

REPUBLIC OF LIBERIA
NATIONAL LOTTERY AUTHORITY OF
LIBERIA



STRATEGIC PLAN 2026–2030

**A Modern, Accountable and Socially Responsible Gaming
Regulator**

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1. SPECIAL STATEMENT FROM THE PRESIDENT OF THE REPUBLIC OF LIBERIA



H.E. President Joseph Nyuma Boakai, Sr.

The Government of Liberia is committed to restoring confidence in public institutions and ensuring that domestic revenue is mobilized transparently and utilized effectively to advance inclusive national development. As Liberia implements the ARREST Agenda for Inclusive Development, the role of revenue-generating and regulatory institutions such as the National Lottery Authority becomes increasingly critical. Gaming and lottery revenues, when properly regulated and transparently managed, offer an important opportunity to supplement national resources in support of agriculture, roads, education, sanitation, tourism, and the rule of law.

This Strategic Plan of the National Lottery Authority provides a clear and credible pathway for strengthening institutional governance, improving regulatory oversight, and safeguarding public interest while increasing lawful revenue generation. My Administration welcomes this effort and encourages all stakeholders—government agencies, licensed operators, civil society, and international partners—to support the successful implementation of this Plan. A modern and accountable National Lottery Authority is an important contributor to Liberia’s journey toward economic stability, social inclusion, and sustainable development.

2. SPECIAL STATEMENT FROM THE VICE PRESIDENT OF THE REPUBLIC OF LIBERIA



H.E. Vice President Jeremiah Kpan Koung

Liberia's development aspirations must be anchored in policies and institutions that deliberately protect and uplift marginalized segments of our society. Persons with disabilities, the elderly, youth, and other vulnerable groups deserve targeted and sustainable support systems that are financed transparently and managed responsibly. The gaming and lottery sector, if properly regulated, can play a meaningful role in expanding the national resource envelope dedicated to these social priorities.

This Strategic Plan underscores the urgency of reforming the National Lottery Authority to strengthen oversight, eliminate illegal gaming, and ensure that proceeds from the sector translate into real and measurable social impact. I commend the Authority for articulating a vision that places social responsibility at the center of revenue generation. The Office of the Vice President will continue to lend its full support to reforms that enhance institutional credibility, increase revenue generation, and ensure that the benefits of gaming activities reach those who need them most.

STATEMENT FROM THE BOARD CHAIRPERSON



Hon. Prince Gbieu

Chairperson, Board of Directors, National Lottery Authority

On behalf of the Board of Directors, I extend appreciation to the Management and staff of the National Lottery Authority for their diligence and professionalism throughout the strategic planning process. The Board has worked closely with Management to ensure that this Strategic Plan reflects the Authority's statutory mandate, national development priorities, and internationally accepted standards of governance and accountability.

The National Lottery Authority stands at a defining moment in its institutional evolution. Established by law to regulate, manage, and supervise lottery and gaming activities in Liberia, the Authority carries a dual responsibility: to generate sustainable public revenue and to safeguard the social welfare of the Liberian people, particularly persons with disabilities, the elderly, and other vulnerable groups. This Plan represents a shared commitment between the Board and Management to strengthen oversight, enhance regulatory effectiveness, and ensure that gaming revenues are managed in the public interest. The Board remains fully committed to providing policy direction and oversight to support Management in implementing this Strategy and achieving its intended outcomes. This Strategic Plan (2026–2030) represents a deliberate shift from fragmented operations toward a modern, digitally enabled, and performance-driven regulatory institution. It aligns the NLA's statutory mandate with the Government of Liberia's ARREST Agenda for Inclusive Development and broader fiscal consolidation efforts aimed at strengthening domestic resource mobilization. The Plan sets out a clear roadmap for reform, investment, and impact. Its successful implementation will require discipline, innovation, and strong partnerships with government, licensed operators, civil society, and international lottery bodies. The Board of Directors calls on all stakeholders to commit fully to this shared vision of a credible, transparent, and development-oriented National Lottery Authority.

STATEMENT FROM THE DIRECTOR GENERAL



Hon. Peter Solo
Director General, National Lottery Authority

The development of this Strategic Plan has been a collective effort, reflecting the commitment of the Board of Directors, Management, staff, and a wide range of stakeholders to reposition the National Lottery Authority as a modern and credible regulator. I extend sincere gratitude to the Board for its guidance and oversight, and to the staff of the Authority for their dedication throughout this process. I also wish to acknowledge the technical support provided by consultants and partners, including Prof. Fong Zuagele and Cllr. Kanio Bai Gbala, whose expertise and insights were instrumental in shaping this document. This Strategic Plan is not merely a policy statement; it is a call to action. With the continued support of government, licensed operators, and development partners, the NLA is committed to translating this Strategy into measurable results that benefit the Liberian people.

ACRONYMS AND ABBREVIATIONS

ALA – African Lottery Association

AML – Anti-Money Laundering

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

BoD – Board of Directors

CFT – Countering the Financing of Terrorism

CSR – Corporate Social Responsibility

DG – Director General

DDG – Deputy Director General

ERMS – Enterprise Risk Management System

GoL – Government of Liberia

ICT – Information and Communication Technology

IFRS – International Financial Reporting Standards

KPI – Key Performance Indicator

M&E – Monitoring and Evaluation

MFDP – Ministry of Finance and Development Planning

MoJ – Ministry of Justice

MoIA – Ministry of Internal Affairs

NLA – National Lottery Authority (of Liberia)

NLC – National Lotteries Commission (South Africa)

PWDs – Persons with Disabilities

SLA – Service Level Agreement

SOPs – Standard Operating Procedures

STR – Suspicious Transaction Report

TA – Technical Assistance

TOR – Terms of Reference

WLA – World Lottery Association

EXECUTIVE SUMMARY

This Strategic Plan sets out a comprehensive five-year roadmap for transforming the National Lottery Authority of Liberia (NLA) into a modern, accountable, and socially responsible gaming regulator. It responds directly to the rapid expansion and increasing complexity of the lottery and gaming sector, the growing influence of digital technologies, and heightened public expectations for transparency, enforcement, and demonstrable social impact. The Plan reflects a deliberate shift from fragmented regulatory practices toward a structured, performance-driven institutional model capable of protecting public interest while maximizing lawful revenue generation.

