

# The Architecture of Resilience: An Analysis of Homeland Security and Emergency Preparedness in Ghana

## Executive Summary

The Republic of Ghana, long regarded as a bastion of democratic stability in a volatile West African sub-region, has developed a sophisticated and forward-looking architecture for homeland security and emergency preparedness. This framework, codified in a comprehensive National Security Strategy (NSS) and a suite of supporting legislation and policies, reflects a modern, human-centric understanding of security. It aims to protect not only the territorial integrity of the state but also the safety, security, and well-being of its citizens from a diverse and evolving spectrum of threats. These threats range from the spillover of terrorism from the Sahel and maritime piracy in the Gulf of Guinea to recurrent natural disasters like floods and droughts, escalating cybercrime, and complex internal communal conflicts.

This report provides an exhaustive analysis of Ghana's security and emergency management ecosystem. Its central thesis is that while Ghana possesses an advanced policy and legal architecture for national resilience, its operational effectiveness is frequently constrained by a persistent and significant gap between policy and practice. This "policy-practice gap" is primarily driven by systemic challenges, including chronic underfunding of key agencies, persistent fragmentation and coordination deficits among security and response bodies, and an erosion of public trust that undermines the "whole-of-society" approach upon which its national strategy is built.

Key findings across the domains of homeland security and emergency preparedness reveal a landscape of commendable strategic foresight coexisting with significant operational vulnerabilities. In counter-terrorism, Ghana has adopted a proactive, multi-layered "defense-in-depth" posture, combining domestic prevention programs, hardened borders, and forward regional engagement through the Accra Initiative. In disaster management, the establishment of the National Centre for Coordination of Early Warning and Response Mechanism (NCCRM) is a direct and necessary response to the historically reactive posture of the National Disaster Management Organisation (NADMO). Furthermore, innovative financial instruments, such as the parametric flood insurance scheme for the Greater Accra region, signal a strategic shift towards proactive risk financing. The response to the COVID-19 pandemic, while initially exposing deep-seated weaknesses, ultimately served as a powerful catalyst for overhauling and integrating the nation's public health emergency systems around modern, resilient principles like the One Health approach.

However, these strengths are matched by considerable challenges. Key institutions like NADMO and the National Peace Council (NPC) are consistently hampered by resource shortfalls that prevent the full operationalization of their decentralized structures. The increasing deployment of the Ghana Armed Forces (GAF) for internal security tasks, while a pragmatic measure, risks blurring institutional mandates and further eroding public confidence in civilian law enforcement. In the maritime domain, a strategic divergence persists between the international focus on piracy and Ghana's domestic priority of combating Illegal, Unreported, and Unregulated (IUU) fishing—a key driver of the very criminality international partners seek to quell.

This report concludes with a set of strategic recommendations aimed at bridging the policy-practice divide. These recommendations focus on three core areas: first, institutional reform to strengthen inter-agency coordination, particularly between the early warning and response functions, and to clarify the roles of military and civilian agencies in internal security; second, the development of sustainable resource allocation models that ensure decentralized bodies have the capacity to implement national policy at the community level; and third, a concerted effort to rebuild public trust through enhanced transparency, accountability, and greater civil society participation in security sector oversight. By addressing these fundamental implementation gaps, Ghana can transform its well-designed architecture of resilience from a set of laudable policies into a lived reality for its citizens, reinforcing its status as a pillar of stability and a model for effective security governance in Africa.

## Chapter 1: The Strategic and Legal Foundations of National Security

The architecture of Ghana's national security and emergency preparedness is built upon a dual foundation: a dynamic strategic vision that has evolved to meet contemporary threats and a formal legal framework that establishes the core institutions of state security. Understanding this foundation is essential to analyzing the nation's capacity to protect its

sovereignty and its citizens. This chapter examines the strategic context shaping Ghana's security posture, dissects its overarching National Security Strategy (NSS), analyzes the foundational Security and Intelligence Agencies Act of 1996, and explores the practical governance mechanisms through which security policy is implemented from the national to the local level.

### 1.1 Ghana's Evolving Security Landscape: Domestic, Regional, and Global Contexts

Ghana's approach to national security is profoundly shaped by its unique position as a stable, democratic nation situated in a region characterized by significant instability. The strategic context is a complex interplay of domestic realities, regional pressures, and global trends, all of which inform the country's threat perception and policy formulation.<sup>1</sup> Geographically, Ghana's proximity to the volatile Sahel region makes it vulnerable to the southward drift of terrorism and transnational organized crime.<sup>2</sup> Its extensive coastline on the Gulf of Guinea places it at the epicenter of maritime threats, including piracy and illicit trafficking.<sup>3</sup>

Domestically, Ghana's security landscape is defined by a diverse set of challenges. These include crime-related threats such as armed robbery and smuggling; politically motivated tensions, particularly around elections; and long-standing communal conflicts rooted in disputes over chieftaincy and land.<sup>1</sup> Furthermore, the NSS explicitly recognizes socio-economic issues like corruption, governance deficits, nepotism, and illegal economic activities as significant threats to national stability, marking a crucial evolution in strategic thinking.<sup>1</sup> This recognition underpins a fundamental shift in Ghana's security philosophy. The traditional, limited defensive posture, focused almost exclusively on protecting the territorial integrity of the state and the security of the regime, is no longer considered adequate.<sup>6</sup> In its place, a more comprehensive human security paradigm has been adopted, which posits that the "safety, security and well-being of the citizens of Ghana is paramount".<sup>6</sup> This modern approach acknowledges that true national security cannot be achieved without addressing the underlying vulnerabilities that affect individuals and communities.

This strategic evolution is not merely an academic exercise; it is a direct response to the changing nature of threats. The 1996 Security and Intelligence Agencies Act, for instance, was crafted in an era where primary threats were conceived as espionage, sabotage, and attempts to overthrow the government—classic state-centric concerns.<sup>7</sup> The contemporary NSS, however, addresses a far broader and more interconnected threat portfolio. It understands that regional terrorism is often fueled by local grievances and economic despair, that maritime piracy can be driven by the collapse of local fishing economies, and that political stability can be undermined by public perception of corruption and impunity.<sup>1</sup> This nuanced understanding reflects both Ghana's internal democratic maturation and the complex, transnational character of 21st-century security challenges.

