



NATIONAL PORT AUTHORITY – NPA

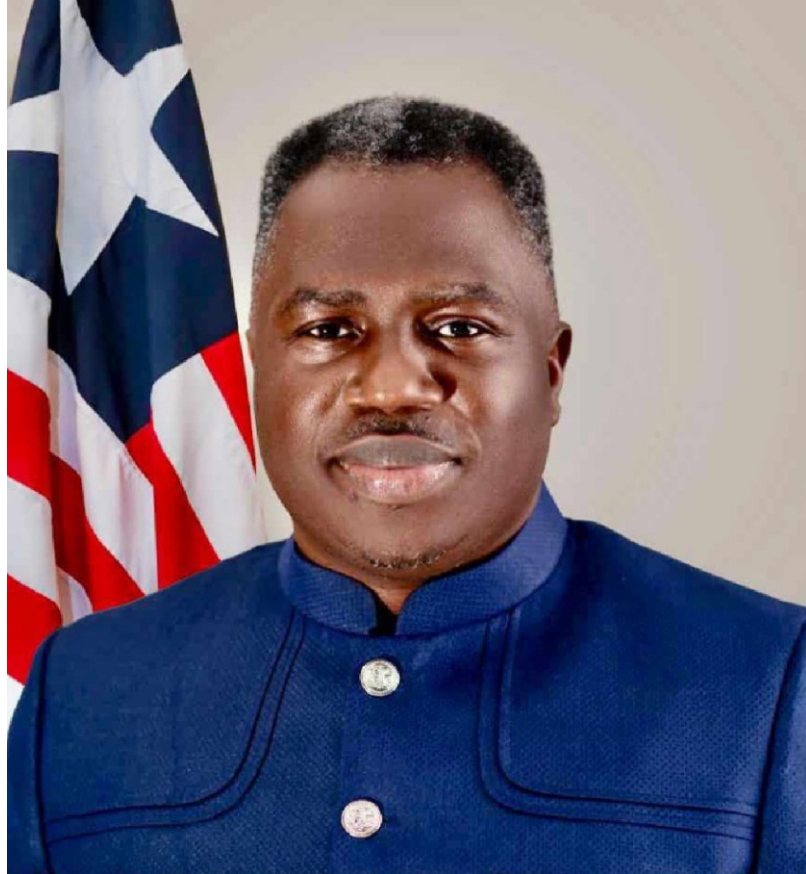
2025 – 2030
**RESET
AGENDA**



UNITED PORT SYSTEM: **ATTRACTING PRIVATE CAPITAL,** **FACILITATING TRADE, AND ANCHORING GROWTH**



**HIS EXCELLENCY
JOSEPH NYUMA BOAKAI, SR.
PRESIDENT OF THE REPUBLIC OF LIBERIA**

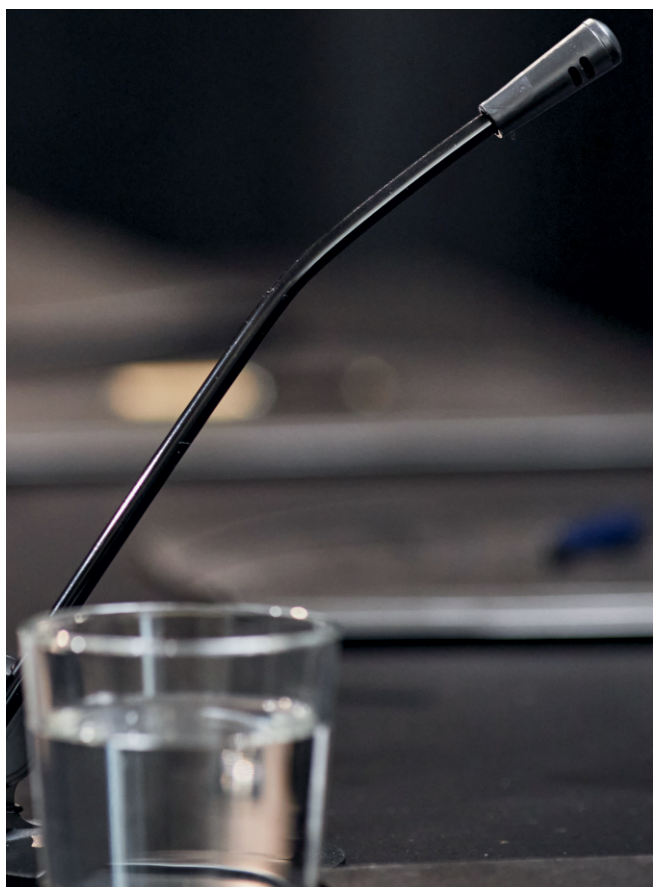


**HIS EXCELLENCY
JEREMIAH K. KOUNG
VICE PRESIDENT OF THE REPUBLIC OF LIBERIA**

MESSAGE FROM THE BOARD



Hon. J. Luther Tarpeh
Chairman - Board of Directors



Welcome to the Strategic Plan of the National Port Authority (NPA)—our guiderail to enable Liberia’s seaports drive economic growth, foster regional integration, and strengthen global competitiveness. As Chairman of the Board, I extend a special invitation to private investors, development partners, and logistics leaders to join us in unlocking the untapped potential in Liberia’s seaport sector.

Liberia is a proud maritime nation with a coastline strategically positioned along key trans-Atlantic and West African trade corridors. Our ports handle over 90 percent of national trade,^[1] and beyond their traditional role as trade gateways, they remain an underexplored investment destination for credible private partners.

As the Liberian economy grows and diversifies, we are actively repositioning our ports as both gateways to development and profitable platforms for private investments. Accordingly, the Board of the NPA has mandated the management of the NPA to pursue carefully structured Public-Private Partnerships (PPPs) to increase private sector participation in the expansion and modernization of Liberia’s ports while safeguarding national ownership and ensuring regulatory oversight

From container terminals, bunkering, and logistics hubs to ship repair facilities, digital port system and offshore supply bases to serve our promising petroleum sector—Liberia offers compelling opportunities for private investors seeking returns on investment and development organizations seeking to make impact.

By working with credible partners, we aim to deliver port services that meet international standards and are faster, safer, and more affordable, while delivering good returns and real value for the Liberian people.

This Strategic Plan is more than a vision—it is a call to action and a platform for shared success. It will require committed leadership and steadfast collaboration across government institutions, private partners, independent private sector actors, and other stakeholders— a task that the Board has strong confidence in the management of the NPA to deliver.

Thank you in advance for believing in our vision and for joining us to “Think Liberia, Love Liberia, and Build Liberia” as echoed by H.E. President Joseph Nyumah Boakai, Sr.

[1] WTO-supported Diagnostic Trade Integration Study (DTIS), Government of Liberia, Ministry of Commerce and Industry (ca. 2012). The study indicates that over 90% of Liberia’s foreign trade passes through its seaports, with the Freeport of Monrovia handling the vast majority.

MESSAGE FROM THE MANAGING DIRECTOR



Hon. Sekou A. M. Dukuly
Managing Director - NPA

I am pleased to present the Strategic Plan (2025–2030) of the National Port Authority (NPA, a USD 550M bold roadmap to position Liberia’s ports as an enabler for inclusive growth, regional trade connectivity, and long-term competitiveness. Aligned with the Government of Liberia’s ARREST Agenda for Inclusive Development (AAID), and under the theme: United Port System – Attracting Private Capital, Facilitating Trade, and Anchoring Growth, our plan reflects a collective ambition to build a modern and high-performing port system.

The plan is designed to be funded through public private partnership (60%), NPA and Government of Liberia funding (25%), and concessional finance (15%) and is guided by NPA’s RESET Agenda—a five-pillar framework designed to unlock the full potential of Liberia’s ports by: Reforming Governance and Empowering Regional Ports, Enhancing Operational Efficiency and Service Delivery, Strengthening Financial Management and Diversifying Revenue, Establishing an Inland Container Terminal to Decongest the Port Yard; and (v) Transforming, Expanding, and Modernizing Port Infrastructure.

NPA’s agenda is ambitious but achievable. They represent our commitments to the Liberian people and President Boakai’s pledge to transform Liberia. However, we recognize that the ports do not operate in isolation. They are part of a trade ecosystem that includes customs, shipping lines, trucking unions, terminal operators, leaseholders, clearing agents, and regulators.

Hence, achieving this agenda requires strategic coordination across this ecosystem. We accordingly express our readiness to collaborate with stakeholders to deliver faster and cost-effective services.

As Managing Director, I am committed to leading a unified and professional NPA team to deliver measurable results across all four seaports. The NPA will empower each port to contribute meaningfully to national development and to improve the economic conditions of the communities in which they are located.

Equally, this plan signals Liberia’s strong commitment to engaging the private sector through carefully structure win-win Public Private Partnerships (PPPs). We view private participation not just as a source of financing but as a vehicle for innovation.

The reforms NPA embarks on today are bold. The objectives are ambitious. But our commitment is firm. Together, we will build a port system that is competitive, inclusive, and future-ready, one that offers fast, affordable, and reliable services and serves as a true conduit for Liberia’s economic transformation. On behalf of the Management of the NPA, I invite you to join us on this journey.



***Achieving this agenda
requires strategic
coordination across this
ecosystem.***

***We accordingly express our
readiness to collaborate with
every stakeholder to deliver
faster and cost-effective
services at our ports.***

Hon. Sekou A. M. Dukuly



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LIST OF ABBREVIATIONS AND ACRONYMS

Acronyms

APMT APM Terminals

ARREST Agriculture, Roads, Rule of Law, Education, Sanitation, and Tourism

ATON Aids to Navigation

BWMC Ballast Water Management Convention

CSR Corporation Social Responsibility

EMS Environmental Management System

ERP Enterprise Resource Planning

GOL Government of Liberia

ICT Inland Container Terminal

IMO International Maritime Organization

IMDG International Maritime Solid Bulk Cargo

ISPS International Ship and Port Facility Security Code

ISO International Organization for Standardization (ISO 45001 –
Occupational Health and Safety)

LDEA Liberia Drug Enforcement Agency

LiMA Liberia Maritime Authority

LNP Liberi National Police

LPRA Liberia Petroleum Regulatory Authority

LRA Liberia Revenue Authority

MARPOL Marine Pollution Convention

MLC Maritime Labour Convention

MRG Minimum Revenue Guarantee

MOT Ministry of Transport

NPA National Port Authority

NOCAL National Oil Company of Liberia

PPD Port Procedural Diagnostic

PPP Public Private Partnership

SOLAS Safety of Life at Sea

TEU Twenty-Foot Equivalent Unit

TOR Terms of Reference

TMS Terminal Management System

WBG World Bank Group

WTO World Trade Organization

NPA Strategic Plan 2025 – 2030

Executive Summary



UNITED PORT SYSTEM:
Attracting Private Capital, Facilitating
Trade, and Anchoring Growth

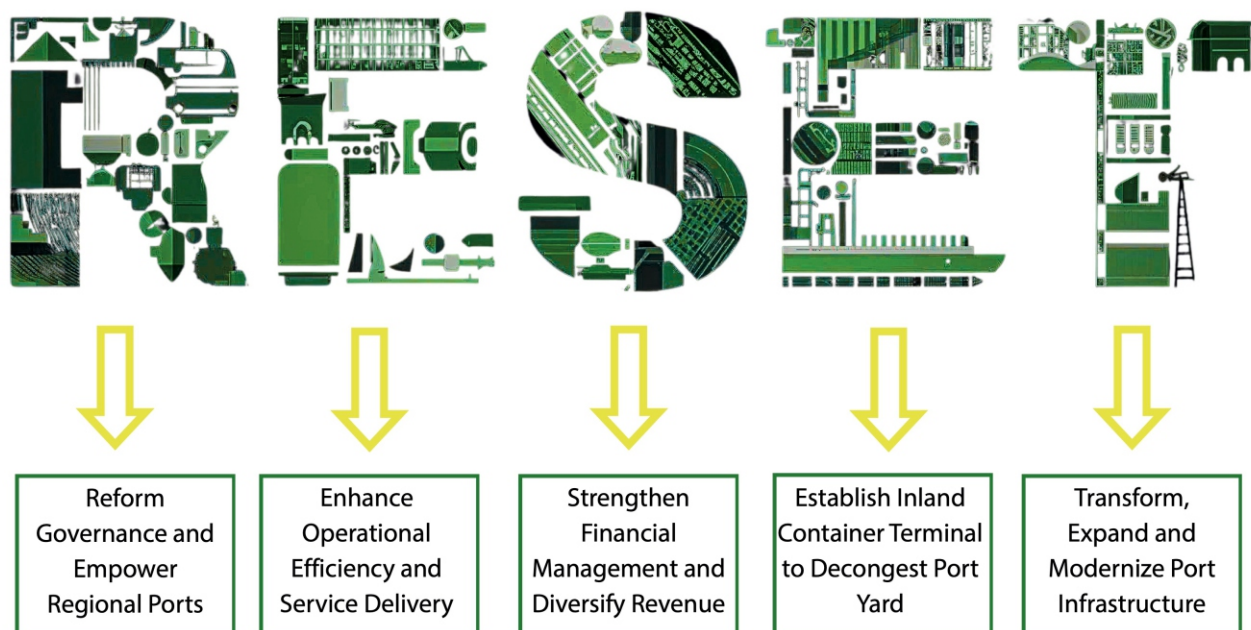
This strategic plan is a Five Hundred and Fifty Million(550M) bold and achievable roadmap to position Liberia's port sector as an effective and efficient driver of trade, enabler of economic growth, and pillar of regional connectivity. It defines the key objectives and actions required to facilitate efficient freight movements across Liberia's ports and their connected transport and logistics infrastructures. Together with a masterplan, this strategy forms the foundation for the short- to medium-term operational priorities of the National Port Authority (NPA).

The NPA developed this strategy drawing on a wide range of reference documents, including background papers on policy and operational challenges, market assessment of Liberia's port system, tariff analysis, and analysis of recent developments in the governing structure of the NPA. All information included in this plan reflects the most up-to-date insights available as of the time of writing.

The NPA oversees and manages the movement of goods through Liberia's four main seaports - Monrovia, Buchanan, Greenville, and Harper. Each port plays a distinct role in national trade, and their combined performance directly impacts the ability of Liberian businesses, consumers, and producers to access global markets reliably and affordably. Currently, and for the lifespan of the strategy, the Freeport of Monrovia remains the largest and most critical gateway, followed by Buchanan, but this strategy also covers the roles of the other smaller ports in strengthening Liberia's economy.

While past studies have highlighted persistent challenges in Liberia's port sector, many remain unresolved due to limited resources and capacity. This strategy builds on previous findings and focuses on actionable solutions aligned with the Government's ARREST Agenda. It identifies five (5) strategic priorities:

FIGURE 1: Visual of the RESET Strategy



Liberia's ports must evolve from being primarily revenue collection points into dynamic trade facilitators that link transport routes, industrial zones, and regional markets. Achieving this vision will require improved operations, targeted infrastructure upgrades, and strong collaboration with other government agencies, regional bodies, and private partners. The conclusions and recommendations outlined in this plan define the key actions required to deliver on NPA's mission, vision, and values. These goals and action points are grouped under thematic areas to support the establishment of dedicated internal teams for effective implementation.

NPA Strategic Plan 2025 – 2030

SECTION ONE (1):

Strategy Background, Purpose, and Process



UNITED PORT SYSTEM:
Attracting Private Capital, Facilitating
Trade, and Anchoring Growth

1.0 BACKGROUND OF THE STRATEGY DOCUMENT

Liberia's port system is foundational to its economy, enabling over 90% of national trade by volume. In 2024, Liberia's total external trade climbed to USD 2.64 billion, with USD 1.03 billion in exports and approximately USD 1.61 billion in imports.[1] Most of this trade moved through the four seaports. When accounting for port operations, customs activities, and ancillary logistics services, the port sector contributes significantly to Liberia's GDP and remains critical to the success of the Government's ARREST Agenda.

Despite its central role in the economy, Liberia's ports remain under-leveraged. Inadequate modern infrastructure, an outdated governance framework, and fragmented institutional coordination constrain the sector's ability to anchor inclusive development. The Freeport of Monrovia, which handles over 70% of the country's maritime trade, suffers from inadequate berthing space, chronic congestion, poor truck coordination, and slow cargo processing.

The Freeport of Monrovia ranks 344th out of 405 ports in the World Bank's latest Container Port Performance Index.[2] For exporters, the situation is equally limiting. The lack of cold chain infrastructure, inland logistics support, and efficient customs procedures hampers the ability of agricultural and forestry producers to expand their market reach. These inefficiencies increase import costs and create uncertainty for businesses. They constrain the growth of small and medium-sized enterprises and discourage private investment in trade-based industries. Transforming the port system is not just a technical or financial challenge; it is a strategic imperative for Liberia's long-term prosperity.

Major economic activities in Liberia are concentrated in Monrovia, resulting in the Port of Monrovia. In contrast, the other three port cities—especially Greenville and Harper, but also Buchanan—experience lower levels of economic activity and have underdeveloped port infrastructure. Greenville and Harper also suffer from poor road connectivity leading to their harbour. With targeted investments in core infrastructure, road access, and improved governance, these ports could play a meaningful role in supporting local industries, easing congestion at Monrovia, and fostering more equitable growth.

At the institutional level, the NPA faces a structural challenge. Both the NPA and the Liberia Maritime Authority (LiMA) have statutory mandates to regulate the use of ports and harbour facilities in Liberia. This overlap contributes to weaker-than-required regulatory oversight by the Maritime Authority and limits the professionalization of port service delivery. Resolving these governance issues is essential to ensuring that the NPA maintains accountability where it operates directly, while LiMA strengthens its regulatory control.

Aligning Liberia's port system with national economic priorities requires investment from the government of Liberia and private sector as well as a fundamental shift in approach. Ports should not be viewed merely as revenue-generating assets but as strategic infrastructure capable of facilitating trade, industrialization, and regional integration. They must be embedded within a broader logistics and industrial policy framework, linked to national transport corridors, special economic zones, and international trade agreements.

To achieve this, the NPA must prioritize operational reforms, invest in targeted infrastructure upgrades, and assume a stronger coordination role with other government agencies and private sector stakeholders.

1.1 PURPOSE OF THE PORT STRATEGY

The NPA recognizes the need for a cohesive national ports strategy to strengthen the role of Liberia's ports in economic development, job creation, poverty reduction, and regional integration. The strategy considers:

- Updated and modern regulatory and governance framework
- Attracting private capital to expand and upgrade infrastructure
- Enhanced financial stability and diversified revenue sources
- Increased human capacity for effective management
- Building stronger collaboration with national, regional, and international stakeholders.