The Strategy is organized around eight interrelated strategic pillars that collectively address governance reform, regulatory compliance and enforcement, institutional and human capacity development, digital transformation, lottery operations and product modernization, resource mobilization, social responsibility, and international cooperation. Together, these pillars establish a coherent framework for strengthening operational efficiency, enhancing regulatory credibility, and safeguarding the integrity of the gaming sector. The integrated nature of the pillars ensures that reforms in one area reinforce progress in others, thereby creating a sustainable foundation for institutional performance.

A central innovation of this Strategic Plan is the introduction of a revised organizational structure designed to improve efficiency, accountability, and functional clarity. Drawing on international best practice, particularly from comparable lottery regulators, the new organogram clearly separates governance, regulation, lottery operations, and social responsibility functions. The structure strengthens Board oversight, enhances executive leadership accountability, and establishes specialized divisions responsible for regulation and enforcement, lottery operations and product development, and administration and corporate services. This reorganization reduces overlap, clarifies reporting lines, and positions the Authority to respond more effectively to sector risks, enforcement demands, and service delivery expectations.

The Strategy also places strong emphasis on digital transformation as an enabler of modern regulation and revenue assurance. Through the deployment of electronic licensing systems, central monitoring platforms, and integrated reporting tools, the NLA will strengthen real-time oversight of gaming operations, reduce revenue leakages, and support evidence-based decision-making. These digital

reforms are complemented by investments in staff capacity, ethical standards, and performance management systems that promote a results-oriented institutional culture.

A defining feature of this Strategic Plan is the establishment and strengthening of a dedicated Social Protection and Good Causes Fund, representing a major innovation in the Authority's approach to corporate social responsibility. The Fund will institutionalize transparent, predictable, and measurable allocations from gaming proceeds to support persons with disabilities, the elderly, youth initiatives, sports, culture, and community development. By embedding social impact financing within the core regulatory framework of the NLA, the Plan ensures that revenue generation is directly linked to visible public benefits, thereby strengthening public trust and reinforcing the Authority's social mandate.

The Strategic Plan is fully aligned with the Government of Liberia's ARREST Agenda for Inclusive Development, positioning the NLA as a contributor to domestic resource mobilization, rule of law enforcement, and human capital development. Through strengthened regulation and enforcement, the Authority advances the rule of law and financial integrity. Through improved revenue performance, it supports national investments in priority sectors such as education, roads, sanitation, and tourism. Through its social responsibility framework, it contributes to inclusive development and protection of vulnerable populations.

Implementation of the Strategy is supported by a revised organizational framework, a phased implementation matrix, a robust performance and monitoring system, and a fully costed financing envelope of US\$9.25 million over the five-year period. This financing framework is grounded in realistic assumptions and will be supported through internally generated revenue, statutory gaming contributions, government support, and targeted technical assistance. Together, these mechanisms ensure that implementation is both fiscally responsible and operationally feasible.

By 2030, the National Lottery Authority aims to achieve significantly higher levels of regulatory compliance nationwide, substantially reduce illegal gaming activities, increase and protect lawful sector revenues, modernize lottery products and operational integrity systems, and institutionalize a transparent and credible social impact financing mechanism. This Strategic Plan therefore represents not only a roadmap for institutional reform, but a clear commitment to results, accountability, and public value in the regulation of Liberia's gaming sector.

3. INTRODUCTION

3.1 Background and Rationale

The lottery and gaming sector in Liberia has undergone rapid expansion over the past decade, driven by urbanization, a youthful population, increased mobile phone penetration, and the growing popularity of sports betting and other digitally enabled gaming products. This expansion has transformed the sector into a significant economic activity with the potential to contribute meaningfully to domestic revenue mobilization, employment creation, and social development. However, the pace of growth has far outstripped the development of comprehensive regulatory frameworks, enforcement mechanisms, and institutional capacity required to manage the sector effectively.

In practice, the gaming environment in Liberia has evolved in a fragmented and uneven manner. While legitimate operators exist and contribute to the formal economy, the sector has also been characterized by the proliferation of illegal and unlicensed gaming activities, weak compliance with licensing and reporting requirements, limited consumer protection safeguards, and inconsistent enforcement actions. The absence of a fully articulated policy framework and modernized regulations has further constrained the ability of the State to respond coherently to emerging risks, particularly those associated with digital gaming platforms, cross-border operations, and illicit financial flows.

These regulatory and policy gaps have had tangible consequences. Revenue leakages have undermined the State's ability to capture the full fiscal potential of the sector. Weak oversight has exposed consumers to unfair practices and increased the risk of problem gambling, particularly among youth and vulnerable populations. At the same time, the lack of real-time data, digital monitoring tools, and standardized enforcement protocols has limited the effectiveness of regulatory interventions and eroded public confidence in the governance of the gaming sector.

The National Lottery Authority was established to address these challenges by serving as the central institution responsible for regulating, supervising, and managing lottery and gaming activities in Liberia. However, like many public institutions operating in a rapidly evolving economic environment, the Authority has faced historical institutional constraints, including limited resources, outdated systems, overlapping functions, and an absence of clearly sequenced strategic direction. These

constraints have hindered the Authority’s ability to fully exercise its mandate and to respond proactively to the changing dynamics of the sector.

This Strategic Plan is therefore both timely and necessary. It provides a deliberate and structured response to the dual challenge of correcting historical institutional weaknesses while confronting emerging sector risks. The Plan recognizes that effective regulation of the gaming and lottery sector cannot be achieved through ad hoc measures or isolated enforcement actions. Instead, it requires a strong, professional, and efficient regulatory entity anchored in law, supported by modern technology, guided by clear policy direction, and sustained by public trust.

By articulating a clear strategic direction, strengthening governance and institutional capacity, modernizing regulatory tools, and embedding social responsibility within revenue generation, this Strategic Plan repositions the National Lottery Authority as a credible contributor to national development. It aligns the Authority’s mandate with Liberia’s broader development objectives, particularly under the ARREST Agenda for Inclusive Development, and establishes the foundation for a gaming sector that is lawful, transparent, and socially beneficial.

Ultimately, the rationale for this Strategic Plan lies in the recognition that the lottery and gaming sector, if properly regulated, can serve as a stable source of public revenue and a vehicle for inclusive social investment. Conversely, without strong regulation and institutional effectiveness, the sector risks becoming a source of economic distortion, social harm, and lost opportunity. This Plan therefore represents a commitment by the National Lottery Authority and the Government of Liberia to build an efficient regulatory institution capable of transforming sector growth into sustainable public value.

