STAKEHOLDER MAPPING AND ANALYSIS: GHANA EDUCATION IN EMERGENCY LANDSCAPE

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Executive Summary

Globally, the number of out-of-school children and youth (OOSCY) continues to rise, with sub-Saharan Africa carrying a disproportionate share of this burden—and Ghana is no exception. An estimated one million children in Ghana are out of school, with the highest concentrations in northern and rural areas. In fragile, conflict and violence (FCV)-affected settings such as the Upper East Region, recurring conflict, insecurity, and natural disasters have further disrupted access to education, especially for girls and other marginalised groups. A wide range of actors—government agencies, bilateral and multilateral partners, international and local NGOs, faith-based organisations, and civil society organisations—currently implement Education in Emergencies (EiE) interventions. However, until now there has been no systematic stakeholder mapping and analysis for EiE in these emergency-affected areas to inform more strategic, scalable, and coordinated responses.

This stakeholder mapping and analysis was undertaken to fill that gap. It examines the complex ecosystem of actors working on EiE in FCV-affected areas of Ghana, with a focus on the Upper East Region. The study identifies and profiles key stakeholders in the education and EiE sectors, explores their mandates, interests, and levels of influence, and analyses how they collaborate—or fail to collaborate—in delivering education services during crises. A mixed-methods approach was employed, combining an in-depth desk review of policies and programme documentation with a stakeholder engagement workshop and 28 semi-structured interviews with national, regional, district, and community-level actors.

The findings show a diverse constellation of stakeholders operating in FCV-affected districts, including government agencies such as the Ghana Education Service (GES) and NADMO; international agencies such as UNICEF, WFP, UNHCR and CRS; national and local NGOs such as Afrikids, ActionAid, School for Life (SFL), NNED, GILLBT, NABOCADO, FAWE, and BEWDA; and community-based actors including traditional authorities and School Management Committees (SMCs). Together, these actors contribute to a wide range of EiE interventions: Complementary Basic Education (CBE) for out-of-school children, girl-focused education initiatives, radio-based learning, school feeding, child protection, peacebuilding, and psychosocial support for teachers and learners.

At the same time, the analysis reveals significant systemic gaps and constraints. Geographical coverage remains uneven, with remote and conflict-prone communities—especially along borders—often underserved. Psychosocial support and trauma-informed services for learners and teachers are fragmented and heavily project-dependent. Persistent teacher shortages and difficulties in deploying qualified staff to FCV-affected areas undermine learning continuity and quality. Coordination challenges are pronounced: stakeholders frequently operate in silos, with parallel monitoring systems and limited information sharing, leading to duplication of efforts in some districts and unmet needs in others. Power asymmetries further complicate the landscape: high-influence actors such as GES and UN agencies shape priorities and resource flows, while high-interest but low-influence actors—such as SMCs, local NGOs, and community groups—have limited voice in agenda-setting despite their proximity to affected populations and contextual expertise.

Considering these findings, the study underscores the need for stronger, more inclusive, and context-responsive EiE systems. Priority directions include: establishing a regional EiE coordination mechanism in the Upper East Region; strengthening community-led and locally grounded innovations such as mother-tongue literacy and radio programming; systematically integrating psychosocial support and mental health services into school and teacher support structures; addressing teacher shortages and deployment challenges through targeted incentives and support; and embedding gender-responsive approaches that tackle socio-cultural barriers to girls' education. By better aligning top-down policy and financing frameworks with locally driven, gender-sensitive, and conflict-aware strategies, stakeholders can enhance the resilience of education systems and safeguard equitable learning opportunities for children and youth living in Ghana's FCV-affected areas.

List of Acronyms

AAG	Action Aid Ghana
AEPs	Accelerated Education Programmes
AFC	Associates for Change
BECE	Basic Education Certificate Examination
BEWDA	Belim Wusa Development Agency
CAMFED	The Campaign for Female Education
CBE	Complementary Basic Education
CBOs	Community Based Organisations
CEA	Complementary Education Agency
CRS	Catholic Relief Services
CSOs	Civil Society Organisations
EiE	Education in Emergencies
FAWE	Forum for African Women Educationalists
FBOs	Faith-based Organisations
FCDO	Foreign, Commonwealth & Development Office
FCV	Fragile, Conflict and Violence
FGM	Female Genital Mutilation
GBV	Gender-based Violence
GES	Ghana Education Service
GHS	Ghana Health Service
GILLBT	Ghana Institute of Linguistics, Literacy and Bible Translation
GNECC	Ghana National Education Campaign Coalition
GRB	Ghana Refugees Board
IDP	Internally Displaced Person
IDRC	International Development Research Centre
JHS	Junior High School
KGs	Kindergartens
MEL	Monitoring, Evaluation and Learning
MMDAs	Metropolitan, Municipal, District Assemblies
MOE	Ministry of Education
NABOCADO	Navrongo-Bolgatanga Catholic Diocesan Development Organisation
NADMO	The National Disaster Management Organisation
NGOs	Non-governmental Organisations

NNED	Northern Network for Education Development
OOSCY	Out of School Children and Youth
P3	Primary 3
PTA	Parent-Teacher Association
SFL	School for Life
SMCs	School Management Committees
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
WFP	World Food Programme

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1. Introduction

The present stakeholder analysis in Ghana forms part of the broader Education in Emergencies (EiE) research project entitled *"Accelerate ED+: Advancing educational solutions: research for scaling education innovations in emergencies and fragile, conflict and violence-affected areas of Burkina Faso, Ghana and Nigeria"*, funded by GPE KIX–IDRC. The research is led by Associates for Change (AFC), the Centre d'Études, de Recherches et de Formation pour le Développement Économique et Social (CERFODES) and the Centre for the Study of the Economies of Africa (CSEA) in West Africa.

Education in emergencies refers to the continuous provision of education during crises such as armed conflict, violence, or natural disasters. It encompasses a wide range of interventions, from adapted teaching and learning activities to the provision of basic needs such as food and WASH services (Akkari & Radhouane, 2023; Durrani & Ozawa, 2024). EiE interventions aim to secure uninterrupted, quality learning opportunities for children and young people whose education has been disrupted by crises. This is critical because emergencies cause severe and often prolonged disruptions to education systems. Globally, an estimated 244 million children are out of school, of whom about 85 million live in crisis or conflict settings as of 2024 (UNESCO, 2024).

In this context, stakeholders are individuals, groups or organisations that have an interest in, or are affected by, the outcomes of a project (Kujala et al., 2022; Wereda et al., 2021). Within EiE, stakeholders include those working to address barriers to access, provide psychosocial support, and deliver other forms of assistance in areas affected by conflict, violence, and natural disasters. A systematic stakeholder analysis makes it possible to identify, categorise, and map the power, interests, and influence of these actors in relation to EiE in Ghana. Such mapping also sheds light on their relationships, roles, responsibilities, and constraints in responding to emergencies, and helps to clarify how first-line responders and education actors interact to keep access to quality education on the agenda during crises.

Evidence shows that education is often the first public service to be suspended and the last to be restored in crisis situations (ChildFund Alliance, 2023). In sub-Saharan Africa—including Burkina Faso, Ghana and Nigeria—conflicts and insurgencies have led to school closures, population displacement, and rising dropout among children and youth. These shocks undermine educational trajectories and aspirations, and heighten vulnerability and psychological trauma (Wagner et al., 2019). Children, especially girls, face multiple and reinforcing barriers: discrimination, harmful gender norms and stereotypes, and high levels of violence, all of which restrict their access to equitable and inclusive quality education. Emergencies also magnify existing weaknesses in education systems, including inadequate provision of food and other necessities for learners, low levels of preparedness and weak contingency planning, chronic underfunding, and widening digital divides that further exclude the most vulnerable (Education Out Loud, 2024; Miranda, 2022).

West Africa has experienced numerous conflicts, episodes of violence, and natural disasters over the past two decades. Governments have struggled to build resilient education systems capable of withstanding and recovering from these shocks (Education Out Loud, 2024). The educational impacts range from denial of children's right to education and missed opportunities to acquire foundational literacy and numeracy, to failures in safeguarding children's wellbeing and psychosocial support (IDRC, 2024). Yet schooling also plays a critical stabilising role: it promotes

social cohesion, supports socio-political and economic development, and provides an entry point for essential services such as water, sanitation, nutrition, health information and protection (World Bank Group, 2025; IDRC, 2024). In fragile, conflict and violence (FCV) affected areas of Ghana, disruptions to education therefore risk deepening instability and undermining long-term development.

Recognising this, Miranda (2022) calls for breaking institutional silos and promoting a "together working" approach among actors to build resilient education systems in low- and middle-income countries. Achieving lifelong learning and meaningful transformation in crisis-affected areas requires robust partnerships and coordinated action among government agencies, communities, civil society, and development partners. Stakeholder mapping thus becomes a key tool for promoting a comprehensive approach to EiE delivery, ensuring that all relevant actors are identified, their contributions acknowledged, and their roles aligned to support safe learning environments and quality education—particularly for girls (Grégoire, 2022).

Building on UNICEF's recommendations, conducting a stakeholder mapping and analysis can help identify existing actors, strengthen or forge new partnerships, improve coordination and communication across national, regional, and local levels, reduce duplication of efforts, and enhance advocacy for a more resilient education sector in crisis contexts (Durrani & Ozawa, 2024; UNICEF, n.d.). It is within this rationale that the present study undertakes a systematic stakeholder analysis of EiE in Ghana, which the next section sets out in terms of its specific objectives.

