



REPUBLIC OF LIBERIA
LIBERIA LAND AUTHORITY



Strategic Plan 2025 – 2029



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Message from the Chairman

On behalf of the Liberia Land Authority, it is my pleasing duty to officially present the Second Revised Strategic Plan (SP) of the Liberia Land Authority (LLA). This is the Authority's third Strategic Plan 2025-2029. It is built on two previous strategic plans developed since the establishment of the LLA in 2016. This Revised Strategic Plan 2025-2029 is ambitious, and its strategic goals, objectives, and actions are aligned with the current national development plan of Liberia-ARREST Agenda for Inclusive Development (AAID). Whilst in alignment with the AAID, the key actions and proposed interventions are also in support of achieving the mandate, mission, and vision statements of the LLA.

Liberia's post-conflict national development plans, including the AAID and several high-level reports and strategies, have all recognized access to land and security of tenure as vital to sustaining the peace and stability of Liberia. Against this backdrop, the LLA has been given a broad statutory mandate which includes among others, the development of land policies and implementation of land related programs as well as elaborate functions and powers covering land governance, land administration, and land use and management. Moreover, the LLA has been entrusted with resolving Liberia's endemic land disputes and conflicts, which have been compounded by the civil crises, through Alternative Dispute Resolution (ADR) mechanisms. The 2025-2029 Strategic Plan contains key actions/interventions expected to be implemented during the plan period covering land governance, specifically land policy, law and regulatory frameworks; land administration; land use and management; and delivery of land services, staff capacity building through training, and the organizational development of the LLA. Resources including financial support and technical assistance will be required if these key actions or interventions are to be achieved. We therefore make this clarion call to the Government of Liberia through the Ministry of Finance and Development Planning (MFDP) and our development partners including in particular the Government of Sweden, World Bank, United Nations Systems, European Union, the Economic Community of West African States (ECOWAS), the African Union (AU), to assist with needed resources to implement the activities related to the key actions and proposed interventions.

The revision of this Strategic Plan was carried out using a participatory approach involving relevant technical staff and Commissioners of the LLA, as well as the Project Manager of the Swedish Government-supported "Delivery of Sustainable Land Services in Liberia Project (SLSL)". The revision process was informed by the gains made in implementing actions and activities contained in the initial and the first revised Strategic Plans, which were based on extensive research of land issues in Liberia, widespread consultations with actors in the land sector, and engagements of development partners in the land sector. This 2025-2029 revised Strategic Plan was developed through an intensive two-day technical working session led by the Department of Land Policy of Planning of the LLA, with the guidance and supervision of the Executive Director of the LLA. In addition, relevant technical staff from all four departments, including Assistant Directors, Directors, Comptroller, the Executive Director, and oversight Commissioners of the departments, were present and played a very important role in rebranding and revising this second revised Strategic Plan. In the proverbial Liberian parlance, I say "Thank You Yah" for the tremendous efforts you have all put into the development of this SP. Finally, on behalf of the Board of Commissioners and Staff of the LLA, I take this opportunity

to express my special appreciation to the Swedish-funded SLSL for the financial support provided for the holding of the two-day working session, whose outcome is this final Strategic Plan 2025-2029 of the Liberia Land Authority.

Samuel F. Kpakio

Chairman

Liberia Land Authority

List of Acronyms and Abbreviations

AAID: ARREST Agenda for Inclusive Development
ACE: Africa Coast to Europe
AfT: Agenda for Transformation
BoC/BOCs: Board of Commissioners
CDC: Congress for Democratic Change
CLBs: County Land Boards
CLDMC: Community Land Development and Management Committee
CLF: Customary Land Formalization
CLOs: County Land Offices
CNDRA: Center for National Document and Record Agency
CSOs: Civil Society Organizations
GDP: Gross Domestic Product
ICT: Information Communications Technology
ID: Identification
IFMIS: Integrated Financial Management Information System
LAS: National Land Administration System
LC: Land Commission
LDHS: Liberia Demographic and Health Survey
LISGIS: Liberia Institute of Statistics and Geo-Information Services
LLA: Liberia Land Authority
LRA: Land Rights Act
LTA: Liberia Telecommunications Authority
MACs: Ministries, Agencies, and Commissions
MOH: Ministry of Health
MOJ: Ministry of Justice
MPW: Ministry of Public Works
NCF: National Consultative Forum
PAPD: Pro-Poor Agenda for Prosperity and Development
PAPs: Priority Action Programs
PEST: Political, Economic, Social, Technological
PRS: Poverty Reduction Strategies
SDGs: Sustainable Development Goals
SLSL: Sustainable land Services in Liberia Project
SOP/SOPs: Standard Operating Procedures
SP: Strategic Plan
SWOT: Strengths, Weaknesses, Opportunities, Threats
ToT: Training of Trainers
USAID: United States Agency for International Development
WATSAN: Water, Sanitation, and Hygiene
WHO: World Health Organization

1.0 Executive Summary

LAND is a factor of production and ultra-significant for national growth and development in Liberia. Land can either engender socio-economic development or occasion conflict. In Liberia, land remains a contentious issue and a potential cause for another civil war. To consolidate and preserve Liberia's hard-earned peace and stability, as well as attain and sustain inclusive, economic growth and human development in the long term, land issues must be expeditiously addressed. A holistic approach to land reform that ensures equitable access to land, secured tenure, and protection of the environment is required.

Since its establishment in 2016, the Liberia Land Authority (LLA) has been spearheading land reform in Liberia. The LLA succeeded the erstwhile Land Commission. Its functions are land governance, land administration, and land use and management. Moreover, the LLA has carried out several key activities in line with its functions and powers including but not limited to ensuring the passage into law of the Land Right Acts (LRA) of 2018, development of a strategy and regulations for the implementation of the LRA, decentralization of the functions and services of the LLA at the county level, building institutional and human capacities of the Authority, as well as establishing a land administration system, etc. Amongst the many efforts to ensure the LLA carries out its duties and guides land reform efforts, the Authority developed a revised five-year (2022-2026) strategic plan informed to a large extent by the first strategic plan (2018-2023) of the Authority. The revised five-year strategic plan developed for the implementation of the LLA's core functions had four strategic directions, which covered the plan period, 2022-2026. Though the Authority did not accomplish some of the key actions and activities under the four strategic objectives it had in the strategic plan, some actions and activities were implemented, which resulted in modest achievements over the last years of implementation. As the implementation of the first revised plan draws to a close, and in line with the ARREST Agenda for Inclusive Development (AAID), the current national development plan of Government of Liberia, the LLA has again revised the strategic plan for the second time to ensure it falls within the reality of the entity and its partners' ability to implement the key actions and activities under the plan, particularly those that are aligned with the AAID. This second revised strategic plan maintains the institution's core ambitions over the period of five years (2025-2029) through four Strategic Directions and related Objectives as outlined and described below:

1.1 Strategic Directions

Strategic Objective 1: Broaden, deepen, and strengthen policy, legal, and regulatory frameworks.

Key Actions:

1. Develop additional tools for the implementation of the LLA Act and LRA;
2. Review the surveying and mapping components of the Land Administration Policy and enact a new Surveying and Mapping law;
3. Develop a draft regulation for the acquisition of Public and Government Lands;
4. Develop an Interim Guideline for land/property valuation;

5. Develop Land Valuation Bill;
6. Develop laws and regulations on title and deed registration;
7. Develop Standard Operating Procedures (SOP) for the establishment of the County Land Boards CLBs, as required by the LLA Act;
8. Operationalize the National Consultative Forum (NCF), as required by the LLA Act;
9. Review and update the SOPs for County Land Offices (CLOs) as the need arises;
10. Develop a communications strategy on land reform issues;
11. Develop a communications strategy for the implementation of the revised Strategic Plan;
12. Train local authorities on the M&E process of land use planning, development, and management.

Strategic Objective 2: Strengthen the adjudication and documentation of land rights by surveying, mapping, and registering the entire land mass of Liberia into a national registry.

Key Actions:

1. Complete the systematic land titling and issuance of title deeds in the Doe Community adjudication area, and initiate rollout of titling activities in at least three other existing adjudication areas;
2. Finalize the inventory and titling of government lands in Bensonville and consolidate existing cadastral paper maps into a unified digital system;
3. Initiate the establishment of a functional National Land Administration System (LAS) that integrates the national cadaster;
4. Develop and implement the necessary infrastructural and institutional framework for the operationalization of the LAS, including the densification and integration of a national geodetic reference network, data standards, IT infrastructure, and institutional coordination mechanisms;
5. Procure state-of-the-art, survey-grade equipment to support accurate and efficient land data collection, mapping, and adjudication processes, as well as Land valuation equipment;
6. Procure essential equipment and infrastructure to support a digital land information repository;
7. Coordinate with the Liberia Revenue Authority (LRA) to develop a land valuation program that provides specific and reliable land value data for tax purposes;
8. Initiate and implement joint land valuation projects with the LRA to support property taxation;
9. Establish procedures for the entry and integration of land information into the repository;
10. Convene technical working sessions with all departments in LLA for the development of the Community Land Development and Management Committee (CLDMC) training manual and conduct Training of Trainers (ToT) on the finalized manual;
11. Hold consultations with local community stakeholders on the development of a

customary boundary dispute resolution guide, and on Customary Land Formalization (CLF) processes and procedures, and establish an inter-agency coordination mechanism with relevant institutions to support implementation;

12. Conduct desk review and studies on the establishment of the land and property market;
13. Coordinate with MACs for the establishment of the national spatial data infrastructure, reconstitute the National Spatial Data Technical Working Group;
14. Coordinate with relevant MACs to develop a draft National Spatial Data Law

Strategic Objective 3: Develop, adopt, and employ a framework (policies, laws, and regulations) for land use and management.