3.2 Purpose of the Strategic Plan

This Strategic Plan serves as the overarching corporate roadmap for the National Lottery Authority of Liberia for the period 2026–2030. It provides a coherent and structured framework for translating the Authority’s statutory mandate into clearly defined strategic priorities, measurable outcomes, and accountable implementation arrangements. In doing so, the Plan moves the NLA from an operationally reactive posture toward a forward-looking, results-oriented institutional model capable of responding to the evolving dynamics of the lottery and gaming sector.

The Plan articulates a shared strategic direction that guides decision-making across all levels of the Authority. It identifies priority interventions required to strengthen regulation and enforcement,

modernize lottery operations, enhance digital oversight, and institutionalize social responsibility, while ensuring that these interventions are sequenced realistically over the five-year period. By clearly defining objectives, strategic pillars, and expected results, the Plan establishes a common reference point for the Board of Directors, Management, staff, and external stakeholders.

A central purpose of this Strategic Plan is to provide a practical framework for aligning annual work plans, budgets, and performance assessments with long-term strategic objectives. The Plan is designed to support program-based budgeting by linking resources directly to strategic priorities and measurable outputs. Annual operational plans and budgets will therefore be derived from the Strategy, ensuring consistency between policy intent, resource allocation, and implementation. This alignment is critical for improving efficiency, enhancing accountability, and demonstrating value for money in the use of public and internally generated resources.

The Strategic Plan also serves as a performance management tool. Through its implementation matrix and performance framework, it defines indicators against which institutional and managerial performance can be monitored and evaluated. This enables the Board to exercise effective oversight, supports Management in tracking progress and addressing implementation challenges, and facilitates transparent reporting to government and the public. In this regard, the Plan strengthens internal accountability while reinforcing external confidence in the Authority's governance and operations.

Finally, the Strategic Plan provides a platform for stakeholder engagement and coordination. By clearly articulating the Authority's priorities, reform agenda, and resource requirements, it enables constructive engagement with line ministries, licensed operators, development partners, and civil society. It also establishes a basis for mobilizing financial and technical support in a manner that is aligned with national development priorities and the Government of Liberia's ARREST Agenda for Inclusive Development.

In sum, this Strategic Plan is both a strategic and operational instrument. It defines where the National Lottery Authority seeks to go over the next five years, how it intends to get there, and how success will be measured, thereby laying the foundation for a more effective, accountable, and socially responsible gaming regulator.

3.3 Methodology

The Strategic Plan was developed through a structured, participatory, and evidence-based planning process designed to ensure alignment with the legal mandate of the National Lottery Authority, national development priorities, and international best practices in lottery and gaming regulation.

The process began with a comprehensive document review, which involved an examination of the National Lottery Authority Act, applicable gaming regulations, Board resolutions, prior strategic and operational documents, financial and performance reports, and relevant national policy frameworks, including the ARREST Agenda for Inclusive Development. This review provided a clear understanding of the Authority's statutory responsibilities, institutional history, existing operational gaps, and policy obligations, and served as the foundation for defining strategic priorities.

An institutional assessment was then undertaken to evaluate the internal capacities, organizational structure, governance arrangements, systems, and processes of the Authority. This assessment focused on identifying strengths, weaknesses, and structural inefficiencies affecting regulatory effectiveness, revenue performance, enforcement capacity, and service delivery. Particular attention was given to the separation of regulatory and operational functions, adequacy of human and technological resources, and the effectiveness of internal control and performance management systems.

The planning process also included stakeholder consultations, which provided an opportunity to incorporate the perspectives of key internal and external actors. These consultations engaged members of the Board of Directors, senior management, technical staff, relevant government institutions, and representatives of licensed gaming operators and civil society. The discussions helped to validate institutional challenges, refine strategic objectives, and ensure that proposed reforms were practical, responsive, and grounded in sector realities.

A central feature of the methodology was an intensive strategic planning retreat, which served as the primary forum for collective analysis, prioritization, and consensus-building. The retreat sessions were highly interactive and participatory, combining presentations, facilitated discussions, breakout group work, and plenary deliberations. The Director General participated actively in most sessions, providing strategic guidance, clarifying policy direction, and ensuring alignment between the emerging Strategy

and the Authority's operational realities. The engagement of senior leadership contributed significantly to the depth, coherence, and ownership of the final Strategic Plan.

Finally, the planning process was informed by comparative insights from regional and international lottery authorities, particularly within Africa. These comparative perspectives were used to benchmark institutional structures, governance models, regulatory approaches, and social responsibility frameworks. Lessons drawn from these experiences helped shape realistic reform pathways, identify proven practices, and set achievable performance benchmarks appropriate to Liberia's context.

Together, these methodological components ensured that the Strategic Plan is comprehensive, participatory, and results-oriented, reflecting both international best practice and the specific institutional, legal, and socio-economic realities of the National Lottery Authority of Liberia.

4. STRATEGIC DIRECTION

4.1 Mandate

To regulate, supervise, and manage lottery and gaming activities in Liberia in accordance with the law, ensuring integrity, transparency, revenue generation, and protection of the public interest.

4.2 Mission

To provide effective regulation and responsible expansion of lottery and gaming, generating sustainable revenue for national development and social welfare.

4.3 Vision

A trusted and modern lottery authority that transforms gaming revenues into inclusive social and economic benefits for Liberia.

4.4 Core Values

The National Lottery Authority is guided by integrity and transparency in decision-making and operations, fairness and accountability in the administration of regulatory responsibilities, professionalism and innovation in service delivery and sector modernization, and social responsibility and inclusion in protecting vulnerable groups and promoting responsible gaming.

5. SITUATIONAL ANALYSIS AND POLICY CONTEXT

5.1 National Development Context: ARREST Agenda Alignment

The National Lottery Authority operates within the broader national policy framework articulated in the ARREST Agenda for Inclusive Development (2025–2029), Liberia’s fourth post-conflict National Development Plan. The ARREST Agenda prioritizes agriculture, roads, rule of law, education, sanitation, and tourism as the principal drivers of inclusive growth, while emphasizing governance reform, digital transformation, domestic resource mobilization, and social protection.

The gaming and lottery sector intersects directly with several ARREST pillars. As a revenue-generating regulator, the NLA contributes to fiscal consolidation and domestic resource mobilization, which underpin investments in roads, education, sanitation, and tourism. As a regulator, it advances the rule of law by enforcing licensing, compliance, and anti-money laundering standards. As a social impact institution, it supports human capital development through statutory funding for persons with disabilities, the elderly, youth, sports, culture, and community development initiatives.

