

2024 Policy Brief on Health Financing in Liberia

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FOREWORD

The health sector in Liberia stands at a critical juncture, facing both significant challenges and tremendous opportunities. As the country strives to rebuild and strengthen its healthcare system, it is imperative to take stock of where we are and what needs to be done to ensure that every Liberian has access to quality healthcare. This policy brief is a timely and essential document that aligns with President Joseph Boakai's ARREST AGENDA, which prioritizes the revitalization of Liberia's health sector, with a focus on increasing funding, improving infrastructure, and enhancing public health emergency preparedness.

Over the past years, Liberia has made notable progress in bolstering its public health infrastructure, particularly through the establishment of the National Public Health Institute of Liberia (NPHIL). NPHIL has been instrumental in enhancing the country's capacity to respond to public health emergencies, ensuring that Liberia is better prepared to manage disease outbreaks and other health crises. However, despite these advances, the health sector continues to grapple with significant challenges, primarily due to limited budgetary allocations, low economic growth, and the absence of a dedicated health financing model.

This policy brief provides a comprehensive analysis of the current state of Liberia's health system under the leadership of President Boakai, focusing on the 2024 proposed budget and the implications of continued underfunding. It also offers evidence-based insights into the potential challenges the health sector may face if these issues are not addressed and propose actionable recommendations to secure a more resilient and responsive healthcare system for all Liberians.

As we move forward, it is clear that innovative solutions are needed to bridge the funding gaps that threaten to undermine the progress made thus far. This brief calls on policymakers to fulfill their responsibilities by exploring new avenues for health financing and by adhering to international commitments that prioritize health as a fundamental human right. Moreover, it underscores the critical role that civil society organizations, such as Naymote, must play in advocating for equitable health outcomes and in holding the government accountable for its promises.

In conclusion, this policy brief serves as both a roadmap and a call to action. It is a reminder that while challenges remain, there is also a tremendous opportunity to build a healthcare system that is not only stronger but also more inclusive and resilient. Together, we can ensure that the health and well-being of all Liberians are safeguarded, now and in the future.

Kind Regards,

Eddie D. Jarwolo Executive Director

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EXECUTIVE SUMMARY



Liberia's health sector is grappling with a myriad of challenges that threaten the well-being of its population. Despite efforts to improve health outcomes, the country faces persistent underfunding, inadequate infrastructure, and a shortage of skilled healthcare workers, particularly in rural areas. The situation is exacerbated by heavy reliance on donor funding and insufficient government budget allocations, which lead to significant gaps in service delivery and access to healthcare. Furthermore, the health sector's capacity to respond to public health emergencies remains weak, as evidenced by the challenges encountered during the Ebola and COVID-19 pandemics (WHO, 2022).

The new administration under President Joseph N. Boakai, inaugurated in January 2024, has outlined its vision for Liberia's development through the ARREST agenda. This agenda emphasizes the importance of Agriculture, Roads, Rule of Law, Education, Sanitation, and Tourism as key sectors to reverse economic stagnation. Within this framework, strengthening healthcare financing and enhancing public health emergency preparedness is crucial for ensuring a resilient and responsive health system (Boakai, J. (2024). This policy brief, developed by Naymote Partners for Democratic Development, presents an in-depth analysis of Liberia's health sector and offers strategic recommendations to address these pressing issues.

INTRODUCTION



The health sector in Liberia is at a critical juncture, facing significant challenges that require urgent and sustained attention. The country's healthcare system has long been underfunded, with a heavy reliance on donor support and insufficient government allocations. This has resulted in inadequate infrastructure, a shortage of essential medical supplies, and a limited health workforce, particularly in rural areas. The consequences are stark: many Liberians, especially those in remote regions, lack access to quality healthcare, leading to poor health outcomes and high mortality rates (WHO, 2022).

The economic context further complicates the situation. Liberia's economy, which grew by 4.7% in 2023, is still recovering from the impacts of the COVID-19 pandemic and previous public health crises such as the Ebola outbreak. The fiscal deficit remains high, with limited resources available for critical sectors, including healthcare. Inflationary pressures, particularly on food and transport, have exacerbated the already precarious living conditions for many Liberians, contributing to widespread malnutrition and stunting among children (World Bank, 2023).