Key Actions:

1. Approval of the National Land Use and Management Policy by the BoC of the LLA;
2. Develop guidelines on wetland, watershed, beach front and waterways;
3. Development control for national zoning law, and Urban Planning Guidelines;
4. Develop a National Comprehensive Land Use and Management Plan;
5. Collaborate with MPW to update/amend the National Zoning Law;
6. Develop street vending regulations in collaboration with local authorities;
7. Research and adopt a land use classification system;
8. Conduct inventory and deed Government and Public Lands;
9. Finalize Regulation on Vetting and Validation of tribal Certificates;
10. Develop Land Use Plans for customary communities implementing the CLF processes;
11. Support local government authorities to develop land use plans and development controls;
12. Formalize informal settlements on public and government lands in urban areas;
13. Conduct environmental baseline studies and periodic monitoring to assess encroachment and violations on Wetlands, Watersheds, Beachfronts, and Waterways;
14. Establish a national digital reporting and compliance system for environmental infractions related to land use in sensitive ecosystems;
15. Conduct awareness on land use development & management in urban and rural areas;
16. Harmonize related Land Use policies and Laws across MACs;
17. Conduct land use planning training for communities and local authorities.

Strategic Objective 4: Strengthen the delivery of land services, staff capacity, and organizational development of the Liberia Land Authority.

Key Actions:

1. Review, integrate, and streamline the existing business processes within the land sector;
2. Establish a system for electronic revenue transfer across all the county land offices in the country;
3. Finalize and approve the fees regime for land, land-related instruments registration, and services;
4. Conduct additional training for customer service staff at both headquarters and the

- county land offices;
5. Enhance the existing one-stop-shop customer service center for the provision of land services;
 6. Develop and approve SOPs for LLA's operation and services;
 7. Construct and equip all county land offices;
 8. Review and update the existing Training Plan;
 9. Conduct professional training for relevant county land office staffs;
 10. Coordinate with the MPW and LRA to finalize the full transfer of zoning and property valuation staff and assets to the LLA, as required by the LLA Act;
 11. Review, update and approve existing LLA Organogram;
 12. Establish taskforce for the enforcement of all LLA operations;
 13. Locate a suitable land for the LLA HQ;
 14. Design blue print for the LLA HQ;
 15. Mobilize funding for construction of LLA HQ;
 16. Construct a built-for-purpose LLA HQ; Furnishing of LLA HQ;
 17. Strengthen donors' engagement in a way that increases donors' confidence and trust in land reforms in Liberia with a view to continuously mobilize their support;
 18. Source operational fund for the Surveyors Licensing and Registration Board;

1.2 Cost of Implementation

The total indicative cost of the plan is approximately Nineteen Million Nine Thousand United States Dollars (US \$ 19,009,000.00). Of this amount, the Government of Liberia will fund 25% or four million seven hundred and fifty-two thousand, two hundred and fifty United States Dollars (US\$4,752,250.00.00). This leaves a funding gap of 75% or fourteen million two hundred and fifty-six thousand, seven hundred and fifty United States Dollars (US\$14,256,750.00). In this regard, the goodwill of Liberia's development partners and donors, as well as the private sector, will be needed to fill this gap.

1.3 Key Risk and Mitigation

The Liberia Land Authority Act (2016) and the Land Rights Act (2018) were passed into law and successive administrations of Government had pledged to support its full implementation but failed to provide the needed political and financial support, especially the immediate past Government (2018-2023) during whose tenure the Land Rights Act of 2018 was enacted into law and signed by former President George Weah. A key risk is that land reform may not have been among the priorities of the immediate past Government. To mitigate this risk and prioritize land reform under the current administration, it is recommended that the LLA Board of Commissioners (BOCs) in collaboration with Civil Society Organizations (CSOs) and development partners supporting the land sector lead an advocacy effort targeting key government actors including the President, Vice President, Speaker, Pro Tempore, the Minister of State for Presidential Affairs, the Minister of Finance and Development Planning, the Minister of Internal Affairs, and relevant Committees of both houses of the National Legislature. Other mitigating interventions include, but are not limited to, the following, as discussed below:

There is a compelling need to highlight the ongoing land reforms, particularly support for the formalization of the land rights of customary land owning communities to the Government through a presentation to the Cabinet. Such a presentation will give the Government more insights into the challenges of the land sector of Liberia and the benefits of land reforms, as it relates to consolidating peace and stability, promoting economic growth and human development, and the need to support the implementation of the new law through budgetary allocation to the LLA. Furthermore, it is also important to identify persons in the government, both at the central and county levels, and mobilize them to become champions and drivers of land reforms that will include women and youths.

It is also crucial to strengthen partnerships with CSOs and donors working in the land sector of Liberia and encourage them to align their funding support with LLA's strategic needs, as encapsulated in this second revised strategic plan.

Another key risk that is often understated is the issue of staff turnover in the technical departments, as they may be attracted to better salaries and conditions of service in other institutions of Government and businesses in the private sector. A key mitigating factor is an increase in salaries and improvement in the conditions of service for those technical and professional staff who will be charged with the responsibility of assisting with implementing activities and actions related to, for example, the development and modernization of the national land cadastral, a flagship project under the AAID.

1.4 Plan Implementation Management

The Board of Commissioners (BoC) shall provide oversight and be responsible for the overall management, coordination, and implementation of this Strategic Plan under the leadership of the Chairman of the Authority. The BoC shall ensure that all departments take responsibility for meeting the targets and timelines of the plan, as well as ensure that resources are provided to implement activities and actions outlined in the plan. Specifically, each Commissioner shall provide oversight over a strategic direction that falls within his/her respective mandate area; i.e. the Commissioner with oversight for Land Policy and Planning shall be fully responsible for overseeing implementation of the strategic direction in said area, while the Commissioner with mandate on Land Use Management shall oversee the implementation of the strategic direction that fall under this mandate area. Likewise, the Commissioner with oversight on Land Administration shall have oversight on the strategic direction that fall in this area while the Commissioner with oversight on Administration and Customer services shall have control on the strategic direction that falls within this mandate area.

Moreover, Commissioners shall provide leadership in plan implementation, track implementation targets and timelines, monitor and evaluate implementation progress, and resolve implementation challenges. Working along with the Executive Director, they shall ensure that responsible division/ units/staff/technical working group under their supervision are held accountable for agreed actions, timelines, and deliverables. At the discretion of the Authority, few representatives of Civil Society Organizations may be invited to collaborate in the implementation of the strategy where deemed necessary. The Chairperson shall be ex

officio of all the strategic directions to ensure that the various strategic directions are being implemented as assigned.

The Directors, to a large extent, shall drive the implementation of the plan through the management of technical staff and teams of each of the departments. In this regard, they shall be responsible for implementing strategies, actions, and activities of the plan, working in collaboration with the Executive Director, and with the oversight of respective Commissioners. The Director of Land Policy and Planning and the relevant staff of the department shall provide continuous technical support to all departments to ensure the implementation of the plan.

To ensure that the Authority assumes all its functions throughout the length and breadth of the country as required by law, engagement with relevant stakeholders shall be of paramount importance during the implementation period of the plan. Against this background, the Board of Commissioners shall make it a priority to bring to the attention of the President and other government officials the urgent need to appoint the members of the National Consultative Forum (NCF), as provided by the LLA Act. Though this appointment may be belatedly done, it shall immensely help in strengthening the LLA in all the counties, provide the needful oversight and supervision, whilst helping in handling some of the critical land issues at the national level. With a fixed number of ministries, agencies, and civil society organizations, the NCF when operationalize, will serve as a platform for improved coordination and collaboration between the LLA and related agencies of the Government and civil society organizations in the land sector in addition to discussing the affairs of the Authority and making appropriate recommendations for the consideration of the Board of Commissioners, particularly, recommendations that will positively move the land reform process forward.

Additionally, the current Land Development Partners Coordination Forum, bringing together donors involved in land reforms, will assist with the actualization of the plan through direct implementation and/or assist the LLA with funding to carry out these strategic actions and activities.

A communications strategy shall be developed and implemented to sensitize and inform the public of land reform issues and activities. The motivation is to mobilize the continuous interest and participation of stakeholders in land reforms.

Where funding may not be available for the development of a communication, the existing LLA's communication strategy shall be reviewed and revised to capture activities of the strategic plan for public information consumption.

