National Policy on Girls' Education (NPGE) Performance Analysis Report 2021-2025

Report prepared for:

The EducateHER Project
Funded by the Global Partnership for Education (GPE)
Implemented by Helping Our People Excel, Inc. (HOPE)
in partnership with the Paramount Young Women Initiative
Liberia | December 16, 2025

Report produced by:

Impact Evaluation

Table of Contents

National Policy on Girls Education Performance Analysis Report 2021-2025

Data Analysis of the National Policy on Girls' Education 21 indicators, an indicator performance score card development and the NPGE indicators dashboard analysis.

This analysis is based on the Annual School Census (ASC) 2024–2025 report shared by the Ministry of Education with partners for review and feedback. As part of the NPGE validation process, HOPE, Impact Evaluation, and education partners provided feedback to the Ministry of Education on identified data gaps, missing indicators, and reporting limitations related to the NPGE 21 indicators. Some indicator values and findings presented in this report may therefore be updated or revised following the Ministry of Education's completion and official release of the final ASC report, and subsequent actions taken to address feedback received. The findings in this report should be interpreted within this context.

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- Division of Policy
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Report Submitted: December 3, 2025
Report Re-submitted: December 16, 2025

Acronyms

Acronym	Meaning
AE	Alternative Education
ASC	Annual School Census
ALS	Accelerated Learning System
ARREST	Agriculture, Roads, Rule of Law, Education, Sanitation and Tourism Agenda
CPD	Continuous Professional Development
CEO	County Education Officer
DEO	District Education Officer
DMP	Deputy Minister for Planning
ECE	Early Childhood Education
EMIS	Education Management Information System
ESP	Education Sector Plan 2022 to 2027
GBV	Gender Based Violence
GER	Gross Enrollment Ratio
GPI	Gender Parity Index
GIR	Gross Intake Ratio
JSE	Junior Secondary Education
LBE	Lower Basic Education
MOE	Ministry of Education
NER	Net Enrollment Ratio
NIR	Net Intake Ratio
NPGE	National Policy on Girls Education
PSIP	Public Sector Investment Program
SGBV	Sexual and Gender Based Violence
SGE	Senior Secondary Education
SOP	Standard Operating Procedure
SRGBV	School Related Gender Based Violence
TVET	Technical and Vocational Education and Training
UBE	Upper Basic Education
WASH	Water, Sanitation and Hygiene

SECTION 1. Executive Summary

This National Policy on Girls' Education (NPGE) Progress Report presents the 2024–2025 performance of all 21 NPGE indicators using the most recent Ministry of Education (MOE) Annual School Census (ASC), the 2022 Population and Housing Census, the Education Sector Plan (ESP 2022–27), Budget Performance Reports, LISGIS thematic reports, and complementary documentation. The analysis was conducted by Impact Evaluation in collaboration with the Girls' Education Division, EMIS, Planning and M&E, CPD, Guidance and Counselling, and the Policy Division during a dedicated two-day technical review session at the MOE. The findings provide a detailed picture of Liberia's achievements, persistent gaps, and the systemic challenges that continue to affect girls' access, learning, safety, and progression across the education system.

The overall story shows clear improvements in gender parity across all school levels and meaningful gains in junior secondary completion for girls. Girls now represent about half of all learners in the country and the Gender Parity Index remains at or above one across all levels. These achievements reflect the influence of the NPGE, the ESP, and partners' initiatives supporting girls' participation. However, the system still struggles with persistent late entry, high overage learning, stagnant primary completion, unsafe school environments, widespread WASH deprivation, and limited female teacher representation in rural counties. These factors continue to restrict girls' progress and weaken Liberia's ability to reach the NPGE's long-term vision.

The findings and performance ratings presented in this report were subsequently validated through a national technical stakeholder workshop and a high-level policy dialogue convened by the Ministry of Education, HOPE, and Impact Evaluation, where MOE staff and education partners confirmed the key trends, data gaps, and priority actions, and endorsed the NPGE Scorecard and Dashboard as tools for evidence-based planning and accountability.

Key Findings by Strategic Goal Area

Access and Participation. Liberia has achieved full gender parity in enrollment and intake. Despite this progress, access for all children remains too low. Gross intake improved from 50.1% 2020–21 to 72.9% in 2024–25, but still falls far below the target of 93%. Net intake remains critically low at 9%. Enrollment ratios show progress at junior and senior secondary, yet primary access has stagnated. Overage enrollment remains widespread, which continues to lower efficiency and contributes to late completion. Enrollment continues to decline in several counties. Evidence links these trends to poor WASH conditions, low female teacher representation, and high pregnancy vulnerability.

Retention, Completion and Transition. Girls' completion of junior secondary increased significantly and surpassed the ESP benchmark. However, primary completion declined from baseline and remains below target. Nearly 42% of primary school-aged girls do not complete Grade Six. Senior secondary completion remains low due to distance, costs, safety concerns, and limited school availability in rural areas. Survival rates show girls are more likely to remain in school once they reach junior or senior secondary, but too many exit before completing primary. Sex-disaggregated promotion and repetition rates were not available in the 2024–25 ASC. This data gap limits precise tracking of internal efficiency.

Safety, Protection and Learning. The female literacy rate shows only modest improvement compared to the ESP target. Reported school-based GBV cases remain unavailable in the ASC, which weakens early warning systems and prevention efforts. About 5.2% of schools reported teenage pregnancy. Counties with low WASH access, few female teachers, and weak school infrastructure

show higher levels of pregnancy risk, absenteeism, and enrollment decline. These environmental factors continue to undermine learning and retention for adolescent girls. While the Teachers' Code of Conduct contains punitive provisions for sexual misconduct, the absence of sector-wide reporting systems limits enforcement and prevents visibility of school-based abuse and early marriage.

System Strengthening, Leadership and Financing. Liberia invests 14.1% of government expenditure on education, which reflects moderate commitment but remains below global recommendations. Education expenditure equals 2.17% of GDP, significantly below the national target of 6%. Recurrent spending accounts for most sector financing, and recurrent spending per pupil stands at about eighty dollars for 2024. The system lacks an integrated MEL framework, indicator metadata, and a harmonized ASC that captures all NPGE indicators. Weak cross-divisional coordination, inconsistent data definitions, and fragmented data systems continue to create blind spots. Several NPGE indicators are not yet measured through EMIS or ASC tools, which limits monitoring and policy decision-making.

Cross-Cutting Risks

A combined analysis of WASH access, teacher gender distribution, and pregnancy indicates strong relationships with enrollment declines and girls' vulnerability. A total of 1,790 schools have no toilets. About 356,000 students attend these schools, including around 179,000 girls. Counties with the highest share of schools without toilets generally have the fewest female teachers and the highest pregnancy exposure. Enrollment declines between 2021 and 2024 were highest in these counties. This confirms that WASH and staffing are core gender equality determinants, not only infrastructure variables.

Overall NPGE Progress Snapshot

- Strong gains in gender parity in access and survival
- Clear improvements in junior secondary completion for girls
- Significant decline in primary completion and persistent late entry
- Under-investment in education relative to GDP benchmarks
- Critical lack of sanitation in over one quarter of all schools
- Limited female teacher representation in rural counties
- Significant data gaps in GBV, promotion, repetition, safety indicators
- Fragmented reporting across NPGE divisions and weak MEL systems

What This Means for Policy

The NPGE has successfully shifted gender norms and expanded girls' access, but Liberia must now consolidate those gains through stronger learning environments, improved safety conditions, and systematic monitoring. Investments must focus on primary completion, WASH infrastructure, deployment of female teachers, improved SRGBV reporting, and a unified NPGE MEL framework. Coordination among EMIS, Planning, M&E, Policy, CPD, Guidance and Counselling, and GED will be essential. With the ARREST Agenda and ESP guiding national priorities, there is a strategic opportunity to strengthen systems and ensure that every girl in Liberia can enroll, remain safe, learn, and complete secondary school.

SECTION 2. Introduction

Liberia continues to prioritize gender equality in education through a combination of national policies, sector strategies, and multi-year reforms. The National Policy on Girls' Education (NPGE) remains the central policy instrument that guides national commitments to improve girls' access, safety, learning,

and progression across all levels of basic and secondary education. The policy is implemented within the broader framework of the Education Sector Plan 2022 to 2027 and is now situated within the national ARREST Agenda, which outlines the Government's expectation for improved service delivery, equity, accountability, and human capital development. Together, these policy instruments shape the direction of girls' education during the 2024 to 2025 reporting period.

The NPGE was established to address long-standing structural barriers that limit girls' full participation in the education system. These include late entry, early pregnancy, insufficient school safety mechanisms, low representation of female teachers, limited sanitation facilities, and uneven county-level access. Although the last four years show meaningful progress in several areas, the persistence of these challenges continues to shape girls' learning experiences and long-term outcomes. This report examines these issues using the most recent and authoritative national datasets, including the Annual School Census 2024 to 2025, the 2022 Population and Housing Census, financial performance data, sector planning documents, and MOE administrative records.

The purpose of this NPGE Progress Report is to present a clear and evidence-based account of the country's performance against all twenty-one indicators of the NPGE results framework. The report aims to provide actionable insights for decision-makers and development partners and focuses on what has improved, what has stagnated, and what factors continue to constrain progress. The analysis is written for non-technical education stakeholders. It explains why each result matters for girls, how the NPGE pillars are interconnected, and what the implications are for policy and system strengthening.

The report also integrates additional contextual layers that influence the NPGE's progress. This includes WASH-related school conditions, county-level variations in female teacher availability, early pregnancy trends, and links between infrastructure and enrollment decline. These insights highlight the complex ways in which school environment, gender norms, staffing, and resource allocation shape educational opportunities for girls. These patterns provide a strong foundation for policy dialogue and for strengthening the implementation of the NPGE.

The report is structured to reflect the four NPGE strategic goal areas. Access and participation shows whether girls are entering and staying in school. Retention, completion, and transition examines whether girls progress through the education cycle. Safety, protection, and learning assesses whether girls are learning in an environment that supports well-being and literacy. System strengthening focuses on the governance structures, leadership roles, financing, and MEL systems that support the NPGE's long-term success. Each indicator is analyzed using the latest data available and summaries highlight key messages for policy and programming.

Through the ARREST Agenda, the Government of Liberia emphasizes accountability, reconstruction, rule of law, education, sanitation, and technology. This creates a strong opportunity for aligning NPGE implementation with national priorities. Within this agenda, girls' education is central to building a stronger workforce, reducing inequality, improving life outcomes, and advancing national development. The NPGE report therefore provides evidence that supports the ARREST call for stronger institutions, safer learning environments, equitable service delivery, and improved monitoring systems.

This report was developed with close involvement of MOE technical divisions. During a two-day in-person review session, the Girls' Education Division, EMIS, Planning and M&E, CPD, Guidance and Counselling, Policy, HOPE Inc, and Impact Evaluation worked collaboratively to validate indicator definitions, clarify data sources, interpret results, and identify system-level data gaps. This process strengthened the credibility of the findings and allowed each division to reflect on its role in the NPGE

implementation process. The collaborative nature of this exercise also illustrated the need for improved coordination and a unified MEL framework to operationalize the NPGE at scale.

As the country moves forward with the ESP and the ARREST Agenda, this progress report serves as an evidence base for refining priorities. It identifies where girls remain at risk, where policy commitments have succeeded, and where more strategic investment is needed. The insights presented here aim to support the Ministry of Education in advancing an equitable, safe, and high-quality system that supports every girl in Liberia from early childhood through secondary education.

SECTION 3. Context and Policy Alignment

The National Policy on Girls' Education (NPGE) remains Liberia's principal sector-wide framework for addressing gender disparities in education and improving outcomes for girls across the education lifecycle. This analysis covers the implementation period from 2021 to 2025, during which Liberia transitioned from one national development agenda to another. The NPGE was revised and approved in 2021 under the Pro-Poor Agenda for Prosperity and Development (PAPD), which emphasized human capital development, social inclusion, and equitable access to basic services. While PAPD provided the original policy context for the NPGE revision, the policy remains relevant and continues to guide gender-responsive education actions under the current national development framework, the ARREST Agenda for Inclusive Development (AAID) 2025–2029.

The NPGE was developed in response to persistent and interrelated constraints that have historically limited girls' educational participation and progression. These constraints include high levels of over-age enrollment, poverty-driven dropout, early pregnancy and child marriage, school-related gender-based violence, inadequate water and sanitation facilities, limited access to secondary schools in rural areas, and uneven learning environments. These challenges disproportionately affect girls and are reflected across multiple NPGE indicator domains, including access and participation, retention and transition, learning outcomes, school environment and safety, and system financing and governance.

The revised NPGE adopted a results-oriented framework built around 21 national indicators, designed to track progress across five thematic areas: access and participation, retention and transition, learning and completion, school environment and safety, and education financing and system performance. These indicators provide a structured basis for monitoring progress, identifying gaps, and supporting accountability across the education sector during the 2021–2025 period.

As Liberia transitioned to the ARREST Agenda, the NPGE has remained aligned with evolving national priorities on inclusive human capital development, institutional effectiveness, and accountability. Under the ARREST Agenda for Inclusive Development (2025–2029), the NPGE aligns most directly with the Education component within the Human Capital Development pillar, particularly the strategic objective to ensure equitable, gender-responsive, and disability-inclusive access to quality education, improved learning outcomes, strengthened education governance, and enhanced institutional capacity for data-driven planning and accountability.

At the sector level, the NPGE is explicitly aligned with the Education Sector Plan (ESP) 2022–2027, which serves as the Ministry of Education's primary planning and implementation framework throughout most of the NPGE analysis period. ESP Priority Program 1 on access and equity aligns with NPGE indicators related to enrollment, intake, transition, and completion. ESP Priority Program 2 on quality and learning corresponds with NPGE indicators on repetition, progression, and learning

outcomes. ESP Priority Program 3 on governance and management supports NPGE indicators related to education financing, expenditure efficiency, coordination, and system performance.

Together, the NPGE, ESP, and ARREST Agenda form a coherent policy continuum. The ESP provides the operational delivery framework, while the NPGE offers a focused gender-responsive lens for measuring whether sector investments are translating into improved outcomes for girls. The continued relevance of the NPGE lies in its ability to bridge past and current development priorities, translate national human capital commitments into measurable results, and inform evidence-based planning and reform in Liberia's education sector.

3.1. Liberia's National Development Priorities and Girls' Education

When the NPGE was developed, it was positioned within the Pro-Poor Agenda, which emphasized human capital development, inclusion, and equitable access to public services. The policy responded to widespread barriers affecting girls' participation, including early marriage, poverty-driven dropout, and unsafe school environments. These issues remain relevant. However, the policy must now also align with the priorities of the ARREST Agenda, launched by the new administration in 2024.

The ARREST Agenda focuses on agriculture, roads, rule of law, education, sanitation, and technology. The emphasis on sanitation and education directly strengthens the NPGE's focus on safe learning environments, improved WASH in schools, and increased investment in quality service delivery. The agenda calls for stronger accountability, efficiency, and transparency, which supports the need for accurate reporting and improved monitoring systems for NPGE indicators. The ARREST Agenda also prioritizes systems strengthening within government institutions, which aligns with the NPGE's call for stronger inter-departmental coordination, accountability for gender indicators, and a clear national MEL framework to support evidence-based decision-making.

The alignment of NPGE with ARREST matters for two reasons. First, it ensures continuity of gender commitments under the new government administration. Second, it helps secure the political support required to scale NPGE interventions such as school safety programs, female teacher recruitment strategies, community engagement, and investment in WASH and school infrastructure.

3.2. The Education Sector Plan 2022–2027

The Education Sector Plan is the operational backbone of Liberia's education reforms. It establishes enrollment targets, learning goals, teacher development pathways, and school environment commitments that directly complement NPGE's objectives. The ESP sets the quantitative targets used throughout this report for enrollment, completion, literacy, female teachers, and education financing. It also describes the expected actions for expanding access through ECE, improving teacher quality, enhancing governance, and strengthening EMIS.

There is a strong alignment between ESP priorities and NPGE pillars. ESP targets for Gross Intake Ratio, enrollment ratios, literacy, teacher distribution, and school infrastructure form the basis for assessing NPGE progress. The ESP also outlines strategies for increasing the number of trained teachers, improving CPD, and enhancing school leadership through administrators. These elements directly support NPGE's Strategic Goal Area 4 on system strengthening.

However, the ESP does not explicitly identify all NPGE indicators. Some gender-specific policy elements, such as punitive measures for actions against girls' education or early pregnancy response

frameworks, fall outside the core ESP KPIs. This partially explains why certain NPGE indicators are not captured consistently in the Annual School Census. Addressing this gap will be important for improving future reporting and for creating a unified NPGE-ESP-MEL structure.

3.3. Role of the NPGE within Liberia's Education Priorities

Girls' education is a foundational element of Liberia's human capital development agenda. The NPGE organizes national actions into four strategic goal areas. These include access and participation, retention and completion, safety and protection, and system strengthening. This provides the Ministry of Education with a clear roadmap to guide policies, allocate resources, and monitor progress. In practice, however, the implementation of NPGE has faced challenges. These include limited indicator integration in the ASC, absence of sex-disaggregated data for some indicators, incomplete reporting in financial sections, and inconsistent documentation across divisions responsible for data collection.

Despite these challenges, the NPGE has shaped important national achievements. These include improved enrollment parity, higher female participation in junior and senior secondary levels, increased survival rates for girls who enter secondary education, and expanded attention to WASH as a gender equity issue. The policy has also elevated girls' education in national dialogue, encouraged community mobilization, and strengthened donor focus on targeted support. These gains provide a strong foundation for further progress under the ARREST Agenda and the ESP.

3.4. Institutional Roles and Responsibilities

Effective implementation of the NPGE requires coordinated action across MOE divisions and county education structures. During the 2024 data analysis, the Girls' Education Division, EMIS, Planning and M&E, CPD, Guidance and Counselling, and Policy divisions participated in a two-day technical review. This collaborative validation improved indicator interpretation and clarified data sources. The process highlighted the need for clear institutional roles in data collection, verification, and reporting. For example, the Policy Division is responsible for reporting punitive measures indicators yet does not currently track this data. Guidance and Counselling receives school-level reports on pregnancy and safety issues but these indicators are not fully integrated into the ASC. The Construction Division holds data on school infrastructure that is essential for NPGE analysis but could not provide the data during the reporting period due to record consolidation.

Strengthening coordination and clarifying roles across divisions will be vital for the next phase of NPGE implementation. A unified MEL system and clearer indicator definitions would significantly improve reporting quality and utility.

3.5. Data Bodies and External Sources

The analysis uses national administrative and statistical data sources. These include the Annual School Census 2024 to 2025, the 2022 Population and Housing Census thematic education report, MOE financial expenditure data, and the Education Sector Plan. External sources, including UNICEF, UNFPA, GPE, and the Liberia Institute for Statistics and Geo-Information Services, also inform indicator interpretation and support cross-validation. Clear and consistent definitions across these sources will be necessary to improve future NPGE measurement.

3.6. Summary of Alignment Implications

Taken together, the NPGE, ESP, and ARREST Agenda form a coherent policy foundation for strengthening girls' education. Each emphasizes improved service delivery, accountability, gender

equality, and improvements in school environment. Progress on NPGE indicators contributes directly to national commitments under ARREST and international frameworks such as SDG 4 and SDG 5. Better integration of NPGE indicators into national data systems and clearer cross-division roles will further strengthen alignment and enhance the Ministry's capacity to demonstrate progress to stakeholders and partners.

SECTION 4. Methodology

This section outlines the analytical approach used to assess progress on the 21 NPGE indicators. The methodology is designed to ensure transparency, reproducibility, and clarity for both technical and non-technical audiences. It describes the data sources, indicator definitions, validation steps, analytical procedures, and the roles played by different Ministry of Education divisions during the analysis.

4.1. Overall Analytical Approach

The analysis followed a structured process that involved reviewing and reorganizing all relevant data across national sources and applying consistent indicator definitions to evaluate progress against NPGE targets. The approach used four major steps:

1. Extracting baseline, target, and actual values from national documents.
2. Cleaning and consolidating data to ensure comparability.
3. Calculating progress ratios and assigning traffic light status.
4. Interpreting results through the NPGE framework and national education context.

All analyses focus primarily on target versus latest values, because the NPGE uses targets as the benchmarks for assessing progress. Baseline values are briefly referenced to provide historical context and to help interpret direction of change.

4.2. Key Data Sources and Documents

The analysis drew on all available national datasets, sector policies, statistical reports, and NPGE guidance documents. Major sources include:

1. Annual School Census (ASC) 2024 to 2025

The ASC provides sex-disaggregated enrollment data, school environment indicators, teacher statistics, SRGBV data, and basic school infrastructure information. It is the primary source for 14 of the 21 NPGE indicators.

2. Education Sector Plan (ESP) 2022 to 2027

The ESP provides the national targets for GIR, GER, NER, completion rates, female teachers, and financial indicators. These are used as NPGE performance benchmarks.

3. Liberia Population and Housing Census 2022

The thematic report on education and literacy provides literacy rates and population denominators used in select indicators.

4. National Budget Performance Report FY2024 and FY2025 Budget

These documents provide actual and projected government expenditure, including recurrent and development spending used to compute:

- Education expenditure as a percent of GDP.

- Education expenditure as a percent of government spending.
- Recurrent education spending share.
- Per-pupil recurrent spending.
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5. Teachers' Code of Conduct (2014)
Used to evaluate Indicator 13 on punitive measures related to violations of girls' education rights.

6. NPGE 2021 Policy Document and Implementation Matrix
Provides indicator definitions, intended outcomes, and policy priorities.

7. Documents from the Ministry of Education Divisions
Including memoranda, guidelines, and historical data from:

- Girls' Education Division (GED)
- EMIS Division
- Planning and M&E
- Guidance and Counselling
- CPD Division
- Infrastructure and School Construction
- Policy Division

8. Complementary external data
Where needed, UNICEF, UNESCO Institute for Statistics, and DHS 2019 data support contextual interpretation.

