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TRANSPORT OPERATIONAL GUIDELINES

MINISTRY OF HEALTH

GHANA

October 2006

FOREWORD

Transport has been identified as an essential resource and a vital tool for the delivery of health services. The Ministry of Health (MOH) spends huge amount of money per annum for the procurement, running and maintenance of transport. In addition, the MOH in collaboration with Development Partners provide a large fleet of vehicles including motorcycles, bicycles, boats etc, to support the delivery of health services. This level of expenditure requires good management and monitoring mechanism to ensure the most efficient and effective use of all means of transport.

In 1993 the Ministry initiated a Transport Management System that culminated in the development of the first MOH Transport Policy. This sets out well-defined guidelines on the acquisition, operation, disposal and replacement as well as maintenance and information management of transport. The successful implementation of this policy has wen recognition in and outside the country and has been replicated in South Africa, Malawi and Mozambique.

In spite of this successful story, developments in the transport industry, emerging challenges in the Health Sector, operational bottlenecks and increasing enthusiasm to improve on the status quo have made it imperative to revise the existing policy.

It is our hope that this revised policy would help sustain the gains of the Transport Management Initiative (TMI) and ensure efficient management of transport.

The Ministry and its Agencies shall adhere to this policy and shall develop operational guidelines and manuals to facilitate its implementation.

To ensure the continuous relevance of this policy to prevailing situations, it shall be revised as and when necessary.

Any one who breaches any provision in this transport operational guidelines shall be sanctioned.

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Major (Rtd) Courage Quashigah Hon. Minister of Health October 2006

NEW FORWARD

The success of any organisation in it operation is dependant on how it carries out it policies. It is for this reason that when the MOH came out with its Transport Policy it emhasised the need for the development guidelines to ensure its smooth implementation.

It is for this reason that the MOH has come out with this guidelines of the MOH Headquarters and its affiliates, the Health Training Institutions and the Central Medical Stores.

This guidelines detailed the steps to be taken to implement the policy to avoid antiquity for smooth operation of the transport services.

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ABBREVIATIONS

MOH Transport Operational Guidelines, Oct. 06

DVLA - Driver Vehicle and Licensing Authority
HRHD - Human Resource in Health Development

MOH - Ministry of Health

NAS - National Ambulance Service
PPBU - Policy Planning & Budgeting Unit
PPM - Planned Preventive maintenance

POW - Programme of Work P & S - Procurement & Supplies

SSSCE - Senior Secondary School Certificate Examination

SWAp - Sector Wide-Approach

TMI - Transport Management Initiative
 TMU - Transport Management Unit
 TMS - Transport Management System

WASSEC - West African Senior Secondary School Examination Certificate

ICBeb - International Competitive Bidding

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ACKNOWLEDGEMENT

The Ministry wishes to express its appreciation to the teams that worked to come out with this transport management guidelines these transport management guidelines for the MOH. The members of the teams are as follows:

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Special gratitude goes to Miss Mary Hansen of the Transport Management Unit who worked tirelessly with both teams and for typing the entire script.

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The Transport Management Guidelines Review Process

This document went through intensive and extensive preparatory stages underpinned by teamwork and consensus building. It was put together by a technical team and subjected to review by another team.

First stage

A technical team produced a draft in October 2006

Second Stage

The draft was reviewed by a team of MOH Directors and Units Heads, which came out with the final document in October 2006

CHAPTER ONE

1.0 1.0 INTRODUCTION

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Transport is generally used in health in the following areas:

- Primary health services; immunization, health education, disease surveillance,
 rural outreach services, etc,
- Patient Transportation; Transfers and Pre-Hospital Care
- Monitoring and Supervision
- Haulage of medical logistics
- Emergency preparedness
- Specialist Outreach Services
- General Administrative assignments.

Transport used in the health sector includes general purposes vehicles, ambulances, motorbikes, bicycles and boats.

The sector continues to face challenges with service delivery and low access to emergency care services. About 50% and 65% of the vehicles and motorbikes respectively are over aged and due for replacement. This has resulted in high maintenance and running cost of the vehicles especially.

