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## Rural Transport Diagnostic Study in Ghana Stakeholder Workshop Report



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**Cover Photo:** Stakeholder Workshop at DFR Conference Room, Accra, 25 April 2017.

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## ABSTRACT

This report summarises the main discussion points, recommendations and suggestions, which culminated from the stakeholder workshop. The workshop involved a plenary session where the consultants presented their reports followed by a break-up session for group discussions. The presentation highlighted the project background, objectives, study method, results and findings. The procedure for selection of the surveyed roads in the three ecological zones in Ghana was explained as well as the use of the rapid rural appraisal methodology for the qualitative interviews. The method required a limited number of in-depth interviews to be carried out with the view of having snapshot estimates of the needs and perspectives of different transport users, operators, regulators and development personnel to guide policy decisions. During the break-up session three discussion groups were formed. The first group dealt with questions relating to use of formal means of public transport, such as car taxis and mini/midi buses. The second group focused on questions relating to the provision of transport services by motorcycle (taxis) and motor tricycles, while the third group discussed cross-cutting issues, including financing of public transport on low volume roads and the roles of transport unions and the police. It was recommended that the Road Traffic Regulations 2012 (LI 2180) be reviewed to allow the commercial use of motorcycles and tricycles in rural areas. Other recommendations have been made and presented in this report.

**Key words:** *Ecological zones in Ghana; rapid rural appraisal method; gender balance; rural transport services; transport service frequency; commercial operation of motorcycles*

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## ABBREVIATIONS AND ACRONYMS

AdMA	Adentan Municipal Assembly
AfCAP	African Community Access Partnership
AMRD	Accra Metropolitan Road Department
BRRl	Building and Road Research Institute
DACF	District Assemblies Common Fund
DFR	Department of Feeder Roads
DoT	Department of Transport
DVLA	Driver and Vehicle Licensing Authority
GhIE	Ghana Institution of Engineers
GIP	Ghana Institute of Planners
JICA	Japan International Cooperation Agency
km	kilometre
LEKMA	Ledzokuku Krowor Municipal Assembly
LESDEP	Local Enterprises and Skills Development
LI	Legislative Instrument
MASLOC	Microfinance and Small Loans Centre
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan/Municipal/District Assemblies
MMT	Metro Mass Transit
MoT	Ministry of Transport
MRH	Ministry of Roads and Highways
MTTD	Motor Traffic and Transport Department
OHLGS	Office of the Head of Local Government Service
VOC	Vehicle Operating Cost

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## EXECUTIVE SUMMARY

A stakeholder workshop was held to discuss the draft final report on 25<sup>th</sup> April 2017 at 10:00 am at the Conference Room of the Department of Feeder Roads (DFR), in Accra. The workshop was attended by 49 participants from 14 different departments and institutions. The participants included the AfCAP Regional Technical Services Manager, the Management and key staff of DFR, the Project Team from the Building and Road Research Institute (BRRI) and the International Technical Advisor from Swansea University. Other participants included representatives from the Ministry of Transport (MoT), Ministry of Road and Highways (MRH), Ministry of Local Government and Rural Development (MLGRD), the Motor Traffic and Transport Department (MTTD) of the Ghana Police Service, the Driver and Vehicle Licensing Authority (DVLA) and the Office of the Head of Local Government Service (OHLGS). Also in attendance were representatives from the Accra Metropolitan Road Department (AMRD), the Ghana Institution of Engineers (GHIE), the Ghana Institute of Planners (GIP), Ga Central Assembly, Ga East Assembly, Ledzokuku-Krowor Municipal Assembly (LEKMA), Adentan Municipal Assembly (AdMA) and the Japan International Cooperation Agency (JICA).

The meeting was chaired by the Deputy Director, Planning, DFR. After welcoming participants to the meeting and asking for a brief self-introduction, he requested the consultants to present their report.

The consultant made a PowerPoint presentation of the Draft Final Report, highlighting the project background and objectives, study area, approach and methodology for executing the work, results and findings. The presentation was in two stages: the first was by the Team Leader on the project background, objectives, project team, study area and methodological approach to the study. The second stage was delivered by the International Technical Adviser highlighting the study's results and findings.

After the presentation, group discussions were held focusing on a range of issues, including:

- Development of policies on fares, journey times, service frequency and predictability;
- Tackling passenger and freight overloading for taxis and minibuses;
- Subsidy for rural transport providers;
- Legalisation of commercial operation of motorcycles/motor tricycles in rural areas;
- Ensuring safety of modes for rural transport services;
- Role of communities in road spot improvement and its financing; and
- Inter-ministerial collaboration in policy formulation.