The strategy outlines the medium- to long-term objectives with clearly defined, measurable targets, practical implementation steps, identified resource needs, and potential risks.

[2] Liberia Institute of Statistics and Geo-Information Services (LISGIS), 2024 external trade statistics, Table on exports and imports (US\$ 1.03 billion and US\$1.61 billion respectively, total \$2.64 billion.)

[3] World Bank (2024). Container Port Performance Index 2023: A comparable Assessment of Performance Based on Vessel Time in Port. Monrovia is ranked 344th out of 405 ports in the World Bank's latest Container Port Performance Index.

It emphasizes stakeholder coordination, efficient resource allocation, and alignment with national development priorities. Where necessary, standalone business cases will guide specific interventions. The strategy positions Liberia's ports as critical trade facilitators, high-yield investment destinations, and essential socio-economic enablers.

1.2 THE STRATEGY PLANNING PROCESS

The strategic plan is built on past diagnostic analyses of Liberia's port sector, extensive stakeholder consultations, and a strong commitment to measurable, accountable outcomes. The planning process followed a phased and consultative approach that included:

- Diagnostic Phase: analysis of port performance, capabilities, and benchmarking against peers.
- Strategy Definition: identification of short- and medium-term priorities aligned to national goals and the realities on the ground. These priorities are set out in Part 2 of this document as strategic objectives.
- Stakeholder Engagement: consultations with relevant government ministries, international partners, concessionaires, and port users to ensure broad input and ownership of the strategy.
- Validation and Approval: Review and endorsement by the NPA.

Each strategic objective in this plan was carefully assessed for practicality, achievability, and tested against four criteria to ensure it is realistic, actionable, and measurable.

- Is it implementable within five (5) years with available capacity?
- Does it address a current operational gap or value leakage?
- Can it be clearly communicated to internal staff, government, and the public?
- Can progress be measured to track results?

This plan is organized into five (5) strategic objectives; each addressing a critical dimension of reform: operational efficiency, decongestion, human capital development, financial sustainability, institutional modernization, and port expansion for long-term competitiveness. The plan focuses on market positioning, competitive advantage, and the optimal use of existing resources to drive commercial, financial, and socio-economic outcomes.

It is not an operational plan, which deals with day-to-day resource allocation, budgeting, and execution of specific projects. It emphasizes alignment of current capabilities with emerging market opportunities to elevate the role of the NPA as an enabler of economic growth and national development. It requires senior management to anticipate change, formalize objectives, and continuously assess both internal capacity and external dynamics to guide decision-making and investment.

1.3 ALIGNMENT WITH THE ARREST AGENDA

The NPA Strategic Plan is developed in alignment with the Government of Liberia national development plan, the ARREST Agenda for Inclusive Development (AAID). It reinforces Liberia's priorities under the AAID pillars for Infrastructure Development, Economic Transformation, and Human Capital Development while also supporting cross-cutting objectives such as combating illicit trade and promoting environmental sustainability.

At the core of the ARREST Agenda is a commitment to inclusive growth driven by investment, increased exports, and job creation, all of which are embedded in the NPA's modernization strategy. Planned infrastructure upgrades and digitization of port operations, directly advance AAID's goal of reducing the cost of doing business and improving logistics efficiency.

The NPA's commitment to workforce development also reflects the AAID's emphasis on human capital as a foundation for long-term economic resilience. Targeted training for port operators, administrators, finance and other personnel will professionalize services and improve operational capacity across the sector. Additional partnerships with academic institutions and vocational training providers will help build a sustainable pipeline of skilled port workers. Reliable and efficient port operations are essential to increasing the export of key commodities such as rubber, cocoa, and palm oil, cornerstones of Liberia's agricultural economy. The NPA's strategic actions in this area support AAID's focus on export diversification and value chain development.

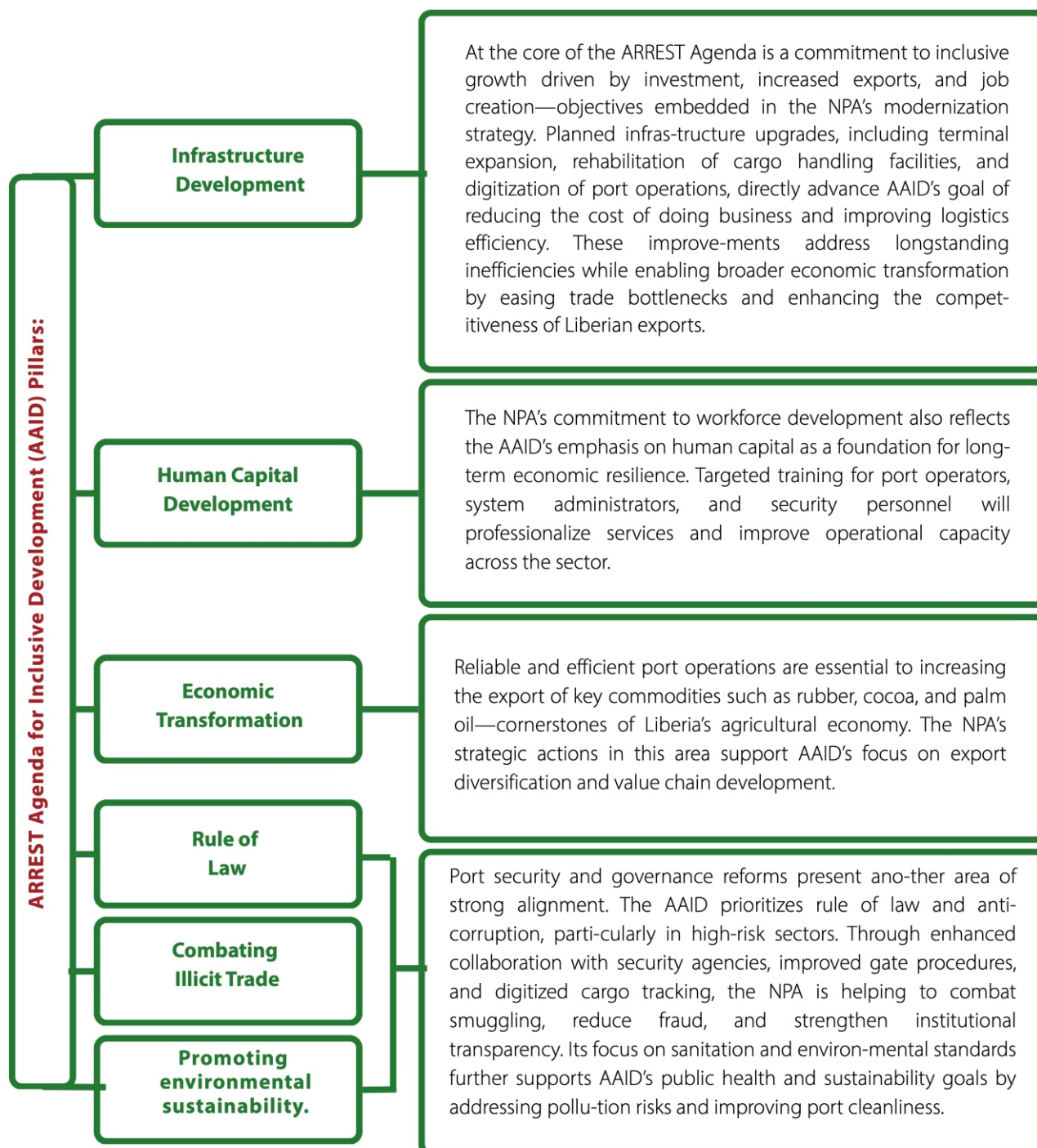
Port security and governance reforms present another area of strong alignment. The AAID prioritizes rule of law and anti-corruption, particularly in high-risk sectors.

Through enhanced collaboration with security agencies, improved gate procedures, and digitized cargo tracking, the NPA will help to combat smuggling, reduce fraud, and strengthen institutional transparency. Efforts to adopt international safety standards and improve community engagement further strengthen the governance framework around port operations. The focus on sanitation and environ-

mental standards supports AAID's public health and sustainability goals by addressing pollution risks and improving port cleanliness.

Through institutional reforms, coordinated investment, and strong collaboration, the NPA will play a key role in achieving the ARREST Agenda while elevating the country's role in regional trade and maritime logistics.

FIGURE 2: Diagram showing the link between the RESET Strategy and the ARREST Agenda



NPA Strategic Plan 2025 – 2030

SECTION TWO (2):

Market Conditions for Sea Freight in Liberia, Competitive Positioning and Benchmarking



UNITED PORT SYSTEM:
Attracting Private Capital, Facilitating
Trade, and Anchoring Growth

2.0 MARKET CONDITIONS FOR SEA FREIGHT IN LIBERIA

The performance of Liberian ports, defined in terms of throughput, depends on the performance of the Liberian economy as well as the ports themselves. Liberia imports more than it exports, and throughput is highly vulnerable to global economic shocks, commodity price fluctuations, and currency volatility. The NPA recognizes these vulnerabilities and seeks to account for them in its planning and revenue diversification strategy.

Throughput in the short to medium term will depend on these vulnerabilities. However, continued population growth, expansion of mining, increased foreign direct investment (FDI), growth in local manufacturing, and prospects for stronger regional integration may record more stable trade flows.

Each port in Liberia has unique competitive advantage and can play more critical role in the Liberian economy through a port masterplan that is supported by new investments. Effective coordination will be key to ensuring that all ports operate efficiently and meet the needs of their overlapping and distinct markets.

2.1 LIBERIAN ECONOMY & TRADE FLOW

The Liberian economy is fundamentally shaped by trade, and Liberia's seaports are the primary gateway for trade. With a GDP of approximately USD 4.2 billion in 2023 and projected GDP growth of 5.3 percent in 2025, Liberia remains largely dependent on imports for fuel, food, machinery, and consumer goods, while its exports are dominated by a handful of primary commodities such as iron ore, rubber, timber, and palm oil.[4] This dependence underscores the strategic importance of the port system to growth and development.

The Freeport of Monrovia is the principal entry and exit point, handling nearly 90 percent of the country's trade volume. The remaining share is distributed among three other ports: Buchanan, Greenville, and Harper. Buchanan plays a key role in facilitating bulk exports of iron ore, Greenville serves the forestry and agriculture sectors, and Harper supports light trade and fisheries in the southeastern corridor.

Trade throughput over recent years reflects a tight correlation between GDP performance and port activity. Between 2020 and 2024, Liberia's total throughput ranged from 7.5 to over 11 million metric tons annually, with export volumes generally surpassing imports.

In 2022, a notable spike in imports pushed total throughput above 11 million metric tons, corresponding with expanded infrastructure and donor-financed investment. This dynamic relationship confirms that port performance is both a driver and a mirror of broader economic trends.

Liberia's trade portfolio continues to rely on a narrow set of commodities. Iron ore alone accounts for nearly half of all exports, primarily channelled through Buchanan. Rubber, handled mostly via Monrovia, contributes about a quarter of export volume. Timber and palm oil follow, largely moving through Greenville, while cocoa adds a small but consistent presence. On the import side, petroleum products, rice and processed food, vehicles, pharmaceuticals, and general consumer goods dominate. These are overwhelmingly landed through Monrovia, reflecting the port's centrality to national supply chains.



[4] World Bank (2023), Liberia GDP estimated at US\$4.2 billion; International Monetary Fund (IMF) World Economic Outlook, projected real GDP growth of approximately 5.3 percent in 2025.

2.2 LIBERIAN CARGO TRANSITING FROM FOREIGN PORTS

According to the IMF, Liberia loses approximately \$100M or more annually in tax revenue due to cargo flows destined for Liberia being shipped through other ports. The key reasons for this diversion include lengthy customs clearance procedures, high port handling costs at the Freeport of Monrovia, and high cost of last-mile transportation within Liberia.[5]

The primary alternative routes include the Port of Abidjan, in Côte d'Ivoire, Port of Lomé in Togo, the Port of Conakry in Guinea, and the Port of Dakar in Senegal. Rice, Wheat, and fuel are frequently shipped through Abidjan and transferred into Liberia via land borders. Imported containers with electronics and vehicles often arrive through Lomé, which serves as West Africa's top transit hub, (handling an estimated 30 percent of regional transit trade) before cargo is trucked into Liberia.

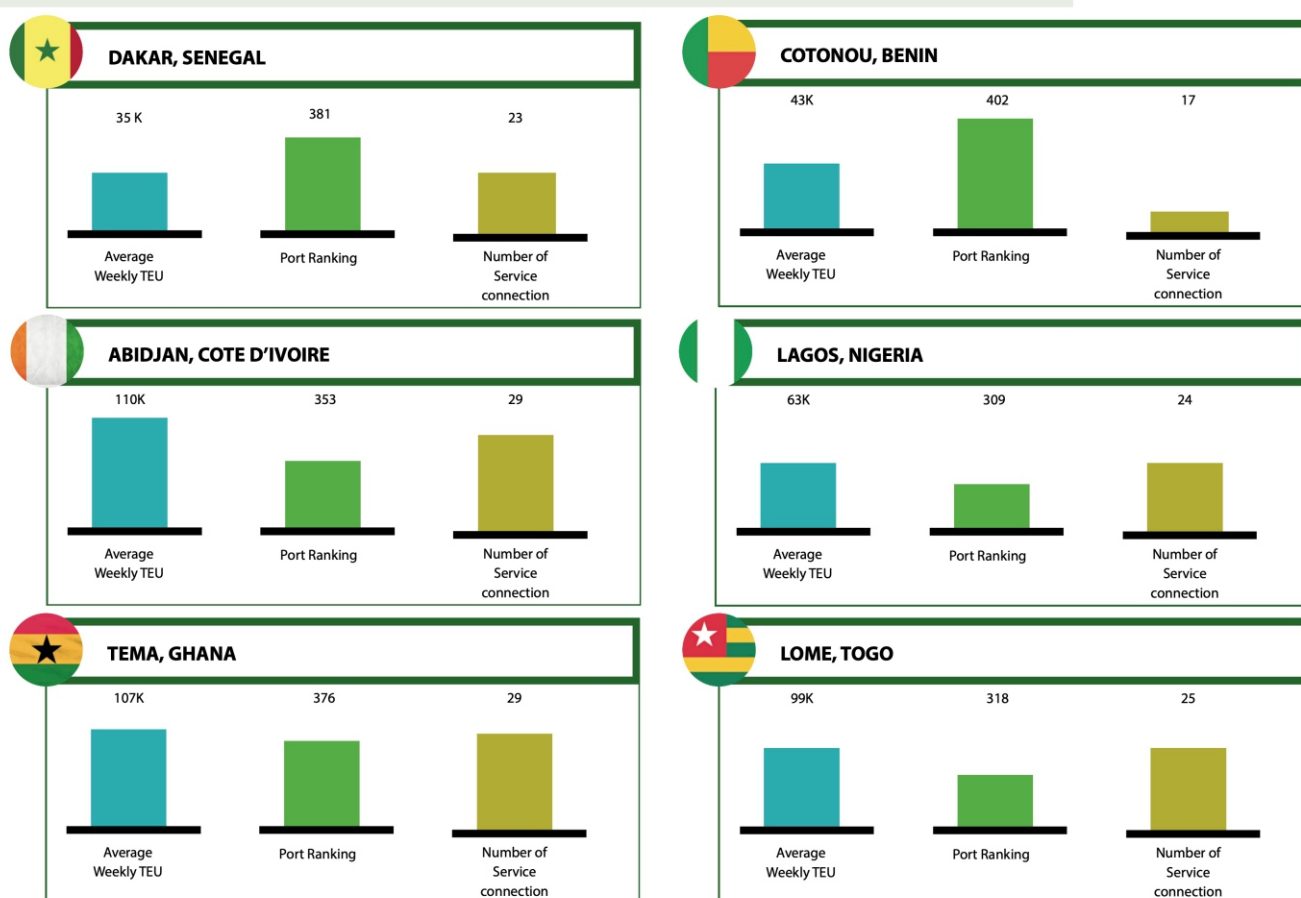
Some cargo also transits through Conakry, Guinea, mostly for northern Liberia. These alternative routes can reduce overall costs for shippers due to faster clearance, better regional road links, and more predictable logistics compared to direct shipment

through the Freeport of Monrovia. Addressing custom clearance and other port handling bottlenecks can reverse this cargo transition trend and increase domestic revenue.

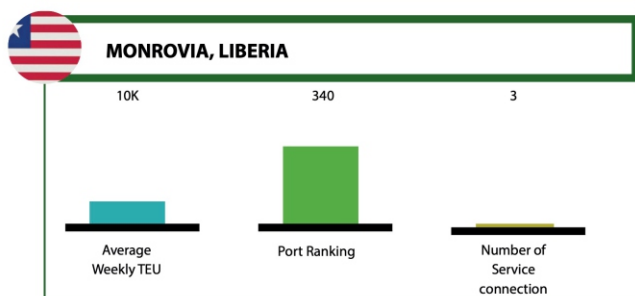
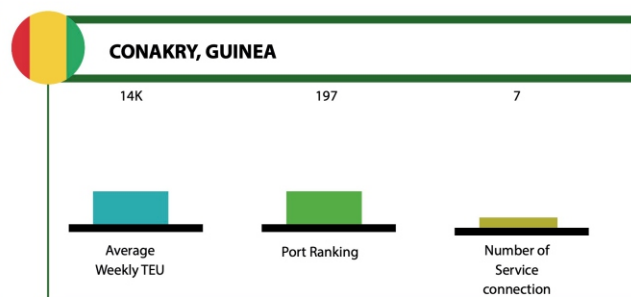
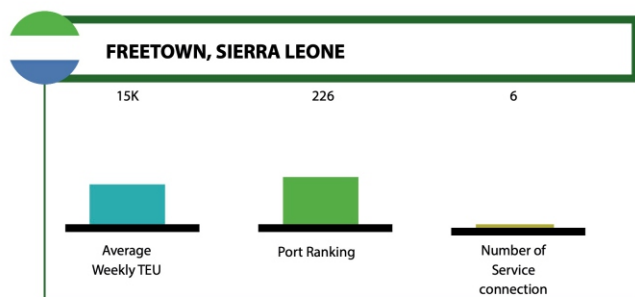
2.3 COMPETITIVE POSITIONING AND BENCHMARKING

The competitiveness of the Freeport of Monrovia is viewed in the context of West Africa's port system. Regional peers—including Dakar, Lome, Abidjan, Lagos, Cotonou, and Tema—have established themselves as critical nodes within global and regional container shipping networks, but Monrovia's role remains limited, reflecting structural disadvantages in tariff competitiveness, vessel handling capacity, service connectivity, throughput, and overall port performance ratings. Monrovia's container services connections remain limited, with fewer global shipping lines offering direct or transshipment services compared to peer ports. This lack of integration reduces Liberia's trade competitiveness and raises costs for importers and exporters.