The ARREST Agenda also identifies persistent national challenges that are directly relevant to the NLA’s mandate: weak institutional capacity, revenue leakages, limited digital oversight, youth unemployment, and the exclusion of vulnerable populations. The Strategic Plan positions the NLA as a practical institutional response to these challenges by transforming gaming revenues into predictable, transparent, and socially targeted public benefits.

5.2 Sector Context: Lottery and Gaming in Liberia

Liberia’s lottery and gaming sector has expanded rapidly in recent years, driven by urbanization, youth demographics, mobile money penetration, and the growth of sports betting and digital platforms. While this expansion presents significant revenue opportunities, it also introduces regulatory risks including illegal operations, weak consumer protection, problem gambling, and exposure to financial crimes.

The NLA currently operates in an environment characterized by fragmented enforcement capacity, limited real-time data, and insufficient public awareness of responsible gaming. Without deliberate

institutional reform, these constraints risk undermining both revenue performance and public trust. This Strategic Plan therefore emphasizes digital regulation, strengthened inspectorate functions, and visible enforcement as core reforms.

5.3 Institutional Assessment

Internally, the NLA benefits from a clear statutory mandate and a growing relevance within national fiscal policy. However, institutional diagnostics identify structural weaknesses, including overlapping functions, insufficient separation between regulatory and operational roles, limited ICT systems, and underdeveloped monitoring and evaluation mechanisms.

The strategic implication is the need for a streamlined organizational structure, professionalized staffing, modern regulatory tools, and performance-based management systems aligned with national development priorities.

6. STRATEGIC PILLARS AND OBJECTIVES (2026–2030)

The Strategic Pillars have been refined drawing on comparative best practices, including the South Africa National Lotteries Commission model, which separates administration, regulation, and social impact delivery while maintaining strong governance and accountability.

6.1 Pillar 1: Governance, Leadership and Institutional Reform

This pillar strengthens the governance architecture of the Authority to ensure accountability, transparency, and effective oversight. It improves Board functionality through committee structures and strengthens Management accountability through performance contracting and results reporting. It also reinforces internal controls, risk management, audit responsiveness, and compliance culture to reduce institutional vulnerabilities and align the Authority with national governance and anticorruption priorities under the ARREST Agenda.

Key Activities under this Pillar (2026–2030):

- Establish and operationalize Board committees for audit, risk, finance, and governance with clear terms of reference and annual workplans.
- Implement performance contracts and quarterly performance reviews for senior management linked to strategic targets.

- Strengthen internal controls through updated policies on procurement, finance, asset management, and conflict-of-interest management.
- Establish an enterprise risk management framework including risk registers, mitigation actions, and Board reporting.
- Improve corporate reporting through annual reports, audited financial statements, and public disclosure of key performance outcomes.

6.2 Pillar 2: Regulation, Compliance and Enforcement

This pillar strengthens licensing, inspection, enforcement, and sector discipline to protect consumers and maximize lawful revenue. The Authority will professionalize the inspectorate, deploy enforcement protocols, enhance coordination with security and justice institutions, and apply administrative sanctions consistently. AML/CFT integration will be strengthened through reporting standards and inter-agency cooperation to protect financial integrity and reduce exposure to illicit financial flows.

Key Activities under this Pillar (2026–2030):

- Reform and digitize licensing processes to improve transparency, reduce processing time, and strengthen due diligence standards.
- Conduct nationwide compliance inspections using standardized checklists, inspection reports, and corrective action tracking.
- Implement a structured enforcement program targeting illegal gaming, unlicensed operators, and non-compliant licensed entities.
- Strengthen AML/CFT compliance requirements for operators, including reporting obligations and record-keeping standards.
- Formalize coordination mechanisms with relevant security, justice, and financial integrity institutions to support enforcement actions.

6.3 Pillar 3: Lottery Operations and Product Modernization

This pillar modernizes lottery operations and products to increase revenue while safeguarding integrity, consumer trust, and responsible gaming. The Authority will strengthen draw governance, improve prize management procedures, expand product innovation, and improve customer experience. It will also enhance marketing discipline, ensuring compliance with responsible gaming standards and consumer protection expectations.

Key Activities under this Pillar (2026–2030):

- Develop and launch new lottery products, including simplified products that expand participation while protecting vulnerable players.
- Upgrade draw operations and integrity controls, including independent verification and documented draw procedures.
- Improve prize management systems, including payout controls, transparency measures, and dispute resolution procedures.
- Strengthen marketing and communications to promote lawful participation, responsible play, and trust in the lottery system.
- Establish a product research and customer insights function to support data-informed product improvement and innovation.

6.4 Pillar 4: Digital Transformation and Systems Integration

This pillar establishes technology as the backbone of modern regulation and revenue assurance. The Authority will deploy integrated systems for licensing, reporting, monitoring, and analytics. A central monitoring capability will enable improved oversight of gaming operations, real-time compliance monitoring, revenue validation, and evidence-based decision-making. Digital transformation will also enhance internal efficiency and strengthen transparency.

Key Activities under this Pillar (2026–2030):

- Deploy an electronic licensing and operator reporting platform that standardizes submission, approvals, and compliance tracking.
- Implement a central monitoring system to improve regulatory visibility over sector operations and transaction reporting.
- Strengthen ICT infrastructure, cybersecurity standards, data governance policies, and business continuity systems.
- Integrate digital systems with approved payment and reporting arrangements to strengthen revenue assurance.
- Build internal data analytics capacity to support risk-based inspection planning, revenue validation, and trend monitoring.

6.5 Pillar 5: Social Responsibility, Welfare and Good Causes Funding

This pillar operationalizes the social mandate of the National Lottery Authority by establishing predictable, transparent, and measurable social impact financing. A Social Protection and Good Causes Fund will be strengthened to ensure allocations that support persons with disabilities, the elderly, youth initiatives, sports, culture, and community development. Public reporting and strong governance mechanisms will be used to build trust and demonstrate value for money.

Key Activities under this Pillar (2026–2030):

- Establish and operationalize the Social Protection and Good Causes Fund with clear governance, eligibility, and disbursement rules.
- Develop transparent allocation criteria and selection processes prioritizing persons with disabilities and the elderly.
- Publish annual social impact reports that disclose allocations, beneficiaries, geographic coverage, and outcomes.
- Strengthen stakeholder engagement to ensure transparency and encourage public accountability for social spending.
- Integrate responsible gaming education and harm reduction initiatives as part of social responsibility programming.

