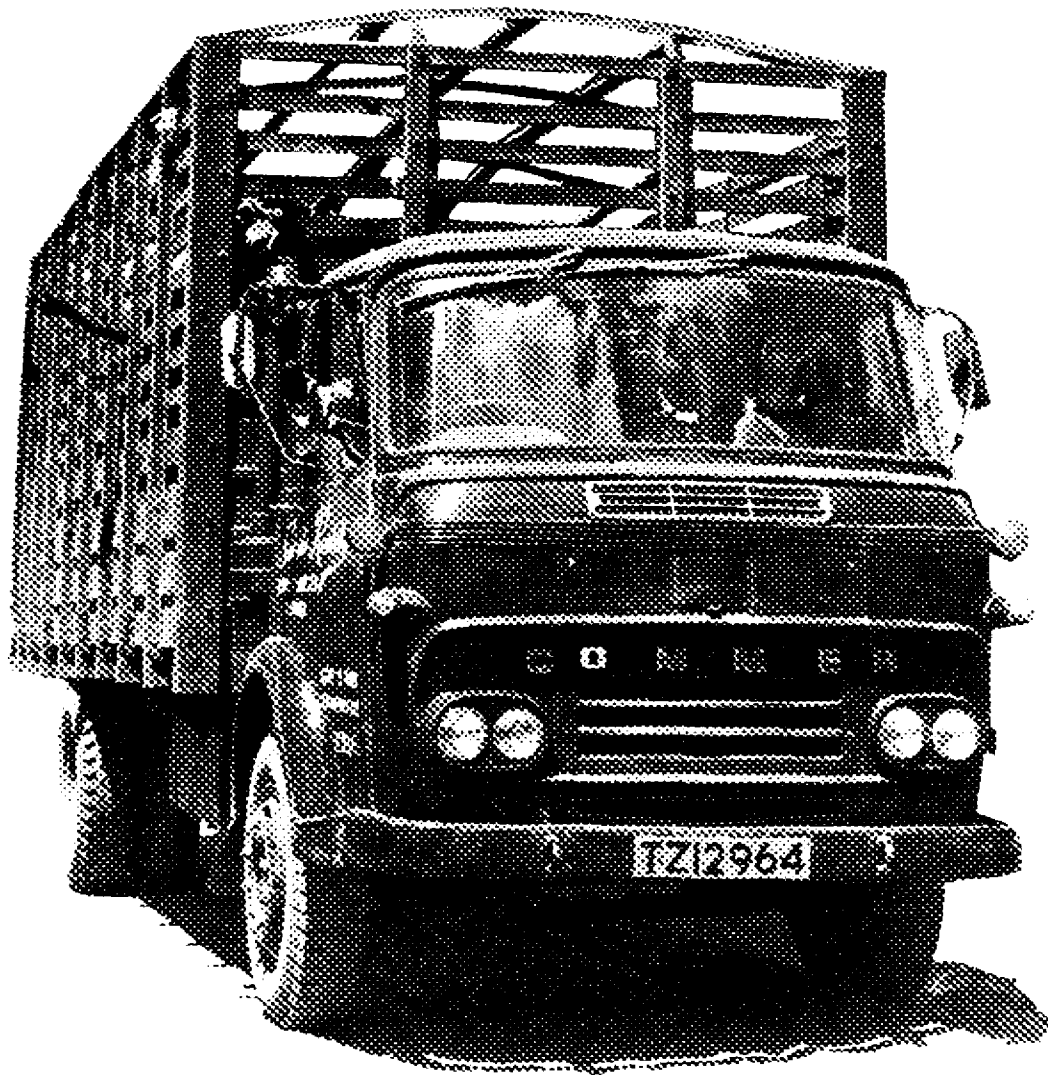


## Supplies and logistics

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## Supplies and logistics

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### List of Contents

<u>Section</u>	<u>Paragraph</u>	<u>Contents</u>	<u>Page</u>
		<u>Overview</u>	2
27.1	1-3	<u>Introduction</u>	3
27.2	1-9	<u>Organization of Logistical Support</u>	3
27.3	1-9	<u>Supplies</u>	4
	4	Standard specifications	5
27.4		<u>Means of Transport</u>	6
	1-3	International	6
	4-13	Internal	7
27.5	1-5	<u>Storage and Control</u>	8
27.6		<u>Consignment Procedures and Customs Clearance</u>	9
	1-2	Consignment procedures	9
	3-6	Customs clearance	10
	7	Inspection and insurance	11
		<u>Further References</u>	12
<u>Annex 1</u>		Standard Specifications	13
<u>Annex 2</u>		Local Contracts Committee Rules of Procedure	15
<u>Annex 3</u>		Stock Control	19

## Supplies and logistics

### Need

In an emergency, refugees are often in locations removed from the main sources of supply and communications arteries. Exceptional efforts may be needed to ensure logistical support.

### Aim

The timely delivery of the basic material needs of the refugees.

### Principles of response

- ☐ Arrangements must provide a single, centrally co-ordinated logistics operation, with standardized procedures.
- ☐ Most immediately needed supplies are often available locally. Avoid overseas supply if possible.
- ☐ Transport and storage arrangements must have a spare capacity: things go wrong and more refugees arrive.

### Action

- ☐ Make logistical arrangements an integral part of overall planning from the start.
- ☐ Identify the critical leadtime actions (for example overseas procurement of trucks) and initiate them.
- ☐ Take expert advice on local conditions and assess implementing possibilities.
- ☐ Seek outside assistance if necessary.

### 27.1 Introduction

1. The ability to deliver the right supplies where and when they are needed is a pre-requisite for an effective emergency operation. The vital role of logistic support must not be overlooked in the initial planning, and a transport specialist may be required on any assessment mission. The more remote the location of the refugees and difficult other aspects of the operation, the more difficult will be the logistical problem, yet these are the situations where logistic support or the lack of it becomes the key to success or failure.

2. Logistical arrangements must provide for a spare capacity beyond that which would suffice if all goes well. There are high risks for the logistical support of any emergency operation as a result of many factors beyond the control of UNHCR: delays, breakdowns, the vagaries of nature and the unpredictable. Furthermore, the numbers requiring assistance generally increase through the emergency phase of an operation.

3. This chapter does not cover all the points that may need to be considered in light of local conditions, nor is this a subject where a single general plan can be adapted to any local situation. Special expertise is available in this sector as in others and must be sought if necessary.

### 27.2 Organization of logistical support

- ☐ A single, centrally co-ordinated operation is essential and duplication of logistical services must be avoided.
- ☐ This requires clear understanding of overall needs and responsibility for meeting them.
- ☐ Local knowledge must be sought, and outside logistical expertise obtained if necessary.

1. Every effort must be made to avoid duplication of logistical services by different organizations and to ensure a single, centrally co-ordinated operation. This is particularly important when local transport is inadequate and priorities have to be set for what is carried. Provided central co-ordination is ensured, in certain situations responsibility for some parts of the logistical operation may best be decentralized.

2. A clear understanding by all concerned of the needs is therefore essential: what is being/to be supplied, when how, and by whom. The UNHCR programme must be comprehensive, covering, for example, all the food needs regardless of action taken or being taken by other donors, and all blankets regardless of possible sources of supply. Where contributions in kind, or purchases with UNHCR funds, have been made against the total target by the time the UNHCR programme is promulgated, this must be taken into account, but the "start" figure must be the total needs. For example: "200,000 blankets are required to provide two for each refugee. By (date) 50,000 had been purchased and delivered by UNHCR and 80,000 known to be delivered or en route as contributions in kind (whether through UNHCR or bilaterally)". Requirements can of course be altered at any time in light of developments.

