Acknowledgements

We would like to express our gratitude to USAID / OFDA. With their support, since 2013 Fleet Forum has trained over 350 staff members and provided them with knowledge and skills that will support them to manage the fleet better, to reduce the risk of road traffic accidents and the environmental footprint of the organisation. In 2016 they enabled us to develop fleet management emergency preparedness training materials for those working in disaster-prone contexts within aid and development organisations. The materials consist of an e-learning module, a 1-day classroom training and this guide.

We would also like to thank the Logistics Cluster. Their Logistics Operational Guide, particularly the capacity assessment tools, have served as the foundation of the fleet management assessment tools included in this guide.

For attending our preparation workshops and sharing their fleet management or emergency response experience, we would like to thank staff members from the following organisations:
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<th>Description</th>
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<tbody>
<tr>
<td>AoR</td>
<td>Area of Responsibility</td>
</tr>
<tr>
<td>AV</td>
<td>Armoured Vehicles</td>
</tr>
<tr>
<td>HQ</td>
<td>Headquarters</td>
</tr>
<tr>
<td>IFRC</td>
<td>International Federation of Red Cross and Red Crescent Societies</td>
</tr>
<tr>
<td>LTA</td>
<td>Long-Term Agreement</td>
</tr>
<tr>
<td>km</td>
<td>kilometer</td>
</tr>
<tr>
<td>ToR</td>
<td>Terms of Reference</td>
</tr>
<tr>
<td>TCO</td>
<td>Total Cost of Ownership</td>
</tr>
<tr>
<td>WASH</td>
<td>Water, Sanitation and Hygiene</td>
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</tbody>
</table>
Fleet Management in Emergencies
Guide to Emergency Preparedness

1. Introduction

Background

Transportation is a cornerstone of program delivery and is the second largest cost to most aid and development organizations. Vehicle fleets are used to monitor, coordinate and execute last mile distribution of humanitarian assistance. Without vehicles aid and development organizations cannot deliver their programs and support the people in need. Although vehicle fleets are a crucial support function, in many organizations there is no focus on fleet management that allows organizations to operate fleet in a safe, environmentally friendly and cost efficient way. As a result, organisations are faced with costly inefficiencies, increased safety risks to own staff, contractors and other road users and at the same time not considering the environmental impact of their vehicle operations.

The level of fleet management diminishes to an even lower level in emergencies. It is common knowledge among staff, who have worked in emergencies, that established fleet management procedures (that are partially implemented in non-emergency operations) are completely disregarded as the priority is to have as many vehicles as possible available. Workshops held in Nepal and South Sudan further revealed:

- 45% somewhat agree that preparation activities were conducted before the emergency
- Approximately 30% disagree or neither agree or disagree that their fleet management was satisfactory
- 51% have not had a fleet management evaluation since the emergency

Vehicles are scarce in the local market, so organisations rent vehicles at extremely high prices; simultaneously, there is competition between organisations to secure vehicles, further driving up the price of vehicles. Aside from vehicles, organisations need to hire drivers to operate these vehicles and given the urgency, recruitment and selection policies are expedited to the extent that drivers are hired without checking if they drive safely.

This ‘fire-fighting’ spirit, almost second-nature to everyone working in an emergency, leads to extremely unsafe situations, including unorganised journey planning, night driving, consecutive long shifts without breaks, drivers unfit to drive, unsafe vehicles etc. As a result, organizations are faced with costly inefficiencies, ten-fold increase in safety risks to own staff, contractors and other road users and at the same time not considering the environmental impact of their vehicle operations.

In emergency relief operations, fleet managers are required to support the organisation and implementation of response operations in order to ensure their timeliness and efficiency. Providing vehicles for the mobilisation of staff, equipment and goods of humanitarian assistance organizations, the evacuation of the injured or the resettlement of those directly affected by the disaster, requires a professional fleet management system to maximize effectiveness. As the pressure on effectiveness of organisations’ operations is high, especially during the initial phase of the response, preparation of fleet management activities can make a difference between successful and unsuccessful response.

Fleet management activities have to be planned, since adequate preparations are essential to a smooth operation. With this guide, we would like to challenge the perception that transportation arrangements can be improvised, based on the “needs of the field” when the emergency occurs. Not only is planning necessary, but it is realistic as most emergencies and their operational requirements can be foreseen. Fleet management must be closely linked to all other operational activities in the context of responding to a given emergency.
Scope and Use

The Fleet Forum ‘Fleet management emergency preparedness’ guide provides practical advice for those working in disaster-prone contexts within aid and development organisations. The guide is aimed mainly at logistics and fleet management staff involved in the day-to-day operations of an emergency, but can be used by anyone who is supporting relief operations. The advice provided in the guide is geared specifically towards the preparation for an emergency response; it is not meant to guide fleet managers in setting up a fleet management policy, rather respective organisations should already be applying basic fleet management practices.

