local government authorities Select location for headquarters	MIA, GC, GSA	Located clan headquarters
Output 13.4 Clan administrative offices constructed and equipped	Consult local government, GSA and MPW Erect or renovate, furnish/equip offices	MIA, GC, CSA	Administrative officers appointed

Outcome 14: Town Administration constituted and functioning

Outputs	Activities	Responsibilities	Indicators
Output 14.1 Town clerks designated	Consult CSA CSA recommends a list of qualified personnel from its database Appoint clerks Conduct orientation	MIA, GC, LIPA	

Output 14.2 Town palaver huts constructed and equipped	Negotiate land space Develop the design Construct, furnish, equip		
---	---	--	--

Outcome 15: Municipal Councils and Administration constituted and functioning

Outputs	Activities	Responsibilities	Indicators
Output 15.1 City and township established and demarcated	Establish boundaries of municipalities Install or identify landmarks to identify boundaries Formalize boundaries	MIA, LLA, LISGIS	Limits of municipalities established Erected landmarks Documented formal boundaries
Output 15.2 Municipalities demarcated into wards	Divide municipalities into wards	MIA, LLA, LISGIS	Wards of municipalities demarcated
Output 15.3 Mayors and commissioners of municipalities appointed	Appoint and induct mayors and commissioners	MOS, MIA, GC	Appointed mayors and commissioners
Output 15.4 Members of municipal councils selected	Elect council members	MIA, GC, NEC	Municipal councils established nationwide
Output 15.5 Administrations of municipalities constituted	Consult CSA CSA recommends a list of eligible persons Appoint management staff Conduct orientation	CSA, MIA, GC	Constituted municipality management teams
Output 15.6 Capacity of municipal managements built to manage revenues and deliver services	Assess training needs of management teams Prepare training materials Arrange and conduct training of management teams	MIA, MFDP, LIPA, CSA, GC	Report of training needs assessment Developed training materials Trained management personnel

Strategic Area 6: Organization of the National Council of Chiefs

Outcome 16: The National Council of Chiefs is organized and functioning

Outputs	Activities	Responsibilities	Indicators
Output 16.1 National Council members selected	Publish/announce membership guidelines Publish/announce membership selection process Implement selection process	MIA, GC, NEC	Published guidelines and selection process Selected Council members
Output 16.2 National Council organized and inducted	Publish/announce list of leadership and requirements Convene meetings with Council members to elect Council leaders	MIA, GC, NEC	Published leadership positions Elected leadership Inducted Council members
Output 16.3 Meeting hall and offices of Council prepared	Identify Council headquarters Renovate, furnish and equip headquarters	MIA, GC, GSA	Renovated, furnished and equipped council headquarters
Output 16.4 National Council rules developed and adopted	Prepare framework or templates for internal rules Prepare draft internal rules Engage leadership to convene inaugural session and adopt internal rules	MIA, GC, LIPA	Templates of internal rules Draft internal rules Adopted internal rules
Output 16.5 Sources of funding for Council identified	Engage fiscal authorities on funding for Council Engage Legislature to allocate funding in national budget	MIA, GC, MFD	Allocation for Council of Chiefs in national budget

Outcome 17: The Council Support Office established and functioning

Outputs	Activities	Responsibilities	Indicators
----------------	-------------------	-------------------------	-------------------

Output 17.1 Staffers of the Council recruited and oriented	Consult CSA Re-deploy civil servants from MACs Orientate staffer Train staffers	MIA, GC, CSA, LIPA	Re-deployed civil servants to Council of Chiefs Oriented and trained staffer
Output 17.2 Offices identified, renovated, furnished, and equipped			

Strategic Area 7: Local Government Development Planning

Outcome 18: Local Government Development Planning Units at county, district and chieftaincy levels established and functioning

Outputs	Activities	Responsibilities	Indicators
Output 18.1 Heads of local government development planning units appointed	Publish job ad with qualification requirements Review applications examine, and establish eligible list Select and appoint head of units	MIA, MFDP, GC, CSA	Heads of local government development planning units
Output 18.2 Technical members of development planning units recruited	Publish job ad with qualification requirements Review applications examine, and establish eligible list Select and appoint technical team members	MIA, GC, CSA, MFDP	Key technical staffers of development units appointed
Output 18.3 Development planning orientation training course developed and conducted	Develop development planning training manual Conduct orientation for appointees	MIA, GC, LIPA, MFDP	Orientation conducted Trained staff of development planning units

Outcome 19: Local Government Development Agendas implemented at county and municipal levels