President Joseph N. Boakai's administration has recognized the need for comprehensive reforms to address these challenges. The ARREST agenda, which focuses on key sectors like Agriculture, Roads, Rule of Law, Education, Sanitation, and Tourism, provides a framework for holistic development. Within this agenda, improving healthcare financing and public health emergency preparedness is essential to building a resilient health system that can meet the needs of Liberia's population (Boakai, J. (2024) The ARREST AGENDA).

This policy brief, prepared by Naymote Partners for Democratic Development, provides a detailed analysis of the current state of Liberia's health sector, identifies key challenges, and offers recommendations for strengthening healthcare financing and public health emergency preparedness in Liberia. The brief draws on insights from ongoing World Bank-financed projects and other international support, highlighting the need for increased investment and strategic policy interventions.

LIBERIA'S HEALTH SECTOR: LEGAL AND POLICY FRAMEWORKS

Liberia's healthcare system is underpinned by a legal and policy framework designed to ensure universal health coverage, equity, and access to quality healthcare for all citizens. The framework is guided primarily by the National Healthcare Law, which is still undergoing legislative processes. The National Health Policy and Plan, first drafted in 2007, has been revised multiple times to align with the changing health needs of the population and the evolving global health landscape. Key milestones within this framework include the adoption of the Essential Package of Health Services (EPHS) and the establishment of the Liberia Health Equity Fund (LHEF). These initiatives are central to Liberia's commitment to achieving universal health coverage and reducing health disparities across the country (World Bank, 2023).

However, despite these efforts, Liberia's health sector continues to face significant challenges, particularly in terms of financial sustainability and governance. The healthcare system's persistent reliance on external funding has created vulnerabilities, particularly in times of global economic uncertainty. Furthermore, weak governance structures have hindered the effective implementation of health policies and the efficient use of resources, making it difficult to achieve the intended health outcomes.

a. Establishment of the National Public Health Institute of Liberia (NPHIL)

A significant development in Liberia's health sector was the establishment of the National Public Health Institute of Liberia (NPHIL) in 2017. The creation of NPHIL was a direct response to the lessons learned from the devastating Ebola virus outbreak that struck Liberia and neighboring countries in West Africa from 2014 to 2016. The outbreak exposed critical weaknesses in Liberia's public health infrastructure, including inadequate disease surveillance, insufficient laboratory capacity, and limited public health emergency response capabilities (WHO, 2022).

NPHIL was established with a clear mandate to complement the Ministry of Health by focusing on disease prevention and control, health promotion, and the strengthening of public health systems. Its key responsibilities include:

- **Disease Surveillance and Response:** NPHIL is tasked with leading national efforts in disease surveillance, ensuring that emerging public health threats are detected early and responded to effectively. This includes the monitoring of infectious diseases, non-communicable diseases, and other health conditions that pose a risk to public health.
- Laboratory Services and Diagnostics: The institute is responsible for enhancing the country's laboratory capacity, which is crucial for accurate and timely diagnosis of diseases. This includes the establishment and maintenance of a network of laboratories capable of conducting a wide range of diagnostic tests, including those for infectious diseases like Ebola and COVID-19.
- **Public Health Research:** NPHIL researches to inform public health policies and practices in Liberia. This involves the collection, analysis, and dissemination of health data, as well as the implementation of research studies aimed at understanding the determinants of health and the effectiveness of interventions.
- Health Promotion and Education: The institute plays a critical role in promoting health education and awareness among the Liberian population. This includes the development and dissemination of public health messages, the implementation of health promotion campaigns, and the engagement of communities in health-related activities.
- **Emergency Preparedness and Response:** NPHIL is central to Liberia's public health emergency preparedness and response efforts. The institute is responsible for coordinating the country's response to public health emergencies, including outbreaks of infectious diseases, natural disasters, and other events that threaten public health.
- Partnership and Collaboration: NPHIL works closely with the Ministry of Health, international organizations, non-governmental organizations, and other stakeholders to strengthen Liberia's public health system. This includes coordinating efforts to improve health security, enhance public health infrastructure, and ensure that public health initiatives are aligned with national and international priorities.

b. NPHIL's Role in the National Health Policy and Plan

NPHIL's establishment was a significant milestone in Liberia's health sector, marking a shift towards a more proactive and preventive approach to public health. The institute's work is closely aligned with the goals of the National Health Policy and Plan, particularly in the areas of disease prevention, health promotion, and public health emergency preparedness.