Structure of Guide

Every aid and development organisation, no matter which country they are operating in, must recognise they might experience a crisis and will have to provide relief efforts in a crisis. As humanitarian actors, we must acknowledge that even though we are conducting development activities in stable environments, there is risk that communities may be affected by a crisis, be that a natural or man-made disaster. Very few emergencies take place suddenly; statistics show that in 2015, 66% of international humanitarian assistance went to crises that have been extended or continue to occur in the same places year on year (Development Initiatives, 2015). While you may not know when … you can anticipate the emergency will happen.

The guide contains three important elements:

- **Preparation for a Possible Emergency**, describes the actions you must take every year to ensure you are prepared for whenever you need to upscale your fleet operations
- **Responding to the Emergency**, provides guidelines for fulfilling transport needs and maintaining professional fleet management throughout the response
- **Down-Sizing and Evaluating Your Fleet Operations**, indicates the steps you can take to down-size your fleet as well as extract lessons learned and feed them back into your annual preparation activities, making you better prepared to respond to recurring emergencies
What is an emergency?
Before using this guide, it is first important that we share a common understand of the word ‘emergency’. For the purpose of clarity, we have described what is an emergency by combining the definitions used by the Humanitarian Coalition (Humanitarian Coalition, 2015) and the IFRC, International Federation of Red Cross and Red Crescent Societies (IFRC, 2010).

A humanitarian emergency is an event or series of events that seriously disrupts the functioning of a community or society and presents a critical threat to their health, safety, security or wellbeing, exceeding the community’s or society’s ability to cope using its own resources.

Humanitarian emergencies can be grouped under the following categories:

- Natural disasters, which can be geophysical (e.g. earthquakes, tsunamis and volcanic eruptions), hydrological (e.g. floods, avalanches), climatological (e.g. droughts), meteorological (e.g. storms, cyclones), or biological (e.g. epidemics, plagues).
- Man-made emergencies, such as conflicts, plane and train crashes, fires and industrial accidents.
- Complex emergencies, which often have a combination of natural and man-made elements, and different causes of vulnerability and a combination of factors leads to a humanitarian emergency. Examples include food insecurity, armed conflicts, and displaced populations.

In this guide, we will not cover the day-to-day fleet management activities, as this is covered in other training materials. Rather we will address how a fleet manager should prepare for an event where you need to upscale your fleet management activities, manage this increase in fleet management activities and evaluate your performance during and after the response.
2. Preparation for a Possible Emergency

Through this guide, we encourage you to conduct an ‘Emergency Transport Needs Assessment’ on an annual basis as well as take actions that will allow you to scale fleet management capacity of your organisation in the event of an emergency.

As a fleet manager, you are advised to sit together with your programme colleagues and build scenarios of possible crises that might occur in your country and ask yourself what would your organisation do to support the crisis.

Emergency Transport Needs Assessment

Preparatory activities must begin with an annual emergency transport needs assessment. A needs assessment should answer the questions below. A detailed guideline to carry out this assessment can be found in Annex A: Guidelines for a Needs Assessment.

What are our relief activities?

Before you can determine if your organisation has the capacity to respond, you first need to understand what relief operations will your organisation conduct in case of an emergency or relief operation.

As a fleet manager, you are advised to sit together with your programme colleagues and build scenarios of possible crises that might occur in your country and ask yourself what would your organisation do to support the crisis. This might include questions such as:

- In the past 3-5 years, have any developments occurred in the country or region that make people vulnerable to a threat?
- Has this country been affected by a disaster in the past 15 years?
- What types of disasters might occur in this country?
- How many people will likely be affected by the emergency? Which groups of people will be most vulnerable in the crisis?
- What will be the impact of the emergency? What will be the priority concerns?
- What will our organisation do to reach beneficiaries?
- How often will we need to reach them?

What external factors may hinder or facilitate fleet operations?

Many factors may hinder or, alternatively, facilitate fleet operations. For instance, in particular political contexts, the national authorities may restrict humanitarian entry of certain vehicles. A government may ban foreign-based relief organizations from entering the disaster or conflict area, or even the country itself.

On the other hand, some governments may adopt extraordinary measures to facilitate the efforts of relief organizations and the arrival of humanitarian assistance into the country or the area where operations are underway. This would include lowering or eliminating tariffs and taxes.

As part of the needs assessment, you are advised to consider the political, economic, social, financial, environmental and technological factors will influence your organisation’s activities.

In addition, since government disaster response agencies are the ones entrusted with coordinating relief efforts, it is crucial for your organisation to take part in these efforts to establish solid links with the local or national agencies. The contacts can also be used to negotiate mutual cooperation agreements for emergency situations.

Fleet Management in Emergencies

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All the information compiled and the activities carried out in preparation stage should serve as the basis for the development of the fleet emergency management plan, which must spell out procedures, responsibilities, and timetables for implementation.

**What are the (operational) needs?**
All too often, local organisations involved in emergency response do not have the resources to respond effectively to a disaster. It is therefore important to determine what resources – in terms of number of vehicles - are required for relief operations to be carried out effectively. Answers to this question will make it easier to determine what is available—and what is lacking and must be acquired through other channels.

**What is available capacity?**
This question encourages us to identify what resources are currently available to the organisation. By mapping the available resources, one can later identify what must be acquired and how additional resources can be acquired if there is a need. The resources of an organisation change from time to time and therefore they must be reviewed regularly to keep the information as up-to-date as possible.