Outputs	Activities	Responsibilities	Indicators
Output 19.1 Planning frameworks at various local government levels adopted	Hire consultant to prepare development agenda framework Prepare county development agenda Hold consultations to adopt framework	MIA, GC, MFDP	Prepared county development agenda
Output 19.2 County and municipal development agendas prepared	Present agenda to County Councils Hold public hearings on agenda Council adopts agenda	MIA, GC, MFDP, County Councils	Adopted county development agendas
Output 19.3 County and municipal development agendas adopted and implemented by councils			
Output 19.4 Quarterly monitoring reports produced	Prepare quarterly monitoring work plans Conduct quarterly monitoring visits Prepare quarterly monitoring reports	MIA, GC, MFDP, County Administration	Quarterly monitoring reports
Output 19.5 Semi-annual evaluation reports produced	Prepare semi-annual evaluation work plan Conduct semi-annual evaluation visits Implement evaluation work plans	MIA, GC, MFDP, County Administration	Semi-annual monitoring reports

Strategic Area 8: County Economic Development

Outcome 20: County Economic Development Plans prepared and implemented by Local Governments

Outputs	Activities	Responsibilities	Indicators
Output 20.1 Resource base for county economic development mapped	Hire consultants to study county economic development potential Identify and map economic resources and development potential	MIA, GC, MFDP, NIC	Identified and mapped county economic resources and development potential Identified county development challenges
Output 20.2 Concept notes on county economic development prepared	Hire consultant to develop concept note	MIA, GC, MFDP, NIC	Prepared concept notes
Output 20.3 County economic development plan developed and validated	Hire consultants to develop county development plans Validate and adopt plans	MIA, GC, MFDP, NIC	Prepared economic development plans Conducted validation workshops Adopted plans by County Councils

Output 21: Citizens actively engaged in income-generating activities

Outputs	Activities	Responsibilities	Indicators
Output 21.1 Community Enterprise Development Agency established	Establish Community Enterprise Development Agency	MIA, MFDP, NIC, LIPA	Established Community Enterprise Development Agency
Output 21.2 Entrepreneurial skills developed across the counties	Identify and train potential county entrepreneurs Attract and establish microfinance programs in the counties	MIA, MFDP, NIC, LIPA	Trained entrepreneurs Established microfinance programs in counties
Output 21.3 Microfinance programs available in county to support small and medium enterprises	Develop TOR Hire consultant Develop SME microfinance scheme	MFDP, MIA, donors	Developed TOR Hired consultant Developed microfinance scheme

Outputs	Activities	Responsibilities	Indicators
Output 21.4 Communal farming cooperatives established and functioning			

Outcome 22: Women and youth actively involved in economic activities

Outputs	Activities	Responsibilities	Indicators
Output 22.1 Women and youth empowerment programs developed	Identify and develop women and youth empowerment programs Increase women and youth employment	MIA, MFDP, NIC, LIPA	Trained women and youth Micro-credit given to women and youth entrepreneurs Increased women and youth employment
Output 22.2 Increased women and youth employment in county	Train women and youths in SMEs Provide access to SME credits	MFDP, MIA, GC, donors	Trained women and youth Availability of microfinance opportunities

Outcome 23: A multi-year master plan for urban renewal and development prepared

Outputs	Activities	Responsibilities	Indicators
Output 23.1 Problems of urban slums comprehensively studied	Develop TOR Hire consulting firm Undertake study	MIA, GC, donors	TOR developed Hired consultants Study report
Output 23.2 Multi-sector, multi-disciplinary approach to city planning developed	Develop TOR Hire consultant Review current city planning model Develop planning model	MIA, MPW, GC, MFDP, donors	TOR developed Hired consultants Study report
Output 23.3 Strategic urban investment master plans developed	Develop TOR Hire consulting firm Undertake study	MIA, MPW, GC, MFDP, donors	TOR developed Hired consultants Study report

Outputs	Activities	Responsibilities	Indicators
	Validate report		Validation workshop

Outcome 24: Housing Boards established and functioning

Outputs	Activities	Responsibilities	Indicators
Output 24.1 Terms of reference approved by county councils	Hire consultant	MIA, GC, MOS	Hired consultant
	Develop roles, responsibilities and functions		Developed RRF
Output 24.2 Boards constituted and functioning	Hire consultant	MIA, GC, MOS	Hired consultant
	Develop criteria		Developed criteria
Output 24.3 County and municipal housing plans developed	Appoint search committees	MIA, MOS, GC	Committees established
	Identify qualified candidates; shortlist		Shortlist of qualified candidates
	Undertake background reviews of shortlisted candidates		Appointed boards members
	Submit shortlists to President		
	Constitute the boards		

Strategic Area 9: Funding Local Government

Outcome 25: Local Government fiscal and financial management framework established

