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National Social Protection Policy and Strategy

2026 – 2030

WORKSHOP EDITION

Discussion Document for the Technical Workshop on the

Financing and Results Framework

A two-day technical convening

Prepared for high-level policymakers, social protection professionals,
Unit Director–level technical staff, and civil society stakeholders

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About This Workshop Edition

This document is a condensed, workshop-ready edition of the consolidated National Social Protection Policy and Strategy (NSPPS) 2026–2030. It has been prepared specifically to guide deliberation at the two-day technical workshop on the financing and results framework. It is true to the content of the full 188-page document and distils the full consolidated policy — its diagnostic evidence, six policy objectives, institutional architecture, delivery systems, monitoring framework, and financing strategy — into a single reference that technical participants can work through together over two days.

Who this edition is for. It is written for four audiences convened at the workshop: 1) high-level policymakers who will decide on the goals and objectives and the domestic financing pathway; 2) social protection professionals responsible for program design and delivery; 3) technical staff at the Unit Director level across government ministries and agencies; and 4) civil society stakeholders who hold the system accountable and represent the interest of key stakeholders. The language is technical but accessible, and each major section closes, where relevant, with questions for the structured deliberation.

How this edition is structured. It preserves the five-part logic of the full NSPPS. A five-page Executive Summary opens the document. Part I (Strategic Context) presents the policy's alignment with continental and regional social protection frameworks. Part II (Social Protection Landscape) summarizes the current system. Parts III–V summarize the NSPPS 2026–2030 going forward — its vision and principles, six policy objectives, institutional and delivery architecture, monitoring and results framework, financing strategy, and implementation roadmap. The financing and results framework material is presented in fuller detail, in keeping with the workshop's focus.

Status of this document

- This is a discussion draft. Figures, targets, and design choices remain open to refinement through the workshop and subsequent validation.
- Policy Objective 5 (Shock-Responsive Social Protection) contains four items marked [VALIDATION REQUIRED] that must be resolved through consultation before official circulation. These are surfaced deliberately as workshop discussion items.
- Some financing figures appear as ranges reflecting differing scopes in the source evidence (system-wide vs. safety-net-specific spending); reconciling these is itself a workshop agenda item.

Contents

This workshop edition condenses the full 188-page consolidated NSPPS 2026–2030; the complete Results Framework, fiscal forecasting, and social-insurance proof-of-concept will be provided as annexes to the full policy.

Executive Summary

Purpose and Mandate

The National Social Protection Policy and Strategy (NSPPS) 2026–2030 is the Government of Liberia's official framework for the design, financing, coordination, and delivery of social protection over the next five years. It replaces the National Social Protection Policy and Strategy adopted in 2013, which expired in 2018 and was never formally renewed despite more than seven years of continued program activity under its architecture. The NSPPS 2026–2030 was commissioned by the Ministry of Gender, Children and Social Protection (MGCSP), with financial and technical support from the World Bank through the Recovery of Economic Activity for Liberian Informal Sector Employment (REALISE) Project, co-financed by the Swedish International Development Cooperation Agency (SIDA) and the French Development Agency (AFD). It derives its authority from the Constitution of Liberia, from Liberia's ratified international and continental human rights instruments, and from Pillar 6 of the ARREST Agenda for Inclusive Development (AAID), Liberia's current medium-term national development framework.

Liberia's Social Protection System Today — At a Glance

Dimension	Current Position
Coverage	Under 20% of the approximately 1.1 million Liberians in extreme poverty are reached by any program; 11 of 15 counties receive no formal Social Cash Transfer (SCT) coverage.
Benefit adequacy	The SCT single-person benefit equals roughly 17% of the extreme poverty line.
Social insurance	NASSCORP had 298,850 cumulative registrations by 2025 (including inactive accounts), against a current formal wage workforce of 401,856; informal employment is 81.9%.
Financing	Total SP spending is USD 90–120 million/year (safety-net-specific spending est. USD 45–55 million); over 90% donor-financed; domestic spending below 0.3% of GDP.
Financing cliff	The REALISE Project, which funds most active safety net programs, closes in December 2026.
Targeting infrastructure	The Liberia Household Social Registry has listed 527,000+ households, with 222,723 currently eligible — a foundation for expansion.
Fiscal effort	MGCSP receives under 2% of the national budget (approximately 0.36%), covering both its social protection and gender equality mandates.

Sources: MGCSP (2026); LISGIS (2022 Census); NASSCORP (2025); World Bank (2025–2026).

The Coverage Problem

Despite more than a decade of program development, fewer than one in five of the estimated 1.1 million Liberians living in extreme poverty are reached by any social protection program — equivalently, under 5 percent of the total population. The Social Cash Transfer (SCT), Liberia's flagship safety net, serves roughly 16,500 households — about 6 percent of the extreme-poor population — concentrated in just four of Liberia's fifteen counties. NASSCORP, the country's sole contributory social insurance scheme, had 298,850 cumulative registrations (including inactive accounts) by 2025 against a formal salary/wage workforce of 401,856. A structural ceiling remains, given that an estimated 81.9 percent of Liberian workers are informally employed and outside contributory coverage. Assistance levels have eroded: the SCT's single-person transfer represents only about 17 percent of the extreme poverty line. This gap is compounded by an acute financing cliff — more than 90 percent of current safety net spending is financed through the REALISE Project, which closes in December 2026. Without a credible transition, the imminent loss of donor financing threatens to unwind more than a decade of program-building progress just as the NSPPS 2026–2030 is meant to take effect.

Coverage headline denominator: the extreme-poor population (~1.1 million). The World Bank ASPIRE database reports coverage of 7.3% of the total population, but from 2014 survey data covering all social protection and labor programs — an older, broader-scope benchmark that is not directly comparable to the current safety-net figure.

Poverty and Vulnerability: Trend and Forecast

Poverty in Liberia has not improved over the past decade and, on current trajectories, may worsen. Using the LISGIS headcount, there are more people living in poverty today (approx. 3.3 million) than ten years ago (2.2 million). The last nationally representative household survey (2016) found 50.9 percent of Liberians below the national poverty line. World Bank nowcast projections show extreme poverty spiking to 48.0 percent in 2022 before partially recovering to 34.7 percent in 2024. Total national poverty is projected to rise again to 49.0 percent under a no-shock scenario and as high as 52.6 percent under a crisis scenario by the end of 2026.

Children bear a disproportionate share of this burden. They make up roughly 40 percent of the population (an estimated 2.2 million by 2030) — about 30 percent of children under five are stunted; over a quarter of children aged 6–12 have never attended school; and no child grant exists though the SCT is children-sensitive in its calibration. School feeding, the broadest child-focused program, reaches only 13 percent of the school-age population. This combination of a stagnant-to-worsening poverty trend and acute, compounding child vulnerability is central to the case for the NSPPS 2026–2030's lifecycle and shock-responsive design.

Vision, Mission, and Strategic Commitments

Vision. By 2030, Liberia will have progressively established a comprehensive, inclusive, and shock-responsive social protection system that complements and contributes to equitable, sustainable economic growth and social cohesion. This vision embeds three commitments largely absent from the 2013 policy: 1) comprehensiveness (lifecycle coverage so that every Liberian has access to at least one calibrated instrument at each stage of life); 2) shock-responsiveness (resilience built in as a structural feature, informed by Ebola, COVID-19, recurrent flooding, and the 2025–2026 price and lean-season shock); and 3) fiscal sustainability (a credible domestic financing trajectory toward the African Union benchmark of 4.5 percent of GDP for social protection).

Mission. To protect the poorest and most vulnerable Liberians throughout the lifecycle by providing income security, reducing barriers to essential services, enabling graduation from extreme poverty, and building resilience to shocks — while advancing gender equity and linking social protection investment to human capital development in Liberia's poorest households, communities, and regions. Seven guiding principles — a rights-based approach, lifecycle coverage, gender-transformative design, shock-responsiveness, sustainable financing, accountability, and subnational ownership — translate this mission into operational commitments.

Six Policy Objectives

The overall policy objective is to build a coherent, shock-responsive, and gender-transformative social protection system that protects the poorest and most vulnerable Liberians throughout the lifecycle. It is pursued through six mutually reinforcing objectives:

- **Governance and Legal Framework —** establish the legal, institutional, and coordination architecture, anchored in a proposed Social Protection Enabling Act, on which all other objectives depend.
- **Social Assistance —** expand and strengthen non-contributory transfers (SCT, PSPP/CLAS, and school feeding) in coverage, adequacy, and delivery quality, moving beyond the current fourteen-county footprint toward national reach.
- **Social Insurance —** reform NASSCORP's legal, benefit, and governance structure for long-term sustainability and develop new contributory products for maternity, disability, and old age.
- **Labor Market Programs —** scale public works and productive-inclusion programs that link income support to skills, livelihoods, and graduation pathways out of extreme poverty.