Recommendations by the various stakeholders have been incorporated in this report.

## 1.0 PROCEEDINGS OF THE STAKEHOLDER WORKSHOP

### 1.1 Introduction

The stakeholder workshop was organised on 25<sup>th</sup> April 2017 at the Department of Feeder Roads (DFR), Head Office, Accra. The stakeholder workshop was organised in order to present the findings of the draft final report to generate discussions and solicit suggestions to be incorporated in the final report.

The workshop was attended by 49 participants. These included the AfCAP Regional Technical Services Manager, the Management and key staff of DFR, the Project Team from the Building and Road Research Institute (BRRI), the International Technical Advisor from Swansea University and representatives from the Ministry of Transport (MoT), Ministry of Road and Highways (MRH), Ministry of Local Government and Rural Development (MLGRD), the Motor Traffic and Transport Department (MTTD) of the Ghana Police Service and the Driver and Vehicle Licensing Authority (DVLA). Other representatives were from the Office of the Head of Local Government Service (OHLGS), the Accra Metropolitan Road Department

(AMRD), the Ghana Institution of Engineers (GhIE), the Ghana Institute of Planners (GIP), the District and Municipal Assemblies in Accra and the Japan International Cooperation Agency (JICA).

The Deputy Director, Planning, DFR chaired the meeting. He started by welcoming the participants to the workshop, asking each participant to make a brief self-introduction. Thereafter, the consultant presented their report.

The consultant made a PowerPoint presentation of the Draft Final Report, highlighting the project background and objectives, project team, study area, approach and methodology for executing the work, results and findings. The participants were subsequently divided into three discussion groups to deliberate on the project findings, bearing in mind how the study's findings could inform changes in the current rural transport practices and policies.

The main sections of the draft final report are summarised below:

- **Selection of the Study Areas:** The project was carried out in three ecological zones of Ghana, namely the Guinea Savannah zone in the Upper West region, the Forest zone in the Brong-Ahafo region and the Coastal Savannah zone in the southern part of the Volta region. The Tokali-Wechiau-Wa road in the Wa West District represented the Guinea Savannah zone; the Gyasikrom-Ayomso road in the Asunafo North District represented the Forest zone while the Abor-Avenorpeme-Hatorgodo road in the Akatsi South District represented the Coastal Savannah zone of Ghana.
- **Project Approach and Methodology:** The study approach was based on the 'rapid rural appraisal method'. This methodology has been designed to allow one or more knowledgeable professionals to conduct qualitative interviews to gain in-depth understanding of the rural transport system. Data collected is tied to a particular rural road and its catchment area for a medium travel distance between 5 km and 75 km, based on the hubs-and-spokes system.
- **Type of data collected:** The data collected were derived from qualitative interviews of key stakeholders and roadside classified traffic counts. The stakeholders interviewed comprised transport users including farmers, traders, educational workers, health users, maternal health providers and seekers, students, financial workers, the elderly, the disabled and the like; transport operators; transport regulators and development personnel. Traffic counts were conducted on the selected road during a market day and a non-market (normal) day.
- **Data collection strategy:** Qualitative surveys through face-to-face interviews of respondents purposively carried out to create a balance between gender, ages, abilities and occupations.
- **Project team:** The project team composed of a Ghana National Transport Expert as the Team Leader, supported by a Transport Geographer and a Rural Transport Expert from Swansea University, United Kingdom (UK), as International Technical Adviser.
- **Results and findings:** The results and findings of the study included the following;
  - There is a large presence of motorcycles in rural Ghana, constituting more than 60% of the traffic mix, particularly in the Guinea and Coastal savannah ecological zones. However, not all the motorcycles are for commercial use as *okada* (motorcycle taxis).
  - The road traffic regulation, LI 2180 of 2012, which banned commercial motorcycle transport was not visible in the rural areas. The ban was hardly enforced in the rural areas, as the value of motorcycles to the local people is seen to be high.
  - Motorcycle transport services were rife in the rural areas, providing vital services in areas where most conventional public transport find difficult to operate due to condition of the road infrastructure.