This level of expenditure requires good management and monitoring mechanism to ensure that transport is used most efficiently and effectively.

These operational guidelines are to enhance the smooth implementation of the MOH transport policy.

The vision of the Ministry of Health as stated in the second 5 Year Programme of Work, 2002 – 2006 is:

"Improved overall health status and reduced inequalities in health outcomes of people living in Ghana".

To achieve this, the Ministry has formulated a mission statement:

"The Ministry of Health will work in collaboration with all partners in the health sector to ensure that every individual, household and community is adequately informed about health; and has equitable access to high quality health and related interventions"

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The guidelines goal is:

"Working together for equity and good health for all people living in Ghana".

The strategic objectives of the 5YPOW are:

- ◆To improve quality of health delivery
- **◆To increase access to health services**
- ◆To improve the efficiency of health services delivery
- **◆To foster partnerships in improving health**
- ◆To improve financing of the health sector

Transport constitutes an important component of the health sector strategy for service delivery, especially in the provision of public health services and management, including monitoring and evaluation in the health sector.

The initiation and implementation of the 1993 MOH transport policy brought a lot of improvement in transport management. This resulted in relatively increased vehicle availability, reduction in fuel consumption, increase in kilometre travelled and reduction in maintenance cost. These transport indicators impacted positively on health services delivery. It also created awareness for effective and efficient transport management at all levels in the Health Sector.

In 2002 the Ministry spent approximately 51 billion cedis for procurement of vehicles and 30 billion cedis for providing transport services and maintenance. In addition the MOH and the Development Partners continue to provide a large quantity of new vehicles to support the delivery of health services.

This level of expenditure requires good management and monitoring mechanism to ensure that transport is used most efficiently and effectively.

These operational guidelines are to enhance the smooth implementation of the MOH transport policy.

1.1 Aim

The ultimate aim of the of these operational guidelines is to put in place an improved transport support system for health—service delivery, which meets the objectives and challenges of the health sector.

1.2 Goal

To ensure a sound and sustainable transport management system as a support service to health service delivery.

1.3 Objectives

The main objectives of these operational guidelines document are to:

Provide a framework for transport operations at the MOH

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- Guide and serve as a reference document on efficient transport management
- Help rationalize the allocation, use and management of transport resources

CHAPTER TWO

2.0 HUMAN RESOURCE

2.1 Recruitment and Selection of drivers

- Vacancies shall be advertised first at the MOH <u>level</u> and then externally <u>if</u> necessary.
- Eligible applicants must have a minimum of 2 passes at SSSCE/WASSEC or its equivalent.
- ♦ Applicants shall Shall be between 25 and 38 years of age.

Host have at least 5 years driving experience and with a licence not below category 'D'. Track record, experience and 2 referees of applicants shall be required.

- Interviews shall be conducted for short listed applicants
- Applicants shall Shall undergo proficiency test in driving.
- Police clearance report is required
- Certificate of Medical fitness shall be required.

2.2 Orientation

- Transport personnel shall be properly orientated <u>with regard to into</u> the MOH culture.
 - MOH policies
 - Work ethics
 - Job descriptions
 - Dress code
 - Discipline
 - Conditions of service
 - Transport Management System

Persons driving other than official drivers shall be orientated in the TMS

2.3 Training

- Drivers shall undergo regular quarterly in-service training on PPM, human relations, defensive driving, First Aid, fire fighting techniques and in any other relevant subject
- Training shall be organised for transport management personnel in line with the MOH human resource policy
- Regular training shall also be organised for MOH directors and other officers on transport issues.
- ♦ Officers allocated duty post vehicles shall undergo periodic yearly orientation inservice training on basic vehicle management.