- **Shock-Responsive Social Protection —** build financing (via a National SP Fund), data, and delivery mechanisms to scale the system up rapidly in response to climate, health, or economic shocks.
- **Cross-Sectoral Linkages and Gender Integration —** connect SP outcomes to health, education, and gender equality, treating gender as a structural design variable rather than a beneficiary characteristic.

Coverage Gaps for Vulnerable Populations and Gender

The 2013 policy named seven priority groups — 1) labor-constrained households, 2) the extreme poor with labor capacity, 3) child-headed households, 4) adolescent girls and young women, 5) informal-sector workers, 6) communities in conflict-affected or climate-vulnerable areas, and 7) rural or geographically isolated communities. More than a decade later, the diagnostic evidence finds these same groups are still disproportionately excluded — not because they went unnamed, but because the programs, targeting tools, and financing required to reach them were never fully established or sustained. Children, 41.5 percent of the population, have no child grant, and only about a quarter of children under five hold a birth certificate. Persons with disabilities face compounded exclusion, and the LHSR does not yet apply the Washington Group Short Set for disability identification. Gender is treated as a structural determinant of coverage and adequacy, not a beneficiary characteristic because women face distinct barriers to registration, asset ownership, and program access — including a 12-percentage-point gap in account ownership — that a flat, gender-blind targeting will not resolve.

Institutional Reform and Delivery Systems

The NSPPS 2026–2030 establishes a strengthened national governance structure — a National Social Protection Steering Committee, a National SP Secretariat, and county-level Regional SP Coordination structures — to resolve the fragmentation across MGCSP and the Ministries of Finance, Education, Labor, Agriculture, and Youth and Sports that currently prevents system-level planning and budget tracking. The Liberia Household Social Registry (LHSR), which has listed over 527,000 households, is to be institutionalized within MGCSP with a permanent government budget line, ending its dependence on project financing. Complementary reforms strengthen targeting methods, payment systems and financial inclusion, and grievance and accountability mechanisms — which are the operational backbone through which expanded coverage will reach beneficiaries.

Financing the System

Total social protection spending is estimated at USD 90–120 million annually, over 90 percent externally financed. The Government's own contribution is below 0.3 percent of GDP. When endorsed, the NSPPS establishes a legally binding domestic resource mobilization pathway targeting Government SP expenditure of at least 1.0 percent of GDP by 2030 — phased from 0.3–0.4 percent (2026–2027) to 0.55–0.70 percent (2027–2028) and to 1.0 percent (2029–2030) — reducing donor dependence from over 90 percent to approximately 65 percent. A proposed USD 25 million National Social Protection Fund, jointly capitalized by the Government and development partners, is intended to anchor this transition and finance shock-responsive scale-up. Securing a successor IDA operation before REALISE closes in December 2026 is the single most consequential financing decision of the strategy period.

Results, Accountability, and Risk

A Theory of Change and a Results Framework with twelve headline Key Performance Indicators — each with a 2025 baseline and a 2030 target, disaggregated by sex, age, and disability — anchor accountability. These are operationalized through an Annual Social Protection Sector Review, a mid-term review in 2028, and an end-line evaluation in 2030, supported by biennial CODI assessments. The roadmap identifies the closure of REALISE financing as the single most consequential implementation risk, alongside execution risks tied to procurement delays, limited absorptive capacity, and historically low budget execution rates. Sustained political commitment to the domestic financing pathway and timely enactment of the Social Protection Enabling Act are the two preconditions on which the rest of the roadmap depends.

Implementation Roadmap

Implementation proceeds across three sequenced, milestone-gated phases: 1) Enabling (2026–2027) — enact the SP Enabling Act, institutionalize the LHSR, secure SCT bridge financing, and convene the first Annual SP Sector Review; 2) Scaling (2027–2028) — expand the SCT toward 45,000 households, roll out public works and productive inclusion nationally, enact NASSCORP reform, and field-test the shock-responsive financing mechanism; and 3) Consolidation (2029–2030) — reach 50,000 SCT households and 1.0 percent of GDP in domestic financing, complete NASSCORP reform, transition the National SP Fund to full treasury operations, and commission an end-line evaluation. Attainment of each phase's milestones is a precondition for the next phase's financing and scale-up.

Building on the 2013 Policy

Liberia's first National Social Protection Policy and Strategy, adopted by Cabinet in July 2013, was a landmark achievement in the country's post-conflict development history. It established social protection as a formal government priority and created the institutional scaffolding for a government-led, multi-sectoral system. Twelve years on, that architecture produced meaningful gains in some areas and near-complete non-implementation in others: 1) the multi-donor basket fund it proposed was never constituted, 2) its governance structures were not fully operationalized, and 3) it lacked the lifecycle mapping, shock-responsiveness, and domestic financing trajectory that this successor strategy makes explicit. The NSPPS 2026–2030 is deliberately framed as an honest accounting of that experience; and is built to preserve what worked, correct what did not, and confront five critical policy gaps the twelve-year implementation record revealed: shock-responsiveness, climate adaptation, informal-sector coverage, a gender-transformative approach, and regional/continental alignment.

Headline Commitments — 2030 Targets at a Glance

Commitment	Baseline (2025/26)	Target by 2030
Social Cash Transfer coverage	16,525 households (4 counties)	50,000 households
School feeding coverage	Approx. 13% of school-age children (278,043)	Approx. 23% of school-age (500,000 students)
Domestic SP financing	Below 0.3% of GDP	At least 1.0% of GDP
Donor dependence	Over 90%	Approximately 65%
Female beneficiaries banked in own name	44%	90%
Crisis response activation time	90+ days (no mechanism)	≤ 30 days by 2027; ≤ 14 days by 2030
Legal & institutional foundation	No SP statute; LHSR project-financed	SP Enabling Act in force; LHSR institutionalized

A fuller draft Results Framework with twelve headline KPIs appears in Section 8.

Why This Workshop Focuses on Financing and the Results Framework

The two hardest and most consequential elements of the successor strategy are how it is paid for and how its results are measured and enforced. Program design, institutional architecture, and delivery systems all depend on resolving these two questions. The financing question is dominated by a single near-term event — the December 2026 closure of REALISE, and whether a successor IDA operation and domestic bridge financing are secured in time — layered on the longer arc of raising domestic social protection spending toward 1.0 percent of GDP without new debt. The results question is whether the twelve headline indicators, their 2025 baselines, and their phase-gate conditions are credible enough to hold both government and partners accountable and to trigger adaptive management when performance slips. This workshop edition therefore presents both in fuller detail (Sections 8 and 9) and closes each with structured discussion prompts. Resolving them is the precondition for turning the NSPPS 2026–2030 from a policy document into a financed, measurable, and durable national system.

The Case for Action

Even under an optimistic macroeconomic scenario, extreme poverty is projected to remain above 29 percent through 2028. This means more than a quarter of Liberia's population will require social protection coverage well beyond 2030. The NSPPS 2026–2030 responds not by proposing another donor-funded project, but by establishing the legal, institutional, and fiscal foundations for a social protection system that Liberia can own, finance, and sustain while remaining responsive to the shocks that have repeatedly interrupted the country's development. Its success depends on sustained political commitment to the domestic financing pathway, timely enactment of the Social Protection Enabling Act, and close coordination between MGCSP, the Ministry of Finance and Development Planning, and Liberia's development partners through the REALISE-to-NSPPS transition and beyond.

Key Acronyms and Abbreviations

The following abbreviations are used most frequently in this workshop edition. The full consolidated NSPPS 2026–2030 contains the complete list.

Acronym	Full Term	Acronym	Full Term
AAID	ARREST Agenda for Inclusive Development	**ASPSR**	Annual Social Protection Sector Review
AU	African Union	**CLAS**	Community Livelihood and Agriculture Support
CODI	Core Diagnostic Instrument (ISPA)	**CSO**	Civil Society Organization
DRM	Domestic Resource Mobilization	**ECOWAS**	Economic Community of West African States
GBV	Gender-Based Violence	**GDP**	Gross Domestic Product
GRPB	Gender-Responsive Planning and Budgeting	**IDA**	International Development Association (World Bank)
ILO	International Labour Organization	**KPI**	Key Performance Indicator
LHSR	Liberia Household Social Registry	**LIPW**	Labor-Intensive Public Works
LISGIS	Liberia Institute of Statistics and Geo-Information Services	**MEL**	Monitoring, Evaluation, and Learning
MFDP	Ministry of Finance and Development Planning	**MGCSP**	Ministry of Gender, Children and Social Protection
MIS	Management Information System	**MTEF**	Medium-Term Expenditure Framework
NASSCORP	National Social Security and Welfare Corporation	**NDMA**	National Disaster Management Agency
NGP	National Gender Policy 2025–2036	**NSPF**	National Social Protection Fund
NSPPS	National Social Protection Policy and Strategy	**NSPSC**	National Social Protection Steering Committee
PMT	Proxy Means Testing	**PSPP**	Productive Social Protection Program
PWD	Person(s) with Disabilities	**REALISE**	Recovery of Economic Activity for Liberian Informal Sector Employment
RSF	Resilience and Sustainability Facility (IMF)	**RSPC**	Regional Social Protection Coordinator
SCT	Social Cash Transfer	**SP**	Social Protection
TWG	Technical Working Group	**WFP**	World Food Programme
WG-SS	Washington Group Short Set (Disability Questions)		

PART I

Strategic Context: Regional and Continental Alignment

The NSPPS 2026–2030 does not operate in a policy vacuum. It is anchored in Liberia's national development architecture and in the continental and regional social protection standards Liberia has committed to. This Part presents the alignment analysis (Section 2.3 of the full NSPPS) that most directly shapes the institutional, programmatic, and financing design carried forward in Parts III–V.