### 1.2 The National Security Strategy (NSS): A Whole-of-Government Approach

The National Security Strategy (NSS) stands as the cornerstone of Ghana's contemporary security policy, providing the strategic foundation for protecting and safeguarding the nation's cohesion and stability.<sup>6</sup> The document is a deliberate departure from the historically narrow focus on military defense, instead adopting a comprehensive and integrated framework that addresses a wide array of threats, risks, and challenges.<sup>6</sup> Its formulation is based on the central tenet of a "whole-of-government and whole-of-society" involvement, a principle that mandates unity of purpose and coordination of effort across all sectors of the state and society.<sup>6</sup>

This "whole-of-government" approach requires that the implementation of the NSS be driven systematically and transparently by all Ministries, Departments, and Agencies (MDAs) to ensure they deliver outcomes aimed at enhancing the country's resilience and stability.<sup>6</sup> The strategy is designed to enable constant monitoring of the threat situation, proactive prevention, and effective management, moving the national security apparatus from a reactive posture to a forward-looking one.<sup>6</sup>

The NSS is informed by a critical analysis of domestic, regional, and global security landscapes, identifying the underlying sources of Ghana's security challenges and making projections for the future.<sup>1</sup> Domestically, it confronts threats emanating from crime, political motivations, perceived injustice, and the nation's own social diversity, including issues like violent crime, governance deficits, corruption, and illegal trafficking.<sup>1</sup> Regionally and globally, it considers the contemporary threat profile and the peace and security frameworks of the Economic Community of West African States (ECOWAS), the African Union (AU), and the United Nations (UN), and how these impact Ghana's security.<sup>1</sup> The strategy's ultimate goal is to ensure the self-preservation of Ghana as a prosperous, stable, and sovereign state capable of providing for the safety and well-being of its citizens.<sup>6</sup>

### 1.3 The Legal Bedrock: Analysis of the Security and Intelligence Agencies Act (1996)

While the NSS provides the strategic vision, the Security and Intelligence Agencies Act, 1996 (Act 526) provides the core legal and institutional framework for Ghana's security apparatus.<sup>7</sup> This legislation formally establishes the key bodies responsible for national security governance and outlines their composition, functions, and interrelationships.<sup>7</sup>

At the apex of this structure is the National Security Council (NSC). The Act specifies its composition to include the highest levels of political and security leadership: the President (as Chair), the Vice-President, the Ministers for Foreign Affairs, Defence, Interior, and Finance, the Chief of Defence Staff, the Inspector-General of Police, and the heads of the intelligence agencies, among others.<sup>7</sup> The NSC's functions are broad, charging it with the overall responsibility to "consider and take appropriate measures to safeguard the internal and external security of Ghana" and to ensure the effective coordination of all government departments and agencies on matters of national security.<sup>7</sup>

The Act also legally constitutes Ghana's principal Intelligence Agencies. It continues in existence the Bureau of National Investigation (now the National Intelligence Bureau, NIB) as the Internal Intelligence Agency and the Research Department as the External Intelligence Agency.<sup>7</sup> Their mandated functions include collecting and analyzing intelligence on activities that may constitute threats to the state, such as espionage, sabotage, terrorism, drug trafficking, and actions intended to undermine the constitutional order through illegal means.<sup>7</sup>

Crucially, the Act establishes a decentralized structure for security governance through the creation of Regional and District Security Councils (REGSECs and DISECs). These bodies are designed to function as committees of the NSC at the sub-national level, with a mandate to provide early warning of security threats within their jurisdictions and to implement national security policy locally.<sup>7</sup> Finally, the Act creates the position of the National Security Co-ordinator, an officer responsible for the day-to-day coordination of the entire security and intelligence community, ensuring that intelligence is collated, evaluated, and disseminated effectively within the government.<sup>7</sup>

#### 1.4 Governance in Practice: The Role of the National, Regional, and District Security Councils

The three-tiered structure of the National Security Council (NSC), Regional Security Councils (REGSECs), and District Security Councils (DISECs) serves as the primary operational conduit for security governance in Ghana.<sup>7</sup> This framework is intended to ensure that national-level strategic decisions are translated into concrete actions at the regional and local levels, while also facilitating a bottom-up flow of information and intelligence. In principle, these councils are not meant to be closed circles of security officials. They are designed as multi-stakeholder platforms that incorporate representatives from civil society, traditional leadership, religious bodies, and the media, thereby fostering a community-centric and inclusive approach to security management.<sup>8</sup>

This structure enables the implementation of nationwide security initiatives at the grassroots level. A prominent example is the "See Something, Say Something" campaign, launched by the Ministry of National Security to educate the public on identifying and reporting potential extremist threats.<sup>8</sup> The success of such a campaign relies heavily on the ability of DISECs and REGSECs to engage effectively with local communities and build the trust necessary for information sharing.

However, a significant structural tension exists between the legal ideal of a decentralized security apparatus and the practical reality of highly centralized resource allocation and decision-making. While the 1996 Act legally empowers REGSECs and DISECs to function, their operational effectiveness is often contingent on directives and, critically, resources flowing from the national level in Accra. This dependency can create bottlenecks and limit the capacity for proactive, locally-driven security initiatives. This challenge is not unique to the security councils; it is a systemic issue observed across Ghana's broader preparedness architecture. For instance, sister institutions with similar decentralized mandates, such as the National Peace Council and the National Disaster Management Organisation, consistently report severe funding and capacity constraints at their regional and district levels.<sup>8</sup> The logical inference is that DISECs and REGSECs face similar impediments. This suggests a systemic disconnect where the policy and legal intent of decentralization is not matched by the requisite fiscal and logistical commitment from the central government, thereby concentrating effective power and resources in the capital and potentially undermining the agility and responsiveness of the security framework at the community level.

#### Chapter 2: Core Institutions for Security and Emergency Management

The execution of Ghana's national security and emergency preparedness strategies is entrusted to a diverse array of specialized government ministries, departments, and agencies. Each institution possesses a distinct mandate and structure, yet their effectiveness is contingent upon seamless inter-agency cooperation. This chapter provides a detailed analysis of these core institutions, examining their legal mandates, organizational structures, operational capabilities, and the inherent challenges they face. It maps the complex institutional landscape, highlighting the critical relationships and potential friction points that define Ghana's capacity to respond to threats and emergencies.

## 2.1 The National Disaster Management Organisation (NADMO): Mandate, Structure, and Operational Realities

The National Disaster Management Organisation (NADMO), established by Act 517 of 1996, is the principal government agency responsible for managing the full disaster cycle in Ghana.<sup>10</sup> Operating under the Ministry of the Interior, NADMO's mandate is comprehensive, encompassing all phases from disaster prevention and preparedness to response and recovery.<sup>10</sup> Its organizational structure is one of the most decentralized in the Ghanaian government, featuring a National Secretariat in Accra, ten Regional Secretariats, and an extensive network of Metropolitan, Municipal, District, and Zonal offices throughout the country.<sup>10</sup> This structure is designed to facilitate grassroots engagement and rapid local response. NADMO's core functions include preparing the National Disaster Management Plan, creating public awareness of hazards, training community-based volunteer groups, and coordinating the resources of all government institutions and non-governmental agencies during emergencies.<sup>10</sup>

Despite this comprehensive mandate and decentralized structure, NADMO's operational effectiveness has been a subject of persistent criticism. A significant challenge has been the organization's historical fixation on a top-down, response-oriented approach, often acting only after a disaster has occurred, rather than focusing on proactive risk reduction.<sup>13</sup> This reactive posture has led to a public perception of NADMO as primarily a relief distribution agency, handing out "rice and blankets" in the aftermath of a crisis.<sup>13</sup> This perception is rooted in deep-seated institutional weaknesses. Reports indicate that NADMO suffers from low levels of cooperation and coordination with key stakeholders, insufficient and unpredictable funding, and a critical lack of logistics and technically competent personnel.<sup>9</sup> The implementation of disaster risk reduction (DRR) policies is often ineffective due to these capacity and funding constraints.<sup>9</sup> However, there are indications of a strategic shift. Supported by international partners like the Pacific Disaster Center (PDC), NADMO has recently engaged in initiatives such as the National Disaster Preparedness Baseline Assessment, signaling a move towards a more proactive, data-driven approach to disaster management.<sup>14</sup>