1. Analysing the capacity of the transport system for moving staff and supplies—assessing in detail your organisation’s maximum transport capacity, such as the size of fleets, type and capacity, location, costs, and availability
2. Assessing the availability of spare parts and repair services
3. Systematically mapping and evaluating national road transport infrastructure, taking into account the capacity and potential weaknesses of strategic routes, possible bottlenecks, availability of telecommunication resources, and risks to the infrastructure in the event of an emergency.
4. Regularly monitoring major new construction or changes to existing structures that might cause bottlenecks or the temporary need for rerouting, e.g., the closure of a major routes due to road repairs, and so forth

**Developing Ability to Scale Up**
Fleet management cannot be improvised at the time of the emergency. Organisations must see it as a cornerstone of emergency preparedness efforts. They should aim within a week to know what resources they need. Within 3 weeks, they should aim to be fully operational.

Now that you have conducted a transport needs assessment, it is wise to carry out actions to ensure that if there is an emergency, you can scale up the resources of the organisation swiftly and cost-efficiently. Some of the actions described in the next section can be conducted as stand-alone preparatory activities, whereas other will require you to work together with other organisations. More and more humanitarian organisations are beginning to examine joint transport services, particularly in emergency contexts, when resources are scarce and programme delivery means saving lives. Preparation based on a collaborative approach will leverage the advantages of sharing of assets.

**Acquisition of Vehicles**
Acquiring vehicles appropriately, and being able to secure those that are not at hand, depends on first identifying their availability and location, as well as the sources for obtaining them.

“In some areas, organisations do not own vehicles because there is always a risk of vehicles getting looted or commandeered. All our are therefore rented. In some cases, the ‘owners’ of the rented cars are not the real owners as most of them were just looted during the crisis”

- Anonymous Logs Manager -
The vehicles required to respond to an emergency come from different sources, whether disaster relief organizations acquire them directly or lease them. Normally, all these acquisition methods will come into play in an emergency, and each has its advantages and disadvantages.

<table>
<thead>
<tr>
<th>Method</th>
<th>Advantages</th>
<th>Disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local purchase</td>
<td>• Lower transport costs&lt;br&gt;• Fast delivery&lt;br&gt;• Supports the national economy</td>
<td>• Might not have the quantity or quality needed&lt;br&gt;• High demand for vehicles can generate competition among organisations and lead to extremely high prices&lt;br&gt;• Donor might be reluctant to fund in short-term emergency</td>
</tr>
<tr>
<td>Foreign purchase / import</td>
<td>• Possible to acquire more vehicles of good quality&lt;br&gt;• Might lead to lower costs if the organisation has global framework with vehicle manufacturer</td>
<td>• Longer delivery time&lt;br&gt;• Higher costs to transport vehicle&lt;br&gt;• Might not be able to enter country, depending on national policy and custom regulations&lt;br&gt;• Donor might not be reluctant to fund in short-term emergency</td>
</tr>
<tr>
<td>Renting vehicles (using local rental providers)</td>
<td>• Vehicles will only be ordered / used when necessary and can accommodate short trips&lt;br&gt;• Routine maintenance costs are included&lt;br&gt;• No overheads in garage set-up and maintenance&lt;br&gt;• No high initial purchase costs&lt;br&gt;• They might provide insurance and drivers who understand the environment / routes</td>
<td>• The organisation loses control of some aspects of its fleet management&lt;br&gt;• Discontinuation of services can cause disruptions in the day-to-day operations&lt;br&gt;• If the rental contract is cancelled for any reason, the organisation may have to make heavy investments in vehicle purchases or temporary hire to ensure business continuity.&lt;br&gt;• If rental vehicle comes with a driver the quality of the driver needs to be guaranteed (thus potentially leading to the fact that the driver is not immediately available but needs to be trained -&gt; loss of time + need of budget for training)</td>
</tr>
<tr>
<td>Outsourcing transport</td>
<td>• External provider will take care of everything: drivers, vehicles, fuel maintenance, insurance, telematics, reporting and more&lt;br&gt;• Fleet management is not the core activity; your organisation can focus strictly on programme delivery&lt;br&gt;• Increase cost savings, human resource productivity and cash flow&lt;br&gt;• Multiple contract options: per vehicle per journey, per vehicle per day or by the ton</td>
<td>• The organisation loses all control of some aspects of its fleet management&lt;br&gt;• Reliability, safety, speed and quality must be carefully assessed&lt;br&gt;• Discontinuation of services will cause disruptions in the day-to-day operations</td>
</tr>
</tbody>
</table>
Which option is best?
Whichever option you choose for, it is important to ensure adequate fuel, maintenance facilities and administrative controls. Using your current fleet to respond to the emergency is the fastest and cost efficient option. However, before you do so, consider the consequences. There is a trade-off; re-allocating your fleet will lead to a disruption in the ongoing programme activities. If you are able to use your existing fleet to conduct ongoing programme activities AND respond to the emergency, this might mean your fleet was too large from the start.

