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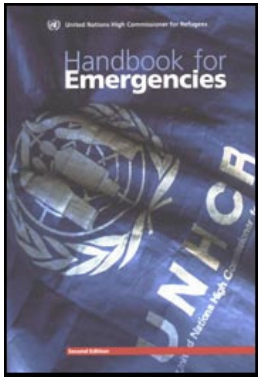

Handbook for Emergencies - Second Edition (UNHCR, 1999, 414 p.)
- **16. Water**
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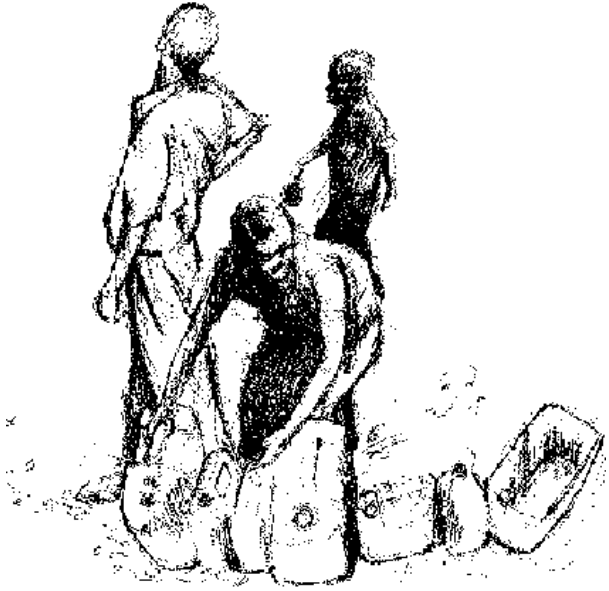
16. Water



Figure

Overview

Situation

Water is essential to life and health. In emergencies, it is often not available in adequate quantity and quality, thus creating a major health hazard.

Objective

To provide sufficient safe water for the refugees and to meet communal needs in the most cost-effective way.

Principles of response

- **Give priority to quantity while respecting quality;**
- **Refugees should be directly involved in the development and operation of the water supply;**
- **Ensure consideration of water supply at the site selection and planning stages and coordinate response closely with physical planning, public health and environmental sanitation measures;**
- **If at all possible, avoid the need to treat water - it is better to use a source that does not need treatment. Treatment plants must always be correctly operated and maintained. If large numbers of refugees are concentrated in camps, disinfection of drinking water is absolutely necessary. Other types of treatment should be considered according to the characteristics of the raw water;**
- **Provide a reserve supply and spare capacity to meet temporary difficulties and the needs of new arrivals;**
- **Take account of seasonal variations in water quantity and quality;**
- **Seek expert advice and coordinate closely with the appropriate national services.**

Action

- **Calculate the water requirement and organize an immediate assessment of water supply possibilities;**
- **Make an inventory of water sources and assess all sources in terms of their water quality and yield;**
- **Protect existing water sources from pollution and provide good quantities of water of a reasonable quality;**
- **Improve access to supplies by developing sources and a storage and distribution system to deliver a sufficient amount of safe water, including a reserve supply;**
- **Ensure regular testing of water quality;**
- **Set up infrastructure for operation and maintenance;**
- **Maintain and update information on water resources obtained during needs assessment; planning, construction, operation and maintenance.**

Introduction

1. People can survive longer without food than without water.

The provision of water demands immediate attention from the start of a refugee emergency. The aim is to assure availability of enough water to allow its effective distribution in the required quantities, and to ensure that it is safe to drink.

Adequate storage capacity and back up systems for all components of a water system must be assured; interruptions in the supply may be disastrous.

2. If it is evident that available sources are inadequate (in terms of yield or water quality), arrangements must be made to find alternative sources. If necessary, water may have to be imported to the site (by truck, barge, pipelines, etc.). Where even the most basic needs for water cannot be safely met by existing resources, or when time is needed for further exploration and development of new sources, refugees should be moved to a more suitable location.

3. Water quality is difficult to assess. Always assume that all water available during emergencies is contaminated, especially if it is taken from surface water bodies (lakes, ponds, rivers, etc.). All sources of water used by refugees must be separated from sanitation facilities and other sources of contamination. In many circumstances, treatment will be needed to make the water safe to drink. Safety of the water must be assured right through to its consumption in the household.

4. As it is difficult to predict the life-span of a refugee camp, it is best to plan on a cost-effective, long-term basis.

5. Figure 1 (a and b) shows some of the considerations for planning an emergency water supply system.

6. The sectors of water, sanitation and site planning are highly interdependent. This chapter should be read in conjunction with the chapters on these topics.

Assessment and Organization

- **An immediate, on the spot, assessment of local water resources in relation to needs is essential;**

- **Technical expertize is required and local knowledge is most important. Outside expertize should be brought in only when clearly necessary;**

- **Involve the refugees, use their skills and train them to operate and maintain the system;**

- **Technology and equipment should be simple, reliable, appropriate and familiar to the country;**

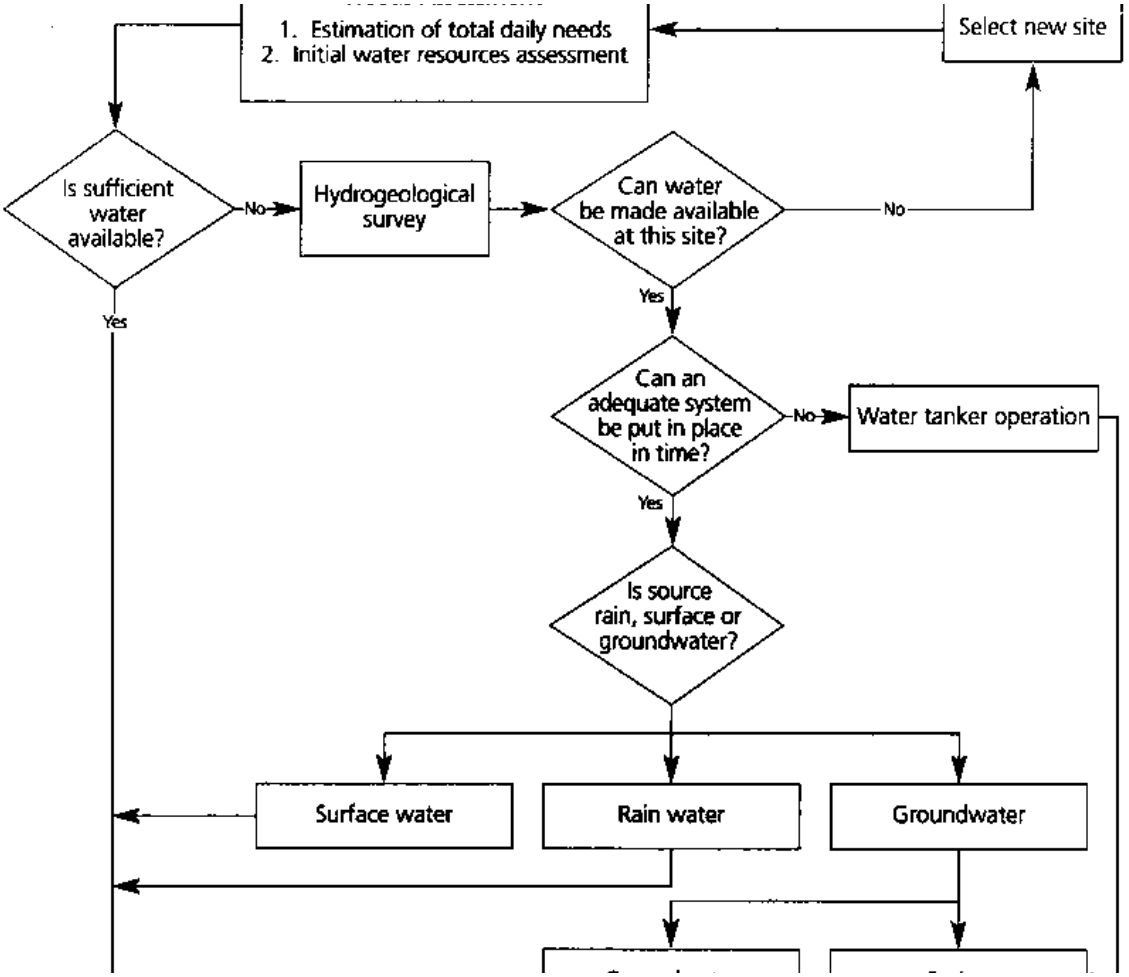
- **Refugees may compete with the local population for water resources. This may cause problems between the two groups;**

- **Available sources must be protected from pollution at once;**

- **The water supply system must be supported by appropriate environmental health measures and hygiene.**

An immediate, on the spot assessment in relation to needs is essential.

7. The government's central and local authorities should be involved as much as possible in this assessment. Knowledge of the local terrain and conditions is indispensable and expertize from outside the country should be brought in only when clearly necessary.


1. Estimation of total daily needs
2. Initial water resources assessment
Select new site
Is sufficient water available?
No
Hydrogeological survey
Can water be made available at this site?
No
Yes
Yes
Can an adequate system be put in place in time?
No
Water tanker operation
Yes
Is source rain, surface or groundwater?
Surface water
Rain water
Groundwater

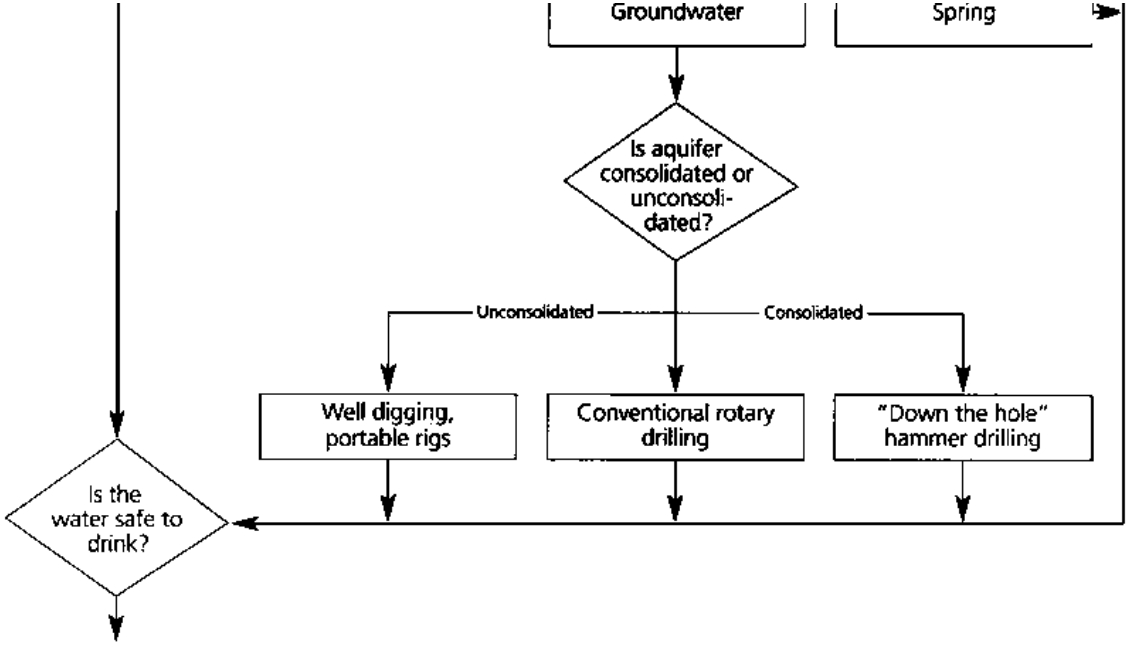
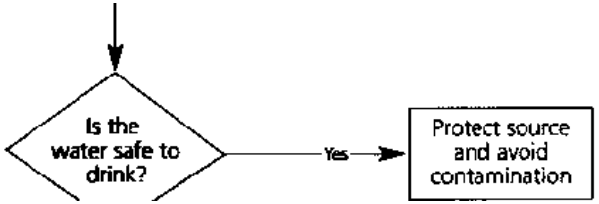
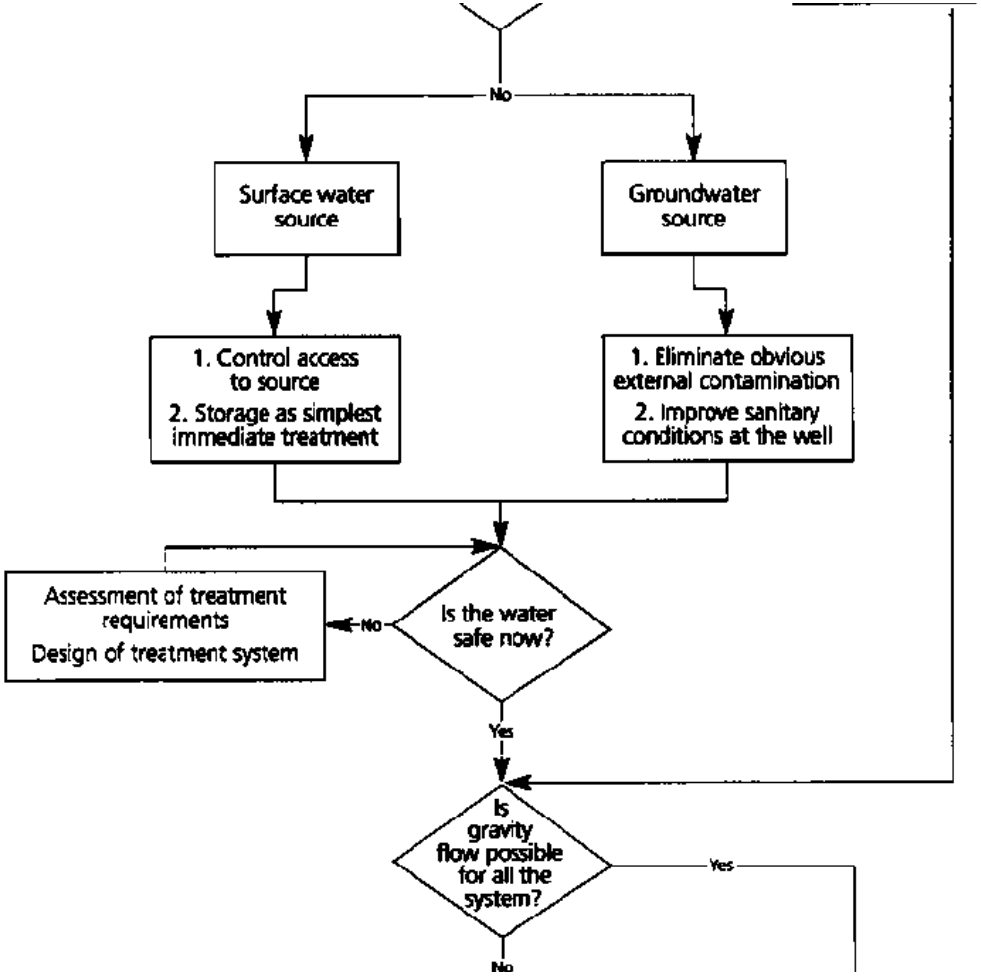


Figure 1a - Needs and Resources Assessment

General considerations for planning an emergency water supply system




No
Surface water source
Groundwater source
1. Control access to source
2. Storage as simplest immediate treatment
1. Eliminate obvious external contamination
2. Improve sanitary conditions at the well
Assessment of treatment requirements
Design of treatment system
No
Is the water safe now?
Yes
Is gravity flow possible for all the system?
Yes
No

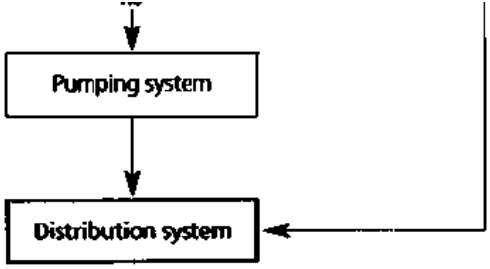


Figure 1b - Needs and Resources Assessment

General considerations for planning an emergency water supply system

8. Available sources must be protected from pollution at once. Rationing of scarce water may be needed initially in order to ensure survival of the weak and equity in distribution to the rest of the refugee population. The design and construction of a water supply system should be cost-effective and efficient bearing in mind long term needs, and should use simple but appropriate technology to facilitate operation and maintenance.