3. The actual sources of funding or contributions in kind may differ, but a clearly understood, comprehensive list of requirements is essential as the starting point for meeting the basic material needs. Without it, great confusion can result. With such a starting point, the balance of needs can be continuously monitored, and the effect on this of donations in kind, whether through UNHCR or bilaterally, will be immediately apparent, as will whether these are within or outside the scope of the UNHCR programme.

4. The circumstances of each emergency will determine what arrangements are required of UNHCR for logistical support, but whether directly by UNHCR, through an operational partner

or as a commercial service, these arrangements must provide as necessary for overseas purchase and transport, swift unloading and duty-free clearance on arrival, local purchase, temporary storage, onward transportation, regional storage and final distribution, with proper stock control at every stage. Where there is a developed local economy and an adequate internal transport network, such arrangements may not present a problem. Where there is not, action to ensure logistical support will be a - perhaps the - priority task.

5. A close exchange of information between the field and Headquarters on all logistical aspects is essential. Particular attention should be paid by Headquarters to giving the field as much notice as possible of overseas transport arrangements, ETAs and changed schedules and of contributions in kind in general, and by the field, to acknowledging receipt of consignments, and advising Headquarters of contributions in kind declared locally that fall within the programme.

6. An early assessment of the logistical support requirements is essential. The national authorities, local UN community and transport officers of large commercial concerns operating in the country will be important sources of advice on local capabilities. If it is clear that logistical support will present major problems, and if local expertise is not available, the assistance of a logistics expert should be requested from Headquarters.

7. Specific arrangements to operate the logistical support system should depend on local resources and knowledge to the extent possible. Where there is a strong existing transport system, outside assistance should not be necessary. Where outside assistance is required, possible sources include:

- the ILO, which has experience in this field and would identify outside consultants as necessary;
- a governmental disaster or emergency corps;

- a (large) NGO with appropriate experience;
- a body such as the Crown Agents Emergency and Disaster Service (UK), which has a capability in this field.

8. Where the local capacity is sufficient and the main requirement is organization of the food supply, this may be done by WFP. In any event, the operation must be very closely co-ordinated with WFP.

9. Whatever the arrangements in the field, the line of responsibility to UNHCR (or the operational partner) must be clear. The major policy decisions about both supply and transport should be taken by the same person. Decentralization of operational decisions to the regional level may be necessary, and should equally be to a single person.

### 27.3 Supplies

- ☐ Purchase locally if possible; it is quicker and the supplies are likely to be more appropriate. Avoid purchase abroad.
- ☐ Standard specifications have been developed for common items.

1. The consumable and durable supplies, equipment and material required in a refugee emergency generally fall under the following headings: food, water, medical supplies, sanitation, shelter (materials both for dwellings and community service buildings), domestic needs (utensils, soap and cooking fuel), cloth or clothing, education materials, the means of transport that may be necessary to deliver the foregoing, and the fuel for vehicles and communal services. More details of what may be needed are given in the appropriate chapter.

2. At least for an initial period, the material needs can probably be met

from within the country. This possibility must be fully explored before resorting to outside sources: the emergency supplies that must come at once from abroad are often limited to a few essential air-transportable items of relatively small bulk. However, where overseas supply of appropriate items would be markedly cheaper and the delivery time is acceptable, consideration should be given to using outside sources.

3. The local purchase of immediately needed supplies has obvious advantages including quick delivery, more likely acceptability and stimulation of the local economy, though major purchases can also dislocate the local economy and increase prices, while local suppliers often over-estimate their ability to supply large quantities on time. To the extent possible, local purchases should be CIF direct to the nearest store to the location of the refugees. Particularly for shelter, local materials and types of construction should be used where possible, combined with tarpaulins or polythene sheeting as necessary. While, except for nomadic tribes, tents are not a satisfactory type of long-term shelter, they are a valuable last resort in emergencies.

4. Standard specifications have been developed on the basis of previous experience for a number of items which may be required at short notice. These are given in annex 1 to this chapter. The purpose is two-fold. Where such items are available locally, the standard specifications may help in drawing up tender requests or in negotiations with suppliers. Where items are not available locally, Representatives will be able to request supply through Headquarters with a clear idea of exactly what will be supplied, while the standardization itself enables more rapid supply. The purpose is not to impose supplies with these specifications but rather to simplify and expedite supply. More generally, care should be taken to avoid variations in quality (and of course quantity) of items supplied to different camps or groups. Other standardized items include the emergency kit of drugs and medical supplies described in annex 1 to chapter 22 (Health).

5. The Procurement Unit will provide field offices at regular intervals with an indication of international prices of the items listed in annex 1 and of other commonly required items. This may be of assistance when preparing an emergency budget in the field, but for items not available locally either make sure that the basis of the calculation is clear - for example: 20,000 blankets at unit cost x plus transport y, estimated total z - or leave costing to Headquarters. Where common relief items are available locally, cable an indication of prices to the Procurement Unit so that these may be compared with the international market, and consideration given to overseas procurement of further needs if major savings would result.

6. A large number of other items with standard specifications are available through the UNICEF Packing and Assembly Centre in Copenhagen (UNIPAC). Some are already assembled in kits for specific purposes. Full details, including illustrations, are available in the UNIPAC catalogue held by the local UNICEF or UNDP office. The catalogue includes the emergency stockpile of items whose availability is guaranteed. Certain emergency supplies are held by UNICEF, WHO, the Red Cross and NGOs in regional or national stockpiles and may be available to UNHCR.

7. A particular mention should be made of used clothing. This is commonly offered in emergencies but is generally an unsatisfactory way of meeting a need for clothing and should be discouraged. Experience suggests that much will arrive in poor shape, some will be dirty and badly sorted and little will be appropriate to the customs of the refugees. Furthermore, because of its volume it is expensive to airfreight, will arrive too late by sea, and can be expensive to store and transport internally. First priority should be given to meeting clothing needs by the provision of cloth (and sewing machines etc. as necessary) for the refugees to make up themselves, or possibly buy locally made new clothes. In either case care must be taken that what is provided is culturally acceptable.

8. Local purchase would normally be undertaken by UNHCR's operational partner, and it is important that field staff are able to monitor the progress of this. Direct purchase by the Representative is allowed up to US\$20,000 per contract, subject to appropriate authority (e.g. the ELOI). Where UNHCR is itself operational, consideration should be given to establishing a local contracts committee in accordance with the rules of procedure given at annex 2 to this chapter. These also provide useful guidance on local purchase: see in particular the requirement for superintendence/inspection. Local advice should in any case be sought from the local purchasing officers of other UN organizations, particularly UNICEF, and procurement advice or personnel assistance requested from Headquarters if necessary. The decision to establish a local contracts committee would be taken by Headquarters on the Representative's recommendation.

9. In a major emergency and when the capacity of the local market is limited, care must be taken to avoid prices being forced up by humanitarian organizations bidding against each other for the same supplies. Provided there is clear agreement on the needs, co-ordination of purchases and even combined orders among the organizations concerned should be possible. Where supplies are limited, which organization actually purchases the available stocks is obviously less important than ensuring that this is done at a price that is not inflated by needless rivalry.

#### 27.4 Means of transport

- ☐ Advance arrangements will be necessary for expeditious handling of supplies from abroad.
- ☐ Expert local advice must be sought on internal transport arrangements.
- ☐ Build in a spare capacity.
- ☐ If vehicles are needed and not available locally their procurement, with spares, will be a very high priority.

- ☐ Standardize vehicle fleets.
- ☐ Ensure sufficient drivers, fuel, lubricants, spares (especially tyres) and maintenance facilities.
- ☐ If a special fleet is necessary, consider grafting it on to existing national operations unless the scale of the problem warrants a separate establishment.