2.0 Introduction

2.1 Background

LAND, anywhere and everywhere in the world, is a determinant of economic growth and development. Its relevance is multi-dimensional: it is an essential element in housing and human settlements; a key variable in food production and human sustenance; a vital part of cultural and social identities; and a meaningful component to preserving natural resources.

Given its huge importance, land can easily be a basis for conflict. Accordingly, all societies have a system to govern land rights—whether formally defined by law or informally established through customary systems—and these rules evolve and change over time.

Regarding the issue of land rights, which have been a very contentious issue since the arrival in the early part of the 1800s of freed slaves from America and recaptured slaves following the end of the global slave trade, Liberia has made considerable progress correcting the injustices that characterized the land tenure history of Liberia, wherein the laws favored and protected the land rights of the settlers constituting less than five percent of the population and failed to recognize customary land tenure rights which prevailed in eight percent of Liberia at the time.

In May, 2013, an historic Land Rights Policy, which categorized land ownership rights into four: 1) Private Land, 2) Customary Land, 3) Government Land, and 4) Public Land, was validated and adopted by the Government and people of Liberia, followed by the enacted into law and approval by the President of the legal framework, the Land Rights Act (LRA) in 2018. Both of these instruments were widely consulted, and their development was informed to a large extent by the challenging relationships between individuals in local communities on the one hand, and between local communities and private sector investors on the other hand. Also, the challenging relationships between local communities and the central government informed the development of these instruments. Furthermore, for the first time in the land tenure history of Liberia, rural communities with customary land were given land ownership rights that are equal to those of private land ownership, as a result of the ongoing policy, legal, and institutional reform in the land sector of Liberia.

Support for the development of these ground-breaking products (LRP and LRA) and the implementation of the first wave of activities for reforming the land sector came from several former land projects of the United States Agency for Development (USAID), as well as the former World Bank-funded Liberia Land Administration Project and the former Swedish Government-funded Inclusive Land Administration and Management Projects.

In addition to the key deliverables or outcomes of the ongoing policy and legal reform of the land sector, namely the Land Rights Policy of 2013 and the Land Rights Act of 2018, was the institutional restructuring of the land sector, which led to the establishment of the Liberia Land Authority by an Act of the National Legislature in October 2016

Briefly, the Liberia Land Authority (LLA) consolidates land related functions that were undertaken by the former Land Commission (2009-2016), as well as the functions of key land administration agencies/departments such as the Department of Lands, Survey and Cartography of the former Ministry of Lands, Mines and Energy, the Deed Registry of the Center for National Document and Record Agency (CNDRA), and other agencies of Government.

The LLA Act established a Transition Commission, composed of the former Land Commission and relevant agencies of the Government, with the primary responsibility to oversee a twelve-month (July 2017 to July 2018) transition period for the full operationalization of the Authority.

During this period, the Authority succeeded in transferring the functions and staff of the key land administration agencies mentioned above, as well as the public land allocation and management functions from the Ministry of Internal Affairs.

The LLA is discussed in in Section 2.2 of the Strategic Plan (SP), specifically, information regarding its mandate, progress towards the transfer of remaining land functions from affected agencies of the Government to the Authority, organizational/institutional arrangements, governance structures at the local level, and a matrix of key achievements covering the period 2018-202

2.2 Purpose of the Plan

This Strategic Plan identifies, articulates, and addresses key issues related to land governance, including land administration and land use and management in Liberia. It builds on the gains already made over the past years by the erstwhile Land Commission and the Liberia Land Authority through the first Strategic Plan that was developed in 2018. It also consolidates, synchronizes, and prioritizes key actions for current, medium-term, and long-term undertakings by the LLA. The plan is essentially a “road-map” that identifies key strategic objectives and several core actions that have been purposefully selected to be carried out towards the achievement of those objectives. It is a “blueprint” of the future undertakings of the Authority during the period. It is thus a basis for annual work planning, stakeholders’ and donors’ engagements, and resource mobilization. But of paramount importance is the basis for predictability, expectations, and expectations management, as well as results-based monitoring and evaluations. The Plan lends itself to multi-year governmental support and donor commitments to enable the Authority to deliver on its huge mandate, as provided by the LLA Act.

2.3 Revision of the Plan

The revision of this plan was carried out using a participatory approach involving relevant technical staffs and Commissioners as well as our donor partners, especially the Swedish-funded project “Delivery of Sustainable Land Services in Liberia Project (SLSL)”. The process was based on gains made in implementing actions and activities contained in the initial strategic plan, which was based on extensive research of land issues in Liberia, widespread consultations with actors in the land sector, and engagements of development partners that are currently assisting Liberia in the sector. This revised strategic plan was developed through an intensive two-day technical working session led by the Department of Land Policy of Planning of the Liberia Land Authority. Relevant technical staff from all four departments, the Executive Director, and oversight Commissioners of the departments were present and played a very important role in rebranding and revising this new strategic plan.

As seen below, the four-step model that was utilized in preparing both the first and revised strategic plan remains the same.

Step 1: Situation analysis (Where is the Authority currently?): This step entailed an analysis of the current development context of Liberia and of Liberia’s land sector. It also entailed an

assessment of the strengths and weaknesses of the Authority, and identification of opportunities and threats within its operating environment, as well as a mapping of its stakeholders, their concerns, and expectations.

Step 2: Future destination determination (Where does the Authority want to be in the next five years?) This step entailed a visioning process that commenced with clarifying the mandate of the LLA. Combined with the results of the situation analysis, this phase affirmed the LLA's mission and vision statements and core values. It also determined the Strategic Objectives in land governance and administration that the LLA wants to pursue over the next five years, 2025-2029.

Step 3: Strategy development (How does the Authority intend to get to where it wants to be in the next five years?) This step identified the strategies (core actions) the Authority purposefully intends to take in

the achievement of each Strategic Objective. It also involved responsibility analysis in terms of who will do what and over what timeframe.

Step 4: Implementation Plan (*How will implementation of the plan be managed, monitored, and evaluated?*) This step entailed developing an implementation framework that involved plan management, implementation coordination, communications strategy development, forums for donors' and stakeholders' engagements, as well as for monitoring and evaluation.

2.4 Structure of the Plan

This second revised Strategic Plan is organized and presented in eight (8) chapters. Chapter 1 presents the Executive Summary of the Plan. This is a synopsis of the key features of the strategic directions of the LLA chosen for the next five years, 2025 -2029. It also includes summaries of costs, key risks and risk mitigations, implementation management, and monitoring and evaluation frameworks.

Chapter 2 is the Introduction to the Plan. It presents the background, purpose, and shows how the plan was developed.

Chapter 3 presents a situation analysis of the operating environmental national context in which the Plan is expected to be implemented, as well as an assessment of LLA itself as an institution.

Chapter 4 sets out the summary mandate, mission, and vision statements of the LLA. It also identifies and explains the core values of the LLA.

Chapter 5 lays out the strategic choices (objectives, key actions, timelines, and actors) that the LLA has made towards achieving meaningful land governance and administration reforms in Liberia over the period of the Plan, 2025-2029.

Chapter 6 presents the financial requirements for implementing the Plan. It also shows how such financial resources will need to be mobilized. It further shows the government's

anticipated contribution to the overall cost of the plan and financial gaps that are expected to be filled by donor partners.

Chapter 7 presents Priority Action Programs that should quickly attended to almost immediately.

Chapter 8 outlines an implementation framework for carrying out the plan, including plan implementation management, development of a communications strategy, stakeholders' and donors' engagement mechanisms, and a monitoring and evaluation framework.

3.0 Situation Analyses

3.1 National Context: PEST

3.1.1 Political

LIBERIA has transitioned from conflicts on account of the civil wars fought between the early part of 1990 to 2003 to a peaceful and relatively stable nation. Since the end of the civil crisis in 2003, the country has conducted four peaceful and transparent elections with funding from international partners and domestic resources. However, in the face of the country's abundant *natural resources, poverty, corruption, and bad governance, lack of strong institutions, among others*, has undermined economic growth and human development over many decades. Between the periods of 2005 to 2023, following three successful democratic elections, which saw the ascendancies of Presidents Ellen Johnson-Sirleaf (2005-2017(two official terms), George Manneh Weah (2018-2023(One term), *national healing, reconciliation, economic recovery and reconstruction* remained top national priorities. During the same period, national development plans with interventions and activities aimed at alleviating poverty were developed including the Poverty Reduction Strategies (PRS I&II) 2008-2011, Agenda for Transformation (AfT) 2012-2011, and the Pro-Poor Agenda for Prosperity and Development (PAPD) 2018-2023. Many achievements were thus made over those periods. However, there is still a lot more to do in the interest of national building, for which land plays a very important role.

On October 10, 2023, Liberians went to the polls to elect a new president, vice president, and 73 members of the lower house of the Legislature. The election was contested by 18 political parties and two independent candidates, totaling 20 presidential candidates in a country with a population of 5.2 million (LISGIS 2022 census).