Outputs	Activities	Responsibilities	Indicators
Output 25.1 Local government taxation and revenue collection protocols adopted	Develop TOR	MIA, MFDP, GC, donors	Developed TOR
	Hire consultant		Hired consultant
	Determine revenue collection and distribution protocols for county and municipal government		Developed protocols
Output 25.2 Local government framework in national budget adopted	Solicit technical assistance	MFDP, MIA, GC, donors	Technical expert hired
	Develop budget inclusion framework		Consultation workshop Developed framework

Outputs	Activities	Responsibilities	Indicators
	Hold stakeholder consultation		
Output 25.3 Local governments budget execution framework adopted	Develop TOR Hire consultant Develop framework	MFDP, MIA, GC, donors	Developed TOR Hired consultant Framework developed
Output 25.4 Local government procurement framework adopted	Develop TOR Hire consultant Develop framework	MFDP, MIA, GC, PPCC, donors	
Output 25.5 Local government financial accounting guidelines adopted	Develop TOR Hire consultant Develop guidelines	MFDP, MIA, GC, donors	
Output 25.6 Local government financial management authority constituted	Financial management authorities appointed	MIA, MOS	Appointed financial management officials
Output 25.7 County treasuries established and functional in all counties	Establish county treasuries	MFDP, MIA, GC, LIPA	Treasuries established
Output 25.8 County treasury staffs trained in financial management and procurement	Develop TOR Hire consultants Develop training materials Conduct training	MFDP, LIPA, MIA, GC	Developed TOR Hired consultant Developed materials Trained staff
Output 25.9 Internal audit units established in county and municipal administrations	Consult with IAA Recruit qualified personnel by IAA Orientation Assign hired persons to counties	IAA, GAC, MIA, GC	Recruited IAA staff Orientation workshops County assignments
Output 25.10 Banking and treasury facilities established in counties	Encourage commercial and community banks to establish branches in counties	MFDP, CBL, MIA, GC	Established commercial banks

Outputs	Activities	Responsibilities	Indicators
	Develop guidelines for banks Develop MFDP guidelines for county bank operations		Established community banks CBL guidelines for banks MFDP treasury guidelines

Outcome 26: Local Government Fiscal Board constituted and functioning

Outputs	Activities	Responsibilities	Indicators
Output 26.1 Board members appointed	Board members nominated Members appointed	MIA, MOS	Constituted Fiscal Board
Output 26.2 Secretariat established and functioning	Positions and criteria published Personnel recruited and vetted Qualified candidates recommended to Board Board appoints Secretariat Offices secured, furnished, equipped	MIA, CSA, LIPA, GC, GSA	Secretariat in place Identified, built, renovated offices Furnished and equipped
Output 26.3 Revenue sharing formula adopted by legislature	Present revenue sharing formula to Fiscal Board Present formula to President Forward formula to Legislature for enactment Approve formula Print law into handbill	MFDP, MIA, MOS, LEG, MFA	Printed revenue sharing law

Outcome 27: County and municipal finance offices organized and functioning

Outputs	Activities	Responsibilities	Indicators
Output 27.1 County and municipal financial management structures organized	Constitute county and municipal financial management authority	MIA, MFDP, MOS, CSA, GC	Constituted financial management authorities
Output 27.2 County and municipal finance officers appointed	Develop training materials Conduct training	MIA, MFDP, LIPA, CSA, donors	Trained financial managers
Output 27.3 Capacity of county and municipal finance officer trained and orientated	Develop TOR Hire consultant Training materials developed Training conducted nationwide	MFDP, MIA	TOR developed Hired consultant Trained county and municipal financial officers

Outcome 28: Framework for mobilizing and coordinating external resources adopted

Outputs	Activities	Responsibilities	Indicators
Output 28.1 Central Bank overdraft framework adopted	Consult CBL Develop overdraft guidelines	MIA, CBL, MFDP, GC	Developed framework
Output 28.2 Donor assistance mobilization framework adopted	Consult donors Consult local government Develop guidelines for donors	MIA, MFDP, donors, GC	Developed guidelines
Output 28.3 Local government aid coordination mechanism established	Consult donors Consult local government Develop coordination mechanism	MIA, MFDP, donors, GC	Developed coordination mechanism

Strategic Area 10: Inclusiveness, Transparency and Accountability in Local Government

Outcome 29: Local Government structures and decision-making include women, youths, and people with disabilities

Outputs	Activities	Responsibilities	Indicators
Output 29.1 Developed framework for the inclusion of women, youths and people with disabilities in local government decision-making	Develop TOR Hire a consultant to develop framework document	MIA, GC, MGCSP, MYS	Developed TOR Hired consultant Developed framework
Output 29.2 Developed strategy to promote and encourage active citizen involvement in local government processes, including open public debates and consultative processes	Develop TOR Hire consultant to develop framework for public participation in governance	MIA, GC, MICAT	TOR developed Hired consultant Developed framework
Output 29.3 Developed gender policy for each county to mainstream gender in local governments	Develop TOR Hire consultant Conduct gender assessment Develop gender policy	MIA, MGCSP, County Administration	Developed TOR Hired consultant Assessment report Gender policy