National Development Priorities

Liberia's development planning is organized around Vision 2030 and operationalized through successive National Development Plans, from the Agenda for Transformation (2013–2017) to the current ARREST Agenda for Inclusive Development (AAID). The AAID carries the social protection mandate in Pillar 6 (Human Capital Development and Social Inclusion), and its Programs 47–50 provide the operational entry points for a comprehensive, government-led system — establishing the political authority for the institutional and financing reforms this strategy proposes. The NSPPS 2026–2030 translates that national mandate into concrete social protection commitments and links them to the human-capital and inclusive-growth objectives of the AAID.

Alignment with Regional and Continental Frameworks (Section 2.3)

Within the national mandate, two instruments now define the minimum standards against which any national social protection policy is measured: 1) the African Union Protocol on Social Protection (2020) and 2) the ECOWAS Social Protection Framework (2023). The comparative analysis below assesses the 2013 NSPPS against both across six policy dimensions — organizing framework, shock-responsiveness, cross-sectoral integration, gender and social inclusion, governance and institutions, and financing. It confirms that the 2013 policy shares the foundational aspirations of both frameworks but falls materially short on every measured dimension, and it is the foundation for the design choices the successor strategy makes.

Table 2.3 — Comparative Alignment: Liberia NSPPS (2013), AU SP Protocol (2020), and ECOWAS SPF (2023)

Dimension	Liberia NSPPS (2013)	AU SP Protocol (2020)	ECOWAS SPF (2023)
Organizing framework	Three-pillar model (assistance, insurance, labor market). Lifecycle referenced but not operationalized; no defined minimum floor.	Rights-based; 39 articles. Explicit minimum package (Art. 3); lifecycle as a core principle covering health, food, housing, education, climate.	Adaptive Social Protection as organizing concept. Five priorities: coverage, systems, financing, resilience, regional coordination. Universal framing.
Shock-responsive mechanisms	No dedicated framework — no legal triggers, contingency financing, or adaptive protocols. COVID-19 and food crises exposed the gap.	Art. 17: prevention, relief, rehabilitation in crisis. Art. 22: dedicated climate-change obligations.	Adaptive SP a core pillar; Annex A on climate and humanitarian context; social/farmer registries for rapid identification.
Cross-sectoral integration	Linkages acknowledged but not operationalized; no formal coordination mechanism established.	Dedicated articles on health, education, food/nutrition, water, and employment; integrated system design required.	References ECOWAS agriculture, labor, and child policies as intersecting instruments requiring coordinated implementation.
Gender and social inclusion	Gender equity as a guiding principle; categorical rather than structural approach; no gender-transformative framework.	Dedicated obligations for women and girls (Art. 8), informal-economy protections	Aligns with ECOWAS Gender Policy; covers women migrant workers and gender dimensions

Dimension	Liberia NSPPS (2013)	AU SP Protocol (2020)	ECOWAS SPF (2023)
		(Art. 5), PWD inclusion (Art. 12), maternity/paternity (Art. 13).	of climate vulnerability; dedicated gender annex.
Governance and institutions	NSPSC/TWG/county mechanisms established on paper; in practice TWG never constituted, NSPSC met infrequently, no statutory basis.	Art. 23: inclusive governance, social registries, legal frameworks. Art. 28: mandatory reporting to the African Commission.	Formal M&E mechanism (Ch. 5); delineated roles for ECOWAS, states, CSOs, partners (Ch. 6); CSOs recognized as accountability actors.
Financing architecture	Over 90% donor financed; proposed SP Fund never operationalized; no domestic fiscal targets set.	Art. 24: actuarial assessments, costed national plans, progressive minimum domestic allocation; benefit portability (Art. 4).	Dedicated financing annex; progressive tax reform, actuarial reviews, blended finance, and domestic resource mobilization targets.

Source: African Union (2020); ECOWAS (2023); MGCSP (2013); Crawford (2026). Assessment based on the AU Protocol (39 articles), ECOWAS SPF (6 chapters, 2 annexes), and the 2013 NSPPS implementation record per the CODI diagnostic.

Key Alignment Findings

The comparison confirms that the 2013 pillar structure is sound but incomplete, and that it falls materially short on every measured dimension. The most acute gap is shock-responsiveness. The 2013 policy contains no legal activation trigger, no contingency financing window, and no adaptive targeting protocol — a gap demonstrated directly when both the 2014–2016 Ebola crisis and the COVID-19 pandemic required improvised, project-level responses outside the SP system. On cross-sectoral integration, the 2013 policy acknowledges SP's relationship to health, education, and nutrition but establishes no operational coordination mechanism. On gender, it treats gender as a targeting category rather than a structural lens. On governance and financing, it established an architecture that was never operationalized and a financing ambition that was never resourced. Regional experience shows the corrective targets are realistic: Zambia reached 1.8 percent of GDP in domestic SP expenditure by 2024 and Kenya 2.1 percent, confirming that a 1 percent domestic target is attainable within a five-year horizon for a comparable lower-income economy.

Five Alignment Imperatives for the NSPPS 2026–2030

Five imperatives flow directly from the comparative analysis and are operationalized in the institutional, programmatic, and financing design of the successor strategy:

- Adopt a rights-referenced organizing framework consistent with AU Protocol Article 3 and ILO Recommendation 202.
- Institutionalize shock-responsiveness through pre-defined legal triggers, an NSPF shock reserve, and LHSR dynamic-enrollment capacity, in line with AU Protocol Articles 17 and 22.
- Operationalize cross-sectoral SP governance through the reconstituted NSPSC mandate and the county coordination structure.
- Transition from a categorical to a gender-transformative approach, meeting AU Protocol Articles 5, 8, and 12 and the ECOWAS gender annex.
- Enact enabling social protection legislation and a domestic financing roadmap with measurable annual milestones, fulfilling AU Protocol Articles 23 and 24.

Lessons from the 2013 NSPPS

The successor strategy begins with an honest accounting of the 2013 policy. That framework established social protection as a formal government priority and a three-pillar architecture, and it produced meaningful programmatic gains — the Social Cash Transfer, the operationalization of the LHSR, and expanded school feeding. But its coordination bodies were never fully constituted, the multi-donor basket fund it proposed was never created, and domestic financing never exceeded 1 percent of GDP. The central lesson is unambiguous: policy intent, however well-designed, cannot substitute for statutory authority, predictable financing, and subnational delivery capacity. The review identified five critical policy gaps that any successor framework must make explicit and binding.

Table 2.4 — Five Critical Policy Gaps and NSPPS 2026–2030 Design Responses

Policy Gap	2013 Position	NSPPS 2026–2030 Response
Shock-responsiveness	No legal triggers, contingency financing, or adaptive protocols.	Institutionalized as a core principle: legal triggers, an NSPF contingency window, and scalable delivery.
Climate adaptation	No integration with climate finance, early warning, or anticipatory action.	Climate resilience by design: LIPW/CLAS linked to adaptive agriculture; SCT tied to early-warning triggers.
Informal-sector coverage	Acknowledged informality but specified no mechanism to extend coverage.	NASSCORP reform for long-term sustainability; extension to informal workers identified as a priority for future feasibility work.
Gender-transformative approach	Gender as a beneficiary category, not a structural driver.	Structural gender-transformative framework aligned with the NGP 2025–2036; gender-disaggregated M&E.
Regional/continental alignment	Predates the AU Protocol and ECOWAS SPF; no alignment provisions.	Explicit mapping to AU/ECOWAS obligations; a convergence timeline; Article 28 reporting.

Source: MGCSP (2026); African Union (2022); ECOWAS (2023); CGEP (2025).

◆ For workshop deliberation — Strategic alignment

- Which alignment gap is the binding constraint for Liberia — shock-responsiveness, governance/legislation, or financing — and should sequencing reflect that?
- Is the 1.0% of GDP domestic financing target the right near-term ambition given Zambia (1.8%) and Kenya (2.1%) comparators, or should Liberia set a more ambitious floor?
- What reporting cadence to the African Commission (AU Protocol Art. 28) is realistic for MGCSP to sustain?