- Rather than a wholesale ban of commercial motorcycle transport, we suggest that on rural roads and perhaps in small towns, these services should be allowed and regulated under a formal transport union. This would enable these 2- and 3-wheelers to operate safely within a positive regulatory environment. Currently, there are no regulations relating to loading levels, vehicle insurance, safety and the like.
- Cargo motor tricycles are ideally suited for the transport of freights, which is pivotal to agriculture in the rural areas. Their use should not be discouraged, but through a revision of the regulation be allowed for passenger transport, opening up the way for some form of regulation.
- Car taxis and mini/midi buses are pivotal for passenger and freight transport along the rural roads, but are prone to long waiting (filling up) times, overloading, safety risks and lower comfort levels.
- High operating costs on gravel roads often force operators to take on more than the legally allowed number of passengers or freight.
- Better roads do seem to reduce this need for overloading. Better roads tend to attract more vehicles for competition, with owners often more reluctant to overload.
- Better quality rural roads are essential to rural development. This requires regular road maintenance and a rapid response team to quickly deal with road bottlenecks to achieve significant results.
- A short study to assess and understand the transport movements of people and goods in an area should be conducted prior to the upgrading of a rural road to a paved road.
- Further research is proposed: 1) A trial or pilot study, running car taxi and tro-tro services according to a time-table in one or two areas; 2) A study on road traffic accidents involving motorcycle taxis in rural Ghana.

The consultant explained that they considered the needs and perspectives of the stakeholders in the surveyed areas to better understand the existing characteristics of rural transport services in Ghana. For transport users, the areas of concern included their satisfaction levels regarding transport fares, journey times, service frequency, service predictability, safety and security, for the various modes of transport. Operators were asked about the trends in the number of trips made, passengers transported, adequacy of working capital and access to credit facilities and technical services, while transport regulators were asked to comment on compliance to technical, operational and environmental regulations for the modes of transport. Development personnel provided their views on how the various transport modes contributed to the development of the rural catchment areas.

There was a break-up session where the participants were divided into three separate groups to brainstorm on specific topics outlined by the consultant. Each group selected a group leader and a rapporteur to note and later present the views of the group to the other people present. Some of the issues discussed by the groups included development of policies on fares, journey times, service frequency and predictability; passenger and freight overloading for taxis and minibuses; possible subsidies for rural transport providers; legalisation of commercial operation of motorcycles/motor tricycles in rural areas; ensuring rural road safety; role of communities in road spot repairs and its financing and; inter-ministerial collaboration in policy formulation. Recommendations from the stakeholders have been incorporated in this report.

## **2.0 MAIN DISCUSSION POINTS OF THE WORKSHOP**

The presentation of the Draft Report on the Rural Transport Diagnostic Study in Ghana was done jointly by the Team Leader and the International Technical Adviser. This presentation provided the data and



context necessary for the subsequent discussion of key questions by the three discussion groups. The suggestions and recommendations from the three groups on how to improve the rural transport services practices and policies in Ghana are presented in the sections below<sup>1</sup>:

### **2.1 Development of Policy on Fares, Journey Times, Service Frequency and Predictability**

There was a general consensus that government should aim to lower transport fares by providing rural bus services in the form like the Metro Mass Transit (MMT) for the rural communities. The MMT must operate according to appropriate scheduled times and buses should be fitted with speed governors to ensure speed limit compliance and safe driving practices. To ensure adequate transport service frequency for market and non-market days, comprehensive transport studies should be carried out for the operational rural areas to establish when and how best the buses should operate on the roads. These bus services must be regular and guided by efficient timetable system to ensure service predictability. Meanwhile, the private sector can continue with the operation of the other modes of transport in the rural areas.

### **2.2 Passenger and Freight Overloading by Taxis and Minibuses**

Passenger and freight overloading by taxis and minibuses, particularly on market days, was discussed. The participants considered overloading as the result of the insufficient transport services in the rural areas. Fleet sizes are generally small and operators tend to load full at the trip origins, compelling those passengers waiting en-route to board whilst vehicles are already full. Moreover, overloading is a response to higher vehicle operating cost (VOC) on bad roads. It may also point to a certain level of greediness on the part of some operators who want to profit from the practice. It was argued that to reduce overloading by taxis and minibuses, more vehicles should be attracted onto the roads and that ensuring regular and timely maintenance of the rural roads would reduce operators' VOCs. For example, to reduce overloading by car taxis and minibuses, government should introduce a bus service like the Metro Mass Transport (MMT) on specific rural roads, so as to provide the desired competition. Sensitisation of both drivers and rural people on the consequences of overloading, backed by police enforcement where necessary, would also help to reduce this uncomfortable and often dangerous practice.

### **2.3 Subsidies for Rural Transport Providers**

There was a general agreement that the government must not subsidize or create a new, low interest fund for purchase of cargo motor tricycles, or for rural transport providers in general since it is anticipated that the benefit will not trickle down to the targeted beneficiaries in the rural communities. Again, experience shows that management of such a fund is fraught with irregularities. It was, therefore, agreed that transport providers should explore the existing government interventions through the Microfinance and Small Loans Centre (MASLOC) and Local Enterprises and Skills Development (LESDEP).