Assessment

9. The objective of an assessment of water resources for human consumption is to ascertain the availability of water (its quantity and quality) in relation to the demand.

10. Estimating the need, or demand, for water does not require special expertize, however, the assessment of supply possibilities does. Assessing the supply means identifying possible sources, and assessing the potential for developing and

exploiting those resources.

11. Sources of water can be identified by: the local population, the refugees themselves, the lie of the land (groundwater is often near the surface in the vicinity of rivers and in other low places; its presence at shallow depths is usually indicated by some types of vegetation); maps (topographical, geological), remote sensing imagery (satellite images, aerial photography), previous surveys of water resources; national or foreign experts (hydrologists, hydro-geologists); and water diviners.

12. Assessing the water resources requires expertise in for example water engineering, sanitation and in some cases logistics. It includes assessing topographical advantages (gravity) and disadvantages (pumping requirements), and analysing the overall environment of the refugee sites. Further surveys will be necessary to organize the water supply system and should cover relevant information on the refugees, other beneficiaries, and the socio-economic characteristics of the host community. The results of such assessments and surveys should be systematically filed to ensure that such data will be available for future reference.

13. UNHCR maintains a standby arrangement with certain organizations whereby qualified and experienced water engineers and other experts can be provided at short notice for deployment to emergencies. (See Appendix 1, Catalogue of Emergency Response Resources, for further details). If it becomes clear that locally available expertize will not suffice, assistance from the Programme and Technical Support Section at Headquarters should be requested without delay.

14. Seasonal factors must always be carefully considered.

Supplies that are adequate in the rainy season may dry up at other times.

Local knowledge, historical and hydrological information and statistical interpretation should all be taken into account to determine the seasonal patterns.

Organization

15. Bear in mind that the economic and social bases of refugee groupings differ from those of the host communities. In addition, an influx of refugees may over-strain water resources used by the local population and lead to tension between the two groups. Special arrangements should be made with local authorities and other implementing partners for adequate operation and maintenance arrangements; the technology used in the water supply systems should be carefully evaluated to ensure it is appropriate and that long term operational needs (fuel, spare parts, management, etc.) will be within reach of the refugees and camp managers.

16. The provision of safe water could become impossible without the beneficiaries' understanding and cooperation. To the extent possible the system should be developed in collaboration with the refugees who should be involved with its operation and maintenance from the start.

Even the best system needs continuing maintenance, otherwise it will break down.

Refugees without prior experience should be trained.

17. In order to be effective, water quality control and treatment have to be combined with improved personal hygiene and environmental health practices. Basic public health education stressing the importance of avoiding pollution of the water by

excreta and of the use of clean containers in the household, will be essential. The water supply system design and construction must be closely coordinated with site planning and layout and must be supported by health, education and environmental measures, in particular sanitation.

As a general rule, technology should be kept simple. It should be appropriate to the country and should draw on local experience.

Where pumps and other mechanical equipment are necessary, supplies should be standardized as far as possible.

Locally available material and equipment should be used as much as possible.

Local familiarity, availability of spare parts, fuel and ease of maintenance are priority considerations.

18. Both organizational and technical aspects of the complete water supply system need to be carefully monitored. The use of the system must be controlled and water wastage or contamination prevented. Maintenance must be assured, and technical breakdowns quickly repaired.

The Need

- **Demand: Calculate on at least 15 litres per person per day. Absolute minimum survival allocation is 7 litres per day.**
- **Quality: To preserve public health, a large amount of reasonably safe water is preferable to a smaller amount of very pure water;**

- **Control: The water must be safe: test the physical, chemical and bacteriological quality of new sources before use and regularly thereafter, and immediately following an outbreak of a disease which might be caused by unsafe water.**

Quantity

19. Minimum water needs vary: it increases with air temperature and physical exercise. As a general indication, the following amounts of water are desirable:

Minimum daily requirements:

Minimum survival allocation: 7 litres per person per day. This should be increased to 15-20 litres per person as soon as possible.

Communal needs and a spare capacity for possible new arrivals should be added.

Health centres: 40-60 litres per patient per day;

Feeding centres: 20-30 litres per patient per day.

20. Further needs may include: livestock, sanitation facilities, other community services, irrigation and construction of camp infrastructure (e.g. roads or concrete structures). The more convenient the supply, the higher will be the consumption.

21. Give priority to quantity while respecting quality. A reduction in the quantity of water available to individuals will directly affect the overall health status of the

refugee population. As supplies are reduced, personal and domestic hygiene suffers, and the reduction is reflected in increased incidence of parasitic, fungal and other skin diseases, and diarrhoeal diseases. Even those individuals who may have traditionally lived on less than the normally recommended amount of water will require more water when living in a refugee camp, because of crowding and environmental factors.

22. The availability of water will be a factor in deciding on a sanitation system. Pit latrine systems do not need water to function; but showers, washing, laundry or pour-flush toilet facilities all require water.

23. Water will also be needed for livestock in many refugee situations. Take great care to avoid pollution or depletion of scarce water resources by livestock, separation of human water supply points from those used by animals is a must. As a rule of thumb, cattle need about 30 litres of water daily. Water will also be needed to irrigate food (vegetable gardens, crops) cultivated by refugees. Annex B of UNHCR's Water Manual provides additional indicative figures on water requirements including livestock and agricultural crop needs.

24. Water will probably be of little use in controlling major fires on refugee sites owing to a lack of sufficient quantity and pressure.

If more refugees are expected to arrive, plans must allow for a substantial spare capacity over the initially assessed needs.

Quality

25. The water must be both acceptable to the refugees and safe to drink. Water that

tastes and looks acceptable will be drunk by refugees who may unknowingly expose themselves to the dangers from microbiological organisms. Water-borne diseases are not usually as serious or widespread a problem as the water-washed diseases such as skin and eye infections which result from insufficient water from personal hygiene.

Thus, a large quantity of reasonably safe water is preferable to a smaller amount of very pure water.

26. The most serious threat to the safety of a water supply system is contamination by faeces; once the water has been contaminated it is hard to purify it quickly under emergency conditions.

27. Water may contain pathogens, particularly certain viruses, bacteria, protozoan cysts and worm eggs which are transmitted from faeces to mouth. Water contamination by human faeces is the major concern, although animal faeces in water may also cause disease transmission. Water contamination by urine is a significant threat only in areas where urinary schistosomiasis (Schistosoma haematobium) is endemic.

By far the greatest risk associated with polluted drinking water is the spread of diarrhoea, dysentery and infectious hepatitis (Hepatitis A).

28. Diarrhoea and dysentery are caused by a variety of viruses, bacteria and protozoa. The numbers of viruses and protozoa in water will always decrease with time and will always decrease most rapidly at warm temperatures. Bacteria behave similarly, but in exceptional circumstances may multiply in polluted water, The

infectious dose of the viruses and protozoa is typically very low, whereas the dose of bacteria needed to establish an infection in the intestine may be large.

29. New water supplies should be tested for bacteriological quality before use and existing ones checked regularly and tested again immediately following any outbreak of disease which might be caused by unsafe water.

30. Potability analysis involves studying the chemical, physical and bacteriological characteristics of the water. Although it is possible to examine water for a specific pathogenic organism, a much more sensitive test for routine analysis uses an indicator organism, called Escherichia coli (coliform, or E-coli), which is a normal inhabitant of the intestine of warmblooded animals and is excreted in large numbers. If these bacteria are found in water, faecal pollution is indicated and the sample is therefore potentially dangerous.

31. Concentrations of faecal coliform are usually expressed per 100ml of water. As a guide:

Faecal Coliform/100 ml 1-10	Water Quality reasonable quality
10-100	polluted
100-1000	very polluted
> 1000	grossly polluted

32. In cases where the water is disinfected by chlorination, it is easier and more appropriate to test for the presence of free available chlorine than for bacteria. The presence of free chlorine in the range between 0.2 mg/l and 0.5 mg/l at the

distribution point shows that the bacteria have almost certainly been killed and that the water cannot be heavily polluted with faecal or other organic matter.

33. The water must, of course, be safe at the time of consumption or use in the household, not just at the distribution point. Domestic hygiene and environmental health measures to protect the water between collection and use are important. The water in storage tanks and any tanker trucks should also be tested periodically.

34. Where drinking water is scarce, use non-potable, brackish or salty water for washing.

Immediate Response

- **If even the minimum amount of water cannot be made available in time from local sources, the refugees should be moved.**
- **Whatever the water source, take immediate action to prevent pollution by excreta. (See chapter 17 on environmental sanitation for further details).**
- **Organize a distribution system that prevents pollution of the source and ensures equity if there is insufficient water.**

35. Short-term emergency measures may be necessary while the longer term supply system is being developed or pending the move of the refugees to a more suitable site. If the locally available water supply is insufficient to meet the minimum needs of the refugees, arrangements must be made to bring in water by truck.

36. If this is not possible, the refugees must be moved without delay. Often,

however, the quantity of water available will meet initial minimum needs; the immediate problem would be water quality.

37. The refugees will be using either surface water or, less often, ground water (well or springs) - usually whatever water is closest, regardless of quality. Whatever the water source, take immediate steps to prevent pollution by excreta.

The best immediate response is likely to be organizational.

38. Work with community leaders to organize the refugee community and make the community aware of the possibilities and dangers of existing water sources and convey the idea of trying to prevent pollution of these sources by excreta. If the source is flowing, supplies must be drawn off upstream and a special area set aside for this. Then allocate an area for washing, and finally downstream of the settlement, allow any livestock to drink (see figure 2). Fence off parts of the river banks as necessary, and beware of any dangers in the water, such as reptiles.

39. Where the source is a well or spring, fence off, cover and control the source.

Prevent refugees from drawing water with individual containers that may contaminate the source.

40. If possible, arrange to store water and to distribute it at collection points away from the source. Not only does this help avoid direct contamination but storage can make water safer.

41. From the start, families will need to be able to carry and store water at the

household level. They must be able to transport at least 10 litres (from water distribution points to the household) and store at least 20 litres per household (1 household = 5 persons). Suitable containers (10-20 litres) are essential. Collapsible jerry-cans are recommended, especially when their transportation to the site may involve airlifts. Jerry-cans must have narrow inlets to prevent contaminating objects getting in. For this reason, buckets and other wide necked containers are not recommended. Sometimes empty cooking oil containers or the like are available which may be appropriate.

If the immediately available supplies of water are insufficient, action to ration supplies and to ensure equitable distribution will be a priority.

42. Rationing is difficult to organize. The first step is to control access to the sources, using full-time guards if necessary; uncontrolled distributions are open to abuse. Distribution at fixed times for different sections of the site should be organized. Vulnerable groups may need special arrangements. Every effort must be made to increase the quantity of water available so that strict rationing is unnecessary.

43. In parallel to these steps, action must be taken to improve the quantity from existing sources and the effectiveness of any distribution system. Plan how the need for water may best be met in the longer term. The following sections outline the main considerations.

Water Supply Systems

(See Water Manual, Chapter 12)

- **A water supply system is a combination of structures (intakes, pumping sets, treatment, storage and distribution facilities and drainage outlets) necessary for the production (collection, treatment, storage) and distribution of potable water;**

- **Ensure the system components are compatible with each other and appropriate in view of the supply and demand, and can be maintained from locally available resources and at the lowest possible cost;**

- **The system will have to be planned, designed, constructed and put into operation in a short period of time (involving the refugee population as much as possible). The complexity of the task requires professional expertize which should be sought at the beginning of the project. Pay attention to long-term operation and maintenance requirements from the start.**

44. As soon as possible, make an overall plan for the longer term water supply system. At least some elements of the plan will be problematic - there is often a lack of basic data or difficulty in obtaining the planning or design tools (cartography, hydrological data, etc.). The following steps should be taken:

i. Search for adequate sources;

ii. Preliminary surveys. Assess water quantity and quality (see above). Assess topographical advantages (gravity) and disadvantages (pumping requirements). Collect additional, relevant information on the refugee community, on any other beneficiaries, on the social and economic characteristics of the host community, on the overall environmental framework of the refugee sites;

iii. Implementation arrangements. Analyze the possibilities and constraints of all parties interested in the project and allocate responsibilities for project implementation, including operation and maintenance. Clarify arrangements for funding, contractual procedures, project monitoring, financial matters and reporting;

iv. Production of the design concept (see Chapter 12, paragraph 2, UNHCR's Water Manual). Consider the alternatives, taking into account implementation time, technology considerations and cost-effectiveness;

v. Detailed surveys. To refine all aspects and details of the adopted design. These include further water analyses, identifying building materials, further measurements of water production at sources, detailed topographical surveys of the position of water sources, storage tanks and distribution points;

vi. Production of final designs;

vii. Organization of refugee involvement on the project. Identify relevant skills and expertize among the refugees. Organize refugee committees;

viii. Implementation of the project. Besides construction, other inputs are required, such as the technical supervision to ensure that construction is carried out in accordance with previously approved plans and that payments for construction reflect the real value of the works accomplished;

ix. Organization of operation and maintenance, including the organization of a committee in which refugees and relevant assistance sectors are represented (health, sanitation, community services). Ensure there is continuous

engineering support and employ a caretaker or a group of caretakers to carry out the operation and maintenance tasks.

45. See UNHCR's Water Manual for additional information and details on these issues (chapter 6, paragraphs 1, 36; chapter 11, paragraphs 2, 3, 11; chapter 12, paragraphs 5, 12-8,16).

46. An ill-conceived or badly managed water supply system will soon create problems. The long-term needs of the refugees should be considered while searching for solutions to the emergency needs. All efforts to avoid long-term problems will prove, with time, very valuable.

Water Sources

(See UNHCR Water Manual Chapter 6)

- **Rain water, groundwater from springs and wells or water from municipal and private systems are usually of better quality than surface water from sources such as rivers, lakes or dams and should be used if available;**
- **Surface water should be considered to be contaminated and must be treated prior to use;**
- **Physical protection of the source from pollution will be essential;**
- **New or repaired sources and equipment should be disinfected before use;**
- **Develop a data bank of water sources.**

Introduction

47. There are three main natural types of fresh water: surface water (streams, rivers, lakes), groundwater (underground or emerging as springs) and rain water.

48. Considerations in choosing between alternative sources of water in an emergency include:

i. Speed with which source can be made operational;

ii. Volume of supply;

iii. Reliability of supply (taking into account seasonal variations and, if necessary, logistics);

iv. Water quality, risk of contamination and ease of treatment if necessary;

v. Rights and welfare of local population;

vi. Simplicity of technology and ease of maintenance;

vii. Cost.

49. Take careful account of systems and methods already in use locally. Adoption of well-proven and familiar techniques, combined with action to improve protection against pollution is often a sound solution.

50. Besides organizational measures to protect the water supply, some form of treatment may be necessary. However, if possible use sources that do not require

treatment. The treatment of unsafe water, particularly in remote areas, can be difficult and requires trained supervision to be reliable.

51. Gather as much technical information as possible on the different water sources to allow a simple cost-benefit analysis of alternative solutions. The decision on which sources to develop and the technological approaches to be used should take into account the need to develop systems to efficiently cover both immediate and longer-term needs.

Surface Water

Water from streams, rivers, ponds, lakes. dams and reservoirs is rarely potable; its direct use is likely to require treatment measures that may be complicated to plan and implement during most refugee emergencies.

Rainwater

52. Reasonably pure rain water can be collected from the roofs if these are clean and suitable. This method can only be the major source of water in areas with adequate and reliable year-round rainfall; it requires suitable shelter and individual household storage facilities. It is, therefore, not a suitable solution in most refugee emergencies.

Every effort should be made to collect as much rainwater as possible.

53. Small rainwater collection systems, for example using local earthenware pots under individual roofs and gutters, should be encouraged. Allow the first rain after a

long dry spell to run off, thus cleaning the catchment of dust, etc. The supply of water that may be collected by this method is estimated as follows:

54. One millimeter of yearly rainfall on one square metre of roof will give 0.8 litres per year, after allowing for evaporation. Thus, if the roof measures 5 × 8 metres and the average annual rainfall is 750 mm, the amount of rain water which may be collected in a year equals: 5 × 8 × 750 × 0.8 = 24,000 litres per year or an average of 66 litres per day (on many days there will be none).