2.4 Motivation and Discipline

 Transport staff, who performs exceptionally well shall be recognised and rewarded appropriatelyannually. **Formatted:** Bulleted + Level: 1 + Aligned at: 0.04" + Tab after: 0.39" + Indent at: 0.39"

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- Transport staff shall be provided with the appropriate uniforms and protective clothes bi- annually
- ♦ Any staff who misconducts him/her self shall be sanctioned <u>according to the laid</u> down rules <u>immediately</u> after <u>completion of investigation</u>.
- ♦ All rewards and sanctions should be posted on all the various notice boards

2.5 Officers Driving

This applies to persons driving other than official drivers

- Must at least have category 'B' licence
- Must seek authorisation from the Chief Director
- Must lodge photocopies of driving licence with Transport Manager
- Members of staff with the rank of Director and above shall be entitled to an official vehicle, which shall mainly be used for official duties.
- ♦ Officers who use oOfficial cars should-shall be released-them_to the TMU whenever they are on official travel out of station for especially outside the country for more than a week.
- Drivers shall be assigned to officers on long distance travel.
- As much as practicable, all official vehicles should be driven by the Ministry of Health drivers.
- ◆ They should however be trained and undergoMust have medical certificate of clean health tests at least for eye sight annually.

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CHAPTER THREE

3.0 OPERATIONAL MANAGEMENT

3.1 Vehicle Allocation and Distribution

- Vehicles will be allocated based on the following
- Duty post
- Health training school
- Other specific activities
- General pool
- ◆ Under special circumstances, the Hon. Minister will allocate a vehicle to certain types of professionals for the interest and growth of the Ministry.

3.2 Vehicle Pool

- There shall be a centralized pool of vehicles made up of all mix.
 - The vehicles shall be accessible to all directorates
 - Vehicles could be reallocated to other activities, projects and programmes
- There shall be a mini pool in each directorate comprising not more than 2 vehicles
 (Pick-up or a saloon car)
- Mini pools shall be operated in all health training institutions

3.2 Allocation and Use of Motorcycles

◆ Officers shall undergo MOH Motorcycle Rider Training and must pass the Rider Competence Test before being allowed to ride a motorcycle. Officers who possess licence of category 'A' and have passed the MOH Rider Competence Test shall be allowed to ride a motorcycle

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- Motorcycles shall be allocated to individual primary riders. However, other trained riders may have access to the motorcycle for official duties.
- ♦ Motorcycle shall <u>as much as possible</u> be used for the dispatch of mail/letters.
- Offices of Ministers and Directors should shall be allocated motorcycles to facilitate their drivers' movement between the officer's residence and their homes.

3.3 Duty Post

- Duty post vehicles shall be allocated to directors and above and their analogous grades
- ◆Officers who use official vehicle shall not be paid car maintenance allowance for their private cars.

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3.4 Programme Vehicles

- Programme vehicles shall be made available for use by other officers to undertake other activities outside the programmes when the need arises.
- Vehicles procured for projects that have come to an end shall be released to the central pool

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3.5 Identification of Vehicles

- ♦ Vehicles shall be clearly identified by the MOH logo and where applicable that of the Funding Agency or Health Development Partner.
- Posting of Professional Association logos, political and other crests other than that recommended on MOH official vehicles is prohibited.

3.6 Vehicle Use and Control

3.6.1 Vehicle planning

- Directorates should submit monthly travel plans to the transport management unit.
- Officers travelling should submit completed Trip Authority form at least 4 working days before the journey expect emergencies.
- The most suitable vehicle available to meet the requirements of a trip shall be allocated

3.6.2 Cross Country Station Wagons

• Station Wagens Cross Country vehicles should shall not be used for local running

3.6.3 Official Use of Personal Vehicles

- Officers who use their personal vehicles for approved official duties due to non availability of official vehicles shall be reimbursed.
- ♦ An endorsed vehicle non <u>vehicle</u> availability form by the Transport Manager shall be required for reimbursement.

3.6.4 Extraordinary and Personal Use

- Extraordinary use of official vehicles for social activities functions such as funerals, marriage ceremonies etc shall be authorized and duly recorded in the logbook based on the availability of vehicles.
- ♦ Vehicles loaned to other MDAs shall not be fuelled by MOH and must be driven by MOH drivers, maintained during the period of use and returned in good condition.