#### International

1. In the emergency phase, supplies from overseas may arrive by air. Standing arrangements should be made in advance with the authorities for clearance and landing rights for relief flights and for priority handling of unloaded freight. If a considerable volume of air traffic (whether international or internal) is expected, a démarche could be made to have relief flights exempted from the 'tax' element of their operations (landing fees, fuel tax) and charged for services at cost (handling fees). If this is done, proper account of any concessions must be taken in the contract with the carrier, otherwise the company and not UNHCR will benefit.

2. Many ports are congested. As soon as details of the arrival of relief supplies by sea are known, arrangements should be made for a priority allocation of an alongside berth (if possible, always the same one) or lighterage. In principle, relief supplies should only be loaded on vessels with the capacity for self-discharge, and whenever discharging alongside they should do so directly onto trucks. With the possible exception of food, vessels are unlikely to be carrying only relief supplies and will be subject to diversion and frequent delays. Nevertheless, the arrangements for onward movement of the supplies and any interim storage necessary must be made well in advance.

3. If supplies are being transported from neighbouring countries by road or rail, careful consideration must be given to the destination. Trucks should naturally unload as close to the

refugees as practicable, while the best discharge point for a train may not be that commonly used for rail freight between the two countries.

#### Internal

4. Three modes of internal transport are likely to be needed: long haul to regional centres, intermediary from these to the local stores, and final distribution to the refugees.

5. In many countries, existing internal transport services do not have a large spare capacity even on normal networks, which in any case may not serve the location of the refugees. Expert local advice will be essential, to cover such points as rail capacity and delays, a short list of reputable haulage contractors, per mt/km freight rates, age and serviceability of the fleets, fuel supplies and maintenance facilities.

6. Where a suitable rail network exists, this can be an effective way of moving heavy supplies internally. However, many railway systems are congested and long delays may be encountered. WFP often moves food for its own projects by rail but the requirement for speed may make road transport preferable even if it is more expensive. In most cases, onward movement by road to the final destination will be necessary.

7. Road transport is likely to be an essential component of the internal transport arrangements. Where there is a government transport agency or suitable commercial fleet, these should naturally be used, and local suppliers should be encouraged to quote prices that include delivery. At least in the emergency phase, this will be preferable to having to make separate transport arrangements. However, in the worst case no suitable capacity will exist and UNHCR will have to arrange for the establishment of a complete transport system. Some suitable vehicles may be available locally or in the region, and consider even purchasing second-hand if suitable vehicles in good condition are available. If the overseas supply of vehicles is necessary, this procurement action will be a very high priority.

8. The determining factors in deciding the form and size of a road transport fleet are the quantities to be moved (and generally this is effectively the food component), and road conditions. Because of likely breakdowns, accidents and the need for frequent servicing in difficult operating conditions, a spare capacity must be available: in other words, more vehicles than would theoretically be needed if all were operational. Circumstances will determine how many more: in very difficult conditions perhaps as much as an extra 25% capacity.

9. The fleet must be standardized to suitable type(s) already operating in the country and with adequate backup and servicing facilities. Depending on the road conditions, three basic types of vehicle may be needed: a 10-12 MT truck with 10 MT trailer for long-haul on hard roads, a 5-6 MT truck with 4-wheel drive and a recovery winch for intermediary distribution on poor roads and tracks, and a 1 MT, 4-wheel drive vehicle or even animal or hand carts for final distribution. Observe how local movement of supplies normally takes place. If a mix of types of the long-haul truck is unavoidable, it may still be possible to standardize to a single trailer type. Particular attention must be paid to the towbar strength. The vehicles involved in the operation should be individually numbered and distinctively painted (for example, white with blue markings).

10. Assured supplies of fuel and lubricants must be available where they are needed. This may require separate secure storage arrangements and an additional fleet of fuel tanker vehicles.

11. Spare parts and proper back-up services must be available. For a small number of vehicles, a set of spares per vehicle drawn up for the operation may suffice, but for a fleet of any size, separate arrangements will be necessary and base and regional workshops may have to be established solely for the operation. Alternatively, existing government or UN facilities may be strengthened. In some countries ILO, UNDP, or UNICEF have special workshops servicing project vehicles. Mobile

workshops and heavy recovery vehicles may be necessary. Particular attention should be paid to adequate supplies of tyres: tyre life may be no more than 10,000 km in rough desert or mountain conditions.

12. Sufficient numbers of properly trained drivers must be available. Local UN offices may be able to advise on existing schemes and possibilities. Ensure that recommended working hours are not exceeded: accident rates increase markedly with over-tired drivers. In some situations careful briefing will be required on alternative routes in case usual roads are impossible.

13. Control of a transport fleet requires strong administrative skills, good communications and very close co-ordination with the supply arrangements. Careful consideration should be given to the possibility of "grafting" the transport fleet onto an existing operation, for example a large national or regional haulage organization. A large bus company might serve equally well. That organization's infrastructure, including workshops, inspection pits, offices, canteens, etc. would then be immediately available, as would be its accumulated experience of operating in the country. A clear understanding on priorities for fuel and services is, however, essential. Nationals should in any case be employed, and trained to take over from expatriates, to the extent possible. Unless there is no practical alternative, setting up a separate establishment should be avoided, but major emergencies may warrant establishing a logistical organization including a self-sufficient transport unit.

#### 27.5 Storage and control

- ☐ Adequate storage capacity and reserve stocks of essential items must be provided.
- ☐ Effective stock control and security are imperative and must cover the whole chain through to final distribution to families or individuals.

1. Staple food supplies may require initial storage near the port of entry. Regional stores may be required at certain key locations and local storage facilities will be required at or near the camps. Stores must be accessible in all weather. Early arrangements for this will be necessary and existing government warehousing should be used if possible. Security of supplies in stores and transit must be ensured. This may require special measures. Storage required for local purchases should be the responsibility of the supplier whenever possible. Particular attention must be paid to those items requiring special storage. Food, for example, can deteriorate rapidly in hot climates without adequate ventilation.

2. Reserve stocks of essential items, particularly food, should be built up close to the refugees. The aim should be to have sufficient stocks on hand in secure storage to cover likely interruptions in the delivery schedule, for example during the rainy season. Conversely, care should be taken not to hold in store, against some unspecified future need, items that are immediately required by the refugees, such as blankets. Stored items should be protected from potential water, fire and vector hazards. The security of storage facilities must be adequate to prevent pilferage, and they should have artificial lighting whenever possible.

3. If suitable storage facilities do not exist, they may have to be built. Local techniques, materials and practices are likely to be the most appropriate, but there are also a number of specialized techniques or structures allowing swift construction of field stores. Expert advice should be sought locally or through WFP or Headquarters if required. As a rough guide to size, 1 mt of grain occupies  $2m^3$ , and as much as 20% extra will be required for roof space, access, etc.

4. A sound control of stock levels and distribution is essential if losses are to be avoided, potentially critical shortages identified in time and final delivery to the beneficiaries assured. The system should identify what has been ordered, where the goods are and when

they will arrive. This information must be available to all who need it and particularly those responsible for final distribution. Control mechanisms will range from those verifying the bulk consignments on arrival down to individual ration cards or distribution checks in the camps. The nature of these mechanisms will depend on the circumstances, but they must be in place from the start and they must provide a real and not just a paper control. The supplies actually distributed to the refugees must be able to be reconciled with those known to have arrived and those remaining in store.