The integration of NPHIL into Liberia's health system reflects the country's commitment to building a resilient health infrastructure capable of responding to current and future health challenges. By complementing the work of the Ministry of Health, NPHIL helps to bridge gaps in the health system, ensuring that Liberia is better equipped to prevent and control diseases, promote health, and respond to public health emergencies.

While NPHIL has made significant strides since its establishment, challenges remain. These include limited funding, inadequate human resources, and the need for stronger governance and accountability mechanisms. To address these challenges, there is a need for increased investment in NPHIL's infrastructure and operations, as well as enhanced collaboration with international partners to leverage technical and financial support.

Furthermore, the full enactment of the National Healthcare Law and the continuous updating of the National Health Policy and Plan is crucial for providing a robust legal and policy framework that supports NPHIL's mandate and ensures the sustainability of Liberia's health sector. Strengthening the governance structures within NPHIL and across the health sector will also be key to improving the efficiency and effectiveness of public health interventions in Liberia (WHO, 2022).

THE STATE OF THE HEALTH IN LIBERIA

c. Persistent Underfunding

Liberia's health sector is heavily reliant on donor funding, which accounts for a substantial portion of its budget. While international support has been instrumental in addressing some of the country's health challenges, the dependence on external funds is unsustainable and leaves the health system vulnerable to funding shortfalls.

Government allocations to the health sector are insufficient, leading to significant gaps in service delivery, particularly in rural areas where healthcare needs are most acute. The fiscal deficit, which stood at 5.5% of GDP in 2023, further constrains the government's ability to increase health sector funding (LISGIS, 2023).

To comprehensively understand the extent of underfunding in Liberia's health sector, it is essential to analyze healthcare spending relative to the country's Gross Domestic Product (GDP). This provides a clearer picture of the government's commitment to health expenditure in the context of overall economic performance. Below is the expanded table including healthcare spending as a percentage of GDP for fiscal years 2021 to 2024:

Year	Budget	% of Total Budget	% of Health Spending	% of GDP in billions
2021	86,956,420	11.8	2.8	3.1
2022	78,368,300	10.0	2.4	3.3
2023	74,271,692	9.5	2.2	3.4
2024	75,501,210	10.9	2.1	3.6

Sources: National Budget (2021, 2022, 2023, and 2024): and World Bank. (2023). Liberia Economic Update: Navigating Uncertain Times. World Bank Group.

Detailed Breakdown and Analysis

1 Fiscal Year 2021

- Health Budget: \$86,956,420

% of Total National Budget: 11.8%Health Spending as % of GDP: 2.8%

- Estimated GDP: \$3.105 billion

Analysis:

In 2021, Liberia allocated approximately 11.8% of its national budget to health, translating to 2.8% of the country's GDP. While the percentage of the national budget allocated to health was relatively higher compared to subsequent years, it still fell short of the 15% target set by the Abuja Declaration. The health spending as a percentage of GDP was also below the 5% minimum recommended by the World Health Organization (WHO) to achieve universal health coverage, indicating inadequate investment in the health sector relative to the country's economic capacity (WHO, 2023).

2 Fiscal Year 2022

- Health Budget: \$78,368,300

% of Total National Budget: 10.0%Health Spending as % of GDP: 2.4%

- Estimated GDP: \$3.273 billion

In 2022, there was a decrease in both the absolute health budget and its proportion of the national budget, dropping to 10%. Health spending as a percentage of GDP also declined to 2.4%. This reduction occurred despite economic growth, suggesting a de-prioritization of health spending amidst competing fiscal demands. The continued shortfall from international benchmarks underscored persistent underfunding challenges (World Bank 2023).

3 Fiscal Year 2023

- Health Budget: \$74,271,692

% of Total National Budget: 9.5%Health Spending as % of GDP: 2.2%

- Estimated GDP: \$3.375 billion

The trend of declining health investment continued in 2023, with the health budget constituting only 9.5% of the national budget and 2.2% of GDP. This downward trajectory in health spending occurred despite ongoing health challenges and the aftermath of the COVID-19 pandemic, further straining the already fragile health system and increasing dependency on donor funding to meet essential health needs (World Bank 2023).