4.3. Indicator Definition and Standardization

Given inconsistencies in how levels and indicators are reported across documents, indicator definitions were standardized in consultation with the Ministry's technical divisions during the two-day in-person review session. The steps included:

1. Aligning definitions between NPGE, ESP, and ASC.
2. Clarifying which level disaggregation to use for each indicator.
3. Documenting sources for each indicator value.
4. Using population denominators from Census 2022 or ASC, where required.

A full indicator metadata table will be placed in Annex 1.

4.4. Data Extraction and Cleaning

ASC Data Cleaning
The ASC dataset required consolidation because:

- Enrollment tables are not aggregated by sex across all levels.
- Some indicators require combining values from multiple tables.
- Construction and WASH indicators are dispersed across sections without summary tables.

Data were extracted manually using consistent formulas, then reorganized into a single indicator-level data matrix.

Financial Data Cleaning

Financial expenditure data were triangulated across three different tables in the Budget Performance Report.

- Total education disbursement was taken from Table 22.
- Recurrent spending was derived by subtracting development expenditure from the total.
- GDP was extracted from Table 34.

  These were aligned with learner numbers from ASC to compute per-pupil spending.

Interpretation Validation

All indicator values were rechecked in collaboration with MOE divisions during the validation workshop.

4.4. Calculation of Progress and Traffic Light Status

Traffic Light System

A simple, intuitive system was used to classify each indicator:

- **Green**: On track, 90 to 100% of target achieved.
- **Yellow/Amber**: Moderate progress, 60 to 89% of target achieved.
- **Red**: Off track, less than 60% of target achieved.
- **Grey/Purple**: No target or insufficient data to assess progress.

Formula for percent progress:

Progress percent = (Latest value divided by Target value) multiplied by 100.

Where the indicator has no target (NIR, retention rate, etc.), status is designated as Grey.

4.6. Validation Process with MOE Divisions

The analysis underwent technical validation during a two-day in-person session at the MOE facility. Divisions involved included:

- Girls' Education Division
- EMIS
- Planning and M&E
- Guidance and Counselling
- CPD Division
- Policy Division
- Infrastructure and School Construction Division
- HOPE Inc.
- Impact Evaluation (lead facilitators)

During the session, each division:

- Verified indicator definitions.
- Provided interpretation and contextual insights.
- Flagged inconsistencies in data sources.
- Validated assumptions for indicators lacking complete data.
- Confirmed classification of indicators using the traffic-light system.

This process greatly enhanced the reliability and credibility of the findings.

4.7. Analytical Techniques Applied

The analysis primarily used descriptive methods suitable for policy reporting. These included:

- Trend analysis comparing baseline and latest values.
- Ratio and percentage calculations for indicator status.

- Comparison of gender gaps using GPI.
- Correlational analysis for WASH, pregnancy, teacher distribution, and enrollment risks.
- Cross-indicator interpretation to assess systemic barriers.
- Regression analysis for identifying predictors of enrollment decline, especially relevant for Indicator 14 and WASH findings.

Complex statistical methods were simplified into non-technical narratives for accessibility.

4.8. Presentation of Results

For each indicator, Section 4 presents:

1. Baseline context
2. Target
3. Latest values
4. Status classification
5. In-depth analysis using ASC, ESP, NPGE, and other sources
6. Policy implications

SECTION 5. Implementation and Data Governance Context

The implementation of the National Policy on Girls' Education during the 2021–2025 period has been shaped by the Ministry of Education's institutional arrangements, coordination mechanisms, and education data systems. As Liberia transitioned from the PAPD to the ARREST Agenda, the importance of reliable, timely, and accessible education data has increased, particularly to support inclusive human capital development, accountability, and results-based planning under the current policy environment.

Monitoring progress across the 21 NPGE indicators relies primarily on administrative data generated through the Ministry's national systems, with the Annual School Census (ASC) serving as the core data source. The ASC provides nationwide coverage for most indicators related to access and participation, retention and transition, teacher deployment, infrastructure, and selected aspects of school quality, making it central to NPGE reporting throughout the analysis period.

At national and county levels, ASC data are collected annually through a decentralized process involving staff from central, county, and district education offices. Data collectors receive cluster-based training coordinated by the EMIS Division, after which they are assigned schools to collect data using digitized ASC instruments on mobile devices. Data collection is conducted within a defined field period, submitted electronically through ODK, and reviewed, cleaned, and analyzed by the EMIS team. Final ASC reports are produced and disseminated digitally to Ministry staff, education partners, and the public.

This system represents a significant institutional strength and aligns with ARREST priorities on institutional effectiveness, transparency, and digitalization. However, the analysis for this report identified several implementation and data governance limitations that affect the effective monitoring of NPGE outcomes.

First, although the ASC generates extensive data, NPGE indicators are not always readily accessible in a consolidated and user-friendly format. Many technical divisions face challenges in extracting indicator-

specific statistics, particularly where sex disaggregation is required. This limits routine data use for planning and performance tracking and necessitates additional analysis by the EMIS team.

Second, not all NPGE indicators are fully captured through the ASC. Indicators related to school construction, school-related gender-based violence, safety, and certain aspects of the learning environment are either not collected, partially captured, or the data have not been analyzed. In addition, some indicators lack sufficient disaggregation to support equity-focused analysis, which is central to both the NPGE and the ARREST Agenda's human capital objectives.

Third, data quality assurance and validation processes remain constrained by limited resources. Budgetary limitations affect the depth of enumerator training, field supervision, and post-enumeration validation. While annual data collection is completed, systematic validation and triangulation of findings are not consistently institutionalized. County and district staff, despite their central role in data collection, often receive limited structured feedback on ASC results, reducing opportunities for contextual interpretation and application in county education planning.

Fourth, the integration of NPGE data into planning, budgeting, and program design processes remains uneven. Activities are not always explicitly linked to indicator performance, in part due to fragmented access to statistics and the absence of a centralized NPGE monitoring platform that aggregates data across sources and presents them in a decision-oriented format.

Finally, some NPGE-related data are generated outside the ASC by different Ministry divisions and partners using varied tools, coverage, and quality assurance standards. These datasets are often partial, geographically limited, or reported in unstructured formats, making integration into a coherent national monitoring framework difficult and constraining comprehensive analysis across all NPGE indicators.

Overall, Liberia's education data system provides a strong foundation for monitoring girls' education outcomes during the 2021–2025 period and for supporting current ARREST Agenda priorities. Strengthening NPGE implementation going forward will require improved alignment between the ASC, the ESP, and the full NPGE indicator framework, enhanced accessibility of disaggregated data, clearer feedback loops to county and district levels, and stronger coordination across data-producing units. Addressing these issues will enhance evidence-based decision-making, accountability, and sustained investment in girls' education under Liberia's evolving national development agenda.

5.1. Institutional Roles in NPGE Implementation

The NPGE's Results Framework outlines responsibilities across multiple divisions. However, in practice, the level of engagement, reporting, and understanding of roles varied widely across the Ministry. During the two-day validation workshop, it became clear that several divisions were contributing to NPGE outcomes even if they were not fully aware of their reporting responsibilities.

Divisions contributing to NPGE implementation include:

- **Girls' Education Division (GED).** Leads coordination and advocacy for girls' education. Provides guidance on SRGBV, pregnancy prevention, and community outreach. GED is the focal point but lacked an operational MEL plan to systematically track NPGE indicators.
- **EMIS Division.** Generates the Annual School Census, which should serve as the backbone for NPGE monitoring. EMIS collects many relevant data points, but the ASC does not yet include all NPGE indicators or produce integrated indicator tables aligned with NPGE requirements.

- **Planning and M&E Division.** Coordinates sector-wide M&E but does not yet maintain a unified indicator reference manual or NPGE monitoring framework.
- **Guidance and Counselling Division.** Works directly with schools on SRGBV, pregnancy, early marriage cases, and student welfare. This division collects important qualitative and case-level data that rarely enter national reports.
- **CPD Division.** Oversee professional development for teachers and staff, professional development policy, standards, and framework works development, supervision and coordination with relevant stakeholders and MOE divisions. Its role became relevant where teacher distribution, female teacher representation, and girls' safety intersect.
- **Infrastructure and Construction Division.** Oversees school construction and WASH infrastructure. However, construction data systems were still being consolidated during the analysis period and were not fully integrated into ASC reporting.
- **Policy Division.** Responsible for guidelines, legal frameworks, and administrative circulars, including any punitive standards for misconduct. However, the division did not previously track Indicator 13 due to the absence of an NPGE-aligned policy matrix.
- **County Education Offices.** Provide school-level supervision and reporting but often lack operational clarity on NPGE responsibilities.

This multi-division involvement shows that NPGE implementation is broad, but fragmented. Strong coordination mechanisms are needed to align efforts across the system.

5.2. Awareness and Operationalization of the NPGE

During the validation workshop, a consistent finding emerged. Many divisions were aware of the NPGE as a national policy but were:

1. unsure of their specific reporting responsibilities,
2. unfamiliar with the NPGE indicator list,
3. unaware of target values,
4. and not coordinating NPGE-related activities through a unified implementation plan.

This has resulted in:

- incomplete indicator reporting,
- inconsistent understanding of data definitions,
- misalignment between division activities and policy goals,
- and limited use of NPGE indicators in routine decision-making.

Because section 5 of the NPGE (Monitoring and Reporting Framework) was never operationalized into a working MEL plan or tools, annual monitoring relied heavily on ASC data alone. This is insufficient to track the full scope of NPGE commitments.

5.3. Fragmented Data Systems and Documentation Practices

A major barrier to implementation is the fragmentation of data sources and reporting structures. Key findings include:

1. Inconsistent indicator definitions and sources

Indicators in the NPGE, ESP, and ASC use varying definitions, age groups, or population assumptions. For example:

- GIR and GER targets rely on UN population estimates
- ASC uses enumerated enrollment and LISGIS census denominators
- ESP mixes DHS, UN, and ASC sources across different indicators

These inconsistencies make trend analysis challenging and risk producing misleading comparisons unless carefully standardized.

2. Missing data for several NPGE indicators

Important indicators such as:

- promotion rates by sex,
- repetition rates,
- female administrators beyond principals,
- SRGBV case counts across all schools,
- early marriage records,
- and disaggregated construction data

  are either not collected or not published in the ASC.

This creates blind spots for policy interpretation.

3. Lack of integrated summary tables

Users must navigate dozens of ASC tables to calculate a single NPGE indicator. For example:

- GER values come from multiple level-specific tables.
- School construction data appear only as total school counts, not construction activity.

This makes data use cumbersome for policy teams and external stakeholders.

4. Limited interoperability

There is no central NPGE database or dashboard maintained by the Ministry. GED, EMIS, Planning, Infrastructure, and CPD maintain separate datasets.

5.4. Coordination and Communication Challenges

The analysis team observed several coordination gaps:

- Divisions working in isolation without shared reporting templates.
- No cross-department data quality reviews for NPGE indicators.
- Limited communication loops from counties to central level.
- Underuse of qualitative data from Guidance and Counselling, which could contextualize SRGBV, pregnancy, and early marriage risks.

During the validation session, divisions acknowledged the need for an inter-departmental NPGE Steering Committee that meets quarterly and coordinates MEL, data, and policy responses.

5.5. Capacity Constraints at Central and County Levels

Several divisions expressed the need for:

- training in indicator interpretation,
- improved use of ASC data for policy monitoring,
- better documentation practices,
- and support in developing an NPGE MEL manual.

County Education Officers also highlighted:

- lack of resources to monitor SRGBV, toilets, and pregnancy,
- absence of NPGE-specific reporting templates,
- and limited digital tools for data entry and reporting.

These gaps affect data quality and ultimately the accuracy of NPGE monitoring.

5.6. Leadership and Policy Alignment

The NPGE was designed under the previous national development agenda. The new ARREST Agenda, launched in 2024, reshapes national priorities around:

- infrastructure,
- rule of law,
- stabilization,
- human capital,
- and economic renewal.

Girls' education aligns strongly with ARREST's focus on human capital development. However, NPGE indicators have not yet been formally mapped to ARREST priorities, leaving a potential alignment gap if the policy is not updated or strengthened with complementary MEL tools.

The Ministry's 2022–27 Education Sector Plan remains the sector's guiding document. Integrating NPGE indicators into ESP monitoring systems would strengthen coherence across policies.

5.7. Summary of Implementation and Data Governance Challenges

Across the system, implementation progress has been constrained by:

- lack of an operational MEL framework for NPGE,
- inconsistent indicator definition and data sources,
- missing data for several key indicators,
- unsystematic ASC reporting structure,
- fragmented division responsibilities,
- limited cross-department coordination,
- weak documentation of school construction, WASH, and SRGBV data,
- and absence of a national NPGE database or dashboard.

These limitations significantly affect the Ministry's ability to monitor progress, identify bottlenecks early, and make evidence-based decisions.

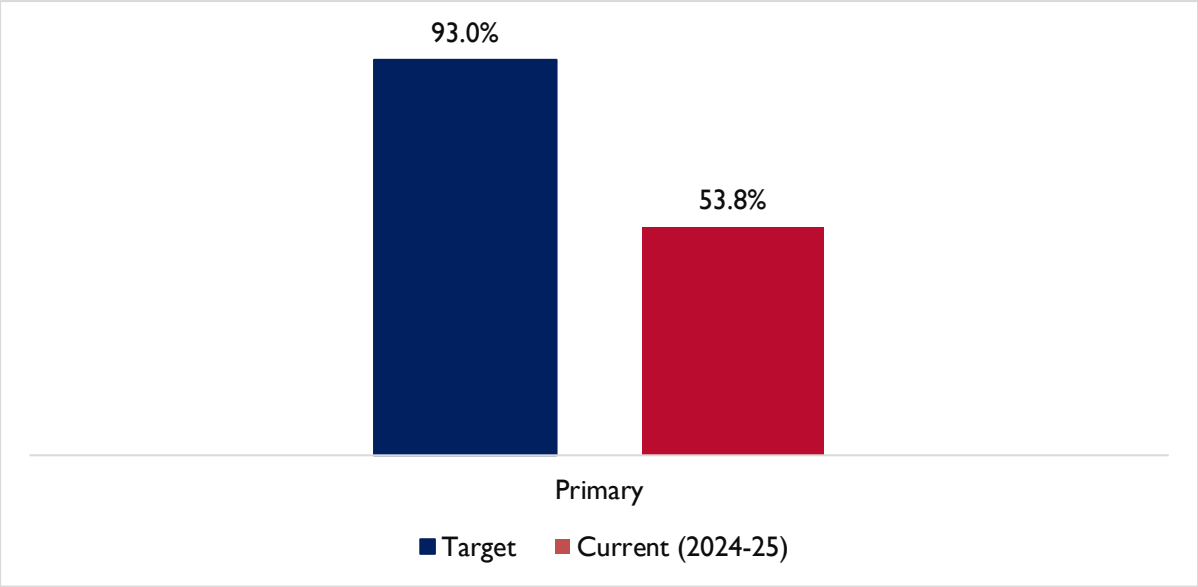
SECTION 6. Progress by NPGE Strategic Goal Areas

6.1 Strategic Goal Area 1. Access and Participation

6.1.1 Indicator 1. Gross Intake Ratio (GIR) – Grade 1

This indicator measures the percentage of new Grade 1 entrants relative to the population of 6-year-olds, indicating the education system's ability to enroll young children, especially girls, at the correct age.

Figure 1: Gross Intake Ratio



Baseline (2020/21)

- 50.1% (girls 50.3%, boys 51.6%)

Target (2025)

- Primary = 93% (ESP has targets for LBE, UBE See ESP 1.1, 1.2, 1.3 (KPI table)

Latest (2024/25)

- Primary = 53.8%; (sex-disaggregated data not reported in ASC 2024/25)

Status: 🔴 Off Track

Analysis

The latest GIR value of 53.8% represents minimal progress from the baseline of 50.1%. This marginal improvement suggests slower access, weak community engagement, and stagnant capacity in early grade schooling. However, the national target of 93% remains distant. Almost one-quarter of school-age children still do not enter Grade 1 at all, and some regions may experience even lower entry levels.

The absence of sex-disaggregated GIR in the latest ASC restricts gender-specific interpretation, but earlier data indicate that boys slightly out-enter girls at Grade 1. Without targeted interventions at early childhood and school-entry levels, late enrollment, and the resulting overage patterns, will continue to affect downstream retention and completion.

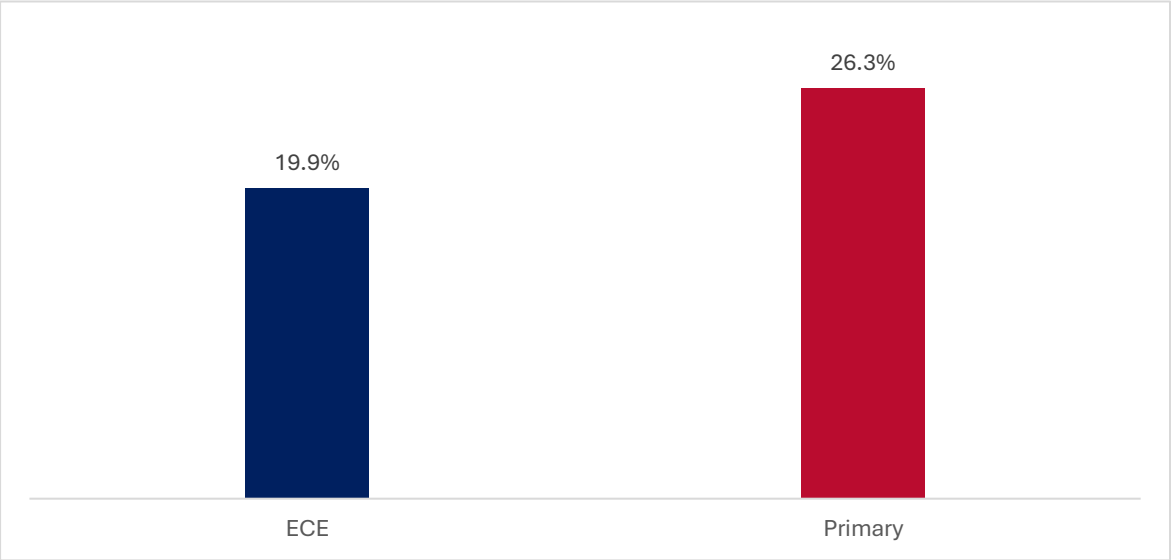
Policy Implication

Strengthening mandatory on-time enrollment, household sensitization, and ECE-to-Grade-1 transition systems are essential. Greater focus is needed in rural communities where late entry is most common. Improving GIR is foundational to all other NPGE indicators because late entry increases dropout risks, affects adolescent pregnancy patterns, and reduces overall system efficiency.

6.1.2 Indicator 2. Net Intake Ratio (NIR) – Grade 1

The Net Intake Ratio measures the proportion of actual 6-year-olds entering Grade 1 on time, providing a stricter indicator of efficiency than GIR.

Figure 2: Net Intake Ratio



Baseline (2020/21)

- 8.1% (girls 8.1%, boys 8.1%)

Target (2025)

- No target set

Latest (2024/25)

- Primary 26.3% (sex-disaggregation not reported in ASC 2024/25)

Status: 🔴 Off Track (Non-comparable)

Analysis

Despite a modest rise from 8% to roughly 26% depending on the level, NIR remains critically low. More than 70 % of six-year-olds in Liberia do not start Grade 1 at the official school-entry age. Late entry persists for multiple reasons: distance, school costs, readiness concerns, and cultural norms that delay enrollment until age 7 or 8.

Policy Implication

Strengthening primary availability, enforcing compulsory schooling age, and introducing community-based enrollment campaigns are needed to improve on-time entry. Low NIR is directly connected to overage enrollment in later grades, leading to higher dropout in upper primary and JSE.

6.1.3 Indicator 3. Gross Enrollment Ratio (GER) by Level

GER captures total enrollment at a given level, regardless of age, as a proportion of the age-appropriate population. It reflects system capacity and participation.