## 2.2 The National Centre for Coordination of Early Warning and Response Mechanism (NCCRM): Bridging the Gap

The establishment of the National Centre for Coordination of Early Warning and Response Mechanism (NCCRM) by Act 1070 of 2021 represents a significant and deliberate reform of Ghana's emergency preparedness architecture.<sup>16</sup> The creation of this new, specialized agency is a direct acknowledgment of the systemic shortcomings in proactive threat identification and a strategic effort to bridge the critical gap between early warning and effective response.<sup>16</sup> The NCCRM operates as a national agency for strategic research with a mandate to enhance the country's capacity to prepare for, detect, and respond to emergencies and disasters.<sup>16</sup> Importantly, it is formally integrated into the broader regional security framework as part of the ECOWAS Early Warning Mechanism, ensuring that national-level analysis informs and is informed by regional trends.<sup>16</sup>

The Centre's core function is to serve as an analytical hub, responsible for collecting, centralizing, and analyzing data on human security threats across five thematic areas: Security (including Terrorism and Maritime Security), Crime and Criminality, Social, Economic and Environment, Governance and Human Rights, and Health and Pandemics.<sup>16</sup> Based on this analysis, the NCCRM is mandated to develop risk assessments and propose response options to both national authorities and the ECOWAS Commission.<sup>16</sup> It works in close collaboration with a wide range of stakeholders, including other government agencies, Civil Society Organisations (CSOs) like the West Africa Network for Peacebuilding (WANEP), and the National Peace Council, to strengthen conflict prevention and preparedness.<sup>16</sup>

The creation of the NCCRM fundamentally alters Ghana's disaster management ecosystem, establishing a critical nexus between it and NADMO. The NCCRM is designed to function as the proactive "brain" of the system, providing the timely and actionable intelligence that was previously lacking, while NADMO remains the operational "body" responsible for executing the response on the ground. This division of labor, however, creates a powerful interdependency. The success of the NCCRM's early warnings is rendered moot if NADMO, the primary responder, lacks the financial and logistical capacity to act upon them. Conversely, NADMO's operational effectiveness is capped by the quality of the intelligence it receives from the NCCRM. This relationship represents a potential point of institutional friction if roles, responsibilities, and information-sharing protocols are not seamlessly integrated and adequately resourced. The success of Ghana's entire disaster management system now hinges on the strength and functionality of this specific institutional linkage.

## 2.3 The Security and Intelligence Apparatus: Ministry of National Security, NIB, and Military Intelligence

At the heart of Ghana's homeland security framework is a trio of institutions responsible for intelligence and strategic coordination. The Ministry of National Security (MNS) serves as the lead cabinet-level body, charged with the overarching mandate of harmonizing policies and ensuring cooperation and collaboration among all of the nation's

security and intelligence agencies.<sup>19</sup> The MNS has been the driving force behind key strategic documents, having spearheaded the development of the National Framework for Preventing and Countering Violent Extremism and Terrorism (NAFPCVET).<sup>20</sup>

The National Intelligence Bureau (NIB), which evolved from the former Bureau of National Investigations (BNI), is the state's primary internal intelligence agency.<sup>21</sup> Its focus is on identifying and neutralizing threats to the internal security of the state, as defined by the Security and Intelligence Agencies Act. The NIB is a central actor in counter-terrorism investigations and collaborates with international partners to enhance its capabilities. For example, it has participated in comprehensive capacity-building initiatives with the U.S. Federal Bureau of Investigation (FBI) to improve its operational and legal competencies in counter-terrorism casework.<sup>22</sup>

The Ghana Armed Forces (GAF) contributes to the national intelligence picture primarily through its Military Intelligence directorate, which is responsible for gathering and analyzing defense-related intelligence to protect against external military threats.<sup>7</sup> Beyond intelligence, the GAF is a central pillar of national security. Its premier academic institution, the Ghana Armed Forces Command and Staff College (GAF CSC), serves as a hub for advanced professional military education, offering postgraduate programs in defense, international politics, and security studies to officers from Ghana and allied African nations.<sup>23</sup>

## 2.4 Law Enforcement and Armed Forces: The Ghana Police Service and Ghana Armed Forces

The responsibility for enforcing laws and maintaining order falls to two principal bodies: the Ghana Police Service and the Ghana Armed Forces. The Ghana Police Service (GPS) is the nation's primary civilian law enforcement agency, responsible for maintaining public order, preventing and detecting crime, and ensuring the safety of persons and property.<sup>10</sup> The GPS includes a number of specialized units designed to tackle modern security challenges. Among the most critical is the Cyber Crime Unit, located at the Criminal Investigations Department (CID) Headquarters. This unit is equipped with a digital forensics laboratory and is responsible for investigating all crimes where digital devices or networks are the target or the means, including online fraud, hacking, and online child exploitation.<sup>25</sup>

The Ghana Armed Forces (GAF) holds the constitutional mandate to defend the territorial integrity of Ghana from external aggression.<sup>26</sup> However, in response to the evolving security landscape, the GAF has seen its role expand significantly into the realm of internal security. This trend is evident in the deployment of military personnel for operations such as Operation Conquest Fist, which saw hundreds of soldiers, police, and border officials deployed to Ghana's five northern regions to counter transnational threats.<sup>8</sup> The GAF also participates in joint regional military operations, such as the Koudanlgou exercises with forces from Burkina Faso, Côte d'Ivoire, and Togo, which target violent extremism and smuggling across shared borders.<sup>8</sup>

This increasing reliance on the military for internal security functions, while often a pragmatic response to the severity of threats and the perceived capacity limitations of the police, has given rise to concerns about the "militarization" of domestic security.<sup>28</sup> The deployment of soldiers for tasks traditionally reserved for civilian police—such as providing VIP protection, securing mining concessions, and managing protests—blurs the lines between military and civilian roles.<sup>28</sup> This trend carries significant risks. Incidents of alleged military overreach and brutality against civilians have been reported, which can damage the armed forces' reputation and erode public trust.<sup>28</sup> Simultaneously, public confidence in the police has been undermined by reports of excessive force and perceptions of politicization.<sup>2</sup> This creates a dangerous dynamic: low trust in the police may necessitate military deployment, but incidents involving the military can then erode trust in that institution as well, potentially leaving citizens with no state security provider they feel they can rely on. This situation directly challenges the "whole-of-society" approach to security, which is fundamentally dependent on cooperation and trust between citizens and the state.

To provide a clear overview of this complex institutional landscape, the following table summarizes the key agencies involved in Ghana's security and emergency management framework.