FIGURE 3: Diagrams showing West African TEUs, ranks, and service connections than Monrovia



[5] International Monetary Fund (IMF), Liberia Selected Issues Paper (2024), estimate of annual tax revenue losses due to cargo diversion



Liberia loses approximately \$100M or more annually in tax revenue due to cargo flows destined for Liberia being shipped through other ports.

"International Monetary Fund (IMF), Liberia Selected Issues Paper (2024)"

2.3.1 TARIFF COMPETITIVENESS

Port tariff structures are a key determinant of cost competitiveness. Liberia's tariff regime is outdated and inconsistent across its ports. Rates managed by APMT at Monrovia are revised regularly to account for inflation and other factors, but tariff managed by NPA at Monrovia, Buchanan, Greenville, and Harper date back more than two decades without review.

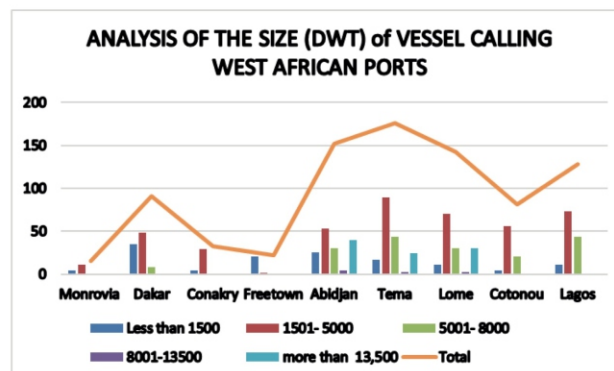
The stevedoring rate for a 20-foot laden import container in Monrovia (\$361.65) is significantly higher than Freetown (\$205.26), Ghana's port dues (\$70.07), or inter-terminal transfer charges in Tema (approx. \$32.49).[5] Similarly, marine services in Monrovia—pilotage (\$1,312) and towage (\$2,281)—are markedly higher than equivalent services in other regional ports. These differences suggest that Monrovia is less cost-competitive and less attractive to global shipping lines and shippers.

2.3.2 VESSEL SIZE AND HANDLING CAPACITY

Monrovia continues to attract relatively small container vessels, while regional peers have upgraded to serve larger ships consistent with global shipping trends. Vessel calls to Monrovia rarely exceed 5,000 deadweight tonnage (DWT), whereas Abidjan, Tema, Lome, and Lagos routinely receive ships above 13,500 DWT. This limitation is directly linked to insufficient draft depth, limited berth length, and inadequate handling equipment. Globally, average vessel sizes have grown to over 4,500 TEUs, with mega-ships capable of carrying more than 24,000 TEUs.

West Africa is increasingly being integrated into this trend, but Monrovia risks being bypassed unless significant investments in dredging, berth extensions, and modern equipment are made.

FIGURE 5: Graph showing Larger Container Ships Call to Other Ports than Monrovia



Monrovia is less cost-competitive and less attractive to global shipping lines and shippers.

[5] International Monetary Fund (IMF), Liberia Selected Issues Paper (2024), estimate of annual tax revenue losses

2.3.3 CAPABILITIES OF SELECT WEST AFRICAN PORTS:

Measured by throughput, Monrovia is among the smallest container ports in West Africa—three times smaller than Dakar, and between five and thirteen times smaller than major hubs such as Abidjan, Tema, Lome, Cotonou, and Lagos. Importantly, these larger ports are not static; each has ongoing or planned expansion programs to capture future growth in vessel sizes and trade volumes. Without decisive reform, Monrovia risks further marginalization within regional trade networks. Competitive benchmarking makes clear that Liberia’s port system requires urgent modernization—through tariff rationalization, infrastructure upgrades, capacity expansion, and deeper integration into global shipping services—to reposition Monrovia as a viable gateway for trade.

Table 1: Monrovia is one of the Smallest Ports in West Africa And Has Limited Investment in Expansion Initiatives

	Monrovia	Abidjan	Tema	Dakar	Conakry	Freetown	Lome	Lagos	Cotonou
Annual TEU (Thousands)	200	1500	2500	900	250	100	2200	1000	500- 1,000
Wharf Length (meters)	600	1,100	1098	700	915	1067	1050	1005	2950
Num of Container Berths	3	5	3	3	2	2	4	4	14
Max draft	12.5	16	16	12.0 -13	10.5-13	13	17	13.5	15
Reefer stations	120	1,100	1581	560	100	72	1120	900	NA
Port Size (hectares)	18	37.5	100	24	90	-	59	55	120
Expansion Plan		Mineral terminal expansion	Plan to increase quay to 1.4KM, capacity to 3.5M TEUS and terminal to 127ha	Plan to construct 1.4M TEU port. New port construction	Expanding Port Yard to 500K TEU	-	Planned to expand the current container terminal	-	Investing in current port master plan



[5] International Monetary Fund (IMF), Liberia Selected Issues Paper (2024), estimate of annual tax revenue losses due to

NPA Strategic Plan 2025 – 2030

SECTION THREE (3):

Port Operations, Finances, and Potential for Growth.



UNITED PORT SYSTEM:
Attracting Private Capital, Facilitating
Trade, and Anchoring Growth

3.0 OPERATIONS AND POTENTIAL FOR GROWTH FOR LIBERIA'S PORT

The four (4) seaports in Liberia anchor trade and economic activity but their operational performance remains hindered by persistent inefficiencies underpinned by lack of investment in infrastructure. Vessel turnaround time is adversely affected by limited berth space, degraded quay infrastructure, and insufficient cargo handling equipment.

Across the port system, critical gaps persist, including the absence of tier-1 spill response equipment, lack of a dedicated transit yard for International Maritime Dangerous Goods (IMDG) containers, weak breakwater, outdated administrative facilities, and absence of digital systems to streamline operations. These deficiencies, along with custom clearance

bottlenecks, contribute to congestion, delays, higher logistics costs, and elevated operational risks.

Nonetheless, in 2024, Liberia's ports collectively handled over 4 million metric tons of cargo and 131,000 TEUs[7]. Monrovia remains the primary container port, Buchanan leads in iron ore exports, and Greenville and Harper support forestry products, coastal trade, and localized cargo handling needs. Liberia's growing trade volumes demand targeted, performance-focused investments - such as quay upgrades, channel dredging, port digitalization, and improved hinterland transport access.

Detailed performance data for each port and the underlying operational factors are outlined in the following section:

3.1 FREEPORT OF MONROVIA OPERATIONAL PERFORMANCE

Table 2: Freeport of Monrovia Operational Performance 2024

Freeport of Monrovia 2024				
Vessels Call	Import Qty	Export Qty	Total Throughput	TEUs
293	3,113,737.85	1,038,406.09	4,152,143.94	131K

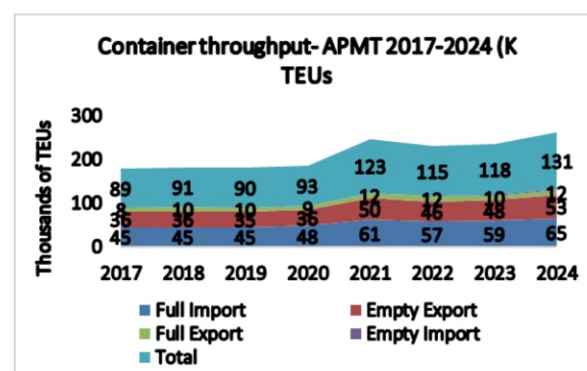
The Freeport of Monrovia has four individual quays, but only one (600 meters quay) is fully functional and operates under a 25-year agreement with APM Terminal (APMT). The terminal faces significant capacity constraints, including limited berth space that often results in weeks of delayed vessel berthing. These delays are associated with high demurrage charges and compounded by congestion, particularly within the container yard. Truck turnaround time is high above the 45 minutes benchmark towards an hour.

Issues related to cargo handling equipment, digital systems, and vessel scheduling continue to impact overall performance. Though the terminal, under the APMT concession, has received improvements, it continues to underperform and ranks 344th out of 405 in the World Bank's latest container Port Performance Index.[8]

Freeport of Monrovia handles petroleum products, construction materials, agricultural products, iron ore and is the only port in Liberia that handles container vessels. Between 2017- 2024, container volumes through APMT

increased at 6% CAGR reaching 131K TEUs in 2024 from 89K TEU in 2017. The terminal is used mostly to import goods into Liberia. Most containers entering Liberia carry imported goods, and very few leave the country full. As a result, Liberia suffers from a significant container imbalance, with large volumes of empty containers needing repositioning at high cost.

Figure 6: Container Throughput - APMT 2017 - 2024 (K TEUs)



[7] NPA data reviewed by PBA

[8] World Bank's Container Port Performance Index CPPI Report 2024

For example, in 20224, of the 131 thousand TEUs, 65 thousand TEUs were full import while 53 thousand TEUs were empty export. This imbalance leads to higher cost of returning empty containers, makes shipping to Liberia more expensive and limits Liberia's attractiveness as a destination for global carriers. A significant proportion of empties are 40-foot containers; almost all of them leave Liberia empty because Liberia does not manufacture lightweight cargo for export.



3.2 PORT OF BUCHANAN OPERATIONAL PERFORMANCE

Table 3: Port of Buchanan Operational Performance 2024

Port of Buchanan 2024				
Vessels Call	Import Qty	Export Qty	Total Throughput	Total TEU
118	82,666.71	3,551,534.77	3,634,141.48	221

The port of Buchanan functions primarily as a bulk export terminal for iron ore produced by ArcelorMittal Liberia (AML). Currently, AML is expanding the iron ore quay at Buchanan to serve its expanded operations. Beyond this current role, Buchanan is positioned to evolve into a logistics and industrial hub, particularly as mining and other industrial activities expand.

However, the port currently operates below average efficiency level due to limited and aging port infrastructure. The current infrastructure was not designed for shore loading and cannot serve capsized vessels, restricting vessel calls. The old commercial quay, at 320 meters, restricts simultaneous vessel berth, contributing to longer turnaround time. The pier platform shows visible deterioration, while the lack of modern administrative facilities and container handling equipment limits operational productivity.

Initial assessment shows insufficient capacity of secondary breakwater, increasing the risk of seawater intrusion and disrupting port activities during high tides. Together, these constraints undermine efficiency and the port's growth potential.

Despite the limitations, the Port of Buchanan has delivered relatively stable operational performance and possess natural advantages in harbor depth and strategic location. As per NPA's annual reports, between 2020 and 2024, the port received between 100 and 133 vessels annually, averaging 120 vessel calls per year. Import cargo volumes rose by over 1,130%, from 6,749 metric tons in 2020 to 82,666 metric tons in 2024, driven by increased demand for construction materials and industrial supplies linked to mining and infrastructure projects.

Over the same period, exports averaged above 4 million metric tons annually, dominated by iron ore. Export volumes peaked at 4.65 million tons in 2022 but declined by 24.5% to 3.51 million tons in 2023, reflecting the port's exposure to fluctuations in a single commodity (ore) trade stream. Cumulatively, total throughput from 2020 to 2024 reached approximately 18.7 million metric tons, highlighting the port's importance.

Looking ahead, Buchanan's trade volumes are projected to rise as AML expands iron ore exports from 5 Mtpa to 20 Mtpa, and High-Power Exploration (HPX) advances plan to export ore from Guinea through the port of Buchana—potentially adding 10–15 Mtpa. In parallel, the development of a US\$19.4 million Special Agro-Industrial Processing Zone (SAPZ) is expected to introduce new flows of containerized and breakbulk cargo.

To accommodate this emerging demand, modest but targeted infrastructure upgrades—such as extending and upgrading the commercial quay, reinforcing marine protection and improving marine services, modernizing administrative facilities, and improving cargo handling systems—will be necessary to preserve performance and ensure the port remains competitive as trade diversifies.



3.3 ALFRED RUSS PORT OF GREENVILLE OPERATIONAL PERFORMANCE

Table 4: Alfred Russ Port of Greenville Operational Performance 2024

Alfred Russ Port of Greenville- 2024				
Vessells Calls	Import Qty	Export Qty	Total Throughput	TEU
28	144,188.29 MT	210,832.22 MT	225,020.61 MT	0

The Alfred Russ Port of Greenville, located in Sinoe County, is a primary maritime outlet for Liberia's southeastern forest belt. The port focused on industrial and community-based logging operations before the restriction on timber export. Despite its strategic location and potential to connect regional markets, the port remains underutilized and constrained by inadequate port infrastructure and road connectivity.

Currently, the port operates under full management of the NPA, but its efficiency is limited by several factors. The draft depth remains shallow, preventing access for larger vessels, while the quay platform has not undergone reinforcement, raising concerns about structural stability. The absence of marine crafts and modern cargo-handling equipment significantly slows vessel operations and cargo movement. In addition, road access to the port remains limited, further weakening the port's logistical competitiveness. The lack of maintenance dredging, poor terminal surfaces, and insufficient protection from tidal forces due to an understrength breakwater collectively undermine port's efficiency, and operational reliability.

Despite these challenges, the port has maintained an active presence. Between 2020 and 2024, vessel traffic remained steady, with 140 ship calls over the five-year period, averaging 28 vessels per year. Total throughput during this period amounted to approximately 1.36 million metric tons. Imports fluctuated significantly, falling by 98% from 253,320 metric tons in 2020 to just 4,075 metric tons in 2023, before rebounding to 144,188 metric tons in 2024. This volatility reflects the port's dependence on intermittent project cargo and inconsistent hinterland connectivity.

Export volumes, driven largely by forestry products, have shown relative stability. From a low of 127,898 metric tons in 2023, exports rose by 65% in 2024 to 210,832 metric tons, marking the highest level in the five-year period. However, compared to 2020 levels, when exports stood at 149,747 metric tons, growth remains modest and tied closely to a limited set of commodity flows.

The operational trends at Greenville show both resilience and underperformance. The facility continues to support forestry-related trade, but it remains far below its potential capacity. The combination of aging infrastructure, low handling capacity, and absence of modern port systems has undermined the port from scaling its operations or attracting diversified traffic. The port of Greenville remains a vital regional asset with clear operational constraints with potential to support coastal shipping, timber exports, and agro-commodity flows, provided that critical investments in quay infrastructure, dredging, and cargo handling are made.



The Alfred Russ Port of Greenville, located in Sinoe County, is a primary maritime outlet for Liberia's southeastern forest belt.

3.4 PORT OF HARPER OPERATIONAL PERFORMANCE

Table 5: Port of Harper Operational Performance 2024

Port of Harper- 2024				
Vessels Calls	Import Qty	Export Qty	Total Throughput	TEU
44	12,813.00 MT	19,250.00 MT	32,063.00 MT	0

The Port of Harper primarily supports domestic coastal trade, artisanal fishing communities, and small-scale export activities. Over the five-year period from 2020 to 2024, Harper registered a steady but low volume of traffic, handling between 41 and 56 vessels annually. Total cargo throughput grew from 16,361 metric tons in 2020 to 32,063 metric tons in 2024, reflecting a modest yet consistent operational trajectory.

Import volumes remained relatively stable, averaging around 11,500 metric tons annually until 2023, before rising to 12,813 metric tons in 2024. This growth aligns with increased demand for fuel, food, and consumer goods in southeastern counties such as Maryland and River Gee.

Export volumes showed greater volatility, rising from under 5,000 metric tons in 2020 to over 19,000 metric tons by 2024, driven largely by small-scale timber, rubber, and palm oil flows. The 2022–2024 period in particular saw a significant increase in export cargo, indicating growing commercial activity despite infrastructure limitations.

Operational efficiency at the port remains constrained by limited berthing capacity, shallow basin depth, outdated administrative facilities, and lack of cargo handling equipment. The pier, at 100 meters, is insufficient to accommodate larger vessels or simultaneous berth, while the absence of yard space outside the port hinders efficient cargo movement.

Furthermore, the basin depth of 5.5 meters and weak breakwater protection contribute to navigational challenges, particularly during adverse weather conditions.

While Harper continues to function as a low-volume coastal port, it possesses long-term strategic significance due to its location near offshore oil blocks, the Ivorian border, and mineral-rich hinterlands. To fully leverage its geographic and economic potential, targeted upgrades—such as pier extension, dredging, and cold chain investments—will be essential in the coming years to transform Harper into a viable node for regional trade and marine services.

3.5 DRIVERS AND POTENTIAL FOR LIBERIA'S PORT TRAFFIC GROWTH 2025- 2030

3.5.1 Improved operational performance of Liberian ports

The traffic outlook for Liberia's ports will depend on several factors. Domestic demand for imports is expected to rise as the population grows, households' income increases, and urban development accelerates. In parallel, there is high potential for export volumes to increase as major mining activities expand, and reforms are made to support agro-processing, value-added manufacturing. Both port expansion and operational improvements (i.e. infrastructure, processes, and procedures, etc) will be fundamental to enable increased flows.

As more concessions and new private sector entities are brought in to run activities related to the ports and their connectivity to markets, the NPA in the Maritime Authority, Public Works and other government institutions will have a crucial role to play in coordinating these developments and ensure that they are aligned with the overall objectives set out in this strategy and that they support the development of the ARREST agenda more broadly. This will be done through collaboration, planning, managing, convening, initiating, monitoring, evaluating, and taking actions where relevant and needed.



3.5.2 Road Connectivity for Regional Trade with ECOWAS

Ongoing strategic investments in regional road infrastructure present a clear opportunity to increase port traffic in Liberia. The Mano River Union Road Development Corridor, supported by the African Development Bank and other partners, is connecting Liberia with Côte d'Ivoire, Guinea, and Sierra Leone—positioning the country to become a competitive logistics hub within the ECOWAS subregion.

Key road corridors such as the Fish Town–Harper Road, and the Harper–Côte d'Ivoire Border will improve access to the Port of Harper and enable cross-border trade in timber, fish, and agricultural products. The direct road access into eastern Côte d'Ivoire, could position port of Harper as an important outpost for regional commerce.

In northern Liberia, rehabilitation of the Monrovia–Guinea Border Highway under the Liberia Road Asset Management Project will expand the Freeport of Monrovia's reach, allowing it to potentially serve as a reliable gateway for Guinean and Malian cargo—particularly bulk and containerized shipments. This is expected to increase throughput and reinforce Monrovia's role as a transit port.

A major catalyst for future port traffic is the recently signed rail infrastructure agreement between the Government of Liberia and High-Power Exploration (HPX). The agreement enables HPX to transport iron ore from Guinea through Liberia via the rehabilitated rail corridor to Buchanan Port. This development is expected to significantly boost bulk cargo volumes and solidify Buchanan's position as a dedicated mineral export terminal, attracting additional investments in port infrastructure and services.

