

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 at the sites and carefully calibrated measures for final distribution. 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 reconcilable with those known to have arrived and those remaining in store.

2. In the emergency phase certain basic controls should be established at once, in addition to the controls over actual distribution discussed in chapter 12. They are described in annex 2.

3. In addition to safeguarding the security of relief supplies, they must be protected from damage. This may be physical, for example as a result of bad handling or improper stacking; climatic, the adverse effects of the sun, rain, cold or humidity; attacks by pests; and bacteriological, the decomposition of perishable commodities with time or when containers are damaged.

4. Some damage is inevitable and considerable sums may be involved. 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. Overseas procurement by UNHCR will also be subject to inspection by a professional agency (superintendence). Where supplies are purchased locally, particular care must be taken not to accept supplies that do not meet contract specifications. Purchases, especially food, should be inspected on arrival at the site and rejected if necessary. If large quantities are involved, organize professional

quality control and inspection at the point of final delivery from the first orders. If local superintendence companies are unable to do this, seek outside assistance through Headquarters. Insurance claims must be registered at once and for overseas supplies Headquarters should be informed by cable of major damage or shortfalls. Special arrangements may be necessary for the disposal of spoilt food or goods.

5.8 Consignment procedures and customs clearance

- ☐ Have a single consignee and address.
- ☐ Use the internationally accepted marking and consignment procedures.
- ☐ Plan customs clearance procedures in advance and develop and promulgate a clear policy for NGOs and other suppliers.

Consignment procedures

1. Much trouble can be avoided by using 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, where 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 in the latter case, 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. Make sure the consignment also bears one of the international hazard warning signs (fragile, no hooks, keep dry, etc.) if necessary. 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 stencilled 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.
- (3) Size and weight. Containers should be of a size and weight that one person can handle (ideally, 25kg; up to a maximum of 50kg) 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 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, allow 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 would be in their interest to co-operate in this way. Representatives should be flexible when deciding what falls within the purposes of the emergency operation. 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 and Red Crescent 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 emergency letter of instruction. 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 and 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 undertake to clear only 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 general telex sitreps.

Further references

- | | | |
|--|--|---|
| Hall D.W. (1970) | <u>Handling and Storage of Food Grains in Tropical and Subtropical Areas</u> | FAO Agricultural Development Paper No. 90 |
| Licross/Volags Steering Committee for Disasters (1982) | <u>Emergency Supply Logistics Handbook</u>
Basic guidelines for the procurement of supplies for disaster relief operations. Includes a number of specimen forms and explanation of commonly used trade terms. (Also in French and Spanish) | (c/o LRCS) |
| UNITAR (1982) | <u>Model Rules for Disaster Relief Operations</u>
One of the proposed sets of rules is for a bilateral agreement between an assisting organization and a receiving state, covering such matters as waivers, traffic rights, priority handling of relief supplies and facilities for relief personnel. (UNDRO is seeking to develop these into a draft agreement or convention). | Policy and Efficacy Studies No. 8 |
- Also relevant in this context, although on natural disasters, are:
- (1) Annex II of the Report of the Secretary-General on UNDRO of 12 May 1977 (A/32/64): Measures to expedite international relief. The recommendations were adopted by consensus by the General Assembly, and by participants at the 1977 International Conference of the Red Cross.
- (2) Rapport spécial sur un projet d'accord-type relatif aux actions de secours humanitaire adopted by the 59th Conference of the International Law Association, Belgrade 1980.
- | | | |
|------------|--|--|
| WFP (1979) | <u>Food Storage: Handbook on Good Storage Practice</u>
Clear illustrated guidance for storekeepers. | |
|------------|--|--|

Standard 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 E50 035 05)

Woven, 30-40% wool and rest other fibres (cotton, polyester) blanket with stitched ends, size 150 x 200cm, weight 1.3kg, packed in pressed bales of 50 pcs. Each bale of 50 pcs would be about 0.35m³ volume and weigh 65-70 kg. Large quantities are generally available.

2. Blanket, light

Cotton, size 140 x 190cm, weight approx. 850g, usually packed in pressed bales of 100 pcs. Each bale of 100 pcs would be about 0.4m³ volume and weigh 85-90kg. Fairly large quantities generally available ex-stock in Asian region, more limited availability elsewhere.