5. Suggested elements of a warehouse stock control system are given in annex 3.

#### 27.6 Consignment procedures and customs clearance

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- ☐ Have a single consignee and address for each level.
  - ☐ Use the internationally accepted marking and consignment procedures.
  - ☐ Plan customs clearance procedures in advance and develop and promulgate a clear policy for NGO and other suppliers.
  - ☐ Ensure inspection and file insurance claims: supplies will arrive damaged or be lost.
- 

#### Consignment procedures

1. Much trouble can be avoided by a single consignee and address for all items required from abroad for the UNHCR emergency programme. This would normally be the Representative, with an indication in brackets of any special instructions, for example "For (name of NGO)". However, when UNHCR was not previously present it may be better to consign c/o a UN organization already well known in the country, for example UNDP, provided no delays will result. Similarly, there should be a single consignee and address at the regional or site level.

2. Whether purchases are made locally or abroad, but particularly for the latter, proper packing, labelling, marking, consignment and insurance procedures are essential. Long experience in different international relief operations has shown that all organizations and donors need to use a uniform system for marking or labelling relief consignments. UNHCR emergency operations should adopt the procedures the League of Red Cross Societies has developed in co-ordination with United Nations organizations. The following is adapted from Annex 8, Red Cross Disaster Relief Handbook (Geneva, League of Red Cross Societies, 1976):

- (1) Colour code. The colours used for the relief supplies most often required after disasters are: red for foodstuffs, blue for clothing and household equipment, and green for medical supplies and equipment.
- (2) Labelling. Consignments of medicines, banded with green, should state on the outside of the package the content and the medicines' expiration date and whatever temperature controls are necessary. English should be used on all labels and stenciled markings, though a second language may be added. It is essential that the final destination (or arrival port) appears at the bottom of the label in very large letters, and that fragile goods be so marked.
- (3) Size and weight. Containers should be of a size and weight that one man can handle (ideally, 25 kg; up to a maximum of 50 kg) since mechanical loading and unloading devices are rarely available at the receiving end.
- (4) Contents. Relief supplies should always be packed by type in separate

containers. Mixed consignments create many problems in warehousing and ultimate distribution at the receiving end. The colour code recommended loses its value if, for example, medical supplies are packed in the same container as food.

- (5) Advance notice to the consignee. To cover in one document all the details necessary for safe transport and ease of handling at the receiving end, the following information is essential: (1) name of sender; (2) name of consignee; (3) method of transport, including the name of the vessel, flight or truck number and its date and port or airport of departure; (4) a detailed list of contents, including weight, dimensions, and number and type of packages; (5) value in the currency of the sending country; (6) type of insurance, name of company, etc.; (7) the carrier's agent, including the name of the person to be contacted in the receiving country; (8) estimated time of arrival (ETA), and (9) instructions or special requirements for handling and storing the supplies. It should be noted that in most instances a pro forma invoice is required by the authorities in the sending or receiving country or both.
- (6) Acknowledgement by the consignee. It is important that an acknowledgement be sent to Headquarters as quickly as possible after consignments are received.

#### Customs clearance

3. UNHCR's basic or project agreement with the government should, of course, provide for the duty-free import of all

items from whatever source, provided that they are required for the programme. The supplies coming in for the operation may far exceed the scope of the routine arrangements between the authorities and the local UN community for the normal handling of office vehicles and equipment and domestic supplies. The customs officials at the airport or ports may be unused to clearing, for example, many tons of airfreight or a shipment of heavy trucks. Problems and delays may be avoided by discussing the procedures to be followed by UNHCR with senior officials in the foreign ministry, customs department and airport and port authorities before the first arrival. The aim is immediate release of incoming supplies, and special procedures adapted to the needs of the emergency may have to be developed.

4. UNHCR should be prepared to undertake the customs clearance of NGO relief supplies, provided these meet the purposes of the emergency operation. This will allow some control over the dispatch of clearly unsuitable goods, help in the co-ordination of response in kind and help to ensure equitable distribution. As NGOs may otherwise face considerable problems in duty-free customs clearance, it should be in their interest to co-operate in this way. Representatives should decide what falls within the purposes of the emergency operation with flexibility. Some items unlikely to be covered by UNHCR funds could nevertheless be considered as appropriate. However, as a general rule, do not undertake to clear duty-free for NGOs supplies for their own programme support items such as office cars or equipment. The only vehicles that should be cleared in this way are those foreseen in the UNHCR programme and which will be placed fully at the disposal of the programme (for example, trucks for the movement of bulk food). National Red Cross Societies have their own standing arrangements for the clearance of relief supplies consigned to them.

5. The expenses incurred in customs clearance, handling, storage and onward movement of supplies belonging to UNHCR - contributions in kind or UNHCR

procurement - may be met by UNHCR if necessary, for example initially through an ELOI. Subsequently, Representatives should propose a specific project to cover any such continuing expenses. Where NGO supplies are concerned, UNHCR will be the consignee of convenience, not the owner or donee. All expenses involved should normally be borne by the NGO. However, in certain circumstances provided the supplies are items directly foreseen in the UNHCR programme (for example blankets, tents), UNHCR may also meet inland transportation costs, as would have been necessary had UNHCR had to purchase these items itself.

6. It is strongly recommended that local guidelines on this be drawn up as early as possible in the operation. They should make it clear to all potential consignors that UNHCR will only undertake to clear supplies for which notification is received prior to dispatch and which are considered appropriate. The guidelines should be made available to all NGOs active in the operation and to new NGOs on arrival. This could be done through the NGO Co-ordinating Committee. A copy of these guidelines should be shared with Headquarters and reference to this general procedure made in any NGO briefings at Headquarters and in the first few of any general telex sitreps. An example of such guidelines is available from the Emergency Unit.

#### Inspection and insurance

7. All overseas procurement by or on behalf of UNHCR, and the great majority of all supplies, will have been fully insured against loss or damage in transit. Some damage is inevitable and considerable sums may be involved. Particular care must be taken not to accept supplies that do not meet contract specifications. Overseas procurement by UNHCR will be subject to superintendence, but local purchases, and particularly food, should be inspected on arrival at the site and rejected if necessary. Insurance claims must be registered at once and for overseas supplies Headquarters should be informed by cable of major damage or shortfalls. For food supplies this is likely to be a responsibility of WFP.

FURTHER REFERENCES

- Hall D.W. (1970) Handling and Storage of Food Grains      FAO Agricultural  
Development Paper No. 90
- Intertect (1974) Relief Operations Guide Book  
Vol. V    Storage and Distribution  
Vol. VI   Transportation
- UN General Assembly  
Organization  
12 May 1977      Office of the United Nations Disaster Relief    A/32/67  
Annex II to Report of the Secretary-General:  
Measures to expedite international relief
- Although focused on natural disasters, the recommendations to governments, which seek to surmount certain procedural obstacles to relief, are also relevant in refugee emergencies. The recommendations cover such matters as consignment and customs procedures, flight clearance and traffic rights and communications. The proposals were adopted by consensus by the General Assembly, and by participants at the International Conference of the Red Cross of 1977.
- WFP (1979) Food Storage: Handbook on Good Storage Practice

Annex 1Standard Specifications for Certain Common Relief Items

These specifications have been developed with UNICEF to assist Representatives in drawing up tender requests where local purchase is possible and to give a clear indication of what could otherwise be supplied at short notice through Headquarters. The UNIPAC catalogue reference is given in brackets where applicable; the actual source of supply through Headquarters would depend on the circumstances and in particular on any regional availability.

1. Blanket, heavy (similar E500 35 05)

Woven, 30-40% wool and rest other fibres (cotton, polyester) blanket with stitched ends, size 150 x 200 cm, weight 1.3 kg, packed in pressed bales of 50 pcs. Each bale of 50 pcs would be about 0.35m<sup>3</sup> volume and weigh 65-70 kg. Large quantities are generally available.

2. Blanket, light

Cotton, size 140 x 190 cm, weight approx. 850 gm, usually packed in pressed bales of 100 pcs. Each bale of 100 pcs would be about 0.4m<sup>3</sup> volume and weigh 85-90 kg. Fairly large quantities generally available ex-stock in Asian region, more limited availability elsewhere.