## Chapter 3: Countering Transnational and Domestic Threats

Ghana's national security strategy is operationalized through a series of specific frameworks and initiatives designed to counter the most pressing threats to its stability. These threats are both transnational, originating from beyond its borders, and domestic, arising from internal socio-political dynamics. This chapter provides a detailed examination of Ghana's strategic responses to terrorism, maritime insecurity, cyber threats, and internal conflicts, analyzing the policies, institutions, and operational tactics employed to mitigate each specific challenge.

### 3.1 Counter-Terrorism Strategy: The "Prevent, Preempt, Protect, Respond" Framework and the Accra Initiative

In response to the escalating threat of violent extremism in the West African sub-region, Ghana has developed a comprehensive and proactive counter-terrorism posture. The cornerstone of this strategy is the National Framework for Preventing and Countering Violent Extremism and Terrorism (NAFPCVET).<sup>34</sup> This framework is built upon four mutually reinforcing pillars, often referred to as the "3PR" model:

**Prevent:** This pillar focuses on addressing the root causes and structural drivers of radicalization. It involves non-kinetic, human security approaches aimed at minimizing vulnerability within communities, building resilience, improving state presence and effectiveness in remote areas, and engaging with local organizations to counter extremist narratives.<sup>8</sup>

**Preempt:** This pillar centers on intelligence-led activities designed to detect, deter, and disrupt terrorist threats before they can materialize. It relies on the coordinated efforts of the intelligence agencies to identify potential threats and networks.<sup>8</sup>

**Protect:** This pillar involves measures to secure and harden potential targets, including critical national infrastructure and vulnerable public spaces, to reduce their attractiveness and susceptibility to attack.<sup>20</sup>

**Respond:** This pillar outlines the coordinated activities required to mitigate the impact of a terrorist attack, manage its consequences, and bring perpetrators to justice.<sup>20</sup>

This strategic framework is underpinned by a suite of legal instruments, most notably the Anti-Terrorism Act of 2008 (Act 762) and its subsequent 2012 amendment, which provide the legal basis for prosecuting terrorist activities.<sup>20</sup> Operationally, the strategy is implemented through a combination of tactics, including the deployment of security software at border control points for enhanced identification of suspects, sophisticated intelligence gathering techniques (including the use of covert human intelligence sources in communities), and regular, intensive inter-agency and international training programs to keep personnel abreast of new trends in terrorism.<sup>20</sup>

A critical component of Ghana's strategy is its commitment to regional cooperation. Ghana is a key interlocutor and a founding member of the Accra Initiative, a regional security cooperation mechanism that also includes Benin, Côte d'Ivoire, and Togo (and previously included the Sahelian states of Burkina Faso, Mali, and Niger).<sup>8</sup> The initiative is built on three pillars: intelligence and information sharing, training of security personnel, and, crucially, joint cross-border military operations.<sup>35</sup> Operations like the Koudanlgou series have seen Ghanaian forces deployed alongside their regional counterparts to conduct coordinated actions against terrorist groups and transnational criminal networks in border areas.<sup>8</sup>

This multi-faceted approach constitutes a sophisticated "defense-in-depth" strategy. It is fundamentally proactive, seeking to counter threats at multiple layers long before they can reach Ghana's heartland. The first layer is domestic prevention, which aims to eliminate the local conditions that foster extremism. The second layer is border hardening, which uses technology and enhanced troop presence to create a physical barrier to entry. The third and outermost layer is forward regional engagement through the Accra Initiative, which actively pushes the defensive perimeter into neighboring territories to disrupt terrorist safe havens and supply lines. This layered strategy represents a comprehensive model for pre-emptive counter-terrorism, distinguishing Ghana from many of its neighbors who have been forced into a more reactive posture after attacks have already occurred.

### 3.2 Maritime Security: Confronting Piracy and Illicit Activities in the Gulf of Guinea

As a major coastal state in the Gulf of Guinea (GoG), a region that has been a global hotspot for maritime crime, Ghana faces significant security challenges in its maritime domain. The primary threats include piracy and armed robbery at sea, which target international shipping, as well as a range of other illicit activities such as illegal bunkering, narcotics trafficking, and maritime terrorism.<sup>3</sup> A particularly pressing domestic threat is Illegal, Unreported, and Unregulated (IUU) fishing, which not only depletes national fish stocks and undermines the national economy but also devastates the livelihoods of coastal communities, creating conditions that can drive individuals toward piracy and other forms of maritime crime.<sup>3</sup>

Ghana's institutional response is led by the Ghana Maritime Authority (GMA), established under Act 630 of 2002.<sup>29</sup> The GMA is the lead regulator for the maritime industry and is responsible for implementing the Ghana Maritime Security Act of 2004 and the International Ship and Port Facility Security (ISPS) Code.<sup>38</sup> It serves as the principal coordinator for maritime domain awareness and chairs the national maritime security committee, bringing together all relevant stakeholders.<sup>29</sup> To enhance its capabilities, the GMA operates a Vessel Traffic Management Information System (VTMIS) for coastal surveillance and has procured a fleet of patrol boats and Search and Rescue vessels. These assets are deployed in coordination with the Ghana Navy and the Marine Police Unit of the Ghana Police

Service to conduct patrols, particularly at port anchorages.<sup>38</sup>

Regionally, Ghana is a key participant in the Yaoundé Architecture for Maritime Safety and Security, the primary framework for coordinating counter-piracy and maritime law enforcement efforts in the GoG.<sup>3</sup> Ghana hosts one of the five Maritime Multinational Coordination Centres (MMCC), which serves as a zonal hub for information sharing and operational coordination among the navies and coast guards of neighboring states.<sup>3</sup>

Despite this robust framework, a subtle but critical tension exists between Ghana's national maritime security priorities and those of many of its international partners. While global actors, including the UN Security Council and the global shipping industry, tend to focus overwhelmingly on combating piracy and armed robbery to secure vital sea lanes of communication, Ghanaian officials express equal, if not greater, concern over the devastating impact of IUU fishing.<sup>3</sup> From a Ghanaian perspective, IUU fishing is not merely an economic or environmental issue; it is a fundamental human security threat that destroys local economies and creates a pool of disaffected and impoverished coastal residents with advanced seafaring skills. These individuals are then vulnerable to recruitment by criminal syndicates engaged in piracy. This divergence in priorities is significant. International support that is exclusively focused on providing counter-piracy hardware and training may fail to address a key underlying driver of the very problem it seeks to solve. A more holistic approach that integrates efforts to combat IUU fishing would not only address a core Ghanaian security concern but would also represent a more sustainable, long-term strategy for reducing piracy in the Gulf of Guinea.