In the presidential and vice-presidential elections, no political party or independent candidates met the threshold for winning in the first round. Following the second round of election on November 27, 2023, the candidate of the Unity Party, Ambassador Joseph N. Boakai, emerged victorious against the incumbent President, George Weah of the Congress for Democratic Change (CDC)

Liberia remains in a semi-complex developmental situation. The country is classified as a post-conflict, low-income, underdeveloped country. It is ranked *178 out of 191* countries in human

development (*UNDP, Human Development Report, 2023*). Implicitly, the problems occasioned by years of bad governance, ethnic divides, exacerbated by protracted conflicts, inclusive of land, have been too many and too deeply rooted to quickly eradicate. The country also performs poorly across most development and governance indicators, ranking low in the Legatum Prosperity Index 2023 (138/167), Global Knowledge Index (121/141) 2024, and Ibrahim Index of African Governance (26th in Africa) 2024. The country shows particular weakness in infrastructure, economic quality, and knowledge infrastructure, though it performs better in natural environment and personal freedom. Recent trends indicate declines in overall prosperity, while some projects show progress in improving living conditions and food security.

3.1.2 Economic

Liberia's economic growth has been progressing gradually over the past 2 years. The current growth rate is projected at 5.0% in (World Bank 2024). Mainly driven by increased mining (iron ore, gold), a recovering services sector, and agricultural production, although the long-term impact of a commodity-driven growth model remains a concern. While past growth has been inconsistent, recent years show positive trends due to increased exports and investments, with inflation expected to decline and fiscal conditions improving, supported by planned reforms and infrastructure development. The industrial sector expanded by 6.0%, driven by iron ore, gold mining, and construction, while services grew by 4.2%, boosted by finance, hospitality, trade, and transport. Agricultural output rose by 3.5%, up from 1.4%, reflecting higher rubber production. On the demand side, growth was driven by private consumption and increased gold and iron ore exports

The annual inflation rate in Liberia eased to 9.9% in June 2025 (LISGIS) from 11.7% in the previous month. This marked the lowest level since November 2024, amid softer price increases in food and non-alcoholic beverages (5.5% vs 7.7% in May), housing and utilities (10.7% vs 11.2%), recreation and culture (1.1% vs 3.1%), restaurants and hotels (23% vs 29.7%), and miscellaneous goods and services (5.3% vs 6.3%). Meanwhile, transport costs rebounded (0.3% vs -0.8%). Every month, consumer prices rose by 0.4%, following a 0.2% growth in May. Poverty in Liberia remains widespread, with more than half of the population, 50.9 percent, below the national poverty line, according to the 2016 Household Income and Expenditure Survey. This translates into roughly 2.3 million Liberians who were unable to meet their basic needs. Around 50-60 percent of the country's poor live in rural areas where poverty incidence is 71.6 percent, more than twice as high as in cities (31.5 percent). In addition, 44 percent of the population lived under the extreme international poverty line of \$2.15 per day. Poverty in Liberia is projected to continue declining from its 2024 level of 26.4% for extreme poverty, though the overall poverty rate remains high and vulnerable to factors like food prices and global economic conditions. The decline is linked to economic recovery and government stability measures, with future reductions dependent on improving human capital, inclusive growth, and better resource management.

3.1.3 Social

In the social sector, social capital (trust, unity, solidarity) is in short supply. There remain too

many vexing social and ethnic issues to be addressed. Land has become one of the most contentious socio-economic issues across the country. Liberia's future social capital depends heavily on ongoing development efforts in its new national plan (AAID 2025-2029) and alignment with international goals like the Sustainable Development Goals (SDGs). Projections show improvements in human capital, with rising life expectancy, lower maternal mortality, and reduced multidimensional poverty. However, achieving these outcomes requires sustained commitment to human rights, gender equality, skills development, improved governance, environmental sustainability, and inclusive economic growth, with significant funding gaps still to be addressed

While physical access has increased, quality remains a problem. Children enrolled in school are not learning anything substantive because of a poor learning environment and the non-qualified nature of most teachers. Not surprisingly, Liberia's adult literacy rate was 58.6% according to the 2021 census, which was higher in urban areas (70.9%) than in rural areas (43.8%). A UNESCO estimate from 2022 placed the rate at 48.3%, while Global Giving reports the rate was 48.3% in 2023. The literacy rate for women was significantly lower than for men (*Human Development Report, 2016*), **with a slight increase of 0.7%.**

In the health sector, the Ebola Virus Disease outbreak and the COVID-19 Global Pandemic are high-pitched awakenings to the structural shortcomings in the sector. The system faces an acute shortage of qualified healthcare workers, inadequate facilities, limited stocks of drugs and medical supplies and an unpredictable donor-dominated financing. Health expenditure as a share of GDP for Liberia is 8.5 % as of 2019, significantly doubling on the 3.2 GDP percentage of 2016. On the other hand, the physician/doctor patient ratio is a serious problem in the country, as the World Health Organization (WHO) recommends a 1:1,000 doctor to patient ratio for adequate healthcare service, yet according to a 2018 report by the Liberia Medical and Dental Council and the World Data Atlas, the country has just 298 medical doctors to care for the country's 4.5 million population, a doctor/patient ratio of **1: 15,000 as of April 2018.**

Physical access to health is still a problem, as only an estimated 71 percent of the rural population lives within a 5-mile radius of a health facility (*LDHS, LISGIS, 2013*). Liberia has one of the world's highest maternal mortality rates of 1,072 deaths per 100,000 live births (*World Data Atlas*). The proportion of births attended by skilled health workers is 61%, a 10% increase from 51% in 2016. fell back from 61 percent to 51 percent due to a low utilization of facilities during the Ebola period (*UNICEF/LIGIS/LDHS 2020*). The common causes of morbidity and mortality remain cases that are treatable. They are water-borne and environmentally-induced diseases, such as malaria, diarrhea, and typhoid, that could be minimized through improved environmental measures and access to water and sanitation.

Access to safe drinking water has improved over the last few years. In 2008, only 25% of the population had access to safe drinking water (PRS, 2008). Today, however, approximately 85% of the population has access to safe drinking water (*MOH, Malaria Indicators Survey, 2016*).

However, sanitation is still a huge problem. Only 17% of households used improved toilet facilities (MOH, Malaria Indicators Survey, 2019). Open defecation is still practiced by 49%

of the population (*WATSAN and Hygiene Sector Strategic Plan, 2011-2018*).

In summation, the tripartite and interlinking issues of illiteracy, unemployment, and poverty remain a major development problem. Illiteracy limits productive capacity; unemployment denies income generation and makes it difficult to meet household needs; and poverty, a state of human deprivation, is the product of the two. Illiteracy, unemployment, and poverty have been breeding grounds for conflicts in Liberia.

3.1.4 Technological

As Liberia transitions from conflict to recovery, technology has been playing an increasingly significant role, marked by developments in its use, the production of technology-based goods and services, and the training of citizens for the Information and Communications Technology (ICT) sector. The landing of the ACE fiber optic cable in 2011

and the launch of the Cable Consortium in 2013, provided a key marker in Liberia's true transition into the global village of information and telecommunications technology (ICT). However, Liberia's technological growth continues to be constrained by national socioeconomic factors.

Liberia is experiencing significant growth in its digital landscape, with a 6.5% increase in internet users from January 2024 to January 2025 and a 6.7% rise in mobile connections from 2023 to 2024. This digital expansion is supported by a government commitment to a new National ICT Policy (2025-2030), major private sector investments in infrastructure like fiber optics and data centers, and a dedicated national digital transformation project. However, a large portion of the population remains offline, and the country faces challenges in bridging the digital divide and fostering widespread digital literacy.

Key Growth Metrics

- ✓ **Internet Users:** Grew by 6.5% between January 2024 and January 2025, reaching 32.4% of the population.
- ✓ **Mobile Connections:** Increased by 6.7% from 2023 to 2024, reaching 87.1% of the population.

Drivers of Growth

- ✓ **Infrastructure Investment:** Private companies like Orange are investing heavily in expanding mobile coverage, laying fiber optic cable, and building data centers to support growth.
- ✓ **Government Policies:** The government is developing a new National ICT Policy and launching a Liberia Digital Transformation Project focused on e-business and smart technologies.
- ✓ **Public-Private Partnerships:** Collaboration between government and private entities is crucial for creating an enabling environment for technological advancement and digital entrepreneurship.

Even though the sale of cell phones, computers, and technology gadgets is dominated by

foreign businesses, all other segments of this sector have huge Liberian participation. The regulator of the sector is the Liberia Telecommunications Authority (LTA), responsible for monitoring the provision of accessible and affordable ICT-based telecommunications services. The Liberia Telecommunications Corporation (Libels) is designated as the National Operator, providing wireless and wireline solutions, but with dominance in the maintenance of ducting systems throughout Monrovia. Other GSM operators are Lone Star MTN and Orange. All of these operators have access to high-speed internet provided by the ACE fiber optic cable.