3. Bucket, plastic (21 700 00)

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

4. Family cooking set, emergency (20 365 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 20cm, weight 2kg. The set does not contain cutlery: five stainless steel soup spoons and one stainless steel cook's knife, blade 15-17cm, could be supplied separately if not available locally. 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 5-8m, supplied double-folded in lengths usually of 100-800m, approx. weight 1kg/4m². For multipurpose use: roofing, walls, ground sheets, linings, etc. Widely available. (There is a guide to its use, see page 67.)

- Supplies and logistics -

6. Tarpaulin material (E 50 860 10)

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

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

Round type (single bell). 300g/sqm cotton or cotton/polyester canvas, water and rot proofed, natural, with ground strip. Diameter 4m, centre height 2.5m, wall height 600mm. Heavy duty sectional steel tube centre pole, plasticlad or galvanized. Complete with ropes, pegs, mallet and patching kit, with loose, reinforced PVC groundsheet 250g/sqm. In packsack. Ceiling ventilation flaps. Approx weight 22kg. 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, 12sqm (approx 3 x 4m) (E50 880 04)

400g/sqm cotton or cotton/polyester canvas, water and rot proofed, natural, with ground strip and fly sheet. Centre height 2m, wall height 600mm with 150mm 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 250g/sqm. In packsack. Approx. weight 40kg. 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 50cm (pegs 40cm, pins 15cm long). Stitching - machine stitched with extra strong, weatherproof thread. Ridges to be canvas or cotton tape reinforced. Cabs and taps strongly stitched 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 12mm sisal rope, ultra-violet stabilized. Wooden or bamboo poles are not acceptable. Lengths of pole sections not to exceed 1.5m. Mallet with 40cm handle (10cm diameter wooden or hard rubber head).

Tolerances: ground area plus 10% acceptable. Canvas weight plus 10% acceptable. Lightly dyed 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.

Logistics control systems

1. The minimum level of controls necessary will vary with each operation. This annex gives an indication of the basic components of a system. Simple controls and accounting established from the start will be much more effective than a sophisticated system later. No system is likely to be effective unless it is understood by those required to work it. Specific training will generally be required for storekeepers.

Central controls

2. An overall control card should be kept for each order or consignment (including contributions in kind), on which is recorded all stages from the initial request for goods through, as applicable, requests for tenders, placing of order/notification of shipment, planned delivery time/place/ETA, actual delivery/arrival etc.

3. A simple state board where progress can be monitored visually is likely to be very useful and can be set up at once. An example is given on page 51.

The purchase order

4. This is the document that defines the order: specifications, number of units ordered, price/unit, total price, packaging, date of purchase, supplier, destination etc. It should make reference to the legally enforceable standard conditions of contract (the conditions under which UNHCR is willing to do business, which should have been part of the request for tenders - see UNHCR Procurement Manual).

At each warehouse/store

5. Whatever the size of the warehouse or store and wherever it may be located, the minimum recommended book-keeping 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) Supply note/Waybill. Accompanies goods from supplier in duplicate to enable warehouse staff to check against goods actually received. Duplicate copy used by procurement staff to verify goods dispatched against those ordered (i.e. against purchase order form). Where the movement is between warehouses e.g. regional to local, use (4).
- (2) Store inwards ledger. Basic details of all inward consignments are recorded here: description of goods, quantity, supplier, name of person receiving and date of receipt, with cross reference to supply note.
- (3) Stock card. One for each different item. This gives the complete history, being used to record every in and out movement with cross reference to appropriate ledger entry. Gives running balance. Where possible this should be maintained independently of those actually receiving and issuing the goods. An example is given on page 52.
- (4) Requisition/Dispatch form. The authority for dispatch, with the requisition signed by authorized signatory and verified against list of authorized signatures held by storekeeper. An example is given on page 53.

- Supplies and logistics -

- (5) Store outwards ledger. Similar purpose to (2) for dispatches: at its simplest can be just the file of triplicates of (4).

Movement of goods

6. The easiest control to ensure that goods reach their destination may be to make (final) payment (for the goods, of the driver or transporter, as applicable) conditional on return of the receipted duplicate of the Supply Note/Waybill or the Requisition/Dispatch form. More comprehensive controls and measures (e.g. monitors) may be required later, and are anyway needed to ensure that goods reach their destination (in the worst case, this control only indicates that they did not). But provided the signatories for both requisition and receipt are carefully chosen, and signatures controlled (combining them with a UNHCR stamp is recommended), this should be an effective initial safeguard.