### 3.3 Defending the Digital Domain: Cybersecurity Policy and Enforcement

Recognizing the growing dependency on digital systems for its socio-economic development, Ghana has taken significant steps to establish a robust legal and institutional framework for cybersecurity. The centerpiece of this effort is the Cybersecurity Act, 2020 (Act 1038), a comprehensive piece of legislation that provides the legal foundation for regulating cybersecurity activities and prosecuting a wide range of cybercrimes.<sup>30</sup> The Act addresses offenses such as illegal data access, identity theft, cyber deception, and the production and sharing of false or misleading digital content.<sup>30</sup> Its data protection provisions are aligned with Ghana's Data Protection Act of 2012, emphasizing the principle of consent for processing personal data.<sup>30</sup>

The institutional framework for implementing this legislation is two-pronged. The Cyber Security Authority (CSA), established by Act 1038, is the lead national agency responsible for all cybersecurity matters.<sup>31</sup> Its mandate is to regulate the sector, promote the development of cybersecurity capabilities nationwide, and lead the implementation of national policy.<sup>30</sup> The CSA works in tandem with the Ghana Police Service's Cyber Crime Unit. This specialized unit, based at the CID Headquarters, is the primary law enforcement body for tackling digital crime. It is tasked with conducting investigations, performing digital forensic analysis on seized devices, and carrying out online monitoring and surveillance to detect and prevent criminal activities in Ghana's cyberspace.<sup>25</sup>

Ghana's overarching strategy is articulated in the National Cybersecurity Policy and Strategy (NCPS). This policy is structured around five critical pillars: Legal Measures, Technical Measures, Organisational Measures, Capacity Building, and Cooperation.<sup>31</sup> It aims to build a resilient digital ecosystem, secure critical digital infrastructure, develop national capacity, deter cybercrime, and strengthen both domestic and international cooperation. The strategy acknowledges the multi-dimensional nature of cyber threats and enshrines the need for a multi-sectoral, collective response involving government, the private sector, and civil society.<sup>31</sup>

### 3.4 Managing Internal Conflicts: The National Peace Council and the Chieftaincy-Land Nexus

While Ghana is renowned for its national-level political stability, its society is characterized by numerous long-standing and often recurrent communal conflicts.<sup>5</sup> These internal conflicts are a significant drain on security resources and pose a latent threat to national cohesion. The root causes are complex and deeply embedded in the country's history and social structure. They frequently revolve around disputes over chieftaincy succession and contested land ownership, issues often traced back to colonial-era policies.<sup>5</sup> These core disputes are often inflamed and exacerbated by modern factors, including inter-ethnic tensions, political rivalries, and the stark North-South dichotomy in economic development, which creates significant regional inequalities.<sup>5</sup>

In response to these persistent challenges, Ghana has established an innovative and widely respected "infrastructure for peace" in the form of the National Peace Council (NPC).<sup>8</sup> Established legally by the National Peace Council Act of 2011 (Act 818), the NPC's core mandate is to facilitate and develop mechanisms for conflict prevention, management, and resolution, and to build sustainable peace throughout the country.<sup>8</sup>

The structure of the NPC deliberately mirrors that of the formal security councils, with a three-tiered system of National, Regional, and District Peace Councils. This parallel structure is designed to ensure close engagement and collaboration with its security counterparts at every level of governance.<sup>8</sup> What makes the NPC particularly effective and grants it a high degree of legitimacy and community trust is its inclusive composition. The 13-member councils are comprised of representatives from Ghana's main Christian and Muslim bodies, traditional authorities (chiefs), African traditional religions, civil society organizations, and two presidential nominees (one of whom must be female).<sup>8</sup> This broad-based representation ensures that the NPC is seen not as an arm of the state, but as a credible and impartial arbiter. However, the NPC's significant potential is severely constrained by a critical lack of resources. While the national and most regional councils are functional, the establishment of operational District Peace Councils—the crucial grassroots level of the architecture—has been severely hampered by inadequate funding, limiting the NPC's ability to proactively engage in conflict prevention at the community level where disputes often originate.<sup>8</sup>

#### Chapter 4: Hazard-Specific Emergency Preparedness and Response

Beyond its framework for countering security threats, Ghana has developed a series of hazard-specific strategies to prepare for and respond to natural disasters, man-made incidents, and public health emergencies. These plans reflect the diverse risk profile of the country, which is susceptible to both climatic shocks and public health crises. This chapter provides a granular analysis of Ghana's preparedness and response mechanisms for its most prevalent hazards, evaluating the strategies, capabilities, and lessons learned in each domain.

##### 4.1 Natural Disasters: Integrated Strategies for Flood and Drought Management

Ghana's climate exposes it to a dual threat of extreme water-related disasters, a phenomenon scientists have termed "climate whiplash," where periods of devastating floods can be followed by severe droughts.<sup>40</sup> This requires a nimble and multifaceted approach to disaster management.

###### Flooding

Flooding is the most prevalent natural disaster in Ghana, accounting for significant economic damage and loss of life over the decades.<sup>41</sup> The risk is particularly acute in urban areas like the Greater Accra Metropolitan Area (GAMA), where rapid and often unplanned urbanization, coupled with inadequate drainage systems and the intensifying effects of climate change, has heightened vulnerability.<sup>41</sup> The national response framework for flooding is led by NADMO and is theoretically focused on early warning systems, community-based disaster risk reduction, and building infrastructure resilience.<sup>42</sup> However, studies have shown that these efforts have had limited success, with a majority of households in flood-prone areas remaining unprepared for disasters.<sup>41</sup>

In a significant strategic innovation, Ghana has developed the GAMA Flood Contingency Plan. This bespoke framework for the capital region represents a major step forward in disaster management by integrating a parametric flood risk insurance solution.<sup>42</sup> This approach marks a critical evolution from traditional, often slow, post-disaster relief efforts. The parametric model is designed to provide pre-arranged, rapid financial payouts once a pre-defined trigger event, such as a specific level of rainfall or flooding, is met. This ensures the swift allocation of resources to essential recovery services, including food relief, emergency shelter, and the restoration of critical infrastructure, allowing for a much faster and more predictable start to the recovery process.<sup>42</sup> This use of a sophisticated, market-based financial instrument to build resilience is a pioneering approach in the region and could serve as a model for managing other climate-related risks.

###### Drought

The threat of drought is most severe in Ghana's northern regions, where it poses a direct threat to food security and the livelihoods of millions who depend on rain-fed agriculture.<sup>40</sup> A single year of severe drought can lead to widespread crop failure and billions of dollars in economic losses.<sup>40</sup> Ghana's primary strategic response is the National Action Programme to Combat Drought and Desertification, a long-term sectoral program running from 2002 to 2027.<sup>43</sup> The program's main objective is to sustain agricultural production and ensure food security in the face of increasing aridity. Its key activities are comprehensive and include strengthening research into and promoting the dissemination of drought-tolerant crop varieties, developing early warning systems and contingency plans for food and water supply, strengthening the capacity of the Ghana Irrigation Development Authority, and implementing water harvesting technologies.<sup>43</sup> These national efforts are augmented by international partnerships, such as a project with UNESCO and the Government of Japan focused on the Volta River Basin, which aims to build smarter, community-accessible early warning systems (e.g., via WhatsApp) and empower local communities through citizen science programs for water data collection.<sup>40</sup>

## 4.2 Man-Made Disasters: The Capabilities of the Ghana National Fire Service (GNFS)

The Ghana National Fire Service (GNFS), operating under the Ministry of the Interior, is the lead agency for responding to man-made disasters, primarily fires.<sup>32</sup> Its mandate, established by the GNFS Act of 1997, is multifaceted. Beyond its core function of fire management, the GNFS is responsible for extensive public education programs to raise awareness of fire hazards, providing technical advice on fire safety measures for new building plans, and offering rescue, extrication, and evacuation services to people trapped in fires or other emergency situations.<sup>32</sup> The Service also plays a role in community-level preparedness by training and organizing fire volunteer squads.<sup>32</sup>

While the GNFS possesses a clear and comprehensive legal mandate, its operational capabilities are constrained by significant logistical and infrastructural challenges. Academic research has highlighted that fire stations are often poorly distributed, particularly in Ghana's largest and most densely populated urban centers. A study focusing on Kumasi, the country's second-largest city, found that large portions of the metropolis are underserved by existing fire facilities.<sup>33</sup> This poor spatial distribution leads to longer response times, which in turn contributes to greater damage to property and increased risk to life. This situation underscores a recurring theme in Ghana's emergency preparedness: a well-defined institutional mandate that is undermined by practical gaps in resources and infrastructure.