There are several private Liberian firms specializing in various aspects of service delivery. MWETANA focuses on software and systems development; Sahara Technology Solutions specializes in Open-Source software development and integration; HAK Technology is the leader in web-based solutions, while Dynamic Global Technology specializes in mobile and infrastructure development. Ministry of Finance and Development Planning is the most pervasive public sector user of technology, as manifested by the Integrated Financial Management Information System (IFMIS) deployed in government Ministries, Agencies, and Commissions (MACs). At the other extreme is the newest comer, the national biometric identification system (ID) system that has the potential to make every citizen and resident at least a passive member of the information technology eco-system.

Over the last five years, several specialized ICT institutions have evolved as the demand for capacity building has increased in the sector. They include Starz College, Blue Crest University College-NIIT, the University of Liberia-Indian Institute of Technology program, Computer Lab, and iLab. They are producing the manpower needed to man the sector now and into the future.

All of these developments are good indicators of the progress in the technology landscape of Liberia, but the sector continues to be challenged by the lack of a national strategy that recognizes technology as a major enabler of social and economic development. Tax

exemptions or holidays on technology commodities could be an initial action. A more long-term approach would be the development and implementation of a national technology policy followed by a strategic plan to address health and education.

3.2 Liberia Land Authority

The Liberia Land Authority is a product of the policy, legal, and institutional reform of the land sector that began during the administration of Madame Ellen Johnson Sirleaf, President of Liberia from 2006 to 2017. The reform process was led by the erstwhile Land Commission (LC), which was established by an Act of the National Legislature in 2009, with a mandate to “propose, advocate and coordinate reforms of land policy, laws and programs in Liberia” (LC Act, 2009). Its establishment marked the beginning of a national effort to address issues related to land tenure, access, ownership, and governance in Liberia. In 2016, the Commission was transitioned into the Liberia Land Authority (LLA) with a mandate to “develop policies continuously, undertake actions, and implement programs in support of land governance, including land administration and management” (LLA Act, 2016). All land administration related functions that were being implemented by other government agencies were transferred

to the LLA including land administration functions from the Ministry of Lands, Mines and Energy, now the Ministry of Mines and Energy, Deed registry from the Center for National Document and Record Agency and the land function dealing with the allocation and management of government and public land from the Ministry of Internal Affairs. LLA is making progress regarding the transfer of zoning and land use functions from the Ministry of Public Works and property/land valuation from the Liberia Revenue Authority.

The LLA has four (4) departments, and they are: 1) Department of Land Policy & Planning; Land Administration; Land Use and Management; and Administration and Customer Services, which provides support services.

At the decentralized or local level, the LLA Act legally established county land offices in the fifteen political subdivisions of the country. However, not all the county land offices are fully operational and functional. The LLA Act also legally established county land boards in each of the fifteen political subdivisions of the country. These county land boards have not been operationalized, one of several key requirements of the LLA Act.

Per the LLA Act, below the decentralized local land governance structures mentioned above are the community land development and management committees (CLDMCs), charged with several roles and responsibilities, including but not limited to the governance and management of the lands of customary communities in accordance with the Land Rights Act.

Key Achievements to date under both the Initial and the first revised Strategic Plan (2018 to 2025)

Under the initial and first revised strategic plans, several key activities were successfully implemented and achieved. These achievements were vital to the sustenance of the LLA as well as the implementation of the two strategic plans. Predominant among the achievements are the following:

1. Enactment into law of the Land Rights Acts (2018)	18. Developed and launched Customary Land intervention monitoring tool, a web-based solution for spatial analysis and CSO coordination
2. Support for the enactment into law of the Local Government Act (2018)	19. Established Land development partners' coordination forum
3. Regulation for the sale and lease of Public and Government Lands drafted and awaiting validation	20. Reconstituted the Surveyors Licensing and Registration Board
4. Developed, validated, and Gazetted Land Rights Act Regulations (2022)	21. Piloted a systematic titling of land through the support of Donors (MEDICI)
5. National Alternative Dispute Resolution (ADR) Law, inclusive of land developed in collaboration with the Ministry of Justice, and submitted to the National Legislature for enactment;	22. Commenced inventory and deeding of Government and Public Land in Montserrado County
	23. Validated Customary formalization

6. Established and operationalized county land offices in all 15 counties, per the LLA Act of 2016; 7. SOPs for the operationalization of the CLOs developed and approved by the LLA Board of Commissioners (BOCs) 8. Developing Standard Operating Procedures (SOP) for the operationalization of County Land Boards 9. Business Plan for Land Services Delivery Developed 10. Established a customer service center 11. Trained Customer Services Staff 12. Developed a Training Policy and a Five-Year Training 13. Plan for extensive capacity building of LLA staff in 14. areas of land disciplines, as well as other professional disciplines, and commenced the training of staff as per the training plan 15. Developed various administrative and operational manuals for the smooth running of the Authority, including: Financial Management Manual, Organizational Manual, HR manual, M&E Manual, Internal Communication strategy, BOC Manual, Performance Management System Manual, SoP for county land offices, etc. 16. Established 26 Geodetic Points across Liberia and installed one CORS 17. Trained relevant staff on the operations of the System	- procedures conducted by Civil Society Organizations 24. Developed and validated key tools for the conduct of the Customary Land Formalization 25. 23. National Land Use and Management Framework Developed 26. The Zoning of Land Use Regulation drafted. 27. National Guidelines for Participatory Community Land Use Planning (CLUP), Management and Administration approved by the LLA BoC; 28. Simplified Guidelines for CLUP developed and finalized; 29. Customary Land Use Plans completed in three (3) communities; 30. Pilot Land Use inventory in Sinkor Completed; 31. Drafted Regulation on issuance of Squatter Certificates; 32. Conducted phase one of a Nationwide Land Use and Management training for communities and local authorities for all 15 counties; 33. Developed a field manual for the systematic registration of customary land 34. Completed confirmatory Survey and deed of __ customary communities 35. Training of staff in land-related disciplines
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3.3 SWOT Analysis

This section presents a summary of the key strengths and weaknesses of the LLA as well as the main opportunities and weaknesses presented by its operating environment. Towards moving forward, the LLA will harness its strengths, while simultaneously address its weaknesses. Additionally, the LLA will leverage opportunities occasioned by its operating environment, and concurrently attend to threats created by it.

STRENGTHS	WEAKNESSES
• Moderately knowledgeable, staff in land disciplines • Donors are moderately interested in land reforms • Partial institutional memory from LC and other agencies whose functions are being transferred • Data and information resources • Established policy, legal, and regulatory frameworks • County offices operational • Alternative dispute resolution mechanism (ADR) is in place • Strong collaboration with land stakeholders • Basic platforms for digitization of land records	• Limited budgetary support • Inadequate digital infrastructure • Capacity gaps at county land offices • Non-operationalization of the County Land Board • Inadequate human capacity • Low organizational development; • Land functions not fully transferred; • Land services not fully decentralized; • Limited availability of modern technology in the land sector • High donor dependency
OPPORTUNITIES	THREATS
• Prospects for political supports for land reform • Prospect of increased revenue generation due to the developed fee regime for land services • Growing demand for land tenure security, particularly for communities with customary land. • Advancement in digital technology • Successful implementation of the PSIP project in the 15 counties • Increasing interest in women's land use and ownership • Availability of land administration technology tools such as GIS, GPS, GSM, GPRS, satellite imagery	• Persistent land disputes across the country • Political interference with the functions of the LLA • Resistance by local elites to land reform • Limited information on land services to the public

3.4 Stakeholders' Mapping

The matrix below identifies LLA's stakeholder groups and defines the concerns and/or expectations of each group. Knowledge of stakeholders and their concerns and expectations, individually and collectively, is important in stakeholders' engagement by the LLA.

No.	Stakeholders' Group	Concerns and/or Expectations
1	Government	Execution of government policies
2	Development Partners	Political will and commitment to land reforms, proper use of funds, compliance with international protocols;
3	Individual Users	Effective services, accurate information
4	Civil Society Organizations	Monitor implementation, ensure rights protection (FPIC), transparency, and environmental safeguards
5	Land Owners	Effective delivery of services, accurate land information
6	Local Authorities	Boundary harmonization, revenue sharing from land-related fees and taxes, and decentralization of LLA activities
8	Lawyers	Efficient processing of documents and requests, reliable, transparent and accessible land information
9	Developers	Efficient processing of documents and requests, reliable, transparent, and accessible land information
10	Financial Institutions	Accurate and timely response to requests
11	Surveyors	Efficient approval of plans
12	Contractors	Timely payments of invoices
13	Employees	Transparency and good working conditions
14	Management	Productivity of staff; effectiveness of reforms
15	Concessionaires	Protection of contract rights
16	Valuators	Accurate data
17	Professional Associations	Cordial relations, constructive engagements, good governance principles and practices

4.0 Mission, Vision, Core Values

STRATEGIC directions are informed by clearly articulated mandate, mission, and vision statements, and a defined set of core values. This chapter presents the mandate, mission, and vision statements and the core values of the LLA. Together, they collectively drive and guide LLA's works, interactions, and relationships with stakeholders.