For example, MASLOC, under its Vehicle Hire Purchase Scheme, distributes saloon cars to accredited drivers who want to have their own car taxis. It targets individual drivers, particularly the youth, who belong to Taxi and/or Drivers' Unions, to offer a loan facility with a four-year pay-back period. MASLOC also has the Micro loans scheme where the main beneficiaries are groups or cooperative societies, each consisting of five (5) to 25 members. An individual within a group can access between GH¢100 (GBP20) to GH¢5,000 (GBP 1,000). The group solidarity mechanism is applied in this credit scheme. This means, the whole group is held liable for the repayment of the loan, thereby lowering the risk of a member defaulting. All MASLOC micro loans are for a short period, not exceeding 12 months. Hence, rural

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<sup>1</sup>The Consultant does not necessarily agree with all the suggestions and recommendations made

dwellers must be encouraged to form cooperatives in order to be eligible for the MASLOC micro loan scheme to purchase their own tricycles.

#### **2.4 Legalisation of Commercial Operation of Motorcycles/Motor Tricycles in Rural Areas**

It was agreed that the Road Traffic Regulations 2012 (LI 2180) should be reviewed to allow the operation of commercial motorcycles and motor tricycles in rural areas. However, safety concerns of commercial motorcycle operations must be addressed, particularly when motor cyclists deaths in traffic are second to pedestrian deaths in Ghana. The commercial use of motorcycles should be regulated. In this respect, the Metropolitan/Municipal/District Assemblies (MMDAs) should be allowed to set their own by-laws to regulate the operations of the motorized 2- and 3-wheelers in the rural and urban areas within their jurisdictions.

The participants deliberated on potential policies to adopt to ensure the safety of motorcycles when used for commercial purposes. These include:

- Enforcing the use of reflectors and daytime headlight running: Motorcycles in traffic must be sufficiently visible during day and night times.
- Unionising the motorcycle operators for training, safety tips and identification: Only unionised motorcycle riders must be allowed to operate commercial motorcycle taxis.
- Licensing of operators to ensure technical and operational compliance: The police must check motorcycle operators for valid licenses and operators must insure their motorcycles and tricycles, and comply with all road traffic regulations.
- Distance capping: Specific distances must be specified for commercial motorcycle operations. Motorcycle taxis should be confined to specific areas when providing rural transport services.

These regulatory policies must be left with the MMDAs for implementation, particularly in the rural areas.

#### **2.5 Ensuring Safer Rural Transport Services**

Results of the study showed that safety compliance by operators of rural transport modes has been medium to very unsatisfactory across the three research sites. There was a consensus to improve the rural roads through regular maintenance as well as to establish a Department of Transport (DoT) at the MMDAs level to regulate transport activities. The DoTs would be mandated to check the quality and quantity of vehicles in use, embark on regular education and training programmes in their areas of operation and ensure that transport operators are unionised. The police should not only enforce the road traffic laws in the rural areas but also have a holistic knowledge of the challenges associated with rural transport service operations to help proffer appropriate solutions to the problems.

#### **2.6 Role of Communities in Road Spot Improvements and Financing**

Disruption in rural transport services often takes place during the rainy season. Stakeholders suggested that community partnership with the MMDAs in carrying out spot improvements of rural roads, will help reduce transport service disruptions. For example, if funds are made available to the decentralised departments (say the DoTs) at the district levels, the communities can support the MMDAs with spot repairs of feeder roads to reduce the perennial disruption of rural transport services, particularly during the rainy seasons. The funding of such activities can be through the existing District Assemblies Common Fund (DA CF) by restructuring the budgetary allocations of the MMDAs to cater for such spot repairs. Cost sharing arrangements fostered between the MMDAs and the communities would ensure sustainable rural road maintenance.

## **2.7 Inter-Ministerial Collaboration in Policy Formulation**

The stakeholders believed that there should be more inter-ministerial collaborations in the formulation of rural transport policies and that policy development in this area should be from the bottom-up.