In short-term emergencies, renting is common practice. In the case of a natural disaster or a sudden man-made disaster, it might take time for imported vehicles to arrive and be made ready for use. It is for this reason that organisations resort to renting vehicles from local providers, especially at the start of an emergency. Given the high number of organisations present, this often drives up the rental costs.

When examining the options, consider the following:

<table>
<thead>
<tr>
<th>Expected length of operation</th>
<th>Urgency</th>
<th>Comparison of costs</th>
<th>Safety and Security</th>
<th>Additional benefits provided</th>
</tr>
</thead>
<tbody>
<tr>
<td>If the length of the operation is short, (3 - 6 months), or the situation is volatile, it may be better to rent, loan or re-deploy rather than purchase vehicles, because of high initial costs.</td>
<td>Purchasing new vehicles from abroad can be very time consuming, because of long delivery times. In an emergency, the need to respond is high.</td>
<td>Compare the cost of renting vehicles with the cost of purchasing them. You should also consider purchasing second-hand vehicles if they are in good enough condition. In Section ‘Budgeting Fleet Costs’, you will be introduced to the Total Cost of Ownership (TCO) method to compare the costs of purchasing a vehicle and renting.</td>
<td>In the case of renting vehicles or outsourcing transport, you should consider whether the safety and security of staff members and other road users can be guaranteed.</td>
<td>Take into account that renting vehicles will include servicing and other benefits (such as drivers, insurance, fuel) which would need to be separately arranged if the vehicles are re-deployed, purchased, or loaned.</td>
</tr>
</tbody>
</table>

Preparing for an emergency allows you to consider options that you might not be able to set up during the emergency, such as:

- Negotiate a flexible procurement contract with national vehicle distributors. Negotiating in advance allows you to secure a better rate than you might if you discuss during the emergency
- Discuss the hypothetical option to transfer assets from another country with your HQ
- Set up a long-term agreement (LTA) or right of use agreement with local NGOs
- Agree on vehicle sharing arrangement with other organisations

**Forming a Competent Driver Pool**
Aside from vehicles, organisations need to hire drivers to operate these vehicles. Using the results of the transport needs assessment, you are advised to implement a policy of "one vehicle, one driver" to make sure that one person is responsible for the control of each vehicle. When several people use the same vehicle, it tends to deteriorate faster, and it is harder to determine who is accountable for its misuse or lack of vehicle checks.

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Before the emergency, you will not know exactly how many drivers you will require, but you can build capacity to scale up your drivers by:

- Build an “emergency” driver database. This is a list of drivers you have vetted prior to the emergency (perhaps when interviewing for a driver position) and can contact if an emergency occurs. If you are a small NGO, contact other NGOs and build a joint database.
- Negotiate a flexible service contract with a workforce or staffing company to supply drivers.
- Contact a professional driving schools and agree that they will recommend drivers if an emergency occurs.

**Building Fuel and Maintenance Capacity**

The usage / mileage of vehicles can be quite high in emergencies, thus creating the need for vehicle maintenance that is both of good quality and cost efficient. Your organisation can have sufficient vehicles and drivers to respond, yet if there are no good maintenance or fuel facilities, these vehicles will suffer multiple break-downs and impede programme delivery.

For example, Fleet Forum conducted a survey in 2014 based on the South Sudan crisis; it was concluded that according to 54% of participating organisations, vehicle breakdowns occurred once every 0-3 months on average. 70% indicated the average mileage per vehicle per month was above 1,000 kilometres. Participants also mentioned that the quality of maintenance in commercial vehicle workshops was not only poor but also expensive especially outside of Juba. This notion was furthered reinforced by the fact the large organizations, who were more likely to have the resources and the pressure to invest in long term solutions, only used in-house workshops.

Fuel is essential for the emergency response, yet frequently it is a scarce resource in emergencies. Given the fluctuation in fuel prices, it is near impossible to set up a LTA with fixed prices, however there are other alternatives that can diminish the negative impact of a potential fuel shortage in an emergency.

As a fleet manager, there are various actions you can take to prepare for an emergency:

<table>
<thead>
<tr>
<th>Fleet management procedures</th>
<th>Maintenance facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Standardarise the type of vehicles to meet the operational requirements and avoid having a diverse range of vehicle models and makes.</td>
<td>• With the results of the transport needs assessment, conduct a cost benefit analysis of in-house versus outsourcing of maintenance services.</td>
</tr>
<tr>
<td>• Set up a maintenance schedule and follow it. If you don’t adhere to your schedule before the emergency, you are even less likely to do so in an emergency.</td>
<td>• If the decision is to outsource, identify local contractors for maintenance before emergency, including mechanics (See Annex C: Sample Maintenance Provider Assessment). Set up a LTA with them.</td>
</tr>
<tr>
<td></td>
<td>• Depending on the scale, geographic spread and duration of the operation, consider purchasing a mobile workshop.</td>
</tr>
</tbody>
</table>
Quick fixes
• Train your staff to have basic maintenance skills

Spare parts
• Identify most used spare parts in your organisation and consider keeping in stock. This reduces vehicle down-time.