55. Rain water may be a useful supplement to general needs, for example through special collection for community services such as health and feeding centres, where the safety of water is most important. It should also be noted that surface water is particularly likely to be contaminated in the rainy season. Thus rain water may be a useful source of safe water for individual use at a time when other water is plentiful but unsafe.

Groundwater

56. Groundwater is contained in aquifers. Aquifers are rocks or groups of rocks capable of transmitting, storing and yielding water.

They may be formed by loose sediments (silt, sand, gravel), fractured rocks or otherwise porous rocks (fractured lavas, granites, metamorphic rocks, sandstones, etc.). The microbiological quality of groundwater is usually very good in view of the filtration undergone by water in its transit through rock pores (An exception to this filtering effect is when the size of the fractures in the rock is large.)

57. The use of groundwater during refugee emergencies would almost always be the

preferred solution: if available, groundwater usually provides the most cost-effective alternative to obtain quickly the necessary quantity and the best quality. However, the decision to use it for long term needs should be made after a detailed assessment of the aquifer and all factors relating to the recharge, transmission and release of water and on the availability of relevant expertize and equipment.

Springs are the ideal source of groundwater.

58. Water from a spring is usually pure at the source and can be piped to storage and distribution points. It should be taken off from above the refugee camp site if possible. Care should be taken to check the true source of spring water, as some apparent springs may really be surface water which has seeped or flowed into the ground a short distance away. The yield of water from a spring may vary widely with the seasons. It will be at its minimum at the end of the dry season and early in the rainy season. Seek local advice.

It is essential that spring water be protected against pollution at the source.

59. This can be by a simple structure built of bricks, masonry or concrete, from which the water flows directly through a pipe to a tank or collection point. Care must also be taken to prevent contamination above the take off points.

If the need for water cannot be met by springs, the next best option is to raise groundwater.

60. Groundwater can be raised by infiltration galleries, tube wells, dug wells or boreholes. (Infiltration galleries extract ground-water horizontally, for example

through tunnels and/or ditches). The choice of method will depend on the depth of the water table, yield, soil conditions and availability of expertize and equipment.

61. Without good groundwater resource surveys, preliminary test drilling, or clear local evidence from nearby existing wells, there is no assurance that new wells or boreholes will yield the necessary amount of water of the right quality. They can also be expensive.

A hydrogeological survey must be undertaken before starting any extensive drilling programme.

62. The yield of infiltration galleries, wells or boreholes depends on the geological formation in which they are constructed, the topographical characteristics of the site, the construction techniques and the pumping equipment to be used. Any new well or borehole must first be developed to full yield by an initial period of pumping at a fast rate. This pumps out finer soil particles, allowing water to pass more easily into the well. Yields can be raised by increasing the size of the well below the water table, for example in the case of a shallow well, by an infiltration gallery across the line of groundwater flow. If wells are sited too close together, yields will be reduced.

63. Wells, boreholes, infiltration galleries and pumps should be disinfected immediately after construction, repair or installation, as they may have been polluted during the work -two or three buckets of a 2.5% chlorine solution in water would be a suitable disinfectant. They should be located where surface water and, in particular, any seasonal rain or flood water, will drain away from the well head. They should be above and at least 30 metres away from any sanitation facilities and their discharge. Special techniques are used in the design and construction of these

facilities to avoid the pollution of their water.

Sea Water

64. Sea water can be used for almost everything but drinking, thus reducing fresh water requirements. In locations where no adequate sources of fresh water exist but where sea water is near, desalinisation is one possible but costly option. Neither of the two basic methods - distillation using the sun's heat nor the use of modern desalinisation plants - is likely to meet immediate fresh water requirements in a major refugee emergency, and is therefore strongly discouraged. If no fresh water sources are available at a given site, relocation of the refugees must be considered as a matter of urgency.

Municipal and Private Systems

65. Existing municipal and private water supply systems in the vicinity of the refugees, for example those belonging to industrial or agricultural establishments, may be able to meet part or all of the need during the emergency phase and should be used where possible before taking unnecessary measures to develop other sources. A substantial increase in the yield and quality of such systems may be possible.

Pumping Equipment

(See UNHCR Water Manual, chapter 7)

- **Pumps will generally be needed in refugee emergencies. Seek expert local advice on what is suitable and remember that operators, fuel and spare parts**

will be needed;

- **As much as possible, use gravity rather than pumps for water distribution and treatment systems;**

- **Emergency water supply solutions involving pumps should be designed to ensure long-term and effective operation: avoid ad-hoc solutions;**

66. Once an adequate source of water has been established, arrangements are needed to store and distribute the water to meet minimum needs.

The distribution system should use gravity whenever possible: gravity fed systems are much less costly and easier to maintain than pumping systems.

67. In areas subject to seasonal flooding, or where the level of a river source varies markedly, great care must be taken in placing any pumps, distribution, storage and treatment systems. It may even be necessary to mount a pump on a raft.

68. Water can be raised in two basic ways: by hand, using some kind of water container or bucket, or by using pumps (which may be driven by hand or engine). Nobody should be allowed to put individual containers into the source. A captive rope and bucket carries a low pollution risk. In this system, only the single rope and bucket that is fixed to the well is used to draw water - refugees fill their own containers from this captive bucket. The system is more reliable and much cheaper than a pump.

Where it can meet the demand, a hand operated system is to be preferred. Not more than 200 people should depend on a well with one rope and bucket

69. The main uses of pumping equipment in refugee water supply systems are:

i. Pumping water from wells or boreholes;

ii. Pumping water from surface water intakes;

iii. Pumping water into storage reservoirs.

70. Additionally there may be a need to use pumping equipment for other purposes, for example, feeding water treatment plants, boosting the flow through long pipelines, feeding water tankers. Gravity flow systems should be used as much as possible for these purposes as a way to minimize pumping requirements.

71. All pumps have moving parts and require regular maintenance. Professional advice should be sought on the selection and placing of pumps. Local familiarity, fuel supplies, spares, ease of maintenance and, above all, reliability, will be the major considerations in pump selection. Hand-pumps may be appropriate because they reduce dependence on outside supply of spare parts and fuel. However, in a refugee emergency, the sudden and large concentration of people requires maximum output of available water. Motorized pumps have a far greater output and may, therefore, be indispensable.

72. In some circumstances, pumps powered by solar panels may be suitable. The currently available pumps are expensive for their output but very reliable and involve no direct running costs. The pumps naturally work best in direct sunlight but will still work with light cloud cover. A solar pump might be a solution when the output of a handpump would be insufficient but large mechanised pumps are not necessary.

73. The theoretical capacity required of the pump depends on available storage, likely demand, and variations in demand throughout the day. A reserve for breakdowns, new arrivals, etc. should be provided. The minimum daily period during which a pump should be idle is that required to allow the level of water in the source to recover to its old level. Pumps should not be operated at night. Always have a pump on standby in a major supply system to cover repairs and maintenance.

Treatment

(See Water Manual, Chapter 8)

- **The most serious threat to safety of a water supply is contamination by faeces;**
- **Only treat water to the extent necessary. Disinfection of drinking water is required if large numbers of refugees are concentrated in camps;**
- **All water treatment methods require some expertize, regular attention and maintenance;**
- **In refugee emergencies, the priority is to improve the physical and the bacteriological characteristics of drinking water. Only under very special circumstances would the improvement of chemical quality be considered;**
- **Cloudy or turbid water should be clarified before disinfection because chlorinating cloudy or turbid water is ineffective;**
- **Water purification tablets or boiling are not generally appropriate for large**

scale water treatment.

Introduction

74. The potability of any source has to be assessed before a decision to use it for human water supply is taken.

75. The importance of trying to find a source that does not require treatment is obvious.

If treatment is necessary it should be the minimum required to ensure acceptably safe water, using appropriate technology and a reliable operational and maintenance system.

76. Correct plant operation and maintenance must be assured. If large numbers of refugees are concentrated in refugee camps, disinfection of drinking water is absolutely necessary. Other types of treatment should be considered in accordance with the characteristics of the raw water

77. Determining how to treat water on a large scale is best done by experts. However, simple and practical measures can be taken before such help is available. Full explanations of all treatment methods applicable in refugee emergencies are given in Chapter 8 of UNHCR's Water Manual. All methods require regular attention and maintenance.

78. Besides the physical measures to protect water at its source and initial disinfection of water sources (usually by chlorine), there are four basic methods of treatment: storage, filtration, chemical disinfection and boiling. These can be used

singly or in combination.

Storage and Sedimentation

79. Storage is the simplest method of improving water quality. It causes some pathogens to die off and any heavy matter in suspension to settle ("sedimentation").

Leaving water undisturbed in containers, tanks or reservoirs improves its, quality.

80. Storage of untreated surface water for 12 to 24 hours will already cause considerable improvement in its quality; the longer the period of storage and the higher the temperature, the greater the improvement. Be aware, however, that in refugee emergencies, it is very seldom that the amount of water available would be enough to allow the water intended for drinking purposes to be stored for more than a few hours before it is distributed to users. Where sedimentation tanks are used, their capacity alone should equal one day's consumption, thus allowing sedimentation to take place overnight.

81. Longer storage time can help control schistosomiasis (bilharzia), as the parasites die if they do not reach the fresh water snail within 24 hours of excretion by an infected person, or if they do not reach a human or animal host within 48 hours of leaving infected snails. Thus two day's storage would provide an effective barrier to transmission of the disease, provided snails do not enter the tank.

82. Sedimentation clarifies cloudy water which can be greatly speeded up by the addition of aluminium sulphate (Alum). A two-tank system is often used, the first tank being a settling tank with the second storing the clarified water. If additional treatment (e.g. chemical disinfection) is required, it can be done in the second tank,

and a third one used for storage if necessary.

83. Great care should be taken to prevent pollution of stored water. Storage tanks must always be covered: the dangers of contamination of open tanks more than offset the advantages of direct sunlight. The storage area should be fenced off, and if necessary guarded, to prevent children playing or swimming in the water.

Filtration

84. Sand filtration can be an effective method of water treatment. A proper slow sand filter works in two ways. Passage of the water through the sand physically filters out solids, and, more importantly, a thin and very active layer of algae, plankton, bacteria and other forms of life develops on the surface of the sand bed. This is called the "schmutz-decke", where micro-organisms break down organic matter.

85. The rate of filtration depends on the surface area, depth and type of sand through which water is passed, and the depth of water above the level of the sand surface. The usual size range of the sand is 0.3 - 1 mm. Provided the rate of filtration is slow enough, the quality of the treated water is very good.

86. Many types of sand filters are described in the available technical guides (See key references). A packed drum filter can be improvized if drums and sand are available and this may be a good way of providing limited quantities of safer water quickly, for example for a health centre. The water passes down through sand on a 5 cm layer of gravel and is drawn off at a rate that should not exceed 60 litres per hour for a 200 litre drum. If a tap is used, unfiltered water equal to the amount drawn off is simply added to the top. Other types of sand filters include the slow sand filters, the horizontal sand filters and the river bed filters or infiltration galleries (suitable only

where the bed is permeable). These can be used to treat larger amounts of water but are likely to be more difficult to set up quickly and effectively. For a river source a possible intermediate measure is to dig a well close to the bank. The water recovered will be river water but will have been filtered through the bed and bank.

Chemical Disinfection

87. Disinfection of water on a large scale is a rule in all refugee emergencies. Purification of wells, sand filters, pumps and piped water systems will be required initially. Iodine or various forms of chlorine can be used for disinfection and purification. Chlorine is more widely used, cheaper and often more readily available. The most generally suitable form of chlorine for refugee emergencies is calcium hypochlorite powder. Expert advice is essential for large-scale chlorination. As with all other water treatment methods, disinfection requires regular attention; it will be of little value if it is not fully reliable. Whilst clear water usually only requires chlorination, turbid water usually requires sedimentation and/or filtration before the chemical disinfection. Chlorination should therefore take place after any sedimentation or filtration process has been undertaken. It requires at least thirty minutes to act.

88. Care must be taken to ensure strict control of any chemical disinfection process and particularly to test the water for chemical residual levels after each disinfection and before distribution. After chlorination, and once chlorine has reacted, (about 30 minutes after dosage) there should be at least 0.5 mg/l (0.5 parts per million) of free available chlorine left in solution, in other words, still available to kill bacteria. The amount of chlorine required to achieve this is usually a broad indication of the level of pollution. If the amount of free available chlorine is much above 0.5 parts per

million, people may not be prepared to drink the water; over-chlorinated water tastes unpleasant and will have the reverse of the desired effect if people therefore prefer untreated water.

89. A pocket size chloroscope (chlorine comparator kit, preferably of the DPD[1] type) tests for residual chlorine levels. It consists of two tubes, each containing a measured quantity of the water under test, which can be visually compared for colour. One of the two tube samples is coloured by the addition of a chlorine sensitive reagents (o-toludine, a common reagent, should be avoided, as it decomposes in hot climates; it is also a poor indicator if the water has been over-chlorinated). The other tube is looked at through a range of standard coloured glass slides; the chlorine concentration can be read-off directly after matching the colour of the tube with the added reagent with that of the nearest standard. This test is simple and all treatment plant attendants should be trained to use it to check frequently the water quality. In view of the fact that water may be kept in storage, after chlorination, for some time before distribution, and bearing in mind that residual chlorine levels tend to drop with time, it is important to ensure any water leaving the plant should have, at least, a residual chlorine content of 0.4 mg/l (or parts per million) of free available chlorine to be regarded as safe.

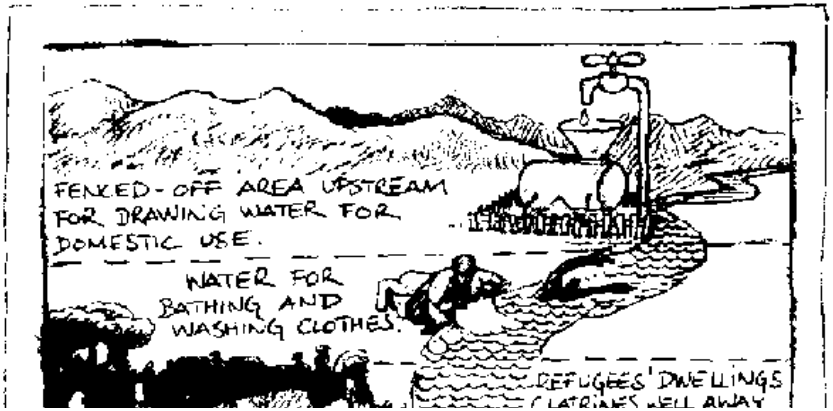
90. When chlorination equipment is not working, the water should not normally be distributed. Therefore to ensure a continuous water supply, back-up chlorination equipment should be available in any water treatment plant.

91. Chlorine and iodine water purification tablets are also available, but are rarely suitable for water treatment for large populations. They may be used in health or supplementary feeding centres.

[1] ***DPD is Diethyl-P-Phenylene Diamine.***

Boiling

92. Boiling is the surest method of water sterilization. At low altitudes, water that is simply brought to the boil can be assumed to be free of pathogenic bacteria. Boiling should, however, be continued for one minute for every 1,000 metres of altitude above sea level, as the boiling temperature reduces with altitude. Prolonged vigorous boiling is often recommended but is not necessary to destroy the faecal-orally transmitted pathogens; it wastes fuel and increases the concentration of nitrates in the water. Water with high nitrate content is dangerous for very young babies. Domestic fuel supplies may, in the longer term, be the determining factor: boiling requires about 1 kg of wood per litre of water. However, if the refugees have traditionally boiled their water and can continue to do so, this should be encouraged and, at least initially, might make the need for other types of treatment less urgent.