1.1 Purpose and objectives

The purpose of the stakeholder mapping and analysis is to understand stakeholders who are directly involved in ensuring educational continuity during crises in Ghana, contribute to a nuanced understanding of conditions necessary to facilitate collaborations and to strengthen existing education innovations that have the potential to address education deficits in emergency contexts.

1.1.1 Objectives

1. Identify and map key national, regional, and district level stakeholders involved in the Complementary Basic Education (CBE) programme, girl-focused models, radio programmes and psychosocial support for teachers and learners.
2. Examine stakeholders' roles, interests, and influences in education programming (i.e., CBE programme, girl-focused models, radio programmes and psychosocial support) in FCV-affected areas of Ghana.
3. Assess the operational areas of key stakeholders implementing education and disaster management programmes in FCV-affected areas of Ghana.

1.2 Scope of the stakeholder analysis

This stakeholder mapping focuses on fragile, conflict and violence (FCV)-affected areas in Ghana, with a specific emphasis on the Upper East Region. The assessment covers five districts—Bawku Municipal, Bawku West, Garu, Kassena Nankana West, and Tempane—which have been selected because they are experiencing:

- Recurrent chieftaincy and boundary disputes,

- Tensions over access to land and natural resources, and
- Pressures linked to forced displacement and refugee inflows from neighbouring countries, particularly Burkina Faso.

These dynamics are further exacerbated by insecurity and the threat of violent extremism in the broader Sahel region, including the activities of groups such as Jama'at Nusrat al-Islam wal-Muslimin (JNIM) and the Islamic State in the Sahel (ISIS). Together, these factors create a complex risk environment with direct implications for access to safe, continuous education. The stakeholder analysis therefore concentrates on actors operating within these FCV-affected districts and their surrounding communities, examining how they interact, coordinate, and respond to education needs in crisis contexts.

2. Methodology

This stakeholder analysis adopted a complementary qualitative research design, combining multiple data sources and analytical procedures to generate a comprehensive picture of the Education in Emergencies (EiE) landscape in Ghana's FCV-affected areas. The study began with an in-depth desk review of academic literature, national and regional policy documents, and reports produced by international agencies and implementing partners working on EiE, child protection, humanitarian response, and education governance. This review provided the conceptual foundations for the stakeholder mapping, informed the development and refinement of data collection tools, and generated an initial list of stakeholder categories and potential actors operating in the Upper East Region and other FCV-affected areas. Figure 1 below presents the mapped FCV-affected areas that form the geographic focus of this assessment.

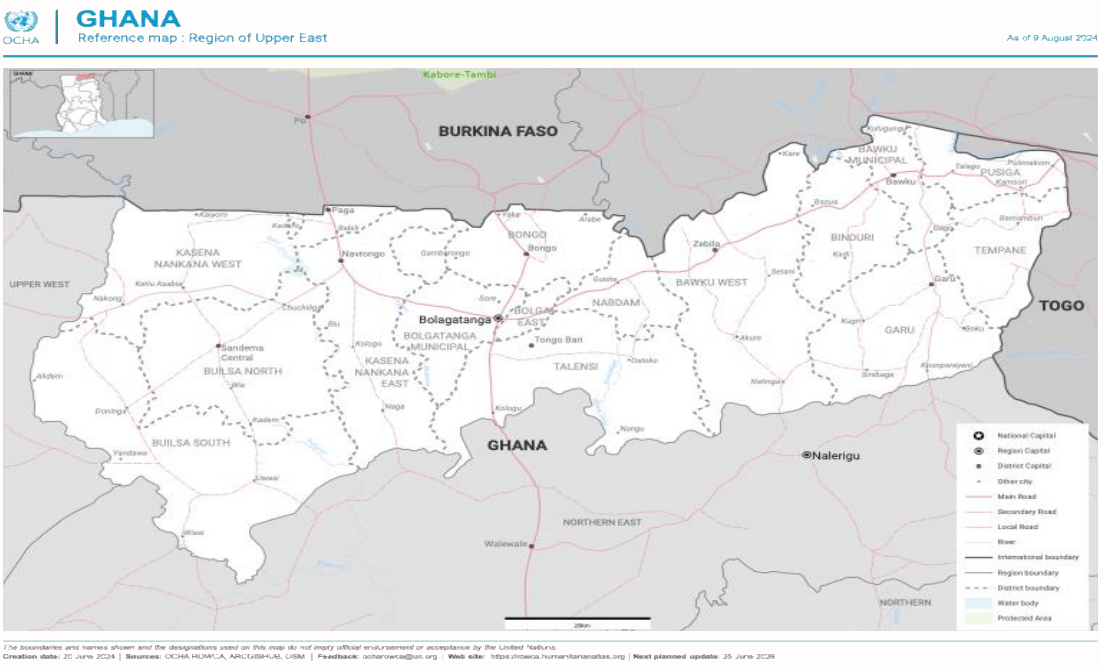


Figure 1: May showing the administrative region of Upper East of Ghana.
Source: UN-Office for the Coordination of Humanitarian Affairs (OCHA), August 2024

2.1 Stakeholder identification and sampling

Stakeholders in the education space were identified purposively through the desk review and extensive consultations with well-established governmental and non-governmental organisations implementing education-related innovations in Ghana. These included, among others, NABOCADO, the Northern Network for Education and Development (NNED), GILLBT, UNICEF, UNHCR, WFP, the Complementary Education Agency (CEA), Ministry of Education (MoE), Ghana Education Service (GES), Afrikids, BEWDA, NADMO, ActionAid, Regional Coordinating Councils (RCCs), FAWE, Link Community Development, the National Peace Council, A1 Radio, Saint John Bosco's College of Education, and the Department of Children. From this broad pool, a preliminary list of stakeholders was compiled and then screened using a clear criteria framework to ensure appropriate selection. Stakeholders were retained if they:
(i) work within the humanitarian and/or education sector
(ii) have previously implemented or are currently implementing education innovations (such as Accelerated Education Programmes/Complementary Basic Education, girl-focused models, radio-based learning, or psychosocial support services for teachers and learners) and
(iii) operate in FCV-affected areas, with particular emphasis on the Upper East Region. Actors that did not meet these criteria were excluded from the mapping.

Particular attention was given to ensuring diversity among stakeholders in terms of mandate, level of operation (national, regional, district, community), and type of organisation (government,

development partner, NGO/CSO, community actor, media, faith-based organisation). This approach ensured that selected stakeholders possessed adequate knowledge and experience of education projects, innovations, and interventions in emergency settings, thereby contributing both theoretical and empirical value to the EiE research. The final sample for in-depth engagement comprised twenty-eight key informants drawn from government actors (including MoE, GES, CEA, NADMO and district education directorates), national and international NGOs and CSOs, UN agencies and other humanitarian/donor actors, as well as selected community-based and faith-based organisations operating in FCV-affected areas.

2.2 Data collection procedures

Data collection combined three main methods: a desk-based literature review, a stakeholder engagement workshop, and semi-structured key informant interviews. First, relevant secondary data were gathered from national education policies, EiE strategies, humanitarian response plans, project documents, and academic publications produced by GES, MoE, CEA, development partners (such as UNICEF and UNESCO) and NGOs. This phase provided a foundational understanding of existing stakeholders, their programmatic areas and interventions, and the current coordination mechanisms and gaps in the Upper East Region and other FCV-affected areas.

Second, a stakeholder engagement workshop was organised, bringing together researchers and a cross-section of stakeholders from government, NGOs/CSOs, UN agencies, and community-based organisations. The workshop combined plenary presentations, individual reflections, small-group discussions, and panel sessions. Participants discussed their ongoing activities and interventions in emergency-affected areas, described their roles in EiE, and reflected on coordination challenges, partnership experiences, and unmet needs. They also contributed to identifying additional stakeholders who were not initially captured through the desk review and jointly validated the emerging stakeholder categories and preliminary mapping of roles and relationships. This participatory process generated rich contextual knowledge on EiE in FCV settings and served as an important validation step for the study.

Third, twenty-eight semi-structured key informant interviews were conducted face-to-face using an interview guide aligned with the stakeholder mapping objectives. Interview questions focused on stakeholders' objectives and mandates, target groups, geographical coverage, types of EiE interventions, funding sources, partnerships, coordination mechanisms, and perceived strengths and gaps in the current response architecture. Interviews were audio-recorded with consent and supplemented by detailed field notes. The qualitative data from interviews and the workshop were subsequently triangulated with evidence from the desk review to enhance the robustness and credibility of the findings.