Figure 3A: GER Overall

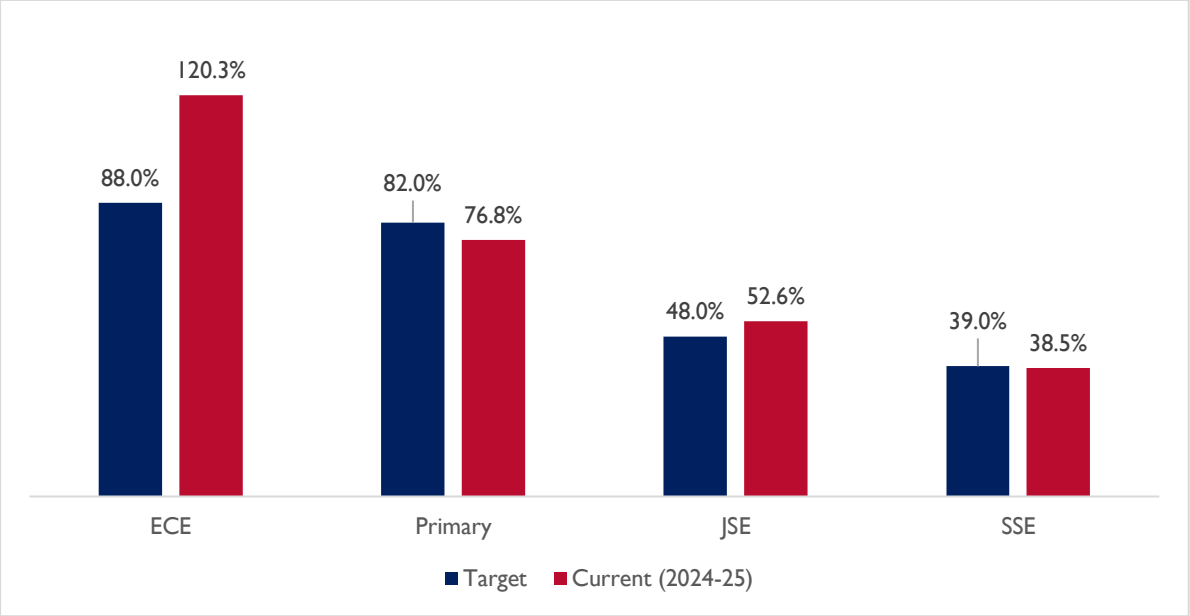
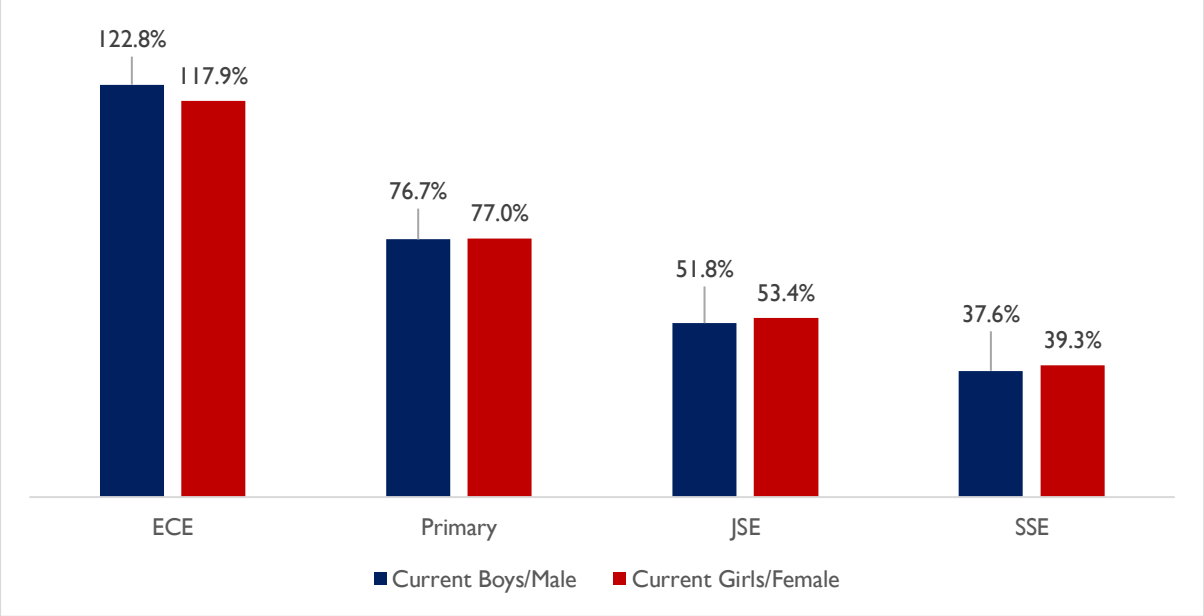


Figure 3B: GER Sex-Disaggregation



Baseline (2020/21)

- ECE 109.2%
- Primary 76.5%
- JSE 59.7%
- SSE 45.3%

Targets (2025)

- ECE 88%
- Primary 82%
- JSE 48%
- SSE 39%

Latest (2024/25)

- ECE 120.3%
- Primary 76.8%
- JSE 52.6%
- SSE 38.5%

Status: Mixed

- 🟢 ECE (exceeds target)
- 🔴 Primary (below target)
- 🟢 JSE (exceeds target)
- 🟡 SSE (near target)

Refinements Based on Sex-Disaggregated Graph

- Girls' GER slightly exceeds boys' at JSE and SSE.
- Gender parity at ECE, Primary, and JSE is evident.
- Secondary participation shows girls marginally leading enrollment ratios—an encouraging shift for gender equity.

Analysis

Liberia has maintained strong ECE participation, supported by community preschools and donor-supported early childhood programs. However, Primary GER stagnation and decline relative to target indicate persistent access barriers. JSE and SSE increases show progress in girls' transition, yet secondary coverage remains low overall.

Policy Implication

Prioritize primary-level enrollment expansion and strengthen school-to-school transitions. GER gains in secondary should be protected through targeted girl-friendly environments, mentoring, and protection interventions.

6.1.4 Indicator 4. Net Enrollment Ratio (NER) by Level

NER measures enrollment of age-appropriate children, highlighting efficiency and progression.

Figure 4A. NER Overall

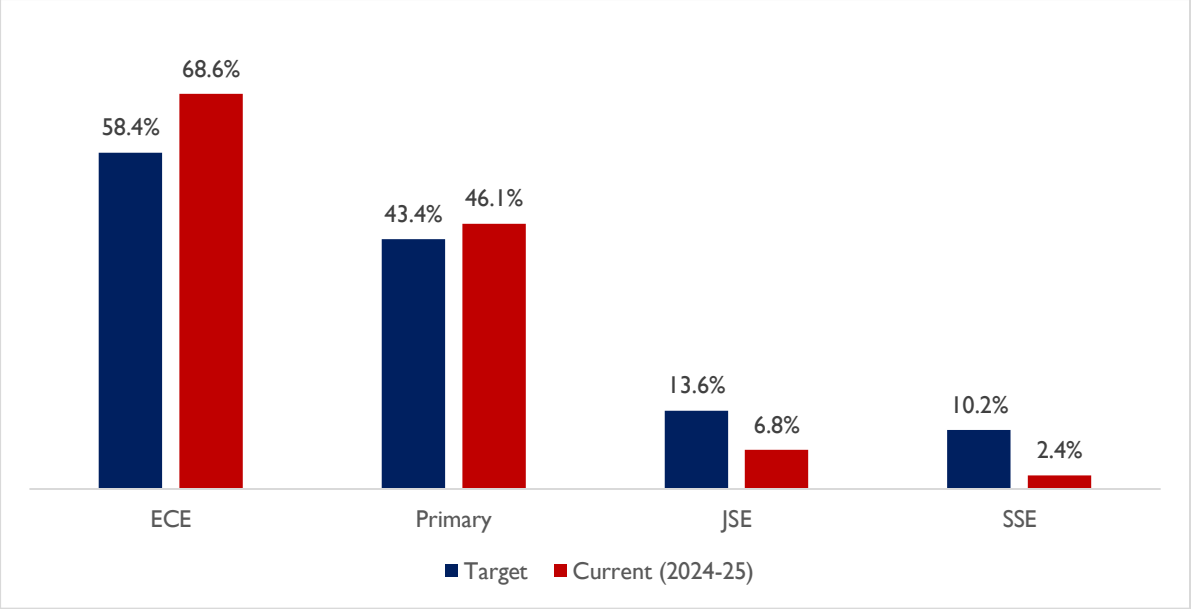
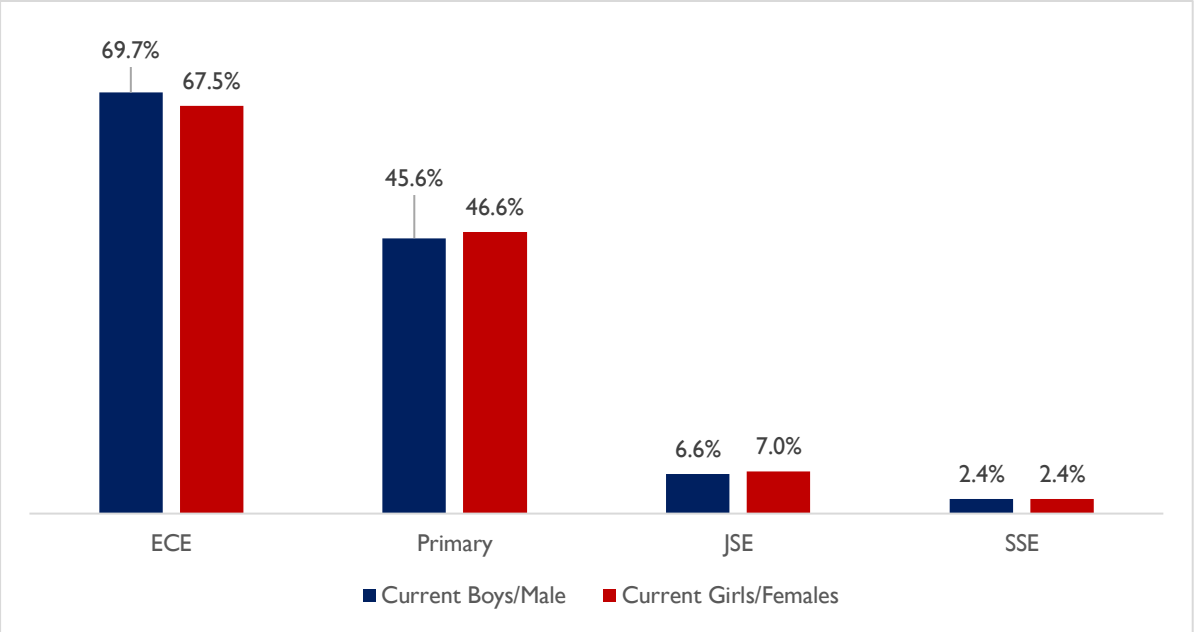


Figure 4B. NER (Boys v Girls)



Baseline (2020/21)

- ECE 56.1%
- Primary 45.2%
- JSE 14.0%
- SSE 15.4%

Targets (2025)

- ECE 58.4%
- Primary 43.4%
- JSE 13.6%
- SSE 10.2%

Latest (2024/25)

- ECE 68.6%
- Primary 46.1%
- JSE 6.8%
- SSE 2.4%

Status

- 🟢 ECE (exceeds target)
- 🟢 Primary (meets/slightly above target)
- 🔴 JSE (decline)
- 🔴 SSE (decline)

Refinements Based on Sex-Disaggregation

- Girls slightly outperform boys at JSE and SSE.
- Declines at upper levels signal rising dropout or late transitions.

Analysis

NER confirms severe overage enrollment throughout the system. While ECE and Primary levels show modest improvement, dramatic declines at JSE and SSE indicate that most adolescents are not enrolled at the age-appropriate grade. Structural barriers worsen at adolescence, including distance, poverty, school demands, and vulnerability to early marriage or pregnancy.

Policy Implication

Accelerated learning, age-appropriate placement policies, early-warning systems, and strengthened transition support are needed to ensure timely progression.

6.1.5 Indicator 5. Number and Percent of Learners (Female Share)

Figure 5A. Learners (Target vs. Current)

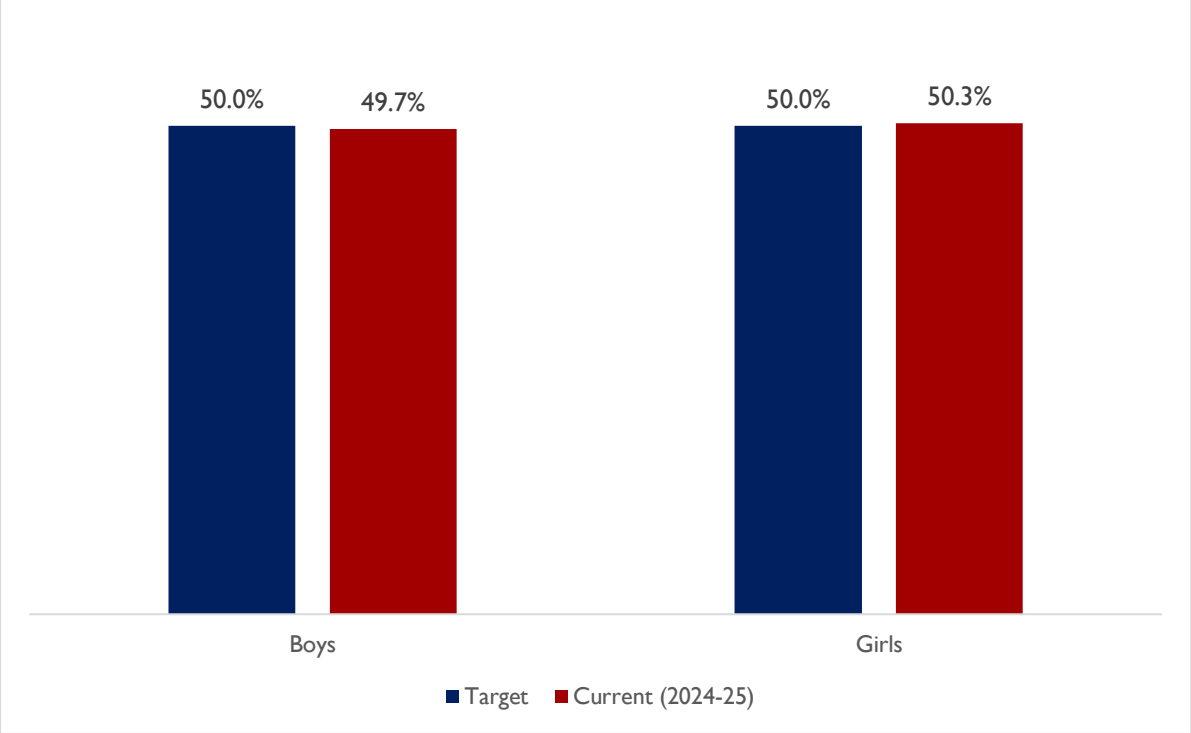
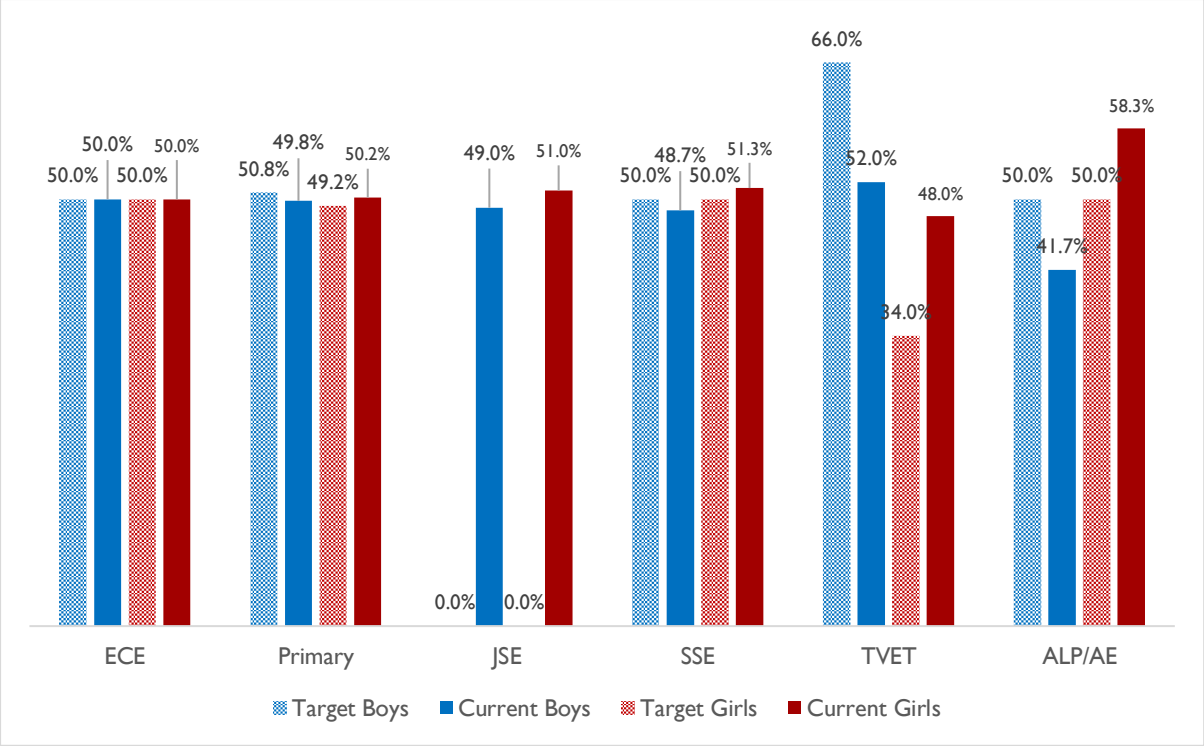


Figure 5B. Percent of Female Learners



Baseline (2020/21):

- Total learners: 1,424,827
- Female share: approximately 49%

Target (ESP):

- Proportional growth across all levels

Latest (2024/25):

- Total learners: 1,288,669
- Female share: 50.3%

Status: 🟡 Moderate

Analysis

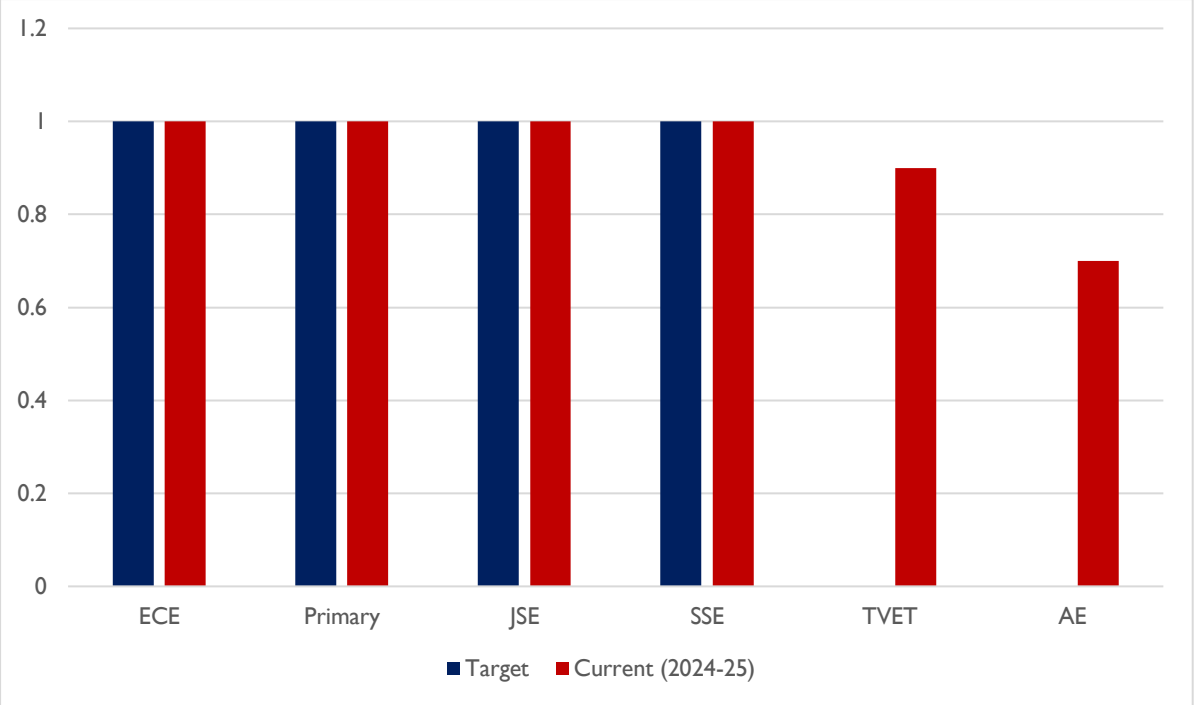
Although total enrollment fell short of the ESP projection, the female share increased across all levels, with girls now slightly exceeding boys nationwide. This suggests the success of girls' access initiatives even as overall system participation declines in several counties.

Policy Implication

While gender parity was achieved, overall participation declined, especially in rural counties, underscoring the need for targeted re-engagement initiatives.

6.1.6 Indicator 6. Gender Parity Index (GPI)

Figure 6: Gender Parity Index



Baseline (2020/21):

- Parity across levels (GPI ~1.0)

Target (2025):

- across all levels

Latest (2024/25):

- Overall GPI: 1.043
- Primary: 1.094
- JSE: 1.033
- SSE: 1.047

Status: On Track (Parity Achieved)

Analysis

Girls now slightly outnumber boys in several levels, marking the complete elimination of the earlier gender gap. This is a significant NPGE achievement.

Policy Implication

Shift focus on gender parity to overall participation, retention quality, and learning outcomes. Boys' dropout trends must also be monitored to avoid emerging reversals.

End-of-Section Summary: Access & Participation

Across Liberia, gender parity is largely achieved in access, participation, and enrollment. Girls are entering and enrolling at rates equal to or slightly higher than boys. However, the system continues to struggle with universal access, on-time enrollment, primary participation, and the steep drop-off in upper grades. The biggest barriers include late enrollment, poverty and cost burdens, long distances to school, sanitation gaps, and school safety vulnerabilities.

These access challenges create foundational weaknesses that influence retention, completion, safety, and learning outcomes throughout the education pathway.

6.2 Strategic Goal Area 2. Retention, Completion, and Transition

6.2.1 Indicator 7. Girls' Promotion Rate

Promotion rate captures the percentage of girls who move from one grade to the next within the normal school year. It is an important efficiency indicator because low promotion rates often reflect poor school quality, irregular attendance, high repetition, or dropout.

Baseline (2020/21)

- Promotion rates varied widely by grade.
- Early grade girls' promotion was around 81 percent.
- Promotion improved in upper primary and JSE.
- No unified baseline existed for "all girls promoted."

Target (2025)

- 100 percent (all girls promoted to the next grade).

Latest (2024/25)

- Not reported in the ASC 2024/25. No sex-disaggregated data available.

Status: 🔴 Off Track (No Data)

Analysis

Promotion rate is a core NPGE indicator, yet ASC 2024/25 does not provide usable sex-disaggregated promotion data. This gap prevents systematic tracking of girls' progression from grade to grade. The absence of data means schools and districts currently lack a routine mechanism to detect early warning signs of dropout.

From related indicators, we know the following patterns are likely influencing promotion rates:

- Late entry means many girls are older than their grade level, raising the chance of dropping out rather than repeating.
- Poor attendance, distance to school, and household responsibilities affect girls' consistency in the classroom.
- Weak foundational learning, especially in early grades, leads to repetition or dropout.
- SRGBV and pregnancy risks increase the likelihood that older girls will not return to school.

Policy implication

The Ministry of Education should integrate standardized promotion data into annual ASC reporting. Promotion rate is one of the most sensitive indicators of school quality and learning continuity. Without proper tracking, girls who fall behind academically may not be identified early enough for support. A simple, systematic promotion reporting format would improve accountability and help ensure that every girl progresses through school at the right pace.