4 Fiscal Year 2024

- Health Budget: \$75,501,210

- % of Total National Budget: 10.9%

- Health Spending as % of GDP: 2.1%

- Estimated GDP: \$3.55 billion

In 2024, there was a slight increase in the percentage of the national budget allocated to health, rising to 10.9%. However, health spending as a percentage of GDP further declined to 2.1%, indicating that increases in health funding did not keep pace with economic growth. This level of investment remains significantly below international recommendations and highlights the urgent need for the government to prioritize health financing to ensure sustainable and effective health service delivery.

d. Infrastructure and Resources Underfunding

The state of healthcare infrastructure in Liberia is inadequate, with many facilities lacking essential medical equipment and supplies. The World Bank's ongoing projects, such as the Institutional Foundations to Improve Services for Health (IFISH) Project, have provided much-needed support in rehabilitating primary health centers and constructing new facilities, including a 155-bed hospital for maternal and child health services.

However, these efforts are not enough to meet the growing demands of the population. Rural areas, in particular, suffer from a severe lack of healthcare infrastructure, making it difficult for residents to access timely and quality care. The limited availability of core health workers further exacerbates the situation, leading to overcrowded facilities and long wait times.

e. Health Workforce and the Quality of Care

Liberia faces a critical shortage of healthcare professionals, particularly in rural areas. This shortage is compounded by inadequate training, poor working conditions, and the brain drain of skilled workers in other countries. The World Bank has supported specialized training in nursing and midwifery and performance-based financing schemes to improve the availability and quality of core health workers.

However, these initiatives need to be scaled up to address the workforce gap effectively. The quality of healthcare in Liberia is inconsistent, with significant disparities between urban and rural areas. Ensuring that healthcare workers are well-trained, motivated, and retained is crucial for improving health outcomes across the country.

f. Access, Quality, and Affordability of Care

Access to healthcare in Liberia is hindered by geographical, financial, and cultural barriers. The cost of care is often prohibitive, especially for those living in poverty, and the quality of services varies significantly across the country. The ongoing World Bank-supported projects have helped improve access to essential medicines, vaccines, and reproductive, maternal, newborn, child, and adolescent health and nutrition (RMNCAH-N) services.

However, more needs to be done to ensure that all Liberians, regardless of their location or economic status, can access affordable and high-quality healthcare. Addressing these disparities is critical for reducing mortality rates and improving overall health outcomes.

g. Governance and Management

The governance and management of Liberia's health sector face significant challenges, including weak coordination, limited accountability, and inefficiencies in resource allocation. The World Bank's Health Security Program in West and Central Africa, which supports Liberia, emphasizes the importance of strengthening health systems to improve emergency preparedness and response.

However, there is still a need for stronger governance frameworks that ensure transparency, accountability, and effective use of resources. Improving governance in the health sector is essential for building a resilient system that can respond to current and future health challenges (World Bank 2023.

President Joseph Boakai Government Health Priorities-ARREST AGENDA

President Joseph Boakai's ARREST AGENDA prioritizes the revitalization of Liberia's health sector, with a focus on increasing funding for healthcare, improving infrastructure, and enhancing public health emergency preparedness. The agenda aims to strengthen the healthcare system's resilience, ensuring that it can respond effectively to the needs of the population and future public health emergencies. This policy brief aligns with the ARREST AGENDA, providing targeted recommendations to address the key challenges in healthcare financing and emergency preparedness (Boakai, J. (2024). The ARREST AGENDA).

The 2024 proposed budget reflects a significant increase in allocation to the health sector, indicating the government's commitment to addressing critical healthcare needs. Under President Boakai's leadership, the government aims to enhance healthcare delivery by focusing on the expansion of health infrastructure, recruitment and retention of healthcare professionals, and improvement of healthcare services across the country (Boakai, J. (2024). The ARREST AGENDA).

However, the analysis reveals that despite these efforts, the health system continues to face significant challenges, primarily due to the lack of a dedicated health financing model. While the increase in budgetary allocation is a positive step, it remains insufficient to fully address the systemic issues that have plagued Liberia's healthcare system for years.

a. Challenges Facing Liberia's Health Sector without a Dedicated Health Financing Model

Sustainability of Healthcare Funding: The current budgetary contributions, though increased, are heavily reliant on external donors and short-term funding mechanisms. Without a dedicated and sustainable health financing model, the sector is vulnerable to funding shortfalls, which could severely impact the availability and quality of healthcare services (World Bank, 2023).