FROM RIVER AND
DOWNSTREAM OF
DOMESTIC SOURCES)
DOWNSTREAM
WATER FOR
ANY ANIMAL.
DRAWING WATER FROM A RIVER

Figure

Storage

- **All refugee sites must be provided as soon as possible with adequate water storage facilities;**
- **Water storage may be the only means of ensuring a constant availability of water to cover the needs of a camp population at a given site;**
- **In general, use local technology for the design and construction of storage tanks or reservoirs. However, using prefabricated tanks may sometimes be the only way to provide water quickly enough;**
- **Ensure that the size, location and overall design of storage tanks are compatible with all other system components and design characteristics.**

93. In nearly all systems, it will be necessary to store water in covered tanks between the sources and distribution points. As well as providing an essential reserve both during the emergency and for long-term use, storage will facilitate monitoring, collecting, treating and distributing safe water.

All refugee sites must be provided as soon as possible with facilities to store an adequate reserve of water.

94. The size of the reserve to be used will depend on the number of people and on the nature of the water supply system.

Water can be stored in various locations:

i. At the water collection point in tanks;

ii. In central storage tanks (before or after treatment) to balance supply with demand and to allow for gravity-fed distribution;

iii. At distribution points in tanks, including public stand-pipes or other service points at health centres, camp administration facilities, staff houses, etc.;

iv. At the refugee household level in small containers. These containers should not be the same as the ones used to collect and transport water from distribution points.

95. Whatever the type of storage needed, adequate enclosure should be provided to prevent any contamination from humans, animals, dust or any other source. A tight cover and dark storage also prevent algal growth and breeding of mosquito larvae.

96. In areas with pronounced dry and rainy seasons, the construction of a reservoir to collect water may be an option, despite the dangers of pollution and of mosquito breeding. An erosion-protected overflow spillway should always be provided in this case. Catchment tanks for the collection of surface water can also be considered. Pits are dug in the ground to catch and hold the water which runs off hard ground during heavy storms. They need special lining to hold the water and should be covered if possible.

97. Tanks above ground may be needed where the water table is very high and contamination cannot otherwise be avoided. Many types of simple, air portable, butyl rubber storage tanks are available, and some can be supplied with a complete

distribution system. Headquarters' advice should be sought if local resources cannot meet this need.

Distribution

(see Water manual, Chapter 10)

- **An appropriate water distribution system should ensure an even coverage of water needs among camp beneficiaries;**
- **Keep the distribution system simple;**
- **Under normal circumstances, water distribution in refugee camps should be carried out through public distribution stand-pipes;**
- **The water distribution system should minimize waste.**

Refugees must have easy but controlled access to water.

Ideally, no dwelling should be further than 100 metres or a few minutes' walk from distribution points.

98. Experience has shown that where people have to fetch water from considerable distances, they tend either not to fetch enough to limit water-washed diseases or to collect water from closer but contaminated sources. Water distribution will be an important consideration in the layout of the site. The areas round the distribution points should be paved with stones or gravel, or protected by boards, with a run off structure to allow proper drainage.

99. Water can be distributed to individual users in many ways, depending on local conditions. Uncontrolled access by individual co sumers to primary water sources should be avoided.

A distribution system should have a sufficient number of outlets to ensure that people do not need to wait for long periods to have access.

100. Service and administrative buildings should be provided with private connections.

Equity in the distribution of scarce water is an extremely important consideration.

101. While vulnerable groups (the sick, wounded, most severely malnourished, children, pregnant and lactating women and the disabled) should have adequate and assured allocations, scarce water must be evenly shared among the rest of the population. Refugees should be encouraged to assume responsibility for equitable distribution. Arrangements should be carefully monitored to detect and prevent abuses. In some situations, water meters have proved a cheap and effective way of identifying excessive use and reducing consumption.

102. The main components of a water distribution system are the pipes themselves. Between source, storage and distribution points, water for domestic use should flow only in pipes to protect its quality. Other system components are break-pressure tanks, valves, service reservoirs and the watering points.

103. Standpipes and push taps are recommended to be used as outlets where possible. Multiple tap standpipes are normally constructed, each installation having

usually between 5 and 10 individual taps. Taps are very vulnerable and spares must be available. Where water supplies are limited and the site is crowded, valve distribution points which can be chained shut may be the only effective solution.

There should be at least one tap per 80-100 refugees and no more than 200 refugees per handpump or per well with one rope and bucket.

104. The larger the number of people using a single source or outlet of water, the greater the risk of pollution and damage. Whatever the final distribution system, this must be carefully controlled and supervized - guards are often needed.

105. The design, construction, operation and maintenance of the water supply system should be carried out bearing in mind the need to minimize water wastage (from taps, pipes etc.) This is particularly important in systems based on low yield water sources or on those requiring treatment or pumping.

106. The community itself will also generate a certain amount of waste water. This must not be allowed to become a danger to public health, and it may instead be usefully recycled, for example to water livestock, irrigate vegetable gardens or in pour-flush latrines.

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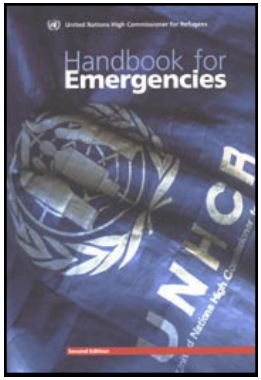
Handbook for Emergencies - Second Edition (UNHCR, 1999, 414 p.)
17. Environmental Sanitation
(introduction...)
Overview
Introduction



Basic Principles And Standards
Human Resources And Organization
Human Excretia Disposal
Solid Wastes
Wastewater
Pest and Vector Control
General Hygiene
Disposal Of The Dead
Key References
Annexes
Annexes

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17. Environmental Sanitation

Figure

Overview

Situation

Overcrowding, a harsh environment and disruption of normal sanitation habits can threaten the lives and well-being of the refugees in emergencies. Proper sanitation is a key aspect of the hygiene cycle involving water and health and is fundamental to a multi-sectoral approach in emergency response.

Objective

To prevent the spread of disease and promote a safe environment for the refugees.

Principles of Response

- **The co-operation of the refugees is essential for success. Programmes must be developed with them, and, to the extent possible, run by them. The measures taken must be culturally acceptable to the refugees;**

- **Swift provision of a basic system for human waste disposal is better than delayed provision of improved systems;**

- **Take full account of sanitation needs in site selection and layout;**

- **Make full use of locally available human, material and technological resources. This includes using both skilled and unskilled refugee labour, using public health or sanitary engineering expertise available in the national institutions, and relying on the traditional practices of the refugees and the local people;**

- **The materials and technology chosen should be as simple as possible;**

- **The sanitation programme must include provisions for continuous maintenance of the sanitation facilities and services;**

- **The best guarantee that latrines will be used and kept clean is to allocate them on an individual or family basis. Refuse disposal should be arranged on a community basis;**

- **Wherever possible, restrict the use of chemicals (for the control of rats, flies**

and other pests particularly) to specific places and for a limited period of time. Environmental measures should be favoured instead.

Action

- **Localize defecation and prevent contamination of the water supply;**
- **Collect baseline data on the site and draw a sketch of the area to locate potential zones for sanitary facilities;**
- **Develop appropriate systems for disposal of excretia, garbage, and wastewater. Control vectors of public health importance such as mosquitoes, flies, fleas, lice, bugs, rodents and other vermin;**
- **Plan the amount of facilities and services to be provided. Optimum standards are: for excretia disposal: one latrine per family; for refuse: one bin of 100 litre capacity for 10 families or 50 persons; one sanitarian for every 5,000 persons, and one sanitation assistant for every 500 persons;**
- **Establish sanitation teams for the construction and maintenance of infrastructure;**
- **Set up services for vector control and burial of the dead;**
- **Establish a monitoring and reporting system for all environmental health services in co-ordination with the general health surveillance system;**
- **Include environmental sanitation as an integral part of health education.**

Introduction

1. Environmental sanitation includes: safeguarding water quality; disposal of human excretia, waste water and garbage; insect and rodent control; safe food-handling practices; and site drainage. All these services, and the provision of health care, are very much interrelated and should be considered together. In particular, this chapter should be read in conjunction with the chapters on water, on health and on site planning.

2. Disruption and crowding people together who are accustomed to living in different and less crowded conditions, makes adequate sanitation of critical importance. Basic services are often lacking and habits may have to change. In these conditions, indiscriminate disposal of human and other waste poses a serious threat to health.

3. Due to unfavourable environmental factors or unfavourable socio-cultural habits the implementation of sanitation programmes in refugee camps can be difficult. Additional constraints include:

i. Sites that are easily flooded, barren and/or inaccessible;

ii. Lack of space;

iii. Limited availability of local materials due to either natural factors or considerations related to environmental protection;

iv. Limited time for the community to get organized if only in a rudimentary way; and;

v. Lack of qualified personnel.

4. The key to reducing health hazards is to have acceptable and practical waste disposal systems. These must be developed in co-operation with the refugees and be culturally appropriate, even if circumstances necessitate a departure from traditional practices. Special public health education may be required.

5. The refugees must also run the services to the extent possible. Monitoring will be essential: the effectiveness of the services will depend to a significant degree on regular and thorough maintenance and inspection.

Basic Principles And Standards

- **Take full account of sanitation needs in site selection and layout;**
- **Analyse sanitation and environmental hygiene issues as part of the initial needs and resources assessment;**
- **Seek professional advice from those with local knowledge;**
- **Consult and involve the refugees in the design and location of sanitary facilities, and particularly their maintenance;**
- **Educate the refugees as part of the public health education programme and devote special attention to sanitation matters at school for refugee children.**

6. As stressed in the chapter on site planning, environmental sanitation will be a very important consideration in site layout, and the organization and operation of the sanitation services must be integrated with other community services.

7. Developing adequate sanitation in a refugee emergency is difficult; but correcting mistakes is even more difficult. Expert advice should be sought from a public health engineer who is familiar with the habits of the refugees and nationals of the country of asylum, and if possible has experience of refugee emergencies. Assistance should first be sought locally from sources such as government departments, the UN system, NGOs, universities, consultants or contractors. If these cannot meet the need. Headquarters' assistance should be requested.

8. Good sanitation depends to a great extent on the attitudes of the community and the people who run the system. The systems and services developed should be able to operate effectively with a minimum of outside involvement. Refugees themselves must be trained to run the environmental sanitation programmes.

9. The public health education programme must place proper emphasis on the importance of sound environmental sanitation practices. The link between excretia contamination and disease must be clearly understood by all.

Whatever the success of the sanitation system with adults, children will present a special challenge.

Children are both the main sufferers from excretia-related diseases and also the main excreters of many of the pathogens that cause diarrhoea. Teaching environmental sanitation in schools is therefore essential.

Table 1 - Number and Types of Sanitary Facilities Required

	FIRST OPTION	SECOND OPTION	THIRD OPTION
EXCRETIA	1 latrine/family	1 cubicle/20 persons	1 cubicle/100 persons

EXCRETA DISPOSAL	1 latrine/family	1 cubicle/20 persons	1 cubicle/100 persons or defecation
	STORAGE	**TRANSPORT**	**FINAL DISPOSAL**
REFUSE/GARBAGE	1 bin, 100 litres / 10 families or 50 persons	1 wheelbarrow / 500 persons and 1 tipper / 5,000 persons	1 pit (2 m × 5 m and 2 m deep) / 500 persons 1 deep pit for each clinic

10. Measures to contain human excretia and to dispose of refuse should be taken immediately. Since it is almost impossible to estimate how long refugees will stay in a given site, more durable facilities should also be established simultaneously. For example, once a defecation field has been established, latrine construction should begin at once; the greater the time lag between those two actions, the more difficult to shift people from their previous habit (defecation in the open) to subsequent building and use of latrines. Even in hot, dry climates, human excretia disposed of on the ground can favour the transmission of diseases.

11. Communal facilities, especially latrines are difficult to maintain in a permanent state of cleanliness. However, refuse management (especially transportation and final disposal) is better to organize on a communal basis. Domestic wastewater drainage requires a combination of both individual and communal systems. Drains collecting wastewater from each household have to be connected to main ones which will channel those waters away from the living quarters.

12. General norms and standards related to specific activities (excretia disposal, solid waste, vector control, etc.) should be seen as indicative only and be adapted in

each case to the prevailing social, cultural and physical conditions. Table 1 above gives standards which can help to work out a preliminary quantitative estimate of the most urgent needs.

13. Surveys of the status of environmental sanitation programmes should be carried out regularly and corrective action taken (see Annex 1, Environmental Sanitation Survey Form).

Human Resources And Organization

- **Appoint a focal point;**
- **One sanitarian for every 5,000 persons and one sanitation assistant per 500 persons should be recruited from among the refugees or from other sources;**
- **Community participation is the key to successful sanitation projects.**

14. A focal point for sanitation must be appointed at the very start of the emergency, and responsibilities of various partners clearly defined. There are not many agencies specializing in environmental sanitation.

15. The first step in appointing the focal point is to investigate the availability of local expertise (a civil engineer specialized in sanitary engineering as an ideal example). Recourse to outside assistance has to be contemplated if local expertise is not available.

16. At camp level, sanitation teams or brigades, provided with basic hand-tools, should be set up to carry out urgent tasks (digging trenches or pits for excretia and

waste disposal). A health education programme should be launched simultaneously. Each team should be headed by staff who have good knowledge of sanitation (including medical and engineering aspects).

One sanitarian for every 5,000 persons and one sanitation assistant per 500 persons should be recruited.

17. It is always more efficient to have only one agency responsible for both sensitizing people to environmental sanitation and supervising related activities. Education for environmental sanitation should focus on the "how and why" of hygienic containment of human excretia, and simple methods for waste disposal and hygiene at household level (water storage in the home, habitat and personal hygiene, etc.) Women, teachers, leaders, and school children should be the first target of such a programme.

18. Community participation is a key to the success of sanitation projects. Health education and sensitization are a prerequisite to that participation. It should nevertheless be recognized that it takes time to convince both the community and individuals about benefits they can expect from a sanitary environment. Concrete examples such as pilot latrines near clinics, market or other places are therefore very important to support environmental health programmes.

19. Refugees should be provided with tools and basic materials (and incentives in some cases) to encourage them to contribute to the improvement of their own living conditions. They should be gradually integrated into the sanitation teams, the ultimate goal being that the refugees themselves should do most of the maintenance tasks.

20. Annex 2, Resource Inventory Form, gives a checklist of the human and material resources needed for environmental sanitation.

Human Excretia Disposal

- **Take immediate action to localize excretia disposal and prevent contamination of the water supply;**
- **Carefully consider cultural and physical factors and ensure that appropriate anal cleaning materials and hand-washing facilities are available;**
- **Communal trench latrines may be needed initially, but in most circumstances pit latrines are much better;**
- **Ensure that latrines can be used at night and are safe for women and children.**

Introduction

21. The priority is to create an efficient barrier against faecal contamination. This can be assured through a sufficient number of sanitary facilities, ensuring that these facilities are properly used and kept clean, and do not become the source of problems such as bad smells and flies, and do not collapse when it rains.

The most common cause of breakdown is inadequate maintenance, even for properly designed and installed systems.

22. The best guarantee of proper maintenance is the individual family allocation of

latrines. Breakdown of latrines will lead to contamination of the environment and a high risk of infection and disease. There must be regular inspection and maintenance.

Even when in working order, latrines will not be used unless they are clean. Latrines must be cleaned daily.

23. Individual families will be responsible for their own units, but where communal latrines are unavoidable, special arrangements to keep them clean will be essential. Particular attention must be given to the maintenance and cleanliness of the latrines serving community facilities such as health centres. Refugee workers with proper supervision will be required. It may be necessary to pay or otherwise compensate those who are responsible for keeping communal latrines clean and operational.

24. Disinfectants would prevent the biological degradation of excretia. However the regular addition of soil, ashes or oil, if available, to trench or pit latrines may help control insect breeding and reduce odours.

Disinfectants should not be poured into the pits or tanks of latrines.

25. Two main factors will affect the choice of an excretia disposal system: the traditional sanitation practices of the refugees and the physical characteristics of the area, including the geology, the availability of water, rainfall and drainage. Failure to take proper account of these can easily result in the system itself rapidly becoming a health hazard.