Fuel
• Assess the availability of fuel providers (see Annex D: Sample Fuel Provider Assessment
• When possible, set up an agreement with a gas or petrol station to work with a authorised card or coupon system, especially in emergencies
• Consider stocking enough fuel at key emergency response sites and having on-site fuel filtration equipment
• Identify alternative means of transport for certain missions or routes

In-House Workshop
In the absence of local facilities, your organisation may choose to undertake its own maintenance. In that case you should ensure that:
• an experienced mechanic is hired;
• a secure workshop area is identified or set up;
• the necessary tools and equipment are available;
• there is a system to monitor and measure the quality of the maintenance, fleet performance and costs.

Budgeting Fleet Costs

Total Cost of Ownership
TCO is a financial method intended to help you calculate the direct and indirect costs of acquiring a vehicle. The formula to calculate the costs of purchasing a vehicle is as follows:

\[
\text{Capital Costs} + \text{Operating Costs} - \text{Disposal Value} = \text{Total Cost of Ownership}
\]

Capital costs: these are the costs of purchasing the vehicle and putting it into service, including transport and accessories

Operating costs: expenses of running the vehicle, including fuel, staffing costs and maintenance and repair. Make sure to also include costs for driver training (see Fleet Management and Driver Capacity)

Disposal value: this includes the proceeds of the sale when the vehicle is sold

When budgeting for the purchase of vehicles, often organisations (only) include the capital costs of the vehicle. As a result, they do not have the budget to train drivers and follow their maintenance schedule which leads to an increase in the number of road traffic incidents and vehicle break-down. You are advised to sit together with your programme staff and agree to include the direct and indirect fleet costs in the relief programme proposals sent to donors.
Vehicle Disposal
If you are considering purchasing new vehicles and you are unsure of the duration of the emergency, it would be wise to examine your organisation’s disposal policy and plan how you will dispose of them. This will give you an idea of when vehicles have reached the end of their lifecycle as well as the methods available to dispose vehicles. Occasionally, national regulations for disposal of property can facilitate or hinder the disposal of your vehicles; it is important to understand how the procedure works and what obstacles it will be present when it is time to dispose of the vehicles. You should consult with other humanitarian organisations in your country to determine how they dispose of vehicles.

In Annex I: Vehicle Disposal Guide, you can find more information on possible disposal methods.

Emergency Procedures
Fleet Management Contingency Policy
In an emergency situation, procedures need to be shortened so as to create agility and faster response time. You are advised to create a contingency policy to include the following:

<table>
<thead>
<tr>
<th>Fleet Management Contingency Policy</th>
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<tbody>
<tr>
<td>• Purpose</td>
</tr>
<tr>
<td>• Objectives</td>
</tr>
<tr>
<td>• Allocation of vehicles</td>
</tr>
<tr>
<td>• Personal use of vehicles by staff</td>
</tr>
<tr>
<td>• Management of vehicles:</td>
</tr>
<tr>
<td>• fuel</td>
</tr>
<tr>
<td>• maintenance/repairs of vehicles</td>
</tr>
<tr>
<td>• vehicle insurance scheme</td>
</tr>
<tr>
<td>• vehicle replacement</td>
</tr>
<tr>
<td>• Guidelines for drivers</td>
</tr>
<tr>
<td>• Safety, security and movement control</td>
</tr>
<tr>
<td>• reports</td>
</tr>
<tr>
<td>• revisions</td>
</tr>
</tbody>
</table>

Communication within the Organisation
As the fleet management procedures have been shortened, smooth communication between you and programme and operations staff is essential. The programming departments will need to fund the vehicle operations, and they are the primary beneficiaries of transport (light and heavy vehicles), so they need to be involved in

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planning and decisions throughout. As part of preparatory activities, it is advisable to meet with the Head of Programmes and reach common understanding on the following topics:

- Operational requirements: explain the preparatory activities you are undertaking and find out what is done from a programmes perspective. Discuss what the expectations of the programme manager are (in terms of number of beneficiaries, expected tonnage)
- Advise on the current capacity of the fleet, estimated addition resources and possibility of proposed interventions (procure vs contract)
- Programme budgeting: identify how you will work together to allocate accurate fleet costs to donors when requesting emergency funding. As the fleet manager, you should offer to provide logical inputs for project design
- Determine area of responsibility (AOR) and scope of programmes
- Manage expectations and actually reflect the costs, constraints and feed time (includes distribution planning and programme planning)
- Agree on the way you will communicate (for example, daily briefing)

**Fleet Management and Driver Capacity**

Managing a transport fleet requires strong administrative skills, good communications and close coordination with the procurement and other functions to ensure efficient timing for collection and delivery. Organisations must ensure that the vehicles are in good mechanical condition and to establish maintenance and control procedures to prevent any down time.

Managing a fleet of vehicles, more so in emergencies, is complex and comprehensive due to the number of actions required. Every organisation should appoint one individual to be entrusted with following up on all matters related to the transport vehicles: controlling, managing, overseeing and analysing the performance of the fleet in response to the emergency.

> Every organisation should appoint one individual to be entrusted with following up on all matters related to the transport vehicles: controlling, managing, overseeing and analysing the performance of the fleet in response to the emergency.