6.2.2 Indicator 8. Girls' Repetition Rate

Repetition rate measures the percentage of girls repeating the same grade. High repetition often reflects poor learning outcomes, weak teaching support, or barriers that reduce attendance or readiness.

Baseline (2020/21)

Repetition varied by level:

- ECE/Primary around 1–2%
- Primary Grade 6 around 2.4%
- JSE around 2.9%
- SSE around 4.6%

Target (2025)

- Only ECE had a target: 2%

Latest (2024/25)

- Not reported in ASC. Sex-disaggregated repetition data missing.

Status: 🟣 Not comparable (No Data)

Analysis

Repetition is closely linked with promotion and dropout. Despite recognition of its importance in the ESP and NPGE, sex-disaggregated repetition data for 2024/25 is not yet available. This limits understanding of whether repetition is improving or worsening for girls.

From indirect evidence:

- Girls who struggle academically often repeat once before choosing to drop out altogether.
- Boys tend to repeat at slightly higher rates in some counties due to discipline or attendance issues, suggesting girls' repetition may be relatively lower.
- Poor foundational learning (especially literacy) remains a leading driver of early-grade repetition for both boys and girls.

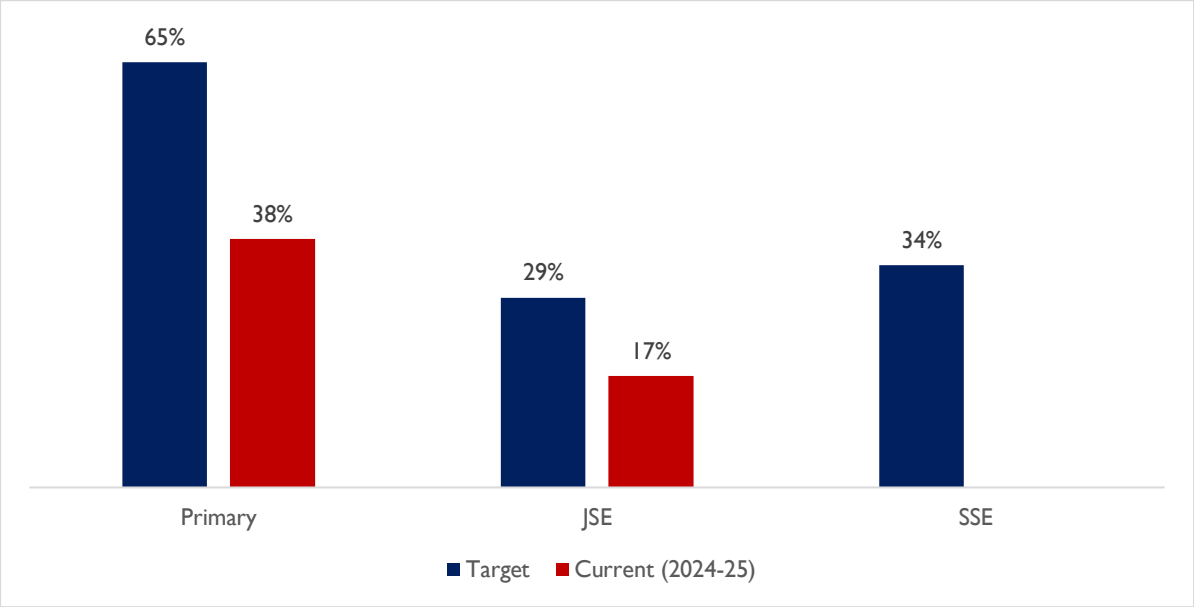
Policy implication

Reducing repetition requires early learning interventions, automatic promotion policies where appropriate, tutoring, and strong ECE-to-Primary transition systems. Without reliable repetition data, policymakers cannot track where interventions are most needed or whether they are effective.

6.2.3 Indicator 9. Girls' Completion Rate by Cycle

Completion rate measures the percentage of girls finishing the final grade of a cycle relative to the population of the official completion age. It is one of the clearest indicators of overall system performance.

Figure 7: Completion Rate



Baseline (2020/21)

- Primary: 59%
- JSE: 24%
- SSE: 28%

Target (2025)

- Primary: 65%
- JSE: 29%
- SSE: 34%

Latest (2024/25)

- Primary: 38% (no sex disaggregation)
- JSE: 17% (no sex disaggregation)
- SSE: Not reported

Status

- Primary: 🔴 Off Track
- JSE: 🔴 Off Track
- SSE: 🟣 No data

Analysis

Completion shows a mixed picture:

- Primary completion for girls fell slightly below the baseline and below target. This suggests persistent dropout in upper primary, often linked to early adolescence, chores, safety concerns, or limited learning gains.
- Junior secondary completion also fell sharply below the target from 29% to 17%.
- Senior secondary completion remains unclear due to missing data, but the JSE jump indicates that more girls are advancing toward upper secondary than before.

The strong performance at JSE reflects the impact of community programs, girls' clubs, scholarships, and the momentum created by the NPGE and partner initiatives.

Policy implication

Primary schooling remains the bottleneck. Transition from upper primary to JSE must be reinforced through safety measures, mentoring, sanitation improvements, and community outreach to ensure girls do not exit before completion.

6.2.4 Indicator 10. Girls' Retention or Survival to Last Grade

Retention (survival) measures the percentage of girls who survive from the first grade of each cycle to the final grade. It reflects long-term continuity of education.

Baseline (2020/21)

- Primary: 71.6%
- JSE: 83.6%
- SSE: 87.0%

Target (2025)

- No target set

Latest (2024/25)

- Not reported in ASC.

Status: 🟣 Not comparable (No Data)

Analysis

The absence of updated retention data prevents any assessment of progress since 2020/21. Without current cycle-level survival rates, the NPGE cannot determine whether girls' persistence in school is improving, declining, or remaining static. This represents a major monitoring gap because retention underpins completion, transition, and girls' long-term educational outcomes.

Lack of 2024/25 data also limits county comparisons, trend analysis, and disaggregation by level, preventing evidence-based intervention planning. The baseline values give historical context, but they **cannot** be used to infer current system performance.

Policy implication

The Ministry needs to restore annual reporting of survival rates across all cycles, including sex and county disaggregation. Integrating retention indicators directly into the ASC tool and automating calculations through EMIS will ensure consistent reporting. Without updated retention data, planning for early-grade support, transition strengthening, or targeted gender interventions remains significantly constrained.

End-of-Section Mini Summary: Retention, Completion, and Transition

Liberia's education system shows encouraging momentum in girls' survival and completion at the JSE level, representing one of the NPGE's strongest gains. More girls than ever before are making it to Grade 9 and finishing lower secondary schooling. This reflects improvements in safety, mentoring programs, community awareness, and stronger transitions at the early secondary level.

However, primary schooling remains the major bottleneck. Girls continue to drop out or disengage before completing Grade 6. Barriers include poverty, unsafe school environments, limited sanitation, early onset of domestic responsibilities, and vulnerability to early pregnancy. Weak foundational learning contributes to repetition and demotivation.

Retention improves dramatically once girls enter JSE and SSE. This means efforts must focus on ensuring girls reach these levels and that primary schools become safer, more supportive, and more engaging learning environments.

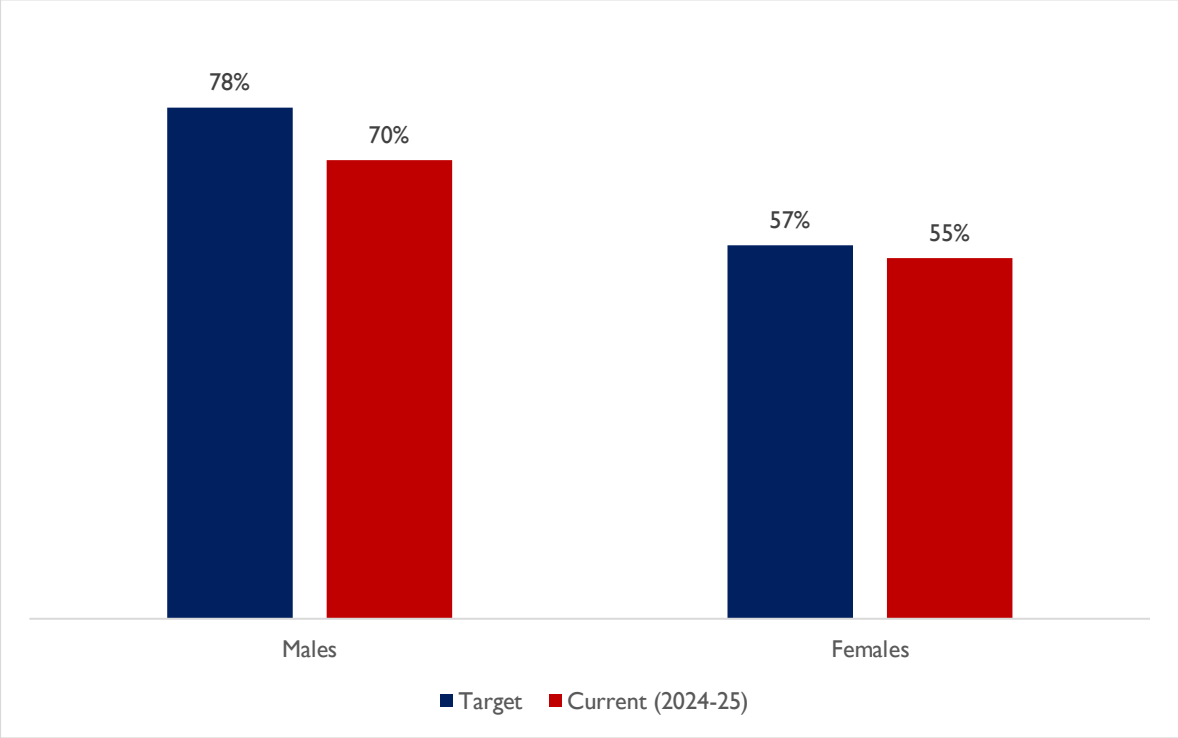
6.3 Strategic Goal Area 3. Safety, Protection, and Learning

Girls' safety and well-being are critical pillars of the NPGE. This section examines four indicators that reflect the extent to which girls learn in an environment that is safe, supportive, and conducive to strong learning outcomes. Across the NPGE framework, issues related to SRGBV, WASH deprivation, early pregnancy, limited female teacher presence, and weak reporting systems continue to shape girls' educational experiences.

6.3.1 Indicator 11. Female Literacy Rate (15–49 years)

Female literacy is a key measure of the long-term success of girls' education efforts. It captures whether girls who pass through the school system retain the skills needed for work, family life, and civic participation.

Figure 8. National Literacy Rate Graph



Baseline (2020/21)

- Female literacy: 52%
- Male literacy: 75%
- Data from the 2019 DHS showed a consistent gender gap in literacy.

Target (2025)

- Female literacy: 57%
- Male literacy: 78%

Latest (2024/25)

- National literacy: 58.6%
- Estimated female literacy: 55%
- Estimated male literacy: 68 to 70%
- Based on LISGIS 2022 PHC Thematic Report on Education and Literacy.

Status: 🟡 Moderate progress

Analysis

Female literacy has improved but remains below target and remains lower than male literacy. This rise aligns with improved JSE completion and increased enrollment parity at all levels. However, the persistent literacy gap shows that access gains do not automatically translate to learning outcomes for girls.

Key concerns include:

- Low foundational learning in early grades
- Dropouts in upper primary affecting long-term literacy
- Limited access to reading materials outside school
- Variations in school quality and teacher support

Girls who drop out before completing primary or JSE often fail to achieve functional literacy. Conversely, girls who reach and complete JSE almost always achieve literacy, suggesting that the strongest literacy gains are linked to completion beyond Grade 6.

Policy implication

Improving female literacy requires stronger investments in foundational learning, especially early grade reading. Literacy programs linked with Girls' Clubs, after-school tutoring, or mentoring by female teachers would support sustained improvement.

6.3.2 Indicator 12. Reported School GBV Cases (per 1,000)

School-related gender-based violence (SRGBV) undermines safety, attendance, and retention. It includes harassment, abuse, coercion, and psychological violence experienced by girls in or around school.

Baseline (2020/21)

- 236 schools reported cases
- 6,311 schools reported no cases
- Baseline reporting was inconsistent and incomplete.

Target (2025)

- No formal target set

  The NPGE intended to strengthen reporting systems rather than increase or decrease case numbers.

Latest (2024/25)

- No SRGBV data were reported in the ASC 2024/25
- Guidance and Counselling Division reports limited anecdotal SRGBV records but no consolidated dataset

Status: 🟣 No data

Analysis

The absence of GBV data represents one of the most significant protection gaps in NPGE monitoring. SRGBV is widely recognized as a major barrier to girls' attendance, confidence, safety, and willingness to continue schooling. Counties with high WASH deprivation and low female teacher presence are at greater risk of SRGBV.

From the WASH and county risk analysis:

- Counties with the fewest female teachers (Gbarpolu, Rivercess, Lofa) also show the highest SRGBV vulnerability.
- Schools without toilets increase the risk of harassment for girls during menstruation.
- Pregnancy patterns reflect underlying SRGBV concerns, especially when adolescent girls are exploited or coerced.

Policy implication

SRGBV reporting requires a dedicated indicator, a formal tool, and interdepartmental coordination. The Guidance and Counselling Division, Girls' Education Division, and EMIS need a unified reporting mechanism with confidentiality safeguards. Without data, the Ministry cannot monitor risks or target high-risk counties.

6.3.3 Indicator 13. Number of Laws and Policies with Punitive Measures for Opposition to Girls' Education

This indicator examines whether Liberia has laws or policies that introduce punitive measures against individuals who impede or violate girls' right to education.

Baseline (2020/21)

- Zero laws or policies identified with punitive measures targeting opposition to girls' education.

Target (2025)

- Zero set in the ESP. The NPGE operational definition allowed the possibility of future policy development.

Latest (2024/25)

- Zero punitive laws or policies.
- However, Liberia has related protective provisions.

Existing mechanisms that indirectly enforce girls' rights

- The MOE Teachers' Code of Conduct (2014) prohibits sexual misconduct, harassment, exploitation, or intimidation of students.
- Pregnancy caused by a teacher is a punishable professional offense.
- Liberia's compulsory education law requires primary school participation for all children.
- Pregnant learners are allowed to continue schooling, including through night classes.

Status: 🟣 Not applicable to the NPGE mandate

Analysis

The strict definition of this indicator does not align well with the MOE's mandate. Punitive measures against citizens fall under law enforcement and judiciary institutions, not education ministries. The more relevant focus for MOE is preventive policies, reporting systems, and school-level protection protocols.

The teachers' code provides a framework for addressing misconduct and protecting girls, but its enforcement capacity is limited. The Code requires revision to reflect current evidence and SRGBV realities.

Given emerging risks:

- Boys are now underperforming relative to girls in several enrolment and survival indicators.
- Policies must avoid gender imbalance and maintain equity.

Policy implication

Rather than developing punitive laws targeting specific actors, MOE should strengthen existing frameworks that protect learners. These include the revised Teachers' Code of Conduct, SRGBV reporting systems, community sensitization, and collaboration with the Ministry of Justice.

6.3.4 Indicator 14. Percent of Female Learners Pregnant

Pregnancy is one of the strongest predictors of dropout for adolescent girls. It signals both a protection concern and a system challenge affecting safety, health, learning, and overall educational opportunity.

Table 1. Female Students Pregnant

School Ownership	Number of Pregnant Students	% Pregnancy Cases
Public	192	60.2%
Faith-based	66	20.7%
Private	49	14.4%
Community	12	3.8%
Total	**319**	**5.2%**

Baseline (2020/21)

- Not measured systematically in the ASC.

Target (2025)

- No Target Set
  Aligned with NPGE intent to protect girls from early pregnancy.

Latest (2024/25)

- 5.2% of female learners (319 girls) were reported pregnant.
- The Majority were in public schools (60%) with smaller proportions in faith-based, community, and private schools.

Status: 🔴 Off Track

Analysis

Pregnancy remains a major barrier to girls' retention and completion, particularly at junior and senior secondary levels, and reflects underlying structural vulnerabilities within the education system. Analysis shows a strong overlap between pregnancy patterns and poor WASH conditions, low female teacher presence, and declining enrollment and retention. Counties with the lowest female teacher representation. including Rivercess, Gbarpolu, and Bong. report higher pregnancy rates, while schools without toilets expose girls to increased risks such as harassment, absenteeism during menstruation, and disengagement from learning. High pregnancy rates also coincide with counties recording the weakest retention at JSE and SSE levels.

Pregnancy often creates cycles of exclusion. Although some girls re-enter school through night or alternative programs, many struggle academically and fall behind. Pregnancy data are likely under-reported, as education officers noted that many private schools drop pregnant learners, after which these girls are not captured during the ASC data collection. In addition, pregnancy data are not systematically collected for night or alternative education programs, and such options are unavailable in several counties. As a result, public schools. which often retain pregnant learners due to the absence of alternatives. appear to report higher pregnancy cases, while exclusion occurring in other parts of the system remains largely unrecorded.

Policy implication

Reducing school pregnancy requires a coordinated response that strengthens WASH facilities, school safety and SRGBV prevention, female teacher deployment, and community and health

sector engagement. Equally important is closing data gaps by systematically tracking pregnancy-related dropout, re-entry, and continuation across all school ownership types and alternative education pathways. Improved data completeness will support accurate monitoring of Indicator 14 and more effective prevention and reintegration interventions.

End-of-Section Mini Summary: How Safe and Protective the System Currently Is

Safety and protection indicators reveal some of the most urgent vulnerabilities affecting girls' education. Literacy among young women is improving, but still below target, suggesting that too many girls leave school before developing strong skills. The absence of reliable SRGBV data is a major national blind spot. Without consistent reporting, protection risks cannot be addressed effectively.

The most significant red flag is the increase in school pregnancy reports. Pregnancy is strongly correlated with county-level WASH deprivation and lack of female teachers. This reinforces the finding that unsafe environments and inadequate sanitation expose girls to harassment, absenteeism, and early pregnancy. These conditions lower their chances of staying in school and completing secondary education.

Collectively, the safety indicators show that Liberia's education system provides uneven protection for girls. County disparities remain large. Girls' safety and learning outcomes depend heavily on whether their school has toilets, female teachers, and functioning reporting systems. Strengthening protection systems, SRGBV reporting, and WASH infrastructure will have a significant impact on retention, learning, and long-term educational success for girls.

6.4 Strategic Goal Area 4. System Strengthening, Leadership, and Financing

This section evaluates indicators that measure the Ministry's institutional capacity to deliver the NPGE vision. It examines school construction, female teacher workforce distribution, female administrators, and education financing performance. Together, these indicators reflect whether the system has the structural strength, human resources, and financial commitment needed to sustain gender-responsive education outcomes.

6.4.1 Indicator 15. Number and Type of Schools Constructed

School construction is a central enabler of access, safety, and participation. It determines classroom availability, WASH infrastructure, proximity to communities, and availability of JSE and SSE pathways for girls.

Figure 9A. Total Schools Constructed

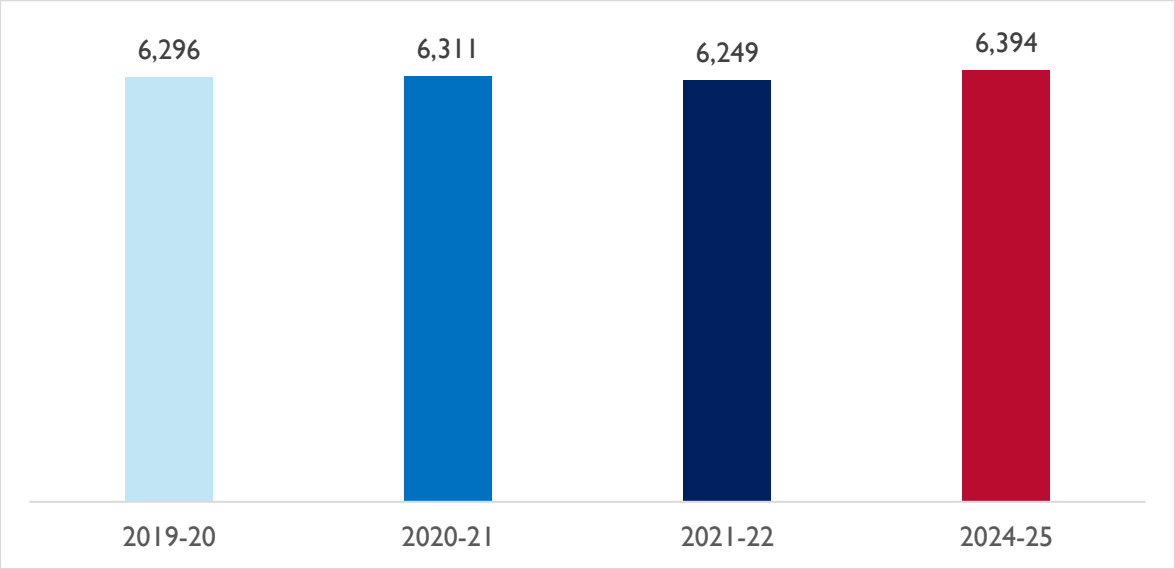
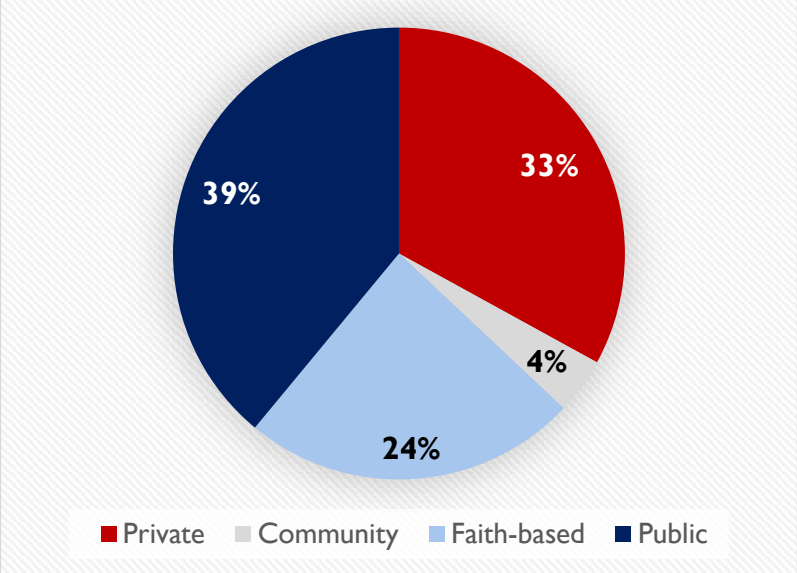


Figure 9B. Schools Constructed Ownership



Baseline (2020/21)

- Total schools: 6,311
- No specific NPGE target for new construction.