6.6 Pillar 6: Institutional Capacity and Human Capital Development

This pillar recognizes that institutional performance depends on both human and physical capacity. It strengthens professional skills through training and certification, improves organizational culture through ethics and performance discipline, and strengthens logistical capacity for effective nationwide regulation. Under this pillar, the Authority will pursue the construction of a modern National Lottery Authority headquarters, which will centralize operations, enhance security of sensitive systems, improve coordination across departments, and provide a credible institutional presence consistent with a modern regulator.

Key Activities under this Pillar (2026–2030):

- Implement structured staff development programs including professional training, certification, and leadership development.
- Strengthen ethics, integrity, and service standards through codes of conduct, disciplinary standards, and performance culture reforms.

- Expand operational logistics for regulation, including inspectorate mobility, tools, and field support systems.
- Design, finance, and construct a modern NLA headquarters to centralize operations and strengthen institutional efficiency and security.
- Establish a continuous capacity-building and knowledge management framework to institutionalize learning and reduce dependency risks.

6.7 Pillar 7: Resource Mobilization and Financial Sustainability

This pillar improves revenue performance by strengthening revenue assurance, optimizing fee structures, and reducing leakages. It strengthens financial planning, budget discipline, and cost efficiency in support of reforms. Medium-term financial planning will improve predictability and ensure sustainability of both regulatory functions and social responsibility commitments.

Key Activities under this Pillar (2026–2030):

- Review and optimize fee structures, levies, and penalty regimes to ensure fairness and improved revenue yield.
- Strengthen revenue assurance through reconciliations, audits of operator declarations, and strengthened payment controls.
- Improve budgeting and financial reporting systems to support program-based budgeting and strategic cost control.
- Establish partnerships and targeted technical assistance arrangements that support system upgrades and capacity building.
- Strengthen financial integrity measures to reduce leakages and improve public confidence in sector revenue management.

6.8 Pillar 8: International Cooperation and Responsible Gaming

This pillar strengthens the Authority’s alignment with global standards and responsible gaming principles through international cooperation, benchmarking, and adoption of best practices. By strengthening relationships with international lottery bodies and peer regulators, the NLA will improve technical capacity, policy direction, and responsible gaming standards while enhancing cross-border regulatory cooperation to address emerging risks.

Key Activities under this Pillar (2026–2030):

- Strengthen participation and engagement with international and regional lottery bodies and peer regulators.
- Adopt and implement responsible gaming frameworks including public awareness and operator compliance requirements.
- Benchmark Liberia’s regulatory practices against recognized international standards and adopt lessons learned.
- Develop cross-border cooperation mechanisms to address risks related to digital and regional gaming operations.
- Strengthen public education initiatives on consumer protection, responsible gaming, and legal participation channels.

7. ORGANIZATIONAL STRUCTURE AND IMPLEMENTATION ARRANGEMENTS

7.1 Proposed Organogram (Revised)

The revised organizational structure draws from international best practice, particularly the South Africa National Lotteries Commission model, while remaining compliant with the National Lottery Authority Act of Liberia. The structure separates governance, regulation, operations, and social responsibility in a way that reduces role overlap, strengthens accountability, and improves institutional performance.

At the governance level, the Board of Directors provides policy direction, approves regulations and corporate plans, endorses budgets, and oversees management performance. To strengthen oversight effectiveness, the Board will operate through specialized committees, including an Audit, Risk and Compliance Committee, a Finance and Investment Committee, and a Human Resource and Governance Committee, each with a defined scope and reporting schedule.

At the executive management level, the Director General serves as Chief Executive Officer of the Authority and is accountable to the Board for strategy execution, regulatory integrity, revenue performance, and social impact delivery. The Office of the Director General includes direct-report

functions critical to regulatory credibility and performance, namely Legal Affairs and Board Secretariat, Licensing, ICT, Policy, as well as Corporate Social Responsibility and Welfare.

The Authority will operate through three core divisions led by Deputy Directors General: 1) The Division of Operations (responsible for Regulation) encompassing the Inspectorate, Compliance, M&E (and Draw Operations); 2) The Division of Lottery Operations encompassing Lottery Operations, Regional Coordination Unit; Marketing and Product Development and 3) The Division of Administration encompassing finance, human resources, and procurement. In summary, the NLA has three administrative levels which in descending order are Division, Departments and Units. It is envisaged that Departments will be managed by Executive Directors and Units headed Directors.

8. IMPLEMENTATION MATRIX AND PERFORMANCE FRAMEWORK

8.1 Implementation Matrix (Summary)

The implementation approach converts strategic pillars into programs, assigns responsibility, and links outputs to measurable indicators. Annual work plans and budgets will be derived from this framework to ensure that resources follow priorities and that performance is measurable.

Strategic Pillar	Key Objective	Major Outputs (2026–2030)	Lead Unit	Key KPIs
Governance & Institutional Reform	Strengthen leadership and internal controls	Board committees operational; performance contracts; risk framework	DG / Board Secretariat	Audit opinions; targets met
Regulation & Enforcement	Improve compliance and eliminate illegal gaming	Nationwide compliance inspections; enforcement actions	DDG Operations	Compliance rate; illegal operations shut

Lottery Operations & Products	Modernize lottery offerings	New products; secure draw systems	DDG Lottery	Revenue growth; product diversification
Digital Transformation	Deploy integrated regulatory systems	Central monitoring; elicencing	ICT Department	Operators digitally monitored
Social Responsibility & Welfare	Deliver transparent social impact	Operational fund; annual public reports	Social Protection Unit	Disbursements; beneficiaries reached
Institutional Capacity	Professionalize workforce	Staff trained; certifications	HR Department	Staff certified
Resource Mobilization	Strengthen revenue assurance	Improved collections; reduced leakages	Finance Department, License and ICT	Revenue increase; leakage reduction
International Cooperation	Align with standards	Memberships; benchmarking	Strategy Unit, DG and Consultants	Standards compliance

8.2 Annual Phasing Logic

Implementation will follow a phased sequence. In the first two years, the Authority will prioritize governance reform, enforcement strengthening, and digital foundations. During years three and four, the Authority will scale product modernization and social impact systems while optimizing digital oversight. In year five, the Authority will consolidate gains through evaluation, institutionalization, and the preparation of the next strategic cycle.

