National Public Health Institute of Liberia (NPHIL)

The National Public Health Institute of Liberia (NPHIL) was officially established by the NPHI Act of 2016, which was signed into law by the President in January 2017. This law was passed quickly, to address the weaknesses in public health observed during Liberia’s response to the 2014-2015 Ebola outbreak. The process used to develop the law and its content and garner support is described in the IANPHI “Case Study: Creating the National Public Health Institute of Liberia” (http://www.ianphi.org/_includes/documents/Legislation%20BP%20Case%20Study_Liberia%20.pdf).

Critical Aspects of the NPHI Act to Establish NPHIL

The Act establishes NPHIL as a “corporate body with perpetual existence and a common seal.” NPHIL may conduct business and has responsibilities similar to how other corporations operate. It is governed by a Board of Directors, which includes Ministers of Health, Finance and Development Planning, Justice, and Agriculture; the University of Liberia; and six non-statutory members. The Board functions, tenure of members, requirements for meetings, and other aspects of Board functioning are included in the Act.

The law specifies the functions of the NPHIL, some of which derive from transferring public health and biomedical research functions, property, and staff from the Ministry of Health to NPHIL. It includes provisions related to both communicable diseases and non-communicable conditions, e.g., injuries. The role of the Minister is defined to include policies and practices related to the health sector, formulation of policies related to public health, and recommending an annual research agenda for Liberia’s health priorities to NPHIL. Requirements, functions, and terms of the Director General and two Deputy Directors General are also specified, as are issues related to...
financing and budget.

By establishing the NPHIL as a parastatal organization rather than a line agency, NPHIL will have the autonomy needed to respond quickly to public health emergencies.

Legal Mechanism Used

NPHIL was formally established by a law. With support from the Minister of Health and the President, the legal drafting and approval process took only a little over a year.

Lessons Learned in Creating the Law

• In Liberia, the support of the President and other high-level officials was important for creating a parastatal agency and also sped what is usually a time-consuming process.

• Two factors that facilitated passage of the Act were the sense of urgency following the Ebola crisis and that other changes to the law governing the Ministry of Health were being made at the same time, e.g., transferring the Department of Social Welfare to a newly created ministry.

• The involvement of influential partners, like WHO, US CDC, and IANPHI, was helpful. A step-wise approach, with extensive stakeholder involvement, including from legislators, helped ensure buy-in. Some issues, such as moving research and the reference lab to the NPHIL, were contentious and required extensive discussion.

• NPHIL started to function as an NPHI before the law was passed, providing an early demonstration of its usefulness.

• Based on his experience, Dr. Nyenswah encourages all countries in Africa to create NPHIs. He suggests that Africa CDC, WHO, and US CDC speak with one voice to affirm the importance of establishing NPHIs.

We thank Dr. Tolbert Nyenswah, Director of NPHIL, for his assistance in developing this case study.
An Act to Establish the National Public Health Institute of Liberia

AN ACT TO ESTABLISH THE NATIONAL PUBLIC HEALTH INSTITUTE OF LIBERIA

REPUBLIC OF LIBERIA
AN ACT TO ESTABLISH THE NATIONAL PUBLIC HEALTH INSTITUTE OF LIBERIA

WHEREAS, the Legislature is authorized under Chapter 10, Article 89 of the 1986 Liberian Constitution to enact legislations to create agencies and commissions of government as may be necessary for the effective operation of the government;

WHEREAS, there have been profound insurgences of infectious diseases which threatened the life of all the people of Liberia as evidenced by the recent unprecedented outbreak of Ebola Virus Disease (EVD) in West Africa which exposed weaknesses in Liberia’s national health care system and highlighted the need for the establishment of a public health institution in Liberia to support national health delivery services;

WHEREAS, it has now become incumbent upon Liberia as a nation to create an institution to collaborate with and strengthen the Ministry and other Institutions in the Health Sector to heighten the infection prevention and control efforts of the of the Government of Liberia;

Now therefore it is hereby enacted by the Senate and House of Representatives of the Republic of Liberia, in Legislature assembled:

PART I: PRELIMINARY PROVISIONS

Section 1.1: Short Title

This Act shall be cited as “the NPHI ACT OF 2016.”