4.1 Summary Mandate Statement

LAND is an enabling determinant of socio-economic growth and development. The Liberia Land Authority (LLA) is the agency of government with regulatory responsibility for land governance, land administration, and land use and management. It seeks to deliver effective and efficient land services to the people of Liberia, the government, and public-sector institutions, as well as to the private sector and civil society organizations. The LLA commits to working with all stakeholders, including Liberia's development partners, to promote good land governance and administration principles, policies, and practices in Liberia.

4.2 Mission Statement

To contribute to a peaceful, stable, and prosperous Liberia through the effective and efficient delivery of land governance and administration services that ensure equitable access to land, security of tenure, and protection of the environment.

4.3 Vision Statement

A Liberia where sustainable peace, stability, and socio-economic growth and development are enhanced through good land governance and administration.

4.4 Core Values

- **Quality Services:** We exist to provide services to our people. We shall strive to provide land services that are effective, efficient, and distinctive.
- **Transparency:** We pledge that our policies and actions will be clear, consistent, and open to all stakeholders, in accordance with good governance principles and practices.
- **Fairness:** We commit to providing land governance and administration services with justice, equality, and impartiality.
- **Accountability:** We shall be answerable to all stakeholders for the decisions we make, the actions we take, the results we achieve, and the resources we manage.
- **Integrity:** We promise to serve the Liberian people with honor and honesty, cultivating the confidence and trust of our stakeholders.
- **Professionalism:** We shall implement our mandate in a proficient and skilled manner. We will adopt a proactive, customer-focused approach.
- **Respect:** In the discharge of our duties and responsibilities, we shall respect our land resources, including the environment, and, above all, our people.

5.0 Plan Costing and Financing

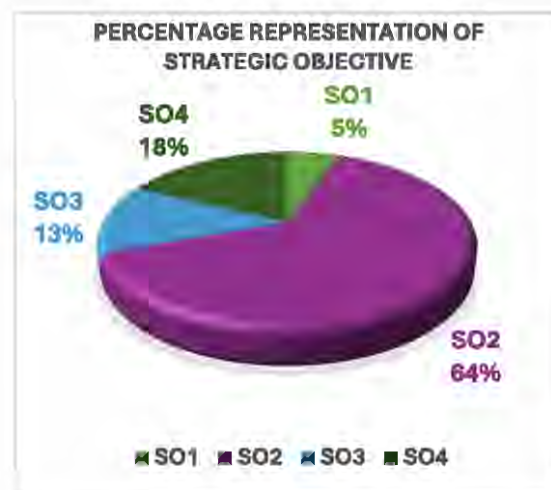
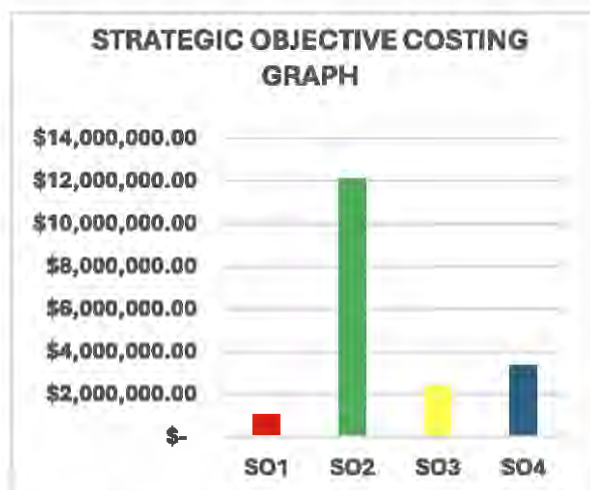
5.1 Plan Cost Estimates

The financial requirements for implementing this Strategic Plan are derived from the totality of costs required to implement the actions associated with the various strategic objectives.

As shown in the table below, it will cost an estimated Eighteen Million, eight hundred and eighty-seven Thousand United States Dollars (US\$18,887,000.00) to implement the Plan over the five years.

No.	Strategic Objective	Estimated Costs (US\$)
1	Broaden, deepen, and strengthen policy/legal/regulatory frameworks	1,037,000.00
2	Strengthen the adjudication and documentation of land rights	12,087,000.00
3	Develop a land use and management framework	2,410,000.00
4	Strengthening service delivery and organizational development	3,353,000.00
TOTAL		18,887,000.00

The graph and chart below show the costing and percentage of each of the four strategic objectives (thematic areas):



5.2 Financing the Plan

The successful implementation of this Plan will require maximum resource support, particularly from the donor community. This is because although the government is highly supportive of land reforms, its fiscal resources are not sufficient to provide the necessary support to undertake these reforms. This is partly because of other competing demands like infrastructure, roads, education, health, and power. The enormous needs across the whole of

government make it virtually impossible for any sector and/or institution to get what is fully required to implement its plans and programs. Notwithstanding its financial constraints, the government commits to underwriting 25% of the total cost of the budget as a demonstration of its commitment to land governance reforms.

In this regard, the LLA solicits the continued understanding and goodwill of the international community to defray the anticipated 75% funding gap. If Liberia is to sustain its hard-won peace, consolidate the gains of the past twenty-two years, and take a quantum leap into political, social, and economic advancement, land reforms must be continued on a sustained basis. Effective funding is thus mandatory, and long-term donor commitments are required.

6.0 Priority Action Programs (PAPs)

Although this Strategic Plan is for the next five years, there are certain actions that must be performed within the first year, preferably commencing almost immediately. Below, we identify and catalogue these programs and justify their urgency.

6.1 Support for Staff Capacity Building through Training

The LLA commenced organizational development on a good footing. In 2021, the institution developed a five-year Training Plan, which outlined all the training capacity gaps that existed within the institution at the time the plan was prepared. With enormous support from donor partners, including the United Nations System, the former World Bank-funded Liberia Land Administration Project, and the former Swedish Government-supported Inclusive Land Administration and Management Project, the LLA began the implementation of the Training Plan by sending a good number of its staff for training in various disciplines, including land disciplines, both in and out of Liberia. Additionally, there have also been a series of training workshops and seminars conducted both in and out of the country to give professional hands-on training to staff. Whilst this is commendable, it is to a large extent, a tip of the iceberg given the high level of training, particularly in land disciplines, that is needed to have the LLA fully functional at the headquarters and county levels. There is an overarching need for capacity building through staff training now than ever. There have been tremendous improvements in technology within the land sector, to which the LLA needs to be on par with; there is also a need for human capacity development to meet the highly efficient growth of other sub-regional countries. The LLA further needs rigorous internal administrative capacity development for all staff and in all fifteen counties.

6.2 Support for the Implementation of the Land Rights Act

A Land Rights Act has also given the LLA sufficient teeth to bite by placing the implementation and actualization of the land under its auspices. Also, for the first time in the history of Liberia, there is a law that clearly defines the rights of people and local communities to land. It also distinguishes government lands from public lands. It provides the legal framework for security of tenure and protection of land resources, including the environment. Moreover, regulations for the implementation of the Act, particularly for customary land, have been developed, likewise a field manual for the registration of customary land. Most important, however, is funding to assist these rural communities in having full ownership of their land by helping them acquire customary statutory deeds at the community level, as provided in the law.

6.3 Support to ensure the implementation of the Local Government Act

The Local Government Law provides a level plain field to be utilized by the LLA for the implementation of the LRA. It devolves political powers to regions, decentralizes administrative and fiscal governance, and increases the participation of the people in national decision-making. Given the critical and multi-dimensional importance of land, the Local Government Law provides an enabling foundation and platform for land rights governance and administration. The LLA had galvanized support and established strong stakeholder

engagement for the land stakeholders at the community level to ensure that the law is effective at that level. Additionally, the LLA is collaborating with the Ministry of Internal Affairs to ensure the implementation of the law regarding the provision of land deed registration services at service centers across the country, as well as providing technical support for administrative boundaries issues, among others.

6.4 Operationalization of County Land Boards

The LLA has made tremendous efforts to ensure the decentralization of its activities in all counties, evidenced by the setting up of County Land Offices in all counties and providing minimum staffing to ensure their running. Unfortunately, the Authority has been challenged with the operationalization of County Land Boards, as required by the LLA Act. In addition to supporting the Authority in undertaking its land governance responsibilities, as provided in subsection 8.1(a) of the Act, county land boards, when operationalized, will be relied upon to advance recommendations related to priorities for government, public, and private land in the counties, according to the LLA Act. Furthermore, their operationalization will strengthen the cord between the LLA, Local Government, the Communities, CSOs, and other stakeholders in the land sector.

Given the above, technical and financial support is required to complete the standard operating procedures (SoP), which will guide the county land boards to effectively carry out their responsibilities, and some operational support once they are set up.

6.5 Development of Communications Strategy

Land reforms require the consistent engagement of stakeholders. The people, through all available means, need to be informed, educated, and communicated concerning land issues. A communications strategy shall be developed and employed as early as possible. This Strategy shall include the engagement of donors, as well as civil society organizations, particularly those having an interest in the land sector.

6.6 Establishment of Institutional Coordination Mechanism

There are many public land-user institutions, agencies, and stakeholders. These include the Ministry of Agriculture, the Forestry Development Authority, the Environmental Protection Agency, and other stakeholders. To harmonize and coordinate land-related research, policies, and actions, an Institutional Coordination Mechanism, involving all government land-user institutions, shall be established soonest possible.