- Infrastructure Deficiencies: Many healthcare facilities across Liberia remain under-resourced and in need of significant upgrades. The lack of consistent and adequate funding hampers efforts to modernize health infrastructure, leading to persistent gaps in service delivery, particularly in rural and hard-to-reach areas.
- Human Resources for Health: The recruitment and retention of skilled healthcare workers continue to be a challenge. The absence of a robust financing model to support competitive salaries, continuous professional development, and incentives exacerbates the shortage of qualified healthcare professionals, limiting the sector's ability to deliver quality care (WHO, 2022).
- Public Health Emergency Preparedness: Liberia's experience with the Ebola epidemic highlighted the critical need for a well-funded and responsive public health emergency preparedness system. Without a dedicated health financing model, the country risks being unprepared for future public health emergencies, potentially leading to devastating consequences (NPHIL, 2022).
- Access to Essential Medicines and Services: The health sector struggles to maintain a consistent supply of essential medicines and services, particularly for vulnerable populations. A dedicated financing model is necessary to ensure that these critical resources are available when needed, reducing preventable morbidity and mortality.

While the Joseph Boakai Government has demonstrated a clear commitment to improving healthcare through increased budgetary allocation and the ARREST AGENDA's focus on revitalization, the absence of a dedicated health financing model poses a significant threat to the sustainability and effectiveness of these efforts. To achieve lasting improvements in Liberia's health system, it is crucial to establish a health financing model that ensures adequate, predictable, and sustainable funding for the sector.

b. Contextualizing Against International Commitments and Recommendations

■ Abuja Declaration (2001)

- o **Commitment:** African Union member states, including Liberia, pledged to allocate at least 15% of their annual budgets to the health sector.
- o **Performance:** Throughout 2021-2024, Liberia's allocations ranged between 9.5% and 11.8%, consistently falling short of this commitment by a substantial margin.

WHO Recommendations

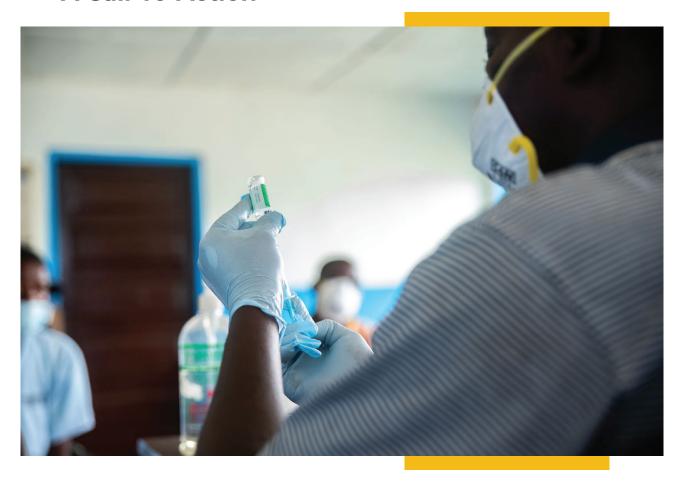
- o **Commitment:** The World Health Organization recommends that countries allocate a minimum of 5% of their GDP to health spending to move towards achieving universal health coverage.
- Performance: Liberia's health expenditure as a percentage of GDP ranged from 2.1% to 2.8% during this period, indicating less than half of the recommended investment level.

c. Implications of Underfunding

- Service Delivery Gaps: Insufficient funding has led to inadequate healthcare services, especially in rural and underserved areas like Gbarpolu, Grand Kru, and Maryland, contributing to poor health outcomes and high mortality rates.
- Infrastructure Deficits: Limited budgets have hindered the development and maintenance of essential health infrastructure, including dilapidated hospitals, clinics, and medical equipment.
- Human Resources Shortages: Underfunding affects the recruitment, training, and retention of healthcare professionals, leading to workforce shortages and compromised quality of care.
- **Reliance on Donor Funding:** Persistent underinvestment necessitates heavy dependence on external aid, which is often unpredictable and unsustainable, jeopardizing long-term health system stability.
- Public Health Emergency Preparedness: Limited resources constrain the country's ability to effectively prepare for and respond to public health emergencies, as evidenced during outbreaks like Ebola and COVID-19.