26. The essential starting point is to find out the traditional sanitation practices of the refugees and how these can be modified to reduce health risks in a refugee

emergency. The following information will be required:

- ❑ **Previous sanitation system and practices;**
- ❑ **Method of anal cleaning;**
- ❑ **Preferred position (sitting or squatting);**
- ❑ **Need for privacy;**
- ❑ **Segregation of sexes and other groups or individuals with whom it is culturally unacceptable to share a latrine;**
- ❑ **Cultural practices for children;**
- ❑ **Cultural taboos (for example, against contact with anything that may have touched excretia of others);**
- ❑ **Social factors, including likelihood of community action to ensure proper use of proposed system;**
- ❑ **Need for special orientation (direction) of latrines in some cultures;**
- ❑ **Systems used locally in neighbourhood of site.**

27. Arrangements must be made to assure the availability of appropriate anal cleaning materials at or near all latrines. This is essential for hygiene.

The latrines must be safe 'for children, and must be able to be used at night.

Pay attention to security for women: for communal units some form of lighting should be provided and it may be necessary to provide guards.

Immediate Action

28. Initially the refugees are likely to defecate indiscriminately, contaminating their environment and often the water supply. In consultation with the community leaders, the best first step is to demarcate defecation fields to localize and contain excretia.

29. Designate an area or areas (about 50 m × 50 m each) away from the dwellings and down wind, but sufficiently close to be used. Separate areas for men and women are usually desirable. Within the defecation field, strips of land - roughly 1.5 m wide, 20 m long, on each side of a central access path - will be used, one after the other, beginning with strips farthest from the entrance.

30. Based on a recommended surface area of 0.25 m^2 per person per day, exclusive of access paths, defecation fields of the size above would be sufficient for about 250 people during a month, or 500 people during two weeks. Operating defecation fields beyond one month is not advisable.

31. Fence the area(s) and provide privacy by means of partitions and shallow trenches (in the strips) and spades, if possible. Covering excretia with ash, lime or just soil lessens health risks. Locate such areas where the surface water run-off will not cause contamination. Protect the area with cut-off ditches.

32. A publicity campaign will be required to encourage refugees to use these areas and not defecate indiscriminately near dwellings or the water supply. At least one

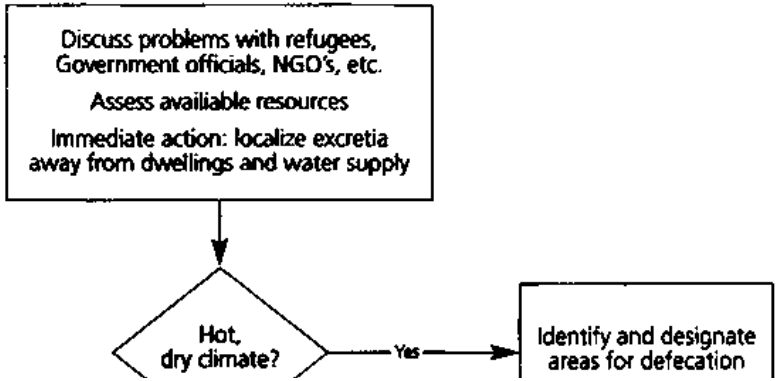
attendant should be assigned to each defecation field. To the extent possible, hand-washing facilities should also be installed nearby.

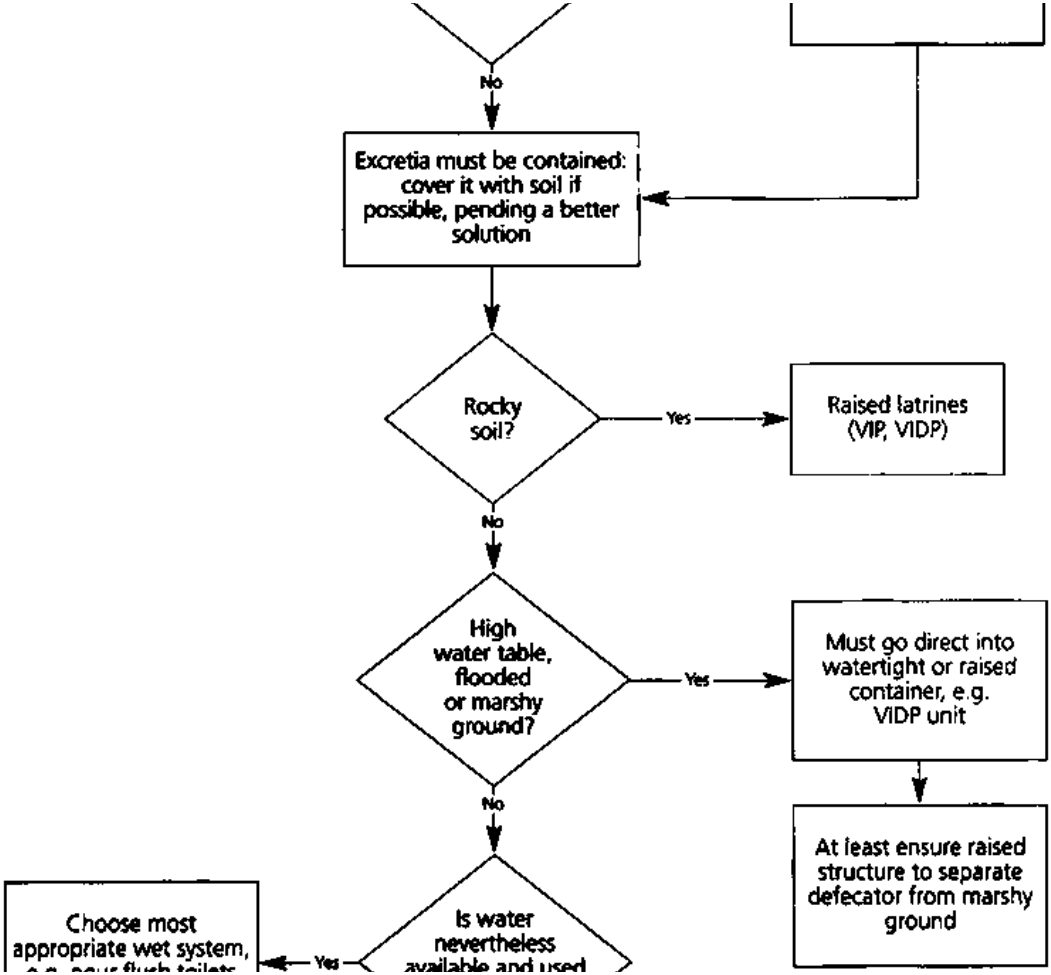
Selection of a System: Basic Considerations

33. The selection of an excretia disposal system suitable for a particular situation requires consideration of a number of factors. In an emergency, however, time is the critical factor. Pollution of the environment by excretia, with all its attendant risks, cannot be stopped without immediate sanitation measures. Thus the range of choice is always much more limited at the very outset of an emergency.

34. Temporary systems, to meet the most immediate needs, will have to be improved or replaced by others as soon as possible, in order to maintain adequate sanitation standards.

In emergency sanitation, act first and improve later.




No
Excretia must be contained: cover it with soil if possible, pending a better solution
Rocky soil?
Yes
Raised latrines (VIP, VIDP)
No
High water table, flooded or marshy ground?
Yes
Must go direct into watertight or raised container, e.g. VIDP unit
At least ensure raised structure to separate defecator from marshy ground
No
Is water nevertheless available and used
Yes
Choose most appropriate wet system,

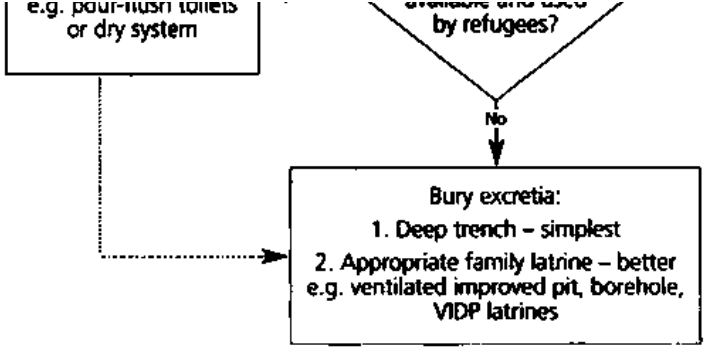


Figure 1 - Considerations in Excretia Disposal

35. Figure 1 illustrates some considerations to be taken into account in excretia disposal.

36. The design of sanitary facilities should be governed by cultural factors (discussed above) and by the following physical considerations:

i. *Flies and smells:* these can be reduced by: installing vent pipes topped with anti-corrosive screens; covering faeces regularly with ash; treating latrines with biological larvicides to control fly larvae; using fly traps, etc.;

ii. *Flooded pits or collapsed walls:* these can be avoided by ensuring proper construction including having a raised superstructure, well-built base and mound, pit lining, and good drainage. Sometimes these steps are not taken because of, for instance, financial considerations. However, a large number of latrines built quickly and cheaply will not necessarily solve environmental health problems;

iii. *Life-span:* to dig a pit for excretia is not a very exciting exercise. Normally, the pit should be designed to last two to three years (the capacity of a dry pit should be at least 0.07 cubic meters per person per year). If its dimensions have not been properly calculated, people will have to dig a new pit a short time later. Community members would understandably be reluctant to do this and the site would become covered with pits, some containing unstabilised faecal matter hazardous to human health. In addition, shortage of space limits the number of latrines which can be built;

iv. *Cleanliness and privacy:* Communal installations are rarely kept clean and become unusable within a very short period of time and encourage transmission of diseases. Therefore family latrines should be preferred whenever possible. Sanitary facilities should preserve users' privacy. Cubicles should be partitioned off within each block. At family and individual level, socio-cultural considerations often make it compulsory to build separated units for men and women. Disregard for these simple criteria might result in misuse and abandonment of facilities;

v. *Location:* groundwater pollution must be nil or at a minimum. Latrines should be at least 30 m from any groundwater source and the bottom of any latrine at least 1.5 m above the water table. Latrines must be close enough to users' shelters to encourage their use (not more than 50 m). They must be far enough from shelters and other buildings to prevent potential smells and pests from bothering or harming the population (at least 6 m from shelters if possible).

37. There are a number of latrine options: once cultural and physical factors have

been taken into account, the key factors to consider are low cost, simplicity of construction and ease of maintenance.

Trench Latrines

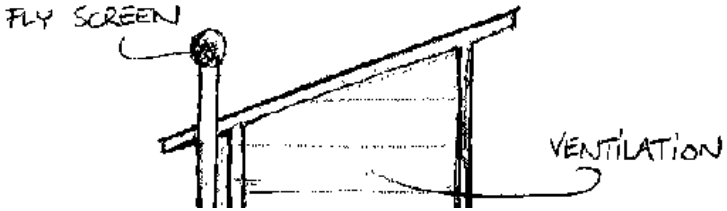
38. Trenches can be used for a few months. If necessary, and where space is available, this solution can continue for longer periods, with new trenches being dug as old ones fill up.

Trench latrines should be dug 1.8 to 2.5 m deep and 75-90 cm wide. Recommended length per 100 persons is 3.5 m.

39. A platform and structure will be needed, providing a seat or squatting hole as appropriate, with lid. When the trench is filled to within 30 cm of the top, it must be covered with soil and compacted. Trench sides must be shored up if there is a danger of collapse.

Pit Latrines

40. The pit latrine is the most common excretia disposal system used around the world



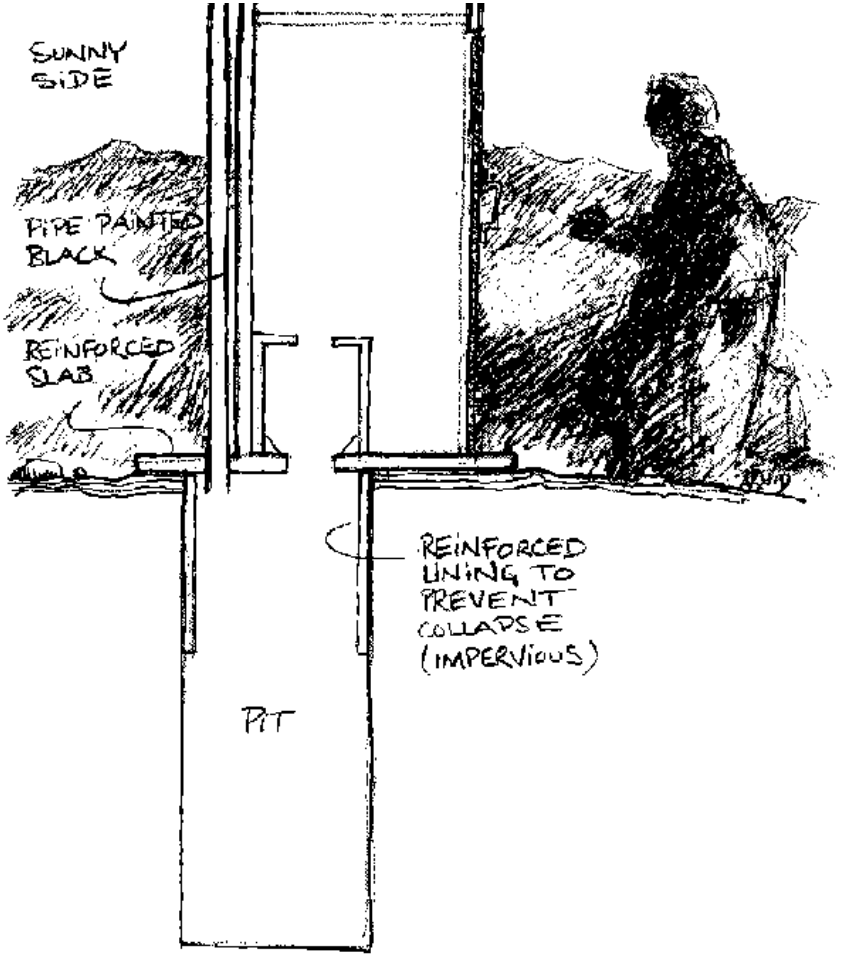

SUNNY SIDE
PIPE PAINTED BLACK
REINFORCED SLAB
REINFORCED LINING TO PREVENT COLLAPSE (IMPERVIOUS)
PIT

Figure 2a

(see figure 2a). It has major advantages over a trench latrine. It consists of four basic components: a pit, a base, a squatting slab (or plate) and a superstructure.

41. If used by only one family these latrines are usually well maintained. Pit latrines can also be used in clusters as communal facilities.

42. Pit latrines are most suitable in conditions of low to medium population density - up to about 300 persons/hectare - but have been used satisfactorily in areas with twice this density. Space is needed not only for the construction of one pit latrine per family, but also for new pits when the old ones are full. This is an important consideration when pit latrines are used as communal facilities.

43. When the pits are three-quarters full, they must be filled with soil and the superstructure and squatting plate moved to a new pit. Applying layers of ashes as the pit fills will speed up the decomposition of excretia and in time the site can be used again.

44. The pit should be about one meter across and over two meters deep. The rim of the pit should be raised about 15 cm off the ground and ditches should be dug around the base to divert surface run off. The pit wall should always be reinforced for one meter below ground level to prevent collapse.

45. The basic variety has both odour and insect problems, but these can be considerably reduced by making the simple improvements of the ventilated improved version (VIP) (see figure 2b), and by adding oil and using lids.