3.6.5 Transport of Staff

- Vehicles shall not be used to transport staff to and from work. In exceptional cases such as long working hours, the chief director shall authorize <u>such usagethe use</u>.
- The Ministry shall operate staff bus service where it is considered economical. Staff should contribute to the running of such a service.

3.6.6 Communications

♦ The use of modern communication systems such as e-mails, telephones, radios etc shall be encouraged to minimise vehicle use.

3.6.7 Public Transport

- Public transport shall be used where it provides an economic and practicable alternative, especially in long distance travel. The Ministry shall reimburse the cost.
- ♦ 50% of the total transport cost as inconvenience allowance shall be paid for the use of public transport for official duties.

CHAPTER FOUR

4.0 FLEET MANAGEMENT

4.1 Vehicle Replacement

4.1.1 Four Wheel Drive Vehicles

- Vehicles shall be replaced after 7 years or 250,000 km.
- ♦ Specialized vehicles such as Ambulances, Haulage Trucks, Communication vehicles fitted with public address system and Cold Vans shall be replaced after 12 years or 2220,000 km.

4.1.2 Motorcycle

Motorcycles shall be replaced after 5 years.

Bicycles

Bicycles will be replaced after 3 years

4.2 Vehicle Acquisition

4.2.1 Procurement

Procurement of new vehicles shall be in accordance with the <u>current MOH Procurement Procedure Manual Public Procurement Act......</u> and the following:

- <u>SVehicles shall</u> be new and meet the approved <u>MOH</u> technical specifications
- Procurement under ICB should be accompanied with at least 10% of spare parts

-Previous experience with respect to vehicle operational performance would be an

- _advantage
- Purpose for which vehicles is required
- Capacity to manage the vehicles
- ◆ Strong dealership presence to provide;
- After sales service support
- Stock of genuine spare parts for at least 3 years
- Qualified technical staff

Qualified technical staff of the dealership

- Provision of tTraining for MOH technical staff for maintenance of the vehicle
- Motorcycles shall be procured and delivered in knockdown form as much as practicable. All motorcycles shall be supplied with two (2) crash helmets and shall be

provided with in-built security locks.

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The dealership shall provide technical training for MOH maintenance staff and spare parts support for a minimum of 3 years

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4.2.3 Donations

Donation of vehicles shall be in accordance with MOH guidelines on donation and the approved technical specifications of the Ministry.

4.2.4 Vehicle Make, Type and Model

Vehicle make, type and model to be acquired shall be appropriate for the intended use.

4.2.5 Insurance

- MOH_All-vehicles within the economic useful life_shall be insured-at least for third party.
- Authorised passengers shall be covered with the The-Workman's Compensation SchemeAct, managed by the Ministry of Finance.

shall cover all authorized passengers. Ministries of Finance and the Attorney General's Departments will cater for all financial encumbrances and legal issues of the Ministry in relation to accidents and other transport related issues.

4.2.6 Roadworthiness

All MOH vehicles including motorcycles shall be examined for roadworthy certificate and shall be examined annually for valid Roadworthy Certificates.

4.2.7 Vehicle Maintenance

- ◆ The PPM strategy shall be <u>adopted by</u> the <u>Ministry based on the following</u> maintenance policy of the <u>Ministry</u>:
- The Ministry shall have an operational maintenance plan that is based on dDistance covered or period of use or whichever comes first.
- The maintenance request form shall be cCompleted maintenance request form by the transport unit before any maintenance is carried out.
- Maintenance works not approved shall not be paid for or reimbursed
- All vehicles shall be mMaintainanceMaintenance ed should be regularly in accordance with the manufacturers' recommendation, and/or MOH maintenance plan
- Maintenance works not approved shall not be paid for or reimbursed

4.2.8 Maintenance Workshops

- MOH workshops shall be used for routine servicing and minor repairs only.
- The workshops shall be equipped with the necessary tools
- Complex repairs shall be outsourced to "accredited" workshops.

4.2.9 Vehicle Spare Parts

New procurement of vehicles should be accompanied with 10% of spare parts.