Section 1.2: Repeal and Amendment

Immediately upon the passage of this Act:

a. “The act establishing the National Research Institute of Liberia (commonly known as Liberia institute for Biomedical Research (LIBR))” is hereby repealed.

b. Section 30.2 (d, e, o) of the 1972 Executive Law, Title 12 of the Liberian Code of Law revised is hereby amended transferring public health and biomedical research functions of the Ministry of Health to NPHIL.

Section 1.3: Definitions

Unless otherwise stated in this Act, the following terms shall have meanings as follows:
a. “Abandonment of duty” as defined by the Decent Work Act of 2015
b. “Board” means the Board of Directors of NPHIL.
c. “Consulting and service fees” means fees earned for services provided by NPHIL.
d. “Conviction” means determination of guilty by a court of competent jurisdiction of crimes related to fraud, bribery, perjury, misrepresentation, corruption, plagiarism or other felonious crimes.
e. “Deputy Director General” means the person appointed under Section of this Act.
f. Director General” means the administrative head of NPHIL appointed under Section 15 of this Act.
g. “Foundation” means an independent, fundraising body to be established by the Board as referred to in Section 18.
h. “Grossly inefficient” as defined by the Decent Work Act of 2015.
i. “Indirect costs/institutional charges” means a fixed percentage levied by NPHIL on all research grants.
j. Institute” means the NPHIL.
k. “Minister” means the Minister of Health.
l. “Ministry” means the Ministry of Health.
m. “NPHIL” means the National Public Health Institute of Liberia.
n. “Operational research” means non-medical research that supports logistical and health management decisions.
o. “Response” is the rapid, coordinated detection and control to outbreaks.
p. “Surveillance” epidemiological practice by which the spread of disease is monitored in order to establish patterns of progression.
q. “Intellectual property” means any property as defined by the Patent, Copyright and Trademark Law of Liberia, Title 24

PART II: THE NATIONAL PUBLIC HEALTH INSTITUTE OF LIBERIA

Section 2.1: Establishment of the National Public Health Institute of Liberia

a. There is hereby established the National Public Health Institute of Liberia as a corporate body with perpetual existence and a common seal. It may sue and be sued in its own name and subject to the provision of this act; performs such other acts as corporate bodies may lawfully perform.
b. The Institute shall be an autonomous agency of the government but for the sake of proper coordination of the health services shall share scientific information reports with and have sectorial reporting accountability to the Ministry of Health.
c. The Institute may in the performance of its function acquire and hold movable and immovable property and may enter into contracts or any other transactions that a state-owned enterprise may enter into.
Section 2.2: Composition

The NPHIL shall be comprised of following six departments:

a. Department of Training and Capacity Building  
b. Department of Infectious Diseases and Epidemiology  
c. Department of Laboratory and Public Health Diagnostics  
d. Department of Environmental and Occupational Health  
e. Department of Public Health and Medical Research and Development  
f. Department of Administration

Section 2.3: Objective of the National Public Health Institute of Liberia

The overall objective of NPHIL is to improve the health status of the population of Liberia in collaboration with relevant agencies and institutions of government. The specific objectives are as follows:

a. Contribute to the development and sustainability of public health workforce  
b. Develop, enhance, and expand the surveillance and response platforms  
c. Develop and strengthen the laboratory system and public health diagnostics  
d. Develop, enhance, and expand processes and structures to protect environmental and occupational health  
e. Expand, conduct, and coordinate public health and medical research to inform Liberian public health policies

Section 2.4: Functions and Operation of the National Public Health Institute of Liberia