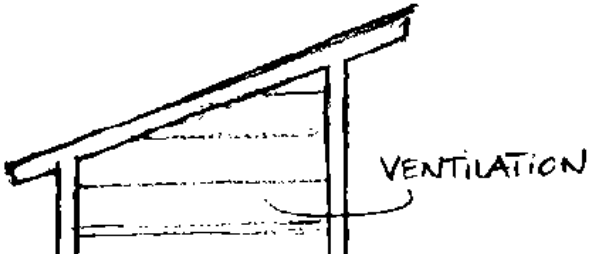
Where pit latrines are used, the ventilated improved version should be built

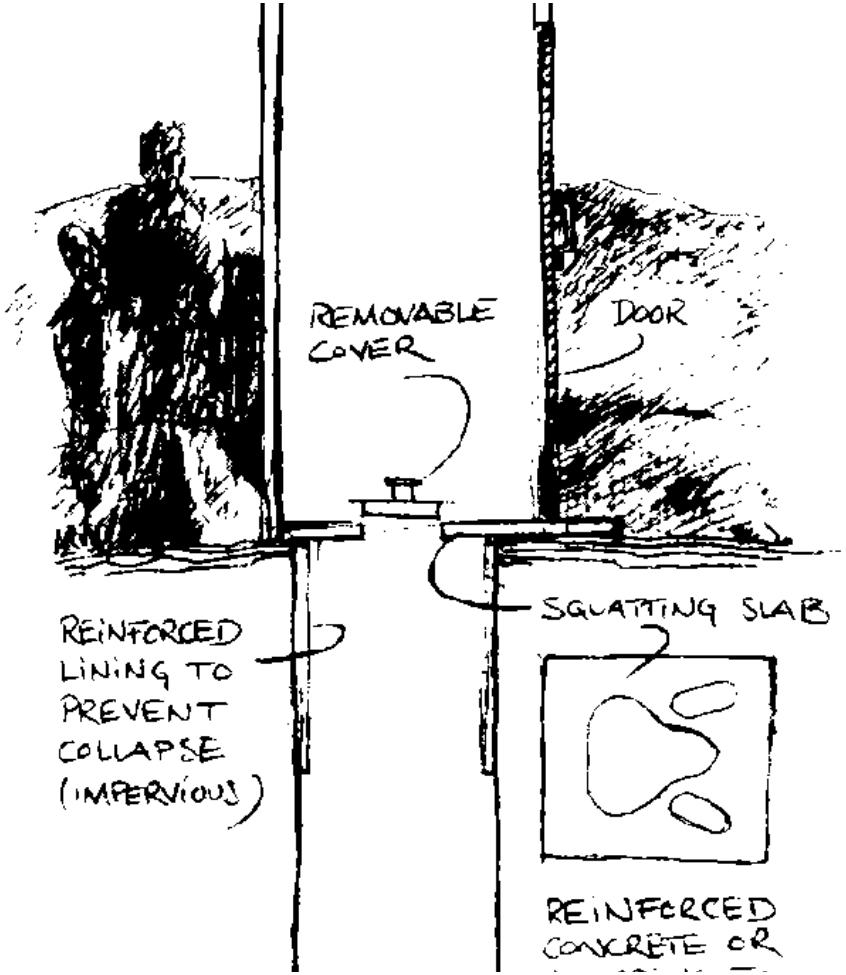
Where pit latrines are used, the ventilated improved version should be built whenever possible.

46. In a VIP latrine the vent pipe should be at least 15 cm in diameter, about 2.5 m high, painted black and placed on the sunny side of the latrine for maximum odour and insect control. Blackening the external surface of the vent pipe only marginally increases the venting velocity, but this factor may be of greater importance under "no wind" conditions. The vent pipe must be fitted with an insect proof gauze screen (so it works as a fly trap). The hole should not be covered by a lid as this impedes the air flow.

Bore-Hole Latrines

47. Bore-hole latrines (figure 3) are dug with a hand auger or mechanical drill and require a smaller slab than a pit. The bore-hole is 35-45 cm in diameter and any depth up to 7 meters. The advantage of the bore-hole latrine is that it can be constructed quickly as a family unit if augers are available. The disadvantages are that the side walls are liable to fouling and fly breeding, they are smellier than vented systems and the risk of ground water contamination is greater because of the depth.




REMOVABLE COVER
DOOR
SQUATTING SLAB
REINFORCED LINING TO PREVENT COLLAPSE (IMPERVIOUS)
REINFORCED CONCRETE OR

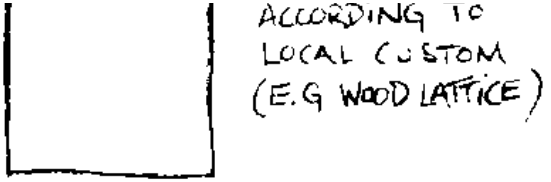
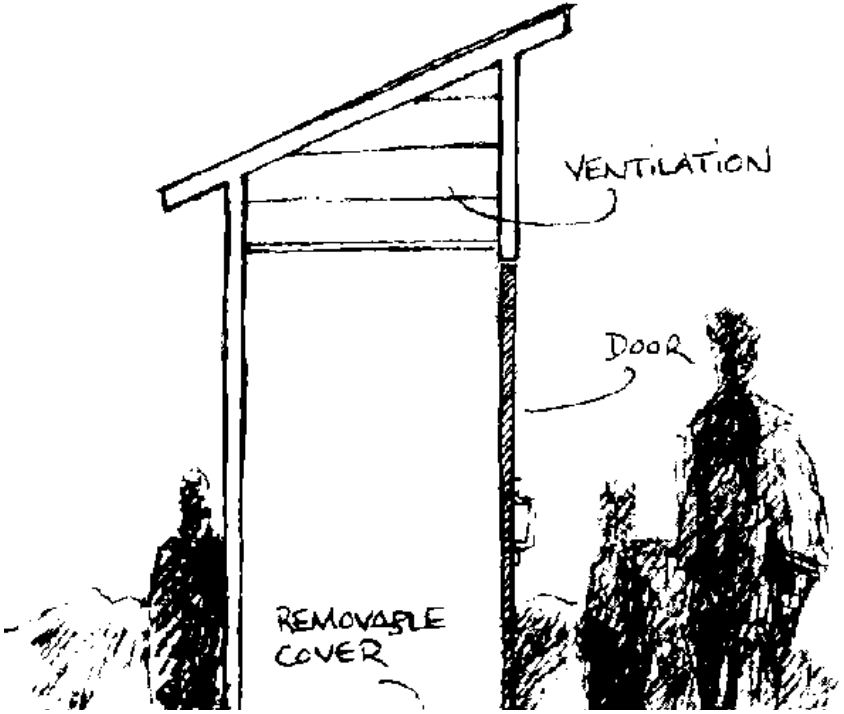

ACCORDING TO
LOCAL CUSTOM
(E.G WOOD LATTICE)

Figure 2b


VENTILATION
DOOR
REMOVABLE
COVER

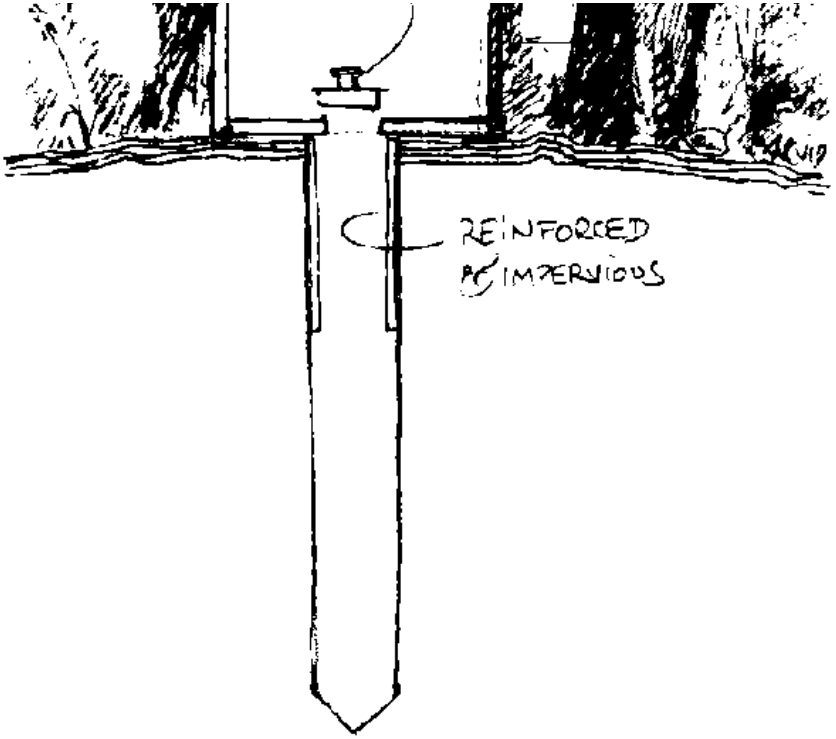


Figure 3

Ventilated Improved Double-Pit (VIDP) Latrine

48. Raised (or built-up) pits can be used where it is not possible to dig deep pits because the water table is high or excavation is difficult (for example in rocky

ground).

49. The VIDP latrine (figure 4) (also called alternating-twin pit ventilated latrine) has two shallow pits, both of which are ventilated by separate vent pipes capped with fly screens. It is a good option in crowded areas which may become even more crowded, as it preserves the space needed for replacement latrines.

50. Two pits give more flexibility. A pit fills up in two to three years, and it should then stand for at least one year. This gives enough time for the night soil to dry out and decompose, so that it can be removed more easily and not pose a health hazard. While the full pit is decomposing, the other pit is used. The two pits must not be used at the same time.

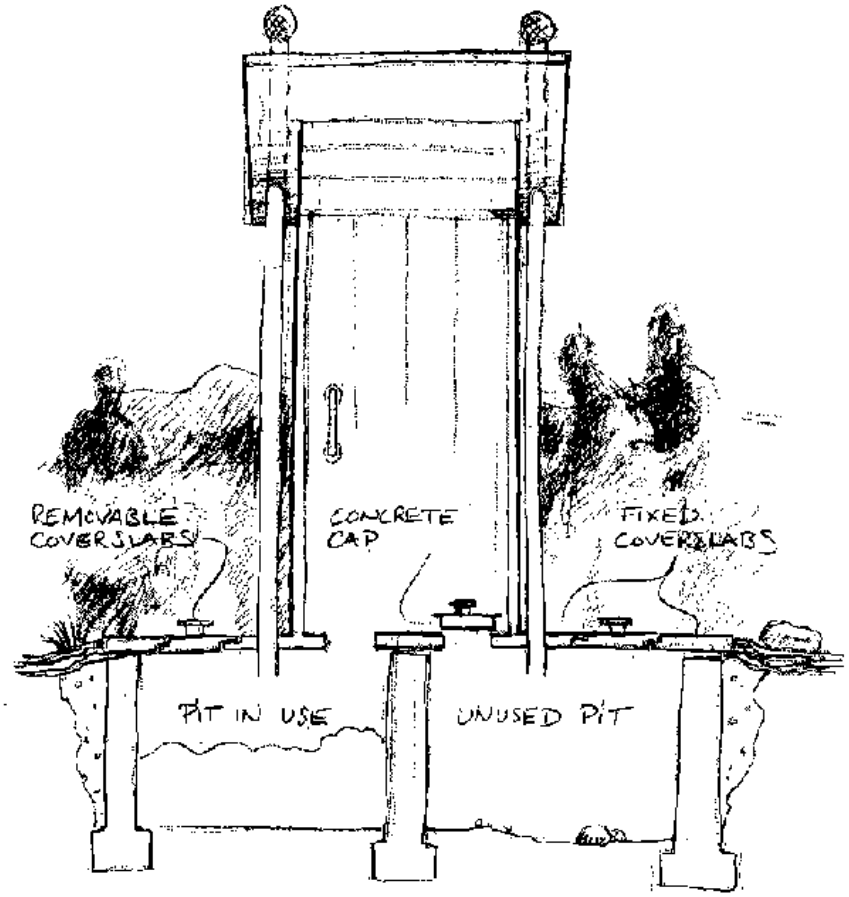
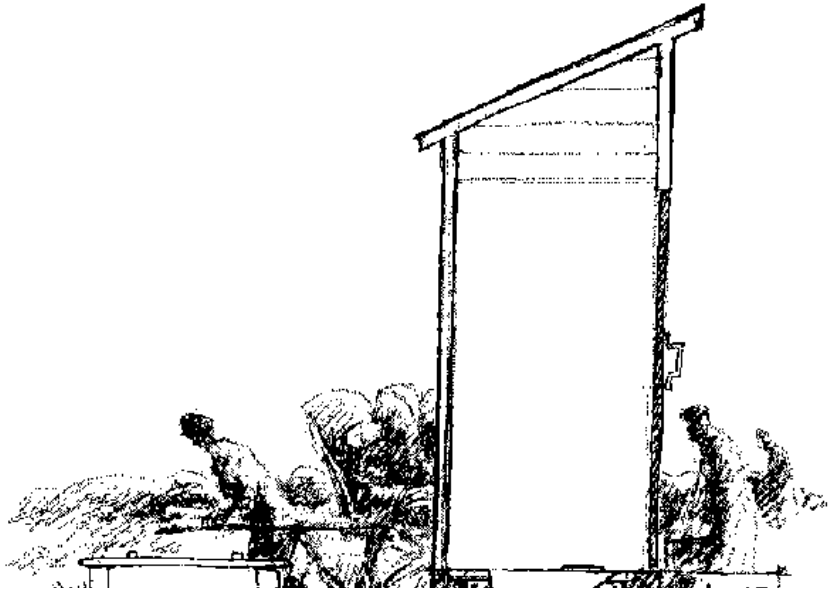

REMOVABLE COVER SLABS
CONCRETE CAP
FIXED COVER SLABS
PIT IN USE
UNUSED PIT

Figure 4

Pour-Flush (PF) Latrine

51. Pour-flush latrines (figure 5) are simple in design but need permeable soil for their soak-away. A water seal is made by a U-pipe filled with water below the squatting pan or seat. It is flushed by hand with some 1-3 litres of water into a pit or soak-away. This system is suitable where water is used for anal cleaning and where refugees are used to flushing. It is not suitable where paper, stones, corncobs or other solid materials are used for anal cleaning. Pour-flush latrines will be used properly only if water is readily available. A large container with a 3 litre dipper should be made available close by the latrines.



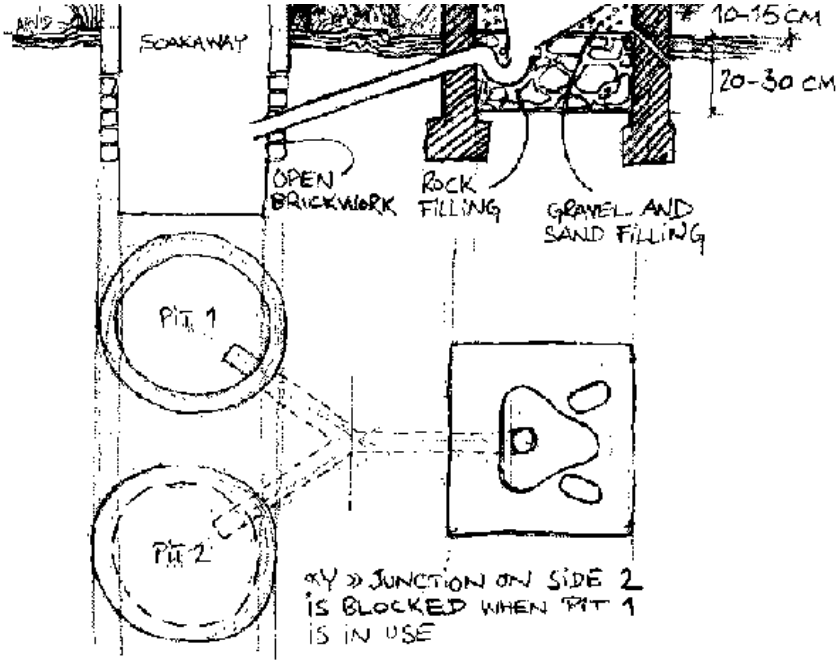


Figure 5

Stabilization Ponds

52. Where liquid effluent has to be disposed of in impermeable soil, stabilization (oxidation) ponds are a simple and cheap solution, particularly in hot climates. Various systems are described in the technical references. If ponds are used they must be securely fenced off.

Solid Wastes

- **Improper garbage disposal increases the risk of insect and rodent-borne diseases, and an effective system must be established for the storage, collection and disposal of garbage;**
- **Garbage disposal areas must be designated and access to them restricted;**
- **Large amounts of dust can damage health. Preventing destruction of vegetation is the best preventative measure against dust.**

General Considerations

53. The quantity of garbage generated by refugees is often not considered substantial and it therefore tends to be neglected. However, the daily amount of garbage as well as its weight can be significant, in market places in particular.

Uncontrolled accumulation of garbage is unhealthy, and promotes an increase in rodent and insect borne disease.

At the beginning of an emergency hygiene and waste disposal is usually poor, so vermin and other pests including rodents proliferate very rapidly.