Together, these road and rail investments create the foundation for expanded port utilization. Buchanan Port stands to benefit from growing mineral exports and proximity to the Guinean border. The Freeport of Monrovia will gain increased access to northern trade corridors, while the Port of Harper will be more closely integrated with eastern Côte d'Ivoire.

However, realizing the full potential of this infrastructure will require increased production of commodities and other targeted actions. The completion of remaining road segments, continued maintenance, streamlined border processing, enhanced cargo-handling capacity, and improved security along key corridors will be essential to converting access into volume.

3.5.3 Liberia's Potential for Transit Port Services.

Geographically, Liberia holds a distinct advantage to serve as a transit port. Liberia's coastline, especially through Monrovia and Buchanan, is closer to landlocked Mali and interior Guinea than most competing ports in the region while Monrovia is closer (80- 150 mm) to the main shipping routes to Africa than other West African Ports. However, the advantage of serving as a transit port remains largely untapped because of lack of regional road and rail integration, and limited digitalization of port and custom services.

Monrovia is closer (80- 150 mm) to the main shipping routes to Africa than other West African Ports. Nonetheless, with targeted investments in port modernization, clearance efficiency, and cross-border connectivity, Liberia is well-positioned reduce cargo diversion and to be a regional trade hub. Key transit routes will include goods moving from Monrovia to Nimba and Lofa Counties, then into Guinea. (e.g., rice, construction materials). Buchana Port is predominantly used for iron ore export but could expand for regional transit.

Enhancing the competitiveness and coordination of the four ports in Liberia will not only support national economic growth but also help capture regional trade flows and generate new revenue streams from both domestic and transshipment cargo, unlocking the country's trade potential and asserting its strategic position within West Africa's logistics landscape.

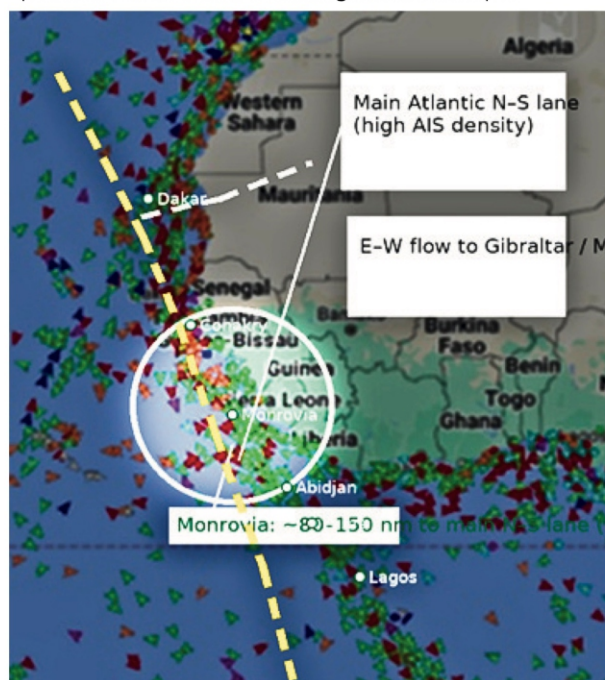


Figure 7: Monrovia Geographical Advantage: Monrovia is closer (80- 150 mm) to the main shipping routes to Africa than other West African Ports.

3.5.4 Current Financial Position: Constraints and Opportunities

The financial performance of the NPA between 2022 and 2024 provides the baseline for understanding both the opportunities and the constraints facing the port system. Revenues have grown steadily, showing the commercial strength of the ports, but this growth has been undermined by rising costs, limited investment, and an overreliance on a narrow set of revenue sources. The picture that emerges is one of strong potential constrained by structural weaknesses. These realities shape the reforms and actions set out in this plan.

3.5.4.1 Revenue Growth and Dependence

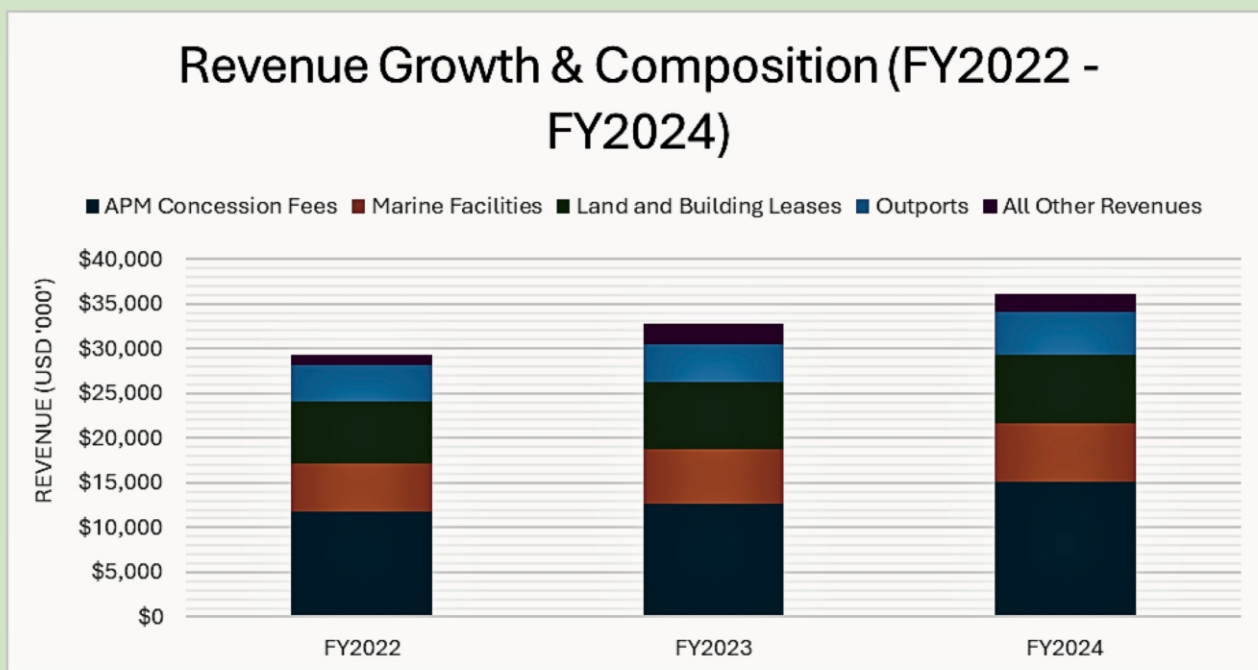
Over the last three years, NPA's revenues have increased at a healthy pace, placing the Authority ahead of many regional peers. This growth has been driven by fees from the APM Terminals concession, as well as

The outstation ports of Buchanan, Greenville, and Harper have also shown encouraging signs of growth, though from a smaller base.

Despite this progress, the NPA remains heavily dependent on a narrow group of income sources. Concession fees continue to dominate, and while income from leases and marine facilities has increased in absolute terms, their share of the total has gradually declined. Cargo handling revenues have been more volatile, reflecting inconsistent performance. Taken together, this concentration exposes the NPA to risk and reduces flexibility.

From a strategic perspective, broadening the revenue base through new services, higher value-added offerings, and stronger commercial partnerships will be essential for long-term sustainability, which now account for more than forty percent of total revenues.

Figure 8: Revenue Growth & Composition (FY2022 - FY2024)

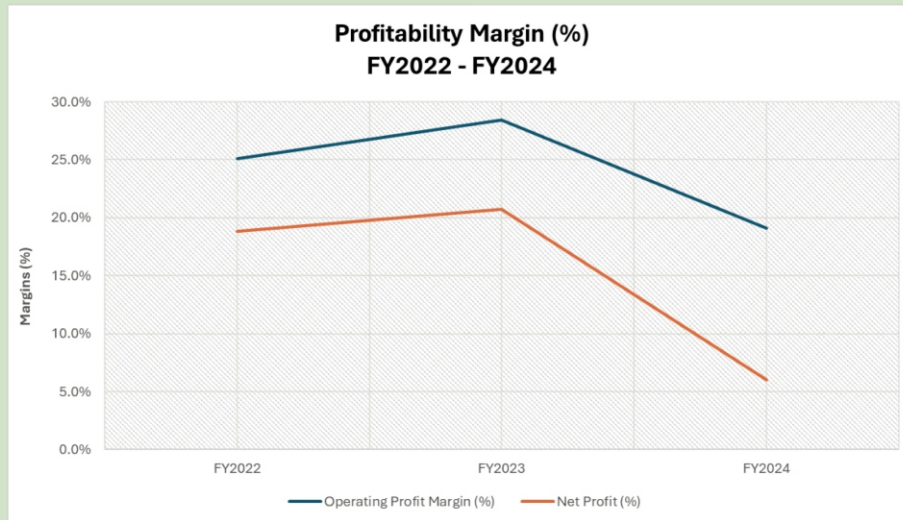


3.5.4.2 Profitability Under Strain

Even as revenues have risen, profitability has weakened. Operating and net margins have declined as payroll and administrative costs consumed a growing share of income. Nearly half of every dollar earned goes to payroll, while overhead costs have expanded faster than revenues.

The result is that top-line growth has not translated into financial strength. Instead, margins have narrowed and NPA's ability to reinvest in its ports has been constrained. Without stricter cost discipline and better alignment between spending and output, the Authority risks continuing this cycle of rising costs and weakening returns.

Figure 9: Graph showing Profitability Margin (%) FY 2022 - FY 2024

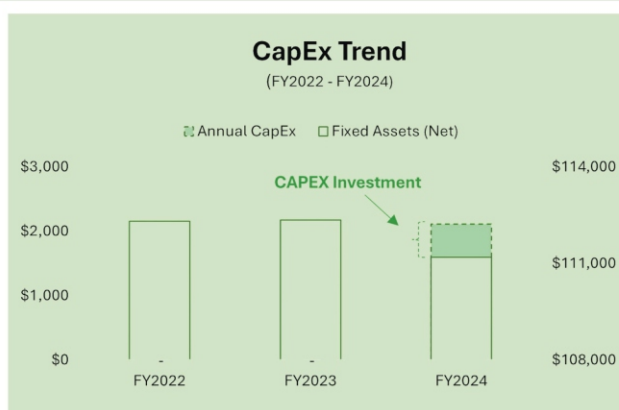


3.5.4.3 Low Capital Investment

Perhaps the most critical constraint is the chronic under-investment in infrastructure. For two consecutive years no capital projects were executed, and even in 2024 only a small fraction of planned expenditure was delivered. This has left essential facilities aging and exposed the Authority to deferred maintenance and service gaps.

Compared with regional peers that consistently reinvest ten to fifteen percent of revenue into capital improvements, NPA falls short. Unless this trend is reversed, Liberia's ports will continue to lag in capacity, efficiency, and competitiveness. At the same time, NPA's relatively lower debt burden provides a unique opportunity to mobilize concessional or blended finance to close this gap, provided that stronger investment planning and execution are put in place.

Figure 10: CapEx Trend FY 2022 - FY 2024



0 Capital Projects

No capital projects executed for two consecutive years



10-... Regional Standard

Percentage of revenue regional peers reinvest in capital improvements



Competitiveness

Declining position relative to modernizing regional ports

3.5.4.4 Liquidity and Solvency

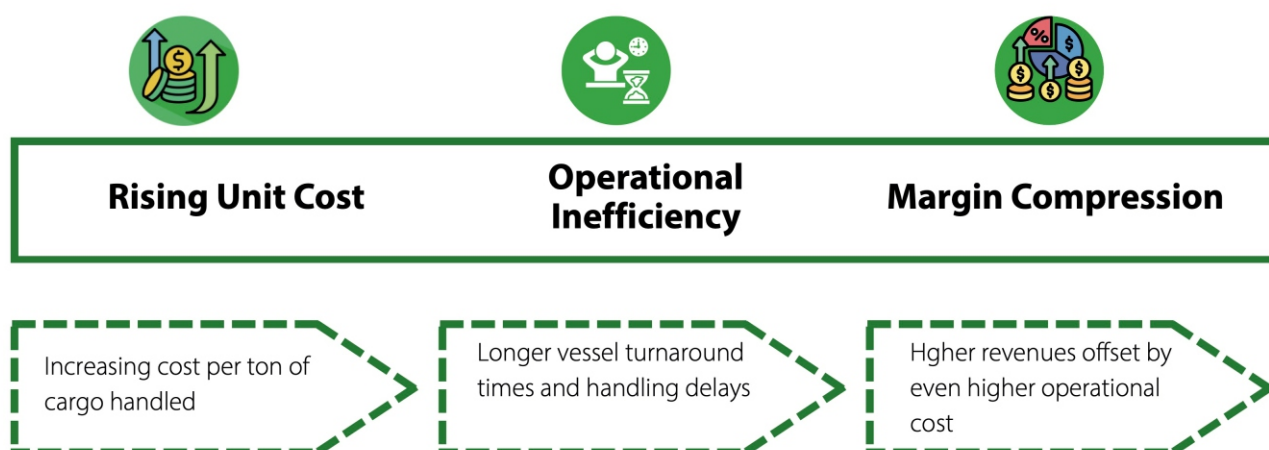
NPA's financial statements suggest solvency on paper, with strong current ratios. However, the quality of liquidity is weak. Cash reserves have steadily declined, leaving the Authority with limited flexibility to respond to shocks or seize opportunities. This makes NPA vulnerable in the short term, even though it is technically solvent.

The relatively limited long-term debt portfolio provides a cushion, but it also highlights a missed opportunity. Most successful ports in the region use a

mix of internal cash flow and external finance to fund modernization. NPA has avoided debt for capital projects, but at the cost of reinvestment. A carefully structured financing approach could balance these priorities.

3.5.4.5 Efficiency Challenges

Unit costs of operation have increased steadily. It now costs significantly more per ton and per vessel to move cargo through Liberian ports than it did only a few years ago. This is evidence of structural inefficiencies and a rising fixed-cost burden.



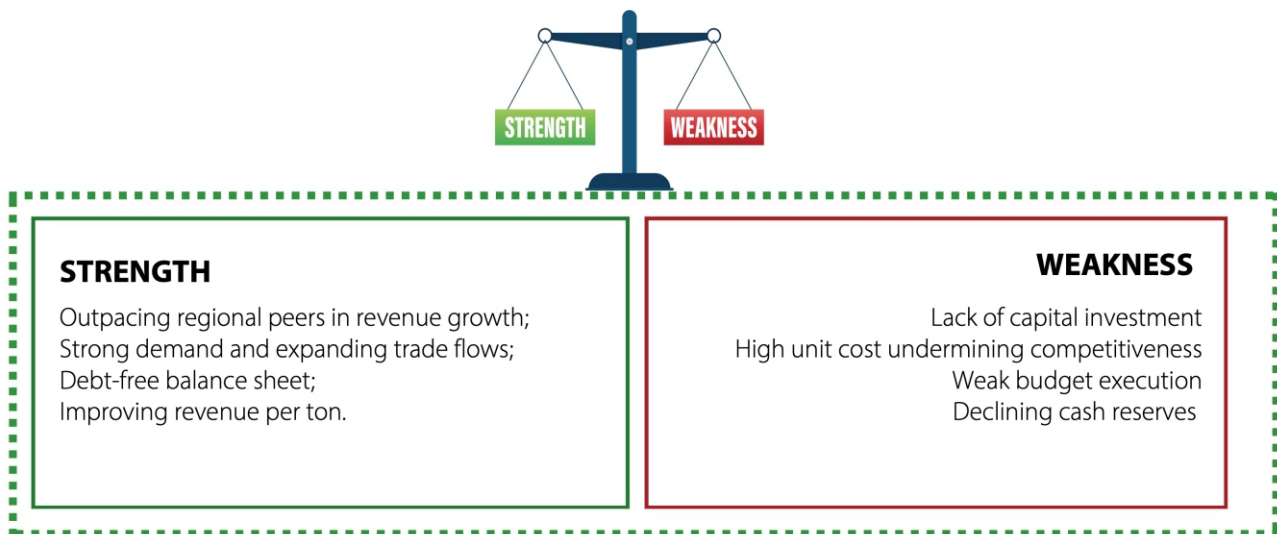
At the same time, revenues per ton have improved, showing that customers are paying more or that higher-value cargo is moving through the system. Yet the rising costs have more than offset these gains, leaving little room for profit. This signals an urgent need for operational reforms that improve vessel turnaround times, cargo handling efficiency, and support services.

3.5.4.6 Regional Positioning

When compared to peers, Liberia's ports show both strengths and weaknesses. NPA has outpaced others in revenue growth, confirming that demand exists and trade flows are expanding. However, the lack of investment and high unit costs undermine competitiveness. Tema, Abidjan, and Dakar continue to modernize and expand, while Monrovia and the outstations risk being left behind.