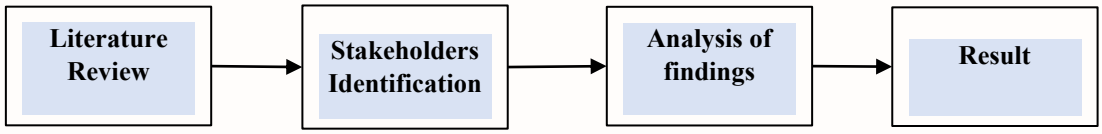
2.3 Stakeholder mapping and data analysis

The stakeholder mapping followed a structured, stepwise analytical process. First, the identified stakeholders were systematically classified according to type (government, development partner, CSO/NGO, community actor, media, security/emergency service), sectoral role, and functional responsibilities in EiE. Second, each stakeholder was assessed in terms of their level of interest in EiE, influence over decisions and resource allocation, operational capacity, and degree of engagement in FCV-affected areas. Analytical tools such as power–interest grids, influence maps, and relationship diagrams were used to visualise stakeholders' relative positions and the linkages

among them, highlighting patterns of collaboration, information flow, and areas of duplication or fragmentation in EiE responses. Based on this analysis, stakeholders were grouped into categories such as key players (high influence, high interest), context setters (high influence, lower direct engagement), supporters (lower influence, high interest), and marginal actors (low influence, low interest). These categories informed subsequent reflections on where to focus advocacy, partnership-building, and capacity-strengthening efforts.

Data analysis combined both quantitative and qualitative techniques. Descriptive statistics—frequencies, percentages and simple graphs—were used to summarise stakeholders' background characteristics (for example, gender, age, highest educational qualification, institutional affiliation, and position). These were presented using bar charts and pie charts for ease of interpretation. Qualitative data from interviews, workshop discussions, and documents were analysed using thematic analysis procedures. Transcripts and notes were coded inductively and deductively, grouped into thematic categories (such as roles and mandates, coordination and partnerships, constraints and enablers, and perceived gaps in EiE), and synthesised into narrative findings. Where appropriate, direct quotations from respondents are used in the results section to illustrate key themes and provide voice to different stakeholder perspectives. The final synthesis, informed by the stakeholder workshop validation, offers a nuanced understanding of how actors interact within the EiE space in Ghana's FCV-affected areas and provides a solid foundation for the subsequent analysis and recommendations.

Stakeholder identification and selection



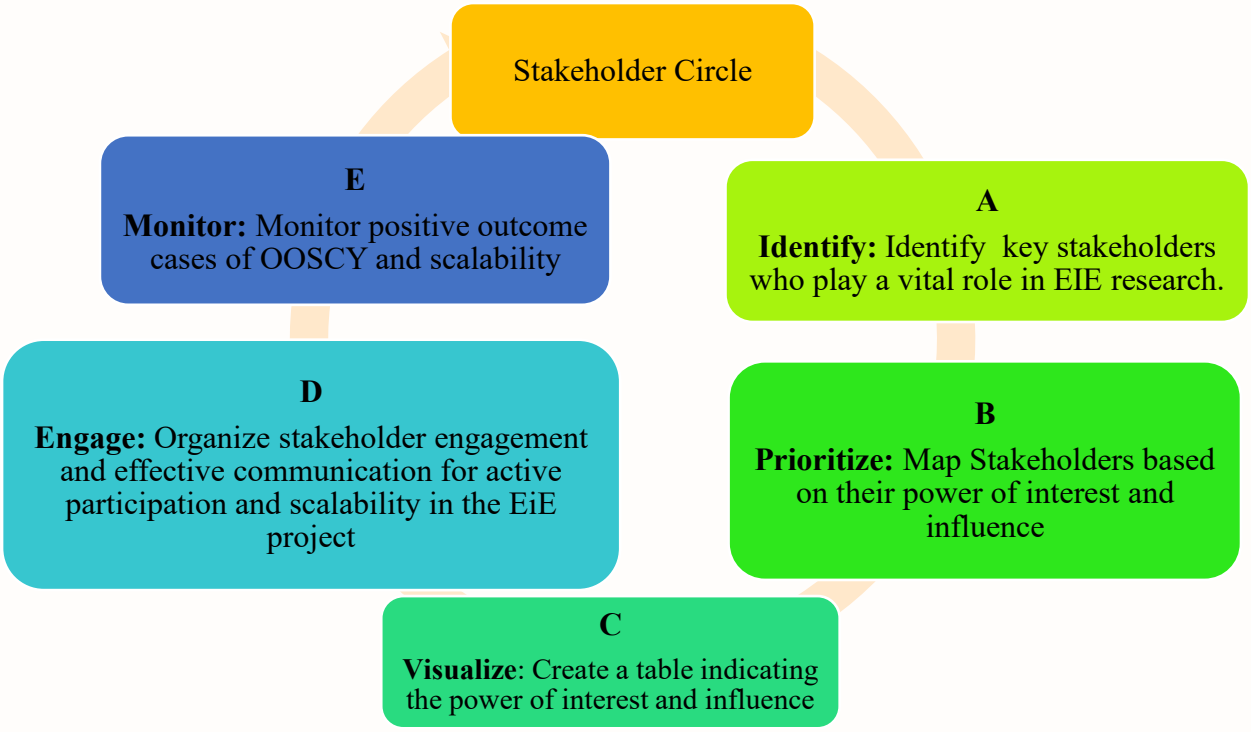


Figure 2: Stakeholder Circle

Source: Adopted from Derek. H. T Walker and Lynda Bourne (2008)

3. Findings

3.1 Stakeholder Demographic Characteristics

Figure 3 presents the distribution of EiE stakeholders working in the Upper East Region. Government agencies and actors constitute the largest share at 33%, reflecting the central role of state institutions in policy direction, coordination, and service delivery. International NGOs account for 25%, while national NGOs represent 21%, indicating a strong presence of both external and locally rooted civil society actors in EiE programming. International agencies and multilateral bodies make up a further 17%, alongside community-based organisations (CBOs) at 4%, whose proximity to communities provides critical contextual knowledge and grassroots support. Taken together, this profile points to a relatively diverse ecosystem of actors with complementary mandates and capacities; the next section explores how these stakeholders are geographically distributed across FCV-affected districts in the Upper East Region.

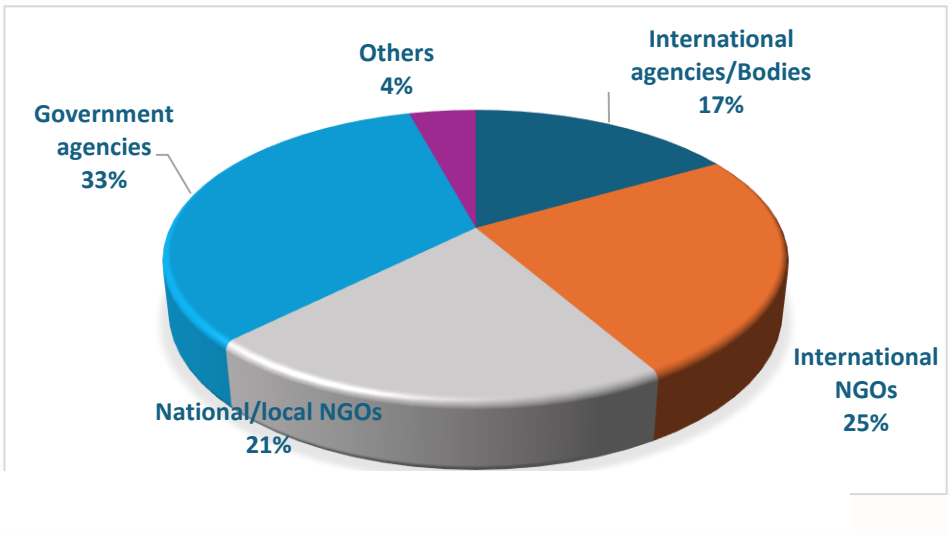


Figure 2: Stakeholder Type
Source: Associates for Change (2025)

Figure 3 shows the geographical levels at which EiE stakeholders operate in the Upper East Region. About 32.4% of stakeholders work primarily in rural FCV-affected areas, while 23% are based in urban locations. A further 20.3% operate at the regional level, 16.2% at the national level, and 8.1% at the international level. Although the largest share of actors is engaged directly in rural contexts where vulnerabilities are most pronounced, the overall profile indicates a blend of local, regional, national, and international experience within the stakeholder ecosystem. This combination of grounded field presence and broader policy and coordination reach have implications for the types of interventions they deliver, as explored in the next section on the sectoral areas in which stakeholders operate in FCV-affected settings.

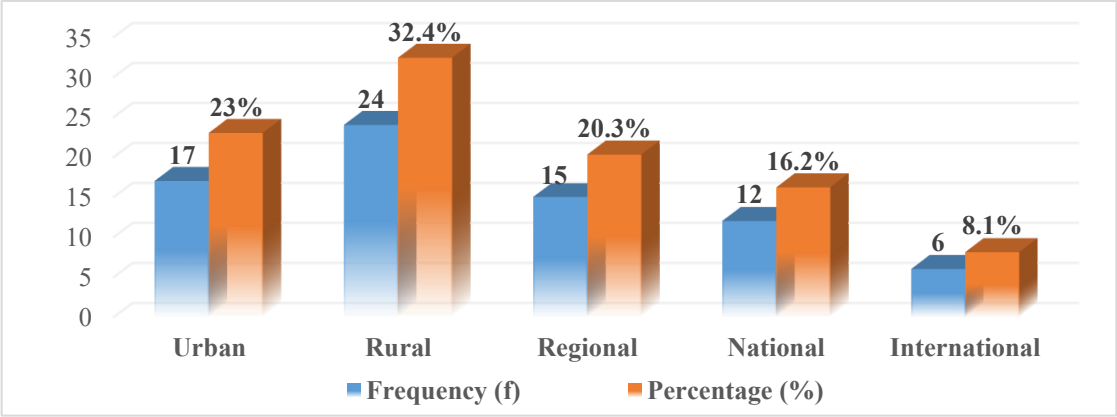


Figure 3: Geographical Area
Source: Associates for Change (2025)

The study also examined the sectoral areas in which stakeholders operate within FCV-affected parts of the Upper East Region. As shown in Figure 4, almost half of the stakeholders (46.5%) reported working primarily in the education sector, underscoring the centrality of education-focused interventions in these contexts. Human rights and economic/livelihoods actors each constituted 14%, reflecting efforts to protect vulnerable populations and support household resilience alongside education. Approximately 9.3% of stakeholders operated in the health sector, with a further 9.3% working in other sectors, while about 7% reported involvement in environment-related activities, including climate and natural resource concerns that intersect with vulnerability and displacement. Taken together, these patterns point to a stakeholder landscape characterised by multiple, overlapping focal areas, where actors bring diverse sectoral expertise that can be harnessed to strengthen education innovations and build the resilience of the education system in crisis-affected settings. Against this backdrop, the next section turns to the question: Who are the relevant EiE stakeholders in the Upper East Region of Ghana?