Aside from having the right number of drivers, you should also ensure they have the ability to respond in an emergency. You can do so by:

1. Contact driver training provider and set up an agreement with them to provide training at the start of the emergency
2. Contact maintenance training provider and set up an agreement with them to provide training at the start of the emergency
3. If there is a risk that a man-made disaster with political context might occur, then it is advisable to contact a security training provider, be that internal or external. This will enable drivers to respond to hostile situations on the road. In any case drivers need to be briefed at a regular basis about the security situation.
4. With the support of HR or Medical Staff, identify a trauma psychologist. Sometimes your (national) staff members can be directly or indirectly affected by the emergency and might require counselling

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3. Responding to the Crisis

Transport is the link in the logistics chain that makes it possible for emergency humanitarian assistance to reach beneficiaries. In most times, you will not have the ideal means of transport for the movement of staff or supplies. Alternative means, methods, and routes should be considered. Your challenge is not only getting the people or supplies to their destination, but also making sure that they arrive safely, on time and at the lowest cost. Getting them from one point to another will require different means of transport over air, land, or water.

If a disaster occurs, the preparation you have been conducting on an annual basis will enable you to respond to the disaster as rapidly and effectively as possible, by mobilizing your fleet and staff and using your transport system in a coordinated manner so that the initial effects are countered and the needs of the affected communities are met.

If you already prepared for the emergency by conducting an assessment and making a contingency policy … Good Job!

You will only need to update your assessment and policy based on the actual conditions of the emergency and sit together with programme staff. Continue to use your standard policy for ongoing activities and activate your contingency policy for relief operations.

NOTE: If you are in the response and have not conducted an assessment, then you should first conduct the assessment in Annex A: Guidelines for a Needs Assessment and put a Fleet Management Contingency Policy into effect for all relief operations.

Getting Ready to Respond

Update Your Assessment

At the start of a disaster, go back to the results of your last assessment and update them based on the current situation. Some of the assumptions you made about the emergency might not be accurate, which is why you should ask the following questions:

- What is the weather expected to be like in the short- and medium-term? Are weather conditions and seasonal changes likely to affect the delivery of assistance?
- How is the affected area best accessed? What are the road conditions to and in the affected area? Are there security issues that need to be considered when using the roads? Which drivers in your organisation understand/know the routes?
- Are your organisation’s usual local suppliers operating? Would they be able to increase their provision of supplies, if needed?
- What means of transport are locally available (vehicles, trucks, aircraft, animals, boats)?
- Are telecommunications systems functioning?

Meet with Programme Staff

Before your programme colleagues finalise the programme proposal to donors, make sure to sit together and include total fleet costs in the budget

Put Together the Programme Proposal

Before your programme colleagues finalise the programme proposal to donors, make sure to sit together and include total fleet costs in the budget (see Total Cost of Ownership), thus ensuring that you will have sufficient funds to fulfil transport needs effectively, safely and efficiently.
Daily Briefings
During the emergency, it is important to continue planning, adjust as the situation evolves and experience is gained, and collaborate and coordinate closely with programming and operations departments. The programming departments will need to fund the vehicle operations, and they are the primary beneficiaries of transport (light and heavy vehicles), so they need to be involved in planning and decisions throughout.

In the previous section, you were advised to sit together with programme staff and agree on how you will manage day-to-day fleet operations. If you have not already done so, meet with them now. Smooth communication between you and programme staff is essential to timely programme delivery.

During the emergency, it would be wise to:

1. Have a morning briefing with programme staff
   - Provide updates on availability of vehicles and security situation (if necessary)
   - Confirm all staff movements of the day. Depending on the size of your operation, you might consider including the head driver in this meeting
   - Capture programme needs and priorities for the next day

2. Have an end of day debriefing with programme staff
   - Gather feedback on movements of the day (update on road conditions, adherence to safety norms)
   - Take note of any changes in the programme needs
   - Feedback, fuel availability, lead time and delivery, available load capacity of vehicles, program prioritisations, final reporting per trips, accidents per program)

3. Set up a vehicle movement and monitoring board
   - Use the board to gather vehicle requests and monitor movements
   - Have the list of all passengers on each vehicle per trip
   - Include information on number of road traffic incidents and utilisation

A sample briefing can be found in Annex H: Sample Briefing Fleet Manager – Programme Staff

Management of Fleet
Managing a fleet is not easy, and it gets more complicated in emergencies. In such an environment, the pressure is high to meet programme delivery targets; often, safety and costs are disregarded. Then the number of road traffic incidents grows exponentially and sometimes lead to fatalities. As the number of people affected by humanitarian crises increases, it becomes critical to stretch donor funding.

As a fleet manager, be ready … you will have to make many decisions in a short period of time. The challenge is to strike a balance between 3 competing priorities:
- Programme delivery: reaching people who have been affected by the crisis
- Safety: the well-being of your staff, programme partners, beneficiaries and all community members
- (Cost) Efficiency: using the fewest resources possible

A specific section - Safety - describes the advised minimum safety standards that should be applied throughout an emergency response.