Latest (2024/25)

- Total schools: 6,394
- Distribution by ownership:
  – Public: 3,374
  – Private: 1,888
  – Faith-Based: 898
  – Community: 462
- No data on whether these were new builds, additions, or rehabilitations.

Status: ● Not comparable (no target)

Analysis

While there is a minimal increase of 83 schools from baseline (very minimal education access relative to school construction in the five years of the NPGE implementation), the ASC does not classify whether schools are:

- newly constructed
- annexes
- expansions
- rehabilitated structures

The lack of categorization limits the ability to assess infrastructure progress against NPGE ambitions.

Key infrastructure concerns affecting gender equity include:

- **WASH deprivation**
  - 1,790 schools have no toilets.
  - Counties with the highest WASH gap overlap with the lowest enrollment and highest pregnancy levels.
- **JSE and SSE bottleneck**
  - Many communities still lack nearby secondary schools, affecting girls disproportionately due to safety and distance concerns.
- **County disparities**
  - Extreme risk counties (Rivercess, Sinoe, Grand Kru, Gbarpolu) have both high WASH gaps and low construction growth.

Policy implication

A more detailed school construction register is needed, including WASH, classroom count, special facilities, and GPS verification. The School Construction Division should integrate NPGE indicators into their annual reporting and align prioritization with county WASH and gender-risk analysis.

6.4.2 Indicator 16. Number and Percent of Female Teachers

The presence of female teachers is one of the strongest protective and motivational factors for girls. It improves attendance, retention, SRGBV reporting, and learning outcomes.

Figure 9A. National Female Teachers Share

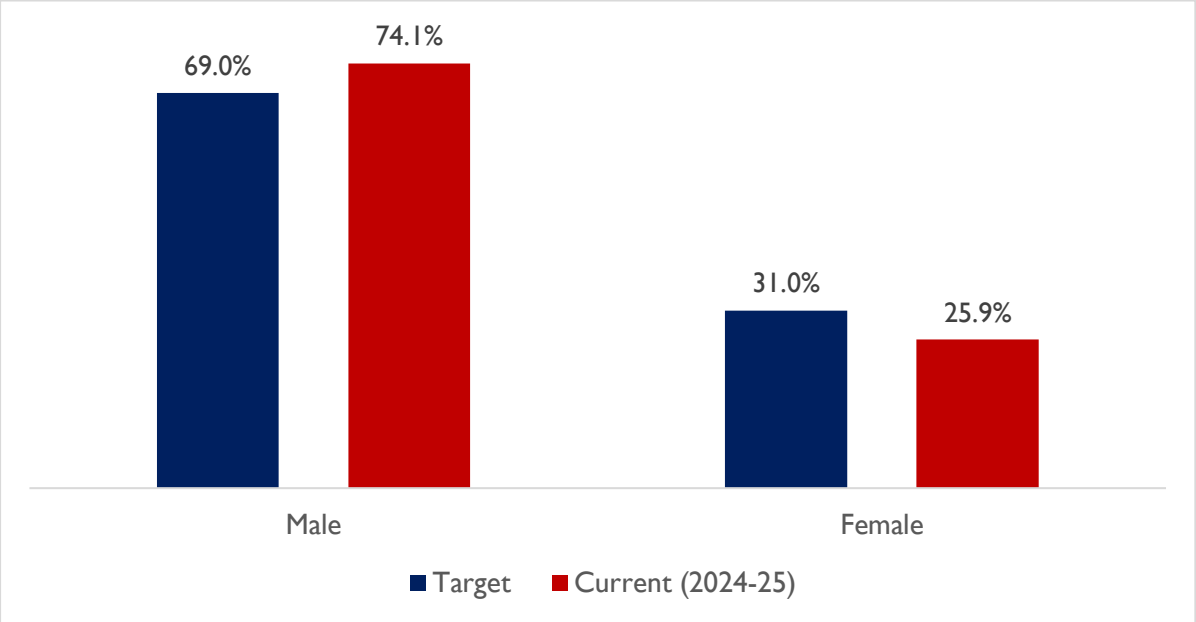
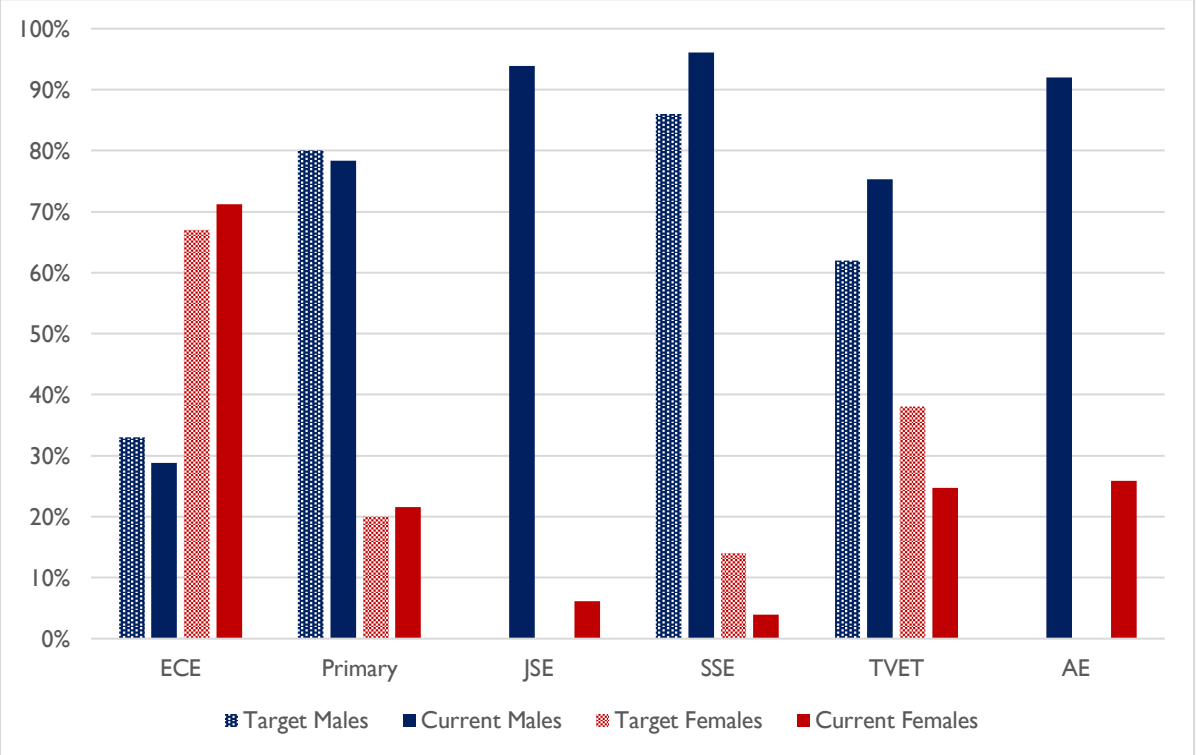


Figure 9B. Female Teachers Share (Grade Level)



Baseline (2020/21)

- Female teachers: 25.3%
- Strong representation in ECE, low in JSE and SSE
- Lowest in rural counties (below 20% in Gbarpolu, Lofa, Rivercess)

Target (2025)

- Female teachers: 31%
- Target number: 18,662 female teachers

Latest (2024/25)

- Female teachers: 25.9%
- Total female teachers: 19,620 out of 75,756
- Gains in ECE and TVET
- Persistent shortages in rural secondary schools

Status: 🟡 Moderate progress

Analysis

Progress has been made, but it is insufficient to reach the NPGE target. The geographic imbalance is severe:

Counties with lowest female teachers

- Rivercess: 13%
- Gbarpolu: 17%
- Lofa: 18%
- Sinoe: 21%

Counties with highest female teachers

- Margibi, Montserrado: 32 to 33%
- Nimba, Grand Gedeh, Grand Bassa: 26 to 29%

WASH and pregnancy analyses indicate that female teacher presence is a strong protective factor. Correlation results show:

- Increase in female teachers reduces enrollment decline (−2.05 coefficient)
- Low female teachers moderately correlate with higher pregnancy (−0.55 correlation)

Policy implication

A female teacher deployment strategy is needed, prioritizing counties with extreme WASH and gender risk. Scholarships, rural housing, hardship allowances, and accelerated ECE teacher programs can help close the gap.

6.4.3 Indicator 17. Number and Percent of Female Administrators

Female administrators include principals, vice principals, and heads of schools or education units. Their leadership influences school climate, SRGBV response, and organizational accountability. The ESP sets differentiated female leadership targets by education level, see Table 2.

Table 2. Education Administrators Female Share

Administrative Level	NPGE Target	Latest Data (ASC 2024–25)	Status
ECE Administrators	23%	Not reported	🟣 No Data
Primary Administrators	53%	Not reported	🟣 No Data
Junior Secondary Administrators (JSE)	12%	Not reported	🟣 No Data
Senior Secondary Administrators (SSE)	12%	Not reported	🟣 No Data
County Education Officers (CEOs)	13%	Not reported	🟣 No Data
District Education Officers (DEOs)	19%	Not reported	🟣 No Data

Baseline (2020/21)

- ECE administrators: 23% female
- Primary: 53%
- SSE: 12%
- County Education Officers: 13%
- District Education Officers: 19%

Target (2025)

- No explicit numerical target.
- NPGE target was to increase representation and strengthen leadership pathways.

Latest (2024/25)

- No updated ASC data.
- Female administrators are not systematically captured in the annual census.

Status: ● No data reported in the ASC 2024-25.

Analysis

Administrative gender equity is crucial for ensuring safe and inclusive school environments. The lack of annual reporting is the biggest barrier. From available information:

- Female leadership is strongest at primary level.
- Female leadership is weakest in secondary schools, where SRGBV risks are higher.
- Counties with high WASH and gender risk also have fewer female administrators.

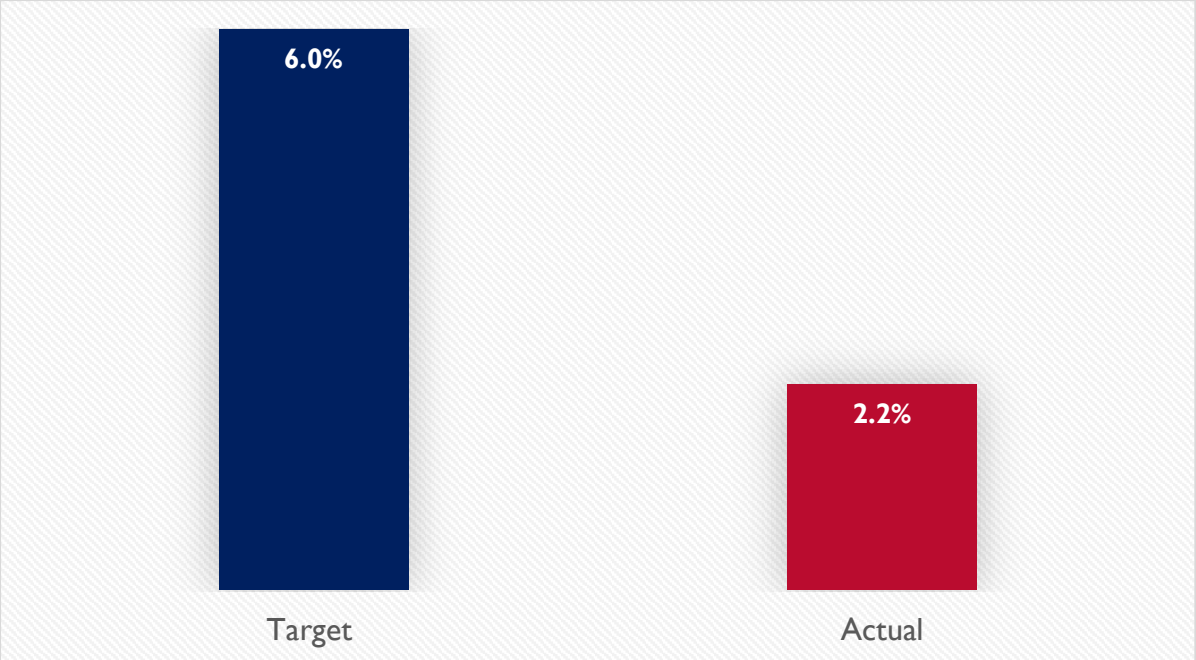
Policy implication

EMIS should add mandatory fields for administrative gender disaggregation. The MoE should introduce leadership pathways for women, mentorship networks, and leadership incentives for rural postings.

6.4.4 Indicator 18. Education Expenditure as Percent of GDP

This indicator measures national commitment to education financing.

Figure 10. Education Expenditure % of GDP



Baseline (2020/21)

- Education spending: 2.6% of GDP
- Below UNESCO benchmark of 4% minimum
- NPGE and ESP aimed for 6%

Target (2025)

- 6.0% of GDP

Latest (2024/25)

- 2.17%
- Based on FY2024 Budget Performance Report

Status: 🔴 Off track

Analysis

Education spending remains significantly below international benchmarks and NPGE targets. This contributes to structural issues affecting access, WASH, learning materials, teacher deployment, and school safety.

Policy implication

A medium-term expenditure framework is needed to gradually increase education financing, especially for WASH, teacher training, and school safety systems.

6.4.5 Indicator 19. Education Share of Government Expenditure

This indicator assesses the priority given to education in the national budget.

Table 3. Target and Latest Status

Indicator	NPGE/ESP Target	Latest Value (FY2024/25)	Status
Education Expenditure (% of Government Expenditure)	20.0%	14.1%	🔴 Off Track

Baseline (2020/21)

- 13.8% of government spending
- Below the target of 20%

Target (2025)

- 20%

Latest (2024/25)

- 14.1%
- Slight improvement over baseline but still far from target

Status: 🔴 Off track

Analysis

Education's share of total spending has stagnated. This reinforces underinvestment in infrastructure, staffing, learning materials, and protection systems.

Policy implication

There is a need for high-level advocacy between MoE, MFDP, and the Legislature to increase education budget's share.

6.4.6 Indicator 20. Recurrent Education Spending Share

Table 4. Recurrent Education Spending Share

Indicator	NPGE/ESP Target	Latest Value (FY2024/25)	Status
Recurrent Education Spending Share	**15.0%**	**15.1%**	🟢 On Track

Baseline (2020/21)

- 15%

Target (2025)

- 15%

Latest (2024/25)

- 15.1%

Status: 🟢 On track

Analysis

This is one of the few indicators that met the target. However, recurrent spending is heavily weighted toward compensation and leaves limited room for school-level operational costs, including WASH maintenance, learning materials, and protection services.

Policy implication

Increased funding is needed for non-salary recurrent needs, such as sanitation supplies, SRGBV response, and instructional materials.

6.4.7 Indicator 21. Recurrent Spending per Pupil

Table 5. Recurrent Education Spending per Pupil

Indicator	NPGE/ESP Target	Latest Value (FY2024/25)	Status
Recurrent Spending per Pupil	**N/A**	**USD 77.34**	🟣 Not comparable

Baseline (2020/21)

- Not reported

Target (2025)

- No target set

Latest (2024/25)

- USD$ 77.34 per learner
- Based on FY2024 recurrent expenditure (USD 99,676,534 million) divided by total learners 1,288,669

Status: 🟣 Not comparable

Analysis

Per-pupil spending is low for a system with such high infrastructure, teacher, and learning needs. High-risk counties require disproportionately higher per-pupil spending, but current allocations do not reflect this.

End of Section Summary: Strengths and Weaknesses of the System Environment

The system environment shows mixed performance. Construction gains improved access in some regions, but persistent WASH deprivation undermines safety and participation. Female teacher representation has improved but remains heavily skewed toward urban centers, contributing to vulnerability in rural counties. Administrative gender parity remains weak and is not consistently monitored.

Financing indicators show that Liberia is not meeting its policy commitments. Education receives a small share of national resources, and current funding levels cannot adequately support NPGE ambitions. Strengths include progress on recurrent share and early childhood teacher development, while weaknesses include low capital investment, weak data integration, and limited county accountability.

SECTION 7. Key Findings and Implications for NPGE Delivery

This section synthesizes insights across the 21 NPGE indicators and the broader system environment, identifying the central issues shaping girls' access, retention, safety, protection, learning, and progression in Liberia. The analysis integrates ASC 2024/25 data, WASH–gender–enrollment correlations, financial indicators, and county disparities to present a coherent picture of progress and persistent challenges.

7.1 Overall Access and Participation

Key Findings

- Liberia has achieved gender parity in enrollment across all levels (female share: 50%; GPI: 1.0–1.1), one of the strongest NPGE achievements.
- Gross Intake Ratio remains far below the NPGE target (53.8% vs 93%), indicating persistent barriers to early entry.
- Net Intake Rate remains extremely low (26.3%), confirming widespread late school entry.
- Enrollment patterns show modest improvements in ECE and JSE GER but stagnation or declines in primary and senior secondary.
- Counties with the highest WASH deprivation have the lowest enrollment progression.

Implications

Liberia's access challenge is not gender imbalance but overall low participation, particularly driven by late entry and environmental barriers. The system must shift toward on-time enrollment, early-grade catch-up interventions, and WASH infrastructure improvements to sustain NPGE access goals.

7.2 Retention, Completion, and Transition

Key Findings

- Retention rate is indeterminate due to the lack of a target set for this indicator and current ASC values at all education levels. This is a major data gap for the NPGE monitoring.
- A major bottleneck remains in primary completion, which has not achieved the NPGE target and declined to 38%.
- JSE completion has dropped dramatically below the NPGE target of 29% to 17%

- Data gaps around promotion, repetition and retention constrain precise trend analysis.
- County-level data shows significant attrition in counties with the highest WASH risks and lowest female teacher presence.

Implications

The primary cycle is the weakest part of the education pathway for girls. Interventions must prioritize **upper primary grades (4–6)**, including SRGBV prevention, attendance monitoring, sanitary facilities, and community engagement to reduce early dropout. The survival gains at higher levels show progress is possible when targeted measures are applied.

7.3 Safety, Protection, and Learning

Key Findings

- Female literacy (15–49 years) remains low (around 55% for women), reflecting long-term weaknesses in primary education quality.
- SRGBV cases are **not** systematically reported in the ASC, creating a major data blind spot for NPGE monitoring.
- Policies with punitive measures for opposing girls' education technically exist, Free and Compulsory Education Law, teacher sanctions for sexual misconduct, policy on pregnant learners, but are inadequately enforced and not documented in a consolidated NPGE-aligned framework.
- Teenage pregnancy remains a significant barrier to retention, especially in WASH-deprived counties.

Implications

Safety and protection indicators are significantly constrained by weak reporting systems. Without systematic GBV reporting, school-level accountability cannot be strengthened. Enforcement mechanisms must be aligned across MoE, MoJ, and community structures. The environment for girls is improving but remains fragile without stronger institutional safeguards.

7.4 System Strengthening, Leadership, and Financing

Key Findings

- School construction **lack of classification** (new vs rehabilitation) and target undermine the ability to assess progress.
- Female teacher representation improved but remains uneven, with severe shortages in rural counties (13–24%).
- Female administrators are not adequately tracked in EMIS, limiting leadership analyses.
- Education expenditure as a share of GDP and government spending are far below NPGE and global benchmarks.
- Recurrent education share is on track, but per-pupil spending remains extremely low.

Implications

The system environment remains under-resourced and unevenly staffed, which constrains the ability to support girls' education. Financing shortfalls affect infrastructure, teacher distribution, materials, and school safety systems. Strengthening county accountability and improving financial allocations are essential for sustained NPGE delivery.

7.5 Cross-Cutting Insights from Correlation and Regression Analysis

Key Findings

Correlation and regression analysis highlight three dominant structural drivers:

1. **WASH deprivation**
   – Strongly associated with low enrollment, poor retention, and higher pregnancy risk.
   – Counties with the most severe WASH gaps also show the steepest enrollment declines.
2. **Female teacher distribution**
   – The strongest protective factor for girls.
   – Increases in female teachers predict significant reductions in enrollment decline.
3. **Pregnancy prevalence**
   – Moderately associated with low enrollment and poor retention.
   – Counties with high pregnancy burden score high on NPGE risk.

Table 6. Enrollment Change, WASH, Gender Indicators

County	Enrollment Change 2021–2024 (%)	No Toilets (%)	Female Teachers (%)	Pregnancy (%)	Combined Risk
Rivercess	–7.4	73.4	13	11.5	Extreme
Grand Kru	–7.8	65.3	24	1.4	Extreme
Sinoe	–6.3	66.0	21	3.9	Extreme
Gbarpolu	–21.5	56.8	17	11.1	Extreme
Bomi	–35.4	36.6	24	1.9	High
Bong	–15.6	31.2	23	10.6	High
Maryland	–5.6	37.0	27	3.9	High
Lofa	–14.1	44.7	18	6.4	High
River Gee	–12.0	45.2	23	5.6	High
Nimba	–1.4	35.9	29	6.9	High
Gedeh	–17.4	34.3	28	4.4	High
Cape Mount	–17.7	30.5	22	7.0	High
Grand Bassa	–12.7	25.6	26	9.2	Moderate
Margibi	–2.2	18.7	32	4.5	Moderate
Montserrado	–10.3	12	33	3.0	Low

These include, **Gbarpolu, Rivercess, Sinoe, Grand Kru.** These counties require immediate NPGE priority attention (see county risk profile below).