## 4.3 Public Health Emergencies: Lessons from COVID-19 and the National Preparedness Plan

Ghana's journey in public health emergency preparedness has been one of profound transformation, catalyzed by the crucible of the COVID-19 pandemic. Assessments conducted prior to the pandemic painted a grim picture, with one study concluding that Ghana's health emergency preparedness was in "disarray," noting that three out of every four health facilities lacked basic emergency plans, surge capacity planning, or triage systems for mass casualty events.<sup>44</sup> Recognizing these vulnerabilities, Ghana underwent a World Health Organization (WHO) Joint External Evaluation (JEE) in 2017, which led to the development of a National Action Plan for Health Security (NAPHS) aimed at systematically addressing the identified gaps.<sup>44</sup>

The arrival of COVID-19 in March 2020 triggered the declaration of a Public Health Emergency of National Concern and served as a massive stress test for this nascent preparedness system.<sup>45</sup> The government's response was swift and highly centralized, led by an Inter-Ministerial Coordinating Committee chaired by the President.<sup>46</sup> The national strategy focused on five core themes: limiting the importation of the virus, early detection and containment, providing quality care for the sick, mitigating the socio-economic impact, and expanding domestic capacity.<sup>45</sup> This was implemented through a series of decisive measures, including closing borders, banning public gatherings, imposing lockdowns in major cities, and launching aggressive public education campaigns promoting hygiene and the use of face masks.<sup>47</sup>

While the initial response was hampered by shortages of personal protective equipment (PPE) and limited testing capacity, the pandemic ultimately served as a powerful catalyst that forced the integration and modernization of Ghana's entire public health emergency architecture.<sup>46</sup> The crisis provided the political will and impetus to build new infrastructure, such as the establishment of Regional Public Health Emergency Operation Centers (PHEOCs), and to expand laboratory and treatment capacities across the country.<sup>46</sup>

The lessons learned from this experience have directly informed Ghana's post-pandemic strategy. With support from international partners like the Pandemic Fund, the current national plan is built on a modern, integrated, and resilient foundation.<sup>51</sup> The strategy focuses on three key pillars:

**Reinforcing Surveillance:** This involves moving towards electronic, integrated surveillance systems that are aligned with the One Health approach, which recognizes the interconnection between human, animal, and environmental health. The goal is to enable real-time reporting and data sharing from health facilities and points of entry.<sup>51</sup>

**Upgrading Laboratories:** This includes aligning laboratory systems with the One Health concept, revising biosafety and biosecurity practices, and bolstering diagnostic capacity for both human and animal diseases.<sup>51</sup>

**Developing the Workforce:** This pillar focuses on expanding advanced training programs like the Field Epidemiology Training Program (FETP) and educating the health workforce on International Health Regulations (IHR) to enhance surge capacity during emergencies.<sup>51</sup>

Furthermore, the traumatic experience of the pandemic has led to a new and critical focus on integrating Mental Health and Psychosocial Support (MHPSS) into all future emergency responses, recognizing that mental health care is as critical as food, water, or shelter in a crisis.<sup>52</sup> The pandemic, while a devastating event, effectively broke the old, fragmented system and forced the creation of a more coherent and resilient public health security framework for the future.

## Chapter 5: Ghana's Role in Regional and International Security Cooperation

Ghana's national security is inextricably linked to the stability of the West African sub-region and the broader international community. Consequently, the country has long pursued a foreign policy that emphasizes active participation in regional and global security cooperation. It is widely regarded as a key security actor and a pillar of stability in West Africa. This chapter assesses Ghana's significant contributions to the ECOWAS security architecture and analyzes its strategic partnerships with bilateral and multilateral allies, which are crucial for capacity building and coordinated threat response.

### 5.1 A Pillar of Stability: Ghana's Contribution to the ECOWAS Security Architecture

Ghana has been a cornerstone of the Economic Community of West African States (ECOWAS) peace and security architecture since its inception in the early 1990s. This leadership role is a fundamental tenet of its foreign policy, driven by a dual motivation: a principled commitment to Pan-Africanism and regional solidarity, and a pragmatic national interest in preventing the spillover of conflicts from neighboring countries that could jeopardize its own hard-won stability.<sup>53</sup>

The most visible manifestation of this commitment has been Ghana's role as a leading troop-contributing country to regional peacekeeping and peace support operations. The Ghana Armed Forces were among the first to deploy under the ECOWAS Ceasefire Monitoring Group (ECOMOG) in Liberia in 1990 and subsequently played significant roles in missions in Sierra Leone and Côte d'Ivoire.<sup>53</sup> Ghanaian peacekeepers have earned an international reputation for their professionalism and have been instrumental in alleviating human suffering and stabilizing conflict zones across the sub-region.<sup>53</sup>

Beyond peacekeeping, Ghana has been a key player in regional diplomacy and mediation. During the protracted Liberian civil wars, Ghana, particularly under the leadership of former President Jerry Rawlings as ECOWAS Chairman, hosted numerous peace talks and was instrumental in brokering several peace agreements.<sup>53</sup> This diplomatic leadership continues today. In a region that has experienced a recent wave of military coups and democratic backsliding, Ghana stands out as a democratic bulwark, consistently advocating for good governance and constitutional order within ECOWAS.<sup>55</sup> This role is further institutionalized through mechanisms like the NCCRM, which is a formal node in the ECOWAS regional early warning network, directly linking Ghana's national threat assessment capabilities to the regional security apparatus.<sup>16</sup>

However, this position of regional leadership presents a significant strategic challenge. As the security situation in the Sahel continues to deteriorate and ECOWAS itself faces internal fractures, such as the withdrawal of the Sahelian states, immense pressure falls upon the remaining anchor states like Ghana.<sup>35</sup> This external burden creates a condition of strategic overstretch, forcing a difficult balancing act. The same limited and highly professional military, intelligence, and financial resources required to fulfill Ghana's regional responsibilities are also desperately needed to address pressing domestic security threats, such as reinforcing its northern borders, managing internal conflicts, and combating crime. This competition for resources between external commitments and internal priorities represents a fundamental, yet often unstated, paradox at the heart of Ghana's security posture.