a. NPHIL shall perform the following:
   i. coordinate, develop, and maintain surveillance systems to collect, analyze, and interpret health data to guide health interventions;  
   ii. use surveillance data to advise on setting health policies, priorities, and planning;  
   iii. use public health information for monitoring and evaluation of policies and interventions;  
   iv. coordinate reference laboratory and laboratory referral services;  
   v. provide leadership and direction to counties and local authorities on disease and injury surveillance and outbreak response;  
   vi. promote cooperation between Liberia and other countries with regard to the epidemiological surveillance and management of diseases and injuries, including strengthening cross border and regional public health efforts;  
   vii. strengthen capacity of the health workforce in health surveillance to reduce the burden of disease and injury;
viii. strengthen epidemiology and surveillance of communicable and non-communicable diseases;
ix. prevent diseases and workplace illnesses and injuries
x. promote environmental responsibility
xi. enforce environmental and public health laws, policies, and regulations
xii. advise the Minister on strategies to improve the health of the population;
xiii. support the health response and provide recommendations to government on control measures for disease outbreaks and mitigating health risks and hazards;
xiv. collaborate with relevant government departments and government agencies to implement communication strategies on public health issues and outbreak response;
xv. provide technical support to all spheres of government and other regulatory bodies on disease surveillance, prevention, and control;
xvi. conduct research to inform policy and guidelines on public health and develop processes for dissemination of research findings to key stakeholders;
xvii. strengthen advocacy, social mobilization and partnerships related to public health research;
xviii. provide training and technical information on health issues to health professionals, government and regulatory bodies;
xix. maintain accredited reference and specialized laboratories for pathogen detection, disease and injury surveillance and monitoring, outbreak response and the provision of scientific evidence to prevent and control infectious diseases;
xx. set up Institutional Review Board on public health and medical research
xxi. coordinate activities relevant to national specimen biobank
xxii. Recommend the quarantine and isolate of persons who have a communicable disease constituting a public health threat
xxiii. Recommend the declaration of public health emergency and disease outbreaks based on available public health data

b. NPHIL may:
i. liaise with any other regulatory authority or institution and exchange information with and receive information from any such authority or institution in respect of matters of common interest or public health concern;
ii. cooperate with persons and institutions undertaking basic research in Liberia and in other countries by the exchange of scientific knowledge and the provision of access to the resources and specimens available to NPHIL;
iii. Participate in joint research operations with government departments, tertiary institutions, museums, scientific institutions and any other persons;
iv. Produce and sell by-products.
v. Collaborate with the Ministry of Agriculture and other appropriate agencies of Government in maintaining data and giving advice to Government on the population dynamics of its wildlife reserves, their biotic interactions and their socioeconomic, biomedical, and cultural significance, with the view of protecting the reserves from indiscriminate removal or abuse in the context of One Health.
vi. Perform such other functions as may from time to time be required by or consented to by the Board.
vii. Promulgate and issue regulations governing NPHIL in the field of public health research in Liberia.

PART III: GOVERNANCE AND CONTROL

Section 3.1: Role of the Minister

The Minister shall:

a. Continue to exercise the functions and responsibilities provided for in the Act establishing the Ministry and the Public Health Law, except as altered by the amendments identified in Section 1.3 of this Act.
b. Subject to the exercise of functions, powers and authority of the NPHIL pursuant to this Act and other applicable laws, the Ministry shall undertake such functions and responsibilities as are appropriate for the attainment of adequate, affordable and accessible health care delivery system in Liberia, and in particular the Ministry shall have the capacity and responsibility under this Act to:

1. provide policy advice to the Government of Liberia on matters relating to the health sector on both domestic and international matters;

2. develop policy of general application to the health sector;

3. encourage and promote the provision and availability of quality, accessible and affordable health services for the people of Liberia;

4. represent the health policy interests of Liberia in international health organizations;
5. support the establishment of a regulatory environment that facilitates the improvement of health services in Liberia; and

6. Take such other actions as are needed to co-ordinate Government policies and programs affecting the health sector generally.

c. Have the authority to formulate policies related to public health.
d. Have the authority to recommend annual research agenda for Liberia’s health priorities to NPHIL.

Section 3.2: Board of Directors
There is hereby established a Board of Directors which shall be the governing body of NPHIL and which shall consist of eleven members. The Board shall be comprised of five (5) statutory members and six (6) other members appointed by the President.

Section 3.3: Composition of the Board
The Board shall consist of:

a. The Minister of Health;
b. The Minister of Finance and Development Planning;
c. The Minister of Justice;
d. The Minister of Agriculture;
e. The University of Liberia; and
f. Six (6) other non-statutory members one of whom shall be the Chair who shall have a minimum of a master’s degree in public health, public policy, medicine, health administration, or research-related disciplines and a minimum of three years’ work experience and must be a person of integrity.