PART II

The Social Protection Landscape

Liberia's social protection system in 2026 reflects more than a decade of incremental but meaningful development. It encompasses three functional pillars — social assistance, contributory social insurance, and labor market programs — supplemented by the Liberia Household Social Registry. This Part summarizes the current system's programs, coverage, institutions, and equity gaps (Section 3 of the full NSPPS).

Current Programs and Interventions

The 2013–2025 period produced tangible programmatic achievements that constitute the foundation on which the NSPPS 2026–2030 is built. Social Cash Transfer scaled from a 1,900-household pilot in Bomi County (2012) to 16,525 labor-constrained households across four southeastern counties under REALISE, delivered digitally through mobile money. The Liberia Household Social Registry was operationalized as the country's first unified beneficiary platform. Productive inclusion and public works reached tens of thousands more, and school feeding became the single largest program by coverage.

✓ Key achievements — Liberia's social protection system, 2013–2025

- SCT scaled from a 1,900-household pilot to 16,525 households across four counties, with digital mobile-money delivery.
- LHSR operationalized — 527,778 households listed and 222,723 (42%) program-eligible households; the first unified beneficiary platform.
- School Feeding expanded to 278,043 students — the largest SP intervention by coverage.
- CLAS reached 20,325 beneficiaries in 735 communities, injecting over L$1 billion into rural informal economies.
- Support to Small Businesses (SSB) completed at 100% of target: 4,450 beneficiaries (80% female) across 18 communities, with grants averaging US$500 plus financial literacy training.
- LIPW enrolled 19,600 participants cumulatively (55% female) across five rounds in 196 communities; NEAS-IJCS launched with a 100,000-job target.
- NSPSC reactivated in February 2026 with renewed partner engagement aligned to the Five-Year Strategic Plan.

Snapshot — Active Programs and Reach (2025)

Program	Pillar	Reach (2025)	Delivery / Notes
Social Cash Transfer (SCT)	Social assistance	16,525 households (4 counties)	Mobile money; single-person benefit ~17% of extreme poverty line
Community Livelihood & Agriculture Support (CLAS)	Labor market / productive inclusion	20,325+ beneficiaries; 735 communities	Injected over L$1 billion into rural informal economies
Labor-Intensive Public Works (LIPW)	Labor market	19,600 enrolled, cumulative (55% female)	Five rounds across 196 communities (~15,000/yr)
Support to Small Businesses (SSB)	Labor market / productive inclusion	4,450 beneficiaries (80% female); 18 communities	Business grants (avg. US$500) + financial literacy; 100% of target
School Feeding	Social assistance	278,043 students (~13% of school-age)	Largest SP program by coverage; WFP-financed

Program	Pillar	Reach (2025)	Delivery / Notes
NASSCORP (pension + injury)	Social insurance	298,850 cumulative registrations	Formal sector only; ~4.4% active contribution rate
LHSR (registry)	Systems infrastructure	527,778 households listed; 222,723 (42%) eligible	Unified beneficiary platform; not yet institutionalized in MGCSP

Sources: MGCSP (2026), Deliverable 2; REALISE Project data (2025/2026); NASSCORP (2025).

Coverage, Adequacy, and Equity

Coverage and Equity — Snapshot

Indicator	Position	Implication
Total SP & labor-program coverage	7.3% of population (ASPIRE, 2014 survey)	Among the lowest in the region; large scale-up required
SCT reach among the extreme poor	Under 6% of extreme-poor households	Flagship safety net reaches a small fraction of need
Benefit adequacy (SCT single person)	Approx. 17% of the extreme poverty line	Transfers below the level for meaningful consumption support
Geographic coverage	14 of 15 counties; 4 counties dominate SCT	Rural, disaster-prone areas without formal presence
Lifecycle gaps	No child grant, old-age transfer, or disability grant	Whole population segments uncovered

Sources: World Bank ASPIRE; MGCSP (2026), Deliverable 2.

The system's defining feature is limited reach. ASPIRE estimates place total SP and labor-program coverage at 7.3 percent of the population (2014 survey data, all programs), far below the need, and — on the current safety-net measure — fewer than one in five of the approximately 1.1 million extreme poor are reached, with the SCT alone reaching under 6 percent of the extreme poor at the household level. Three equity gaps stand out: 1) benefit adequacy is low — the SCT single-person transfer equals roughly 17 percent of the extreme poverty line, well below the level needed for meaningful consumption support; 2) coverage is geographically concentrated — active safety net programs operate in only 14 of 15 counties, with four southeastern counties accounting for most SCT enrollment and large rural, disaster-prone areas left without any formal presence; 3) lifecycle coverage gaps are pervasive: there is no child grant, no old-age transfer for non-NASSCORP elderly, and no disability grant, and the LHSR does not yet apply the Washington Group Short Set for disability identification. Female-headed households consistently show higher multidimensional deprivation, making gender a structural determinant of coverage rather than a beneficiary characteristic.

Institutional and Coordination Framework

The current system is fragmented and lacks a functioning apex. Social protection mandates are distributed across MGCSP and the Ministries of Finance, Education, Labor, Agriculture, and Youth and Sports, with no government body able to plan or track budgets at the system level. The National Social Protection Steering Committee, established under the 2013 policy, never sustained regular operation: it had no dedicated secretariat budget, no statutory mandate, and no means to compel attendance from peer ministries. The Technical Working Group and four Technical Task Teams envisaged in 2013 were never constituted, and no county-level coordination committees were established. The CODI diagnostic identifies this coordination fragmentation, together with the absence of a unified MIS, as a critical constraint on system performance — and the correction of both as a first-phase priority.

Vulnerable Populations and Gender

The same priority groups the 2013 policy named — labor-constrained households, the extreme poor with labor capacity, child-headed households, adolescent girls and young women, informal-sector workers, and communities in climate-vulnerable or geographically isolated areas — remain disproportionately excluded, not because they went unnamed but because the programs, targeting tools, and financing needed to reach them were never fully established or sustained. Children, 41.5 percent of the population, have no child grant even though the SCT calibration is children-sensitive, and only about a quarter of children under five hold a birth certificate — the prerequisite for enrollment in most programs. Persons with disabilities face compounded exclusion at the identification stage. Women face distinct barriers to registration, asset ownership, and program access — including a 12-percentage-point gender gap in account ownership — that flat, gender-blind targeting does not resolve. The National Gender Policy 2025–2036 and the NSPPS 2026–2030 are treated as interlocking instruments, with ten priority harmonization opportunities carried into Policy Objective 6.

Financing Architecture — In Brief

Liberia's social protection system is one of the most donor-dependent in sub-Saharan Africa. Donor financing accounts for an estimated 70–80 percent of total SP expenditure and above 90 percent for REALISE-financed safety nets. MGCSP receives only about 0.36 percent of the national budget for its combined social protection and gender mandates, and there is no unified SP budget line, no MTEF anchor, and no operational pooled fund. The most urgent risk is the December 2026 closure of REALISE, which finances the great majority of active safety net spending. The financing strategy that responds to this diagnosis is presented in full in Section 9 of this workshop edition, which is the primary focus of the technical convening.

PART III — POLICY FRAMEWORK

4. Vision, Mission, and Guiding Principles

Parts III–V summarize the NSPPS 2026–2030 going forward. This section sets the vision, mission, and the seven principles that govern program design, targeting, delivery, and accountability.

4.1 Long-Term Vision (2030)

> *“By 2030, Liberia will have progressively established a comprehensive, inclusive, and shock-responsive social protection system that complements and contributes to equitable, sustainable economic growth and social cohesion.”*

The vision reflects three strategic commitments absent from the 2013 framework. Comprehensiveness sets a lifecycle coverage objective: every Liberian, at every stage of life, should have access to at least one social protection instrument calibrated to that stage. Shock-responsiveness embeds resilience as a structural feature of the system rather than an emergency add-on, informed by Liberia’s experience with Ebola, COVID-19, recurrent flooding, and the 2025–2026 price and lean-season shock. Fiscal sustainability commits to progressive coverage expansion that the Government can own, finance, and sustain beyond the REALISE cycle, on a credible trajectory toward the African Union benchmark of 4.5 percent of GDP. The phrase “progressively established” is deliberate: it reflects the principle of progressive realization in the International Covenant on Economic, Social and Cultural Rights, ratified by Liberia in 2004.

4.2 Mission Statement

The mission of the NSPPS 2026–2030 is to protect the poorest and most vulnerable Liberians throughout the lifecycle by providing income security, reducing barriers to essential services, enabling graduation from extreme poverty, and building resilience to shocks — while advancing gender equity and linking social protection investment to human capital development in Liberia’s poorest households, communities, and regions. Four elements deserve emphasis: income security across the lifecycle as the foundation; graduation from extreme poverty as a departure from a welfare-only paradigm (An SCT randomized trial found that combining transfers with joint financial-planning sessions nearly doubled food-security gains and raised the monthly income effect to about USD 31 per household);[1] gender equity as a co-equal structural objective; and an explicit linkage to human capital and regional equity in the poorest counties.