3. Bucket, plastic (217 00 00)

Bucket/pail 10 litre capacity, polyethylene with plated steel-wire bail handle, conical seamless design, suitable for nesting, reinforced or turned lip. Plastic or galvanized buckets are likely to be available locally and are very useful. Plastic generally to be preferred.

4. Family cooking set, emergency (203 65 10)

12 pcs aluminium utensils as follows:

Cooking pot, 6 litre, with bail handle and cover  
Cooking pot, 4 litre, with bail handle  
Dinner plate, aluminium (4 each)  
Plastic mug (4 each)  
Coffee pot, aluminium, 2 litre.

The set is packed in a cardboard carton 25 x 25 x 20 cm, weight 2 kg. The set does not contain cutlery: five stainless steel soup spoons and one stainless steel cook's knife, blade 15-17 cm, could be supplied separately if not available locally. While the set is quite robust, utensils of a heavier gauge aluminium are normally supplied by UNHCR when some delay can be accepted. The advantages of the emergency set are lower weight, packed volume and price. It is therefore particularly suitable when supply by air is necessary.

5. Plastic sheeting

Black seamless polyethylene sheeting, 250 microns (1000 gauge), width 5-8 m. supplied double-folded in lengths usually of 100-800 m, approx. weight 1 kg/4m<sup>2</sup>. For multipurpose use: roofing, walls, ground sheets, linings, etc. Widely available.

6. Tarpaulin material (E 50 860 10)

4 m wide, 50 m long (200 sqm), in centre-folded roll of 2 m wide, 250 mm diameter. Reinforced polyethylene, ultraviolet ray resistant; 0.25 mm thick (275 g/sqm). Plastic eyelets both sides every metre, double row of eyelets across every 5 m. Colour green. Approx 50 kg. Considerably stronger than item 5.

7. Tent, family, for use in emergencies, 12 sqm (E50 880 02)

Round type (single bell). 300 g/sqm cotton or cotton/polyester canvas, water and rot proofed, natural, with ground strip. Diameter 4 m, centre height 2.5 m, wall height 600 mm. Heavy duty sectional steel tube centre pole, plasticlad or galvanized. Complete with ropes, pegs, mallet and patching kit, with loose, reinforced PVC groundsheet 250 g/sqm. In packsack. Ceiling ventilation flaps. Approx weight 22 kg. Apart from a better resistance to high winds, the only general advantage of this tent over item 8 is its lighter weight when supply by air is necessary. Not recommended for use with camp beds but can accommodate up to 8 persons.

8. Tent, house, ridge type, rectangular, 12 sqm (approx 3 x 4 m) (E50 880 04)

400 g/sqm cotton or cotton/polyester canvas, water and rot proofed, natural, with ground strip and fly sheet. Centre height 2 m, wall height 600 mm with 150 mm clearance between tent and fly sheet. Heavy duty sectional steel tube poles, plasticlad or galvanized. Complete with ropes, pegs, mallets, and patching kit, with loose, reinforced PVC groundsheet, minimum 250 g/sqm. In packsack. Approx weight 40 kg. The standard family tent, available from a variety of suppliers worldwide. Can accommodate 6 camp beds. See notes for tent suppliers below.

Notes for tent suppliers

Tent specifications are to be understood as minimum in material weight and floor space. Only quality, heavy duty, finished tents must be offered. Canvas to be equally strong in warp and weft. Chemicals used for treatment of the canvas must not smell offensive; salamander flame retardant, rot and water proofing process, or equivalent. Sufficient iron or steel pegs and pins to be supplied to anchor tent and fly every 50 cm (pegs 40 cm, pins 15 cm long). Stitching - machine stitched with extra strong, weatherproof thread. Ridges to be canvas or cotton tape reinforced. Cabs and taps strongly stiched at outer and inner ridge for upright poles. Eyelets must be non-ferrous. Hems to be wide enough to accept eyelets. Entrance fasteners, zippers, clips, ties to be of heavy duty, where applicable non-ferrous quality, flaps well overlapping, unless zippered. All openings for ventilation or windows to be protected with mosquito netting. Zippered door flaps to have spare ties sewn on, in case zipper breaks. Guy ropes to be equivalent in strength to 12 mm sisal rope, ultra-violet stabilized. Wooden or bamboo poles are not acceptable. Lengths of pole sections not to exceed 1.5 m. Mallet with 40 cm handle (10 cm diameter wooden or hard rubber head).

Tolerances: ground area plus 10% acceptable. Canvas weight plus 10% acceptable. Lightly died colours (olive, green, brown) might be acceptable but must be indicated on offers or stock reports.

Each tent to be packed and bundled with poles, accessories and hardware in single packsack.

Annex 2Local Contracts Committee Rules of ProcedureIntroduction

1. In certain circumstances, such as the emergency phase of an operation, authority may be given to establish a local contracts committee to approve local procurement totalling US\$20,000 or more. This authority will be given with reference to these Rules of Procedure and will stipulate the period of validity and any upper limit on the value of contracts.

Status of a local contracts committee

2. Such committees will be considered as sub-committees of the Headquarters UNHCR Committee on Contracts. All references hereafter to "the Committee" refer to the local contracts committee unless otherwise specified.

Members of the committee

3. The Representative or Chief of Mission shall normally be a member and shall designate three other members and four alternates not connected with the procurement process. Whenever possible, one member and alternate with relevant experience shall be designated from the staff of other UN bodies at the duty station.

Chairman

4. The Representative or Chief of Mission shall normally be the Chairman.

Secretary

5. A Secretary who is neither a member of the Committee nor connected with the procurement process shall be nominated by the Committee.

6. The names of the Chairman, members, alternates and Secretary of the Committee, and any subsequent changes, shall be communicated to the Secretary of the Headquarters Contracts Committee.

Convening of meetings

7. The Committee shall be convened by the Chairman and the Secretary shall notify members or alternates of meetings and provide an agenda and the necessary documentation at least 24 hours in advance.

Other participants

8. Observers may be invited to attend meetings at the discretion of the Chairman. Consideration should be given to the involvement of the responsible government department and/or implementing agency in this way.

Quorum

9. Three members of the Committee shall constitute a quorum.

Functions

10. With the exception of those financed from the UN regular budget, the Committee shall consider and decide upon all contracts negotiated and/or awarded by UNHCR locally for the purchase or rental of supplies, services, equipment and other requirements involving obligations in respect of a single requisition or a series of related requisitions totalling US\$20,000 or more, up to any such limit as may be specified in the authority to establish the Committee. The Committee shall also consider and decide upon proposals for the modification or renewal of contracts previously awarded by the Committee.

Availability of funds

11. The Committee shall ensure that appropriate authority has been obtained and that sufficient funds are available to enter into the obligation proposed.

Submissions

12. The officer responsible for procurement shall submit detailed proposals to the Committee through its Secretary. These submissions should normally include the following information:

- (a) Specifications and quantities required;
- (b) Funds available and reference to the authority for their commitment;
- (c) Details of the procedure used to obtain bids and the number of valid bids returned (see annex);
- (d) A comparative tabular listing of at least the five most competitive quotes or of all quotes if less than five were received. This listing should cover such details as the name and location of the supplier, the origin of the goods, the cost per unit and the total cost including transportation and insurance;
- (e) The results of any consultations which may have been held with other agencies of the UN system or others, with a view to obtaining expert advice;
- (f) Any other considerations which the Committee should take into account when reaching a decision.