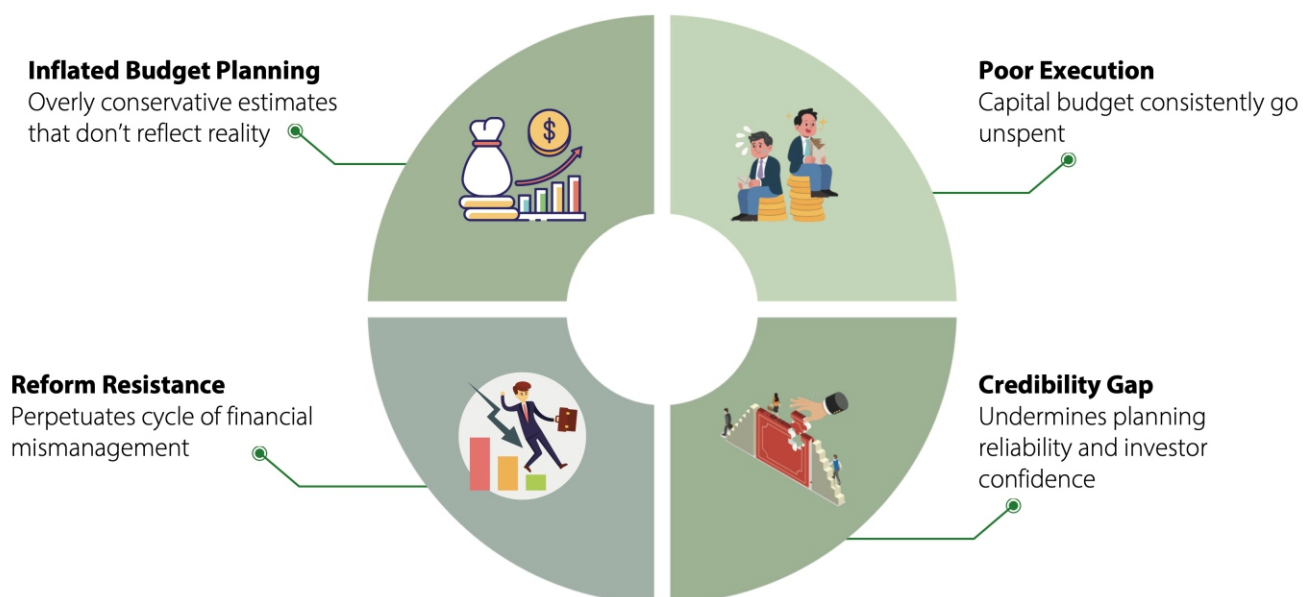
Figure 11: Regional Positioning of the Free Port of Monrovia

Port	Revenue Growth	Investment Level	Operational Efficiency	Competitive Position
 Monrovia (Liberia)	High	Very Low	Declining	Weakening
 Tema (Ghana)	Moderate	High	Improving	Strengthening
 Abidjan (Cote d'Ivoire)	Moderate	Very High	Strong	Leading
 Dakar (Senegal)	Moderate	High	Strong	Strengthening



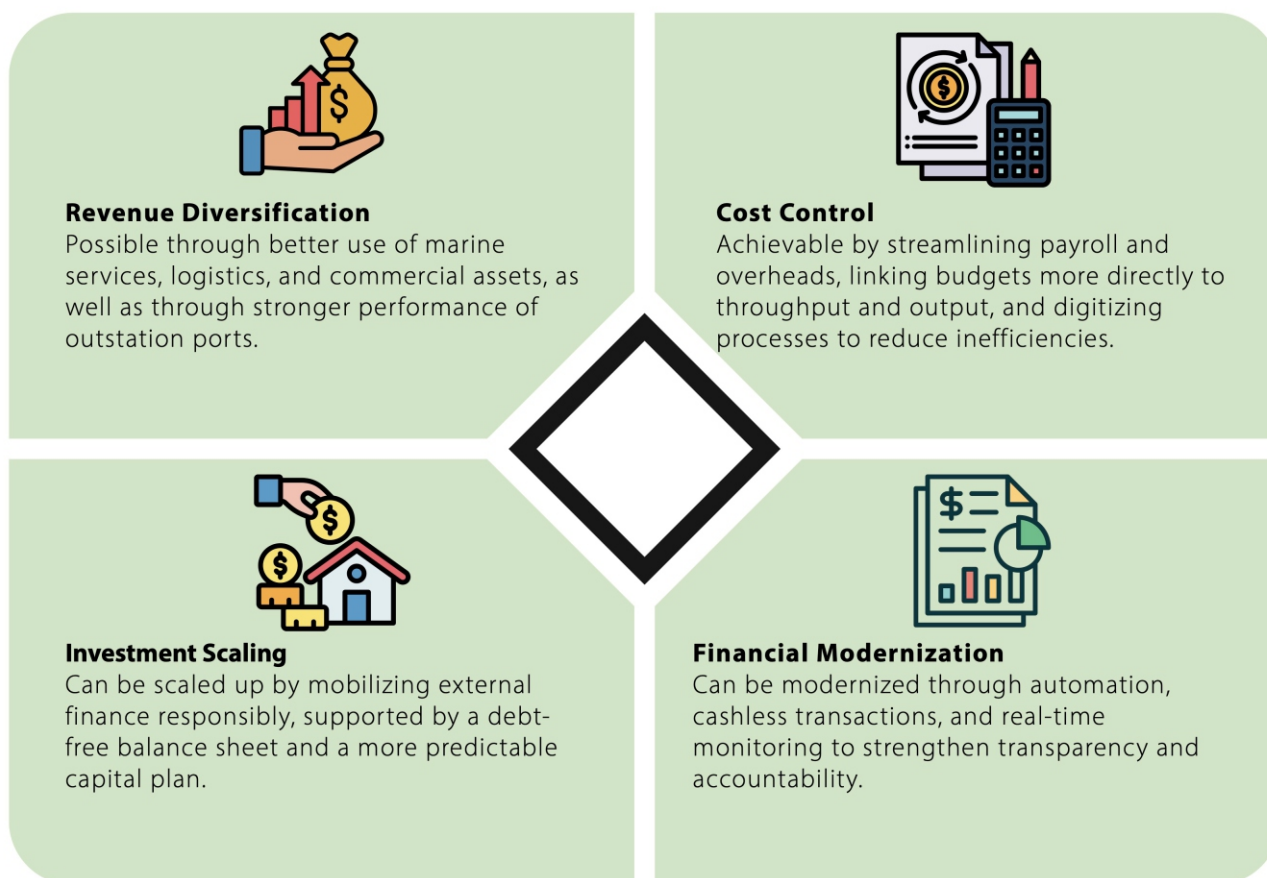
3.5.4.7 Budgeting and Financial Management

Another constraint is weak budget execution. Capital budgets have consistently gone unspent, and operating budgets have been padded with overly conservative estimates. This undermines planning credibility and limits investor confidence. Stronger governance of budgeting and forecasting will be critical to shifting the Authority onto a more disciplined financial footing.



3.5.4.8 Opportunities for Realignment

Despite these constraints, the financial picture also reveals opportunities:



3.5.4.9 Strategic Implications

This financial baseline underscores why reform is essential. The Authority cannot rely on revenue growth alone. Without diversification, stronger cost discipline, and more consistent investment, Liberia's ports will remain financially fragile and unable to compete with modernized regional peers.

The strategic objectives in this plan directly address these constraints. Efforts to strengthen financial management and diversify revenue are designed to reduce concentration risk. Initiatives to restore capital investment discipline and modernize financial systems will close the infrastructure gap and build long-term sustainability. Operational reforms that target efficiency will lower costs and improve margins.



NPA Strategic Plan 2025 – 2030

SECTION FOUR (4):

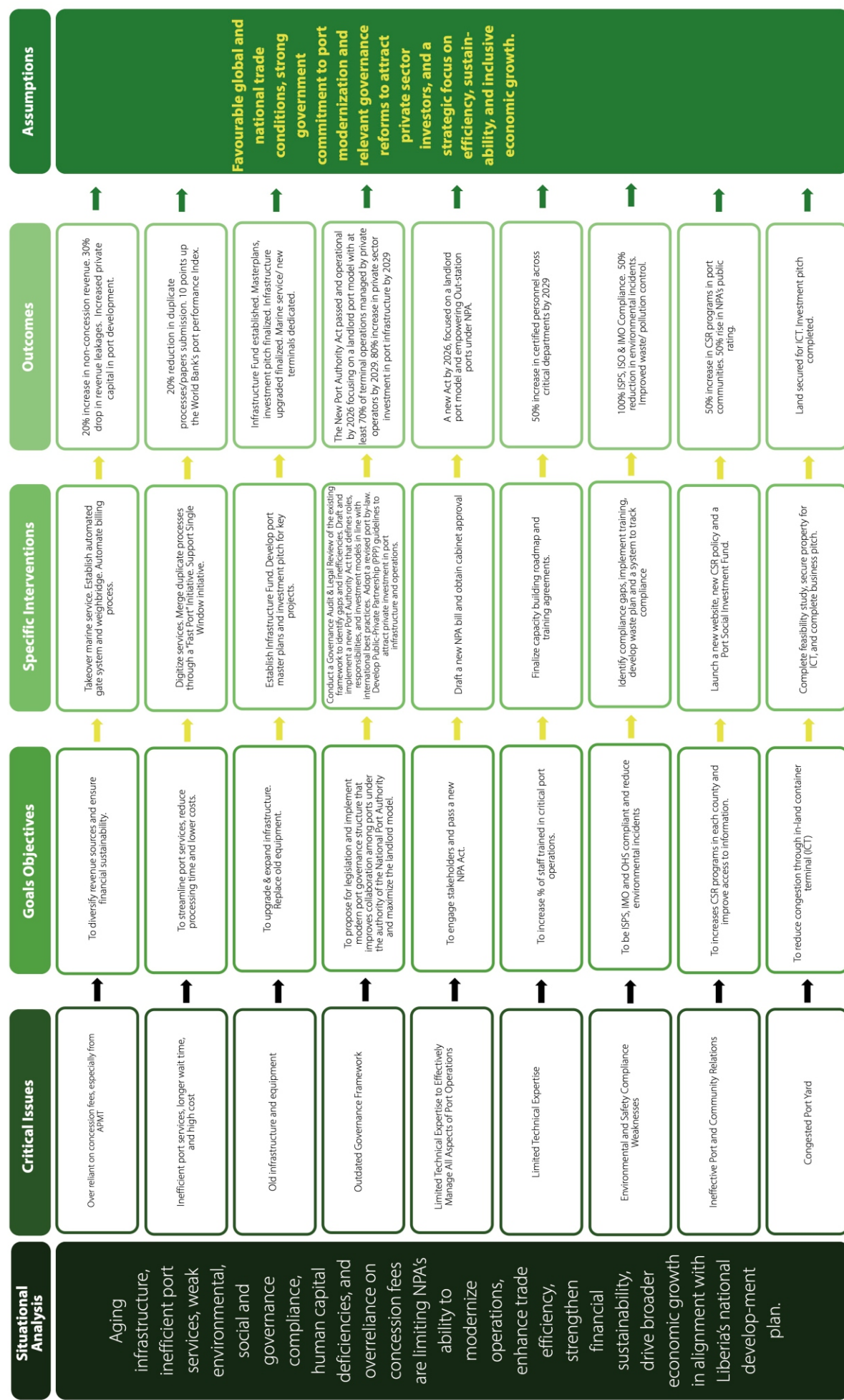
Theory of Change



UNITED PORT SYSTEM:
Attracting Private Capital, Facilitating
Trade, and Anchoring Growth

The Theory of Change (ToC) summarizes the context under which the NPA operates. It outlines the most critical constraints that must be addressed for NPA to realize the desired change. And it presents the interventions to address the constraints. For the desired outcomes to be achieved, the ToC holds certain assumptions.

4.0 THEORY OF CHANGE



NPA Strategic Plan 2025 – 2030

SECTION FIVE (5):

STRATEGY

MISSION

PLANNING

DIRECTION



Mission, Vision, Core Values, and Strategic Objectives

UNITED PORT SYSTEM:

Attracting Private Capital, Facilitating
Trade, and Anchoring Growth

5.0 NPA VISION, MISSION, AND VALUES

Introduction

The NPA has the mandate to be a critical enabler of trade and therefore national growth and a driver of Liberia to be increasingly integrated with the rest of the region. In a competitive and rapidly evolving logistics environment, the mission of the NPA is to build the operational capacity, institutional strength, and commercial relevance required to deliver

value to Liberia and its partners.

This section defines the Authority's overall strategic direction and the value it intends to deliver to customers, government, and stakeholders over the coming decade. This will be used to guide the long-term choices for port expansion, trade facilitation, and economic development.

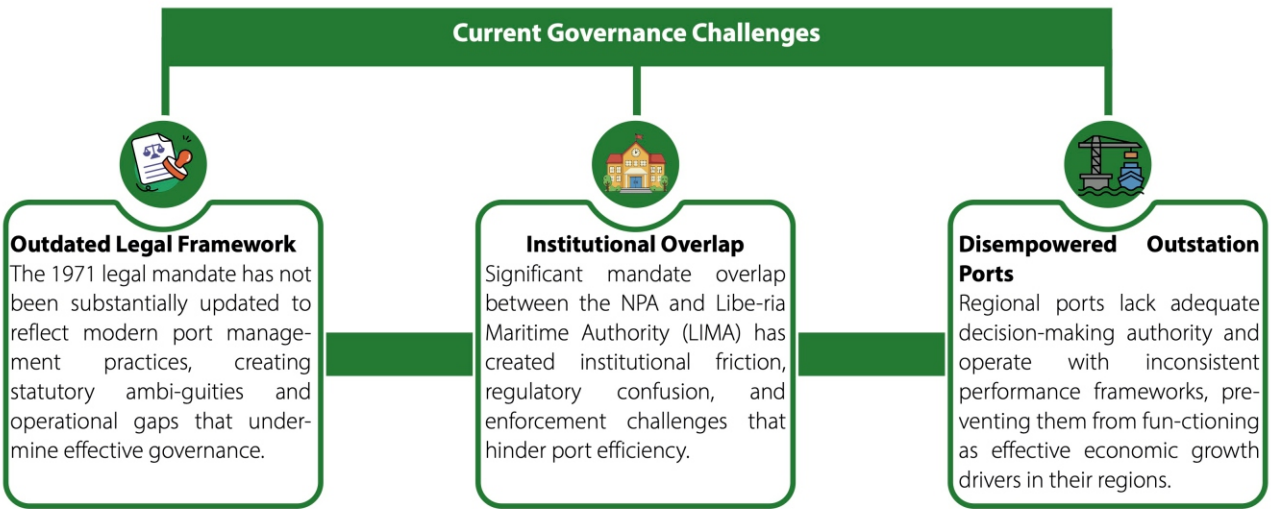


5.1 STRATEGIC OBJECTIVES

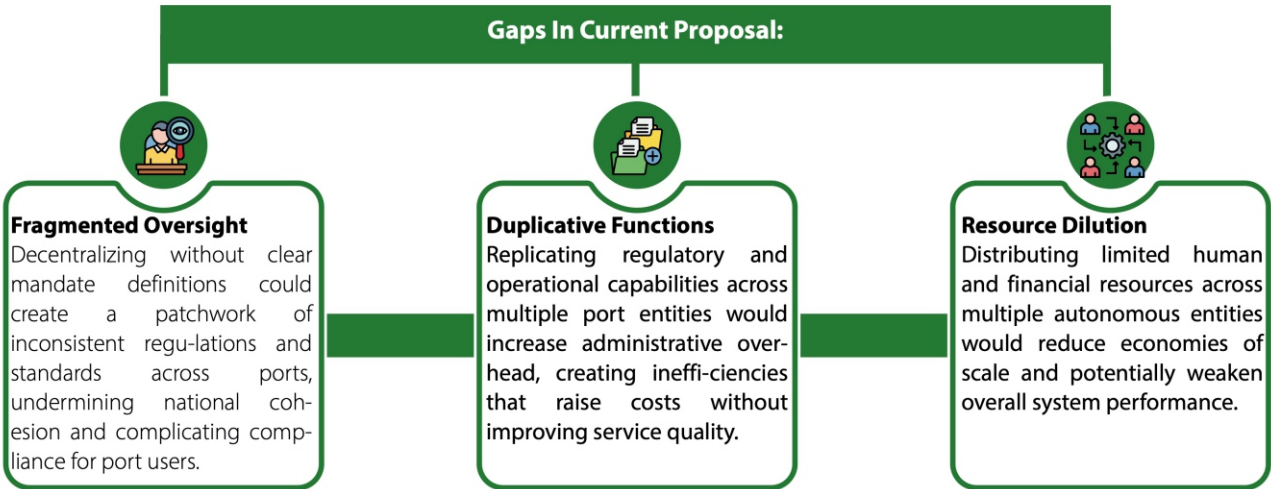
The Strategic Plan is guided by the NPA’s RESET Agenda—a five-pillar framework designed to unlock the full potential of Liberia’s ports by: Reforming governance and empowering port management of each port. Enhancing operational efficiency and service delivery. Strengthening financial management and diversifying revenue. Establishing an Inland Container Terminal to decongest port yard. And Transforming, expanding, and modernizing port infrastructure. These objectives are the guiderails the NPA will utilize, refine and adjust to achieve its vision.

5.1.1 Strategic Objective 1: Reforming Governance, Empowering Outstation Ports.

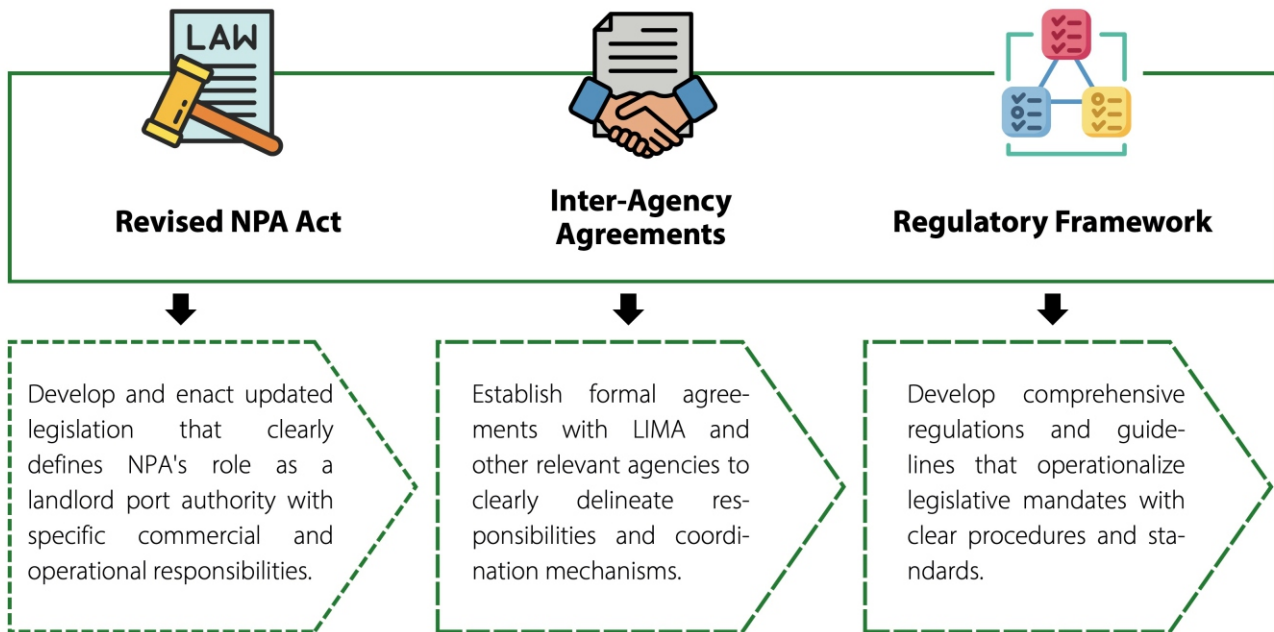
The NPA currently operates under an outdated legal framework established in 1971. This old mandate has not evolved alongside changing demands and lacks the clarity, coherence, and strategic alignment required for managing a modern port system that can attract private investment and anchor economic growth.



Recent proposals seeking to address this governance challenge are focused on redistributing and replicating regulatory and operational powers across multiple entities leading to less cohesion, fiscal pressure, and regulatory confusion. The critical need for the port system is not to dismantle unified oversight, but to modernize it—ensuring each port operates efficiently within a cohesive national framework that maintains consistency while allowing flexibility.