Journey Management
Means of Transport
During the emergency, it might not be possible to fulfil all transport needs by road; a natural disaster may affect the accessibility of the road or the security situation might be too risky. In these situations, you will have to consider alternative means. Each of them has advantages and disadvantages in relation of operational needs,
ranging from their cost to their capacity and speed. When deciding which means of transport to use, we must think of two main issues: the needs on the ground, and feasible forms of transport.

- **The needs** — How urgently must the transport need be fulfilled? Are staff being transported? What type of supplies are being shipped? How large and heavy is the shipment going to be? What is the destination? What distances must be traversed?
- **Feasible means of transport** — What means of transport are available? How much do they cost? How much can we afford? How hard is it to reach the intended destination, given the weather and the state of available routes?

Sufficient resources will not always be available to pay for the ideal means of transportation and the means might be unavailable. Even if it is available, conditions in the field may not permit it. It is not enough to determine what is needed; we must also know what is possible. For every means of transport chosen there should be an alternative.

In Annex F: Estimating Number of Vehicles, there is a simple procedure for estimating the number of vehicles needed, whether they be trucks, boats, or planes, to transport a load with a known weight and deadline for delivery.

**Convoys**
The term convoy applies to a group of vehicles traveling together, for the purpose of convenience or safety, towards the same destination. Individual vehicles can move faster and organising a convoy takes time and a great deal of planning, however it is a good idea to use when long distances or dangerous conditions—desert routes, inclement weather, hazardous mountain passes, the presence of armed bandits or rebels—make it necessary for vehicles to travel in a group. Sometimes, different organisations combine efforts and use convoys to transport assistance to the operation zone.

**Armoured Vehicles**
In high-risk countries, some organisations use armoured vehicles the movement of staff. Your Security Department (or UNDSS for UN Agencies) will identify whether armoured vehicles are required for the emergency response.

If your organisation is using or will use AVs, consider the following:
- An armoured vehicle can weigh twice the amount of a regular vehicle. While it may protect people from ballistic threats, it may or may not be useful in an emergency evacuation
- These vehicles require different driving skills. When recruiting drivers for the AVs, make sure they have a permit to drive heavy vehicles (trucks). Alternatively, provide your drivers with the right training to obtain the license so they can operate your AVs
- Identify specialist mechanics who have the qualifications to maintain AVs
- Give your staff the training they need as passengers if they are in a ballistic or blast attack

**Route Planning**
Identifying the route to be taken depends on the kind of transport available and the urgency of the mission. Think of the following when selecting the route:
- As a general principle, the safest route must be chosen even if it is not the fastest or shortest one. Other factors may influence this decision, and they should all be discussed and considered as possible scenarios;
- When deciding on the route to be taken, it is important to identify key services along the way, specifically where the driver and passengers may obtain fuel, food, mechanical repairs or medical assistance;
It is also necessary to identify potentially insecure parts of the route, such as roads in bad condition, landslide-prone areas, or areas where bandits or other armed irregulars are known to operate;

Any change from the route, as well as any other special situation that may arise during the trip, must be communicated immediately to the nearest base, whether it is the point of departure, the point of arrival, or a base in between.

Communication protocol needs to be set up, drivers need to know when (at what intervals they need to communicate with radio room / base)

**Driver Management**

**Driver Recruitment and Selection**

“As suggested previously in the report, you are advised to develop a database of drivers before the emergency occurs. Organisations who only begin to recruit in an emergency will most likely encounter a shortage of drivers. With the pressure to reach beneficiaries, you might end up hiring drivers who do not have the right skills. This will put the lives of staff members, road user and beneficiaries at great risk. This line of thinking is creating a dangerous imbalance between programme delivery and safety. As a humanitarian organisation, with the mandate of helping or even saving those in need … it is unacceptable to kill some through our operations, while we are trying to save others.”

– Anonymous Fleet Manager –

The recruitment process should consist of:

- Checking if the driver’s license is valid and that he / she has the right license
- Checking references
- Identifying if the driver has had any past road traffic incidents
- Conducting a practical driving test, which includes being able to drive in the road conditions of the emergency
- Determining if he or she has knowledge of the national road laws
- Assessing his or her fitness to driver (including health and eyesight)

A sample practical driving test can be found in the Annex G: Sample Driving Test

**Driver Training**

Driving in emergencies might require additional knowledge and skills, such as:

1. Off-road driving skills (anti-skid and anti-rollover)
2. Basic maintenance skills
3. Awareness of security and protection measures to take in high-risk environments
4. Advanced first aid knowledge and skills
5. Techniques to manage stress and fatigue

Based on the needs of the operation, you should determine the learning needs of your drivers and organize training at the start of the emergency. It is advisable to identify a training provider before the emergency.

When organisations are renting vehicles including drivers than part of the training should also be:

- rules / regulations and mandate of the organisation
- information about the programmes (what are we trying to achieve)
Vehicle Management

Logbooks
The use of forms must be implemented to control all matters related to the vehicles used. Vehicle daily log sheets should be introduced from the day the vehicle becomes operational and these should be designed in such a way as to show the daily mileage of each vehicle and the purpose of each trip. The daily log should also include the names of the driver and of the passenger(s). Mileage should be regularly checked against the purchase of fuel for that vehicle.