54. Food is occasionally distributed to refugees in metal cans. How those are disposed of should be given particular consideration not only for aesthetic reasons but also because of health hazards (injuries to children, potential breeding sites for mosquitoes, etc.). In addition, this kind of garbage is far from biodegradable.

55. Medical waste (used syringes and needles, contaminated bandages, laboratory specimens, etc.) generated by health centres, are a hazard. Access to medical sanitary services should be well controlled, and the waste should be treated separately, without delay (see below).

The safe disposal of all medical waste requires particular attention.

There should be routines for the storage, collection and disposal of garbage - this will be particularly important in high-density sites.

Garbage Management

56. Storage: metal drums can be used as refuse bins at individual dwelling level. A 200 litre drum cut in half is often used. Bins should have lids if possible and drainage holes in the bottom. A ratio of one container (100 I capacity) per 10 families has proved to be effective. The containers should be placed throughout the site in such a manner so that no dwelling is more than about 15 meters away from one. Using concrete structures as refuse bins is neither economical nor practical: they are difficult to empty properly so rodents are encouraged and garbage is dispersed around the area.

57. Collection and Transportation: garbage should be collected from the containers regularly, daily if possible. Camps near a city could benefit from existing refuse-dump services. Using tractors with trailers is expensive and should be considered as a last option and only for large and densely populated camps. Wheelbarrows and/or carts (hand or animal carried) are usually more appropriate.

58. Disposal and Treatment:

i. Sanitary land-filling (also known as controlled tipping) remains the most advisable method. Areas designated for burying garbage should be well away from dwellings, and fenced off;

ii. Incineration is justified on a small scale and usually only for medical waste. After each incineration, cover the waste with a layer of soil;

iii. Composting is an attractive option but requires technical knowledge, which may not be available. In addition, garbage must be sorted to produce good compost.

Dust

59. Large amounts of dust carried in the air can be harmful to human health by irritating eyes, respiratory system and skin, and by contaminating food. The best preventive measure is to stop the destruction of vegetation around the site. Dust can also be controlled by spraying roads with water or oil, especially around health facilities and feeding centres, and limiting or even banning traffic.

Wastewater

- **Sources of waste water must be controlled as soon as possible and drainage provided.**

General Considerations

60. This aspect of environmental sanitation should always be considered from the beginning. Drainage prevents water from stagnating around water distribution

points, and drains the rainfall as well as domestic waste-water originating from various sources (toilets, showers, kitchens, etc.). Other measures to help control vectors include eliminating ponds.

61. Drainage can very quickly become a problem and corrective measure are difficult once shelters and other infrastructure have been built. For example, people often wash next to water sources, causing problems which could be avoided if special separate washing areas are constructed with duckboards or stones and proper drainage.

62. Some families manage to channel waste-water away from their homes and use it to irrigate vegetable gardens. Although this should be encouraged it should not disrupt the main drainage system.

63. Good drainage should be a priority at the following locations:

i. Water points (standpipes, taps, hand-pumps);

ii. Sanitary facilities such as showers, toilets and washing areas. Waste water from these places should either be used to irrigate vegetable gardens and fruit trees or drained into absorption trenches or soak-away pits;

iii. Shelters: household members usually manage to protect their shelters from runoff waters by means of perimeter drains. It is nevertheless important to ensure that such water is collected and disposed of through main drains.

Treatment

64. In some circumstances, waste water should be treated, for example waste from sewers collecting effluent from pour-flush toilets. Some treatment package units are available on the market; but these are usually expensive, complex, and difficult to operate and maintain.

65. However, there is a broad range of waste water treatment technology. Sanitary engineering professionals should be consulted to select the most appropriate technology.

Pest and Vector Control

- **Insects and rodents carry and spread diseases and can spoil food supplies;**
- **Physical screens are the best immediate measures;**
- **Preventive action to eliminate or limit breeding areas and conditions favourable to the vectors is the best long-term solution;**
- **Specialist supervision of all chemical measures and local knowledge of resistance is necessary;**
- **Avoid chemical control where possible.**

General Considerations

66. The environment in a refugee emergency is typically favourable to the proliferation of disease-carrying insects and rodents ("vectors"), which can also destroy or spoil large quantities of food.

67. Flies tend to breed in areas where food or human excretia are present, mosquitoes where there is stagnant water, and rats where there is food, garbage and cover. As a result of overcrowding and inadequate personal hygiene, lice, fleas, mites, ticks and other arthropods may also cause health problems. Table 2 gives an indication of common vectors and related diseases.

68. Reducing the numbers of flies, mosquitoes and rodents quickly in an emergency is difficult and physical screens may be the best immediate measure. Over the longer term, the most effective method of controlling insects and rodents is preventive: to improve personal hygiene, sanitation, drainage, garbage disposal and food storage and handling practices and thus make the environment less favourable for the vectors. Examples of practical measures are the removal of stagnant waste water, regular garbage collection, use of oil in latrines and provision of soap and sufficient water for washing. The recommended monthly supply of soap is 250 g soap per person per month. The programme should provide for regular inspection and be integrated with other public health measures.

69. The problems should be discussed with the refugees and education given on the significance of vector control. Where solutions unfamiliar to the refugees are employed, these must be carefully explained.

70. Whatever the nature of nuisances and pests, one should avoid having systematic recourse to chemical control by means of pesticides (insecticide, rodenticide, molluscicide, etc.). Such products are costly and toxic to both human beings and the environment. There is a risk of poisoning during transport, storage, handling and of course spraying the chemicals. Also, pests can develop resistance to the chemicals.

Table 2 - Vectors Which May Pose Significant Health Risks

VECTOR	RISKS
Flies	Eye infections (particularly among infants and children), diarrhoeal diseases
Mosquitoes	Malaria, filariasis, dengue, yellow fever, encephalitis
Mites	Scabies, scrub typhus
Lice	Epidemic typhus, relapsing fever
Fleas	Plague (from infected rats), endemic typhus
Ticks	Relapsing fever, spotted fever
Rats	Rat bite fever, leptospirosis, salmonellosis

Physical Control

71. Measures described in this chapter to deal with excretia and waste disposal will also help control pests (flies and rodents particularly).

72. The elimination of stagnant water and other breeding and resting sites for mosquitoes through drainage is important and the drainage network must be maintained.

Chemical Control

73. Obtaining precise information on chemicals which are used or authorized to be used in the country (i.e. registered list of pesticides if any) should be the first priority.

Insecticide spraying carried out on a routine basis must be avoided, and in any event should be consistent with the rules and procedures in force in the host

country.

74. Advice from specialists, particularly medical entomologists, should be sought to minimize the risks and to maximize the impact on target-species.

75. Staff assigned to such tasks must be trained on technical aspects, informed about health hazards linked with handling and spraying of pesticides, and protected by means of adequate clothing (mask, boots, gloves, etc.).

76. The use of rodenticides should always be adopted in agreement with medical staff. Rats are favoured carriers of vectors (such as fleas) of bubonic plague and murine typhus. When these diseases may be present it is more important to take measures directly against the vectors themselves - i.e. the fleas, rather than the rats - because destroying the rats will simply cause the fleas to leave the dead bodies of the rats and become more of a threat to people.

77. The body louse is the only proven vector of louse-borne epidemic typhus and relapsing fever. If there is a serious increase in body louse infestation, quick action is required by properly trained personnel. This generally involves dusting individuals' inner clothing and bedding with an insecticide or the use of clothing fumigants. There is widespread resistance in lice to some insecticides and expert local advice must be sought.

General Hygiene

- **Sanitary engineering must be complemented with sufficient health education, sensitization and community participation.**

78. Habitat hygiene, food hygiene and personal hygiene, while being integral parts of environmental sanitation, are a matter of health education and community sensitization rather than of sanitary engineering. It is nevertheless worth underlining that the most effective manner to sustain "soft" activities such as education in general and health education in particular is to complement them with "hard", visible and concrete activities on the spot.

79. Community participation in sanitation activities is a key to successful implementation, however, to make participation work in practice, the community members must have the necessary resources - human, institutional and material - to enable them to take on their responsibilities.

80. Activities to improve living conditions should take place at all levels - site, community, family and individual - and not be restricted to just one level. Elementary rules of hygiene should be observed by everyone.

81. There are three essential steps to improve living conditions:

- **Avoid overcrowding and overpopulation, which increase transmission (through direct or indirect contact) of diseases brought about by vectors such as fleas and lice;**
- **Reduce faecal/oral transmission risks by ensuring systematic hand-washing before cooking and eating;**
- **Encourage personal hygiene including clean clothes by providing amenities such as showers and laundering areas and basins. This will also reduce contact with water bodies that have been polluted by excretia, reducing the**

risk of disease including bilharziasis (schistosomiasis).

Figure

Disposal Of The Dead

- **Suitable arrangements for disposal of the dead are required from the start of an emergency;**
- **Action should be co-ordinated with the national authorities;**
- **Burial is the simplest and best method where acceptable and physically possible. Arrangements should be made to allow traditional rituals;**
- **Before burial or cremation, bodies must be identified and the identifications recorded.**

82. Suitable arrangements for the disposal of the dead are required from the start of a refugee emergency. The mortality rate may well be higher than under "normal" conditions. The authorities should be contacted from the outset to ensure compliance with national procedures, and for assistance as necessary.

83. Dead bodies present a negligible health risk unless the cause of death was typhus or plague (when they may be infested with infected lice or fleas) or cholera. Funerals for persons dying from cholera should be held quickly, near the place of death. Efforts should always be made to restrict funeral gatherings of persons dying from any of these three diseases, and to restrict feasting and ritual washing of the dead, by intensive health education or by legislation, as appropriate.

84. Health considerations provide no justification for cremation, for which sufficient fuel may often not be available. Whenever possible, the customary method of disposal should be used, and the traditional practices and ritual should be allowed.

Material needs, for example for shrouds, should be met. The necessary space for burial will need to be taken into account at the site planning stage, particularly in crowded conditions.

85. Before burial or cremation, bodies must be identified and the identification recorded, and, if possible, cause of death recorded. This is particularly important for the control, registration and tracing of disease. If the whereabouts of relatives are known, the most immediate relation should be notified; and steps must be taken to assure the care of minors who, as the result of a death, are left without an adult to look after them.

86. When handling corpses workers should protect themselves with gloves, face masks, boots and overalls. The workers should wash thoroughly with soap and water afterwards. Although the HIV virus cannot survive for long in a dead body, care should be taken with bodily fluids.

Key References

A Guide to the Development of On-Site Sanitation, **WHO, Geneva, 1992.**

Chemical Methods for the Control of Arthropod Vectors and Pests of Public Health Importance, **WHO, Geneva, 5th edition 1997.**

Manuel d'Utilisation des Dsinfectants, **UNHCR, Geneva, 1994.**

Sanitation and Disease: Health Aspects of Excretia and Wastewater Management, **Feachem & al, Wiley & Sons, 1983.**

Vector and Pest Control in Refugee Situations (also in French), **PTSS, UNHCR, Geneva, 1997.**

Vector Control: Methods for Use by Individuals and Communities, **WHO, Geneva, 1997.**

Annexes

Annex 1 - Environmental Sanitation Survey Form

Country: Date: ...../...../.....
Camp/Settlement: Camp Population:
Prepared by:

I. Living Areas

A. Excretia Disposal					
Ratio of latrine seats to people: 1/.....					
	Total	V.I.P.*	Rudimentary	P.F.**	Other
Private Latrines					
Public Latrines					
	Comments:				

B. Refuse Disposal			
	Capacity (Litres)	**Number**	**Max Distance from dwelling (m)**
- Individual pits:	☐	☐	☐
- Garbage Bins	☐	☐	☐
	Wheel-barrow	**Truck**	**Other**
-Transportation:	☐	☐	☐
	Landfill	**Incineration**	**Other**
- Final Disposal	☐	☐	☐
	Dimensions	**Number**	
Communal refuse pits long____x Wide____x Deep_____x		☐	
	Comments:		
* V.I.P. = Ventilated Improved Pit			
**P.F. = Pour-Flush			

Annexes

Annex 1

II. Public Places

C. Existing Facilities				

Schools				
*Latrine Type	**P.F.**	**V.I.P.**	**Rudimentary**	**Other**
	☐	☐	☐	☐
1 seat/ _____boys				
1 seat/ _____girls				
1 urinal/ _____boys				
*Refuse collection	Yes	No		
	☐	☐		
Hospitals				
*Latrine Type	**P.F.**	**V.I.P.**	**Rudimentary**	**Other**
	☐	☐	☐	☐
*Refuse collection	Buried	Burnt		
	☐	☐		
Markets				
*Excretia Disposal	Good	Poor	None	
	☐	☐	☐	
*Refuse collection	Good	Poor	None	

	☐	☐	☐		
Comments:					

D. Drainage			
- at water posts	Good	Poor	None
	☐	☐	☐
- around latrines	Good	Poor	None
	☐	☐	☐
- camp drainage network	Good	Poor	None
	☐	☐	☐
Comments:			

E. General Characteristics			
-topography	Flat	Moderate	Steep

	☐	☐	☐
-soil	Rocky	Clay	Sandy
	☐	☐	☐
- water table distance from	Rainy Season	Dry Season	
ground surface	m	m	

F. Community water supply			
- sanitation at source	Good	Poor	None
	☐	☐	☐
-sanitation at distribution point	Good	Poor	None
	☐	☐	☐
- individual water containers	Capacity		litres
- storage at home	Capacity		
		Clean	Covered
	litres	Y-N	Y-N
- chemical used for water disinfection	Chlorine	Other	None
	☐	☐	☐

	☐	☐	☐
- points of application of above chemicals	Source	Storage Tank	Home Container
	☐	☐	☐

Annex 2 - Environmental Sanitation - Resource Inventory Form

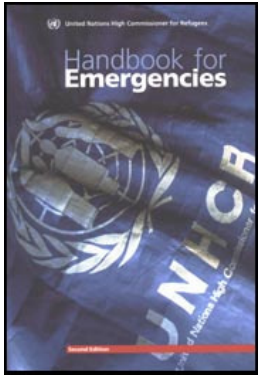
Country: Prepared by:
Camp: Population:
Date:...../...../.....

A. Implementation	**Name(s)**		
Governmental authorities			
International organisations			
Private sector			
NGO's			
B. Human Resources			**Number of Workers**
Is there a spraying team?	Y	N	
Is there a drainage team?	Y	N	
Is there a sanitation team?	Y	N	
Is there an organised workshop?	Y	N	
Number of sanitarians:			
Number of health workers:			

(assigned to sanitation tasks)			
C. Tools	**Description**	**Specification**	**Quantity**
Axe			
Crowbar			
Iron bar cutter			
Pickaxe			
Shovel			
Spade			
Tape metre			
Other (please specify)			
D. Equipment	**Description**	**Specification**	**Quantity**
Cement mixer			
Mortar bucket			
Mould (latrine slab)			
Mould (brick)			
Wheelbarrow			
Sprayer			
Spraying equipment			
- overall clothing			
- masks			
- gloves			
- boots			

boots				
Other (please specify)				
E. Chemicals	**Item**	**Unit**	**Quantity (stock in Hand)**	**Comments**
Vector control				
-				
Water Treatment				
-				

Home"" """"> ar.cn.de.en.es.fr.id.it.ph.po.ru.sw



Handbook for Emergencies - Second Edition (UNHCR, 1999, 414 p.)

18. Supplies and Transport

- ***(introduction...)***
- **Overview**
- **Introduction**
- **Organization of the Supply Chain**
- **Supplies**
- **Transport**
- **Reception of Goods**
- **Storage**

Stock Management Key References

Annexes

Handbook for Emergencies - Second Edition (UNHCR, 1999, 414 p.)

18. Supplies and Transport

Figure

Overview

Situation

Refugee emergencies are often in locations removed from the main sources of supply

and communications arteries. Exceptional efforts may be needed to ensure the provision of supplies and services. However without these, the whole operation will fail.

Objective

The timely delivery of the materials needed for the refugee operation.