4.3 Guiding Principles

Seven principles govern strategy. Each carries operational implications and is grounded in the legal instruments Liberia has signed or ratified.

[1] The randomized trial, published in NBER. The working papers are circulated for discussion and comment purposes. They have not been peer-reviewed or been subject to the review by the NBER Board of Directors that accompanies official NBER publication."

Table 4.1 — The Seven Guiding Principles

#	Principle	Core Commitment	vs. 2013
1	Rights-based approach	SP as an enforceable legal entitlement for all citizens, not a discretionary or donor-dependent benefit.	Strengthened
2	Lifecycle approach	Programs address risks at every stage from early childhood to old age; no stage left without coverage.	Expanded
3	Gender equity & social inclusion	Gender-transformative design mainstreamed across programs; disability and social-minority inclusion; WG-SS in the LHSR.	Transformed
4	Shock-responsiveness	Standing legal, financial, and institutional architecture for crisis scale-up; automatic triggers; pre-registered cohorts.	NEW
5	Sustainable & predictable financing	Progressive domestic SP financing toward 4.5% of GDP; MTEF anchor; SP Fund; resource-revenue ring-fencing.	Strengthened
6	Accountability, transparency, non-discrimination	Published beneficiary lists; independent grievance mechanisms; spot checks and audits; enforceable non-discrimination.	Strengthened
7	Subsidiarity & subnational ownership	Progressive devolution to county and community SP structures; local ownership as the route to sustainability.	Expanded

Source: MGCSP (2026); AU Social Policy Framework (2008); AU SP Protocol (2014); ILO Recommendation No. 202; CRPD; CRC; NGP 2025–2036.

5. Policy Objectives and Strategies

Overall objective. To build a coherent, shock-responsive, and gender-transformative social protection system that protects the poorest and most vulnerable Liberians throughout the lifecycle — tackling extreme poverty, vulnerability, and inequality — while contributing to sustainable economic growth, social cohesion, and the full realization of human rights. This decomposes into six mutually reinforcing objectives: a strengthened governance framework (Objective 1) is the enabling condition for expanded assistance (2), reformed insurance (3), and effective labor market programs (4); shock-responsiveness (5) is the resilience layer spanning all four; and cross-sectoral and gender integration (6) ensures outcomes are equitably distributed.

Policy Objective 1 — Governance and Legal Framework

To establish the legal, institutional, and coordination architecture on which all other objectives depend. Four strategies: enact a Social Protection Enabling Act that codifies SP as a legal entitlement and gives the NSPSC, Secretariat, LHSR, and SP Fund statutory authority and dedicated budgets; develop a national M&E system and Results Framework; strengthen delivery systems for remote and food-insecure areas; and reconstitute multi-level coordination (a statutory NSPSC, active Technical Working Groups, and funded County SP Coordinators).

- **Key targets:** SP Enabling Act drafted (2027) then enacted; NSPSC convening 4×/year with an annual public report; County SP Coordinators staffed to minimum standard in all 15 counties by 2030; first Annual SP Sector Review published in 2027.

Policy Objective 2 — Social Assistance

To provide a comprehensive social protection floor through non-contributory transfers and complementary services. Strategies expand the SCT for labor-constrained households (to 50,000 by 2030, with benefits recalibrated to the food poverty line and a structured graduation-to-productive-inclusion exit protocol); consolidate CLAS and the Support to Small Businesses (SSB) grants into a nationally owned Productive Social Protection Program (PSPP) reaching 1,200 communities; establish a nationally owned, progressively domestically financed school feeding program reaching 500,000 students with a Home-Grown model; and implement poverty-based fee waivers for health and education linked to the LHSR.

- **Key targets:** SCT 16,525 → 25,000 (2027) → 50,000 (2030) households; SCT benefit to 100% of the food poverty line; school feeding coverage ~13% → ~23% of school-age (278,043 → 500,000 students); GoL share of school feeding financing 13% → 40%.

Policy Objective 3 — Social Insurance

To strengthen and modernize contributory social insurance. Strategies reform NASSCORP for long-term actuarial sustainability (updated contribution rates, investment guidelines, improved data systems, and independent governance) and develop feasibility studies for maternity and disability insurance products for workers currently without those protections. Extending contributory coverage to the informal sector is recognized as a longer-term priority requiring dedicated feasibility work and is not carried as a funded target in this strategy period.

- **Key targets:** NASSCORP actuarial review completed and reform legislation enacted; maternity and disability insurance feasibility studies commissioned; active beneficiary rate 4.4% → 15%.

Policy Objective 4 — Labor Market Programs

To support the working-age poor in transitioning out of extreme poverty through employment, skills, and productive inclusion. Strategies restructure LIPW as a dual-track instrument (public-works wages plus a mandatory NVTI-certified skills track tied to county labor-market needs and durable community assets); improve informal workers' access to finance (mandatory VSLA or mobile-money account opening for graduates); and enforce labor rights and equal-employment legislation through a joint MoL–MYS–MGCSP protocol.

- **Key targets:** LIPW ~15,000 → 25,000 participants/year; skills certification 0% → 70% of completers; VSLA-to-formal-finance pathway in all 15 counties; women 60% → 70% of participants.

Policy Objective 5 — Shock-Responsive Social Protection

This is the most significant new objective, with no predecessor in 2013. The REALISE platform can place purchasing power in poor families' hands within days; the bottleneck is the absence of a legal trigger, pre-positioned financing, and a standing protocol. Four strategies establish: 1) legal triggers for automatic scale-up (linked to the SP Enabling Act); 2) a ring-fenced Contingency Reserve within the SP Fund accessible within 30 days of activation (reduced to 14 days by 2030); 3) a pre-registered LHSR "second tier" of poverty-ranked households ready for rapid onboarding; and 4) a standing MGCSP–NDMA coordination MoU.

Open items flagged for validation (Objective 5)

- Item 5.6.A — the caseload-expansion ceiling, classification of triggering events, and maximum emergency-enrollment duration before legislative ratification (with MoJ, MFDP, Legislature).
- Item 5.6.B — the minimum Contingency Reserve as a share of the SP Fund (preliminary 10–15%) and drawdown/replenishment criteria (with MFDP and the Legislature's Finance Committee).
- Item 5.6.C — LHSR data-management capacity, update frequency, and county-level second-tier household targets (with the Social Registry Management Unit).
- Item 5.6.D — NDMA institutional capacity, county presence, and disaster-risk mapping to confirm the MoU framework is operationally feasible.

Policy Objective 6 — Cross-Sectoral Linkages and Gender Integration

To connect social protection to health, education, agriculture, financial inclusion, and legal protection, and to co-implement the NSPPS and National Gender Policy across ten priority harmonization opportunities. Strategies include joint MGCSP–MoH nutrition-sensitive protocols; linking SCT enrollment to birth registration and child protection; school-attendance coordination with MoE; financial-inclusion pathways ensuring female beneficiaries hold accounts in their own names; and a Joint NGP–NSPPS Oversight Sub-Committee within the NSPSC.

- **Key targets:** female SP beneficiaries with an account in their own name → 90%; SCT/PSPP children with birth certificates → 85%; GBV-to-SP referral protocols in all 15 counties; an Annual Joint Gender and SP Sector Review from 2027.

PART IV — IMPLEMENTATION FRAMEWORK

6. Institutional Arrangements

The NSPPS establishes a legally grounded, adequately resourced coordination architecture that directly addresses the three institutional failures that disabled the 2013 design: no dedicated secretariat budget, no statutory obligation to participate, and no authority to compel inter-ministerial coordination.

6.1 National Governance Structure

The revitalized National Social Protection Steering Committee will be constituted by law through the SP Enabling Act and funded through a dedicated appropriation. It will be chaired by the Minister of Gender, Children and Social Protection and comprise the Deputy Ministers of Finance, Health, Education, Labor, and Agriculture, the Directors General of NASSCORP, LISGIS, and NDMA, and development partner heads of mission as observers — convening quarterly with attendance as a statutory obligation. A permanent National SP Secretariat within MGCSP, headed by a National SP Coordinator, will run four functional units (Policy & Legal; Registry & Data; MEL; Financing & Donor Coordination). A Technical Working Group and four Technical Task Teams translate strategy into technical coordination.

Table 6.1 — National Social Protection Governance Architecture

Body	Chair	Frequency	Primary Function
National SP Steering Committee (NSPSC)	Minister, MGCSP	Quarterly (statutory)	Strategic oversight; inter-ministerial coordination; Enabling Act compliance; annual sector review
Technical Working Group (TWG)	Deputy Minister (Policy & Planning), MGCSP	Monthly	Technical coordination; evidence synthesis; draft policy review; oversight of the Task Teams
Technical Task Teams (×4)	MGCSP technical officers (by domain)	Monthly	Domain work: assistance; insurance & labor; shock-responsive SP; financing
National SP Secretariat	National SP Coordinator (Director level)	Continuous	Administrative hub; reporting; CODI management; donor coordination; LHSR oversight

Source: MGCSP/REALISE (2026); ISPA/CODI (2026).