3.2 EiE stakeholders in the Upper East region in Ghana

As shown in Figure 5, a wide range of stakeholders are currently working in FCV-affected areas of the Upper East Region. For analytical purposes, these actors can be grouped into four main categories: (i) government actors; (ii) NGOs and civil society organisations (CSOs); (iii) international and humanitarian agencies; and (iv) local actors and community structures. Together, they form a multi-layered ecosystem that shapes how Education in Emergencies (EiE) is planned, financed, coordinated, and implemented in the region.

The first category – government actors – includes institutions such as the Ghana Education Service (GES), District Education Directorates, and the National Disaster Management Organisation (NADMO). These actors play a central role in policy formulation, regulation, resource allocation, and coordination of emergency responses, making them primary stakeholders in addressing crises and their impacts on the education system. The second category – NGOs/CSOs – comprises both internationally affiliated and national/local organisations. Internationally linked NGOs such as Afrikids, the Ghana Institute of Linguistics, Literacy and Bible Translation (GILLBT), Catholic Relief Services (CRS), and ActionAid, alongside faith-based and local organisations such as the Navrongo-Bolgatanga Catholic Diocesan Development Organization (NABOCADO) and the Northern Network for Education and Development (NNED), actively implement EiE interventions. In this study, these NGOs and CSOs are considered secondary stakeholders that provide direct services, pilot education innovations, and support affected populations in FCV-affected communities.

The third category – international and humanitarian development agencies – consists mainly of UN agencies such as UNICEF, the World Food Programme (WFP), and UNHCR. These actors provide overarching strategic and normative frameworks, technical assistance, and funding support that often cut across national borders and align country-level efforts with regional and global EiE priorities. The fourth category – local actors – includes community-based organisations, traditional authorities, school management committees (SMCs), and other community structures. These actors are closest to affected populations; they mobilise communities, support enrolment and retention, mediate local conflicts, and help ensure that interventions are socially accepted and

contextually appropriate. Taken together, this multi-tiered stakeholder configuration underscores the complex and interdependent nature of EiE efforts in the Upper East Region and highlights the importance of coordinated action across all levels to sustain educational access and protection in FCV-affected settings.

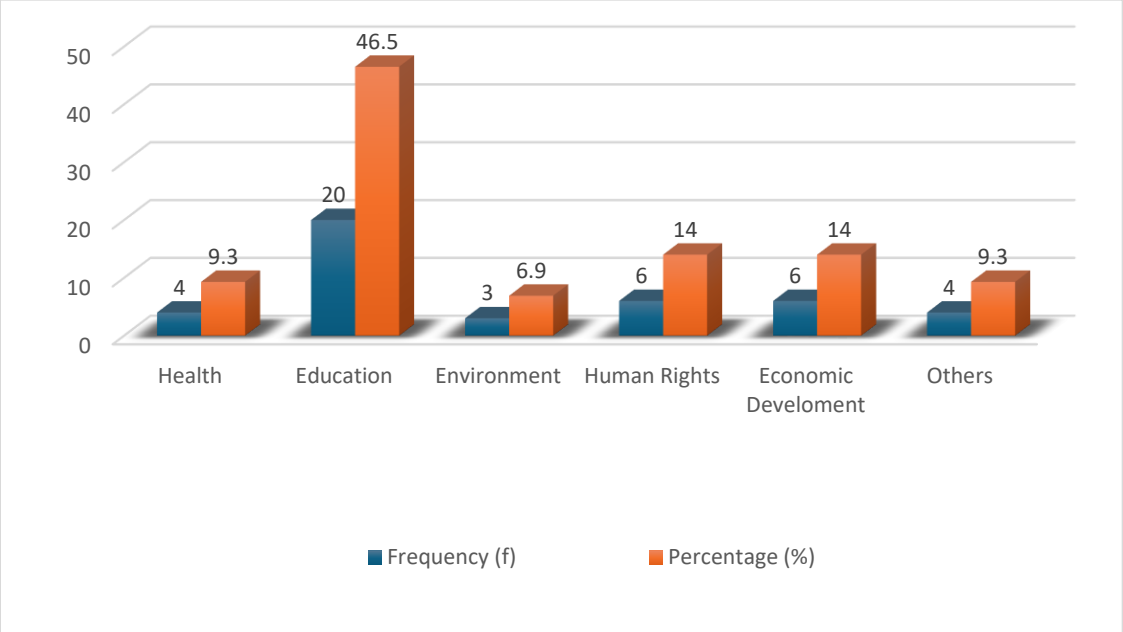


Figure 4: Stakeholders' Operational Areas
Source: Associates for Change (2025)

3.3 Roles and contributions of stakeholders in the Upper East region of Ghana

An analysis of stakeholders' mandates, objectives, programme focus, target beneficiaries, achievements, and challenges reveal a broad spectrum of roles that collectively shape EiE delivery in the Upper East Region. For clarity and coherence, stakeholder contributions have been organised under six thematic areas: access and equity, child protection, quality education, inclusive education, peace and security, advocacy and policy, and community engagement. This thematic framing highlights both the complementarities and gaps within the EiE ecosystem and demonstrates how different actors contribute to strengthening resilience within FCV-affected education systems.

Access and Equity

Several stakeholders play direct roles in ensuring access to education for marginalised groups, including out-of-school children and youth (OOSCY), refugees, and linguistically marginalised communities. The Ghana Education Service (GES) leads system-wide efforts by coordinating school infrastructure development, deploying teachers, and facilitating access to basic education services. Organisations such as Afrikids, the Complementary Education Agency (CEA), and School for Life (SFL) support reintegration of OOSCY through Complementary Basic Education (CBE) programmes, particularly in remote and hard-to-reach communities. GILLBT enhances access through mother-tongue literacy programmes that address language barriers to foundational learning. UNHCR supports refugee education and protection, while BEWDA contributes by facilitating safe routes to school through community-level peacebuilding in conflict hotspots such

as Bawku. Despite these interventions, significant access gaps remain, particularly for adolescent girls in remote areas, where support—such as scholarships provided by FAWE—tends to be intermittent rather than systemic.

Child Protection

Child protection is a cross-cutting priority for EiE stakeholders working in FCV-affected contexts. UNICEF and UNHCR provide emergency child protection kits, safeguarding interventions, and psychosocial support for displaced children. Afrikids complements these efforts by addressing harmful cultural practices, including the "Spirit Child" phenomenon. NABOCADO offers faith-based psychosocial support and pastoral care, while FAWE's girl-centred programming targets risks of gender-based violence (GBV) and supports girls' retention in school. Both CEA and SFL embed child protection principles into their CBE delivery models, ensuring safe learning environments for OOSCY. However, mental health and psychosocial support (MHPSS) services remain inadequate, with many interventions relying heavily on NABOCADO's faith-based approach rather than professionally integrated MHPSS systems.

Quality Education

Stakeholders contribute to improving learning outcomes through teacher development, provision of teaching and learning materials, infrastructure support, and strengthening of pedagogical approaches. GES provides curriculum oversight and quality assurance, while Catholic Relief Services (CRS) supports teacher training and establishment of safe learning spaces. ActionAid promotes gender-responsive pedagogy, and GILLBT strengthens foundational literacy through mother-tongue instruction aligned to local linguistic contexts. Notably, digital literacy receives limited attention, with FAWE emerging as one of the few actors providing digital literacy opportunities for girls. This indicates an emerging skills gap that could affect learners' adaptability in an increasingly digital education environment.

Inclusive Education

Inclusive education efforts in the Upper East Region target girls, children with disabilities, refugees, and economically disadvantaged learners. FAWE and ActionAid drive gender equity through scholarships, advocacy, and empowerment programmes that support girls' retention and transition. NABOCADO provides targeted assistance to refugees and children with disabilities, while NNED strengthens policy advocacy to elevate the needs of marginalised groups within regional and national education policy dialogues. Overall, these actors contribute to expanding opportunities for learners who face cultural, economic, physical, and linguistic barriers.

Peace and Security

Given the recurrent conflicts in areas such as the Bawku Municipality, peacebuilding has become an integral component of safeguarding education. NABOCADO and BEWDA play pivotal roles in mediation and community reconciliation through inter-agency peace committees and community-led structures. NABOCADO further supports teachers and learners with trauma recovery, psychosocial support, and peace education through initiatives such as school peace clubs, border monitors, peace agents, and justice and peace committees. School Management Committees (SMCs) also help resolve school-level disputes, contributing to local stability and smoother school operations. These interventions are essential for maintaining continuity of learning during periods of heightened conflict and displacement.