County Risk Narratives (Short Profiles)

Rivercess – Extreme Risk

- 73% of schools have no toilets.
- Lowest female teacher % nationally (13%).

- High pregnancy vulnerability.
- Enrollment decline.

  Urgent WASH and staffing intervention required.

🟥 **Sinoe – Extreme Risk**

- 66% of schools lack toilets.
- High teacher shortage for women.
- High pregnancy exposure.

  Girls' education extremely compromised.

🟥 **Grand Kru – Extreme Risk**

- 65% of schools lack toilets.
- Enrollment is fragile.
- Pregnancy exposure is high.

  One of the NPGE's highest-priority counties.

🟥 **Gbarpolu – Extreme Risk**

- 56.8% schools without toilets.
- One of the lowest female teacher populations.
- Remote communities worsen WASH gaps.

Implications for NPGE Indicators

The lack of toilets directly undermines several NPGE indicator areas:

- **Indicator 1. Gross Intake Ratio (GIR) -** Poor WASH conditions discourage first-time enrollment of girls in Grade 1.
- **Indicator 3. Gross Enrollment Ratio (GER) -** Counties with extreme sanitation risk show suppressed enrollment ratios at all levels.
- **Indicator 4. NER -** Girls in no toilet schools face privacy and safety concerns, reducing attendance consistency.
- **Indicator 9. Completion Rate -** Primary completion rates remain far below targets, and the environment is a major barrier.
- **Indicator 12. Reported SRGBV Cases -** Schools without toilets increase exposure to harassment, exploitation, pregnancy, and SRGBV.
- **Indicator 16. Female Teachers -** Female teacher shortages reinforce safety concerns and reduce mentorship for girls.

Implications

Investment in WASH and female teacher deployment are high-yield NPGE strategies. These structural inputs shape multiple indicator outcomes simultaneously and offer leverage points for systemic improvement.

7.6 Summary of Key Implications for NPGE Delivery

1. **Address Late Entry as a National Priority:** Improving Grade 1 intake and on-time enrollment is foundational for all NPGE outcomes.
2. **Accelerate County-Level WASH Interventions:** Addressing the 1,790 no-toilet schools is one of the most impactful NPGE actions.
3. **Deploy Female Teachers Strategically:** Targeting extreme-risk counties will strengthen participation, protection, and learning outcomes.

4. **Strengthen School Safety and Protection Systems:** Integrate SRGBV reporting and enforce the policy on pregnant learners consistently.
5. **Improve Financing for Education:** Prioritize capital and non-salary recurrent costs, especially for WASH and SRGBV systems.
6. **Fix EMIS and ASC Alignment Issues:** Introduce NPGE-integrated data tools and ensure gender-disaggregated administrative reporting.

SECTION 8. Stakeholder Validation and Policy Dialogue

To strengthen ownership, accuracy, and practical relevance, the findings of the National Policy on Girls' Education (NPGE) indicator analysis and scorecard were validated through a structured stakeholder engagement process led jointly by the Ministry of Education, HOPE, Inc., and Impact Evaluation.

A one-day NPGE Data Analysis and Scorecard Validation Workshop was convened on November 24, 2025, in Monrovia, bringing together 41 participants from MOE central, county, and district offices, as well as development partners and education stakeholders. Participants reviewed the full set of NPGE findings covering the 2021–2025 period, examined indicator status and trends, and provided technical feedback on data interpretation, gaps, and priorities. The workshop also oriented stakeholders to the NPGE Scorecard and gathered input on the design and functionality of the NPGE Dashboard to support routine monitoring and planning.

Across all four NPGE goal areas, stakeholders broadly validated the overall trends and status ratings presented in the analysis. Discussions reinforced several cross-cutting issues, including gaps in the availability and publication of sex-disaggregated data, incomplete reporting for selected NPGE indicators, and misalignment between data collected through the Annual School Census and indicators reflected in published reports. Participants emphasized that these gaps constrain effective tracking of girls' access, retention, safety, and learning outcomes, particularly at junior and senior secondary levels. Stakeholders also confirmed that key structural challenges identified in the analysis, such as inadequate WASH facilities, low female teacher representation in high-risk counties, unclear policy and data on pregnant learners and re-entry pathways, and limited education financing, remain binding constraints to girls' education outcomes. These issues were consistently highlighted across group discussions and aligned closely with county-level realities.

In addition to the technical workshop, a high-level policy dialogue on girls' education was convened by HOPE on December 8, 2025, at which Impact Evaluation presented the NPGE findings and scorecard. The dialogue, attended by senior government officials and development partners, including the National Legislature Committee on Education, UNICEF, the World Bank, UNFPA, the EducateHER consortium, and CSOs, further reinforced the relevance of the evidence base and underscored the importance of data-driven decision-making, improved financing, stronger inter-sectoral coordination, and inclusive education policies.

Overall, the validation process confirmed the credibility of the NPGE analysis, strengthened consensus around priority gaps and actions, and informed refinement of the final recommendations and monitoring tools. Stakeholder input from both engagements was incorporated into the final NPGE report, scorecard, and dashboard to support effective implementation under the current national policy framework.

SECTION 9. Data Quality, Limitations, and Systemic Challenges

High-quality data is essential for monitoring progress on the National Policy on Girls' Education. The analysis for this report relied heavily on the ASC 2024–2025, the ESP, the NPGE indicator framework, budget documents, and county-level sanitation and staffing information. While these sources provide important insights, several limitations affect the accuracy, completeness, and interpretability of findings. This section outlines the major data challenges encountered and their implications for NPGE monitoring and policy implementation.

9.1 Gaps in NPGE–ASC Alignment

The ASC tool is the Ministry's primary annual data source. However, several NPGE indicators are either not collected or are only partially collected. This results in annual blind spots that weaken the ability to track progress.

Key Issues

- ASC does not systematically collect **sex-disaggregated SRGBV case counts**, early marriages, or other critical protection indicators.
- ASC does not collect or report **female administrators** beyond principals. This limits assessment of women's leadership presence in schools.
- ASC produces school-level datasets but does not consistently generate **indicator-aligned summary tables** with relevant NPGE or ESP disaggregation.
- Several NPGE indicators are missing the required fields directly in the ASC questionnaire.
- The misalignment between ASC and NPGE means that each year, important indicators cannot be monitored.

Implication

A dedicated NPGE-aligned ASC module is urgently needed to institutionalize annual monitoring of the 21 indicators.

9.2 Incomplete Reporting for Promotion, Repetition, and Survival

These indicators provide insight into internal efficiency and are essential for understanding dropout patterns. However:

- Promotion, repetition and retention/survival data were marked **"No Data Reported I ASC 2024-25"** and not included in the published tables.
- Survival and cohort progression values were available only for selected grades and not consistently disaggregated by sex.
- Some survival values in ASC appear duplicated across levels, raising questions about verification.

Implication
Weaknesses in internal efficiency data hinder the ability to identify where girls fall behind in the system. It also affects the reliability of retention-related NPGE indicators.

9.3 SRGBV and Student Protection Data Are Missing

The ASC does not collect structured data on violence, sexual abuse, harassment, early marriage, or other SRGBV-related incidents. As a result:

- SRGBV prevalence cannot be tracked nationally.
- Correlation with WASH, staffing, or county-level vulnerabilities cannot be quantified.
- Policy enforcement gaps remain invisible in official reporting..

Implication
Without SRGBV data, the Ministry cannot monitor school safety, which is a foundation of NPGE implementation. Strengthening reporting requires coordination with MoJ, Child Welfare, and County Education Offices.

9.4 Data Limitations in Analysis of School Pregnancy

Pregnancy data were inconsistently reported. Some issues encountered include:

- Sex disaggregation was not available for the ASC pregnancy table.
- Several schools did not complete the pregnancy section.
- Pregnancy cases reflect only those formally reported and do not capture hidden or unreported cases.
- County differences may reflect reporting culture, not true prevalence.
-

Implication
The 5.2% pregnancy prevalence is likely an undercount, and the true burden may be higher. Improved confidentiality and reporting mechanisms are needed.

9.5 Limitations in Financial Data Availability

Financial indicators required triangulation across multiple government reports because:

- ASC does not report financial information annually.
- Budget Performance Reports for FY2024 are detailed but require **manual extraction** across several tables.
- ESP benchmarks differ from NPGE targets in some areas.
- Recurrent and capital spending are not always separated cleanly.
- Key variables, such as per-pupil recurrent spending, required combining recurrent expenditure with census-based enrollment to approximate values.

Implication
Lack of tracking of education spending within ASC and EMIS makes it difficult to align financial trends with school-level trends. Embedding a financial summary dashboard in annual reporting could close this gap.

9.6 Systemic Challenges in Construction and WASH Data

Several challenges affected the analysis of indicators related to school construction and WASH:

- Construction data from the School Construction Division were acknowledged to exist in longitudinal form but could not be consolidated in time for NPGE analysis.
- WASH verification is inconsistent across counties and relies heavily on self-reporting.
- Several counties had discrepancies between construction records and ASC facility counts.
- Construction classification (new buildings, rehabilitation, WASH upgrades, etc.) is not consistently applied.
- Limited M&E verification capacity at county level reduces accuracy.

Implication

Sanitation and construction indicators carry uncertainty and should be interpreted cautiously until verification and consolidation improve.

9.7 Reliability of Teacher and Administrator Data

Teacher and administrator counts are central to NPGE monitoring. However:

- Teacher data rely on payroll and school-level reporting which can diverge.
- Female teacher deployment is not tracked longitudinally by county.
- Administrator data are incomplete or missing entirely for some levels.
- Some schools submitted partial teacher lists.

Implication

Teacher-related NPGE indicators should be integrated into EMIS payroll and post-tracking systems for higher accuracy.

9.8 Sensitivity Checks for Evidence Validity

Due to the gaps described above, several techniques were applied to validate trends:

- Cross-verification between ASC 2020–21, 2022, and 2024–25 to confirm stability of ratios.
- Use of the population census 2022 as the denominator reference for enrollment and completion indicators.
- Regression analysis treatments to confirm drivers of enrollment decline.
- County risk classification to identify potential outliers.
- Manual comparison across ASC tables when values were missing in indicator tables.

Implication

While sensitivity checks increased reliability, some values remain estimates due to data gaps. This reinforces the need for stronger NPGE–EMIS alignment.

9.9 Cross-Dataset Consistency Challenges

During analysis, inconsistencies were observed across datasets and documents:

- Population bases for NER, GER, and GIR differed by source year.
- ESP baseline figures sometimes differ from ASC baselines.

- Certain NPGE targets (e.g., survival, repetition) were not explicitly documented in ESP or ASC.
- Construction counts in the ASC differed from reported totals in School Construction Division documentation.

Implication
Future NPGE analysis would benefit from a unified statistical reference year and a harmonized indicator dictionary across ASC, ESP, and NPGE.

9.10 Systemic Challenges in School Environment and Infrastructure Data

School environment indicators depend heavily on construction and WASH reporting. Key limitations include:

- Gaps in data consolidation for construction projects over multiple years.
- Limited verification mechanisms for WASH status at county and district levels.
- Timeliness issues in merging construction data with ASC.
- Lack of disaggregation on newly built facilities versus rehabilitated structures.

Implication
These gaps significantly affected the ability to analyze sanitation and safety in relation to NPGE outcomes. Strengthening facility audits and integrating construction records with EMIS is essential.

9.11 Summary of Major Data Constraints

- Missing or incomplete NPGE indicators in ASC.
- Pregnancy, SRGBV, and safety data under-reported.
- Construction and WASH data inconsistently verified.
- Financial indicators require manual reconciliation from several sources.
- Survival, promotion, and repetition values not fully reported.
- Disaggregation for female administrators and some teacher categories missing.
- Cross-document inconsistencies limit comparability.
- EMIS, ASC, and NPGE tools are not yet fully aligned.

SECTION 10. NPGE Progress by Strategic Areas, Scorecard, Indicators

10.1 Summary of NPGE Progress by Strategic Pillar

The NPGE is organized around four strategic pillars. Performance across pillars varies, with notable gains in gender parity and early secondary completion, alongside persistent challenges in access, school safety, and data reporting.

Pillar 1: Access and Participation

Overall performance: 🟠 Amber (mixed progress)

Key strengths:

- Liberia has achieved system-wide gender parity in enrollment (Indicator 5 and 6).
- ECE and JSE GER performance exceeded or nearly met national targets.
- The intake profile decreased significantly, GIR reported a 53.8% from a target of 93%.

Key challenges:

- JSE and SSE GER remain below target.
- NIR and NER remain extremely low, indicating persistent late entry and overage enrollment.
- Differential county vulnerabilities persist, particularly in high-risk WASH-deprived counties (Gbarpolu, Rivercess, Sinoe, Grand Kru).

Overall, access improved for girls numerically, but the system is not yet enabling most children, girls or boys, to enroll on time or remain age-appropriate in grade.

Pillar 2: Retention, Completion, and Transition

Overall performance: 🟠 Amber (progress, but major gaps remain)

Key strengths:

- Girls' completion at JSE, though below target, shows some progress against the ESP/NPGE targets.

Key challenges:

- Primary completion (G6) for girls remains off-track.
- Repetition and promotion data are missing, preventing full assessment of internal efficiency.
- Pregnancy remains a driver of dropout and under-reporting masks the real magnitude.

The major system bottleneck remains upper primary, where girls still experience the greatest losses in progression.

Pillar 3: Safety, Protection, and Learning

Overall performance: 🔴 Red (major systemic gaps)

Key strengths:

- Female literacy for ages 15–49 improved from 52% to about 55%.

Key challenges:

- SRGBV is not systematically recorded, making meaningful monitoring impossible.
- Teenage pregnancy remains significant (5.2%), with public schools accounting for the majority of cases.
- WASH deprivation is widespread: 28% of schools have no toilets, exposing 179,000 girls to daily risk.
- Female teacher presence is low nationally (25.9%), and especially low in high-risk counties.

Pillar 3 remains the biggest vulnerability area for NPGE outcomes because the majority of safety and protection indicators either lack data or show substantial risk exposure for girls.

Pillar 4: System Strengthening, Leadership, and Financing

Overall performance: 🟠 Amber (progress with structural gaps)

Key strengths:

- Education expenditure as a share of GDP and government spending improved slightly.
- Recurrent spending share and per-pupil spending are measurable and within comparable regional ranges.
- School construction increased modestly (326 schools added compared to baseline).

Key challenges:

- Financial indicators are not integrated in ASC, limiting annual education financing monitoring.
- Construction division data are fragmented and not readily accessible.
- Education expenditure remains below NPGE/SDG thresholds (especially the 6% GDP benchmark).
- Administrative and leadership gender parity data remain incomplete.

Strengthening NPGE performance under this pillar requires alignment between EMIS, Finance, Infrastructure, Policy, and County Leadership.

10.2 NPGE Scorecard Summary Table (Narrative Version)

Below is the text version of the NPGE scorecard. A graphical scorecard is found in section 9.5.

Scorecard – NPGE 21 Indicators Summary

Access (Indicators 1–6)

1. GIR (Grade 1 Intake) – 🔴 Off track
2. NIR (Grade 1 On-Time Intake) – 🔴 Off track
3. GER (by level) – 🟢 ECE 🟡 JSE 🟣 Primary 🟡 SSE
4. NER (by level) – 🔴 Off track
5. Female share of learners – 🟢 Achieved
6. Gender Parity Index – 🟢 Achieved

Retention & Completion (Indicators 7–10)

7. Girls' promotion rate – 🟣 No data
8. Girls' repetition rate – 🟣 No data
9. Girls' completion rate – 🔴 Primary 🔴 JSE 🟣 SSE (low but improving)
10. Girls' survival to last grade – 🟣 No data

Safety, Protection, Learning (Indicators 11–14)

11. Female literacy rate – 🟡 Progress but below target
12. School GBV incidence – 🟣 No data
13. Laws/policies with punitive measures – 🟡 Exists (teachers' code) but incomplete
14. Pregnancy prevalence – 🔴 High risk (5.2%)

System Strengthening (Indicators 15–21)

15. School construction – 🟡 Some progress, data gaps
16. Female teachers – 🔴 Low nationally
17. Female administrators – 🟣 No data
18. Education expenditure (% GDP) – 🔴 Off-track
19. Share of government education expenditure – 🟡 Some progress
20. Recurrent education spending share – 🟢 Met target
21. Recurrent spending per pupil – 🔴 Low progress but measurable

10.3 Key Findings Across the 21 Indicators

Four high-level patterns emerge from the scorecard:

1. **Gender parity has been achieved, but system access is still limited**
   Girls now participate at comparable or slightly higher rates than boys. However, overall system access remains low, with NER, NIR, primary GER, and senior secondary GER all significantly below target.

2. **Upper primary remains the critical bottleneck**
   The transition between primary and JSE determines NPGE success. Most dropout occurs before Grade 6, and this affects girls' long-term retention and transition to secondary.

3. **Lack of WASH and female teachers is driving vulnerability**
   WASH deprivation, low female teacher presence, and school pregnancy correlate highly with enrollment decline and dropout.

4. **Data gaps limit NPGE monitoring**
   Ten indicators had incomplete, insufficient, or missing data, especially in SRGBV, promotion, repetition, and female leadership.

10.4 Implications for Policy and Programming

The Ministry and partners should consider:

- Prioritizing upper primary retention, especially for girls aged 11–13.
- Expanding county-level WASH interventions, targeting the four extreme-risk counties.
- Strengthening female teacher recruitment and rural deployment strategies.
- Introducing an NPGE reporting module integrated into the ASC.
- Expanding county support for teenage pregnancy reintegration policy.
- Strengthening coordination between EMIS, Planning, Guidance & Counselling, and Construction departments.

These improvements address the greatest threats to gender equity, learning outcomes, and long-term NPGE sustainability.

10.5 Full NPGE Scorecard (Graphic)

#	Indicator (short label)	Status	Trend
1	**Gross Intake Ratio (Grade 1)**	🔴 Off track	▼
2	**Net Intake Ratio (Grade 1, on-time)**	🔴 Off track (no target, but very low level)	▼
3	**Gross Enrollment Ratio (by level)**	🟠 Mixed. 🟢 ECE met/above 🔴 Primary 🟣 JSE (no target for JSE) & 🟡 SSE improving	▲
4	**Net Enrollment Ratio (by level)**	🔴 Off track at all levels	▼
5	**Female share of learners**	🟢 Achieved system-wide parity	▲
6	**Gender Parity Index (enrollment)**	🟢 Parity achieved or slightly in favor of girls	▲
7	**Girls' promotion rate**	🟣 No data for 2024/25 (not reported in ASC)	▷
8	**Girls' repetition rate**	🟣 No data for 2024/25 (not reported in ASC)	▷
9	**Girls' completion rate (by cycle)**	🔴 Mixed. 🔴 Primary below target, 🔴 JSE below, 🟣 SSE no data	▼
10	**Girls' survival to last grade**	🟣 No data for 2024/25 (not reported in ASC)	▼
11	**Female literacy rate (15–49 years)**	🟠 Slightly below target but improving	▲
12	**Reported school relayed GBV cases**	🟣 No data for 2024/25 (not reported in ASC)	▷
13	**Laws / policies with punitive measures**	🟠 Framework exists, but needs to be updated	▶
14	**Percent of female learners pregnant**	🔴 Persistent risk in several counties and school types	▼
15	**School construction & WASH access**	🟣 No target, but 1,790 schools still lack toilets	▷
16	**Female teachers (% of workforce)**	🔴 Below NPGE target, especially in rural & upper grades	▼
17	**Women in education leadership**	🟣 No data for 2024/25 (not reported in ASC)	▷
18	**Education expenditure (% of GDP)**	🔴 Far below 6% ESP / NPGE benchmark	▼
19	**Education share of gov't expenditure**	🟠 Below 20% target but improving compared to baseline	▲
20	**Recurrent education spending share**	🟢 Around the 15% target	▶
21	**Recurrent spending per pupil (by level)**	🟣 Cannot rate against NPGE (target set to zero)	▷

SECTION 11. Conclusions and High-Level Policy Recommendations

11.1 Overall Conclusions

The 2024/25 NPGE indicator analysis shows a system that has made meaningful progress in advancing gender parity in basic education, but significant structural challenges continue to suppress access, learning, safety, and school completion for many girls, especially in rural counties. Liberia has achieved gender parity in enrollment at all levels and, in some cases, girls now slightly outnumber boys. This is a major achievement of the NPGE era and reflects growing social acceptance of girls' education, targeted community interventions, and expanded opportunities at early learning and junior secondary levels.

However, overall enrollment remains below desired levels, and a majority of children continue to enroll late, repeat grades, or progress through school overage. Primary completion for girls has declined slightly from baseline and remains far below the NPGE target, while junior secondary completion for girls has improved sharply. Safety-related indicators show mixed results. Teenage pregnancy remains a persistent risk. SRGBV data remains largely absent from EMIS reporting, and infrastructure indicators, particularly the availability of safe toilets, show the strongest correlation with girls' school participation, pregnancy vulnerability, and enrollment decline.

Although the education workforce and policy environment have made gains, the system still faces weak monitoring practices, fragmented reporting across divisions, and limited integration of NPGE requirements into core MOE processes. These gaps contribute to inconsistent data, delayed reporting, and difficulty tracking NPGE impact.

Overall, Liberia's education system demonstrates strong gender equality intent, but weak system capacity and persistent contextual constraints continue to affect the full realization of NPGE goals.

11.2 High-Level Policy Recommendations

1. Strengthen NPGE-Aligned Monitoring, Reporting & Accountability

- Integrate all NPGE indicators into the annual ASC questionnaire, including SRGBV, early marriage, and female administrator data.
- Develop an NPGE MEL Plan, indicator manual, and quality assurance guidelines to standardize definitions, disaggregation, data sources, and verification processes.
- Re-establish an NPGE Steering Committee or Technical Working Group to oversee progress and coordinate division-level reporting.