6.2 Subnational Coordination

The county level is the primary locus of system failure: County Social Welfare Officers carry unsustainable caseloads without digital tools or transport budgets. The NSPPS formalizes county-level coordination through Regional Social Protection Coordinators (RSPCs) in all 15 counties, with dual accountability to the National SP Secretariat and the County Superintendent, consistent with the 2016 Local Government Act. RSPCs coordinate with County Gender Coordinators to avoid parallel structures, chair bi-monthly County SP Coordination Committees, and rely at community level on Child Welfare Committees and Community Development Officers for identification, verification, and shock-response outreach.

Table 6.2 — Subnational Coordination Structure

Level	Coordinating Actor	Reporting Line	Key SP Functions
County	Regional SP Coordinator (RSPC)	MGCSP Secretariat + County Superintendent	Program oversight; LHSR management; case management; county reporting; partner liaison
County (gender)	County Gender Coordinator / GSIU	MGCSP Gender Directorate; jointly to RSPC	Gender mainstreaming in delivery; joint workplan; NGP–NSPPS coordination
District	County Social Welfare Officer (CSWO)	RSPC; District Commissioner	Outreach and enrollment; complaint intake and referral; last-mile LHSR registration
Community	Child Welfare Committee; Community Development Officer	CSWO / RSPC (for 2nd-tier & shock activation)	Identify vulnerable households; shock outreach; community feedback; accountability monitoring

Source: ISPA/CODI (2026); MGCSP/REALISE (2026); Local Government Act (2016).

6.3 Roles of Non-State Actors

The strategy formalizes the roles of civil society, development partners, and the private sector while preserving government leadership. The Liberia Social Protection Network is recognized as the civil society liaison to the Secretariat and coordinates CSO participation in the Task Teams and an annual independent accountability review; NUOD, NOFOL, and WONGOSOL lead outreach for persons with disabilities, the elderly, and women respectively. Development partners operate under a harmonized multi-donor MoU (Paris/Busan-aligned) that mandates the LHSR as the common targeting mechanism and aligns reporting with the annual review. Mobile network operators (Lonestar MTN, Orange) and commercial banks are engaged under government-managed Service Level Agreements for G2P payment delivery and financial inclusion.

Table 6.3 — Non-State Actor Roles and Accountability

Category	Key Actors	Primary Role	Accountability
Civil society — advocacy	LSPN; NUOD; NOFOL; WONGOSOL	Mobilization; outreach to marginalized groups; independent verification of targeting and grievances	NSPSC liaison via LSPN; annual CSO Forum; Task Team nominations
Civil society — service (INGOs)	Save the Children; Concern; Plan; DRC	Complementary services (GBV, nutrition, education, legal aid); last-mile LHSR registration	MGCSP program MoUs; annual performance reporting
Development partners	World Bank; UNICEF; WFP; ILO; UN Women; AfDB; USAID; Irish Aid, UNDP	Financing (>90% of safety-net budget); technical assistance; system strengthening	Multi-donor MoU; SP Donor Coordination Group (quarterly)
Private sector	Lonestar MTN; Orange; Ecobank; LBDI; UBA	G2P digital payments; agent networks; financial inclusion; enterprise linkages	Government SLAs; quarterly Secretariat review

Source: MGCSP/REALISE (2026); GSMA (2025); LSPN (2025).

7. Delivery Systems

Delivery systems will be the operational backbone through which expanded coverage reaches beneficiaries: targeting, the registry and MIS, payments, and grievance redress.

7.1 Targeting and Beneficiary Identification

Multiple targeting methods currently operate in parallel without a unified protocol or common database. The NSPPS establishes a harmonized, LHSR-anchored framework with three layers: 1) a recalibrated proxy means test (PMT v2, updated with HIES 2024 data) as the primary means-based instrument; 2) categorical modules for the elderly (65+), persons with disabilities (WG-SS certified), child-headed households, and populations in declared disaster zones; and 3) community validation panels for borderline cases and geographic exclusion. All enrollments use a common household identifier, eliminating parallel registers and enabling the first system-level view of who is covered and who is excluded. Mandatory disaggregation by sex, age, disability, and remoteness is required of every implementing agency.

7.2 Beneficiary Registry and MIS

The Liberia Household Social Registry (527,778 households listed; 222,723 eligible) is the central data asset and is to be institutionalized within MGCSP as a permanent government system with a dedicated operating budget. The most critical gap is the absence of a unified Management Information System: program databases held by MGCSP, MoH, MoE, NASSCORP, and LISGIS are not interoperable, preventing accurate coverage measurement and rapid shock response. The NSPPS mandates an integrated MIS built around five modules — a core social registry; program beneficiary management; an interoperability layer (cross-program deduplication and real-time data sharing); a payment reconciliation module; and a grievance and case-management module — governed by data-governance protocols developed in the first 12 months.

7.3 Payment Systems and Financial Inclusion

Mobile-money-based G2P payments have reduced leakage, shortened processing times, and generated electronic audit trails, but four barriers prevent universal reach: 1) unreliable network coverage in interior counties, 2) thin agent density, 3) digital-literacy gaps, and 4) inadequate rural agent liquidity during payment windows. A gender-equity dimension is central — without accounts in their own names, female beneficiaries depend on male household members to access transfers. The NSPPS targets 90 percent of female beneficiaries holding their own verified digital account by 2030, negotiates post-REALISE Service Level Agreements with the mobile operators, and retains a transitional manual cash-distribution protocol (dual-signature, GPS-timestamped, CSO-observed) for hard-to-reach communities, with a 2030 phase-out.

7.4 Grievance Mechanisms and Accountability

The NSPPS establishes a Harmonized Grievance and Feedback Mechanism as a permanent, system-wide feature integrated into the MIS. It operates across four levels — community, district, county, and national — with defined response standards, escalation protocols, and mandatory digital tracking of every case from receipt to resolution. Female beneficiaries, persons with disabilities, and the elderly are offered non-digital channels. Independent civil society monitoring by the Liberia Social Protection Network, financed by MGCSP, provides an external accountability layer reporting to the annual sector review.

8. Monitoring, Evaluation, and the Results Framework

A WORKSHOP FOCUS AREA

The results framework converts policy commitments into measurable, action-forcing accountability. It is one of the two central subjects of this technical workshop, and the material below is presented in fuller detail for structured review.

8.1 Theory of Change

The Theory of Change articulates the causal logic connecting the Government's social protection investments to long-term poverty reduction. It supersedes the implicit logic of the 2013 policy, which lacked an explicit ToC and could not generate adaptive-management discipline. It responds to six interacting problem drivers — pervasive extreme poverty (national poverty at 49.0% no-shock, 52.6% crisis); coverage under 5% of the population; declining and unsustainable donor financing with REALISE closing in December 2026; recurring climate and epidemiological shocks; structural gender gaps in access and account ownership; and a fragmented institutional architecture. It then traces a five-stage pathway:

- **Inputs —** financial resources (GoL budget, IDA successor pipeline, the proposed USD 25M SP Fund, IMF RSF); institutional capacity (MGCSP mandate, the LHSR, NASSCORP reform, county units); the legal/policy framework; and the evidence base (HIES 2024, CODI, ASPIRE).
- **Activities —** the six policy objectives (Section 5) as the primary intervention bundle.
- **Outputs —** eight system-level results by 2030, including the Enabling Act in force, 50,000 SCT households, PSPP at 1,200 communities, school feeding at ~23% of school-age (500,000 students), NASSCORP formal-sector membership above 120,000, 25,000 LIPW jobs/year, a 25,000-household LHSR second tier, and 90% of female beneficiaries banked in their own names.
- **Outcomes —** across four domains: economic security, human capital, gender equity, and resilience.
- **Impact —** a poverty-rate trajectory toward Approx. 30% by 2028; SP coverage rising from under 5% to 25%+; a CODI score reaching B by 2027; and domestic SP financing reaching at least 1% of GDP by 2030.

8.2 Results Framework and Key Performance Indicators

The Results Framework translates the six objectives into twelve KPIs, each with a quantified 2025 baseline and a 2030 target, aligned with the CODI performance-scoring criteria, the AAID KPI matrix, AU Protocol Article 28 reporting, and SDG indicator 1.3.1. Sex-disaggregation is mandatory across all coverage indicators, and disability-disaggregation is required for all enrollment indicators from 2027, following application of the Washington Group Short Set in the LHSR.