To address the governance challenge, the NPA will execute three reform initiatives that delegate clearly defined decision-making authorities in operations, administration, and finance to each port while the NPA provides coordination and leadership



Reform Initiative 1:

A critical component of NPA reform involves empowering all four ports (Monrovia, Buchanan, Greenville and Harper) to function as better economic drivers while maintaining appropriate national coordination under the NPA. The empowerment strategy will delegate clearly defined decision-making authority to each port management in three key areas while the NPA provides coordination and leadership.

- 1. Operational Management:** Authority to make day-to-day decisions, coordinate local stakeholders, and implement service improvements in accordance with approved operational manual.
- 2. Administrative Functions:** Capacity to manage local human resources, procurement under defined thresholds, and facility maintenance according to established standards.
- 3. Financial Management:** Authority to develop, and upon approval, manage their respective budgets within approved parameters and initiate expenditures within established thresholds.

This empowerment framework will be supported by standardized procedures for planning, budgeting, and procurement that ensure consistency while allowing appropriate flexibility. Regular performance reviews will maintain accountability while providing opportunities to address emerging challenges.

Reform Initiative 2: Restructuring Internal Organization

Creating a high-performing NPA requires fundamental internal restructuring to align organizational capabilities with strategic objectives. The current structure with duplicative roles and unclear reporting lines must be replaced with a streamlined organization designed specifically for effective landlord port management.

Reform Initiative 3: Clarifying Institutional Mandates

The foundation of effective NPA reform lies in establishing clear institutional mandates that eliminate functional overlaps and provide unambiguous direction for all stakeholders. This requires comprehensive legislative updates to replace the outdated 1971 framework with modern statutory provisions aligned with international best practices in port governance.

Key targets

1. Adopt an empowerment framework for Outstation Ports while the NPA Act is being finalized;
2. A new NPA Bill enacted;
3. Workforce rationalized and organizational structure revised;
4. 50 % of staff receive annual training by 2029.

Key interventions:

- Pass resolution that authorizes outstation ports to make financial and operational decisions under certain threshold
- Conduct orientation for the implementation of the new framework
- Organize a Stakeholders Group to review and finalize a revised/updated bill for the NPA.
- Obtain cabinet and legislative approval of the revised bill
- Adjust workforce and adopt new organogram
- Conduct training need assessment and development capacity development plans

5.1.2: Strategic Objective 2: Enhance Operational Efficiency and Service Delivery Across Liberia's Seaports

Ensuring improved operational efficiency of Liberia's port system is critical to accelerating cargo movement, reducing trade cost and unlocking Liberia's competitiveness in regional trade. Prolonged vessel berthing time, delays in cargo clearance, and longer truck turnaround time are recurring issues that slow cargo movement and drive up the cost of trade while contributing to increased price of imported goods in Liberia.

These inefficiencies do not occur in isolation. They reflect years of underinvestment in port infrastructure, poor yard layout, manual documentation processes, and weak coordination among port stakeholders. Truck traffic bottlenecks at the Freeport of Monrovia, for instance, are often due to the absence of designated truck parking areas and the use of a manual traffic management plan.

This strategic objective sets out a bold response. It prioritizes investments in performance-driven port operations, new technology systems, and improved collaboration across stakeholders—guided by the NPA's commitment to deliver faster, safer, and more affordable port services. To achieve this, the NPA will establish a dedicated Quality and Performance Task Force to conduct baseline assessments on key performance indicators for each port, track quarterly progress, and monitor compliance.

Key focus will be reducing human interactions for services NPA provides and reducing multiple submission of papers. Priority will also be placed on reducing Vessel Turnaround Time (VTT), Truck Turnaround Time (TTT) and Cargo Dwell Time (CDT) by at least 30% by 2030. This will involve better berth scheduling, and more efficient cargo offloading operations and effective truck service. In Monrovia, this will build on recent investments in navigational aids and equipment by APM Terminals and the NPA. Across other ports, operational flow will be further improved through a Port Clean-Up and Yard Reorganization Program aimed at reclaiming misused space.

The NPA recognizes that Liberia's port ecosystem is shaped by a wider network of institutions. Customs processing delays, manual bank payment processes, and documentation bottlenecks all contribute to avoidable delays. While these areas fall under the purview of other private and public agencies, the NPA will actively engage them through a structured Port Stakeholder Partnership Framework. This framework will align efforts around key reforms such as the rollout of a Maritime Single Window (MSW).

The NPA will also introduce a Customer Satisfaction Index, backed by quarterly surveys and a new grievance resolution platform. These tools will ensure that service quality reflects user expectations and supports a customer-first culture at all port locations.

Key targets:

1. Improve customer satisfaction to 85%
2. Reduce truck turnaround time by 30%
3. Digitize 90% of NPA's services

Key interventions:

- Establish customers feedback and grievance resolution system
- Conduct customer satisfaction survey and publish the results
- Organize a "Fast Port" working session with stakeholders to reduce duplication and consolidate processes
- Construct designated truck parking areas at Monrovia/Buchanan
- Develop a truck traffic management system and digital scheduling and automatic gates
- Launch the Port Clean-Up & Yard Optimization Initiative
- Complete feasibility and hire firm to digitize NPA's processes
- Collaborate with stakeholders to inaugurate a national Maritime Single Window

5.1.3: Strategic Objective-3: Strengthen Financial Management and Diversify Revenue for Sustainable Growth

To fulfil its national mandate and remain competitive within the West African sub-region, the National Port Authority (NPA) will transition to a financial model grounded in proactive, data-informed stewardship. By controlling recurrent costs, reorienting capital towards productive assets, digitizing financial operations, and correcting weaknesses in lease management, the Authority will unlock the capacity to renew infrastructure, diversify income streams, and institutionalize long-term fiscal resilience. These reforms are essential for positioning the NPA as a robust anchor institution within Liberia's maritime sector.

The plan is structured around six financial priorities supported by a clear implementation framework. Together these priorities address institutional inefficiencies, improve capital deployment, reduce revenue concentration risk, and align financial operations with international standards of performance and transparency.

5.1.3.1 : Strengthen Financial Forecasting and Budget Governance

To ensure sound financial management, the NPA must embrace a proactive and data-driven approach to forecasting and planning. Current budgeting practices are weakened by broad assumptions and inconsistent expenditure estimates. Moving forward, revenue and expenditure forecasts will be developed using historical patterns, throughput data, and macroeconomic variables. This will include rolling forecasts that are updated quarterly to reflect seasonal and market shifts. These changes will improve the accuracy and credibility of financial projections, enable more reliable decision-making and foster greater trust among internal and external stakeholders.

Current Challenges:

- Revenue and expenditure projections are often based on static, annualized assumptions.
- There is limited integration between throughput trends, macroeconomic conditions, and financial forecasts.
- Budget execution is constrained by poor variance monitoring and ad hoc mid-year reallocations.

KEY INITIATIVES

1. Introduce quarterly rolling forecasts;
2. Establish budget governance committee;
3. Integrate throughput data and macro variables.

IMPLEMENTATION ACTION

- Build dynamic models using vessel traffic, trade volume, exchange rates;
- Multi-departmental oversight; enforce review thresholds;
- Link forecasts to real-time vessel and cargo trends

EXPECTED RESULTS

- Responsive planning and faster budget recalibration;
- Greater budget discipline and reduced leakage;
- Improved alignment between revenue estimates and operational reality

5.1.3.2 Rebalance Resource Allocation to Operational and Strategic Priorities

The NPA will align the allocation of financial resources to reflect institutional priorities. Excessive administrative and overhead spending will be capped and reduced gradually, making way for increased investment in port operations and infrastructure as well as towards revenue-driving and compliance-critical functions. The goal will be to ensure cost-to-output alignment, enhance port efficiency, and better regulatory standing.

Current Challenges:

- Over 65% of the operational budget is absorbed by payroll and administration.
- Environmental compliance, security infrastructure, and digital transformation are underfunded.
- Budgeting lacks alignment with departmental performance outputs.

KEY INITIATIVES	IMPLEMENTATION ACTION	EXPECTED RESULTS
1. Cap administrative overheads; 2. Restructure functional budget weights; 3. Fund compliance and environmental functions.	• Enforce 10% cap with annual glidepath reduction; • Increase shares for Engineering, Marine Services, Terminal Operations; • Allocate dedicated budgets based on regulatory mandates.	• Releases funds for core services; • Improved operational capacity and maintenance responsiveness; • Reduces legal risk and enhances ESG profile.

5.1.3.3 Restore Capital Investment Discipline

NPA's will address NPA's historical underperformance in capital expenditure through disciplined investment planning and monitoring. This structured approach will enable the NPA to renew its asset base, expand capacity, and improve long-term operational resilience. The goal is to Institutionalize disciplined capital planning to drive infrastructure renewal and capacity expansion. NPA expects to realize modernized port assets, expanded throughput capacity, enhanced resilience to trade growth and climate shocks from its capital expenditure planning.

Current Challenges:

- Historically low execution of capital budgets
- No integrated capital investment pipeline aligned with master plans.
- Disbursements are reactive and often unlinked to project readiness.

KEY INITIATIVES	IMPLEMENTATION ACTION	EXPECTED RESULTS
1. Develop a 3-year rolling capital plan 2. Implement a milestone-based disbursement model 3. Target 25–30% of revenue to CAPEX	• Sync with port master plans; prioritize based on economic and operational return; • Funds released upon meeting design, permitting, procurement milestones • Anchor on regional benchmarks and strategic capacity targets	• Predictable investment cycle and project visibility; • Reduces project delays and waste; • Improves port infrastructure and service levels.

5.1.3.4 Institutionalize Unit Cost Efficiency and Performance Management

Improving cost efficiency and tracking performance are essential for sustaining profitability. The NPA will adopt unit cost metrics such as cost per ton, per TEU, and per vessel call. These indicators will be reviewed regularly and integrated into departmental scorecards. Comparative benchmarks will help identify cost drivers and areas for improvement. Budget allocations will be increasingly tied to departmental output and efficiency ratios. The goal is to drive cost discipline through unit-based costing and performance-linked resource allocation. This will ensure productivity gains, data-backed performance monitoring, and stronger internal financial accountability.

Current Challenges:

- Departmental budgeting is not linked to output or service-level benchmarks.
- Cost drivers are opaque and not benchmarked across peer ports.
- Limited accountability for cost overruns or performance gaps.

KEY INITIATIVES	IMPLEMENTATION ACTION	EXPECTED RESULTS
1.Track cost per ton, TEU, and vessel call 2.Introduce performance score-cards; 3.Conduct quarterly cost audits.	• Use port MIS data to compute and monitor per-unit costs • Link budget allocations to throughput, turnaround times, and revenue contribution • Internal audit to validate variances and flag anomalies	• Identifies inefficiencies and reduces waste; • Performance-driven budgeting culture; • Improves cost control and procurement compliance.

5.1.3.5: Enhance Transparency, Digitization, and Financial Controls

Transparency and digitization will form the backbone of the Authority's financial reform agenda. The NPA will implement an integrated financial management system to automate billing, procurement, and receivables tracking. This system will support cashless transactions, improve audit readiness, and enable real-time monitoring of financial health. A digital dashboard will be introduced for leadership and Board reporting, displaying revenue flows, expenditure, capital investment progress, and performance metrics. These measures will create an environment of fiscal transparency and trust, while improving internal controls and strategic coordination. They will ensure a modern financial management system for audit readiness, and decision agility.

Current Challenges:

- Manual processes dominate billing, procurement, and accounts tracking.
- Weak internal controls increase exposure to leakages and audit risks.
- Leadership lacks real-time visibility in financial performance.

KEY INITIATIVES	IMPLEMENTATION ACTION	EXPECTED RESULTS
1.Implement Integrated Financial Management System (IFMS) 2.Develop real-time dashboard for leadership; 3.Enforce cashless transactions.	• Automate billing, payments, procurement, receivables; • Visual display of revenue, costs, capital progress, receivables; • Mobile and bank-integrated payments for port services.	• Reduces fraud risk and improves processing speed; • Supports executive oversight and data-driven strategy; • Enhances traceability and reduces cash handling exposure.

5.1.3.6: Promote Long-Term Financial Sustainability and Revenue Diversification

The National Port Authority's financial model remains heavily reliant on concession fees from a single terminal operator, exposing it to volatility and limiting its capacity to self-finance strategic initiatives. As global trade dynamics evolve and regional competition intensifies, it is imperative that the NPA recalibrates its revenue framework to ensure stability, scalability, and strategic autonomy.

This priority focuses on three pillars: optimizing lease and concession arrangements, expanding value-added services, introducing new revenue sources, and instituting fair market-aligned pricing tariff for port infrastructure usage. The interventions will secure a broader, more stable financial base while de-risking core revenue streams.

Current Challenges:

- Heavy dependence on a single concession operator for 40+% of revenue.
- Lease pricing, tariff, and usage charges have not kept pace with inflation or market value.
- Ancillary services remain under-commercialized.
- Revenue leakages through non-compliance leases and lease violation.

KEY INITIATIVES	IMPLEMENTATION ACTION	EXPECTED RESULTS
1.Implement Integrated Financial Management System (IFMS) 2.Develop real-time dashboard for leadership; 3.Enforce cashless transactions.	• Automate billing, payments, procurement, receivables; • Visual display of revenue, costs, capital progress, receivables; • Mobile and bank-integrated payments for port services.	• Reduces fraud risk and improves processing speed; • Supports executive oversight and data-driven strategy; • Enhances traceability and reduces cash handling exposure.

5.13.7: Lease Reform

Lease reforms will be central to revenue diversification. The lease review revealed widespread misclassification of properties, outdated rates, and irregular renewals, leading to annual losses of nearly USD 5.8 million. Many developed sites are still billed at undeveloped land rates, while concessions and leases have not been adjusted to regional norms. Outstanding arrears, including over USD 5.6 million from government entities, weaken cash flow.

Key initiatives include:

- Reclassify developed properties and align lease rates with regional benchmarks, moving toward USD 2.50–4.00/sq.ft for developed land;
- Audit all active leases, terminate duplicate or dormant contracts, and repossess unused properties for reallocation to productive tenants;
- Enforce the 40% revenue share requirement for approved subleases, supported by a formalized subleasing policy;
- Negotiate structured settlement agreements with government entities in arrears, backed by Board-level oversight;
- Introduce value-based pricing for premium facilities and expand commercialization of marine services such as bunkering, pilotage, and inland logistics.

By implementing these measures, the NPA projects lease revenue growth of up to 40 percent, equivalent to more than USD 7 million in additional annual income. Combined with stronger cost discipline and diversified services, this will shift the Authority from fragile dependency to sustainable financial autonomy.

5.1.4: Strategic Objective-4: Establish Inland Container Terminal to Decongest the Freeport of Monrovia

The Freeport of Monrovia suffers from congestion due to many factors including limited yard space, unstructured truck flow, and the absence of supporting inland logistics infrastructure. This challenge is expected to intensify with the potential addition of a second fully operational terminal. Without a coordinated decongestion solution, the Freeport's ability to absorb growing trade volumes will be severely compromised.

To address this, the NPA will lead the development and operationalization of a dedicated Inland Container Terminal (ICT) strategically located outside the Freeport. The ICT will serve as an off-dock clearance and cargo staging facility, enabling faster container evacuation, reducing vessel dwell times, and freeing up valuable yard space. Containers will be transferred under customs bond to the inland terminal, where clearance, warehousing, and onward delivery will take place.

Inland terminals have proven effective in decongesting urban ports, lowering logistics costs, and improving trade efficiency in Ghana and Ethiopia and other places. The intervention reflects global best practice and will be tailored to Liberia's context. This model will be integrated into the forthcoming Port of Monrovia Masterplan, ensuring long-term alignment between waterfront expansion and supporting logistics infrastructure.

In parallel, the NPA will implement a truck traffic management system to coordinate cargo flows between the Freeport and the inland terminal. The system will regulate truck entry schedules, introduce electronic queueing, and establish offsite staging zones—reducing congestion at the port gate, surrounding roads, and improving safety and efficiency.

The ICT will be developed through a public-private partnership (PPP). Private operators will finance and manage the facility under NPA regulation, while customs and regulatory agencies maintain bonded cargo oversight. A cross-agency implementation team will be established to coordinate investment structuring, customs integration, and operations. This initiative aims to decongest the Freeport of Monrovia by relocating part of the storage and customs processing inland—unlocking immediate operational benefits while laying the foundation for long-term trade growth and port sustainability.

5.1.5 Strategic Objective- 5: Transform, Expand Modernize Port Infrastructure for Long Term Growth

Liberia's natural position in Africa makes it a strategic trade gateway to the region. However, a relatively high port tariff regime compared to regional competitors and inefficient services caused mostly by port infrastructure and logistic deficit and lack of digitization have undermined the country's potential of being a competitive logistics and trade hub. To unlock this potential, the NPA will develop comprehensive port master plan. The plan will establish a clear, bankable investment pipeline to attract government financial support, private investors, and development finance institutions. The plan will layout sequenced digital and physical infrastructure modernization project that strengthens the ports' foundation for long-term growth and regional integration.

These projects are not short-term fixes—they are transformational investments designed to deliver strong economic returns for Liberia's port system and to build the logistical backbone that Liberia lacks but urgently needs to facilitate its growing trade potential while boosting economic growth and development. Over the next five years, the NPA will focus on critical upgrades across all four seaports, ensuring they are attractive to shipping lines and commercially viable.

Freeport of Monrovia: The Freeport of Monrovia will undergo a comprehensive modernization program to increase cargo throughput, reduce vessel turnaround time, and support future growth. A key flagship project will be the construction and operationalization of a multipurpose terminal through a public-private partnership.

Target 2029

- Master Plan: Complete Freeport Port Master Plan;
- Pier Rehabilitation: Reinforce and extend LMC and BMC piers to accommodate general cargo vessels;
- Dredging: Complete maintenance dredging to enhance smooth and safe vessel movement;
- New Terminal: Construct a 400m – 600m multipurpose marginal quay to expand NPA's handling capacity;
- Sustainable Energy Integration: Install 15MW solar power plant to enhance electrification;
- Security and Control: Install automated gates and 24hrs digital surveillance and control system.

Key Interventions

- | | |
|---|--|
| <ul style="list-style-type: none"> • Initiate and complete market study • Initiate and complete infrastructure and other feasibility studies • Complete public procurement process and obtain sectoral clearance • Complete public procurement process and obtain sectoral clearance. • Complete public procurement process • Negotiate and rectify the concession • Launch commencement of work | <ul style="list-style-type: none"> • Complete feasibility assessment • Complete public procurement process and obtain sectoral clearance • Launch commencement of work • Complete feasibility assessment • Complete public procurement process • Launch commencement of work |
|---|--|

Port of Buchanan: The Port of Buchanan, already a vital mineral export gateway, will be upgraded to support commercial diversification and cargo growth. Planned investments include:

Target 2029

1. Quay Expansion: Expand the commercial quay from 320m to at least 400m;
2. Office Building: Construct a modern office building;
3. Platform Enforcement: Repave and concretize the pier platform of the commercial quay;
Overflow Prevention: Strengthen breakwater.