9. FINANCING AND COSTING FRAMEWORK

9.1 Overview of the US\$9.25 Million Financing Envelope

The estimated cost of implementing this Strategic Plan over five years is US\$9.25 million. The financing estimate was developed using a bottom-up costing approach. This approach identifies strategic reforms and corresponding resource requirements within each pillar, including governance

systems, enforcement logistics, ICT platforms, product modernization initiatives, training and certification programs, social responsibility systems, and international benchmarking engagements. Costs reflect realistic administrative and technical investments required for a modern regulator.

9.2 Cost Breakdown by Strategic Pillar (Indicative)

Governance and Institutional Reform is estimated at US\$0.95 million, reflecting costs for strengthening Board systems, internal audit and risk management reforms, policy development, and performance management systems. Regulation, Compliance and Enforcement is estimated at US\$1.85 million, reflecting inspectorate expansion, enforcement logistics, compliance operations, and AML/CFT system strengthening. Lottery Operations and Product Modernization is estimated at US\$1.60 million, reflecting product development, draw systems improvements, integrity controls, and modernization of consumer-facing operations.

Digital Transformation and Systems Integration is estimated at US\$2.10 million, reflecting elicencing systems, central monitoring systems, ICT infrastructure, cybersecurity measures, and data analytics capacity. Social Responsibility and Good Causes Framework is estimated at US\$0.75 million, covering fund governance systems, transparency mechanisms, public reporting and oversight systems. Institutional Capacity and Human Capital Development is estimated at US\$1.10 million, reflecting staff training, certifications, ethics and professionalism programs, and institutional strengthening initiatives, including enabling investments that support the construction and operationalization of a modern headquarters. Resource Mobilization and Financial Sustainability is estimated at US\$0.55 million, covering revenue assurance tools, financial systems improvements, and medium-term planning systems. International Cooperation and Responsible Gaming is estimated at US\$0.35 million, covering membership engagement, benchmarking, and responsible gaming frameworks. The total estimated cost is US\$9.25 million.

9.3 Financing Sources

Financing will be mobilized through internally generated revenues such as licensing fees, levies, penalties, and related regulatory charges. The Authority will also work with government to ensure appropriate budgetary support for strategic investments that deliver public value. Statutory gaming contributions will be aligned to support regulatory functions and social mandate delivery, while strategic partnerships and technical assistance will be pursued for digital transformation and

specialized capacity building. This financing approach is consistent with the ARREST Agenda emphasis on domestic resource mobilization, fiscal discipline, and results-based expenditure.

10. RISK MANAGEMENT

The Authority recognizes that implementation may face risks that require proactive management. Illegal gaming and non-compliance risks may undermine revenues and public trust if enforcement is not strengthened. Cybersecurity threats may compromise digital monitoring and revenue systems if ICT safeguards and business continuity plans are not institutionalized. Political interference risks may disrupt regulatory independence if governance rules and accountability mechanisms are not enforced. Funding shortfalls may slow implementation if revenue assurance reforms and phased budgeting are not applied.

To mitigate these risks, the Authority will strengthen enforcement capacity, adopt integrated digital monitoring tools, formalize governance and decision rules, implement robust internal controls, and pursue phased implementation that prioritizes high-impact reforms. Risk registers and mitigation plans will be reviewed periodically, with oversight reporting to the Board.

11. YEAR-BY-YEAR IMPLEMENTATION MATRIX (2026–2030)

This matrix operationalizes the Strategy into annual priorities consistent with program-based budgeting and international regulatory best practice.

11.1 Phased Implementation Logic

2026 will focus on stabilization and governance reset through institutional reforms, visible enforcement, and digital foundations. 2027 will focus on system and capacity expansion through elicencing, phase one central monitoring, and staff professionalization. 2028 will scale product modernization and social impact systems through new lottery products and operationalization of the Social Protection and Good Causes Fund. 2029 will prioritize optimization and integration through revenue optimization, analytics-driven enforcement, and AML/CFT rollout. 2030 will consolidate reforms through evaluation, institutionalization, and preparation for the next strategic cycle.

11.2 Annual Implementation Matrix (Summary)

Year	Strategic Focus	Key Deliverables	Responsible Unit	Indicative Cost (USD)
2026	Governance & Enforcement	Board committees operational; revised SOPs; national compliance sweep	DG / DDG Operations	1,750,000
2027	Digital & Capacity Systems	E-licensing; central monitoring phase I; staff certification	ICT / HR	1,900,000
2028	Product & Social Impact	New lottery products; Social	DDG Lottery / Social Unit	2,000,000
		Fund operational		
2029	Revenue Optimization	Fee optimization; analytics enforcement; AML/CFT rollout	Finance / Operations	1,850,000
2030	Consolidation & Evaluation	Impact evaluation; institutionalization; next strategy design	Strategy / M&E	1,750,000

Total for five years is US\$9,250,000.

12. KEY PERFORMANCE INDICATORS (KPI) FRAMEWORK

The KPI framework will measure institutional performance, social impact delivery, and digital governance maturity. Institutional performance will be assessed using revenue growth rates, compliance coverage across licensed operators, reductions in illegal gaming operations, the average time required to issue licenses, and the status of audit opinions. Social impact performance will be assessed through the volume of funds disbursed to persons with disabilities and the elderly, the

number of beneficiaries reached annually, the share of proceeds allocated to social causes, and the publication of annual social impact reports. Digital and governance maturity will be assessed through the share of operators connected to the central monitoring system, the percentage of transactions reported digitally, the percentage of staff trained and certified, and the rate of customer complaints resolved within service level standards.

13. GRAPHIC ORGANOGRAM (STRUCTURAL REPRESENTATION) AND IMPLEMENTATION FRAMEWORK

The Organogram depicting the approved institutional architecture is attached Appendix 1.

This structure ensures functional separation of regulation, lottery operations, and social responsibility while preserving strong governance and accountability consistent with international best practice.

Additionally, the implementation framework is attached as Appendix 2. The framework encapsulates the desired outcomes and activities for each Strategic Pillar.

14. CONCLUSION

This Strategic Plan represents a decisive turning point in the evolution of the National Lottery Authority of Liberia. It moves the Authority beyond incremental reform and firmly positions it as a modern regulatory institution capable of delivering measurable results in revenue mobilization, sector discipline, and social impact. The success of this Plan will depend not only on the soundness of its design, but also on the collective resolve to mobilize the financial, institutional, and political resources required for its full implementation.