Advocacy and Policy
Key actors contribute to shaping EiE policies, influencing resource allocation, and advocating for marginalised groups. NNED leads evidence generation and policy advocacy on educational disparities in northern Ghana. UNICEF supports the development of national EiE frameworks and strengthens government capacity for emergency preparedness. ActionAid and FAWE promote gender equity and social justice agendas through programming and advocacy that seek to empower girls and women and expand access to education. GES operationalises national education policies at the district and school levels, ensuring that policy commitments translate into concrete action. The agency has also achieved notable progress in gender parity, with female participation in CBE programmes reaching 49.4% over a four-year period.

Community Engagement
Community participation remains central to the sustainability of EiE interventions. Traditional authorities and SMCs mobilise households for enrolment, support school attendance, and promote accountability in school management. BEWDA and GES foster stronger community–school linkages, while Afrikids and NABOCADO work with families to challenge harmful social norms, reduce dropout, and support children's learning. This local engagement ensures interventions are culturally appropriate and community owned.

Overall, the roles and contributions of stakeholders in the Upper East Region reveal an interconnected ecosystem where government, civil society, international agencies, and local actors collectively support access, protection, quality, inclusion, peacebuilding, and advocacy within the EiE landscape.

3.3.1Gaps in stakeholders' roles in the Upper East region of Ghana

The analysis highlights several critical gaps that constrain the overall effectiveness, equity, and sustainability of EiE interventions in the Upper East Region. One of the most significant gaps relates to the limited geographical reach of stakeholders' interventions, particularly in remote, border, and conflict-prone communities. While government agencies and larger NGOs tend to concentrate their activities in more accessible districts and major towns, many hard-to-reach settlements lack the infrastructure, security conditions, and logistical support required to sustain educational services during emergencies. For example, prolonged school closures—lasting between two to six weeks—in parts of Bawku Municipal and Bawku West (Bawku Municipal GES, March 12, 2025) have left displaced children without alternative learning spaces. These spatial disparities disproportionately affect children in isolated communities already grappling with displacement, insecurity, and limited access to basic services.

Another major gap concerns the inadequate provision of psychosocial support and mental health services for learners and teachers affected by crises. Although some organisations, such as NABOCADO, have piloted psychosocial and trauma-healing initiatives, such efforts remain fragmented, small-scale, and insufficiently resourced. Many conflict-affected children continue to experience unaddressed trauma, affecting their emotional well-being, concentration, and learning outcomes. Teachers working under high-stress conditions similarly lack structured mental health support, which contributes to burnout, absenteeism, and reduced instructional quality. The absence

of a comprehensive and coordinated MHPSS framework across the region magnifies these challenges.

A further gap relates to teacher availability and capacity. The GES faces persistent challenges deploying and retaining qualified teachers in FCV-affected districts such as Bawku Municipal and Bawku West, where insecurity and poor working conditions deter posting. Meanwhile, NGOs delivering non-formal education models, including Accelerated Education Programmes (AEPs), often rely on volunteer facilitators who receive limited pre-service training and inconsistent professional development. Without an adequately trained, motivated, and well-supported teaching workforce, ensuring learning continuity and quality during emergencies becomes extremely difficult.

Finally, weak coordination and limited information-sharing among stakeholders undermine the coherence and responsiveness of EiE efforts. Many organisations operate in isolation, employing parallel monitoring systems and failing to share data or lessons learned. This leads to duplication, uneven resource allocation, and missed opportunities for collective impact. The absence of a dedicated regional EiE coordination mechanism in the Upper East Region means that responses are often reactive, fragmented, and heavily donor-driven rather than aligned with a unified regional strategy.

Further details on the stakeholders' levels of engagement, mandates, geographic operations, programmatic focus, and challenges are presented in Tables 1 and 2 in the Annexes. These findings lay the foundation for the next section, which examines the interests and influence of stakeholders in the Upper East Region and how these dynamics shape EiE decision-making and implementation.

3.4 Interests and influence of stakeholders in the Upper East region of Ghana

Stakeholders' interests and influence were mapped to provide a nuanced understanding of their roles, commitments, and power within FCV-affected areas such as the Upper East Region. This analysis reveals a multi-layered ecosystem in which actors differ significantly in the degree to which they shape, implement, or are affected by Education in Emergencies (EiE) interventions. As summarised in Table 3 (Annex), stakeholders' interest/commitment and influence/power were categorised as high, medium, or low, allowing their positions within the EiE landscape to be grouped into four broad categories: key players, context setters, subjects, and the crowd.

Key players—those with high interest and high influence—are pivotal to EiE outcomes. Government actors such as the Ghana Education Service (GES), District Education Directorates, and the National Disaster Management Organisation (NADMO) fall into this category. GES drives policy implementation, curriculum delivery, school supervision, and teacher deployment, while District Directorates adapt these policies and interventions to local realities in FCV-affected communities. NADMO connects education and disaster management by coordinating emergency logistics, including responses to flooding, conflict-related school closures, and displacement. Their combined decision-making authority and operational reach make them indispensable in ensuring that schools remain functional or are restored quickly after crises. Traditional authorities, although operating largely through informal and customary structures, also exercise high local influence and substantial interest in community stability and wellbeing. They mediate local conflicts (e.g.,

in Bawku), mobilise communities around school reopening, and advocate for vulnerable groups, including displaced children and girls facing harmful cultural norms. However, constraints such as limited GES capacity in active conflict zones and the reliance of traditional authorities on informal mechanisms underscore the need for stronger, more structured collaboration to better align top-down policy directives with bottom-up community mobilisation.

Context setters are actors with high influence but relatively lower direct engagement in EiE implementation. International and humanitarian agencies such as UNICEF, WFP, and UNHCR occupy this position. They shape the broader operational environment by providing funding, technical guidance, and global standards for EiE, child protection, and refugee inclusion. UNICEF, for instance, supports national EiE frameworks, funds emergency education kits and innovative delivery modalities such as radio-based learning, and advocates for child-focused policies. WFP integrates school feeding into crisis responses, ensuring that learners' basic nutritional needs are met, while UNHCR promotes the right to education for displaced children and influences regional approaches to refugee inclusion in national systems. Yet, their focus on macro-level priorities and reliance on national or NGO partners for implementation can create gaps between global frameworks and local realities—for example, around language of instruction, inter-ethnic tensions, or hyper-localised conflict dynamics. This can result in delays, rigid programming, or partial misalignment with community needs, highlighting the importance of deeper collaboration with national and local actors to ensure global agendas are effectively contextualised.

Subjects are stakeholders with low influence but high interest in EiE. They are often the most directly affected by crises and educational disruptions yet have limited power to shape systemic decisions. This group includes School Management Committees (SMCs), teachers, learners, parents, and many community-based organisations. SMCs mobilise communities, support school reopening, and address everyday school-level issues but lack the financial and technical capacity to tackle structural challenges such as teacher shortages or damaged infrastructure. Teachers, especially in FCV-affected districts such as Bawku Municipal and Bawku West, often work under intense stress, with limited professional or psychosocial support, which undermines their ability to maintain quality teaching. Learners and parents, particularly in rural and border communities, face barriers related to displacement, livelihood pressures, and, in some cases, cultural resistance to formal education. Local organisations such as NNED and NABOCADO advocate for inclusive education, support refugees and children with disabilities, and act as intermediaries between communities and policymakers. However, their influence is constrained by precarious funding and limited participation in higher-level decision-making platforms. Addressing this power imbalance through more participatory governance, dedicated resourcing, and structured consultation mechanisms is critical if EiE interventions are to reflect and respond to the lived realities of crisis-affected populations.

Finally, the "crowd" comprises stakeholders with both low influence and low direct interest in EiE, though they are not unaffected by crises. This category includes general community members in non-leadership roles and smaller NGOs/CSOs whose mandates focus on areas such as adult literacy, livelihoods, or microfinance rather than emergency education. While they recognise the impact of crises on schooling, their engagement tends to be ad hoc or passive, shaped by competing survival priorities and a lack of formal roles in education governance or humanitarian coordination. Their limited integration into EiE structures, combined with scarce resources and weak incentives

to engage, means their potential contributions—such as grassroots advocacy, local knowledge, or informal support to vulnerable children—remain largely untapped.
Taken together, this mapping of interests and influence shows that while the EiE ecosystem in the Upper East Region brings together actors with diverse mandates and capacities, power and voice are unevenly distributed. These dynamics have direct implications for how stakeholders collaborate, negotiate roles, and coordinate interventions—issues that are explored in the next section on partnerships and collaboration among stakeholders in the Upper East Region of Ghana.

3.5 Partnerships and collaboration among stakeholders in the Upper East region of Ghana

Across the Upper East Region, stakeholders ranging from government agencies to international and local NGOs demonstrate a shared commitment to safeguarding educational access for vulnerable and marginalised children during crises. This common mission has enabled strong complementarities in areas such as teacher training, school feeding, psychosocial support, and Accelerated Education Programmes (AEPs). For example, partnerships between GES, UNICEF, and WFP have facilitated coordinated responses to emergencies such as COVID-19 disruptions and climate-related shocks. UNICEF's provision of emergency education kits and capacity-building initiatives complements GES's policy leadership and school management functions, while WFP's school feeding interventions promote learner retention and well-being. Local NGOs and civil society actors—including CEA, GILLBT, and Afrikids—further reinforce these efforts through community sensitisation, tracking out-of-school children, and supporting reintegration processes. These collaborative arrangements help bridge service delivery gaps, especially in remote areas where government presence is limited.