- ♦ IDetailed inventory shall be kept and updated regularlytimely
- There shall be quarterly stock taking

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4.2.10 Disposal of Vehicle and Obsolete Parts

- ◆ The disposal of vehicles and obsolete parts shall be in line with the existing government regulation.
- Officers using Users Dduty postef_vehicles shall have first option to purchase once in every 8 years when due for disposal
- Officers going on retirement shall be allowed to purchase their official vehicles that are over three years.

4.3 Transport 4.3 Transport Model (minimum requirements)

The Ministry shall determine the minimum vehicle requirement for health activities and operations based on the following:

- Programmes and operational requirements
- Geographical coverage
- Replacement policy
- Operational conditions

4.3.1 Directorates vehicle requirements

- ◆ Each directorate shall have a saloon car as duty post for the director and at least anot more than 2 other saloon or pickup vehicles for local running.
- Deputy directors and their equivalent may be assigned official vehicles by the chief director
- Officers who by their nature of their jobs require the use of official vehicles shall be assigned on the approval by the chief director.

4.3.2 Management of Transport Budget

Budget for transport operations shall be centrally managed

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CHAPTER FIVE

5.0 MANAGEMENT INFORMATION SYSTEMS

5.1 Dash board indicators

 Vehicles shall have odometers and other dash board indicators functioning at all times.

5.2 Transport Performance Monitoring

The following basic transport performance indicators shall be used for reporting by the TMU_monthly:

- Kilometres travelled
- Fuel utilization
- Maintenance cost per kilometre
- Vehicle availability
- Performance
- ♦ General state of vehicles
- Accident rate
- Updated inventory

5.3 Fuel Control and Issuing

- Bulk procurement of fuel coupons shall be made and kept by the Finance directorate.
- Finance directorate shall issue fuel coupons to the transport unit on request.
- Transport officer shall issue fuel to vehicles based on properly filled logbooks.
- Officers <u>using-driving</u> official vehicles shall complete the logbook properlyaccordingly
- The quantity of fuel issued to vehicles will be determined by two main factors i.e. engine capacity and the distance to be covered.
- Fuel purchased shall be indicated in the logbook in litres instead of monetary figures.
- ♦ Only official vehicles shall be issued fuel.
- Officers authorised to use their private vehicles in lieu of official vehicle for official duties shall benefit from the kilometric allowance approved by the Ministry of Finance and Economic Planning

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5.4 Transport Records

- ♦ The transport management unit shall keep relevant transport records and shall submit half yearly transport report to chief director <u>and vehicle users</u>.
- Comprehensive vehicle maintenance records shall be kept by TMU and used in assessing vehicle and workshop performance. They shall also be used to determine the yearly maintenance budget.
- Transport Management Unit shall keep photocopies of driving licences of all MOH drivers and officers driving.
- Only drivers and officers with valid drivers licences shall drive MOH vehicles

5.5 **Health and Safety**

5.5.1 **Safety Equipment**

Vehicles shall be equipped with the following required safety equipment;

- Seat belts
- First aid box
- Fire extinguisher
- Warning triangles
- ♦ Helmets (motorcycle) and bicycles
- Life and reflective jackets.

5.5.2 Use of Safety Equipment

- Drivers and passengers in MOH vehicles shall wear seat belts at all times in line with the Road Traffic Regulations.
- Motor riders (including pillions) shall wear crash helmets.

5.5.3 Driving under the influence of an intoxicant

It is prohibited to drive under the influence of an intoxicant <u>such as alcohol, narcotics, medicine that cause -drowsiness.</u>

5.5.4 Driving at night

Driving <u>during long journey</u> between the hours of <u>8–7 p.m.</u> and <u>4–5 a.m.</u> is prohibited except in emergencies.

5.5.5 Unauthorised passengers and Over-loading

- Unauthorised passengers and goods shall not be carried on any official vehicle.
- No passenger shall be allowed in the bucket of a pick-up
- Drivers shall ensure that vehicles are not overloaded. Offenders-Persons incharge of the vehicle shall be sanctioned.