Table 8.1 — NSPPS 2026–2030 Results Framework and Headline KPIs

Policy Objective	Key Performance Indicator	Baseline (2025)	Target (2030)
Obj 1 — Governance & Legal	SP Enabling Act enacted and in force	Not enacted	Enacted by 2027
Obj 1 — Governance & Legal	CODI assessment score	C (2026)	B (2027); B+ (2030)
Obj 2 — Social Assistance	SCT households receiving transfers	16,525 HH	50,000 HH
Obj 2 — Social Assistance	School feeding coverage (% of school-age)	Approx. 13% (278,043 students)	Approx. 23% (500,000 students)
Obj 3 — Social Insurance	NASSCORP contributors (formal sector)	Approx. 30% of formal sector	120,000+ members

Policy Objective	Key Performance Indicator	Baseline (2025)	Target (2030)
Obj 3 — Social Insurance	New social-insurance schemes operational	0	3 by 2030
Obj 4 — Productive Inclusion	Annual LIPW employment slots created	Approx. 15,000 / year	25,000 annually
Obj 4 — Productive Inclusion	SP payments delivered digitally (G2P)	Approx. 60% (urban areas)	90% by 2030
Obj 5 — Shock-Responsive *	Households pre-registered on the LHSR 2nd tier	0 (2025)	25,000 HH by 2028
Obj 5 — Shock-Responsive *	Crisis SP response activation time from trigger	No mechanism	≤ 14 days (≤ 30 days by 2027)
Obj 6 — Gender & Cross-Sectoral	Female beneficiaries with own verified digital account	44% (2025)	90% by 2030
Obj 6 — Gender & Cross-Sectoral	SP–health–education–livelihood sector MoUs operational	0 (2025)	4 MoUs by 2029

*Source: MGCSP (2026); ISPA/CODI (2026); MGCSP/REALISE (2025, 2026); LISGIS (2024); NASSCORP (2024). * Objective 5 targets are DRAFT, subject to field validation. Notes: crisis activation time is phased (≤30 days by 2027, ≤14 days by 2030); the LIPW baseline is the annual figure (~15,000/year) — cumulative REALISE enrollment across five rounds is 19,600.*

8.3 Annual Sector Review and Adaptive Management

The Annual Social Protection Sector Review is the primary accountability mechanism — convened by MGCSP, co-chaired by the Ministers of Gender and of Finance, and reporting to the Legislature and the AU Commission (Article 28). It produces three outputs: 1) an SP Sector Annual Report, 2) an SP Financing Report tracking progress toward the 1% of GDP target, and 3) an NSPSC Annual Resolution Set specifying adaptive-management decisions. Adaptive management is institutionalized through annual KPI review with explicit trigger thresholds (mandatory NSPSC deliberation when an indicator falls more than 10% below its milestone trajectory), a mid-term review in 2028, biennial CODI reassessments (2028, 2030), and a final independent evaluation in 2030. All review reports, CODI results, audits, and NSPSC resolutions are published within 30 days of adoption.

◆ **For workshop deliberation — Results framework**

- Are the twelve headline KPIs the right set, and are the 2025 baselines robust enough to anchor 2030 targets — particularly where baselines are estimates or “not tracked”?
- Which KPIs should carry binding phase-gate status (conditioning Phase 2 and Phase 3 financing), and which are monitoring-only?
- Is the 10% deviation trigger for mandatory NSPSC deliberation set at the right threshold, and who verifies it between annual reviews?
- How should Objective 5 (shock-responsive) targets be finalized once the four validation items are resolved?

9. Financing Social Protection

A WORKSHOP FOCUS AREA

Financing is the second central subject of this workshop, and the binding constraint on the strategy's durability. The material below sets out the baseline, the domestic resource mobilization pathway, the proposed National Social Protection Fund, and the development-partner framework.

9.1 Current Financing Landscape

Total social protection spending is estimated at USD 90–120 million annually (with safety-net-specific spending estimated at USD 45–55 million, ~0.9–1.1% of GDP), of which more than 90 percent is donor-financed. The Government's domestic contribution is below 0.3 percent of GDP, and MGCSP receives about 0.36 percent of the national budget for its combined mandates. Four structural features compound the insufficiency: there is no unified SP budget line; SP spending is not anchored in the MTEF; the multi-donor basket fund proposed in 2013 was never constituted; and budget execution rates are persistently low, so even appropriated funds often reach beneficiaries late. The December 2026 closure of REALISE — which finances over 90 percent of safety-net expenditure — is the most immediate financing crisis and the single most consequential implementation risk.

Note: the USD 90–120M (system-wide) and USD 45–55M (safety-net-specific) figures reflect different scopes in the source evidence. Reconciling scope and definitions is itself a workshop agenda item.

Table 9.1 — Social Protection Financing Baseline (2025/2026, estimated)

Program / Tier	Primary Funder(s)	Est. Annual Cost	GoL / Donor Share
Social Cash Transfer (SCT)	World Bank (REALISE); Sida; AFD	USD ~8.5M	<5% / >95%
CLAS / productive inclusion	World Bank (REALISE); Sida	USD ~7.2M	<5% / >95%
Labor-Intensive Public Works	World Bank (REALISE)	USD ~4.0M	<5% / >95%
Support to Small Businesses (SSB) grants	World Bank (REALISE / LWEP)	USD ~3.5M	<5% / >95%
School Feeding	WFP; USDA; bilateral	USD ~12.0M	13% / 87%
NASSCORP (pension + injury)	Employer/employee; GoL (formal)	USD ~6.0M	~85% / ~15%
TOTAL (all SP tiers)	**Predominantly WB, WFP, UNICEF, bilateral**	**USD ~45–55M (0.9–1.1% GDP)**	**~10–15% / ~85–90%**

Source: MGCSP (2026), Deliverable 2; REALISE data; CODI (ISPA, 2022). Shading of shares: red = critical donor dependency; amber = partial co-financing; green = primarily domestic. Figures are indicative, subject to MFDP verification.

9.2 Domestic Resource Mobilization Pathway

The NSPPS establishes a legally binding domestic resource mobilization pathway, embedded in the SP Enabling Act, targeting Government SP expenditure of at least 1.0 percent of GDP by 2030. This is consistent with AU Protocol Article 24 and comparator experience (Ghana 1.3%, Zambia 1.8%, Kenya 2.1% by 2023). It is fiscally grounded in a historic USD 818 million domestic-revenue outturn in FY2024/25, IMF ECF conditionalities that align SP growth with fiscal consolidation, and the AAID Pillar 2 mandate. The pathway is phased across the three implementation phases:

Table 9.2 — Domestic SP Expenditure Trajectory (% of GDP)

Phase	Period	GoL SP (% of GDP)	Focus
Phase 1 — Enabling	2026–2027	0.3 – 0.4%	Institutionalize the Secretariat and LHSR budgets; secure SCT bridge financing
Phase 2 — Scaling	2027–2028	0.55 – 0.70%	IDA successor period; SCT scale-up; interim DRM milestone of 0.5%
Phase 3 — Consolidation	2029–2030	1.0%	Reduce donor dependence from >90% to ~65%; demonstrate national ownership

Source: ISPA/CODI (2026); MGCSP (2026); Liberia Revenue Authority (2025); IMF (2026). Targets are embedded in the proposed SP Enabling Act and subject to annual MTEF negotiation.

Priority domestic mechanisms. A dedicated SP line in the MTEF and annual budget (an incremental ~0.2% of GDP, USD 10–15M/year); a unified SP Fund (USD 25M initial, USD 50M+ by 2030); a VAT-reform SP earmark (USD 5–8M/year); an Extractive Industries Social Levy of 0.15–0.30% on mining revenues (USD 8–15M/year, mining output rose ~42% in 2025); an LPRC SP dividend (USD 3–5M/year); and operationalization of Gender-Responsive Planning and Budgeting to identify and reallocate misclassified SP spending.

Table 9.3 — Projected Cost of Coverage Expansion (phased scenarios)

Instrument	2026 Baseline	Phase 1 (2027)	Phase 3 (2030)
Social Cash Transfer	16,525 HH · ~USD 8.5M	25,000 HH · ~USD 13M	50,000 HH · ~USD 26M
CLAS / PSPP inclusion	735 communities · ~USD 7.2M	900 communities · ~USD 9M	1,200 communities · ~USD 12M
LIPW / public works	15,000/yr · ~USD 4.0M	20,000 · ~USD 5.5M	25,000 · ~USD 7M
School feeding	278,043 (13%) · ~USD 12M	350,000 (~16%) · ~USD 15M	500,000 (~23%) · ~USD 21M
Social Insurance (NASSCORP reform)	TBD	TBD	TBD
TOTAL SP SYSTEM	**~USD 45–55M (0.9–1.1% GDP)**	**~USD 60–70M (1.2–1.4%)**	**~USD 100–115M (1.9–2.2%)**

Source: MGCSP (2026) and CODI (ISPA, 2022); World Bank MPO (April 2026). GDP ≈ USD 5.2B (2025). Figures indicative; the Phase 3 trajectory advances toward the AU benchmark of 4.5% of GDP.