Securing adequate and sustainable financing is central to the realization of this Strategy. The estimated investment of US\$9.25 million over the five-year period is both realistic and necessary to support institutional reform, digital transformation, enforcement capacity, lottery modernization, and social responsibility programming. Mobilizing these resources will require a deliberate focus on strengthening internally generated revenue through improved compliance, optimized fee structures, and enhanced revenue assurance systems. At the same time, strategic engagement with the Government of Liberia, statutory funding mechanisms, and targeted technical assistance partners will be essential to ensure that high-impact reforms, particularly in digital oversight and institutional

capacity, are adequately resourced. Without this financing discipline, the transformative objectives of the Plan cannot be achieved.

The role of the Board of Directors is fundamental to the successful execution of this Strategy. As the principal governance body of the Authority, the Board's active involvement in policy direction, oversight, and performance monitoring will set the tone for accountability and results. Through effective committee structures, regular performance reviews, and strong engagement with Management, the Board will play a central role in safeguarding regulatory independence, ensuring prudent financial management, and maintaining public trust. This Strategic Plan therefore calls for sustained Board leadership that goes beyond formal approvals to active stewardship of institutional reform and performance outcomes.

This Strategy is firmly anchored in the Government of Liberia's ARREST Agenda for Inclusive Development. Through strengthened regulation and enforcement, the NLA contributes directly to the Rule of Law by promoting compliance, transparency, and financial integrity within the gaming sector. By mobilizing and protecting domestic revenue, the Authority supports investments that underpin national priorities in roads, education, sanitation, and tourism. Through its social responsibility mandate, the NLA plays a meaningful role in advancing human capital development by channeling resources toward persons with disabilities, the elderly, youth, sports, culture, and community development initiatives. In this way, the Authority is not operating at the margins of national development policy, but as an integral contributor to its successful implementation.

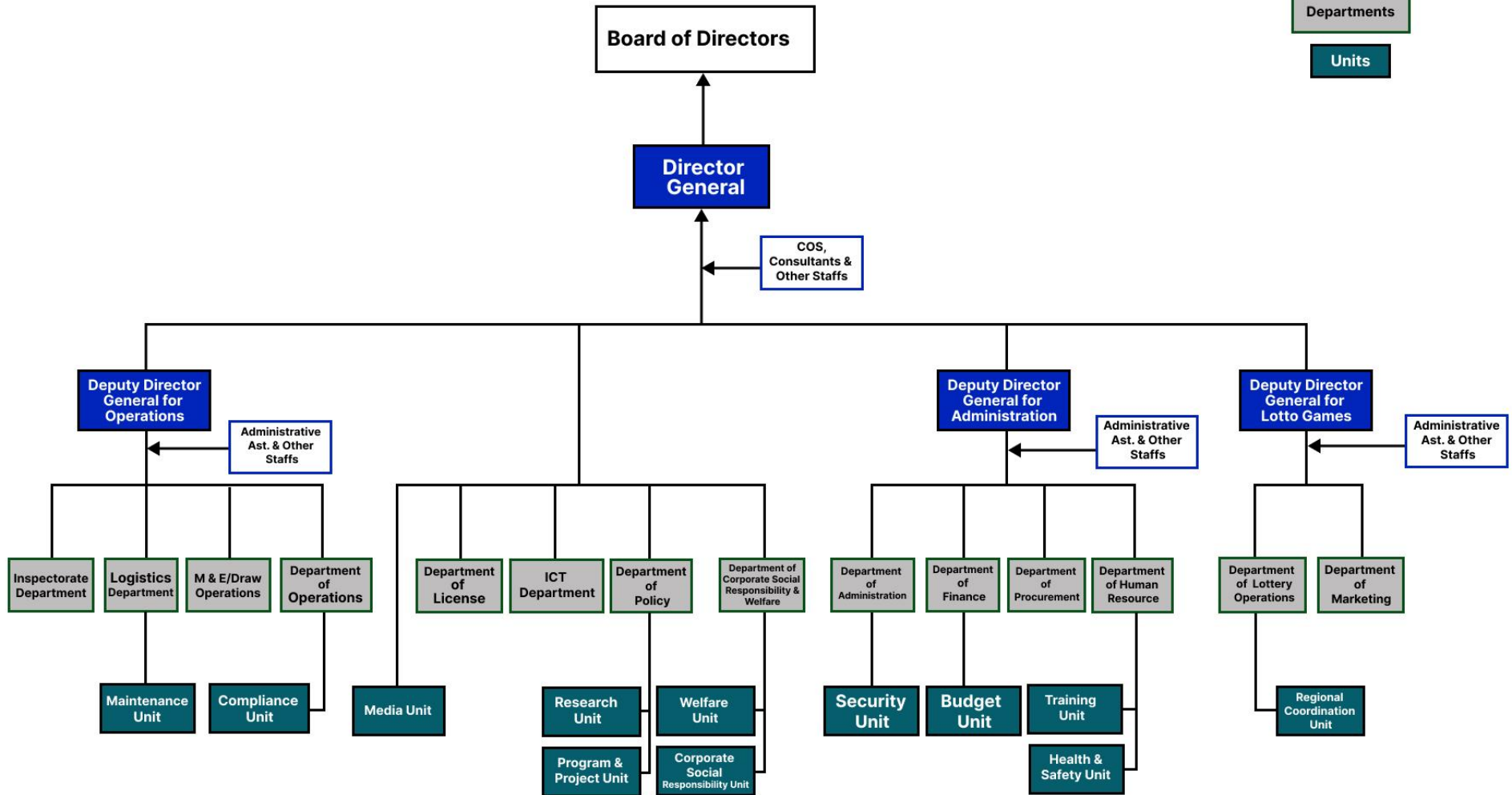
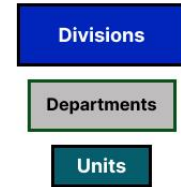
Finally, this Strategic Plan signals the beginning of a new era of results-oriented leadership at the National Lottery Authority. It establishes clear objectives, measurable indicators, phased implementation arrangements, and accountability mechanisms that align leadership performance with tangible outcomes. The emphasis on data-driven decision-making, digital oversight, and transparent reporting reflects a commitment to managing the Authority not as an administrative entity, but as a performance-focused public institution. Under this framework, leadership success will be measured by improved compliance, increased and protected revenues, visible enforcement actions, and demonstrable social impact.

With sustained political support, active Board engagement, disciplined resource mobilization, and committed leadership, the National Lottery Authority of Liberia is well positioned to implement this Strategic Plan and deliver lasting public value. The period 2026–2030 thus represents not only a strategic cycle, but a defining chapter in the Authority’s transformation into a modern, accountable, and socially responsible gaming regulator in service of national development.