5.5.6 Use of Mobile Phones

The use of mobile phone while driving is prohibited.

5.5.7 **Smoking**

In line with the Ministry's policy on smoking within the premises of health facilities, smoking is forbidden in MOH vehicles.

5.5.8 Overnight Parking

All official vehicles shall be parked at the following designated places

- ♦ MOHealth sector premises
- Nearest Police Station
- Residence of officer vehicle assigned to.

Officers and drivers shall be held responsible for any loss or damage as a result of non-compliance of the above.

5.5.9. Over-speeding and careless driving

- All drivers shall strictly observe speed limits and other road traffic regulation.
- ♦ The maximum speed shall not exceed 120 km/ph according to the highway code

5.6 Accident Management

5.6.1 Accident reporting

- ◆The standard Ministry of Health (MOH) Accident Report Form shall be used to record
- any accident or incident on the vehicle.
- ♦ All accidents shall be reported to the Police and transport unit immediately by the driver.
- ◆All accidents (by Government policy) shall be reported to the Ministry of Justice and
- Attorney General's Department within 7 days by the MOH.

5.6.2 Investigation Committee

 An internal committee shall be set up to investigate and report on the cause of every accident within 30 days.

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Appropriate action shall be taken and recorded.

5.6.3 Accident Prevention Programme

- The Ministry shall participate in accident prevention programmes by the Road Safety Commission, Driver and Vehicle Licensing Authority (DVLA) and any other Road Safety related agency.

 The Ministry shall organise accident drills for

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CHAPTER SIX

6.0 INSTITUTIONAL ARRANGEMENTS

6.1 Chief Director

The Chief Director shall be responsible for the;

- Implementation, monitoring and review of these guidelines.
- The Chief Director shall be responsible for the pProcurement, allocation, disposal
 of transport resources

6.2 Directorates shall ensure:

- Judicious use of allocated vehicles allocated.
- Timely submission of monthly travelling plans to TMU
- Transport operations is budgeted for appropriately
- Submission of monthly performance report on drivers attached to the directorates to transport manager
- The safety and well being of all allocated vehicles
- That transport issues form an agenda item at directorates meetings
- That Monthly log sheets to be endorsed before submission to the TMU
- The smooth implementation of this guidelines
- That drivers are motivated
- That discipline action is taken in consultation with the TMU
- That drivers are appraised annually
- That drivers are promoted

6.3 Transport Management Unit

- The TMU shall be headed by a qualified transport professional and assisted by trained transport officers.
- Keep inventory of transport resources
- Develop vehicle replacement plan
- Organise in_-service training for drivers and other vehicle users
- Supervise and monitor driver performance
- Develop and implement PPM plan
- Assess drivers performance on the following:
 - Average Running Cost of allocated vehicle allocated
 - Vehicle Availability
 - -Rate of Breakdowns and Downtime Period
- Carry out any other duty that may be assigned by the Director Administration
- Shall ensure that drivers are promoted based on the laid down regulations

6.4 The driver shall

- Drive MOH vehicles safely and respect other road users.
- Carry out daily and weekly checks on the vehicle.

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- Ensure the safety of users of vehicle by use of equipment such as Seat belts, fire extinguishers etc.
- Prompt rReporting of faults on vehicle being used promptly-
- Keep Proper proper data record collection on the vehicle e.g. proper filling of logbooks.
- Keep vehicle clean at all times.
- Supervise passengers as regards safety on the vehicle.
- Relate appropriately to all workers / passengers on board
- Relate appropriately to:
 - o The Police
 - Mechanics and Garages
 - Vehicle Examination and Licensing Authority

Drivers must possess the following personal qualities/attributes:

- ♦ Trustworthy
- Initiative and Drive

Ensure that they are appraised annually Follow up their promotion

6.5 Collaboration

The directorates shall collaborate in the <u>management of use of transport resources and driver management</u>.

MOH transport policy takes precedence over these guidelines where they conflict.

Any one who breaches any provision in this transport operational guidelines shall be sanctioned.

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