Outcome 30: Enhanced transparency in Local Government decision-making and operations

Outputs	Activities	Responsibilities	Indicators
Output 30.1 Developed framework for publicity, information dissemination, and citizens' participation in local government consultative processes, dialogues and conversations	Develop TOR Hire consultants to develop method and processes of public consultations	MIA, GC, MICAT	

Outputs	Activities	Responsibilities	Indicators
Output 30.2 Transparent and fair development planning and project management developed	TOR Hire consultant Develop mechanism to ensure transparent development and planning and management	MFDP, MIA, GC	TOR developed Hired consultant Developed mechanism
Output 30.3 Local government functionaries are sensitized on application of the Code of Conduct	Translate code into simple Liberian English Hire CBOs to conduct communication sensitization	MIA, GC, MICAT, CSOs	Translated code into simple English Identified CBOs Sensitized local government functionaries; chiefs, elders, advisory council members

Outcome 31: Enhanced accountability in Local Government management and operations

Outputs	Activities	Responsibilities	Indicators
Output 31.1 Local government authorities trained in public finance procurement and civil service laws, rules and regulations	Develop TOR Hire consultant to develop training materials for public financial management and procurement Train local government personnel in public financial management and procurement	MIA, GAC, GC, MFDP, PPCC	Developed TOR Developed training materials in public financial management and procurement Trained local government personnel in public financial management and procurement laws, regulations and processes
Output 31.2 Framework developed for the rotation of civil servants in and across county governments	Develop framework on rotation of local government civil servants	MIA, CSA, GC	Developed framework

Outcome 32: Gender policy developed for each county

Outputs	Activities	Responsibilities	Indicators
Output 32.1 Gender mainstreamed in local governments	Develop TOR Hire consultant Develop policy	MIA, GC, MGCSP, donors	TOR developed Consultant hired Developed gender policy per county
Output 32.2 Women issues form part of local government decision-making	Sensitize local government officials on gender issues Train local government administrators in gender tools	MIA, GC, MGCSP, donors	Sensitized local government officials Trained administrators in gender tools
Output 32.3 More women assume decision-making responsibilities in local governments	Capacitate more women for middle and senior level positions Encourage more women to apply for middle and senior level positions	MIA, GC, MGCSP, donors	Women empowered More women apply for middle and senior level positions

Strategic Area II: Consolidating the gains made in Phase I

Outcome 33: Constitution amended to provide legal basis for deepening decentralization

Outputs	Activities	Responsibilities	Indicators
Output 33.1 Constitutional amendment provisions developed	Identify provisions to be amended Develop rationale for amendments Draft needed amendments	MIA, GC, LRC, MOJ, MIA, LRC	Identified provisions Developed logic for amendments Draft amendments

Outputs	Activities	Responsibilities	Indicators
Output 33.2 Legislature passes on Constitutional amendment provisions	<p>Socialize draft with Legislative committees</p> <p>Formally submit draft amendments to Legislature</p> <p>Legislative committees review draft</p> <p>Plenary holds public hearings, debates and enacts amendments</p>	LEG, MIA, GC, LRC, MOJ, donors, MOS, legislative liaison	<p>Inputs from committees on draft</p> <p>Passage of amendments</p>
Output 33.3 General public debates on provisions undertaken	<p>Identify engage champions/drivers of change</p> <p>Simplify draft amendments into Liberian English</p> <p>Sensitize public through media</p>	MIA, GC, LRC, MOJ, donors, MICAT, CBOs	<p>Identified champions and drivers of change</p> <p>Public opinion on proposed amendments</p>
Output 33.4 Referendum held and Constitution amended	<p>Canvass for yes</p> <p>Public vote</p>	MIA, GC, LRC, MOJ, MICAT, NEC, MOS, MFA	<p>Majority YES vote</p> <p>Constitution amended</p>

Outcome 34: Local Governments structures consolidated

Outputs	Activities	Responsibilities	Indicators
Output 34.1 County Department of Planning, Revenue and Budget established	<p>Develop TOR</p> <p>Hire consultant</p>	MIA, GC	<p>Consultant hired</p> <p>Available management audit reports</p>
Output 34.2 County Department of Administration and Personnel established	<p>Develop TOR</p> <p>Hire consultant</p>	MIA, GC	<p>Consultant hired</p> <p>Developed program</p>

Outputs	Activities	Responsibilities	Indicators
Output 34.3 County Department of Health and Social Welfare established	Identify implementation actors Engage and commission actors	MIA, GC, donors	Progress reports Monitoring reports Completion report
Output 34.4: Management audits of local government structures and processes completed			
Output 34.5: Programs to enhance local government structures and processes completed and implemented.			