#### Basis for award of contracts

13. The Committee shall ensure that the interests of UNHCR are protected and that its decisions are in conformity with the best business practices and are consistent with the provisions of the Financial Rules for Voluntary Funds administered by UNHCR. The Committee shall examine all bids and quotations before it in order to determine the lowest acceptable offer, taking into account tender specifications, transportation costs, timeliness of deliveries and such other factors as may be directly relevant to the purchase in question. Should the Committee decide that UNHCR's best interests require the acceptance of a bid other than the most economical, the Committee shall record the reasons justifying that decision.

#### Decisions

14. Decisions shall be taken by consensus; if no consensus can be reached the Committee shall refer the matter to the Headquarters Contracts Committee with the necessary information so that a decision may be taken at Headquarters.

#### Minutes

15. The Secretary shall prepare minutes of each meeting, recording decisions reached by the Committee. Draft minutes signed by the Secretary of the Committee shall be circulated, no later than three working days after each meeting, for approval. Once the minutes of the meeting have been approved by the Committee, they shall be signed by the Secretary and countersigned by the Chairman. Copies of the minutes of each meeting, together with a summary comparison table of bids considered, and recording also the number of bids received, shall be forwarded to the Secretary of the Headquarters Contracts Committee.

#### Annex to the Rules of Procedure for Local Contracts Committee

##### PROCUREMENT PRACTICES

1. The provision of this annex, which is largely based on the relevant UN Financial Rules, in particular 110.18 through 110.23, apply whether or not a submission to the Local Contracts Committee is required.

#### Calling for bids or proposals

2. Contracts shall be awarded only after formal competitive bidding or calling for proposals, except as follows:

- (1) When the exigency of the service does not permit the delay attendant upon so doing;
- (2) For contracts involving obligations of less than US\$2,500;

- (3) Where, as the result of a standardization of supplies or equipment approved by the Contracts Committee, or because the contract relates to proprietary items, only one contractor or vendor could bid.

3. All bids shall be made sealed, and publically opened at the time and place specified in the invitation.

4. Where bids are not called for the reasons must be recorded in writing.

#### Submission to the local contracts committee

5. Where submission is required under the rules, this requirement is not affected by the number of bids to be considered. The Committee must meet even if there is only one offer before it.

#### Placing of contracts

6. Written contracts or purchase orders for goods and services shall be established for every purchase from a single contractor or vendor for an aggregate amount exceeding US\$200. They shall specify in detail the goods or services, quantity or nature, price, conditions of delivery or fulfilment and terms of payment.

#### Advance payment

7. Except where normal commercial practice or the interest of UNHCR so requires, no contract or purchase order shall be made which requires a payment of payments on account in advance of the delivery of goods or performance of contractual services. Whenever an advance payment is agreed to, the reasons shall be recorded.

#### Inspection

8. When time allows, arrangements should be made - and the contract provide for - inspection of the goods to ensure conformity with the agreed specifications. The local representative of the company used by Headquarters (in February 1981 the "Société Générale de Surveillance SA") should be employed if possible; otherwise any reputable inspection or superintendence company. This inspection should be requested by and for the account of UNHCR, not the supplier (otherwise the report will go direct to the supplier).

#### General

9. Written guidelines for local procurement will be provided by the Headquarters Procurement Unit. Advice should also be sought as necessary and available from other UN organizations at the duty station. Where goods are not available within the country or neighbouring countries, it may be quicker, and is likely to be cheaper, to procure them through Geneva. Even items available locally can sometimes be markedly cheaper if procured through Geneva, and this should be considered if the delay is acceptable.

Annex 3Elements of a Stock Control System

Whatever the size of the warehouse or store and wherever it may be located, the minimum recommended controls are those outlined below. They must be complemented by routine inspection to ensure goods are properly stored and protected, and by a periodic audit.

1. Purchase order form. This defines the order: specifications, number of units ordered, price/unit, total price, packaging, date of purchase, supplier, destination.
2. Dispatch note. Accompanies goods from supplier to enable warehouse staff to check against goods actually received. Duplicate copy used by procurement staff to verify goods dispatched against those ordered.
3. Store inwards ledger. All inward consignments are recorded here, including purchase order number, description, value, date of arrival, name of person receiving, supplier and location in warehouse if necessary.
4. Stock card. One for each different item, often kept on stock shelf. Used to record every in and out movement with cross reference to appropriate ledger entry. Gives running balance.
5. Requisition form. The authority for dispatch. Signed by authorized signatory and verified against list of authorized signatures held by storekeeper. With column for goods actually supplied. Original retained by storekeeper, duplicate signed in original by dispatcher and accompanies goods as necessary.
6. Store outwards ledger. All dispatches are recorded here, including requisition form number, date received, date of dispatch, name of person dispatching, destination.

# Index

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# Index

1

If you are seeking general information on a subject, you may find it more convenient to look first at the first page of the relevant chapter, which is an annotated list of contents.

## A

Accounting procedures 8-3  
Administration: chapter 8  
Administrative expenditure,  
    by operational partners 5-4,  
    by UNHCR 8-2  
Aerials, radio 10-7  
Agreements 5-4, 7-5, 7-9  
    branch office 8-2  
Aide memoire 9-8  
Aim and principles: chapter 1  
    of emergency response 1-2  
    of handbook i  
    by sectors of assistance Part  
    2, pages 2  
Aircraft,  
    chartering 5-4,  
    transport by 27-6  
American Convention on Human  
    Rights 2-2, 2-3  
Anaemia 22-7, 23-5, 23-7, 23-15  
Appeal 7-2, 7-3  
Appointments, UNHCR staff 5-9,  
    5-11  
Aquaprivies 25-10  
Area  
    in house 21-11,  
    for site 21-4  
Assessment of needs: chapter 4  
Assistance,  
    immediate 4-4,  
    standards of 1-3, 4-4, 6-5  
Asylum 2-2, 2-3, 2-8, 2-11, 2-12  
Asylum, Declaration on  
    Territorial 2-2, 2-3

## B

BAFI 5-10, 8-2  
Bank account 3-22, 8-3  
Bilharzia (schistosomiasis)  
    21-4, 24-13, 25-4

Blankets 27-13  
Boiling water 24-14  
Bore-hole latrine 25-9  
Breast-feeding 22-6, 23-8, 23-11  
Buckets 27-13

## C

Cables chapter 10  
    cable unit 10-4  
    numbering 10-4  
Camps, refugee i, 1-3  
CDC (Centers for Disease  
    Control) 3-11  
Census 4-3, 6-7  
Charter of the United Nations 2-4  
Children, unaccompanied 4-4, 26-6  
Cholera 22-9  
Clauses,  
    exclusion 2-7  
    mandatory and standard in  
    agreements 7-7, 7-8  
Clothing, used 27-5  
Co-ordination 1-2, chapters 6, 9  
    NGOs 6-4, 6-11  
Cold chain (for vaccine) 22-17  
Communicable disease control 22-7  
Communications: chapter 10  
    check list 8-6, code 10-5,  
    radio 10-2, schedules 10-3,  
    UNHCR network 10-7  
Competence of UNHCR 2-3  
Consignment procedures 27-9  
Contraception 22-11  
Contributions  
    in kind 7-4,  
    matching 5-4  
Convention  
    1951 Refugee 1-3, 2-3, 2-4  
    on the Priviledges and  
    Immunities of the United  
    Nations 8-2, 8-13, 10-7  
Cooking  
    fuel 23-5, 24-24, 27-4  
    demonstrations 23-5  
    sets 27-13

# Index

2

Correspondence, guidance on 9-7  
Corruption 6-9  
Crown Agents (UK) 27-4  
Customs 8-2, 27-10