Key Initiatives

- Complete public procurement process
- Negotiate and rectify the concession
- Launch commencement of work
- Complete public procurement process
- Negotiate and rectify the concession
- Launch commencement of work
- Complete public procurement process
- Negotiate and rectify the concession
- Launch commencement of work
- Complete public procurement process
- Negotiate and rectify the concession
- Launch commencement of work

Port of Greenville: To revitalize Greenville's role in the forestry and agribusiness sectors, the NPA will execute a targeted infrastructure improvement plan. Priority projects include:

Target 2029

1. Quay Expansion: Build a new 200m quay to expand port handling capacity;
2. Office Building: Renovate and upgrade office buildings;
3. Break Water: Reinforce breakwater to protect the port infrastructure;
4. Platform Enforcement: Repave and concretize the pier platform;
5. Dredging: Dredge (maintenance) the channel/basin.

Key Initiatives

- Complete public procurement process
- Negotiate and rectify the concession
- Launch commencement of work
- Complete public procurement process
- Negotiate and sign contract
- Launch commencement of work
- Complete public procurement process
- Launch commencement of work
- Complete public procurement process
- Launch commencement of work
- Complete public procurement process
- Launch commencement of work

Port of Harper: The Port of Harper will receive targeted upgrades to improve service delivery, unlock trade potential in the southeast, and prepare for future economic activity. Key infrastructure projects include:

Target 2029

1. Office Building: Build an administrative building and storage facilities;
2. Break Water and Basin: Deepen the basin from 5.5m to 8m and reinforce the 150m breakwater;
3. Pier Expansion: Extend the 100 m pier to 200m to accommodate larger vessels.

Key Initiatives

- Complete the public procurement process
- Negotiate and sign a contract
- Launch commencement of work
- Secure funds through PSIP
- Complete public procurement process
- Negotiate and sign contract
- Launch commencement of work
- Complete public procurement process
- Negotiate and rectify a concession
- Launch commencement of work

Delivering Impact and Economic Return

The NPA will ensure all infrastructure investments are backed by detailed business cases that assess demand, revenue potential, and investment risk and socio-economic benefits. The NPA will align each project with global best practices on climate-resilient infrastructure and integrate sustainable technologies where feasible. Financing will come through a blended model—leveraging NPA resources, Government of Liberia support, and strategic partnerships with private investors.

NPA's infrastructure modernization plan is more than expanding facilities—it is an investment strategy designed to generate high socio-economic returns for Liberia and port communities. The business case for these projects will attract private investment that expand Liberia's economic base and boost job creation.



NPA Strategic Plan 2025 – 2030

SECTION SIX (6):

Implementation Framework, Financing Strategy, Risk, and Conclusion



UNITED PORT SYSTEM:
Attracting Private Capital, Facilitating
Trade, and Anchoring Growth

6.0 IMPLEMENTATION PLAN

Delivering this strategic plan demands more than intent—it requires disciplined execution, cross-functional coordination, and a performance-driven operating model. The NPA’s legacy structure built for routine operations—is not designed to drive transformation. Its complexity, functional silos, and hierarchical layers risk impeding collaboration, agility, and accountability. To overcome these constraints, while working on organizational reforms, the NPA will deploy a lean, high-impact delivery model that accelerates execution while leveraging, not abandoning internal expertise. This model is built on three core pillars: IMPACT, STRIDES, and MEL. Members of the implementation framework will be drawn from across different department and mandated to focus exclusively on the execution of the Strategic Plan while other members of the department focus on other important tasks.



IMPACT - Strategic Coordination: The NPA will implement the plan through the Implementation and Performance Coordination Taskforce (IMPACT)—a compact, senior-level team led by the Managing Director or a designated executive and include the Heads of Out Station Ports, key departmental leaders, and technical advisors to ensure rapid, collaborative decision-making. IMPACT will provide end-to-end coordination, remove bottlenecks, resolve delivery challenges, and ensure alignment across all strategic objectives.



STRIDES - Targeted Delivery: Execution will be driven by the Strategic Implementation Drivers for Success (STRIDES). STRIDES will have five delivery teams, each assigned to one of the Strategic Objectives. STRIDES will be led by a STRIDES Lead and staffed with high-performing personnel drawn from across departments and ports. Each team will be accountable for delivering on specific priorities. STRIDES will operate against quarterly and annual targets, with clear ownership, defined timelines, and a unified implementation pace.



MEL - Independent Oversight and Learning: To ensure objective performance tracking, a dedicated Monitoring, Evaluation, and Learning (MEL) Team will report directly to IMPACT. MEL will independently monitor progress against KPIs, validate results, and track adherence to timelines and budgets. It will consolidate monthly STRIDES reports into quarterly performance dashboards for leadership and Board review, providing actionable insights for course correction and decision-making.

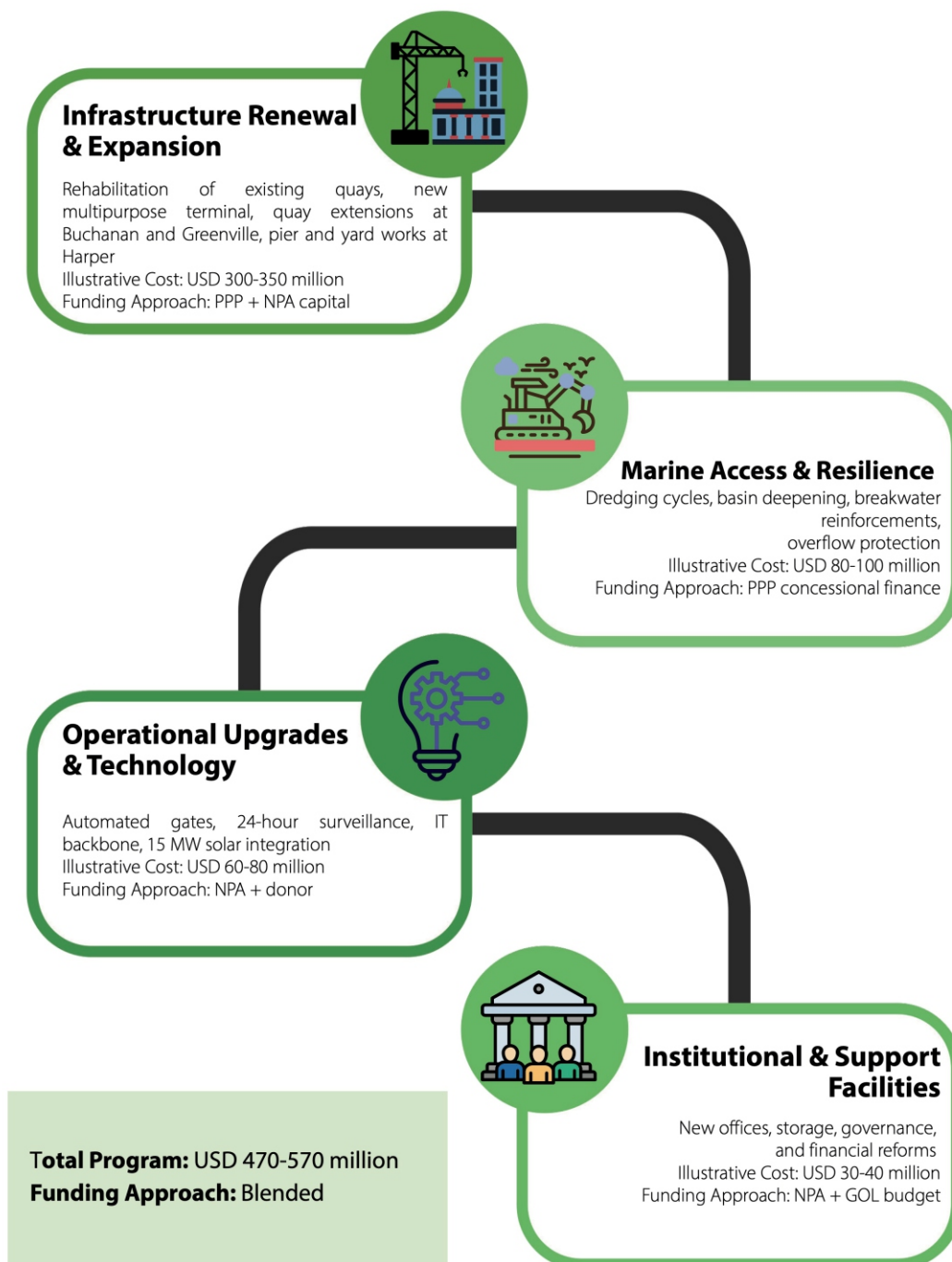
Governance and Reporting: Strategic oversight will be provided by the Board and senior leadership, with the Managing Director delivering quarterly performance briefings. These sessions will serve as formal accountability checkpoints—highlighting progress, challenges, and pivots required to sustain momentum.

The entire model is underpinned by a disciplined reporting rhythm: STRIDES will submit monthly updates to MEL; MEL will generate quarterly reviews; and IMPACT will translate findings into decisions and direction for leadership. This ensures implementation remains agile, evidence-based, and aligned from strategy to execution.

6.1 INVESTMENT ROADMAP AND COST

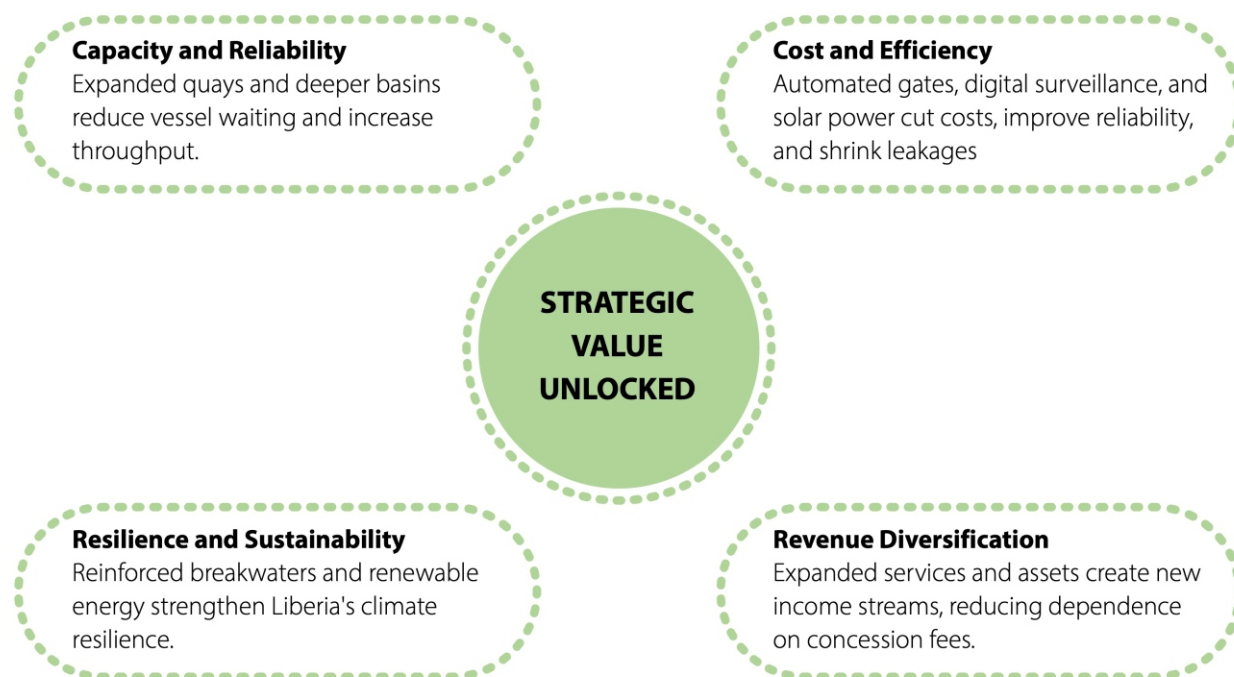
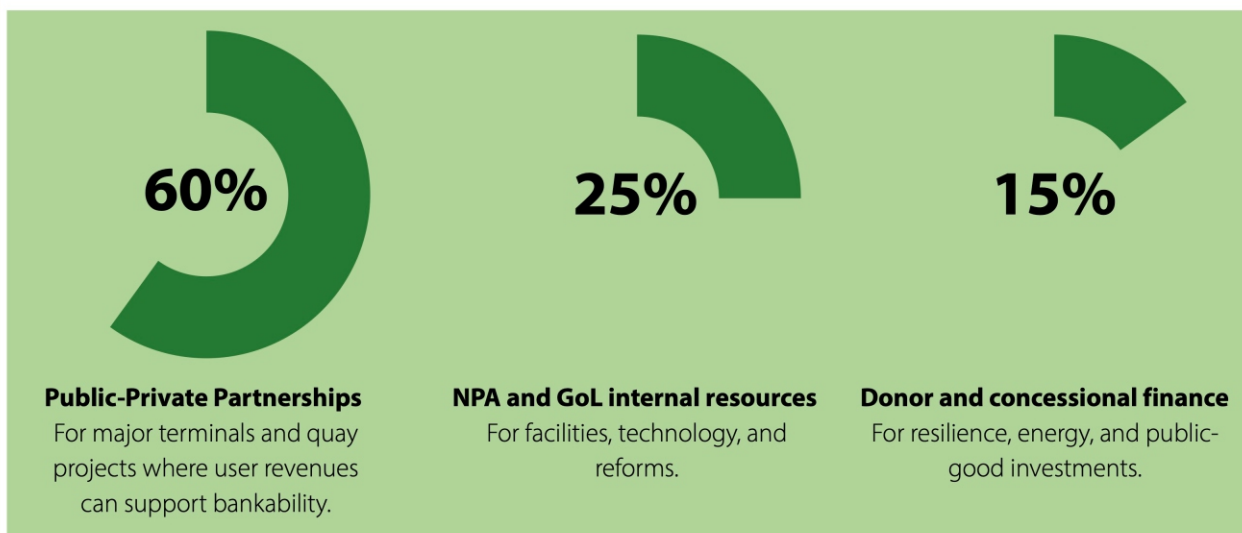
The NPA has reached a pivotal moment. For over a decade, infrastructure under-investment has constrained Liberia's ports while competitors in West Africa have modernized. At the same time, revenues are growing and demand for port services is rising. This creates both a challenge and an opportunity: without bold investment, Liberia's ports risk falling further behind, but with a disciplined program, the NPA can reposition itself as a competitive hub in the region. The strategic plan, therefore, includes a five-year investment roadmap designed to close the infrastructure gap, strengthen operational performance, and unlock new revenue streams.

The program comprises four investment themes. Together, they total an estimated USD 550 million over 2025–2030.

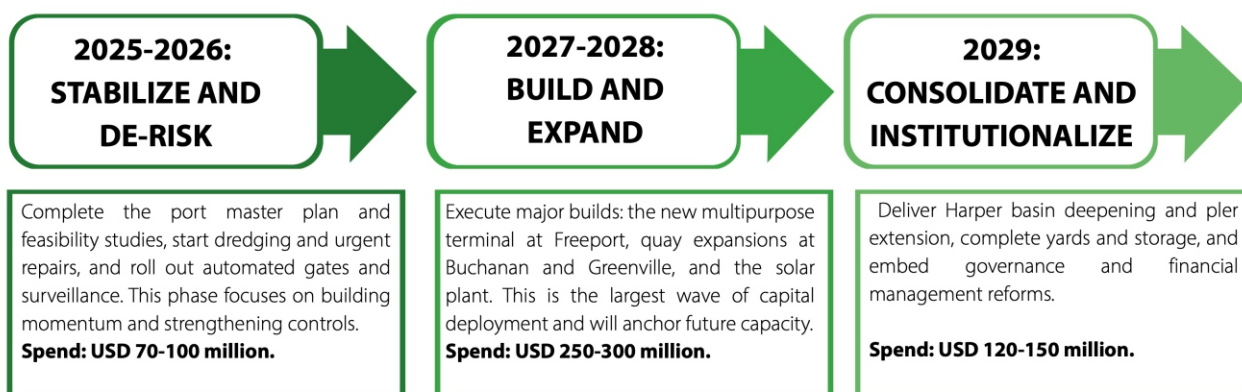


Funding Strategy

The program will be financed through a blended approach:



PHASING BY HORIZON:



Procurement Delays

Managed through standardized procurement documents.

Dredging Uncertainties

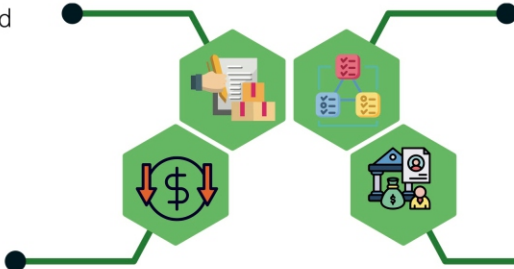
Addressed via long-term dredging frameworks

Cost Escalation

Controlled with contract contingencies.

Financing Slippage

Mitigated through bank-able business cases.



Progress will be tracked through a small set of clear indicators:



Capacity added

New quay length, berth depth, and yard area.



Efficiency gains

Truck turnaround time, gate clearance time, vessel service time.



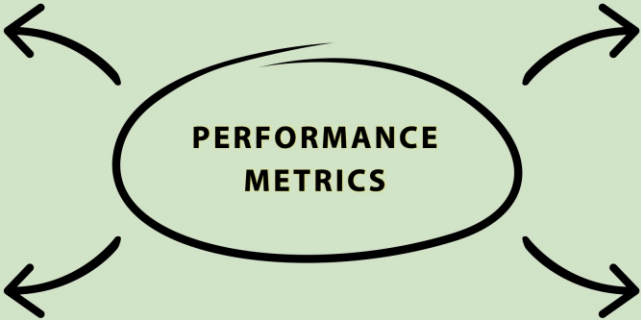
Financial outcomes

Share of revenue from diversified sources, improvement in operating margin.



Resilience metrics

MW of renewable energy installed, breakwater reinforced, channel depth maintained.



6.2 RISK

The following risk matrix evaluates potential threats to the successful implementation of the National Port Authority of Liberia's strategic plan. Risks are categorized by likelihood (Low/Medium/High) and impact (Low/Medium/High), with mitigation measures proposed.