Outcome 35: Statutory Districts dissolved

Outputs	Activities	Responsibilities	Indicators
Output 35.1 Information and counseling workshops for affected employees	Issue dissolution notices Conduct counselling workshop	MIA, GC, CSA	Dissolution notices Workshops conducted
Output 35.2 Compensation, retirement and redirected workers' scheme developed	Develop TOR Hire consultant Develop scheme	MIA, GC, CSA, donors	Hired consultant Developed scheme
Outputs 35.3 Statutory districts dissolved, workers paid benefits	Develop TOR Hire consultant Determine benefits	MIA, GC, MFDP, donors	TOR developed Hired consultant Determined financial benefits
Output 35.4 Redirected workers' program implemented	Pay workers Dissolve districts	MIA, GC, donors	Payment records Dissolved districts

Outcome 36: Municipalities rationalized

Outputs	Activities	Responsibilities	Indicators
Output 36.1 Municipalities meeting	Apply LGA-2018 criteria	MIA, MFDP, CSA, GC, donors	List of cities meeting criteria

Outputs	Activities	Responsibilities	Indicators
LGA-2018 criteria chartered	Inform cities that meet criteria Charter cities meeting criteria		Chartered cities
Output 36.2 Termination benefits for workers determined and paid	Determine workers benefits for cities not meeting criteria	MIA, MFPD, CSA, GC, donors	Determined benefits for affected workers
Outputs 36.3 Municipalities not meeting LGA-2018 criteria rationalized to town status	Inform cities not meeting criteria	MIA, MFPD, CSA, GC, donors	List rationalized to town status

Outcome 37: Boundary harmonization completed nation-wide

Outputs	Activities	Responsibilities	Indicators
Output 37.1 Contested boundary issues investigated and resolved	Engage parties Involve third party mediators Resolve outstanding and evolving boundary disputes	MIA, GC, LLA, LISGIS, National Council of Chiefs	Contested boundaries resolved
Output 37.2 Boundary demarcation cornerstones designed and built	Plant landmarks demarcating boundaries	LLA, LISGIS, MIA, GC	Planted landmarks
Output 37.3: Boundary demarcation cornerstones planted			
Output 37.4 Boundary law amended consistent with resolved boundary disputes	Amend boundary law Approve enacted law Publish amended law in handbills	LEG, MOS, MFA	Amended law Approved law Law in handbills

Outcome 38: Capacity development programs broadened and deepened

Outputs	Activities	Responsibilities	Indicators
Output 38.1 Capacity development needs assessed	Develop TOR Hire consultant Undertake assessment	MIA, GC, MFDP	Hired consultants Assessment report
Output 38.2 Capacity development programs developed	Develop TOR Hire consultant Develop capacity building program	MIA, GC, MFDP	Hired consultant Program developed
Outputs 38.3 Capacity development programs implemented	Organize capacity building regional programs Implement programs	MIA, GC, MFDP, MACs, LIPA, local government	Capacities of local government strengthened

Strategic Area 12: Establishment of County Departments

Outcome 39: Department of Planning, Revenue and Budget established and functioning

Outputs	Activities	Responsibilities	Indicators
Output 39.1 Assess and establish in-county personnel, equipment and all physical assets of the MFDP in counties	Develop TOR Hire consultant Inventory personnel, equipment, materials, etc.	MIA, MFDP GC, GSA, CSA	Developed TOR Hired consultant Lists of inventories
Output 39.2 Assess existing county revenues and budgeting services, equipment, materials, and resource allocation	Develop TOR Hire consultant Assess revenues assignments, budgets, expenditure patterns	MFDP, MIA, GC, LRA	Developed TOR Hired consultant Assessment report
Output 39.3 Locate, furnish and equip facility to house sector departments	Identify department office Renovate, furnish and equip office	MIA, GC, GSA	Renovated, furnished and equipped office

Outputs	Activities	Responsibilities	Indicators
Output 39.4 Develop protocol for delegation of authority and transfer of all in-county personnel, resources, physical and financial assets of MIA and MFDP over to county departments	Develop TOR Hire consultant Develop protocols	MIA, MFDP, GC, LRA	Developed TOR Hired consultant Developed protocols

Outcome 40: Department of Administration and Personnel established and functioning