## D

Dead, disposal of 25-13  
Death, record of 22-34, 25-13  
Declaration on Territorial Asylum  
2-2, 2-3  
Dental care 22-11  
Diarrhoea 22-8, 24-12  
Diets, see ration 23-6  
Diplomatic corps 2-10, 9-2  
Disabled refugees 4-4, 26-3  
training manual 26-12  
Disaster Corps 3-11, 5-7  
"Disasters", journal ii  
Diseases, communicable 22-7  
diarrhoeal 22-8, 24-5, 24-12  
notifiable 22-7  
water-borne 24-5  
water-washed 24-5, 24-11  
Distribution 6-8, 23-7, 23-9,  
24-11, 27-8  
Doctors 22-5, 22-11, 23-10  
UN Examining Physician 2-13,  
5-9  
Drugs,  
selection of 22-13, 22-17,  
reordering 22-14, 22-29  
treatment schedules 22-23  
DSM (dried skimmed milk) 23-12  
Durable solutions 1-4, 2-2  
Dust 21-8, 25-11  
Duty officer 10-4, 10-5  
DWM (dried whole milk) 23-12

## E

Education: chapter 26  
health 22-12  
nutrition 23-5  
EEC 9-2  
Emergency Action plans: Chapter 3  
Emergency,  
Allotment advice 8-2, 8-9  
definition of 1-2  
health kit 22-17  
fund 7-2  
Letter of Instruction (ELOI)  
3-11, 3-21, 5-4, 7-2, 7-5  
management consultant 5-3, 5-5  
procedures 3-3, 3-9, 3-21  
project submission 7-3  
programme 7-3

Engineer 21-3  
public health 5-5, 25-3  
Register for Disaster Relief  
(REDR) 3-11  
Environmental services: chapter 25  
Epidemiologist 5-5  
Epidemiology 22-6  
Equipment,  
health clinic 22-28  
standard specifications 27-13  
Evaluation 7-4  
Exchange rates 8-3  
Exclusion clauses 2-7  
Excreta disposal 4-5, 25-4  
Expanded programme of  
immunization (EPI) 22-8, 22-17  
Expenditure, administrative,  
by operational partners 5-4,  
by UNHCR 8-2  
authority for 8-2  
project, by UNHCR 5-5  
Experts 5-5, 5-6  
External relations: chapter 9

## F

Facsimile 10-6  
Fact-finding mission 3-8,  
chapter 4  
Family planning 22-11  
Family reunion 4-5, 26-4, 26-5,  
26-8  
FAO 1-2, 23-4, 23-17  
Feeding programme co-ordinator  
5-5, 23-4  
Feeding programmes,  
general 23-6  
infants 23-11  
supplementary 23-8, 22-36  
therapeutic 23-10, 22-37  
Filing system 8-6  
Filtration,  
water : diatomite 24-14,  
sand 24-13  
Fire 21-7, 25-12  
Focal point officer 3-6  
Food and nutrition: chapter 23  
staple foodstuffs 23-6, 23-14  
weaning foods 23-11  
Frequencies, UNHCR radios 10-7  
Fuel,  
cooking 23-5, 27-4  
vehicles 8-5, 27-7  
Funds, transfer of 3-22, 8-2

# Index

3

## G

Garbage 25-11  
Geneva Conventions and Protocols 2-5

## H

Handbook for determining refugee status 2-2, 8-13  
Health: chapter 22  
centres 22-10  
co-ordinator (UNHCR/WHO) 5-5, 22-4  
kit, emergency 22-17  
of UNHCR staff 6-4  
Helminths (worms) 22-6, 22-8, 22-20, 24-12, 25-4  
Home visiting, health 22-11  
social services 26-4  
Hospitals, national and refugee 22-12, field 22-13, water needs 24-5  
Housing, see shelter 21-11

## I

ICRC 1-3, 2-5, 2-11, 3-5, 5-7, 9-3, 22-5, 22-13, 22-14  
role in armed conflicts 2-5  
tracing and family reunion 2-6, 2-7, 26-5  
travel documents 2-7, 5-4  
ICVA (International Council of Voluntary Agencies) 3-11, 6-11, 9-3  
Identity cards and identification, refugees 6-8  
UNHCR staff 5-12, 8-7  
ILO 27-4  
Immunization 22-8, 22-39  
Implementing arrangements: chapter 5  
Infant feeding 23-11, 24-14  
Insect control 25-12  
Inspection, of supplies 27-11, 27-17  
Insurance 27-11  
Inter-agency meetings 9-3  
Inter-governmental Committee of Migration (ICM) 2-11, 5-4

International Court of Justice 2-5  
International Covenants on Human Rights 2-4  
Intertext ii  
Interviews, with media 2-13, 9-6, with unaccompanied children 26-8  
Inviolability, of premises 2-13, 8-2  
IOV (Inter-Office Voucher) 8-2

## J

Job-descriptions 5-13, 6-3

## K

Kwashiorkor (oedema) 23-10, 23-15

## L

Laboratory services 22-7  
Lactation, see breast-feeding 23-11  
Land, chapter 21  
purchase of 6-8  
rights to 21-5  
Latrines 25-6, 25-7  
Layout, of site 21-8  
circular 21-10  
cluster, cross-axis, grid layouts 21-8  
Leprosy 22-17, 26-3  
Letter of Instruction, Emergency (ELOI) 3-11, 3-21, 5-4, 7-2, 7-5  
Livestock 4-3, 24-5  
Local population, assistance to 6-9  
land rights 21-5  
Logistics: chapter 27  
LRCS 1-3, 2-7, 3-5, 5-3 5-7, 7-3, 9-3, 9-4, 22-5  
consignment procedures 27-9

# Index

4

## M

Mail,  
  refugees 26-6  
  UNHCR 10-6  
Malaria 6-4, 21-4, 22-9  
Malnutrition 4-3, 22-7,  
  23-3, 23-5, 23-8, 23-10  
  protein energy (PEM) 23-14  
Management, field-level: chapter 6  
Maps 8-5  
Marasmus 23-10, 23-15  
Matching contributions 5-4  
Measles 22-8, 23-5, 23-10  
Media, relations with 2-13, 9-4  
Meningitis, meningococcal 22-9  
Midwives 22-4, 26-4  
Milk 23-11, 23-12  
Minors, see unaccompanied  
  children 26-6  
Mission,  
  fact finding 3-8  
  public information 9-6  
Mission availability roster 5-6  
MOD (Miscellaneous obligation  
  document) 8-2, 8-9  
Monitoring 1-5, 6-8, 7-4  
Mortality rate 4-3, 22-34  
Mosquitoes 22-9, 25-12  
Mother and child health 22-11,  
  23-11

## N

Needs assessment: chapter 4  
  3-3, 3-9, 6-2  
NGOs (non-governmental  
  organizations) 1-3, 6-3  
  co-ordination 6-5, 6-11  
  clearance of supplies 27-10  
Nomads 21-11, 23-12, 24-4, 24-5  
Nomenclature, in handbook i  
Notes verbales 9-7  
Notifiable diseases 22-7  
Nurses 22-5, 22-11, 22-13  
Nutrition: chapter 23  
  advisory committee 23-4  
  education 23-5

## O

Occupation of UN premises 2-11  
Oedema (kwashiorkor) 23-10, 23-15  
Office premises 8-4  
  inviolability 2-13, 8-2  
  occupation of 2-11  
Office supplies and kits 8-5,  
  8-11  
Operational partners 3-3, 5-3  
Operational role of UNHCR 5-2  
Oral rehydration 22-8  
Organization of African Unity (OAU)  
  9-2  
  Refugee Convention 2-2, 2-3, 21-4  
Organization, of assistance see  
  Part 2 sections 2, of handbook i  
Oxfam, feeding kits 23-9, 23-10  
  field directors' handbook iii  
  sanitation unit 24-5, 25-10