Despite these positive synergies, the mapping also reveals areas where collaboration remains suboptimal. Duplication of efforts is common in districts where multiple NGOs operate without a structured coordination mechanism. In some cases, stakeholders implement parallel programmes—such as school rehabilitation, teacher incentives, or girl-child support initiatives—without harmonised roles or shared monitoring and evaluation frameworks. This often leads to inefficiencies, resource overlap, and confusion among communities and beneficiaries. Furthermore, tensions occasionally arise between international actors and community-based organisations due to differing priorities and operational logics. Donor-funded agencies often favour short-term, output-driven project cycles, whereas local organisations and traditional authorities emphasise sustained engagement, cultural appropriateness, and long-term community impact. These misalignments can result in conflicting expectations around program ownership, timelines, and success indicators.

Power imbalances also shape collaboration dynamics. High-influence actors—such as UN agencies and national authorities—tend to dominate strategic decision-making platforms, limiting the voices of low-influence but high-interest stakeholders such as SMCs, teachers, parents, and smaller local NGOs. This imbalance weakens contextual adaptation and reduces local ownership, jeopardising the sustainability of EiE interventions once external funding diminishes. Addressing these challenges will require more equitable, coordinated, and inclusive partnership structures—an issue that is further elaborated in the following conclusion and recommendations section.

Synthesis of Findings

This stakeholder mapping and analysis has generated critical insights into the ecosystem of actors involved in delivering Education in Emergencies (EiE) in Ghana's Upper East Region, especially within fragile, conflict, and violence (FCV)-affected districts. By identifying key stakeholders, analysing their roles, interests, and influence, and assessing their geographic and thematic areas of operation, the study provides a comprehensive understanding of how education services are delivered, where gaps persist, and how coordination dynamics shape outcomes for crisis-affected learners. The synthesis presented below responds directly to the study's three core objectives and highlights the implications for strengthened collaboration, equity, and resilience in EiE programming.

Objective 1: Identify and map key national, regional, and district-level stakeholders involved in the Complementary Basic Education (CBE) programme, girl-focused models, radio programmes, and psychosocial support for teachers and learners.

The mapping identified a diverse network of stakeholders working across national, regional, district, and community levels in support of EiE interventions. These include:

- **Government agencies** such as the Ghana Education Service (GES), Complementary Education Agency (CEA), Ministry of Education (MoE), National Disaster Management Organisation (NADMO), Department of Children, and Department of Social Welfare. These bodies provide policy direction, coordination, and oversight for education and emergency responses.
- **International organisations** including UNICEF, UNHCR, the World Food Programme (WFP), and Catholic Relief Services (CRS), which offer funding, technical assistance, and global frameworks for EiE operations, child protection, and refugee inclusion.
- **Local NGOs and CSOs** such as Afrikids, ActionAid Ghana, School for Life (SFL), Northern Network for Education and Development (NNED), GILLBT, NABOCADO, FAWE, and BEWDA. These actors implement CBE programmes, support girl-focused education initiatives, deliver radio-based learning, and provide psychosocial assistance to learners and teachers.
- **Community-based actors**, including traditional authorities and School Management Committees (SMCs), who play vital roles in community mobilisation, conflict mediation, and school-level governance.

Collectively, these stakeholders engage in a wide range of interventions, including out-of-school children (OOSC) reintegration, scholarship and mentoring programmes for girls, radio programming to ensure learning continuity during emergencies, and psychosocial support services to address trauma among learners and educators.

Objective 2: Examine stakeholders' roles, interests, and influence in education programming in FCV-affected areas of Ghana.

The analysis reveals a rich but uneven distribution of roles, interests, and power among stakeholders:

- **Roles** include delivering CBE classes; improving foundational literacy through mother-tongue instruction; providing scholarships and gender advocacy; strengthening child protection systems; facilitating peacebuilding; delivering radio-based instruction; and coordinating disaster responses.

- **High-influence, high-interest actors**—such as GES, CEA, and NADMO—hold authority over policy implementation, teacher deployment, and emergency logistics. International bodies like UNICEF and UNHCR strongly influence EiE programming through funding and technical guidance.
- **High-interest but low-influence actors** include SMCs, NNED, teachers, and local NGOs who are key frontline actors but lack formal decision-making authority. Their contextual insights and community connections are crucial for sustaining learning in crises, yet they remain underrepresented in EiE planning and coordination.
- **Low-influence, low-interest actors** include smaller NGOs with limited capacity and community members who participate sporadically due to competing livelihood priorities.

These power asymmetries result in a largely top-down EiE model where local stakeholders' knowledge and priorities are insufficiently integrated into programme design and decision-making. This affects contextual relevance, ownership, and sustainability of interventions.

Objective 3: Assess the operational areas of key stakeholders implementing education and disaster management programmes in FCV-affected areas of Ghana.
Stakeholders operate across multiple levels and thematic areas within the Upper East Region:

- **Geographic focus**: A significant proportion of actors operate in rural and peri-urban FCV-affected districts, including Bawku, Bawku West, Garu, Tempane, and Kassena-Nankana West. Some stakeholders extend their operations to regional and national levels, shaping policy and coordination structures.
- **Thematic areas**: The main areas of operation include CBE delivery, child protection, psychosocial support, gender-focused initiatives, mother-tongue literacy, peacebuilding, radio-based learning, teacher development, school feeding, and emergency response.
- **Coverage and gaps**: Despite broad presence, critical gaps persist in hard-to-reach and conflict-prone communities. Challenges include limited psychosocial services, inadequate teacher deployment, poor infrastructure, and inconsistent access to learning materials. Duplication of efforts occurs in districts where multiple NGOs operate without effective coordination mechanisms.
- **Disaster and conflict response**: NADMO, BEWDA, and traditional authorities play critical roles in disaster preparedness, conflict mediation, and community protection to ensure minimal disruption to schooling, particularly in volatile areas like Bawku.

Overall, this synthesis highlights that while the Upper East Region benefits from a diverse and committed ecosystem of EiE stakeholders, significant challenges remain regarding coordination, equitable access, and sustained support for the most vulnerable learners. These findings set the stage for the concluding section, which outlines strategic recommendations to strengthen collaboration, enhance resilience, and improve learning outcomes for children in FCV-affected settings.

4. Conclusions and emerging recommendations

This stakeholder mapping and analysis of Ghana's FCV-affected areas—particularly the Upper East Region—demonstrates that although a diverse ecosystem of actors is actively contributing to Education in Emergencies (EiE), systemic gaps continue to undermine the effectiveness, equity, and sustainability of interventions. Government institutions, international agencies, NGOs,

traditional authorities, and community structures each bring complementary strengths that collectively support access, quality, inclusion, and safety for crisis-affected learners. Notable achievements include the reintegration of OOSCY through CBE programmes, improved foundational literacy via GILLBT's mother-tongue initiatives, expanded girl-focused interventions through FAWE and ActionAid, and community-level peacebuilding facilitated by NABOCADO and BEWDA in volatile areas such as Bawku. These efforts demonstrate the potential of coordinated multi-level engagement to strengthen education resilience in FCV contexts.

However, persistent systemic gaps—particularly in geographic coverage, psychosocial support, teacher availability, and coordination—limit the reach and impact of EiE interventions. Hard-to-reach and conflict-prone communities remain underserved due to logistical and security barriers; psychosocial support and mental health services remain fragmented and donor-dependent; and teacher deployment to FCV-affected districts continues to be constrained by safety concerns and limited incentives. Furthermore, weak coordination among stakeholders often results in duplicated efforts, inconsistent programming, and inefficiencies that dilute overall impact. The analysis of stakeholder interests and influence reveals a stark asymmetry: high-influence actors shape national and regional priorities with limited understanding of hyper-local realities, while grassroots actors—despite their strong interest and contextual knowledge—lack platforms, resources, and authority to contribute meaningfully to EiE planning and decision-making. This disconnect reduces contextual sensitivity, weakens local ownership, and limits the long-term sustainability of interventions.

Addressing these challenges requires a shift toward more integrated, inclusive, and context-responsive EiE strategies. Strengthening partnerships between high-level actors (e.g., GES, UNICEF, NADMO) and hyper-local stakeholders (e.g., traditional authorities, SMCs, community-based organisations) is essential for ensuring culturally grounded, community-owned, and sustainable interventions. This includes leveraging local actors' knowledge to shape CBE delivery, adapting girl-focused interventions to socio-cultural dynamics, and anchoring radio programming and multilingual education models in community realities. Similarly, psychosocial support must transition from small-scale, project-based initiatives to a system-wide approach supported by teacher training, community mobilisation, and integration into formal education policies. Finally, addressing teacher shortages and improving overall service delivery in FCV zones will require targeted incentives, enhanced security measures, and structured support systems for teachers and facilitators working under high-stress conditions.