Outputs	Activities	Responsibilities	Indicators
Output 40.1 Conduct assessment and establish list of existing county staff/personnel on central government payroll and personnel of county staff, equipment and all physical assets of MIA in counties	Develop TOR Hire consultant Take inventory of personnel, equipment, materials, etc.	MIA, GC, GSA, CSA	Developed TOR Hired consultant Lists of inventories
Output 40.2 Conduct assessment and establish existing administrative services, equipment, physical assets, and materials and resources of MIA in the county	Develop TOR Hire consultant Assess administrative services, equipment, assets, other materials	MFDP, MIA, GC, CSA, GSA	Developed TOR Hired consultant Assessment report
Output 40.3 Locate, furnish and equip facility to house sector department	Identify department office Renovate, furnish and equip facility	MIA, GC, GSA	Renovated, furnished and equipped sector office
Output 40.4 Develop protocol for delegation of authority and transfer of all in-county personnel, resources, physical and financial assets of the MIA over to county Department of Administration and Personnel	Develop TOR Hire consultant Develop protocols	MIA, MFDP, GC, LRA	Developed TOR Hired consultant Developed protocols

Outcome 41: Department of Health and Social Welfare established and functioning

Outputs	Activities	Responsibilities	Indicators
Output 41.1 Conduct personnel assessment of Ministry of Health (MOH)/County Health teams in all counties	Develop TOR Hire consultant Take inventory of personnel, equipment, materials, etc.	MIA, MOH, GC, GSA, CSA	Developed TOR Hired consultant Lists of inventories
Output 41.2 Conduct assessment of existing health services, material/equipment in each county	Develop TOR Hire consultant Assess admin services, equipment, assets, other materials	MOH, MIA, MFDP, GC, CSA, GSA	Developed TOR Hired consultant Assessment report
Output 41.3 MOH, MIA and MFDP conduct joint annual resource allocation and expenditure assessment of all funds expended annually in each county on health services and administration	Identify sectoral department Renovate, furnish and equip department office	MIA, GSA, GC,	Renovated, furnished and equipped sector department office
Output 41.4 Department of Health and Social Welfare established and operationalized in each county	Develop TOR Hire consultant Develop protocols	MOH, MIA, MFDP, LRA, GSA, CSA	Developed TOR Hired consultant Developed protocols

Appendix 2: Outcomes by Timeline and Estimated Cost

No.	Outcome	Timeline (Years)	Estimated Cost (US Dollars)
1	Citizens of Liberia and other stakeholders (women and men) are aware, motivated and participate in implementation of LGA-2018 reforms	Year 1 - 10	\$500,000
2	The Public Financial Management Law is amended to enable fiscal decentralization	Year 1 - 3	\$50,000
3	Ministry of Local Development Act (MLGA) Passed and Ministry restructured and strengthened to support decentralization	Year 1 - 3	\$250,000
4	Other relevant laws amended to enable other aspects of LGA-2018 implemented	Year 1 - 3	\$75,000
5	All boundaries between towns, clans, chiefdoms, districts, counties and harmonized	Year 1 - 10	\$500,000
6	Coordination framework for County Service Centers agreed and implemented	Year 1 - 2	\$600,000
7	Agreement reached with Ministry of Finance and Development Planning (MFDP) on sustained support to County Service Centers	Year 2 - 4	\$540,000
8	County Councils constituted and functioning	Year 2 - 4	\$150,000
9	Sub-County Advisory Councils are organized and functioning	Year 2 - 4	\$375,000
10	County Administration constituted and functioning	Year 2 - 4	\$967,500
11	District Administration constituted and functioning	Year 2 - 4	\$1,200,000
12	Chiefdom Administration constituted and functioning	Year 2 - 4	\$1,450,000
13	Clan Administration constituted and functioning	Year 2 - 4	\$10,000
14	Town Administration constituted and functioning	Year 2 - 4	\$150,000
15	Municipal Councils and Administrations constituted and functioning	Year 1 - 2	\$75,000
16	The National Council of Chiefs is organized and functioning	Year 1 - 2	\$25,000
17	The Council Support Office established and functioning	Year 3 - 5	\$998,700
18	Local Government Development Planning Units at county, district and chieftaincy levels established and functioning	Year 3 - 5	\$525,000
19	Local Government Development Agendas implemented at county and municipal levels	Year 3 - 5	\$750,000
20	County Economic Development Plans prepared and implemented by Local Governments	Year 3 - 5	\$1,500,000
21	Citizens actively engaged in income-generating activities	Year 3 - 5	\$750,000
22	Women and youth actively involved in economic activities	Year 3 - 5	\$150,000
23	A multi-year master plan for urban renewal and development prepared	Year 3 - 5	\$125,000
24	Housing Boards are established and functioning	Year 2 - 4	\$150,000
25	Local Government fiscal and financial management framework established	Year 2 - 4	\$25,000
26	Local Government Fiscal Board constituted and functioning	Year 2 - 4	\$975,000