## P

Parasites, internal (see also  
  helminths) 22-7, 23-5, 24-5  
Personnel: chapter 5  
  administration of 8-6  
  management 6-4  
  continuity of 6-6, 22-5, 26-5,  
  26-9  
Pertussis (whooping cough) 22-9  
Pit latrines 25-8  
Plague 25-12  
Planning, contingency 2-12, 3-2,  
  3-8  
Plans of action: chapter 3, 6-2  
Plastic sheeting,  
  guide to use of 21-13  
  specifications 27-13  
PO Box 8-6, 10-6  
Polio 22-8, 22-39  
Political activities,  
  among refugees 6-9  
Pouch services 10-6  
Pour-flush latrines 25-9  
Practitioners, traditional 22-4,  
  26-4  
Press, see media 9-4  
  releases 9-7  
Principles of response,  
  general 1-3  
  by sectors Part 2, pages 2

Procurement 3-10, 27-5, 27-16  
Programme formulation and project control: chapter 7, 27-3  
 Programme reserve, allocation from 7-2  
Protection: chapter 2, 3-3, 3-8, 3-18, 4-2  
 Protein 23-6, 23-13  
 Protein Energy Malnutrition (PEM) 23-14  
 Protocol, 1967 Refugee 1-3, 2-3, 2-4  
 Public information 3-12  
   see media 9-4  
   missions 9-6  
   officer 3-13, 5-5, 9-6  
 Pumps 24-10  
 Purification, of water 24-12

## Q

Questionnaire on handbook iv

## R

Radios 10-7  
   licence fees 10-8  
 Rain water 24-10  
 REDR (Register of Engineers for Disaster Relief) 3-11  
 Refugees  
   participation and representation 1-4, 6-6, 6-7  
   payment of 6-8  
   rights and responsibilities of 1-3, 6-6  
 Ration, food 23-6, 23-7  
   pre-packed 23-7  
   supplementary 23-8  
   therapeutic 23-10  
 Rationing 6-7  
   water 24-3, 24-6  
 Rats 25-12  
 Recruitment 5-6, 5-9  
 Ross Institute, publications ii, iii, 22-15, 24-15  
 Red Cross and Red Crescent Societies 1-3, 2-11, 5-3, 5-7, 26-6, 27-5, 27-10  
 References, further reading ii, iii, 21-13, 22-15, 23-16, 24-15, 26-12, 27-12  
 Referral services (health) 22-12

Registration 2-11, 6-7,  
   standard form 6-15,  
   unaccompanied children 26-8, 26-13  
 Rehydration 22-8  
 Religious activities 6-9  
 Repatriation 1-5, 6-7  
 Reports 1-5, 2-8, 2-11, 2-12, 6-8  
   health and nutrition 22-7, 22-33  
   social services 26-4  
   standard situation 6-17, 9-3  
 Resettlement 1-5, 2-11, 2-12, 2-13, 6-7  
Response, immediate: chapter 4  
 Responsibilities 5-3, 6-3, 27-3  
   for food support 23-4  
   of refugees 1-3, 6-6  
   overall government and UNHCR 1-2  
 Rights,  
   American Convention on Human, 2-2, 2-3  
   International Covenants on Human, 2-4  
   of refugees 1-3  
   Universal Declaration of Human, 2-3, 2-4, 2-5  
 Rodents 23-12, 25-12

## S

Safe haven 2-11  
Sanitation and environmental services: chapter 25  
 Schistosomiasis (bilharzia) 21-4, 22-17, 24-12, 24-13, 25-4  
 Sea water 24-10, 25-6  
 Secretary-General, UN 1-2, 3-5, 3-7, 9-2  
 Security,  
   official designated for 2-12, 8-8  
   of refugees 2-11, 2-12, 21-4  
   UNHCR staff and offices 2-12, 8-7  
 Settlement,  
   local 1-5, 2-12, 2-13  
   rural 21-5  
 Sheeting,  
   plastic 21-13, 27-13  
   tarpaulin 27-14  
 Shelter 21-10, 27-4, 27-5  
Site selection, planning and shelter: chapter 21  
 Soap 22-8, 22-19, 22-27, 27-4  
Social services: chapter 26  
 Social workers 26-5

Solar cooking 23-5  
 Space,  
   in house 21-11  
   for site 21-4  
 Spares, vehicles 27-7  
 Specifications, standard  
   27-5, 27-13  
 Springs, water source 24-9  
 Staff, see personnel chapter 5,  
   6-4, 8-6  
 Standards of assistance 1-3,  
   4-4, 6-5  
 Stationery 8-5, 8-11  
 Statute of UNHCR i, 1-3, 2-2,  
   2-3, 2-4, 2-11, 4-5, 6-7  
 Storage 27-8, 27-19  
   food 23-7, 23-12  
   vaccine 22-39  
   water 24-11  
Supplies and logistics: chapter  
27  
   medical 22-13  
   office 8-5, 8-11  
 Surgeon, surgical unit 22-13

## T

Tarpaulins 27-14  
 Telephone 8-6, 8-17, 10-5  
 Telex 8-6, 10-2, 10-4  
 Tents 21-11, 27-5  
   specifications 27-14  
 Tetanus 22-9  
 Tracing 2-10, 4-5, 26-5  
   unaccompanied children 26-8  
 Transfer of funds 3-22, 8-2  
 Transport chapter 27  
   air 27-6, rail 27-7, road 27-7,  
   sea 27-6  
   WFP supplies 23-18  
 Treatment,  
   standard schedules for drugs  
   22-10, 22-23  
   water purification 24-10  
 Trench latrines 25-7  
 Triage 22-10  
 Tse-tse fly 21-4  
 Tuberculosis 22-9, 22-17, 23-5  
 Typhoid 22-9  
 Tyres 27-8

## U

Unaccompanied children 4-4, 26-6  
 UNDP 1-2, 2-9, 3-5, 3-9, 4-5,  
   5-3, 5-9, 9-7  
   disbursement for UNHCR 8-2  
   Resident Representative 9-3,  
   23-3  
 UNDRO ii  
 UNESCO 26-11  
 UNICEF 1-2, 4-5, 5-3, 22-7,  
   23-4, 23-11, 26-9, 27-5, 27-6,  
   27-13  
 UNIPAC 22-14, 27-5, 27-13  
 UN Information Centres 3-12,  
   9-5, 9-7  
 UN radio system 10-2  
 UN Volunteers Programme 5-7  
 Universal Declaration of Human  
   Rights 2-3, 2-4, 2-5

## V

Vector control 22-4, 25-12  
 Vegetables 23-6, 23-14  
 Vegetation 21-5, 21-7  
 Vehicles,  
   official 8-4,  
   logistical support 27-7  
 VIP (ventilated improved pit)  
   latrine 25-8  
 Vitamins 23-6, 23-7, 23-12, 23-13  
   A deficiency (xerophthalmia)  
   22-6, 23-7  
   multivitamin tablets 23-7  
 Volunteers local 6-4 UN 5-7  
 Vulnerable groups 4-3, 4-4,  
   22-11, 23-8, 26-3

## W

Water: chapter 24  
   basic needs 24-5,  
   boiling 24-14,  
   rain 24-10  
   sea 24-10, 25-6  
   sources 24-6,  
   treatment 24-12,  
   storage 24-11

# Index

7

Water-borne, water-washed diseases  
24-5, 24-11  
Weaning foods 23-11  
Wells 24-9  
WFP 1-2, 4-5, 5-3, 7-3,  
23-3, 23-17, 23-19, 27-8  
WHO 1-2, 4-5, 5-7, 22-4,  
22-13, 22-17, 27-5  
Whooping cough 22-9  
World Bank 21-3, 26-11  
Worms (helminths) 22-7, 22-8,  
22-20, 22-22, 24-12, 25-4

## X

Xerophthalmia (vitamin A  
deficiency) 22-6, 23-7