2. Prioritize WASH as a Core Gender-Education Investment

- Accelerate toilet construction in **Extreme Risk counties** (Gbarpolu, Rivercess, Grand Kru, Sinoe) where lack of sanitation most severely affects girls' attendance and safety.
- Adopt minimum national school WASH standards in alignment with NPGE, ESP, and ARREST priorities.
- Deploy mobile monitoring teams to verify WASH conditions and track improvements.

3. Expand Female Teacher Recruitment and Rural Deployment Incentives

- Introduce rural posting allowances, housing support, and accelerated ECE teacher training schemes to increase female teachers in counties with low representation.

- Strengthen partnerships with TTIs for recruiting qualified young women, especially from rural areas.
- Encourage community-based teacher pipelines that support girls transitioning into teaching careers.

4. Address Pregnancy Prevention and Reintegration Gaps

- Strengthen implementation of the MOE's "Stay-in-School & Night School Options" for pregnant learners.
- Expand guidance counselors and establish girls' clubs and safe spaces in high-risk schools.
- Create county-level referral pathways for reporting exploitation, abuse, and student–teacher misconduct.
- Improve relationship with the Ministry of Health on adolescent reproductive health education in schools.

5. Deepen Support for Early Grade Enrollment and Primary Completion

- Introduce county-based on-time enrollment campaigns targeting communities with high late-entry rates.
- Expand school feeding (under ARREST) linked to primary completion goals.
- Strengthen early grade reading and foundational skills programs to reduce repetition and dropout.

6. Strengthen Policy Environment for Protection

- Review and update the 2014 **Teachers' Code of Conduct** to include:
  - Specific punitive measures for sexual exploitation
  - Enforcement procedures and sanctions
  - Alignment with NPGE protection objectives
  - Integration of community-based reporting systems
- Review the Free and Compulsory Education Law for stronger accountability mechanisms, ensuring alignment with ARREST justice and social protection pillars.

7. Improve Education Financing Transparency & Stability

- Create an ASC addendum page dedicated to annual financial indicators for routine monitoring.
- Strengthen engagement between MOE's departments of Finance, EMIS, and Planning to align reporting.
- Advocate through the ARREST agenda for higher actual disbursement to the education sector, focusing on basic education, WASH, and female teacher expansion.

8. Strengthen County-Level Governance & Oversight Systems

- Build capacity of CEOs/DEOs to monitor school environment, NPGE indicators, and WASH status.
- Implement county scorecards to track progress annually.
- Establish community-led oversight committees in hard-to-reach districts.

9. Ensure Systemwide Alignment Across Policy Frameworks

- Harmonize NPGE implementation with the ESP 2022–2027, ARREST Pillars 1, 3, and 5, and the Teacher Professional Development framework.
- Integrate NPGE indicators into local government annual operational plans.

10. Expand Learning, Protection, and Participation Programs for Girls

- Promote safe-distance schooling (school buses, bicycles for girls).
- Introduce digital learning pilots for girls in remote counties.
- Expand accelerated learning programs for overage girls who dropped out.

11.3 Closing Reflection

Liberia's National Policy on Girls' Education has delivered meaningful gains, particularly in achieving gender parity across the system and improving girls' progression into junior secondary education. Yet, the learning environment still contains substantial risks, unsafe school infrastructure, weak oversight, inconsistent reporting, and a thin female teacher workforce in the most vulnerable counties.

The next phase of NPGE implementation must focus on structural transformation, strengthening the system's ability to monitor, protect, and support girls consistently across all counties. The ARREST agenda provides a supportive national framework emphasizing the rule of law, social services, and human development. The ESP offers technical direction. The NPGE now needs an operational backbone, tools, systems, and accountability to fully deliver on its promise.

With coordinated action, Liberia can build a more equitable, resilient, and girl-friendly education system that protects every learner and enables them to thrive.

ANNEX 1. NPGE Indicator Metadata Table

This annex provides a structured reference table summarizing the 21 NPGE indicators, including definitions, formulas, data sources, disaggregation requirements, and reporting frequency. It is designed to guide EMIS, Planning and M&E, GED and CPD teams in consistent annual reporting.

Annex 1A. NPGE Indicator Metadata – Summary Table

Indicator No.	Indicator Name	Definition	Formula / Measurement	Primary Data Source	Disaggregation	Reporting Frequency
1	Gross Intake Ratio (GIR) – Grade 1	Measures the total new entrants (any age) entering Grade 1 relative to the population of official admission age (6 years).	Total new Grade 1 entrants ÷ Population age 6 × 100	ASC, LISGIS population estimates	Sex	Annual
2	Net Intake Ratio (NIR) – Grade 1	Percentage of children of official entry age (6 years old) who enter Grade 1.	Children age 6 in Grade 1 ÷ Population age 6 × 100	ASC, LISGIS	Sex	Annual
3	Gross Enrollment Ratio (GER) – by level	Enrollment at a level (regardless of age) as a percent of official age-group population.	Total enrollment at level ÷ Official age-group population × 100	ASC, LISGIS	Sex, County	Annual
4	Net Enrollment Ratio (NER) – by level	Percentage of official age-group enrolled in correct level.	Enrollment of official age-group ÷ Population of official age-group × 100	ASC, LISGIS	Sex, County	Annual

Indicator No.	Indicator Name	Definition	Formula / Measurement	Primary Data Source	Disaggregation	Reporting Frequency
5	Number and Percent of Learners	Total enrollment and proportion of female learners across all levels.	Total female learners ÷ Total learners × 100	ASC	Sex, Level, County	Annual
6	Gender Parity Index (GPI)	Ratio of female-to-male enrollment or participation at each level.	Female GER ÷ Male GER	ASC	Level, County	Annual
7	Promotion Rate (Girls)	% of girls promoted to next grade.	Girls promoted ÷ Girls enrolled in previous grade × 100	ASC	Grade, County	Annual
8	Repetition Rate (Girls)	% of girls repeating the same grade.	Girls repeating ÷ Total girls enrolled × 100	ASC	Grade, County	Annual
9	Completion Rate – by cycle	% of female students completing final grade of a cycle relative to official age-group population.	Female completers ÷ Official age-group × 100	ASC, LISGIS	Cycle, County	Annual
10	Girls' Survival / Retention to Last Grade	% of girls who enter the first grade and reach the last grade of a cycle.	Cohort of girls reaching last grade ÷ Cohort entering first grade × 100	ASC	Level, County	Annual
11	Female Literacy	% of women aged 15–49 who can	Literate females 15–49 ÷ Total	LPHC Thematic	Age group	Every 3–5 years

Indicator No.	Indicator Name	Definition	Formula / Measurement	Primary Data Source	Disaggregation	Reporting Frequency
	Rate (15–49)	read and write with comprehension.	females 15–49 × 100	Report, DHS		
12	Reported School GBV Cases	Number of schools reporting at least one SRGBV case.	Count of reporting schools	ASC, SPS, Guidance & Counselling	Type of GBV, County	Annual
13	Laws/Policies with Punitive Measures	Count of education policies specifying sanctions for actions harming girls' education.	Number of applicable policies	Policy Division, MOE Legal	N/A	Annual
14	% of Female Learners Pregnant	Percentage of female learners who are currently pregnant.	Pregnant female students ÷ Total female students × 100	ASC	Level, County, School Ownership	Annual
15	Schools Constructed / Upgraded	Number of newly constructed, rehabilitated, or upgraded schools.	Count of schools constructed/upgraded	School Construction Division	Level, County	Annual
16	Number & % of Female Teachers	Female teachers as a percent of total teachers.	Female teachers ÷ Total teachers × 100	ASC, HR Division	Level, County	Annual
17	Female Administrators	Female school administrators as a percent of total	Female admins ÷ Total admins × 100	ASC, HR Division	Type of admin, County	Annual

Indicator No.	Indicator Name	Definition	Formula / Measurement	Primary Data Source	Disaggregation	Reporting Frequency
		administrators.				
18	Education Expenditure (% GDP)	Government education spending as a percent of GDP.	Total education expenditure ÷ GDP × 100	Budget Performance Report	N/A	Annual
19	Education Expenditure (% Gov't Exp.)	Education share of total government spending.	Education expenditure ÷ Total gov't expenditure × 100	Budget Performance Report	N/A	Annual
20	Recurrent Spending Share	% of education expenditure allocated to recurrent items.	Recurrent expenditure ÷ Total education expenditure × 100	Budget Performance Report	N/A	Annual
21	Recurrent Spending per Pupil	Average recurrent education spending per student.	Total recurrent spending ÷ Total learners	Budget Report + ASC	Level (if available)	Annual

ANNEX 2. Detailed NPGE Indicator Tables (Baseline–Target–Latest–Status–Sources)

This is a Master reference table for all 21 NPGE indicators.

Status Legend

- **On Track** (≥ 90% of target)
- **Moderate Progress** (60–89% of target)
- **Off Track** (< 60% of target)
- **Not Comparable / No Target / No Data**

Annex 2A. Access and Participation Indicators (1–6)

Indicator 1: Gross Intake Ratio (GIR), Grade 1

Item	Value
Baseline (2020/21)	50.1% (Girls 50.3%, Boys 51.6%)
Target (2025)	93%
Latest (2024/25)	53.8 % *(no sex disaggregation reported in ASC 24/25)*
Status	🔴 Off Track
Source – Baseline	ASC 2020/21 (Table 6.9a, p.169)
Source – Target	ESP 2022–27 (Table 5.3, p.194)
Source – Latest	ASC 2024/25 (Table 2, p.23)

Indicator 2: Net Intake Ratio (NIR), Grade 1

Item	Value
Baseline (2020/21)	8.1% (Boys 8.1%, Girls 8.1%)
Target (2025)	No target established
Latest (2024/25)	Primary = 26.3% *(no sex disaggregation)*
Status	🔴 Off Track
Baseline Source	ASC 2020/21 (Table 6.9b, p.169)
Latest Source	ASC 2024/25 (Table 2, p.23)

Indicator 3: Gross Enrollment Ratio (GER) by Level

Level	Baseline (2020/21)	Target (2025)	Latest (2024/25)	Status
ECE	109.2%	88%	120.3%	🟢 On Track
Primary	76.5%	82%	76.8%	🔴 Off Track
JSE	No target	48%	52.6%	🟣 On Track
SSE	45.3%	39%	38.5%	🟡 Moderate

Sources

- Baseline: ASC 2020/21
- Target: ESP 2022–27 Table 5.3
- Latest: ASC 2024/25 (Table 27, p.54)

Indicator 4: Net Enrollment Ratio (NER) by Level

Level	Baseline (2020/21)	Target (2025)	Latest (2024/25)	Status
ECE	56.1%	58.4%	68.6%	🟢 On Track
Primary	45.2%	43.4%	46.1%	🟡 Moderate
JSE	14.0%	13.6%	6.8%	🔴 Off Track
SSE	15.4%	10.2%	2.4%	🔴 Off Track

Sources

- Baseline: ASC 2020/21
- Target: ASC 2020/21 Table 1
- Latest: ASC 2024/25 (Table 28, p.58)

Indicator 5: Number and Percent of Learners (Female Share)

Item	Value
Baseline Total Enrollment (2020/21)	1,424,827
Target Enrollment (ESP)	1,424,827 *(ESP uses projection methods)*
Latest Total Enrollment (2024/25)	1,288,669
Latest Female Share	50.3%
Status	🟡 Moderate Progress
Latest Source	ASC 2024/25 (Table 2, p.23)

Indicator 6: Gender Parity Index (GPI)

Level	Baseline	Target	Latest (2024/25)	Status
ECE	1.01	1.0	1.00	🟢 On Track
Primary	1.00	1.0	1.094	🟡 Moderate (slight overshoot)
JSE	0.98	1.0	1.033	🟢 On Track
SSE	0.97	1.0	1.047	🟢 On Track

Sources

- Baseline: ASC 2020/21 Table 6.26
- Latest: ASC 2024/25 Table 2
- Target: NPGE/ESP parity goal (1.0)

Annex 2B. Retention, Completion, and Transition Indicators (7–10)

Indicator 7: Girls' Promotion Rate

Item	Value
Baseline (2020/21)	ECE = 81%; Primary = 87%; JSE = 98% (girls)
Target	100%
Latest (2024/25)	Not reported
Status	🟣 Not Comparable (No Data)
Source – Baseline	ASC 2020/21 Table 6.10
Source – Latest	Not available in ASC 24/25

Indicator 8: Girls' Repetition Rate

Item	Value
Baseline (2020/21)	ECE/Primary = 1.2%; JSE = 2.9%; SSE = 4.6%
Target	ECE = 2% only
Latest (2024/25)	Not reported
Status	🟣 Not Comparable (No Data)
Source	ASC 2020/21 Table 6.11

Indicator 9: Girls' Completion Rate by Cycle

Cycle	Baseline	Target	Latest	Status
Primary (G6)	59%	65%	38%	🔴 Off Track
JSE (G9)	24%	29%	17%	🔴 Off Track
SSE (G12)	28%	34%	Not reported	🟣 Not Comparable (No Data)

Sources

- ASC 2020/21 Table 6.12
- ASC 2024/25 Table 1
- ESP 2022–27 Table 5.3

Indicator 10: Girls' Survival / Retention to Last Grade

Level	Baseline	Latest	Status
ECE	74.1%	Not reported	Not Comparable (No Data)
Primary	71.6%	Not reported	Not Comparable (No Data)
JSE	84.3%	Not reported	Not Comparable (No Data)
SSE	85.1%	Not reported	Not Comparable (No Data)

Sources

- Baseline: ASC 2020/21 Table 6.13
- Latest: ASC 2024/25 Table 31, p.60

Annex 2C. Safety, Protection, and Learning Indicators (11–14)

Indicator 11: Female Literacy Rate (15–49 years)

Item	Value
Baseline (DHS 2019)	52%
Target (ESP)	57%
Latest (LPHC 2022–24)	55% (female est.)
Status	Moderate
Sources	DHS 2019; LPHC Thematic Report 2024

Indicator 12: Reported School GBV Cases

Item	Value
Baseline (2020/21)	236 schools reported cases
Target	No target defined
Latest (2024/25)	No data (not collected in ASC 24/25)
Status	Not Comparable (No Data)
Sources	ASC 2020/21; ASC 2024/25 (no reporting)

Indicator 13: Laws/Policies with Punitive Measures

Item	Value
Baseline (2020/21)	0
Target	0 (No target existed)
Latest (2024/25)	0 (no new punitive policy defined)
Status	Not Comparable (No Data)
Sources	NPGE 2021 Review; MOE Policy Division

Indicator 14: Percent of Female Learners Pregnant

Item	Value
Baseline	0% (NPGE baseline assumption)
Target	0%
Latest (2024/25)	5.2% (319 of 6,081 female learners)
Disaggregation	Public = 60.2%; Private = 15.4%; Faith-based = 20.7%; Community = 3.8%
Status	🔴 Off Track
Sources	ASC 2024/25 Tables 102–103

Annex 2D. System Strengthening and Financing Indicators (15–21)

Indicator 15: Number & Type of Schools Constructed

Item	Value
Baseline (2020/21)	6,296 total schools
Target	No formal target
Latest (2024/25)	6,394 (increase of 84)
Status	🟣 Not Comparable (No Data)
Sources	ASC 2024/25 Table 3

Indicator 16: Number & Percent of Female Teachers

Item	Value
Baseline (2020/21)	44.8% female
Target (ESP)	31% female (absolute number 18,662)
Latest (2024/25)	25.9% female (F = 19,620 of 75,756)
Status	🟡 Moderate (but below target)
Sources	ASC 2024/25 Table 2

Indicator 17: Female Administrators

Item	Value
Baseline (2020/21)	Varied by level (ECE 74%, Primary 20%, JSE 7.4%, SSE 4.4%)
Target (ESP)	23–53% depending on level
Latest (2024/25)	Not reported
Status	🟣 Not Comparable (No Data)
Sources	ASC 2020/21; ASC 2024/25 (no reporting)

Indicator 18: Education Expenditure (% GDP)

Item	Value
Baseline (ESP)	2.6%
Target (ESP)	6%
Latest (FY2024)	2.17%
Status	🔴 Off Track
Sources	Budget Performance Report FY2024 Table 22 & 34

Indicator 19: Education Expenditure (% Gov't Expenditure)

Item	Value
Baseline (2020/21)	13.8%
Target (ESP)	20%
Latest (FY2024)	14.1%
Status	🔴 Off Track
Sources	FY2024 BPR Table 22 & Table 4

Indicator 20: Recurrent Spending Share

Item	Value
Baseline (GPE/ITAP)	15%
Target	15%
Latest (FY2024)	15.1%
Status	🟢 On Track
Sources	FY2024 BPR Table 22; Table 8

Indicator 21: Recurrent Spending per Pupil

Item	Value
Baseline (ESP)	ECE 27 USD; Primary 262 USD; JSE/SSE 218 USD; TVET 298 USD
Target	None
Latest (FY2024)	**80.41 USD per learner**
Numerator	103,644,058 USD recurrent education spending
Denominator	1,288,669 learners
Status	🟣 Not Comparable (No Target)
Sources	FY2024 BPR; ASC 2024/25 Table 2

ANNEX 3. Document Matrix and Source Mapping

This annex provides a consolidated matrix of all key documents consulted during the NPGE reanalysis exercise, showing how each document contributed to baselines, targets, latest values, and contextual interpretation of the 21 indicators. This strengthens the audit trail, reproducibility, and credibility of findings.

Annex 3A. Master Document Matrix (What Each Document Was Used For)

Document	Year	Type	Primary Use in Report	Indicators Informed
ASC 2024/25 Draft Report	2025	Administrative Data (EMIS)	Latest values for enrollment, GER, NER, GPI, learners, female teachers, school counts, survival, pregnancy rates	Indicators 1–6, 9–10, 14–16, 21
ASC 2020/21 Final Report	2021	Administrative Data (EMIS)	Baseline values for GIR, GER, NER, GPI,	Indicators 1–10

Document	Year	Type	Primary Use in Report	Indicators Informed
			promotion, repetition, completion, survival	
Education Sector Plan (ESP) 2022/23–2026/27	2023	Policy & Planning	Targets for most NPGE indicators; expenditure baselines; teacher and administrator targets	Indicators 1–6, 9, 11, 16–21
NPGE 2021 Final Policy Document	2021	National Policy	Indicator definitions, scope, legal mandates, operational interpretation	All indicators
LPHC 2022 Thematic Report on Education & Literacy	2024	Population & Household Census	Updated literacy rate for females and males; population denominators used in ratios	Indicator 11
DHS 2019 Liberia Demographic and Health Survey	2019	Household Survey	Baseline female literacy (15–49); contextual analysis of early pregnancy/marriage	Indicators 11 & 14
Annual Consolidated Budget Performance Report (BPR) FY2024	2024	Financial Report	Recurrent expenditure, PSIP, GDP, total gov't disbursement used for financial indicator calculations	Indicators 18–21
National Budget FY2025	2025	Budget Law & Estimates	Cross-checking allocation and expenditure trends	Indicators 18–21
MOE Teachers' Code of Conduct	2014	Regulatory Framework	Understanding punitive provisions relevant to Indicator 13 on laws/policies	Indicator 13
MOE Guidance & Counselling Reports (where available)	Various	Administrative Reports	Contextual insights on SRGBV, pregnancies, and counselling service gaps	Indicators 12 & 14
EducateHER Policy Briefs (2024–2025)	2024–25	Program Evidence	Insight into barriers affecting girls' survival, transition, pregnancy risks	Indicators 1–14
EMIS Database / ASC Raw Tabs (shared during	2025	EMIS Dataset	Cross-verification of ASC tables, county summaries, enrollments	Indicators 1–21

Document	Year	Type	Primary Use in Report	Indicators Informed
analysis workshop)				
Workshop Materials & Inception Report	2025	Process Documentation	Methodology, stakeholder involvement, divisional validation inputs	Section 2 & all indicators
WASH and County Risk Analysis (IE 2025)	2025	Analytical Supplement	Correlations between toilets, enrollment decline, pregnancy, female teacher presence	Indicators 1, 3–5, 10, 12, 14, 16
Pro-Poor Agenda for Prosperity & Development (2018–2023)	2018	National Strategy	Baseline reference for earlier policy context and alignment	Introduction & Section 3
ARREST Agenda (2024–2029)	2024	National Strategy	Alignment to current national priorities in girls' education	Section 3 & Recommendations

Annex 3B. Indicator–Source Mapping Table

This table links each indicator directly to the documents used for **baseline**, **target**, and **latest** values.

Indicator	Baseline Source	Target Source	Latest Source
1. GIR	ASC 2020/21	ESP Table 5.3	ASC 2024/25
2. NIR	ASC 2020/21	None	ASC 2024/25
3. GER	ASC 2020/21	ESP Table 5.3	ASC 2024/25
4. NER	ASC 2020/21	ASC 2020/21 Table 1	ASC 2024/25
5. Learners (# and % female)	ASC 2019/20	ESP Projections	ASC 2024/25
6. GPI	ASC 2020/21	NPGE/ESP	ASC 2024/25
7. Promotion Rate	ASC 2020/21	NPGE Target	ASC 2024/25 (*not reported*)
8. Repetition Rate	ASC 2020/21	ESP (ECE=2%)	ASC 2024/25 (*not reported*)
9. Completion Rate	ASC 2020/21	ESP Table 5.3	ASC 2024/25
10. Survival/Retention	ASC 2020/21	None	ASC 2024/25
11. Literacy Rate	DHS 2019	ESP Table 5.3	LPHC Thematic Report (2024)
12. Reported GBV Cases	ASC 2020/21	None	ASC 2024/25 (*not reported*)

13. Policies with punitive measures	NPGE 2021	NPGE 2021	Teacher Code of Conduct (2014) & Policy Review
14. % Female Learners Pregnant	NPGE Baseline Assumption	0%	ASC 2024/25
15. Schools Constructed	ASC 2020/21	ESP projections	ASC 2024/25
16. Female Teachers	ASC 2020/21	ESP Table 5.3	ASC 2024/25
17. Female Administrators	ASC 2020/21	ESP Table A-3	ASC 2024/25 (*not reported*)
18. Education Expenditure %GDP	ESP p.44	SDG 4 Benchmark	BPR FY2024
19. Expenditure % Government Spending	ESP p.44	UNESCO Benchmark	BPR FY2024
20. Recurrent Spending Share	GPE/ITAP	SDG/GPE Target	BPR FY2024
21. Recurrent Spending per Pupil	ESP Table 1.7	None	BPR FY2024 + ASC 2024/25

Annex 3C. Verification Notes (How Data Was Triangulated)

To ensure validity and reduce error, the following procedures were used:

1. Cross-checking Between Documents

- Enrollment values validated across ASC 2024–25 Table 2, Table 27, Table 28, and EMIS raw sheets.
- Literacy validated using LPHC 2022 and compared with DHS 2019 trends.
- Financial indicators reconciled using three tables in the FY2024 BPR:
    - Table 22 (Education Disbursement)
    - Table 34 (GDP)
    - Table 4 (Total Government Expenditure)

2. Stakeholder Verification

During the two-day analysis workshop, the following MOE divisions validated interpretations: Girls' Education Division, EMIS, CPD, Planning & M&E, Policy Division, Guidance & Counselling, with technical support from HOPE Inc. and Impact Evaluation.