Section 3.4: Functions of the Board
The Board shall:

a. Consider and approve annual plans and programs of NPHIL.
b. Vet and appoint the Deputy Director Generals and Directors of all Departments.
c. Vet and recommend at most three (3) persons for the position of the Director General for appointment by the President.
d. Approve annual budgets, strategic and operational plans.
e. Ensure contracts, agreements, and memorandums of understanding with third parties, contractors, and agencies are consistent with applicable laws.
f. Decide in changes in the organic structure of NPHIL according to the development and needs of NPHIL.
g. Establish the NPHIL Foundation.
h. Receive and approve reports from the Director General on the progress of NPHIL.
i. Draft, adopt, and enforce bylaws for the Board.
j. Ensure the proper implementation of this Act.
k. Approve the salary structure of the Director General and the Deputy Director General

Section 3.5: Tenure of the Board

a. The President will appoint the non-statutory members of the Board, and they will serve for a term of three (3) years. All non-statutory Board members will be eligible for re-appointment once.
b. Resignation, Suspension, Removal
   i. Resignation
      1. Any member of the Board may voluntarily resign by submitting a letter of resignation to the President.
      2. A member who has two unexcused absences within the period of one year will be considered to have resigned his position on the Board.
      3. If a statutory member has two unexcused absences within the period of one year, the Board will take appropriate action against such statutory member.
   ii. Suspension
      No member of the Board of Directors shall be suspended except upon the recommendation of a vote by two-thirds majority of the members of the Board to the President, provided, however, that a Board Member shall be suspended for cause.
   iii. Removal
      A member of the Board shall be disqualified or removed if:
      1. Convicted of any crimes by a competent tribunal consistent with due process of law; or
      2. The member is no longer able to perform the duties due to physical or mental incapacity, as certified by at least two qualified medical doctors or psychiatrists; or
      3. It is discovered that a member has at any time been convicted of an offense involving dishonesty, whether in Liberia or elsewhere; or
      4. The member ceases to be a resident of Liberia.
Section 3.6: Board Meeting

a. Time of Meeting: The Board should meet at least once every three (3) months to conduct business of the Institute.
b. Venue: The Board shall meet at a place that is designated by the Chairman, provided that it is in Liberia.
c. Leadership: The Chairman of the Board shall preside at meetings. At the first ever meeting of the Board, members of the Board shall elect a Vice Chairman, who will preside in the absence of the Chairman.
d. Quorum: Simple majority of Board members present at a meeting of the Board shall constitute a quorum, provided both statutory and non-statutory members are present.
e. Decision: A vote of a simple majority present at a meeting shall be required for a decision, except as to those decisions for which a two-thirds majority of members is required by this Act.

Section 3.7: Committees of the Board

The Board may constitute external advisory group and relevant committees comprising of members of the Board and technical experts from time to time as the need arises.

PART IV: THE DIRECTOR GENERAL AND DEPUTY DIRECTOR GENERALS

Section 4.1: Appointment of the Director General

The President shall, upon the recommendation of the Board of Directors, appoint the Director General.

Section 4.2: Qualifications of the Director General

The Director General must have the following qualifications:

- a minimum of a master’s degree in public health or a doctorate degree in biomedical sciences
- a minimum of five years of progressive technical work experience in a scientific or public health research setting of which a minimum of 2 years of management experience
- a person of integrity
- a demonstrated track record of successful grant applications
e. a minimum of five (5) public-health related, scientific publications in peer-reviewed journals

4.3: Functions of the Director General

The Director General shall:

a. Be the administrative head of NPHIL and carry out the day-to-day functions of NPHIL.
b. Report to the Board.
c. Appoint qualified, competent and suitable persons as employees below the rank of Deputy Directors, pursuant to organizational structure of NPHIL.
d. Be responsible for delivering on the agreed mandate of NPHIL as determined by the Board in the terms of this Act.
e. Formulate and develop internal rules and directives for an efficient and effective administration of the institute.
f. Effectively organize and maintain staffs.
g. Be responsible for effective placement of staffs Utilization of staffs and resources to achieve maximum operational results.
h. Sign on behalf of the entity all memoranda of understanding, contracts, and agreements with key stakeholders consistent with Public Procurement and Concession Commission Act and all other applicable laws thereto.
i. Be responsible for the issuance of guidelines in regards to the manner which claims shall be handled.
j. Advise the Ministry on health-related challenges in Liberia.
k. Prepare the annual budgets, strategic and operational plans, and submit to the Board for approval.
l. Serve as the Secretary of the Board.
m. Exercise all powers in conformance of any such duties as may be delegated or assigned by the Board.
n. Ensure the proper implementation of this Act.