Recommendations:

A Call-To-Action



a. Increase Funding for Preventive and Curative Health

- Advocate for higher government budget allocations to reduce reliance on donor funding.
- Explore public-private partnerships to diversify funding sources.
- Strengthen the Liberia Health Equity Fund (LHEF) to ensure sustainable financing for essential health services.

b. Increase Funding for Public Health Emergency Preparedness and Response

- Establish secured accounts designated for funding outbreak response, ensuring resources are readily available when needed.
- Improve coordination between government agencies and international partners to enhance emergency response capabilities.
- Develop contingency plans and allocate resources for capacity building in public health emergency preparedness.

c. Enhance Health Infrastructure Development

- Invest in building and refurbishing healthcare facilities, with a focus on underserved rural areas.
- Ensure that healthcare facilities are equipped with modern medical equipment and essential supplies.
- Promote the use of telemedicine and other innovative solutions to bridge the gap in healthcare access.

d. Improve Health Workers' Quality and Productivity

- Implement comprehensive training and capacity-building programs for healthcare professionals.
- Improve working conditions, increase salaries, and provide incentives to retain skilled workers.
- Address the brain drain by creating opportunities for professional development and career advancement within Liberia.

e. Expand Access to Health

- Implement universal health coverage to make healthcare more accessible and affordable for all Liberians.
- Address geographical and financial barriers to healthcare, ensuring equitable access to services across the country.
- Promote health education and awareness to encourage preventive health practices.

f. Strengthen Community Involvement

- Engage communities in health planning and decision-making processes, ensuring that policies reflect local needs and priorities.
- Promote the establishment and strengthening of community health committees to support local health initiatives.
- Foster partnerships between community leaders and healthcare providers to improve health outcomes.

g. Implement Robust Monitoring and Evaluation

- Establish strong monitoring and evaluation (M&E) frameworks to track healthcare performance and the impact of health policies.
- Ensure transparency and accountability in the use of healthcare funds, with regular audits and public reporting.
- Use data-driven decision-making to guide health sector reforms and improve service delivery.

Conclusion

The significance of increasing health financing in Liberia is paramount, particularly in the face of limited budgetary allocations, a modest percentage of the national budget dedicated to health, and the challenges posed by low economic growth and GDP performance. These factors necessitate innovative approaches from health policymakers to ensure the sustainability and improvement of the healthcare system.

Since the establishment of the National Public Health Institute of Liberia (NPHIL), significant gains have been made in emergency preparedness and response. NPHIL has been instrumental in enhancing Liberia's capacity to detect and manage public health emergencies. However, the sustainability of these gains is contingent upon consistent and sufficient funding, which remains a critical challenge.

One of the most urgent needs is the prompt allocation of emergency preparedness and response funds. Delays caused by bureaucratic processes in government and health sector organizations can hinder timely responses to disease outbreaks, increasing the risk of these outbreaks escalating into larger epidemics. Therefore, streamlining the allocation process and ensuring that funds are readily available when needed is essential for effective emergency management.

Given the current economic constraints, health policymakers must explore innovative financing mechanisms to bridge the gap in healthcare funding. This could include public-private partnerships, health insurance schemes, or leveraging international aid and donor funding more effectively. Compliance with international health financing commitments, such as the Abuja Declaration, where African Union countries pledged to allocate at least 15% of their annual budgets to health, is also critical. Meeting these commitments will enhance health outcomes and strengthen Liberia's emergency response capacity.

Civil society organizations (CSOs) like Naymote play a vital role in advocating for increased health financing and holding the government accountable for its commitments. These organizations can amplify the voices of underserved communities, ensuring that their health needs are prioritized and disparities in health outcomes are addressed.

In conclusion, the need for innovative health financing solutions in Liberia is urgent. Health policymakers must prioritize the exploration of new funding mechanisms to sustain the progress made in emergency preparedness and to improve overall health outcomes. At the same time, civil society organizations must continue to advocate for better health outcomes and equitable access to healthcare. This collaborative effort is crucial for achieving the goals outlined in President Joseph Boakai's ARREST AGENDA and for ensuring a resilient and responsive healthcare system in Liberia.

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