No.	Outcome	Timeline (Years)	Estimated Cost (US Dollars)
27	County and municipal finance offices organized and functioning	Year 2 - 4	\$75,000
28	Framework for mobilizing and coordinating external resources adopted	Year 2 - 4	\$25,000
29	Local Government structures and decision-making include women, youths, and people with disabilities	Year 3 - 5	\$50,000
30	Enhanced transparency in Local Government decision-making and operations	Year 3 - 5	\$50,000
31	Enhanced accountability in Local Government management and operations	Year 3 - 5	\$225,000
32	Gender policy developed for each county	Year 6 - 10	\$500,000
33	Constitution amended to provide legal basis for deepening decentralization	Year 6 - 10	\$100,000
34	Local Government structures consolidated	Year 8 - 10	\$500,000
35	Statutory Districts dissolved	Year 6 - 8	\$150,000
36	Municipalities rationalized	Year 6 - 10	\$100,000
37	Boundary harmonization completed nation-wide	Year 6 - 10	\$5,000,000
38	Capacity development programs broadened and deepened	Year 6 - 10	\$1,250,000
39	Department of Planning, Revenue and Budget established and functioning	Year 8 - 10	\$1,250,000
40	Department of Administration and Personnel established and functioning	Year 8 - 10	\$1,250,000
41	Department of Health and Social Welfare established and functioning	Year 8 - 10	\$1,250,000
-	Administrative and operational costs (PMB, NDIS, etc.)	Year 1 - 10	\$5,000,000
Total			\$29,641,200.00

Budget Notes:

- 1 Keeping citizens and stakeholders informed and motivated involves an annual program of communication with the public.
- 3 In addition to passage of the MLGA, a key piece of LGA-2018 rollout is restructuring MIA under a targeted capacity building program to administer the new dispensation on local governance.
- 4 Boundary harmonization issues are essential for peace and development. The issues are numerous and exist in nearly all local government. Resolving them will require the use of alternative conflict resolution interventions and a host of technical-supported methods.
- 8 The main cost of constituting County Councils goes towards training and orienting Council members on LGA-2018.
- 11 Constituting District Administration in each of the 129 districts entails recruiting technical staff and providing a support base for them to function.
- 12 Chiefdom Administration averages out at \$5,000 per chiefdom mainly to cover the cost of staff orientation.
- 13 Setting up Clan Administration requires allocating \$2,500 per clan to address the cost of staff orientation.
- 18 Setting up Planning Units will involve recruiting a core team of technicians and supporting them with basic office equipment.
- 19 Preparation of the County Development Agendas will be a consultative process involving a select group of informed persons in each county.

- 20 Preparation of a county specific economic plan will be led by an external consultant at the cost of \$50,000 per county.
- 21 The active involvement of citizens in income-generating activities will involve setting up a Community Enterprise Development Agency (CEDA) and launching a facility to finance enterprising initiatives.
- 22 Addition to the CEDA arrangement, a \$750,000 facility will promote the involvement of women and youth in economic activities.
- 27 Funding will be administered as a minimal level of financial support of \$15,000 per county finance office and \$10,000 per municipal finance office.
- 33 This supports legislation development and preparation for a national referendum.
- 35 Dissolution of statutory districts will entail redeploing and facilitating the engagement of affected personnel in alternative employment opportunities.
- 38 This allocation targets development and implementation of a comprehensive institutional capacity building program to capacitate all levels of government.
- 39 To establish three administrative units with the requisite personnel and institutional support to support decentralization in each county
- 40 See number 39.