4.5: Tenure of the Director General

The Director General shall serve for a term of five (5) years. He or she will be eligible for re-appointment once.

i. Resignation
The Director General may voluntarily resign by submitting a letter of resignation to the President, provided that he or she gives two months notices prior to the date of his or her resignation.

ii. Suspension

The Director General shall be suspended for by the President for cause upon the recommendation of a vote by two-thirds majority of the members of the Board.

iii. Removal

The Director General shall be removed if:
1. Found to be grossly inefficient;
2. Found to be corrupt;
3. Convicted of any crime by a competent tribunal consistent with due process of law; or
4. No longer able to perform the duties due to physical or mental incapacity, as certified by a qualified psychiatrist or medical doctor; or
5. It is discovered that a member has at any time been convicted of an offense involving dishonesty, whether in Liberia or elsewhere, and sentenced to imprisonment without the option of a fine; or
6. No longer a domicile in Liberia.

Section 4.5: Appointment of the Deputy Directors General

The Board shall appoint two Deputy Directors General, one for Technical Services and one for Administration.

Section 4.6: Tenure of the Deputy Director Generals

The Deputy Directors General shall each serve for a term of four (4) years. They shall each be eligible for re-appointment once.

4.7: Qualifications of the Deputy Director General of Technical Services

The Deputy Director General of Technical Services shall have the following qualifications:
   a. a minimum of MD, PHD, DRPH with experience in public health.
   b. a minimum of five years’ work experience in a scientific or public health research setting
c. a person of integrity
d. a demonstrated track record of grant applications
e. a minimum of 5 public-health related, scientific publications in peer-reviewed journals

4.8: Qualifications of the Deputy Director General of Administration

The Deputy Director General of Administration must have the following qualifications:
   a. a minimum of a master’s or advanced degree or its equivalent in business administration, law or related disciplines
   b. a minimum of five years’ work experience in a financial or administrative capacity
   c. a person of integrity
   d. a demonstrated track record in management of grants

4.9: Functions of the Deputy Director General for Technical Services

The Deputy Director General for Technical Services shall:
   a. serve as chief scientist for the NPHIL
   b. act in the absence of the Director General
   c. report to the Director General
   d. serve as supervisor for all technical or science departments pursuant to organizational structure of NPHIL
   e. be responsible for delivering on the agreed mandate of NPHIL as determined by the Board in the terms of the technical aspects of this Act
   f. perform all other functions as assigned by the Director General

Section 4.10: Functions of the Deputy Director General for Administration

The Deputy Director General for Administration shall:
   a. act as Director General in the absence of both the Director General and Deputy Director General of Technical Services
   b. report to the Director General
   c. serve as supervisor for the financial and administration departments pursuant to organizational structure of NPHIL
   d. be responsible for delivering on the agreed mandate of NPHIL as determined by the Board in the terms of the administrative aspects of this Act
   e. perform all other functions as assigned by the Director General
4.11: Resignation, Suspension and Removal of Deputy Directors General

a. Resignation
   The Deputy Directors General may voluntarily resign by submitting a letter of resignation to the Board.

b. Suspension
   The Deputy Director Generals shall be suspended by a vote of two-thirds majority of the members of the Board for cause.

c. Removal
   A Deputy Director General shall be removed if:
   1. Found to be grossly inefficient;
   2. Found to be corrupt;
   3. Convicted of any crime by a competent tribunal consistent with due process of law; or
   4. No longer able to perform duties due to physical or mental incapacity as certified by at least two qualified medical doctors or psychiatrists; or
   5. It is discovered that a member has at any time been convicted of an offense involving dishonesty, whether in Liberia or elsewhere, and sentenced to imprisonment without the option of a fine; or
   6. No longer a domicile in Liberia.

PART V: FINANCIAL PROVISIONS

Section 5.1: Funding

a. The NPHIL shall be funded through:
   i. Budgetary allocation.
   ii. Fees from sale of research products.
   iii. Grants and donations.
   iv. Indirect costs/institutional charges on all grants.
   v. Consulting and services fees.
   vi. Cooperative agreements with other governments.
   vii. Intellectual property including patents.
   viii. NPHIL Foundation,
   ix. Investment and
   x. any other lawful means
b. All funds to be generated by NPHIL as listed in a(i-viii) of this Section shall be retained by NPHIL for the purpose of defraying its expenses.