The findings point to several priority actions for strengthening EiE delivery, enhancing resilience, and ensuring equitable learning opportunities in FCV-affected areas:

1. Strengthen coordination and information sharing

- Establish a regional EiE coordination mechanism in the Upper East Region to harmonise roles, reduce duplication, and ensure coherent, joint planning among all actors.
- Create a shared data and monitoring platform for tracking OOSC, intervention coverage, and emergency responses across districts.

2. Expand access and reach in hard-to-reach and conflict-affected communities

- Increase investment in mobile learning units, community-based learning centres, and radio-based education for communities cut off by insecurity.
- Collaborate with traditional authorities and CBOs to expand CBE delivery and support safe learning environments in border and rural communities.

3. Institutionalise mental health and psychosocial support (MHPSS)

- Integrate psychosocial support into GES teacher training programmes, SMC orientation, and school-based activities.
- Build a multi-actor MHPSS network, leveraging NABOCADO's experience and UNICEF's technical support, to provide sustained counselling and trauma-informed care.

4. Enhance teacher deployment, safety, and support

- Introduce hardship allowances, security guarantees, and accelerated promotion pathways to incentivise teacher deployment to FCV-affected districts.
- Provide ongoing professional development in crisis-sensitive pedagogy, inclusive education, and trauma-informed instructional practices.

5. Strengthen girl-focused and inclusive education interventions

- Partner with FAWE, ActionAid, and traditional authorities to address gender norms, early marriage, and mobility restrictions through community-led sensitisation.
- Expand scholarship schemes, safe spaces for girls, and menstrual hygiene support in FCV-affected schools.

6. Foster collaborative, context-sensitive approaches

- Design EiE interventions that integrate mother-tongue literacy (GILLBT), border community dynamics, and cultural norms.
- Encourage co-creation of interventions with SMCs, traditional authorities, and youth groups to enhance relevance and local ownership.

7. Reduce programme duplication and promote complementarity

- Align donor-funded interventions through joint workplans and coordinated MEL frameworks.
- Promote division of labour agreements among NGOs working in the same districts to maximize coverage and avoid resource competition.

Annexes

Table 1. Classification of stakeholders, levels, and areas of intervention in FCV-affected areas in the Upper East region of Ghana

Stakeholder classification	Stakeholders	Levels of intervention	Intervention focus
Government	**Complementary Education Agency (CEA)**	**National**	Addresses the growing numbers of OOSCY through CBE to enhance numeracy and literacy skills for OOSC between the ages of 8-16 years. The CEA in collaboration with GES implemented Cycle 6 and 7 of the CBE programmes in 12 districts across Ghana.
	Department of Children	National	Creates a safe environment for all children, undertakes community engagements, school visits and radio programmes concerning child protection. The Department of Children has initiated committee initiatives to provide child protection during emergencies and sub-committees including Child Protection Emergency Working Group and Early Childhood Development Committee.
	Ghana Education Service (GES)	Regional, National, Districts and community levels	Targets school-aged children, teachers, education officers with a focus on teacher support, inclusive education, infrastructure, and coordination
	District Director of Education, Bawku West	District	There are 13 circuits, 82 Kindergartens (KGs), 82 primary schools, 50 Junior High Schools (JHS), 2 senior High Schools, and one Vocational Institute in the district. The district lacks teachers arguably because of the prevailing chieftaincy conflict between the Kussasis and Mamprusis. With the support of NGOs, children in the Tarikom camp are enrolled in primary schools.
	District Director of the GES in Talensi	District	The Talensi district was carved out of Nabdam in 2015 with 53 KGs, 53 primary schools, 46 Junior High Schools and 2 Senior High Schools. Since 2015, the district's performance in the Basic Education Certificate Examination (B.E.C.E) has been abysmal as it fails to achieve the 50% pass mark. The director highlighted that challenges such as the lack of accommodation for teachers in Datuku, and poor road network are discouraging female teachers from taking up posts.
	Regional Coordinating Council-Upper East	District	Collaborates with NGOs in the areas of peace building. Conflicts have destabilized people in affected areas particularly those along the boundaries. GES has made efforts to assign teachers to conflict areas such as Garu. However, most teachers have left their posts and relocated to other areas, compelling schools to rely on community volunteer teachers to fill the teacher gap.

Stakeholder classification	Stakeholders	Levels of intervention	Intervention focus
	Department of Social Welfare	National, Regional and District	The Department of Social Welfare focuses on child protection, social protection and health services, education, emergency response and integrated services. It demonstrates how social services can be delivered in a more coordinated manner. Institutions such as the Ghana Health Service, Ghana Education Service, Ghana Police Service, Information Services Department, NGOs, CSOs, Afrikids, World Vision as well as the traditional authorities have helped the Department of Social Welfare to carry out its mandate.
International Organisations	UNICEF	National, Regional, and Districts	Supports government and partners to uphold children's rights, especially in health, education and emergencies. Children, displaced persons, marginalized populations. It delivers EiE kits and training. UNICEF sponsored radio programmes during the COVID-19 pandemic.
	UNHCR	National, Regional, and Districts	UNHCR aims to provide international protection to displaced people and seek durable solutions for refugees and asylum seekers. Vulnerable groups: The organization targets refugees, asylum seekers, stateless people, internally displaced people, and returnees to support the host country and help them reintegrate into the receiving country.
Local NGOs	Navrongo-Bolgatanga Catholic Diocesan Development Organization (NABOCADO)	District	Promotes social protection and inclusive education through faith-based initiative. Provides psychosocial and emotional support to teachers and learners, inclusive education, faith-based education support for children with disabilities, disadvantaged families, refugees, asylum seekers
	Action Aid	National, Regional and Districts	Advances social justice. Dedicated to eradicating poverty and promoting human rights, particularly for women, children, and marginalized communities. In emergency and crisis-affected areas, AAG provides immediate relief, including food, clean water, and shelter, while also protecting women and girls from gender-based violence. The organization supports economic recovery through skills training, cash transfers, and climate-resilient agriculture, ensuring affected communities rebuild themselves sustainably. The organization's mission is to promote EiE by providing alternative learning programmes and school feeding support and to enhance long-term resilience. AAG has implemented disaster risk reduction initiatives, equipping communities with early warning systems and climate adaptation strategies to mitigate future crises. AAG collaborates with GES, NADMO, GHS, and local leaders for coordinated responses. During COVID-19, AAG distributed emergency relief items (e.g., 60,000 exercise books) and psychosocial support to 12,000+ children. In conflict zones like Bawku, AAG it

Stakeholder classification	Stakeholders	Levels of intervention	Intervention focus
			trained teachers in trauma-informed pedagogy and established community learning hubs.
	Forum of African Women Educationalists (FAWE)	National	Empowers girls and women through Education-Capacity building trainings on positive parenting, gender equality, reproductive health education, digital literacy, financial literacy. It trains journalists on how to report gender sensitive reportage. Scholarship opportunities
	Catholic Relief Services (CRS)	National	Addresses the problem of access, quality, inclusiveness and that of community engagement. Psychosocial support is provided to children, and the focus is on creating a safe space for children to learn despite their traumatized condition. The essence of psychosocial support is to help take away the pain from the effects of wars, conflicts, disasters, etc. by creating a safe space for learning to continue. CRS also provide special training for the teachers to identify traumatized children and the kind of support they require to minimize the effect of the trauma.
	Belim Wusa Development Agency (BEWDA)	District	Peace and security are a core mandate of BEWDA in the Upper East where it serves as the facilitator of the Bawku inter agency committee. BEWDA engages with security management bodies in the border communities to ensure that the schools in those communities are not closed but run thereby helping to ensure that teaching and learning advance seamlessly.
	Afrikids	Regional	Operates **school-based and community learning centres** to prevent school dropout and reintegrate OOSCY, implements **digital and remote learning programmes** in fragile settings to sustain education during disruptions, delivers **psychosocial support** to children, caregivers, and teachers impacted by conflict or trauma, works closely with traditional leaders, government agencies, and community-based structures to strengthen local response and resilience systems.
	Northern Network for Education Development (NNED)	Regional	conducts research and advocacy for change in existing policies that do not impact positively on society. As part of the CBE Alliance, NNED managed to influence several policies at the central government level. In the past, CBE was funded by donors and the Alliance managed to get community support and input for the 2018-2030 Education Strategic Plan. For the EiE project in the Upper East region, NNED would support data gathering, advocacy and scalability.

Stakeholder classification	Stakeholders	Levels of intervention	Intervention focus
	Ghana Institute of Linguistics, Literacy and Bible Translation (GILLBT)	Regional	GILLBT has developed several materials for schoolteachers and learners. The Literacy, Education and Development Directorate focuses on mother tongue literacy, which is a key component of CBE. When the program was rolled out in 2013, GILLBT was one of the main implementing partners for the CBE programme in five districts, including Garu and Tempani. The program ended in 2018 when funding from FCDO and USAID ceased. However, GILLBT continued with CBE programme implementation in Mamprugu Mouduri which is the largest district the programme was implemented in. Considering the educational needs there, the organization engaged communities to provide a facilitator, and GILLBT provided the teaching and learning materials. GILLBT is still in Mamprugu Mouduri since 2018 and is still making a lot of impact.