Appendix 3: Matrix of Required Constitutional Amendments to Sustain LGA-2018

The 1986 Constitution	The Local Government Act	Required Amendments
<p>Chapter I: Structure of the State</p> <p>Article 3: “Liberia is a unitary state divided into counties for administrative purposes. The form of government is republican with three separate branches: the Legislature, the Executive and the Judiciary...”</p>	<p>Chapter 2 Local Government Powers and Structures</p> <p>“Liberia, a unitary state, shall be sub-divided into counties for administrative purposes; and counties shall be divided into administrative and statutory districts, cities, townships, boroughs, chiefdoms, clans, and towns.”</p>	<p>Article 3:</p> <p>Amend Article 3 to provide for a central government and political subdivisions of county and municipal government, and to provide for the structures of county and municipal government in the political subdivisions</p>
<p>Chapter V: The Legislature</p> <p>Article 29:</p> <p>“The Legislative power of the Republic shall be vested in the Legislature of Liberia which shall consist of two separate houses: A Senate and a House of Representatives, both of which must pass on all legislation.”</p>	<p>Chapter 2 Sub-sections 2.2a, Powers and Authority of the County Council to:</p> <p>“Promulgate county ordinances, rules and regulations for the promotion of peace, unity, reconciliation, maintenance of public order and security, and the delivery of basic public goods and services, consistent with law.”</p>	<p>Article 29:</p> <p>Amend Article 29 to confer legislative powers on county and municipal councils to promulgate ordinances, rules and regulations to maintain public order, security, peace, unity and social cohesion; and require effective and efficient delivery of public services in their localities consistent with national policies and laws.</p>
<p>Chapter V: The Legislature</p> <p>Article 34:</p> <p>“The Legislature shall have the power: (d) to levy taxes, duties, imposts, excise and other revenues, to borrow money, issue currency, mint coins, and to make appropriations for the fiscal governance of the Republic...”</p>	<p>Chapter 2 Sub-sections 2.2b, Powers and Authority of the County Council to:</p> <p>“Impose local taxes, rates, duties, fees, and fines within limits defined by the Legislature...Authorize issuance of certain licenses and operating permits designated by the Legislature” and “approve the annual county budget.”</p>	<p>Article 34:</p> <p>Amend Article 34 to affirm fiscal autonomy of, and establish revenue base with fiscal resources for, local governments; require the central government to share revenues with local government based on revenue sharing formula; and to empower local government to raise own-source revenues from levy and collection of taxes, business licenses, permits, fees, etc.</p>
<p>Chapter VI: The Executive</p> <p>Article 54:</p> <p>“The President shall nominate and, with the consent of the Senate, appoint and commission:</p> <ul style="list-style-type: none"> (a) cabinet ministers, deputy and assistant cabinet ministers; (b) ambassadors, ministers, consuls; (c) the Chief Justice and Associate Justices of the Supreme Court and judges of subordinate courts; 	<p>LGA Chapter 2, Sub-section 2.13b:</p> <p>“The positions of Superintendent, County Administrative Officer, County Finance Officer, County Development Officer, City Mayor, and Commissioner (Townships and Boroughs) shall be appointed by the President with the consent of the Senate.”</p>	<p>Article 54:</p> <p>Amend Article 54 by revising section (a) to remove “assistant cabinet ministers” which position shall be replaced by civil service position of Principal Director under the public sector modernization program; and omit section (d): “<i>superintendents, other county officials and officials of other political sub-divisions</i>” to provide for election of County Superintendents, Administrative District Commissioners, Mayors, and</p>

<p>(d) <i>superintendents, other county officials and officials of other political sub-divisions;</i></p> <p>(e) members of the military from the rank of lieutenant or its equivalent and above; and</p> <p>(f) marshals, deputy marshals and sheriffs.”</p>		<p>members of county and municipal councils.</p>
<p>Article 56: (a) “All cabinet ministers, deputy and <i>assistant cabinet ministers</i>, ambassadors, ministers and consuls <i>superintendents of counties</i> and other government officials, both military and civilian, appointed by the President pursuant to this Constitution <i>shall hold their offices at the pleasure of the President.</i></p> <p>(b) There shall be elections of Paramount, Clan and Town Chiefs by the registered voters in their respective localities, for a term of six years. They may be re-elected and <i>may be removed only by the President for proved misconduct.</i> The Legislature shall enact laws to provide for their qualification as may be required.”</p>	<p style="text-align: center;">N/A</p>	<p>Article 56: Amend sections: (a) and remove “<i>assistant cabinet ministers</i>” to provide for Principal Directors in the Civil Service; and remove “<i>superintendents of counties</i>” to provide for election of superintendents; and section (b) by inserting superintendents, district commissioners and town chiefs; and omitting the removal clause “may be removed only by the President for proved misconduct;” and inserting “<i>may be impeached by the Legislature</i>” to provide for impeachment of chiefs as they are, and shall remain elected officials.</p>
<p>Chapter VIII: Political Parties and Elections Article 81: “Any citizen, political party, organization or association, being resident in Liberia, of Liberian nationality or origin, and not otherwise disqualified under the provisions of this Constitution and laws of the land, shall have the right to canvass for the votes for any political party or candidate at any election, provided that corporate and business organizations and labor unions are excluded from so canvassing directly or indirectly in whatsoever form.”</p>	<p style="text-align: center;">N/A</p>	<p>Proposed Amendment: Amend Article 81 <i>to provide for non-partisan elections in local government.</i> Add section (b) to ascertain that all local government elections shall be non-partisan. A candidate shall present himself or herself as an individual and not as a political party candidate; and providing that a political party shall not endorse or sponsor a candidate; nor campaign for or against a candidate in local government elections.</p>