7.0 Implementation Framework

7.1 Key Risks and Risk Mitigations

Land reforms will encounter some risks. How these risks are attended will impact the reforms and their outcomes. Below, four key risks are identified, and how these risks could be mitigated are recommended.

No.	RISK	MITIGATION ACTIONS
1	Meaningful and effective transfers of land functions from other agencies to the LLA could be tactfully resisted by participating entities.	LLA leadership should go beyond legalism and constructively engage heads of the relevant agencies in ways that cultivate their trust, interest, and participation. The intent should be to evolve their buy-in on objectives, processes, and outcomes for the common good. The message should be that they are all on the same team: TEAM LIBERIA
2	Land reforms may not be among the priorities of the government	LLA leadership, taking the lead along with a select group of civil society organizations (CSOs), should engage the government. Targeted personalities should include the President, Vice President, Speaker, Pro Tempore, the Minister of State for Presidential Affairs, and the relevant Committees of both houses in the Legislature. They should explain the urgency and benefits of land reforms in Liberia, as they relate to consolidating peace and stability, as well as promoting economic growth and development.
3	Limited fiscal space will constrain adequate government support to the Authority and land reforms	The LLA leadership should convince the government to demonstrate to donors its commitment to land reforms by obligating at least 25% of the budget of this Plan. Persons to engage are the President, the Speaker, the Senate pro Tempore, the Minister of Finance and Development Planning, and the Minister of State for Presidential Affairs, among others.
4	Land Reforms may not find the right mix of champions and drivers of change in government and civil society organizations.	Purposely identify and constructively engage individuals in government (ministries, agencies, state-owned enterprises) and civil society organizations to advocate for, champion, and drive land reforms. These should be people who are passionate about and committed to land reforms. They should become, over time, the faces of land reforms in Liberia. They should have a set of clear messages that are consistently and sustainably delivered at various levels of society.

7.2 Strategic Plan Implementation Management

This Plan demands meticulous implementation. No Plan is complete until someone or body has the responsibility to implement it. A Strategic Plan Implementation Management Committee must be established to oversee and coordinate implementation. The Committee will be appointed and headed by the Chairman of the LLA. The Committee will provide leadership and guidance in plan implementation, track implementation targets and timelines, monitor and evaluate implementation progress, and resolve implementation challenges. Specifically, the Committee will hold actors accountable for agreed actions, deliverables, and timelines.

A meeting of the Strategic Plan Implementation Committee will be held at least once every four months to take inventory of where each component of the plan is with respect to progress made (or the lack of it) and take required actions warranted, if any.

7.3 Communications Strategy

Towards enhancing plan implementation, a Communications Strategy will be developed and implemented. Particularly, the Communications Strategy will cover the need for effective information, education, and communication on the Plan and other relevant policies and laws. It will be implemented to sensitize all stakeholders and increase public awareness of land issues.

7.4 Stakeholders' Engagement

This plan relies on the continuous engagement of stakeholders. A Stakeholders' Forum established by the LLA for briefing and consulting with stakeholders on activities of the LLA and of Plan implementation must be sustained and maintained. Since the Forum will provide an opportunity for stakeholders and the LLA to exchange information and experiences, as well as monitor implementation progress overall. For effectiveness, the forum must be convened by the LLA on a regular basis.

While this plan is for the LLA, some elements contained in it involve other stakeholders such as surveyors, cartographers, appraisers, valuers, land sector CSOs, and architects. The LLA will engage apex organizations of these stakeholders towards understanding their perspectives and needs.

7.5 Donors' Engagement

This plan depends on the substantive support of donors, and as such, as needed in stakeholders' engagement, continuous donors' engagement is an essential dimension of implementation. The LLA shall ensure that Donors' Forum established must be retain for sustainability, coordination, and funding.

7.6 Monitoring and Evaluation

The Plan lends itself to continuous monitoring and evaluation. Lessons learned from ongoing and past experiences must be accentuated. Progress reports must be derived from periodic reviews. As part of the monitoring and evaluation efforts, a matrix shall be designed to capture relevant information and data on the implementation of the plan.

8.0 Appendix

Summary of Strategic Objectives, Key Actions, Timelines, Actors and Costs

Strategic Objective Mandate Area 1: Broaden, deepen and strengthen legal, policy and regulatory frameworks.

No.	Actions/Key Activities	2025	2026	2027	2028	2029	Actors	Cost (US\$)	Alignment to AAID (FOUR)
1	Develop implementation tools for implementation of LLA Act and LRA						LLA, stakeholders	175,000.00	PILLAR FOUR: GOVERNANCE AND ANTI-CORRUPTION STRATEGIC GOAL: Build accountable and effective institutions that can promote value for money service delivery, prevent and combat corruption and deepen decentralized governance. OBJECTIVES: Sustain peace and enhance community social cohesion through effective and efficient land governance and management services Keys Targets: Demarcate and harmonize local government boundaries Identify and operationalize local communal farming and agricultural sites for new agri-business investors Digitize 30% of new and existing land
2	I. Review the surveying and mapping components of the Land Administration Policy and enact a new Surveying and Mapping law						LLA, Surveyors Licensing & Registration Board, LISGIS, APLSUL,	150,000.00	
3	I. Develop draft regulation for the acquisition of Public and Government Lands;						LLA, stakeholders	45,000.00	
4	I. regulation on						LLA, LRA	87,000.00	

	land					stakeholders		deeds
	II. Develop Land Valuation Bill							Develop a National Spatial Plan Establish the National Cadastre
	III. Develop Interim Guideline for land/property valuation							Key Interventions; Program 28: Support the development of local communal farming, agribusiness value chains, and trade fairs Implement minimum standards for the chartering of cities
5	I. Develop law and regulations on title and Deed registration					LLA, LRA stakeholders	80,000.00	Create physical boundary delimitations and implementing urban toponymy Establish a national cadastral system
6	I. Develop SOP for the establishment of the CLB					LLA, MPW, MIA	80,000.00	Program 34: Forestry, Ecosystem Conservation and Restoration Strengthen and enforce forest regulations
	II. Operationalize the National Consultative Forum (NCF), as required by the LLA Act							Key Intervention:
	III. Review and update the SOPs for CLOs as the need arises							1. Gazettement of proposed protected areas (feasibility studies)
7	I. Develop a Gender Equity					LLA, stakeholders	120,000.00	2. Improvement of national programs and policies to enhance forest carbon stocks in line with the NDC 3. Promotion of sustainable

		Bill on land;								community forest management, including guidelines for sustainable resource extraction 4. Promotion of sustainable community forest management, including guidelines for sustainable resource extraction
8	I.	Develop a communications strategy on land reform issues					LLA, stakeholders	60,000.00		
9							LLA, MIA stakeholders	60,000.00		
10	I.	Develop a communications strategy for implementation of the Strategic Plan					LLA,	60,000.00		
11	I.	Train local authorities on the M&E process of Land Use Planning development and management.					LLA, MIA	120,000		
	Total SO 1							\$1,039,000.00		

Strategic Objective Mandate Area 2: Strengthen the adjudication and documentation of land rights by surveying, mapping, and deeding the entire land mass of Liberia.

No.	Actions/Key Activities	2025	2026	2027	2028	2029	Actors	Cost (US\$)	Alignment to AAID (FOUR)
1	I. Complete the systematic land titling and issuance of title deeds in the Doe Community adjudication area, and initiate rollout of titling activities in at least three other existing adjudication areas. II. Finalize the inventory and titling of government lands in Bensonville and consolidate existing cadastral paper maps into a unified digital system. III. Initiate the establishment of a functional National Land Administration System (LAS) that integrates the national cadastre. IV. Develop and implement the necessary infrastructural and institutional framework for the operationalization of the LAS, including the densification and integration of a national geodetic						LLA, MOJ, MFDP, MIA, affected communities, Judiciary & Partners	10,000,000.00	PILLAR FOUR: GOVERNANCE AND ANTI-CORRUPTION STRATEGIC GOAL: <i>Build accountable and effective institutions that can promote value for money service delivery, prevent and combat corruption and deepen decentralized governance.</i> OBJECTIVES: <i>Sustain peace and enhance community social cohesion through effective and efficient land governance and management services</i> Keys Targets: 1. Demarcate and harmonize local

	reference network, data standards, IT infrastructure, and institutional coordination mechanisms. V. Procure state-of-the-art, survey-grade equipment to support accurate and efficient land data collection, mapping, and adjudication processes. VI. Procure Land valuation equipment; VII. Procure essential equipment and infrastructure to support a digital land information repository.								government boundaries 2. Identify and operationalize local communal farming and agricultural sites for new agri-business investors 3. Digitize 30% of new and existing land deeds 4. Develop a National Spatial Plan 5. Establish the National Cadastre
2	I. coordinate with the Liberia Revenue Authority (LRA) to develop a land valuation program that provides specific and reliable land value data for tax purposes. II. Initiate and implement joint land valuation projects with the LRA to support property taxation.						LLA, LRA, MIA, Mayors	500,000.00	Key Interventions; Program 28: 1. Support the development of local communal farming, agribusiness value chains, and trade fairs 2. Identify local communal farming