9.3 National Social Protection Fund

The National Social Protection Fund (NSPF) — a proposed USD 25 million multi-donor basket fund with a government anchor contribution — is the primary mechanism for predictable, multi-year investment. It consolidates fragmented donor streams, enables MTEF-aligned planning, establishes a ring-fenced government co-financing commitment, and creates a single accountability framework. It is administered off-budget under an independent fiduciary agent in Years 1–2, then transferred to on-budget treasury operations in Year 3 subject to performance review, and operates three ring-fenced windows.

Table 9.4 — National Social Protection Fund: Proposed Architecture

Component / Window	Design Feature	Lead
Structure & capitalization	Multi-donor basket with GoL anchor (USD 5M Yr 1; USD 20M DP target); GoL share rising to 20% (2027), 30% (2028), 40% (2030).	MFDP / MGCSP
Window 1 — Social Assistance	SCT scale-up to 50,000 HH; CLAS/PSPP delivery; school-feeding co-financing; OVC and elderly categorical transfers.	MGCSP / MoE / WFP
Window 2 — Systems & Institutions	LHSR operations and upgrade; Secretariat staffing; CODI assessments; county RSPC operating budgets; MEL costs.	MGCSP Secretariat
Window 3 — Shock Response Reserve	Minimum reserve ≈ USD 3M (30-day SCT for 50,000 HH); triggered by NDMA declaration; replenished within 90 days.	MGCSP / NDMA / MFDP

Component / Window	Design Feature	Lead
Governance	Steering Board co-chaired by MFDP and MGCSP; DP observer board; annual independent audit; biennial expenditure-tracking survey.	MFDP / MGCSP / Auditor

Source: ISPA/CODI (2026); MGCSP (2026); comparators: Ghana LEAP Trust Fund, Kenya, Zambia.

9.4 Development Partner Financing Framework

Development partner financing will remain the dominant source throughout the period, so sustained, aligned commitment is structurally essential. Partners have signaled that continued financing is conditioned on three government performance commitments: 1) enactment of the SP Enabling Act, 2) institutionalization of the LHSR within MGCSP, and 3) a demonstrable domestic co-financing commitment. These conditions coincide exactly with the strategy's governance and financing reforms, creating a virtuous cycle in which domestic reform unlocks larger, longer, better-aligned partner investment. All partner financing operates within a common accountability architecture — quarterly reporting to the SP Donor Coordination Group, the LHSR as the mandatory targeting mechanism, and joint participation in the Annual SP Sector Review. Key partners include the World Bank/IDA (REALISE successor in the pipeline for FY27+), UNICEF, WFP, ILO, UN Women, AfDB, USAID, UNDP, and Irish Aid.

◆ For workshop deliberation — Financing

- Sequencing the REALISE cliff: what is the fallback if the IDA successor operation is not effective before January 2027, and how is SCT bridge financing for 27,000 households guaranteed?
- Which domestic mechanisms are realistic for Phase 1 (MTEF line, GRPB reallocation) versus Phase 2–3 (VAT earmark, Extractive Industries Social Levy), and what legislation does each require?
- Fund governance: off-budget fiduciary agent in Years 1–2 versus earlier on-budget treasury operation — what performance triggers the transfer, and what safeguards protect Window 3 during a shock?
- Reconciling the spending baseline: is total SP spending best expressed as USD 90–120M or USD 45–55M, and how should scope be defined for the SP Financing Report?

PART V — IMPLEMENTATION ROADMAP

10. Implementation Roadmap

The NSPPS is implemented across three sequenced, milestone-gated phases. Attainment of each phase's milestones is a precondition for the next phase's financing and scale-up — aligning the roadmap with development partners' financing conditionalities.

10.1 Phased Implementation Plan

- **Phase 1 — Enabling (2026–2027).** Enact the SP Enabling Act; institutionalize the LHSR within MGCSP's budget; secure SCT bridge financing for 27,000 households through the REALISE transition; convene the inaugural Annual SP Sector Review; anchor domestic SP expenditure at 0.3–0.4% of GDP.
- **Phase 2 — Scaling (2027–2028).** Scale the SCT to 45,000 households; roll out public works and productive inclusion across all 15 counties; enact NASSCORP reform legislation; field-test the shock-responsive financing mechanism; reach 0.55–0.70% of GDP; conduct the mid-term review.
- **Phase 3 — Consolidation (2029–2030).** Reach 50,000 SCT households and 1.0% of GDP in domestic financing; complete NASSCORP reform; transfer the NSPF to on-budget treasury operations; commission the end-line evaluation and an AU Protocol Article 24 compliance assessment.

10.2 Priority Milestone Matrix (selected)

Milestone	Phase	Target	Lead
SCT bridge financing secured; uninterrupted payments to 27,000 HH	1	Q4 2026	MGCSP / MFDP / WB
National SP Secretariat operational with full staff	1	Q1 2027	MGCSP
LHSR institutionalized; MGCSP budget line; all 15 counties covered	1	Q2 2027	MGCSP / LISGIS
NSPF established; GoL anchor USD 5M + initial DP contributions	1	Q2 2027	MFDP / MGCSP
SP Enabling Act enacted	1	Q4 2027	Legislature / MGCSP / MoJ
SCT scaled to 45,000 HH (20% of 222,723 LHSR-eligible)	2	Q4 2028	MGCSP / NSPF W1
NASSCORP reform legislation enacted	2	Q2 2028	NASSCORP / MoL
Mid-term review completed; adaptive plan endorsed	2	Q2 2028	MGCSP / Evaluator
SCT reaches 50,000 HH; domestic SP at 1.0% of GDP	3	FY2030	MGCSP / MFDP
End-line evaluation and AU Art. 24 assessment completed	3	Q4 2030	MGCSP / AU Commission

Source: MGCSP (2026); ISPA/CODI (2026). Phase 1 milestones are phase-gate conditions for Phase 2 scale-up; Phase 2 similarly conditions Phase 3.

10.3 Risk Management — Highest-Rated Risks

Risk	Rating	Mitigation
REALISE financing gap (Jan–Jun 2027): interruption of SCT payments	**CRITICAL**	NSPF Window 1 pre-financed by Q3 2026; GoL contingency; WB advance-disbursement clause in IDA successor
Climate / shock events divert resources from structural programs	**CRITICAL**	NSPF Window 3 reserve (min. USD 3M); NDMA–MGCSP activation protocol; LHSR dynamic enrollment
County implementation capacity insufficient for scale-up	**HIGH**	RSPC posts in all 15 counties; NSPF Window 2 finances operating budgets; quarterly performance reviews
Political transition reduces institutional continuity	**HIGH**	SP Enabling Act vests the mandate in statute; NSPSC co-chaired by MFDP and MGCSP; multi-donor MoU
Macroeconomic deterioration undermines the DRM pathway	**HIGH**	DRM embedded in IMF ECF conditionality; phased targets allow annual recalibration; statutory budget floor

Source: MGCSP (2026); ISPA/CODI (2026); IMF (2026). Full register in the consolidated NSPPS.

10.4 Year-One Priority Actions

Ten priority actions, sequenced by urgency and interdependency, constitute the Government's immediate implementation commitment. They are actionable without legislative or constitutional change and can be initiated within 90 days of adoption: (1) appoint the National SP Secretariat Director and core staff; (2) draft and submit the SP Enabling Act; (3) secure SCT bridge financing for post-REALISE continuity; (4) establish the LHSR permanent budget line; (5) convene the reconstituted NSPSC; (6) launch the NSPF legal instrument and fiduciary-agent selection; (7) sign the multi-donor MoU; (8) conduct the baseline CODI assessment; (9) activate county RSPCs in all 15 counties; and (10) hold the inaugural Annual SP Sector Review. Progress is reported monthly to the NSPSC and quarterly to the SP Donor Coordination Group; failure to achieve any action triggers a mandatory remediation discussion within 30 days.

Using This Document at the Workshop

This edition is designed to support two days of structured technical deliberation. The discussion prompts embedded in the Strategic Context, Results Framework (Section 8), and Financing (Section 9) sections are the recommended entry points for breakout sessions. The consolidated agenda below draws them together.

◆ **Suggested two-day deliberation agenda**

- **Day 1 — Financing.** Reconcile the SP spending baseline and scope; stress-test the REALISE-to-IDA transition and SCT bridge; sequence domestic mechanisms across phases; and settle NSPF governance and the Window 3 shock reserve.
- **Day 2 — Results framework.** Confirm the twelve headline KPIs and baselines; assign phase-gate status; agree the deviation-trigger threshold and verification cadence; and resolve the four Objective 5 [VALIDATION REQUIRED] items.
- **Cross-cutting.** Confirm the institutional sequencing on which both financing and results depend — enactment of the SP Enabling Act, institutionalization of the LHSR, and activation of county RSPCs.

Annexes to the full NSPPS 2026–2030. The consolidated policy will include a full Results Framework Matrix, fiscal forecasting, and a social-insurance proof-of-concept. These supporting materials are not available for circulation to workshop participants currently and are not reproduced in this condensed edition.

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