3. Internal Reconciliation

Where discrepancies existed:

- We used ASC data over ESP projections for actual latest values.
- For literacy, we used LPHC 2022 as the most recent nationally representative dataset.
- For financial indicators, we prioritized actual expenditures over budget allocations.

Annex 3D. Notes on Missing or Weak Data

The following indicators lacked complete ASC 2024/25 data:

- Promotion (Indicator 7) – not reported
- Repetition (Indicator 8) – not reported
- Female Administrators (Indicator 17) – not reported
- SRGBV cases (Indicator 12) – not collected in ASC

These gaps reinforce the recommendation for an NPGE-aligned MEL Plan and indicator reporting protocol.

ANNEX 4. Correlation and Regression Outputs

This annex summarizes the statistical relationships found between key NPGE-related variables, including WASH access, teacher gender distribution, pregnancy prevalence, and enrollment change, using county-level data from the ASC 2024/25 and related datasets. The purpose is to show how structural school conditions influence girls' educational outcomes.

4.1 Correlation Matrix Summary (Key Relationships)

The analysis examined how four major variables relate to one another across Liberia's 15 counties:

- **% of schools without toilets**
- **% of female teachers**
- **% of female learners pregnant**
- **Enrollment change (2021–2025)**

Table 1. Correlation Summary (Simplified)

Relationship Tested	Correlation (r)	Interpretation
Schools without toilets → Female teachers	**–0.79**	Counties with poor WASH access rarely attract female teachers.
Female teachers → Pregnancy rates	**–0.55**	More female teachers tends to reduce school-girl pregnancy.
Schools without toilets → Pregnancy	**+0.17**	Weak but positive link: poor WASH raises risk of absenteeism and vulnerability.
Enrollment change → Female teachers	**–0.28**	Counties with more female teachers show less enrollment decline.
Enrollment change → Pregnancy	**–0.12**	Higher pregnancy correlates with enrollment loss.
Enrollment change → No toilets	**+0.10**	Poor WASH contributes slightly to enrollment decline.

Insights

- **Female teachers are the strongest protective factor** linked to better outcomes across variables.
- **Schools without toilets are the strongest risk factor**, influencing teacher deployment, safety, and enrollment stability.
- Pregnancy has a **moderate negative effect** on enrollment, consistent with dropout patterns for girls.
- These relationships reinforce NPGE's emphasis on environment, safety, and gender-responsive staffing.

4.2 Regression Summary (Explaining Enrollment Decline)

A simple OLS regression model tested how well three variables predict county-level enrollment change from 2021–2025:

Predictors included:

- % of schools without toilets
- % female teachers
- % of learners pregnant

Table 2. Regression Coefficients

Predictor	Effect on Enrollment	Interpretation
Female teachers	**–2.05**	A 10-point increase in female teachers predicts a 20-point reduction in enrollment decline.
Pregnancy rate	**–1.86**	Higher pregnancy correlates with larger enrollment losses.
Schools without toilets	**–0.39**	Toilets matter, but the effect overlaps with teacher shortages and pregnancy.

Model Fit

- **$R^2 \approx 0.38$**
  → About 38% of differences in enrollment decline across counties can be explained by these three structural factors.

4.3 Overall Interpretation

1. **Female teacher presence is the single strongest stabilizing factor** in the school system. Counties with more female teachers:
   - Have fewer girls dropping out
   - Have lower pregnancy incidence
   - Show smaller enrollment declines
2. **WASH deprivation is a foundational risk**, shaping both safety and staffing:
   - Counties with more schools lacking toilets also have fewer female teachers
   - These counties show greater vulnerability for girls across NPGE indicators
3. **Pregnancy is both a driver and symptom of system risk**, strongly linked to:
   - Enrollment decline
   - Low female teacher presence
   - Poor WASH conditions

4.4 Policy Implications for NPGE Implementation

- Invest in rapid school WASH upgrades, especially in the four *Extreme Risk* counties.
- Deploy and retain more female teachers in high-risk counties through incentives.
- Strengthen school pregnancy prevention and reintegration programs, with monitoring.
- Integrate WASH, teacher deployment, and SRGBV protection into a unified county risk tracker (to be added to the NPGE dashboard).

ANNEX 5. List of Documents Reviewed

This annex lists all policy documents, administrative datasets, analytical reports, and technical materials used in the NPGE reanalysis. These documents informed baselines, targets, latest values, contextual interpretation, and recommendations across the 21 NPGE indicators.

A. Ministry of Education (MoE) Administrative and Policy Documents

1. Annual School Census (ASC) 2024/25 Draft Report, MoE-EMIS
2. Annual School Census (ASC) 2020/21 Draft Report v2, MoE-EMIS
3. Education Sector Plan (ESP) 2022/23–2026/27, Ministry of Education
4. National Policy on Girls' Education (NPGE), 2021
5. Teacher's Code of Conduct, Ministry of Education, 2014
6. Guidance and Counselling Division Notes/Reports (where available)
7. CPD Division Briefs, Framework Notes and Contextual Girls Education Insights/Knowledge
8. Inception Meeting Proceedings – NPGE Indicator Analysis Session Workshop (2025)
9. Impact Evaluation Inception Report – NPGE Indicators Data Analysis, 2025

B. National Government Strategy, Census, and Financial Documents

10. ARREST Agenda (2024–2029) — National Government Development Agenda
11. Pro-Poor Agenda for Prosperity and Development (2018–2023)
12. Liberia Population and Housing Census (LPHC) 2022: Education & Literacy Thematic Report, LISGIS (2024)
13. Annual Consolidated Budget Performance Report (ACBPR) FY2024
14. National Budget FY2025
15. Public Sector Investment Program (PSIP), FY2024 excerpts

C. International Surveys and Data Sources

16. Liberia Demographic and Health Survey (LDHS) 2019, UNICEF/USAID/LISGIS
17. UNESCO SDG 4 Global Indicators Framework
18. UN Population Data (2020–2025) – used in ESP target setting

D. Program Reports, Briefs, and Partner Documents

19. EducateHER Policy Brief – January 2024
20. EducateHER Policy Brief – September 2024
21. EducateHER Policy Brief – February 2025
22. Girls' Education Desk Review – July 2024
23. HOPE Inc. Technical Notes for NPGE Indicator Review (2024–2025)

E. Analytical Supplements and Working Documents

24. IE WASH–Gender–Enrollment Risk Analysis (2025)
25. NPGE Indicators Spreadsheet (2024/25)
26. Scorecard_RAG_Temp Indicators Table
27. Graphs Layout Final.docx (Indicator graph references)
28. NPGE Draft Report.docx (Earlier 122-page draft report, used for cross-referencing)

F. Tools, Templates, and Workshop Artifacts

29. Indicator metadata templates and codebooks
30. Workshop participant feedback

31. NPGE Dashboard mock-up and visualization framework materials
32. NPGE data analysis framework developed by Impact Evaluation (IE)

ANNEX 6. Indicator Metadata Table (For All 21 NPGE Indicators)

This annex provides the definition, purpose, calculation method, data sources, frequency, and responsible divisions for each NPGE indicator. The goal is to support consistent measurement, improve alignment across MoE divisions, and strengthen future MEL and reporting systems.

Key to Abbreviations

- **EMIS** – Education Management Information System
- **GED** – Girls' Education Division
- **CPD** – Continuous Professional Development Division
- **PM&E** – Planning, Monitoring & Evaluation Division
- **G&C** – Guidance & Counselling Division
- **F&A** – Finance & Administration
- **ESP** – Education Sector Plan
- **NPGE** – National Policy on Girls' Education
- **ASC** – Annual School Census
- **LPHC** – Liberia Population & Housing Census

Metadata Table for NPGE Indicators (1–21)

Indicator 1. Gross Intake Ratio (GIR), Grade 1
Definition: New entrants to Grade 1 (any age) ÷ population age 6 × 100.
Purpose: Measures access and capacity of the education system.
Calculation:

- **Numerator:** Number of new students entering Grade 1
- **Denominator:** Population of 6-year-olds

Primary Data Source: ASC (EMIS)
Supplementary Sources: LPHC population denominators
Frequency: Annual
Responsible Divisions: EMIS, GED, Planning & M&E

Indicator 2. Net Intake Rate (NIR), Grade 1
Definition: 6-year-olds entering Grade 1 ÷ total population of age 6 × 100.
Purpose: Measures on-time entry into school.
Data Source: ASC
Calculation: As above, restricted to age 6 only.
Frequency: Annual
Responsible Divisions: EMIS, GED; Planning and M&E

Indicator 3. Gross Enrollment Ratio (GER), by Level
Definition: Total enrollment (any age) ÷ population of official school-age × 100.
Purpose: Measures overall participation.
Data Sources: ASC, LPHC

Frequency: Annual
Responsible: EMIS; GED; Planning and M&E

Indicator 4. Net Enrollment Ratio (NER), by Level
Definition: Enrollment of official age group ÷ population of official age × 100.
Purpose: Measures age-appropriate enrollment.
Data Sources: ASC, LPHC
Frequency: Annual
Responsible: EMIS; GED; Planning and M&E

Indicator 5. Number & Percent of Learners (Female Share)
Definition: Total enrollment and share of female students at each level.
Purpose: Measures access and gender parity in participation.
Sources: ASC
Frequency: Annual
Responsible: EMIS, GED; Planning and M&E

Indicator 6. Gender Parity Index (GPI)
Definition: Ratio of female-to-male values for enrollment metrics.
Purpose: Tracks gender equality across levels.
Sources: ASC
Frequency: Annual
Responsible: EMIS, GED; Planning and M&E

Indicator 7. Promotion Rate (Girls)
Definition: Number of girls promoted ÷ total girls enrolled in a grade × 100.
Purpose: Measures learning progression.
Formula: (Girls promoted ÷ girls enrolled) × 100
Sources: ASC (currently missing)
Frequency: Annual
Responsible: EMIS, GED; Planning and M&E

Indicator 8. Repetition Rate (Girls)
Definition: Number of girls repeating a grade ÷ girls enrolled × 100.
Purpose: Measures internal efficiency and learning gaps.
Sources: ASC (not fully reported in 2024/25)
Frequency: Annual
Responsible: EMIS; GED; Planning and M&E

Indicator 9. Completion Rate (Girls), by Cycle
Definition: Number of girls completing last grade ÷ population of final-grade age × 100.
Purpose: Measures girls' progression through cycles.
Sources: ASC, ESP population projections
Frequency: Annual
Responsible: EMIS, GED, Planning and M&E

Indicator 10. Survival/Retention to Last Grade (Girls)

Definition: Girls reaching last grade ÷ girls starting first grade × 100.
Purpose: Measures cohort persistence.
Sources: ASC cohort flow tables
Frequency: Annual
Responsible: EMIS, GED; Planning and M&E

Indicator 11. Literacy Rate (Females 15–49)
Definition: Percentage of women 15–49 who can read and write.
Purpose: Measures learning outcomes linked to NPGE.
Sources: LPHC 2022; DHS 2019
Frequency: Every 5 years (census/survey)
Responsible: LISGIS; MoE Planning/EMIS for interpretation

Indicator 12. Reported School Related GBV Cases
Definition: Number of school-based/related SGBV incidents reported annually.
Purpose: Measures school safety environment.
Sources: G&C Division, reporting systems (not ASC)
Frequency: Annual
Responsible: G&C, GED, EMIS (integration needed)

Indicator 13. Laws/Policies with Punitive Measures
Definition: Number of policies enforcing accountability for actions against girls' education.
Purpose: Measures enabling environment and system protection.
Sources: NPGE, Teacher Code of Conduct
Frequency: Reviewed every 2–3 years
Responsible: Policy Division, GED

Indicator 14. Percent of Female Learners Pregnant
Definition: Number of pregnant students ÷ total female students × 100.
Purpose: Tracks barriers to retention and safety.
Sources: ASC (2024/25), G&C
Frequency: Annual
Responsible: EMIS, G&C, GED

Indicator 15. Number & Type of Schools Constructed
Definition: New schools constructed or upgraded annually.
Purpose: Measures system expansion and access.
Sources: ASC; MoE School Construction Division
Frequency: Annual
Responsible: SCD, EMIS

Indicator 16. Number & Percent of Female Teachers
Definition: Female teachers ÷ total teachers × 100.
Purpose: Tracks gender-sensitive staffing.
Sources: ASC
Frequency: Annual
Responsible: EMIS, HR, GED, CPD

Indicator 17. Number & Percent of Female Administrators
Definition: Female school leaders ÷ total administrators × 100.
Purpose: Tracks gender representation in leadership.
Sources: ESP targets; ASC (incomplete reporting)
Frequency: Annual
Responsible: HR, EMIS, DMI Office

Indicator 18. Education Expenditure (% GDP)
Definition: Education spending ÷ GDP × 100.
Purpose: Measures national financing commitment.
Sources: BPR FY2024; MoFDP
Frequency: Annual
Responsible: MoE Finance Division, MoE Planning and M&E; MoFDP;

Indicator 19. Education Expenditure (% Gov't Spending)
Definition: Education spending ÷ total government spending × 100.
Purpose: Measures prioritization of education.
Sources: BPR FY2024
Frequency: Annual
Responsible: MoE Finance Division; MoFDP

Indicator 20. Share of Recurrent Spending
Definition: Recurrent education spending ÷ total education spending × 100.
Purpose: Measures sustainability and system stability.
Sources: BPR FY2024
Frequency: Annual
Responsible: MoE Finance Division

Indicator 21. Recurrent Spending per Pupil
Definition: Recurrent spending ÷ total learners.
Purpose: Measures adequacy of financing for learning.
Sources: BPR FY2024, ASC 2024/25
Frequency: Annual
Responsible: MoE Finance Division; EMIS

ANNEX 7. Data Limitations and Sensitivity Checks

This annex summarizes methodological limitations, data quality concerns, and sensitivity checks applied during the NPGE indicator analysis. The aim is to ensure transparency, support responsible interpretation, and guide improvements for future NPGE reporting.

1. Cross-Cutting Data Limitations

1.1 Missing or Incomplete Indicators in ASC

Several NPGE indicators are **not fully integrated into the ASC questionnaire**, causing annual data gaps. Examples include:

- SRGBV case reporting

- Early marriage data
- Pregnancy rates disaggregated systematically across all levels
- Female administrators (beyond principals)
- Promotion and repetition rates (sex-disaggregated)

This misalignment results in recurring blind spots that weaken NPGE monitoring.

1.2 Timing Mismatches Across Data Sources

The analysis draws from multiple sources with **different collection periods**, including:

- ASC 2024/25
- Budget Performance Report FY2024
- ESP 2022–27 population projections
- LPHC 2022 demographic denominators

  This creates temporal mismatches (e.g., population denominators vs. school census enrollment years).

1.3 Limited Disaggregation

Some indicators lacked:

- County-level breakdowns
- Sex disaggregation (e.g., completion rate chart)
- Age disaggregation (especially needed for intake and pregnancy)

This restricts deeper analysis of vulnerable subgroups.

1.4 Construction and WASH Data Gaps

Significant limitations were noted:

- The School Construction Division acknowledged longitudinal construction data exists but could not share consolidated files during the analysis period.
- Lack of verification of construction status
- Weak integration between construction permits, ASC data, and NPGE tracking
- Inconsistent classification of "new construction" vs "rehabilitated schools"

These gaps affect indicators on infrastructure availability and trends.

1.5 Limited SRGBV and Protection Data

SGBV cases and incidents of school-related violence are not captured in ASC and rely on:

- Ad hoc reporting from Guidance & Counselling Division
- NGO data
- School-level reports outside a standardized EMIS framework

  Thus, safety indicators required inference rather than direct measurement.

2. Indicator-Specific Limitations

2.1 Enrollment Indicators (GER, NER, GIR, NIR)

- Reliant on population denominators from LPHC 2022, which differ from projections used in ESP 2022–27.
- Small shifts in denominators materially affect GER/NER classification.
- In some counties, age-group estimates are modeled, introducing estimation error.

2.2 Completion and Survival Indicators

- Completion rate lacked sex-disaggregated data in ASC graphics.

- Survival rates rely on cohort-flow models vulnerable to missing or misreported grade-by-grade enrollment.

2.3 Pregnancy Data

- Reported in only 5.2 percent of schools.
- Rural schools are less likely to report cases, suggesting underreporting.
- No standardized verification mechanism exists.

2.4 Financial Indicators

- Education expenditure figures required triangulation across three separate tables in the Budget Performance Report plus ESP reference values.
- ASC does not report financial indicators annually.
- PSIP and recurrent spending classifications differ across documents, requiring assumptions.

3. Sensitivity Checks Conducted

To ensure robust interpretation, the following checks were applied:

3.1 Cross-Source Verification

Indicators were cross-validated using:

- ASC trends from 2020/21, 2021/22, 2022/23, and 2024/25
- ESP projected targets
- National Budget and FY2024 Budget Performance Report

Where discrepancies existed, triangulation and reasoned interpretation were applied.

3.2 Range and Consistency Testing

For indicators prone to inconsistencies (e.g., NER, GIR), results were checked for:

- Logical bounds (0–100%)
- Ratio consistency across levels
- Sex parity consistency within expected ranges

3.3 Outlier and Anomaly Review

County-level data were checked for:

- Unusually high or low enrollment shifts
- Repetition or survival rates inconsistent with historical patterns

Counties flagged through WASH–Gender–Enrollment regression were re-examined manually.

3.4 Financial Sensitivity Checks

For expenditure indicators:

- Separate calculations were produced including and excluding PSIP.
- Recurrent-per-pupil values were recalculated using:
    1. Actual recurrent expenditure
    2. Total education expenditure
    3. Alternative denominator sets (ASC vs. ESP projections)

The variations were noted and interpreted.

4. Interpretation Cautions

Readers should interpret findings with the following considerations:

- Missing data for repetition, promotion, female administrators, and SGBV weaken trend analysis.
- Pregnancy data underreporting may significantly underestimate the scale of the issue.
- Construction data unreliability limits the accuracy of infrastructure-related indicators.
- Population denominator shifts (LPHC vs. ESP) directly affect trend classification.
- Indicators relying on self-reported school-level data may contain reporting bias.

5. Recommendations for Strengthening Data Quality

- Integrate the full NPGE indicator set into the ASC questionnaire, or develop clear reporting and calculation methods from derivative datasets or indicators
- Establish a GBV/SRGBV school reporting module within EMIS.
- Introduce verification protocols with county M&E teams for construction and WASH data.
- Strengthen collaboration between EMIS and School Construction Division for real-time updates.
- Require yearly financial indicator summaries tied to ASC publication.
- Expand sex- and age-disaggregation for all indicators.

ANNEX 8. Acronyms and Abbreviations

This annex provides definitions of all acronyms used throughout the NPGE Indicator Analysis Report to support clarity, accessibility, and consistency for all readers and stakeholders.

A

ASC – Annual School Census
ARREST – Agriculture, Roads, Rule of Law, Education, Sanitation, Tourism (Government of Liberia Development Agenda, 2024–2029)
ARH – Adolescent Reproductive Health

C

CEO – County Education Officer
CPD – Continuing Professional Development
CSO – Civil Society Organization

D

DEO – District Education Officer
DMP – Deputy Minister for Planning, Research and Development

E

ECE – Early Childhood Education
EMIS – Education Management Information System
ESP – Education Sector Plan (2022–2027)
ESS – Education Sector/System Strengthening (UNICEF/USAID Programs)

F

FY – Fiscal Year

G

GBV – Gender-Based Violence
GIR – Gross Intake Ratio
GPI – Gender Parity Index

H
HOPE, Inc. – Helping Our People Excel (Liberian NGO implementing Girls' Education project with the EducatioHER consortium)

J
JSE – Junior Secondary Education

K
KG – Kindergarten

L
LBE – Lower Basic Education (Primary, Grades 1–6)
LPHC – Liberia Population and Housing Census

M
M&E – Monitoring and Evaluation
MoE – Ministry of Education
MOU – Memorandum of Understanding

N
NER – Net Enrollment Ratio
NGO – Non-Governmental Organization
NIR – Net Intake Ratio
NPGE – National Policy on Girls' Education

O
OLC – Open Learning Center
OLS – Ordinary Least Squares (Regression Method)

P
PSIP – Public Sector Investment Plan
PTA – Parent–Teacher Association

R
RCT – Randomized Controlled Trial
RSE – Rural School Environment
RDT – Regional Development Team
R^2 – Coefficient of Determination (Regression Fit Statistic)

S
SDG – Sustainable Development Goal
SGBV – Sexual and Gender-Based Violence

SRGBV – School-Related Gender-Based Violence
SSE – Senior Secondary Education

T
T&L – Teaching and Learning
TVET – Technical and Vocational Education and Training

U
UBE – Upper Basic Education (Junior Secondary, Grades 7–9)
UNICEF – United Nations Children's Fund
USAID – United States Agency for International Development

W
WASH – Water, Sanitation and Hygiene