### 5.2 Strategic Alliances: Bilateral and Multilateral Security Partnerships

To augment its own capabilities and address the transnational nature of modern security threats, Ghana maintains a web of robust strategic partnerships with key bilateral and multilateral actors. The United States stands out as a particularly crucial security partner. This relationship is multifaceted and includes extensive cooperation in capacity building and defense. For instance, the U.S. FBI has provided comprehensive training to Ghana's National Intelligence Bureau to enhance its counter-terrorism investigation capabilities, while the U.S. Africa Command (AFRICOM) regularly conducts joint military exercises, such as African Lion, with the Ghana Armed Forces.<sup>8</sup> A 2018 military cooperation agreement further solidified this partnership, particularly in the context of counter-terrorism deployments in the sub-region.<sup>20</sup> U.S. security assistance programs are broadly aimed at bolstering the professionalism of Ghana's security services and strengthening its rule of law institutions.<sup>56</sup>

Ghana also engages in defense cooperation with European powers, including the United Kingdom and France, primarily through joint military training exercises designed to enhance interoperability and operational readiness.<sup>8</sup>

On the multilateral front, Ghana is a long-standing and highly respected contributor to United Nations peacekeeping operations around the world, a role that builds upon its deep experience in regional missions.<sup>54</sup> The country actively aligns its national strategies with global frameworks, participating in UN-led initiatives related to disaster risk reduction (the Sendai Framework) and global counter-terrorism.<sup>12</sup> Furthermore, international financial and development

institutions are critical partners in building Ghana's resilience. The World Bank and the United Nations Development Programme (UNDP) have been instrumental in providing the funding and technical expertise for major projects in disaster management, such as the GAMA Flood Contingency Plan, and in public health preparedness, including the COVID-19 emergency response and the ongoing support from the Pandemic Fund.<sup>42</sup> These partnerships are essential for bridging the resource gaps that often hinder the implementation of Ghana's ambitious national strategies.

## Chapter 6: Integrated Analysis and Strategic Recommendations

A holistic assessment of Ghana's homeland security and emergency preparedness reveals a nation with a clear strategic vision and a sophisticated policy architecture. However, the translation of this vision into consistent, effective action on the ground is impeded by a series of interconnected, systemic challenges. This concluding chapter synthesizes the key challenges identified throughout the report, coalescing them into the central problem of a "policy-practice gap." Based on this integrated analysis, it offers a set of actionable recommendations aimed at strengthening national resilience and provides a forward-looking perspective on the emerging threats and opportunities that will shape Ghana's security landscape in the coming years.

### 6.1 Synthesis of Key Challenges: The Policy-Practice Gap

The gap between Ghana's well-articulated policies and their operational implementation is the single most significant vulnerability in its national resilience framework. This gap manifests across four critical dimensions:

**Coordination vs. Fragmentation:** The "whole-of-government" principle enshrined in the National Security Strategy is an ideal that is not always met in practice. Despite formal coordinating bodies like the National Security Council, security and response agencies often continue to operate in institutional silos.<sup>2</sup> This fragmentation can hinder the timely sharing of intelligence and impede the execution of swift, unified responses to crises. The newly established relationship between the NCCRM (early warning) and NADMO (response) is a prime example of a critical institutional linkage where seamless coordination is paramount, yet represents a potential point of failure if not managed and resourced effectively.

**Mandates vs. Resources:** A recurring theme across nearly every key institution is the profound mismatch between their comprehensive legal mandates and their allocated resources. Agencies like NADMO, the National Peace Council, and the Ghana National Fire Service are tasked with nationwide responsibilities but are consistently hampered by inadequate and unpredictable funding.<sup>8</sup> This chronic resource scarcity directly translates into severe operational capacity gaps, including shortages of essential logistics, poorly maintained equipment, and an inability to attract and retain sufficient numbers of skilled personnel. The result is that the decentralized structures designed to bring preparedness to the community level, such as District Peace Councils and NADMO's district offices, often exist on paper but lack the capacity to function effectively.<sup>8</sup>

**Policy vs. Implementation:** Ghana has demonstrated a remarkable ability to develop modern, forward-looking strategies that align with international best practices. The NSS, the NAFPCVET, the GAMA Flood Plan, and the post-COVID National Action Plan for Health Security are all examples of sophisticated policy formulation. However, the effective translation of these national-level policies into tangible outcomes at the district and community levels is often weak.<sup>9</sup> This implementation failure is a direct consequence of the coordination and resource gaps outlined above. Without the necessary funding and inter-agency synergy, even the best-designed strategies remain aspirational documents rather than operational realities.

**State Security vs. Public Trust:** A foundational threat to Ghana's security architecture is the erosion of public trust in the state's security institutions. This erosion is fueled by perceptions of corruption, reports of human rights abuses and excessive force by security personnel, and the persistence of political vigilantism.<sup>28</sup> This lack of trust directly undermines the "whole-of-society" approach, which depends on citizen cooperation for its success. Community-level intelligence gathering, early warning systems, and resilience initiatives cannot function if citizens are afraid of or alienated from the very security forces meant to protect them. The contradiction between Ghana's international reputation as a model democracy and domestic reports of state surveillance and police brutality represents a critical vulnerability that can be exploited by those seeking to destabilize the nation.<sup>55</sup>

### 6.2 Recommendations for Strengthening National Resilience

Addressing the policy-practice gap requires a concerted and sustained effort focused on institutional reform, strategic resource allocation, continuous capacity building, and rebuilding the social contract between the state and its citizens. The following recommendations are proposed:

## **Institutional Reform and Coordination:**

**Formalize NCCRM-NADMO Operational Protocols:** The government should prioritize the development and formalization of Standard Operating Procedures (SOPs) that clearly define the roles, responsibilities, and information-sharing protocols between the NCCRM and NADMO. Joint training exercises and simulations should be conducted regularly to test and refine these protocols, ensuring that early warnings from the NCCRM translate into timely and effective action by NADMO and other responding agencies.

**Review GAF Internal Security Deployment Protocols:** The Ministry of Defence, in consultation with the Ministry of the Interior and civil society stakeholders, should conduct a comprehensive review of the protocols governing the deployment of the Ghana Armed Forces for internal security operations. The review should aim to establish clear, publicly understood guidelines that define the specific circumstances under which military deployment is warranted, the rules of engagement, and the mechanisms for accountability. This is crucial for preventing mandate creep and rebuilding public trust.

**Strengthen Security Sector Oversight:** Parliament's oversight committees for defense and the interior should be strengthened with greater resources and technical expertise to provide more robust and independent oversight of the security sector. This includes scrutinizing budgets, investigating incidents of misconduct, and ensuring compliance with human rights standards.

## **Resource Allocation and Financial Sustainability:**

**Implement Multi-Year, Predictable Funding:** The government should move away from ad-hoc funding and establish dedicated, multi-year budgetary allocations for key resilience institutions, particularly NADMO and the National Peace Council. This predictable funding is essential for long-term planning, procurement of necessary logistics, and the full operationalization of their vital decentralized structures at the regional and district levels.

**Expand Innovative Risk Financing:** The success of the GAMA parametric insurance model should be studied and, where feasible, replicated and scaled up to address other hazards (e.g., drought) and other vulnerable regions. The government should explore public-private partnerships to develop a broader suite of financial instruments that can enhance the nation's financial resilience to disasters.