3	I. Establish procedures for the entry and integration of land information into the repository.					LLA & Partners	1,000,000.00	and agricultural sites for new agri-business economic operators
4	I. Convene technical working sessions with all departments in LLA for the development of the Customary Land Development and Management Committee (CLDMC) training manual and conduct Training of Trainers (ToT) on the finalized manual. II. Hold consultations with local community stakeholders on the development of a customary boundary dispute resolution guide, and on Customary Land Formalization (CLF) processes and procedures, and establish an inter-agency coordination mechanism with relevant institutions to support					LLA, MIA MOJ, & Partners	170,000.00	3. Create physical boundary delimitations and implement urban toponymy 4. Establish a national cadastral system 5. Provide deed titling services 6. Establish a Land Management Information System 7. Strengthen land and real property valuation

	implementation.								
5	I. Conduct desk review and studies on the establishment of land and property market.						LLA, LRA, MIA, professional associations, Financial Institution	95,000.00	
6	I. Coordinate with MACs for the establishment of the national spatial data infrastructure, and reconstitute the National Spatial Data Technical Working Group; II. Coordinate with relevant MACs to develop draft National Spatial Data Law						LLA, Partners	475,000.00	
Total SO 2		\$ 12,087,000.00							

Strategic Objective Mandate Area 3: Develop and Adopt a Framework (Policies, Law, Regulations, and Protocols) for Land Use Planning and Management

No.	Actions/Key Activities	2025	2026	2027	2028	2029	Actors	Cost (US\$)	Alignment to AAID (FOUR)
1	I. BoC approval of the National Land Use and Management Policy; II. Develop						LLA Stakeholders &	750,000.00	PILLAR FOUR: GOVERNANCE AND ANTI-CORRUPTION STRATEGIC GOAL: <i>Build accountable and effective institutions that can promote value for money</i>

	guidelines on Wetland, Watershed, beach front, Waterways, development control for national zoning law, and Urban Planning Guidelines; III. Develop a National Comprehensive Land Use and Management Plan; IV. Collaborate with MPW to update/amend the National Zoning Law; V. Develop Street vending regulations in collaboration with local authorities							<i>service delivery, prevent and combat corruption and deepen decentralized governance.</i> OBJECTIVES: <i>Sustain peace and enhance community social cohesion through effective and efficient land governance and management services</i> Keys Targets: <i>1. Demarcate and harmonize local government boundaries</i> <i>2. Identify and operationalize local communal farming and agricultural sites for new agri-business investors</i> <i>3. Digitize 30% of new and existing land deeds</i> <i>4. Develop a National Spatial Plan</i> <i>5. Establish the National Cadastre</i> Key Interventions; Program 28: <i>1. Support the development of local communal farming, agribusiness value chains, and trade fairs</i> <i>2. Support the identification and marketing of local touristic sites</i> <i>3. Identify local communal farming and agricultural sites for new agri-business economic</i>	
2	I. Research and adopt a land use classification system. II. Conduct inventory and deeding of						LLA, MOA, , FDA, MPW, EPA, MIA, MME, Universities	1,000,000.00	

	Government and Public Lands; III. Finalize Regulation on Vetting and Validation of tribal Certificates. IV. Develop Land Use Plans for Customary communities implementing the CLF processes; V. Support local government authorities to develop Land Use Plan and development controls; VI. Formalize informal settlements on Public and government Lands in urban areas. VII. Conduct environmental baseline studies and periodic monitoring to assess							operators 4. Strengthen rural and urban spatial planning 5. Strengthen institutional capacity in land management and governance 6. Implement minimum standards for the chartering of cities Program 34: Forestry, Ecosystem Conservation and Restoration Key Targets: 1. Reduce the national deforestation rate by 50% 2. Restore at least 10,000 ha of degraded forestlands, including coastal wetlands and mangrove ecosystems 3. Catalogue 100% of water catchments in forest areas (Land Use) 4. Increase urban canopy cover in 5 cities (Paynesville, Monrovia, Buchanan, Gbarnga, and Gompa) to 50% 5. Strengthen and enforce forest regulations 6. Plant 2,000,000 trees along major roads in six counties (Land Use) 7. Increase the sustainable
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		encroachment and violations on Wetlands, Watersheds, Beachfronts, and Waterways; VIII. Establish a national digital reporting and compliance system for environmental infractions related to land use in sensitive ecosystems; IX. Awareness on land use development & management, urban and rural areas								production of value-added wood products by 20%
										Key Interventions: 1. <i>Management of National Parks and improvement of land use planning around Protected Areas (PAs) and Proposed Protected Areas (PPAs)</i> 2. <i>Restoration of degraded forestlands and increasing urban canopy and the planting of additional trees in green corridors</i> 3. <i>Implementation of the National REDD+ Strategy</i> 4. <i>Implementation of reforestation including mangroves and afforestation activities in degraded areas</i> 5. <i>Conservation and protection of water catchments around hydropower and municipal water supply sources.</i> 6. <i>Program 14: Road Network and Safety</i> 7. <i>Strategic Policy 8: Transport and Logistic</i> 8. <i>Strategic Objective: Enhance the efficiency and reliability of</i>
3	I.	Harmonize related Land Use policies and Laws across MACs						LLA, MOA, MPW, MIA, FDA, EPA	160,000.00	
4	II.	Conduct land use planning training for communities and local authorities;						LLA, MIA, , FDA, EPA and stakeholders	500,000.00	

									<i>the transportation network, facilitating the movement of goods and people.</i> 9. <i>B. Integrated land use and transport planning: An integrated approach to land use and transport planning is essential, especially in urban areas. By coordinating transportation development with urban planning, Liberia can create environments that support public transport and reduce dependence on personal vehicles, ultimately leading to a more sustainable urban transport system.</i>
	Total SO 3	\$ 2,410,000.00							

Strategic Objective Mandate Area 4: Strengthen the delivery of land services, staff capacity, and organizational development of the Liberia Land Authority.

No.	Actions/Key Activities	2025	2026	2027	2028	2029	Actors	Cost (US\$)	Alignment to AAID (FOUR)
1	✓ Review, integrate, and streamline the existing business processes within the land						LLA, LRA, MFDP, LIPA, Universities, MoJ	60,000.00	PILLAR FOUR: GOVERNANCE AND ANTI-CORRUPTION STRATEGIC GOAL: <i>Build accountable and effective institutions that can promote value for money service delivery, prevent and combat</i>

	sector: ✓ To put in place a system for electronic revenue transfer across the Country ✓ Finalize and approve the fees regime for land and land-related services and fines ✓ Conduct additional training for customer service staff ✓ Enhance the existing one-stop-shop customer service center for the provision of land services; ✓ Develop and approve SOPs for LLA's							<i>corruption and deepen decentralized governance.</i> OBJECTIVES: <i>Sustain peace and enhance community social cohesion through effective and efficient land governance and management services</i> Keys Targets: 1. <i>Demarcate and harmonize local government boundaries</i> 2. <i>Identify and operationalize local communal farming and agricultural sites for new agri-business investors</i> 3. <i>Digitize 30% of new and existing land deeds</i> 4. <i>Develop a National Spatial Plan</i> 5. <i>Establish the National Cadastre</i> 6. <i>Key Interventions; Program 28:</i> 7. <i>Support the development of local communal farming, agribusiness value chains,</i>
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	operation								<i>and trade fairs</i> <i>8. Provide deed titling services</i>
2	I. Construct and equip all County Land Offices; II. Review and update the existing Training Plan III. Professional training for County Land staff						LLA, MIA, MOJ, Judiciary Partners	2,000,000.00	
3	I. Coordinate with the MPW and LRA to finalize the full transfer of Zoning and property valuation staff, and , assets						LLA, MPW-, LRA, MFDP, CSA & Partners	15,000.00	
4	I. Review, update and approve existing LLA						LLA, CSA, & GC	10,000.00	

	Organogram								
5	I. Establish taskforce for the enforcement of all LLA operations							50,000.00	
6	I. Locate a suitable land for the LLA HQ; II. Design blueprint for the LLA HQ; III. Mobilize funding for the construction of LLA HQ; IV. Construct a built-for-purpose LLA HQ; V. Furnishing of LLA HQ.						LLA	1,200,000.00	
7	I. Strengthen donors' engagement in a way that increases						LLA & Stakeholders	50,000.00	

	donors' confidence and trust in land reforms in Liberia with a view to continuously mobilize their support.								
8	I. Source operational fund for the Surveyors Licensing and Registration Board;						LLA Donors and	150,000.00	
	Total SO 4	\$ 3,535,000.00							

Submitted upon approval of the Board of Commissioners of the Liberia Land Authority, under my signature and the official seal of the Authority, on this _____ day of _____, A.D. 2025.

Approved: _____

Samuel F. Kpakio
CHAIRMAN
LIBERIA LAND AUTHORITY

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