Example of Logistics State Board (1)

Ref. No.	Carrier/ Supplier	Item	Quantity	Port of entry delivery point	ETA	Actual arrival/ delivery time	Final destination/ remarks (2)
(e.g.: telex no., purchase order no.) Also include reference to file where full info. available	(ship's name, flight no., manufacturer/ transporter etc.)						

Notes:

- (1) The columns should be modified as required by each emergency.
- (2) Cross reference to Waybill or Dispatch form covering any onward movement. In some circumstances two state boards may be helpful, one as above, covering out-of-country supply; and one covering internal procurement and transport.

Example of S T O C K C A R D (maintained for each item)										
INCOMING					OUTGOING				BALANCE	
Date	Ref.no.	Quantity	Units*	From	To	Date	Ref.no.	Quantity	Units	Remarks
	(of Supply note or Waybill)	e.g. 200 MT (grain) or 2000 pcs. (blankets)	*(record details of pack- ing, e.g. sacks of 50kg. or bales of 50 pcs.)	not needed if always same			(of Dispatch form)			(short- falls, breakages, spoilage, unusual packing etc.)

Example of Requisition/Dispatch Form

Ref. No. _____

Requisitioned by _____ Signature _____ Date _____

Destination _____

Goods	Quantity required	Quantity supplied	Quantity received	Remarks (discrepancies etc.)

Dispatched by _____ Signature _____ Date _____

Received by _____ Signature _____ Date _____

Raised in triplicate

Original and duplicate sent with goods. Original serves as supply note for records at destination. Duplicate returned receipted to place of dispatch and filed with triplicate, showing transaction complete. Triplicate retained and filed, forming 'stores outward ledger'.

Conversion factors

<u>To convert from</u>	<u>To</u>	<u>Multiply by</u>
<u>Length</u>		
Yards (1 = 3ft = 36 inches)	Metres	0.9144
Metres (1 = 100cm)	Yards	1.0936
Miles (1) (1 = 1,760 yds)	Kilometres	1.609
Kilometres (1 = 1,000m)	Miles	0.6214
<u>Area</u>		
Yards ² (1 = 9ft ²)	Metres ²	0.836
Metres ² (1 = 10,000cm ²)	Yards ²	1.196
Acres (1 = 4840 yd ²)	Hectares	0.405
Hectares (ha, 1 = 100 ares = 10,000m ²)	Acres	2.471
Miles ² (1 = 640 Acres)	Kilometres ²	2.590
Kilometres ² (1 = 100 ha)	Miles ²	0.386
<u>Volume</u>		
US gallons	UK gallons	0.8327
UK gallons	US gallons	1.2009
US (UK) pints	Litres	0.473 (0.568)
Litres	US (UK) pints	2.113 (1.76)
US (UK) gallons (1 = 8 pints)	Litres	3.785 (4.546)
Metres ³ (1 = 1 x 10 ⁶ cm ³ = 1000 litres)	Yards ³	1.308
Yards ³ (1 = 27ft ³)	Metres ³	0.765
<u>Weight</u>		
Ounces (oz)	Grams (g)	28.35
Grams	Ounces	0.0353
Pounds (lb, 1 = 16oz)	Kilos	0.4536
Kilo (kg, 1 = 1,000g)	Pounds	2.205
US short tons (1 = 2,000lb)	Metric tons	0.907
US long tons (= UK tons, 1 = 20 hundredweight (CWT) = 2240lb)	Metric tons	1.016
Metric tons (MT, 1 = 1,000kg)	US short tons	1.102
	US long tons, UK tons	0.984
<u>Temperature</u>		
Centigrade	Fahrenheit	1.8 and add 32°
Fahrenheit	Centigrade	subtract 32° and multiply by 0.555

Weight of water (at 16.7°C, 62°F)

1 litre = 1kg; 1 US gal = 8.33lb; 1 UK gal = 10lb; 1ft³ = 62.31b

(1) Statute (land) miles. The international nautical mile = 6,076ft = 1.825km