## **Capacity Building and Professionalization:**

**Invest in Human Capital:** Continue to invest in the professional training and development of personnel across the security, intelligence, and disaster management sectors. Curricula should emphasize not only technical and operational skills but also modules on human rights, community engagement, de-escalation techniques, and gender sensitivity in security operations.

**Enhance Analytical Capabilities:** Strengthen the analytical capabilities of the intelligence community and agencies like the NCCRM by investing in modern data analytics tools and training personnel in advanced analytical techniques to better identify emerging threats and trends from complex data sets.

## **Bridging the Civil-Military Divide and Rebuilding Trust:**

**Establish Independent Accountability Mechanisms:** Create a fully independent body, such as a police complaints commission, with the power to investigate allegations of misconduct and excessive force by security personnel. Ensuring that there are transparent and credible consequences for abuse is the most effective way to rebuild public trust.

**Deepen Civil Society Participation:** Move beyond ad-hoc consultations and formally integrate credible civil society organizations into security sector governance and oversight. This could include granting observer status to CSOs on certain committees or establishing regular, structured dialogue platforms between security chiefs and civil society leaders.

### **6.3 Future Outlook: Anticipating Emerging Threats and Opportunities**

As Ghana looks to the future, its security landscape will continue to be shaped by a dynamic set of emerging threats and opportunities. The impacts of climate change will intensify, likely increasing the frequency and severity of floods and droughts, which can in turn exacerbate resource-based conflicts and create new displacement and humanitarian

challenges. The digital domain will present evolving threats, with the potential for AI-driven disinformation to disrupt elections and inflame social tensions, requiring ever more sophisticated cybersecurity defenses. Continued economic pressures and high youth unemployment could fuel political instability and make marginalized communities more susceptible to recruitment by extremist and criminal groups.

However, Ghana also possesses significant opportunities to enhance its resilience. The country's burgeoning technology sector can be harnessed to develop innovative, locally-grown solutions for early warning, emergency communication, and security management. Its established reputation and institutional assets, such as the Kofi Annan International Peacekeeping Training Centre (KAIPTC) and the MMCC, position Ghana to deepen its role as a regional hub for security training and coordination, attracting further international support and expertise. By strategically leveraging these opportunities and decisively addressing the systemic challenges outlined in this report, Ghana can close the gap between its strategic vision and its operational reality. The task is to transform its well-designed architecture of resilience from an impressive blueprint into a robust and reliable shield that protects the nation and all its citizens in an uncertain world.

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| Agency & Acronym                                                                 | Mandate / Founding Legislation                         | Parent Ministry               | Core Functions                                                                                                                                                              | Key Interdependencies & Challenges                                                                                                                                                  |
|----------------------------------------------------------------------------------|--------------------------------------------------------|-------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| National Disaster Management Organisation (NADMO)                                | Act 517 of 1996                                        | Ministry of the Interior      | Manages the full disaster cycle (prevention, preparedness, response, recovery); coordinates government and NGO resources during emergencies; public awareness and training. | Relies on NCCRM for early warning; coordinates with Police, Fire, Health services. Faces chronic funding/logistics shortfalls and a historically reactive posture. <sup>9</sup>     |
| National Centre for Coordination of Early Warning and Response Mechanism (NCCRM) | Act 1070 of 2021                                       | Office of the President       | Collects and analyzes data on human security threats; provides early warning and response recommendations to national and ECOWAS authorities; bridges warning-response gap. | Critical link to NADMO for operational response; collaborates with CSOs, NPC, and ECOWAS. Its effectiveness depends on the response capacity of other agencies. <sup>16</sup>       |
| Ministry of National Security (MNS)                                              | -                                                      | -                             | Cabinet-level ministry responsible for harmonizing and coordinating all security and intelligence agencies; leads development of national security policy and strategy.     | Oversees NIB, GAF, GPS, etc. Faces challenges of inter-agency fragmentation and politicization of security agencies. <sup>2</sup>                                                   |
| National Intelligence Bureau (NIB)                                               | Security and Intelligence Agencies Act, 1996 (Act 526) | Ministry of National Security | Primary internal intelligence agency; collects intelligence on threats such as terrorism, espionage, sabotage, and subversion.                                              | Works with Police for investigations and GAF for defense intelligence. Requires strong inter-agency intelligence sharing mechanisms to be effective. <sup>7</sup>                   |
| Ghana Armed Forces (GAF)                                                         | Constitution of Ghana, 1992                            | Ministry of Defence           | Defends Ghana's territorial integrity; increasingly involved in internal security operations, counter-terrorism, and regional peacekeeping.                                 | Collaborates with Police and Immigration on border security; works with GMA/Navy on maritime security. Faces risk of strategic overstretch and public trust issues. <sup>8</sup>    |
| Ghana Police Service (GPS)                                                       | Constitution of Ghana, 1992                            | Ministry of the Interior      | Primary civilian law enforcement agency; maintains public order, prevents and investigates crime. Includes specialized units like the Cyber Crime Unit.                     | Works with NIB on intelligence-led operations and GAF on joint internal security deployments. Faces challenges of public trust, corruption, and resource constraints. <sup>25</sup> |
| National Peace Council (NPC)                                                     | National Peace Council Act, 2011 (Act 818)             | - (Independent Body)          | Facilitates conflict prevention, management, and resolution through dialogue and mediation; builds sustainable peace via a decentralized, multi-stakeholder structure.      | Works with REGSECs/DISECs and CSOs. Its effectiveness is severely hampered by inadequate funding, especially for its district-level councils. <sup>8</sup>                          |

| Agency & Acronym                   | Mandate / Founding Legislation                  | Parent Ministry            | Core Functions                                                                                                                                      | Key Interdependencies & Challenges                                                                                                                                     |
|------------------------------------|-------------------------------------------------|----------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Ghana Maritime Authority (GMA)     | Ghana Maritime Authority Act, 2002 (Act 630)    | Ministry of Transport      | Regulates the maritime industry; ensures maritime safety and security; coordinates maritime domain awareness and implements the ISPS Code.          | Collaborates with Ghana Navy and Marine Police for patrols. Must balance international counter-piracy priorities with domestic concerns like IUU fishing. <sup>3</sup> |
| Cyber Security Authority (CSA)     | Cybersecurity Act, 2020 (Act 1038)              | Ministry of Communications | Regulates all cybersecurity activities; promotes cybersecurity development; leads implementation of the National Cybersecurity Policy and Strategy. | Cooperates with the Police Cyber Crime Unit for enforcement and prosecution. Faces a rapidly evolving and sophisticated threat landscape. <sup>30</sup>                |
| Ghana National Fire Service (GNFS) | Ghana National Fire Service Act, 1997 (Act 537) | Ministry of the Interior   | Prevents and manages fires; provides rescue, extrication, and evacuation services in emergencies; conducts public fire safety education.            | Key stakeholder in NADMO's response framework. Suffers from poor distribution of stations and equipment, impacting response times. <sup>32</sup>                       |