## **3.0 RECOMMENDED SUGGESTIONS AND CLOSING REMARKS**

### **3.1 Some suggestions and recommendations**

Some suggestions and/or recommendations made during the workshop included the following:

- The Road Traffic Regulations 2012 (LI 2180) must be reviewed to allow the commercial use of motorcycles and motor tricycles in rural areas, but only if they are regulated.
- Regular spot improvements of rural roads should be institutionalised at the MMDA levels since good rural roads will lead to new and competitive transport services.
- A Department of Transport (DoT) should be established at the MMDA levels to effectively manage the transport systems, focusing on both rural roads development and transport service operations.
- Rural dwellers must be encouraged to form cooperatives to access the MASLOC credit facility to support transport service operations.
- Enforcement alone is not enough to solve the problems associated with rural transport services. The Ministry of Transport and the MMDAs should do more to create a competitive, effective transport services environment. They should seek to understand the rural transport issues through research to guide in the provision of appropriate solutions to rural transport challenges in Ghana.

## **4.0 CONCLUSION**

The stakeholder workshop has taken place to discuss the draft final report. The discussions have culminated in useful suggestions and recommendations to improve rural transport practices, strategies and policies.

The meeting came to an end at 2:00 pm with a short closing prayer by Mr. Omane Brempong.

## ANNEX 1

### List of participants at the Workshop

The list of those present at the workshop meeting is given below as:

1. F.O.M Digber	Director, DFR
2. Dr. K. Osafo Ampadu	Deputy Director, Planning, DFR
3. E. Duncan-Williams	Deputy Director, Maintenance, DFR
4. Dr. Paulina Agyekum	West Africa Regional Manager, AfCAP
5. Dr. Krijn Peters	International Technical Adviser, Swansea University
6. Ing. Francis Kwaku Afukaar	Project Team Leader, BRRl
7. Dr. James Damsere-Derry	Team Member, BRRl
8. Kwadwo Opoku Agyeman	Chief Technical Officer, BRRl
9. Simon Ntramah	Principal Technical Officer, BRRl
10. K.N. Akosah-Koduah	Chief Engineer, DFR
11. Nathan Odjao	Bridge Maintenance Engineer, DFR
12. Herbert Koranteng	Chief Engineer/Head, Road Safety Unit, DFR
13. Eric Anyidoho	Quantity Surveyor, DFR
14. Kingsley Osei Owusu	Programmer, DFR
15. Frank Adjei Aidoo	Assistant Quantity Surveyor, DFR
16. K. Omane-Brimpong	Principal Engineer, DFR
17. R.O. Otoo	Chief Engineer, DFR
18. Samuel Buatsi	Assistant Quantity Surveyor, DFR
19. Ofosuhene Jonathan	Senior Engineer, DFR
20. Stella Arthur	Transport Engineer, DFR
21. Juliet Amponsah	Environmental Engineer, DFR
22. James Odonkor	Assistant Engineer, DFR
23. Salifu Hardi	Assistant Development Planner, DFR
24. Nii Sarpei-Nunoo	Chief Engineer, DFR
25. Emmanuel Opon Tutu	Assistant Engineer, DFR
26. Mavis Tei	Assistant Planning Officer, MoT
27. Reginald G. Kuebutornye	Assistant Development Planning Officer, MoT
28. Agyeibi Prempeh	Senior Planning Officer, MoT
29. E.A Gbadago	Principal Engineer, MRH
30. G/CPL A. Christian	Traffic Officer, Police MTTD
31. DSP Adu Boahen	Staff Officer, Police MTTD
32. C/Insp. Simon Tenkuu	Public Relation Officer, Police MTTD
33. Abraham Zaato	Manager, Research & Development, DVLA
34. Sylvia Asare	Engineer, GhIE
35. Benedict Arkhirst	Senior Spatial Planner, GIP
36. Ebenezer Ntiful	Assistant Town Planning Officer, GIP
37. Inusah Shirazu	Principal Planning Officer, MLGRD
38. Prosper Apawudza	Assistant Director, MLGRD
39. Baah Tetteh	Engineer, OHLGS
40. Mabel Amoako-Atta	Director, OHLGS
41. Frederick Adjanor	Traffic Engineer, AMRD
42. Noah N. Atta-Yaw	Chief Technical Engineer, AMRD

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|-------------------------|---|
| 43. Paa Kwesi Quansah   | Assistant Engineer, Ga Central Assembly |
| 44. Michael N.K. Ekuban | Assistant Quantity Surveyor, LEKMA      |
| 45. Domingo P. Lekettey | Engineer, LEKMA                         |
| 46. Justin Glover       | Engineer, Ga East Assembly              |
| 47. Neneyo Sackitey     | Feeder Road Engineer, AdMA              |
| 48. Suleymana Mahama    | Municipal Transport Officer, AdMA       |
| 49. Prince Bio          | Local Consultant, JICA                  |