The vehicles’ fuel and oil consumption must be recorded in their log, indicating the date, time, and mileage at each refuelling.

Vehicle Checks and Maintenance
Similar to standard fleet management procedures, drivers are advised to conduct 3 vehicle checks per trip, using check forms to ensure that checks can be verified:

1. Pre-trip check, to ensure the vehicle is in a safe and roadworthy condition before commencing the journey.
2. Mid-trip check: to ensure that the vehicle continues to be roadworthy for the remainder of the journey.
3. Post-trip check: to assess any issues or damages that may have arisen during the journey, and to log any defects to be fixed by the maintenance team

Safety
Emergency operations are carried out in conditions that are unusual. Some roads may have been destroyed or are in very bad condition, armed groups may not allow people to pass, or the social or political situation may be risky. It is therefore essential to reinforce all security and protection measures.

Given the complexity of an operation of this type, basic safety rules must be followed to ensure that humanitarian staff and supplies get to its destination safely.

The following measures apply to individual vehicles:

- The vehicles used in the operation must be in good mechanical condition, and be checked thoroughly before departure; verify that they have received maintenance recently;
- It is best to travel during daylight hours for security purposes
- Vehicles must travel under the authority of someone who can enforce discipline and take decisions in the event of a problem, such as mechanical failures, accidents, or security risks. The person in charge must be known by everyone in the vehicle.
- Safety rules must be established in advance and understood by all the people involved in the operation, to ensure the security of the staff and the supplies. Here are some examples:
  - Standards of behaviour for the driver and passenger; (seatbelt usage for example)
  - Speed limits
  - Trip itinerary, including rest stops;
  - Relations with the authorities on the road
- When the route chosen involves going through restricted areas, it is important to obtain in advance the authorization of the authorities in charge of those areas, as well as guarantees of safe passage.
- When a border must be crossed, arrangements must be made in advance with the authorities of the countries involved to facilitate the crossing. Drivers and accompanying staff must be chosen carefully to ensure that no one will be turned around or face dangerous conditions in the destination country due to racial, ethnic, or nationalist conflicts

“Experience has shown me that what works in an emergency is not an emergency system – it is a well-running fleet operation that meets programme needs before the crisis emerges”

– Anonymous Fleet Manager
Monitoring Fleet Performance

Relevant fleet performance information is needed for good decision making, even in emergencies. This information will enable you to identify actions to improve programme delivery and reduce the costs. In this section, we will propose concrete Key Performance Indicators which you can use during as well as after the response.

Data Collection

Fleet managers should consider the following:

- Each vehicle should have its own log where all relevant details are noted, such as the condition of the vehicle, its activities, who is responsible for it, what maintenance has been carried out, what the mileage is, how much fuel is being consumed, and what its itineraries are.
- The logs should be checked every so often by the person in charge of the fleet, who should look into any anomaly in consumption levels that might indicate mechanical problems or inappropriate use.
- For each vehicle, a Monthly Control Sheet must be completed each month showing the amount of vehicle fuel purchased, kilometers travelled, maintenance, servicing, repairs, etc.

Response- Focused Key Performance Indicators

Key Performance Indicators (KPI) are a set of quantifiable measures that an organisation can use to measure performance in terms of meeting strategic and operational goals. Response-focused fleet management KPIs vary according to the specific priorities:

<table>
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<th>Priority</th>
<th>KPIs</th>
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| Programme delivery: | • Tonnage or beneficiaries per km  
| | • On-time delivery  
| | • Trip requests met / trip requests made (more challenging to measure if journey management is inconsistently documented during emergency)  
| Safety: | • Road traffic incidents per 100,000 km |
| Cost efficiency: | • Total fleet costs as a percentage of programme costs  
| | • Total cost of ownership per km  
| | • Utilisation |
4. Down-Sizing and Evaluating Your Fleet Operations

Reducing the Size of Your Fleet
If preparation was completely properly, you have already identified how to dispose of your vehicles. After the emergency, your organisation might close or down-scale its operations or perhaps it may remain to execute development activities. Either way, it is important to update your plan based on the current situation and execute your vehicle disposal plan.

Evaluation of Fleet Performance
This phase of the emergency presents the perfect opportunity to assess the performance of your fleet in responding to the emergency, draw lessons learned and incorporate the findings into the preparation for a potential emergency in the future.

Gathering Data for the Fleet Performance Evaluation
- Review fleet management contingency policy, fleet management data, written feedback, response-focused KPIs, evaluation brief on the impact of the relief operations, fleet-related supplier agreements and partnership frameworks
- Speak with staff members from different units and take note of their input

Areas of Evaluation
Focus on the following:
- Programme delivery: reaching people who have been affected by the crisis
- Safety: the well-being of your staff, programme partners, beneficiaries and all community members
- (Cost) Efficiency: using the fewest resources possible

Structure of Evaluation Report
1. Impact of fleet management preparedness
2. Gaps in relation to the fleet management practices of your organisation
3. Review of supplier performance (include this in your next needs assessment)
4. Lessons learned and recommendations for potential future emergencies
Bibliography