15. Appendix 1: ORGANOGRAM OF NLA



ORGANOGRAM OF THE NATIONAL LOTTERY AUTHORITY (NLA)



16. Appendix 2: IMPLEMENTATION MATRIX (Outcomes and Activities)

NLA STRATEGIC PLAN 2026-2030	
OUTCOME (Intermediate results)	Activities
Pillar 1: Governance, Leadership and Institutional Reform	
Reformed Administrative structures	Restructure the NLA as presented in organogram contained in the strategic plan.
	Delineate the various level of the NLA to be as follows: Divisions, Departments and Units.
	Divisions headed by Deputy Director General.
	Department headed by Executive Director and
	Unit- headed by Director.
	Restructure Division of Administration to include Department of Finance, Department of Procurement, Department of Human Sources and Department of Administration.
	Restructure Department of Human Resources to include Training Unit and Health & Safety Unit
Restructure Division of Operations (Regulation & Enforcement) to include Department of Inspection (Inspectorate), Department of License, M&E and Department of Operations.	
Restructure Department of Operations to include Compliance Unit	
Restructure Division of Lotter Games to include Department of Marketing and Product Development; and Department of Lotto Games Operations.	

	Restructure Department of Lotto Games Operations to include Regional Coordination Unit
	Restructure the following Departments to report directly to the Director General: Department of Welfare, Department of Corporate Social Responsibility and Welfare, Department of Policy, ICT and License.
	Restructure the Department of Policy to include the Program & Project Unit and the Research Unit.
	Restructure the Media Unit to report to the Director General.
Emboldened Governance structure	Establish and operationalize Board committees for audit, risk, finance, and governance with clear terms of reference and annual workplans.
	Implement performance contracts and quarterly performance reviews for senior management linked to strategic targets.
Enhanced internal control and financial reporting	Strengthen internal controls through updated policies on procurement, finance, asset management, and conflict-of-interest management.
	Improve corporate reporting through annual reports, audited financial statements, and public disclosure of key performance outcomes.
Pillar 2: Regulation, Compliance and Enforcement	
Modernized licensing and regulation processes	Centralized monitoring of gaming entities
	Reform licensing processes to improve transparency, reduce processing time, and strengthen due diligence standards.
Standardized compliance review across gaming sector	Conduct nationwide compliance inspections, standardized checklists, inspection reports, and facilitate compliance of gaming entities with regulation
Predictable inspection and enforcement	Professionalize the inspectorate,
	Formalize coordination mechanisms with relevant security, justice, and financial integrity institutions to support enforcement actions.
	Deploy enforcement protocols
	Apply administrative sanctions consistently.
Improved inter-agency cooperation for AML/CFT regulation across the GOL	Strengthen AML/CFT integration through reporting standards
	Enhance inter-agency cooperation to protect financial integrity and reduce exposure to illicit financial flows.

	Strengthen AML/CFT compliance requirements for operators, including reporting obligations and record-keeping standards.
	Enhance coordination with security and justice institutions,
Pillar 3: Lottery Operations and Product Modernization	
Diversified games, and increased promotion	Develop and launch new lottery products, including simplified products that expand participation while protecting vulnerable players.
	Establish a product research and customer insights function to support data-informed product improvement and innovation.
	Establish a product research and customer insights function to support data-informed product improvement and innovation.
Robust Lotto Operation to counties	Upgrade draw operations and integrity controls, including independent verification.
	Improve prize management systems, including payout controls, transparency measures, and dispute resolution procedures.
Pillar 4: Digital Transformation and Systems Integration	
Digitized Integrated systems	Deploy an electronic licensing and operator reporting platform that standardizes submission, approvals, and compliance tracking.
	Implement a central monitoring system to improve regulatory visibility over sector operations and transaction reporting.
	Strengthen ICT infrastructure, cybersecurity standards, data governance policies, and business continuity systems.
	Integrate digital systems with approved payment and reporting arrangements to strengthen revenue assurance.
	Build internal data analytics capacity to support risk-based inspection planning, revenue validation, and trend monitoring.
Pillar 5: Social Responsibility, Welfare and Good Causes Funding	
Social Protection and Good Cause Fund; Published Social impact reports	Establish and operationalize the Social Protection and Good Causes Fund with clear governance, eligibility, and disbursement rules.
	Develop transparent allocation criteria and selection processes prioritizing persons with disabilities and the elderly.
	Publish annual social impact reports that disclose allocations, beneficiaries, geographic coverage, and outcomes.

	Strengthen stakeholder engagement to ensure transparency and encourage public accountability for social spending.
	Integrate responsible gaming education and harm reduction initiatives as part of social responsibility programming.
Pillar 6: Institutional Capacity and Human Capital Development	
Improved Employees performance with logistics provided and capacity building	Implement structured staff development programs including professional training, certification, and leadership development.
	Strengthen ethics, integrity, and service standards through codes of conduct, disciplinary standards, and performance culture reforms.
	Strengthen ethics, integrity, and service standards through codes of conduct, disciplinary standards, and performance culture reforms.
	Expand operational logistics for regulation, including inspectorate mobility, tools, and field support systems.
	Establish a continuous capacity-building and knowledge management framework to institutionalize learning and reduce dependency risks.
New Headquarters constructed	Design, finance, and construct a modern NLA headquarters to centralize operations and strengthen institutional efficiency and security.
Pillar 7: Resource Mobilization and Financial Sustainability	
Diversified revenue sources and improved financial management	Review and optimize fee structures, levies, and penalty regimes to ensure fairness and improved revenue yield.
	Strengthen revenue assurance through reconciliations, audits of operator declarations, and strengthened payment controls.
	Improve budgeting and financial reporting systems to support program-based budgeting and strategic cost control.
	Establish partnerships and targeted technical assistance arrangements that support system upgrades and capacity building.
	Strengthen financial integrity measures to reduce leakages and improve public confidence in sector revenue management.
Pillar 8: International Cooperation and Responsible Gaming	
	Strengthen participation and engagement with international and regional lottery bodies and peer regulators.

Increased awareness, broadened international cooperation and improved consumer protection	Adopt and implement responsible gaming frameworks including public awareness and operator compliance requirements.
	Benchmark Liberia's regulatory practices against recognized international standards and adopt lessons learned.
	Develop cross-border cooperation mechanisms to address risks related to digital and regional gaming operations.
	Strengthen public education initiatives on consumer protection, responsible gaming, and legal participation channels.