Section 5.2: Annual Budget

a. The Director General shall prepare and submit to the Board for approval an annual budget for the ensuing year which the Board shall approve and subsequently submit to the Minister of Finance and Development Planning.

b. The budget must include details of NPHIL income and expenditure for the current and two subsequent years including actual from the past year. The budget must include detailed and comprehensive estimates of the current year's known and anticipated income and expenditure and a projection of income and expenditure for the next financial year as well as the following year along with carried forward balances or as required under the budget law.

Section 5.3: Procurement

The operation of the NPHIL shall be in accordance with the Public Procurement and Concessions Commission Act, as amended and reinstated in 2010.

Section 5.4: Accounts and Audit

a. NPHIL shall keep up-to-date and accurate accounting and financial records, which shall conform to laws, applicable statutes and regulations.

b. Subject to the Board's approval, NPHIL will open and maintain accounts with the Central Bank of Liberia and any other reputable local bank for purpose of carrying out its affairs.

c. The Director General shall submit the account of NPHIL to the Board who shall from time to time commission audit(s).

d. NPHIL is subject to the audit of the General Auditing Commission.

Section 5.5: Report
a. The Director General shall submit quarterly and annual report consisting of financial and programmatic information to the Board for onward submission to the President and to the Legislature.

b. The Director General shall submit other reports as may request by the Minister from time to time on specific issues, programs, or periods.

c. The Director General is required to report to the Minister, President and Legislature within a period of forty-eight hours significant findings from studies that may inform or influence policy decisions.

PART VI: MISCELLANEOUS PROVISIONS

Section 6.1: Intellectual Property

Ownership of intellectual property generated by persons employed by NPHIL during the course of their engagement with NPHIL shall vest in the Institute of the Republic of Liberia.

Section 6.2: Confidentiality

a. All patent related research information or findings, processes, research, techniques, or plans shall be kept confidential, except as provided herein.

b. All information receive by the relevant parties herein shall be kept confidential.

c. Members of the Board of Directors, the Director General, officers, employees, and staffs of NPHIL shall treat all information obtained in the course of their employment and/or engagement with NPHIL strictly confidential, not to be disclosed to any third party, and shall not use it for any other purpose other than for the purpose of this Act.

d. NPHIL shall ensure that its officers, employees, and all associates treat partners’ information as confidential.

Any breach of the above confidentiality provision shall be punishable according to law.

PART VII: TRANSITIONAL PROVISIONS

Section 7.1: Transfer of Property

As of the effective date of this Act, all properties and assets of the Emergency Operations Center, National Reference Laboratory, and Disease Prevention and Control Unit of the Ministry of Health, and the National Research Institute (also referred to as the Liberia
Institute for Biomedical Research), the Division of Environmental and Occupational Health of the Ministry of Health, shall be transferred to the NPHIL.

Section 7.2: Transfer of Employees

a. As of the effective date of this Act, employees of the Emergency Operations Center, National Reference Laboratory, and Disease Prevention and Control Unit of the Ministry of Health, and the National Research Institute (also referred to as the Liberia Institute for Biomedical Research), Division of Environmental and Occupational Health Services of the Ministry of Health shall be transferred to NPHIL subject to the Civil Service requirements.

b. Any person transferred to NPHIL shall:
   i. Sign the Professional Ethics and Code of Conduct of NPHIL prior to assuming duties or within thirty (30) working days after the effective date of the Act;
   ii. Sign the Employee Handbook of NPHIL prior to assuming duties or within thirty (30) working days after the effective date of the Act;
   iii. Be subject to the Human Resource Management Manual of NPHIL, the Professional Ethics and Code of Conduct of NPHIL and related regulations and to the administration of NPHIL;
   iv. No longer be a civil servant; and
   v. Sign employment contracts with NPHIL in line with the Decent Work Act

c. All transfers relating to the commencement of the NPHIL shall be completed within twelve (12) months as of the effective date of this Act.

ANY LAW TO THE CONTRARY NOTWITHSTANDING