Source: Stakeholder Workshop, Upper East, 2025

Table 2. Stakeholders' mandate, objectives, geographic coverage and level of engagement in the Upper East region of Ghana

Category	Stakeholder	Mandate and objectives	Geographic coverage	Target groups	Programmatic focus (e.g., teacher support, psychosocial services, inclusive education, infrastructure)	Level of engagement in EiE (e.g., policy, implementation, funding, advocacy)	Key achievements and challenges
Government	GES	Oversees pre-tertiary education delivery, ensure access, equity and quality in education across Ghana.	Nationwide	School-aged children, teachers, education officers	Teacher support, inclusive education, infrastructure, coordination	Policy, implementation	Led safe school reopening post-COVID Faces limited resources and teacher deployment gaps in conflict areas, including Bawku West
	Complementary Education Agency (CEA)	Addresses the growing numbers of OOSCY through CBE to enhance numeracy and literacy skills for out of school children of 8-16 years	Nationwide	Vulnerable groups; OOSC	Child protection and OOSCY	Policy implementation	The CEA collaborated with the Ghana Education Service to implement Cycle 6 and 7 of the CBE in 12 districts across Ghana. The revision of the CBE Curriculum in 12 Ghanaian languages is a milestone worth celebrating. All stakeholders need to support the agenda of addressing the high numbers of OOSC in northern Ghana and particularly in the FCV context.
International organisations	UNICEF	Supports government and partners to uphold children's rights, especially in health, education and emergencies	Nationwide (with focus on underserved regions)	Children, displaced persons, marginalized populations	Emergency education kits, WASH, child protection, advocacy	Funding, Implementation Advocacy	Delivered EiE kits and training. Sponsored radio programmes during COVID-19 Struggles with bureaucratic delays

	UNHCR	Aims to provide international protection to displaced people and seek durable solutions for refugees and asylum seekers.	Nationwide	Vulnerable groups: The organization targets refugees, asylum seekers, stateless people, internally displaced people, and returnees to support the host and the country that is receiving them to reintegrate them.	Child protection	Advocacy, community mobilization UNHCR is also partnering with NABOCADO and other NGOs operating in the health, education, border and community protection management sectors.	Not less than 18,000 people have been registered as refugees. However, the process of registering refugees and internal displaced children with their family is cumbersome.
Local NGOs	Afrikids	Promotes child rights and improve access to quality education for vulnerable children	Upper East region, Northern region, Savannah region	Vulnerable children (Spirit child), Orphans Families	Child protection, school reintegration for OOSCY	Implementation Advocacy	Reintegrated hundreds of OOSCY Limited by funding and reach
	ActionAid Ghana	Advances social justice, education access and empowerment of women and children	Upper East and other deprived regions	Girls, children with disabilities, rural poor	Girls' education, inclusive education, advocacy	Implementation Advocacy	Supported inclusive education projects Challenges with scaling and sustainability.
	Catholic Relief Services (CRS)	Promotes human development through relief and development programmes, including education	Upper East, Upper West, Savannah and Northern Regions	Children, youth and vulnerable households	Safe learning environments, infrastructure, teacher training	Implementation, infrastructure support	Build classrooms and trained teachers Faces logistical challenges in rural areas

	Ghana Institute of Linguistics, Literacy and Bible Translation (GILLBT)	Promotes literacy and translation for education among marginalized linguistic groups	Upper East, Northeast, Northern and Oti Regions	Marginalized language groups, OOSCY	Mother-tongue literacy, accelerated education programme	Implementation, Literacy development	Enhanced literacy in local languages Lacks sustainable funding
	Northern Network for Education Development (NNED)	Advocates for quality education in northern Ghana through research, networking and policy engagement	Northern, Upper East and Upper West regions	Civil society actors, Education policy stakeholder	Advocacy, research, inclusive policy dialogue	Advocacy, Research	Influenced education policy Limited funding
	Navrongo-Bolgatanga Catholic Diocesan Development Organization (NABOCADO)	Promotes social protection and inclusive education through faith-based initiative	Upper East and Northeast region	Children with disabilities, disadvantaged families, refugees, asylum seekers	Psycho-social and emotional support to teachers and learners, inclusive education, faith-based education support	Advocacy, community mobilization	Increased awareness of disability rights, refugees Constrained by low funding
	Forum for African Women Educationalists (FAWE)	Empowers girls and women through education	Nationwide	Capacity building programme where training is organised on positive parenting, gender equality, reproductive	Child protection and girl's empowerment	The organization is mainly involved in advocacy, education and women's empowerment.	Projects are on- going in the Upper East region, namely Sexual Health and Reproductive Education Project implemented by a four-member consortium (Right to Play, FAWE, Water Aid and Energi 360). FAWE's role is advocacy through community engagement using community dialogues and community durbars[1].

[1] *FAWE* uses the street theatre approach to address social issues in communities. Through thematic day celebrations such as World ICT Day, International Women's Day, etc. persistent issues faced are grouped into thematic areas and acted out by the community members themselves. These actors receive training

				health education, digital literacy, financial literacy. Journalists are trained on gender sensitive reportage. Scholarship opportunities are provided.			
	School for Life (SFL)	Provides complementary educational services to OOSCY in hard-to-reach communities in Northern Ghana.	National	Vulnerable groups; children in deprived communities. CBE programmes for OOSCY in deprived and hard-to-reach communities in Ghana.	Child protection and OOSCY	Advocacy and Policy implementation	Quality education access for OOSCY in deprived communities in across Ghana
	Belim Wusa Development Agency (BEWDA)	Peace and security are a core mandate of BEWDA in the Upper East serving as the facilitator of the Bawku inter agency committee.	Some districts in Upper East region	Works with the SMC/ PTA to help them to identify issues that are affecting the schools, especially the girl child and what they can do at their level. Its strategy is to	Peace and security and child protection	Advocacy and community mobilization	Engages with security management bodies in border communities to ensure that schools are not closed but run to help ensure that teaching and learning advance seamlessly.

from FAWE on how to act the issues out the issues affecting the community with the aim of creating awareness, sensitizing them and fostering broader community discussions and dialogues. This empowers the community to find last solutions to their problems. During the street theatre, educational materials that illustrates the issues being acted out are also shared.

				strengthen the community, parents, and GES stakeholders.			
Community actors	School Management Committees (SMCs) & Traditional authorities	Support school governance, mobilize community participation and promote accountability in education	All districts in Upper East region	Learners, teachers, community members	School management, retention, local conflict mediation	Implementation Community engagement	Strengthened community participation Lacks technical capacity in EiE

Table 3. Stakeholders' level of interest and influence in EiE[2]

Classification	Stakeholder	Interests/commitments			Influence/power		
		High	Medium	Low	High	Medium	Low
Government	Ghana Education Service	XXX			XXX		
	Ministry of Education	XXX			XXX		
	Regional Coordinating Council	XXX			XXX		
	Complementary Education Agency	XXX			XXX		
	Ministry of Local Government and Rural Development		XX			XX	
	MMDAs		XX			XX	
	NADMO		XX		XXX		
International NGOs	UNICEF	XXX				XX	
	UNHCR	XXX			XXX		
Local NGO's	Afrikids	XXX				XX	
	ActionAid Ghana	XXX				XX	
	Catholic Relief Service	XXX				XX	
	GILLBT	XXX				XX	
	NNED	XXX				XX	
	NABOCADO	XXX			XXX		
	FAWE		XX		XXX		
	BEWDA	XXX			XXX		
	SFL			X			X
	CAMFED		XX			XX	
	GNNEC			X			X
	EduWatch			X		XX	

[2] Source: Stakeholder Workshop, 2025; Literature review

Classification	Stakeholder	Interests/commitments			Influence/power		
		High	Medium	Low	High	Medium	Low
	Ministry of Interior		XX			XX	
	Peace Council	XXX			XXX		
	NADMO	XXX			XXX		
Traditional Authorities	SMC and traditional Chiefs	XXX			XXX		

Table 4: Key stakeholders working in targeted districts within the Upper East region of Ghana

Focal district	Education innovator	Programme/project activities	Operational duration	Beneficiaries (women/children)
Bawku	Afrikids (Operate in Bawku Municipal, Pusiga and Binduri conflict areas)	**CBE**	Programme started in 2016 to present	Children, particularly girls' education and enrolment
	Action Aid (Operating in the Bawku West)	**Rights based approach to community development**	**Started since 1990**	Enhancing the accessibility of high-quality educational opportunities, particularly for female students and socially marginalized populations. Encouraging regular school attendance, minimizing rates of student attrition, and guaranteeing that children, particularly female students, are not disadvantaged because of socioeconomic status, gender biases, or cultural norms. Elevating communities from impoverished conditions through empowerment initiatives, sustainable developmental practices, and an emphasis on justice and the protection of human rights.

Focal district	Education innovator	Programme/project activities	Operational duration	Beneficiaries (women/children)
Bawku West (Zebilla)	GILLBT	**Kusaal mother tongue for formal school children**	**3 years**	Children learning the mother tongue Literacy from KG-P3 to learn how to read and write
Garu/Tempani	NABOCADO	CBE programming in the IDP camps		Provides relief services Provides literacy classes for children at the refugee camps Trains children to read, write and numerate within 9 months. Transitions into formal primary school
Kassena Nankana West	FAWE (girls Rights project)	Promoting access and retention and improving the quality of education for girls and women		Women and girls
Bongo	Complementary Basic Education – CBE (MOE agency)	Targeting Out of School Children (OOSC) between the ages of 8 to 14 in deprived communities.	2016 - ongoing	Children in deprived communities.

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