Risk Category	Specific Risk	Likelihood	Impact	Mitigation strategies
Political and Regulatory	Changes in government policy affecting port concessions and NPA capacity to pursue business development opportunities	Medium	High	Engage in stakeholder consultation; secure support for long-term port strategy
	Delays in Parliamentary approval of critical legislation and agreements/concessions	Medium	High	Align strategy with national development goals and legislative-buy-in
Financial and Economic	Insufficient funding for infrastructure upgrades	High	High	Diversify funding: NPA funds, government-backed concession loan, and PPP.
Operational	Inefficient transition from APMT to NPA-managed marine services	High	High	Conduct capacity assessments; phase takeover with APMT collaboration.
	Inefficient transition to ICT	Medium	High	Conduct capacity assessments; phase takeover with stakeholder collaboration.
	Poor maintenance of VTMS/navigation systems	Medium	High	Invest in training; establish SLAs with tech providers.
	Non-compliance with international port safety standards	Medium	High	Regular audits; align with IMO/ISPS Code requirements
Environmental	Oil spills/ecological damage from offshore drilling support	Medium	High	Enforce strict EIA protocols; require spill response plans from operators.
	Coastal erosion disrupting port infrastructure	Low	Medium	Integrate climate resilience into masterplan
Competitive	Neighbouring ports attracting transit and Liberian more cargo	High	Medium	Differentiate via efficiency (e.g., faster cargo clearance).
Change Management	Internal resistance to change	Medium	High	Engage employees and Associations early: offer retraining for impacted workers.

6.3 SUMMARY OF CONCLUSIONS

This Strategic Plan sets out a clear path to reset Liberia's seaports to anchor national economic growth. It is built on an honest assessment of where the National Port Authority stands today, recognizing both the strengths of recent revenue growth and the structural challenges of rising costs, underinvestment, and overreliance on concession income. These realities underscore the urgency for reform.

The plan is organized around five priorities. First, reform governance and empower the outstation ports so that the entire port system operates as one coherent network. Second, enhance operational efficiency and service delivery by reducing congestion, streamlining processes, and investing in digital solutions. Third, strengthen financial management and broaden the revenue base so that NPA is no longer dependent on a narrow set of fees. Fourth, establish an inland container terminal to relieve pressure at the Freeport of Monrovia and improve connections with the hinterland. Finally, transform, expand, and modernize infrastructure through sequenced investments that increase capacity, efficiency, and resilience.

Delivering on these priorities will require significant but achievable investment. The cost of the program is projected at 470 to 570 million United States dollars over the five-year period. Investment will be phased. The first horizon, covering 2025 and 2026, will stabilize operations by completing master planning, dredging, urgent repairs, and early efficiency gains. The second horizon, covering 2027 and 2028, will build and expand core capacity through new terminals, quay extensions, and renewable energy integration. The final horizon in 2029 will consolidate gains by completing Harper basin deepening and yard facilities while embedding governance and financial reforms.

Funding will come through a blended model. Public-private partnerships will anchor large-scale infrastructure such as terminals and quay expansions. Concessional and donor resources will support resilience, energy, and dredging. Internal resources from NPA and budgetary allocations from government will fund facilities, reforms, and systems improvements. This blend reflects the scale of investment needed and leverages NPA's debt-free balance sheet to responsibly attract external capital.

The impact of this program will be measured in tangible results. Expanded quay length, greater berth depth, and modernized yards will raise capacity and reliability. Automated gates, digital surveillance, and improved yard design will reduce delays and cut leakage. Solar power and breakwater reinforcements will build resilience and sustainability. New and diversified services will expand income, reduce risk, and strengthen financial sustainability.

This plan is therefore more than a roadmap for the National Port Authority. It is a national agenda for growth and competitiveness that, when executed with discipline and commitment, will secure a modernized, integrated, and financially sustainable port system by 2029. It will lower the cost of trade, expand economic opportunity, create jobs, and position Liberia as a trusted maritime hub in West Africa.

APPENDIX



UNITED PORT SYSTEM:
Attracting Private Capital, Facilitating
Trade, and Anchoring Growth

Appendix 1: Tables throughput

Table 1: Throughput non-containerised cargo

Cargo	Volume (Tonnes)	
	2022	2023
<i>Buchanan</i>		
Iron Ore	4,595,538	3,459,952
Crude Palm Oil	18,205	22,563
Timber	37,203	32,344
<i>Greenville</i>		
Crude Palm Oil	50,470	82,794
Timber	105,395	25,584
Black Sand	6,191	19,519
<i>Harper</i>		
Crude Palm Oil	19,181	17,030
General Cargo	78	0
Total Tonnage	4,914,061	4,149,789
% of iron ore	94.6%%	95.20%

Table 10: Performance Liberian Ports (2016 to 2019)

July 2016 - June 2017 (Fiscal Year)										
PORTS	VESSEL CALLS	SDWT (Metric Tonnes)	NRT (Metric Tonnes)	CARGO VOLUME (Metric Tonnes)			TEUs			
				IMPORT	EXPORT	TOTAL	IMPORT	EXPORT	TOTAL	
Freeport of Monrovia	311	6,390,082	2,336,906	1,748,423	545,145	2,293,567	44,449	40,869	85,318	
Port of Buchanan	56	1,889,169	644,375	1,336	1,355,221	1,356,557	19	134	153	
Port of Greenville	21	180,089	72,697	12,631	35,957	48,589	103	14	117	
Port of Harper	12	12,495	6,232	3,864	743	4,608	118	151	269	
Total	400	8,471,835	3,060,210	1,766,254	1,937,067	3,703,321	44,689	41,168	85,857	
July 2017 - June 2018 (Fiscal Year)										
PORTS	VESSEL CALLS	SDWT (Metric Tonnes)	NRT (Metric Tonnes)	CARGO VOLUME (Metric Tonnes)			TEUs			
				IMPORT	EXPORT	TOTAL	IMPORT	EXPORT	TOTAL	
Freeport of Monrovia	310	7,289,659	2,534,137	2,816,690	387,272	3,203,962	43,704	43,004	86,708	
Port of Buchanan	85	4,402,293	1,372,959	3,400	3,218,253	3,221,653	106	104	210	
Port of Greenville	13	174,822	58,836	23,043	28,668	51,710	104	43	147	
Port of Harper	21	12,688	7,173	6,651	298	6,949	90	108	198	
Total	429	11,879,462	3,973,105	2,849,784	3,634,491	6,484,274	44,004	43,259	87,263	

July 2018 - June 2019 (Fiscal Year)										
PORTS	VESSEL CALLS	SDWT (Metric Tonnes)	NRT (Metric Tonnes)	CARGO VOLUME (Metric Tonnes)			TEUs			
				IMPORT	EXPORT	TOTAL	IMPORT	EXPORT	TOTAL	
Freeport of Monrovia	220	5,508,317	1,924,119	1,118,937	538,730	1,657,667	48,747	48,042	96,789	
Port of Buchanan	60	4,083,121	1,286,240	1,200	2,709,613	2,710,813	57	6	63	
Port of Greenville	19	180,126	75,004	18,415	63,802	82,217	16	10	26	
Port of Harper	21	9,056	4,938	3,574	106	3,680	10	4	14	
Total	320	9,780,620	3,290,301	1,142,127	3,312,250	4,454,377	48,830	48,062	96,892	

Appendix 2: Example of Structure for a Terminal Management System (TMS)

Ch. 1 Management Standards
TMS Manual (Including items such as Organisation chart, Document control procedures, Control of quality records, Internal quality audit, Management Review, Change Management, etc)
Ch. 2 - Management Policies
Policies on Quality, Health and Safety, Environmental and Sustainability, etc.
Ch. 3 - Operations Processes
General Terminal Operations
NPA involvement in Vessel Pre-arrival Activities, Gate Process, Yard / DI Inspection Operations, Cargo Damage Process, etc.
Safety and Security Within the Port Area
Traffic Management Plan, Fire Safety Procedures, Housekeeping, etc.
Ch. 4 – Manuals
Human Resources Manual
HSE Manual
HSE Standards
HSE SOPs
Incident and Accident Management, Occupational and Environmental Risk Assessment, Dangerous Goods
HSE Plans
Emergency Response Plan, Waste Management Plan, HSE Awareness Planning
HSE Work Instructions
HSE Forms and Templates
Ch.5 - General support processes
Information Technology, Administration, Security Department
Procurement
Contracts and Procurement, Port Payment Process, Procurement of Equipment
Legal
Commercial
Security

Maintenance
- Compliance with maintenance schedules
- Equipment Availability %
- Equipment Reliability %
- Mean Time to Recover
- Mean Time Between Failures
- Cost of M&R per throughput measure (tonnes etc.)
- Cost of M&R per equipment running hours
Overall Port Productivity
- Overall downtime of the port
- Berth occupancy
- Average vessel waiting time before berthing
- Gate time
- Throughput per quayside equipment (MHC, Vigan, pipes)
- Throughput per staff (either port overall or per commodity)
Health and Safety
- Lost time injuries (LTIs)
- Lost production days due to sick leave
- Incidents and near misses
- Complaints
- Number of hours worked (by the total work force) without LTIs
- Number of working days since the last accident
- Employee satisfaction
- Percentage of managers with adequate EHS training
- Percentage of workers with adequate EHS training
- Number of workplace inspections
- Frequency of (observed) (un)safe behaviour
- Number of EHS audits performed

Appendix 3: Questionnaire for Operators

In order to predict revenues, the NPA needs to ask questions related to past and current throughput as well as expected future throughput figures. This can be done for container terminal or any other types of operations. In the future as new Concessions comes to be developed, the NPA can submit the questionnaire for all concessionaires. This would allow the NPA to develop a solid basis for the analysis of projected GMTs and a more accurate base for the collection of due royalties.

Table 11: Questionnaires for operators (example)

Container Type	Past	Past	Current	Future	Future	Future
Import						
20' MT						
40' MT						
20' Full						
40' Full						
20' Flat Rack Full						
40' Flat Rack Full						
20' Open Top Full						
40' Open Top Full						
20' Reefer Full						
40' Reefer Full						
Total import TEU						
Total 20' import Containers for scanning						
Total 40' import Containers for scanning						

Container Type	Past	Past	Current	Future	Future	Future
Export						
20' MT						
40' MT						
20' Full						
40' Full						
20' Flat Rack Full						
40' Flat Rack Full						
20' Open Top Full						
40' Open Top Full						
20' Reefer Full						
40' Reefer Full						
Total import TEU						
Total 20' export Containers for scanning						
Total 40' export Containers for scanning						
Total TEU						
Total 20' Containers for scanning						
Total 40' Containers for scanning						

Appendix 4: Roles and Responsibilities Port Authority and Concessionaire

Table 12: Responsibilities of Landlord (Port Authority)

Item	Initial	Annual	Regular	Ad hoc
Regulatory authority		x		
Terminal bid process	x			
Confirmation of bid suitability	x			
Confirmation of bidder's suitability	x			
Confirmation of development plan	x			
Confirmation of suitability of proposed equipment	x			
Confirmation of acceptance of HSE plan of bidder	x			
Confirmation of acceptance of HR plan of bidder in conformance of local laws	x			
Monitoring and confirmation of operator's responsibilities		x		
Overall environmental protection		x		
Proportion of Authority overheads		x		
Insurance of facility and all other associated items		x		
Provision of existing berth apron and storage area behind	x			
Provision of any existing buildings and lighting structures	x			
Provision of existing perimeter fence	x			
Provision of existing quay wall	x			
Provision of electrical infrastructure to terminal boundary	x			
Provision of electrical infrastructure within terminal (some cases)	x			
Provision of fresh water to ships (some cases)		x		
Maintenance of quay wall			x	
Conservancy - estuarial waters maintenance			x	
Capital dredging of channel	x			
Capital dredging of berth				
Maintenance dredging of channel and berth			x	
Pilotage		x		

Item	Initial	Annual	Regular	Ad hoc
Towage		x		
Navigational Aids		x		
Mooring and unmooring		x		
Bathymetry			x	
Waste management (some cases)		x		
Provision of approach roads and bridges	x			
Provision of rail connection to terminal boundary (all cases)				x
Provision of emergency services - fire / medical -				x
Provision of internal terminal rail network (some cases)				x
Maintenance of approach roads and bridges			x	

Table 13: Terminal Operator Responsibilities

Item	Initial	Annual	Regular	Periodic	Ad hoc
Provision of internal terminal rail network (some cases)					x
Provision of electrical infrastructure within terminal (some cases)					x
Compliance with national, local and port authority laws		x			
Compliance with bid submission	x				
Initial handover fee	x				
Development plan - infrastructure	x				
Development plan - equipment	x				
Terminal pavement maintenance			x		
New terminal buildings - construction	x				
Terminal building maintenance			x		
Terminal lighting maintenance			x		
Terminal drainage maintenance			x		
Specific environmental protection	x	x			
Lease / concession fee		x			
Any other fees for cargo handling		x			
All labour for terminal operation		x			
All equipment for terminal	x		x		
ISPS provisions	x	x			
All mechanical maintenance		x			
Payments to other Govt. agencies received from customers on their behalf		x			
Payment for electrical power or provision of the same from internal resources		x			

Item	Initial	Annual	Regular	Periodic	Ad hoc
Waste management (some cases)					x
Provision of fresh water to ships (some cases)					x
Provision of facilities for Customs	x				
Provision of facilities for Port Health	x				
Security at terminal gates	x	x			
IT infrastructure in accordance with the custom of the port	x	x			
IT infrastructure to comply with terminal requirements	x	x			
Customs scanning equipment as required by law					x
Administration costs		x			
Traffic management system	x		x		
External storage yard	x	x			
CFS facilities	x	x			
Training and HR development	x	x			
Transfer of technology					x
Insurance of terminal and equipment		x			
Bid submission costs	x				

Table 14: Landlord's annual commitments that tend to be recouped through charges

Landlord's Annual Commitments		
Item	Annual	units
Provision of fresh water to ships (some cases)	x	recouped through charges
Pilotage	x	recouped through charges
Towage	x	recouped through charges
Navigational Aids	x	piece
Mooring and unmooring	x	recouped through charges
Bathometry		
Waste management (some cases)	x	recouped through charges
Provision of approach roads and bridges		

Table 15: Landlord's Regular

Commitments

Landlord Regular Responsibilities		
Item	Regular	Period (Yrs)
Regulatory authority		
Terminal bid process		
Confirmation of bid suitability		
Confirmation of bidder's suitability		
Confirmation of development plan		
Confirmation of suitability of proposed equipment		
Confirmation of acceptance of HSE plan of bidder		
Confirmation of acceptance of HR plan of bidder in conformance of local laws		
Monitoring and confirmation of operator's responsibilities		
Overall environmental protection		
Proportion of Authority overheads		
Insurance of facility and all other associated items		
Provision of existing berth apron and storage area behind		
Provision of any existing buildings and lighting structures		
Provision of existing perimeter fence		
Provision of existing quay wall		
Provision of electrical infrastructure to terminal boundary		
Provision of electrical infrastructure within terminal (some cases)		
Provision of fresh water to ships (some cases)		
Maintenance of quay wall	x	3
Conservancy - estuarial waters maintenance	x	2
Capital dredging of channel		
Capital dredging of berth		
Maintenance dredging of channel and berth	x	3

Landlord Regular Responsibilities		
Item	Regular	Period (Yrs)
Pilotage		
Towage		
Navigational Aids		
Mooring and unmooring		
Bathometry	x	2
Waste management (some cases)		
Provision of approach roads and bridges		
Provision of rail connection to terminal boundary (all cases)		
Provision of emergency services - fire / medical -		
Provision of internal terminal rail network (some cases)		
Maintenance of approach roads and bridges	x	2

Appendix 5: Compliance levels of Liberian ports international conventions

Standard/ Certification	Description	Relevance to NPA	Compliance Level of Ports			
			Monrovia	Buchanan	Greenville	Harper
International Ship and Port Facility Security (ISPS) Code	Set security protocols for port and ship operations	Ensures port security compliance and risk management				X
MARPOL 73/78 (Marine pollution convention)	Regulates pollutions from ships, oil spill, and hazardous waste.	Strengthens waste disposal, spill control, and environmental protection measures	X	X	X	X
ISO 45001 (Occupational Health and Safety)	Defines standards for workplace health and safety	Ensures safety working conditions for port employees and contractors				
Ballast Water Management Convention (BWMC)	Regulates ballast water discharge to prevent marine pollution	Reduces the spread invasive species and protects marine biodiversity.	X	X	X	X
SOLAS (Safety of Life at Sea)	Set safety regulations for ships and port facilities.	Enhance fire service, emergency preparedness, and operational safety.	This is under Atons			
ILO Maritime Labor Convention (MLC, 2006)	Protect seafarer rights, work conditions, and port welfare facilities.	Improves welfare and working conditions at NPA ports				
IMDG (International Maritime Dangerous Goods)	Describes standards and procedures for handling, stowage and movement of dangerous goods in the port facility.	Enhances port safety and security; ensures the safe and secure exit of dangerous goods through the port facility.			X	X
IMSBC (International Maritime Solid Bulk Cargo)	Ensures procedures for loading, trimming, carriage, and discharge of solid bulk cargoes	Prevents structural damage, loss of stability, chemical reactions, fire, and explosion		X	X	X
ATON (Aids to Navigation)	Helps ships/ navigators determine position, course, danger, and route	Prevents structural damage, loss of stability, chemical reactions, fire, and explosion	X		X	X
Bunkering	Fuel supplies to power a vessel's engines and run on-board machinery.	Ensures spill prevention, coastline contamination, fire hazard, toxic fumes and crew safety.	X	X	X	X

Appendix 6: Funding sources

Several infrastructure funds have “platforms” through which they invest in port and transportation infrastructure. Others have specific funds that invest in specific market sectors:

Fund	Country of Origin	Comments
AP Moller	Denmark	Part of the Maersk Group.
African Finance Corporation	ECOWAS/Nigeria	Have a JV with AD Ports
African Infrastructure Investment Managers (AIIM)	South Africa/Nigeria	AIIM invest in ports through a company “The Logistic Group”.
ARM/Harith	South Africa	More of a generalist investor
Arise	India	Operate 8 industrial clusters/FTZ’s across Africa
Meridiam	France	Very Francophone centric fund, but funded Nouakchott port in Mauritania, and Owendo Port in Gabon.
British International Investment	UK	Generalist funds, they major on power projects, but provide equity and debt.
Actis	UK	Another generalist fund

There are also a number of IDA’s (International Development Agencies):

Fund	Country of Origin	Comments
World Bank/IFC	Global/USA	Reputation for moving slowly
European Investment Bank	EU	Reputation for moving slowly
AfDB/Africa 50	Ivory Coast/ Tunisia	They have the facility to provide pre-FID funding through NEPAD
PIDG	UK	Suffering from cutbacks
KfW	Germany	There would appear to be a general cutting back in overseas aid from these European entities
FMO	Netherlands	
AFD	France	
DSC	Switzerland	



UNITED PORT SYSTEM: ”

Attracting Private Capital,
Facilitating Trade, and
Anchoring Growth