Principles of Response

- **There should be a single, unified "supply chain" with standardized procedures and coordinated with external agencies such as WFP. The term "supply chain" includes the sourcing, procurement, transport, import, management, storage and distribution of goods and services required to meet operational needs;**

- **Duplication of supply chain support within the UNHCR operation must be avoided;**

- **A single coordinating body of all the relevant UN agencies may be required to implement certain aspects of the supply chain such as transportation and storage (e.g. a "UN Joint Logistics Cell");**

- **Request urgently needed supplies from the UNHCR Central Emergency Stockpile if they are not available locally;**

- **Ensure there is good communication between offices involved in the supply chain and timely information exchange regarding logistical capacities and**

constraints;

- **Transport and storage arrangements must have spare capacity: things often do not go according to plan, needs, and the demand for supplies, may increase;**

- **Seek technical assistance when necessary.**

Action

- **Make a comprehensive plan for all supply chain functions. Integrate supply chain arrangements in the overall planning from the start, coordinate with all sectors, and take into account any special requirements;**

- **Identify weak elements in the supply chain and inform operational managers of actions rendered critical due to lead time (the delay between the request for material and its arrival);**

- **Seek out knowledge on local conditions and assess implementing possibilities with local suppliers, or other agencies.**

Introduction

1. The vital role of the supply chain must not be overlooked in the initial planning, and the input of a logistics specialist is required on any assessment mission. The more remote the location of the refugees, the more difficult will be the logistical problems, yet these are the situations where logistic support or the lack of it becomes the key to success or failure.

The ability to deliver the right supplies to the right place at the right time and in the right quantities is a prerequisite for an effective emergency operation.

2. The supply chain must provide for international purchase, transport, swift unloading and duty-free clearance on arrival, local purchase, transit storage, onward transportation, and final distribution, with proper stock control at every stage. Figure 1 shows the likely major components of the system in diagrammatic form.

3. Logistical support can be disrupted by unpredictable events and many factors outside UNHCR's control including customs delays, breakdowns, looting, and the vagaries of nature. Furthermore, the numbers requiring assistance often increase during the emergency phase of an operation.

The supply chain must provide for spare capacity because available capacity may become quickly overwhelmed.

Organization of the Supply Chain

- **A single coordinated operation is essential and duplication of supply chain services must be avoided;**
- **This requires a clear understanding of overall needs and the responsibilities for meeting them;**
- **Three key qualities of a good supply chain are: rapidity, flexibility and security.**

Assessment

4. A clear understanding of the overall needs by all concerned is essential. Needs assessment and planning should be carried out together with government, WFP and NGO partners.

5. An easily understood and 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, requirements and distribution can be continuously monitored, and the effect of these relief goods or services will be immediately apparent.

Planning

6. Three key qualities of a good supply chain are: rapidity, flexibility and security. These three qualities depend on good coordination and communications as well as good planning. When planning for and developing the supply chain, ensure:

i. *Rapidity:* Response time is critically important in emergencies, and advance planning is essential to optimize resources, and not waste time correcting avoidable mistakes or inefficiencies. Planning must take into account lead times;

ii. *Flexibility:* Logistics is dictated by the circumstances of the operation and terrain, and must be able to quickly adapt to rapid changes in circumstances. Plan for the worst case scenario, and build in the required flexibility and adaptability;

iii. *Security:* The security of personnel and relief goods must be a priority in

the logistics plan. Security risks vary from theft and looting to war;

iv. *Coordination:* Coordinate planning and implementation with other agencies, in particular WFP who often have good local transport and logistical capacity. WFP is normally responsible for food supplies up to the agreed Extended Delivery Point -see chapter on food and nutrition.

Avoid duplication of logistical services by different organizations and ensure a single, coordinated operation.

A single coordinating body of all the relevant agencies may be required to implement certain aspects of the supply chain such as transportation and storage (a "UN Joint Logistics Cell") - guidance on setting this up is given in MCDU's UN Joint Logistics Cell: Standard Operating Procedures. Ensure effective coordination by: advising team members and staff from other organizations of minimal lead times, respecting deadlines and delivering the expected supplies at the time and place agreed and keeping to agreed loading and transport schedules;

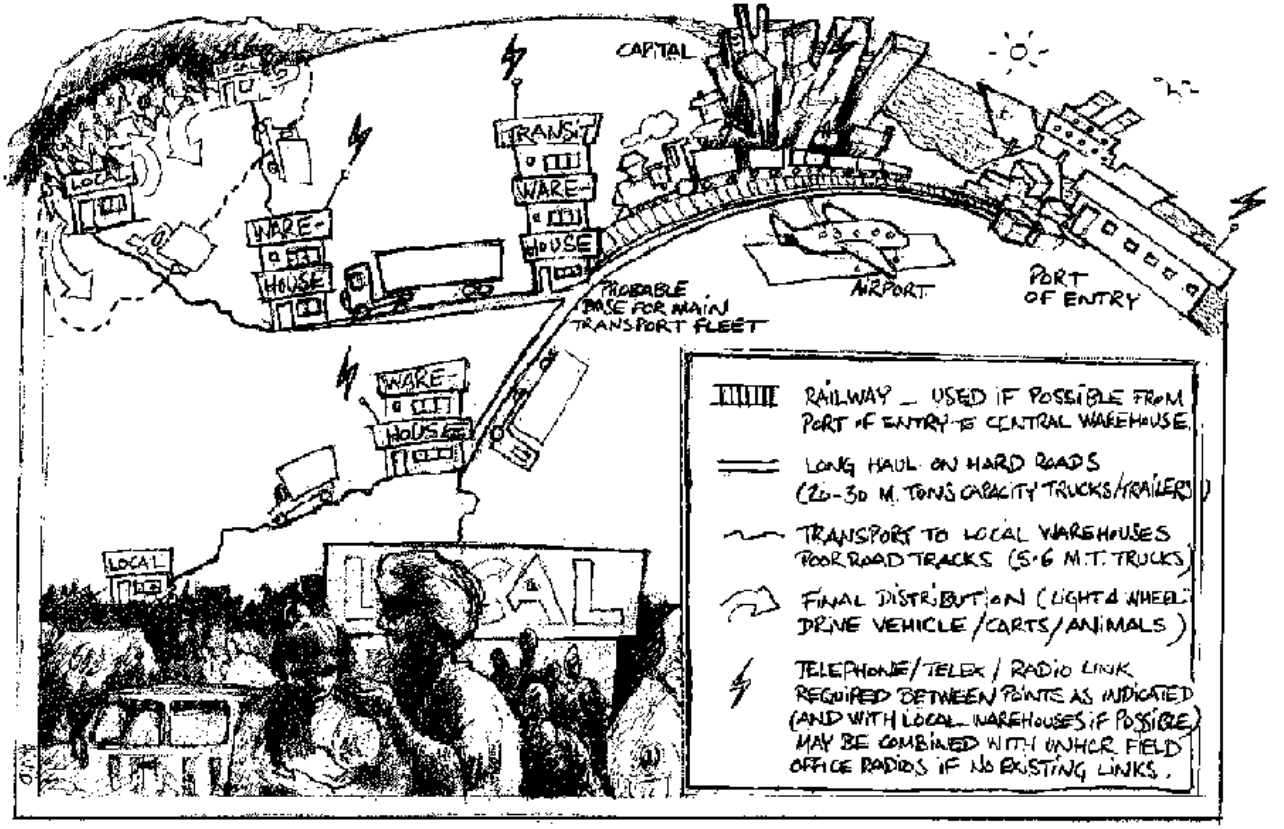
v. *Comprehensive planning:* Have an overview of the whole operation when planning for and managing services, materials, staff and time;

vi. *Spare capacity:* The logistics plan must provide spare capacity, taking into account factors which would cause delays (such as vehicle breakdowns);

vii. *Cost-effectiveness:* Ensure proper maintenance of warehouses, efficient stock control, and well negotiated contracts (e.g. for transport, warehouses, customs clearance, and maintenance). Ensure purchases are made from competitive sources in accordance with UNHCR regulations - although initial

purchases may be made with speed as a foremost concern, plan follow on supplies in good time to be able to purchase from competitive sources;

viii. *Good communication:* A regular exchange of information between the offices involved in the supply chain is essential. Headquarters should give the Field as much notice as possible of procurement and shipment of goods or services, estimated times of arrival (ETA), changes in delivery schedules, and of contributions in kind. The field should advise Headquarters of any changes to importation laws, acknowledge receipt and distribution of consignments, and advise Headquarters of contributions in kind.



Figure

There must be good communications facilities at dispatch and arrival points as well

as mobile communications sets on surface transport.

ix. Clear *responsibility:*

Whatever the arrangements in the field, the, line of responsibility and reporting to UNHCR by the operational partners must be dear.

The major decisions about supply chain issues should be taken by the same person with the appropriate responsibility and authority;

Local and Other Resources

7. The supply chain should use local resources and knowledge to the extent possible. Where there is a good existing warehousing and distribution system, outside assistance may not be necessary. Where outside assistance is required, sources include:

i. Supply and Transport Section at Headquarters (which handles procurement, logistics, fleet management, and contracting);

ii. Government disaster agencies or emergency corps, and Government Service Packages from donor governments (see chapter on implementing arrangements);

iii. An NGO or commercial firm with appropriate experience.

Setting up the Supply Chain

8. The circumstances of each emergency will determine what type of supply chain support is required - whether it is directly implemented by UNHCR, through an operational partner or as a commercial contract.

9. Steps to establish the supply chain include the following:

i. Make arrangements for the duty-free import/export of relief goods, and duty free and tax free purchase of relief goods with the appropriate governmental authorities. To avoid delays, this must be done before the goods are due to arrive;

ii. Investigate the possibility of using local suppliers;

iii. Select warehouses appropriate for their purpose (for storing food or non-food items; for transhipment, storage or distribution). Ensure that access roads and doors allow easy loading and offloading;

iv. Select appropriate transport for goods and/or passengers: determine the type and the number of light and heavy vehicles, vessels, aircraft and trains needed. Calculate fuel and maintenance requirements (tyres, lubricants, parts and mechanics);

v. Use temporary assistance during peak demand for staff;

vi. Provide the necessary staff support equipment such as office equipment and supplies, light and water, vehicles, freight handling items, power, communications, and accommodation;

vii. Put in place a documentation and filing system, and use standard forms to report on the status of relief goods. Advise and train personnel on procedures.

Supplies

- **Assess what is readily available on the local market: if locally available items are appropriate, make at least initial purchases locally;**
- **The basis for UNHCR procurement is competitive tendering;**
- **Standard specifications have been developed for common items;**
- **Certain emergency relief items are stockpiled centrally by UNHCR and can be accessed quickly in an emergency.**

Introduction

10. The basis for all UNHCR procurement is competitive tendering. This process is made easier and more efficient by standard specifications.

11. Headquarters' Supply and Transport Section gives advice and provides support on all procurement and logistics matters and is responsible for international procurement. Guidance on local purchase can also be sought from other UN organizations. Tendering procedures are described in Annex 2 to chapter 8 on implementing arrangements.

12. When drawing up tender documents and purchase orders it is essential that all specifications, quantity, required delivery, packaging and payment terms be clearly stated. Care must be taken to ensure that contract terms protect the rights and

immunities of UNHCR. Requests for tenders should in any event include UNHCR's standard conditions of sale. Advance payments and cash transfers to suppliers must be authorized by Headquarters.

13. If procurement is to be undertaken by implementing partners on behalf of UNHCR, the principles of competitive bidding must be followed (see A Programme Management Handbook for UNHCR's Partners, section 4). UNHCR staff should monitor local and international procurement made by implementing partners for the UNHCR-funded programmes.

14. Care should be taken to avoid purchasing different qualities of the same items.

Local and International Procurement

15. If emergency relief items are available locally, compare prices where possible with the international market. Use catalogues or send local prices to the Supply and Transport Section in Headquarters who will advise on the most appropriate course of action. Assess what is readily available on the local market: if locally available items are appropriate, make at least initial purchases locally. At the same time however, consider the cost-effectiveness of continuing such local purchases beyond the initial phase of the emergency, compared with making those purchases internationally.

16. Local procurement can offer a number of advantages over international purchases. These could include:

i. lower prices;

ii. speed and flexibility of delivery;

iii. local acceptance;

iv. benefits and incentives to the local economy (particularly in areas affected by a large refugee influx).

17. However, the disadvantages of local purchase could include:

i. higher prices;

ii. inappropriate quality;

iii. sudden price increases (due to sudden heavy demand) on the local market, adversely affecting the local consumer population and causing resentment; iv. higher maintenance costs.

18. As a rule, no more than 15% would be an acceptable premium for prices of locally procured goods over the total delivered cost of internationally procured goods[1].

[1] ***IOM116/94 FOM120/94, UNHCR 14.12.94.***

Local Procurement

19. When the capacity of the local market is limited, care must be taken to avoid price increases caused by organizations bidding against each other for the same supplies. Provided there is clear agreement on the needs, coordination of purchases and even combined orders among the organizations concerned should be possible.

International Procurement

20. UNHCR has entered into a number of long term supply agreements ("frame agreements") for a range of products. The purpose of these agreements is to ensure the availability of goods of a standard quality at competitive prices, and reduce total lead time. These items include blankets, plastic sheeting, essential drugs, kitchen sets, semi-collapsible jerry cans, and buckets. Support and office items supplied under frame agreements include light vehicles, vehicle tires and tubes, generators, ballistic armour, computer and telecommunications equipment, and some office equipment and supplies.

21. The UNHCR Catalogue of Most Frequently Purchased Items gives summary specifications, reference number, price (US$), country of origin, and, where relevant, production capacity, production lead times and estimated shipping times. It also includes a list of current frame agreements.

22. When requesting Headquarters to make a purchase, be sure to use both the reference number for a product, and the name and date of publication of the catalogue. If specifications are not available for the product wanted, inform the Supply and Transport Section of the purpose of the product and the context in which it will be used.

23. Bear in mind lead times for international purchase can be lengthy.

Emergency Stockpiles

24.

Certain common relief items are stockpiled centrally by UNHCR, or by suppliers on

Certain common relief items are stockpiled centrally by UNHCR, or by suppliers on behalf of UNHCR, and can be accessed quickly in an emergency.

The UNHCR stockpile includes the operations support items listed in the Catalogue of Emergency Response Resources (see Appendix 1). These items can be ordered through Headquarters.

25. Other UNHCR operations in the region may hold stocks that could be made available - these offices should be approached directly about the most urgent requirements.

26. UNICEF, WHO, WFP, the IFRCS and NGOs also maintain emergency stockpiles with supplies which may be available to UNHCR.

Specifications and Catalogues

27. There are a number of catalogues of products with detailed specifications. Using standard specifications (and frame agreements) is not intended to limit choice, but simplifies supply, and ensures better integration of equipment, spare parts and services. Generic specifications also make the procurement and tendering process fairer (e.g. comparing prices). Annex 1 gives detailed specifications of certain common relief items.

28. Catalogues of specifications include:

i. UNHCR Catalogue of Most Frequently Purchased Items. This is published annually by UNHCR's Supply and Transport Section, and distributed to all field offices. It gives brief specifications, price, and lead times.

ii. IAPSO Emergency Relief Items. This is a two volume catalogue published by the Inter Agency Procurement Services Office (IAPSO) of the United Nations. A large number of standard specifications adopted by UN are available in this catalogue, and there are additional IAPSO catalogues on other items (see key references).

iii. UNICEF Supply Catalogue. UNICEF also produces a large illustrated catalogue.

Considerations in Product Choice

Environment

29. UNHCR has a policy, also applicable in emergency situations, to ensure awareness and supply of environmentally friendlier products. Impact on the environment is considered an integral part of product quality. Where two or more suppliers are offering items which are substantially the same in terms of specifications, price, quality, and delivery time, the policy is to select a product whose manufacture, use and disposal is less harmful to the environment. For further details see Environmentally Friendlier Procurement Guidelines, UNHCR, 1997.

Shelter

30. For shelter, local materials and methods of construction should be used where possible, combined with tarpaulins or polythene sheeting if necessary. Except for nomadic tribes, tents are not a satisfactory type of long-term shelter. They are, however, a valuable last resort in emergencies. Remember that tents may deteriorate rapidly if stored for any length of time, particularly if humidity is high.

In-Kind Donations

31. In-kind donations should always be evaluated against actual needs and cultural appropriateness. All offers for in-kind donations should be discussed with Donor Relations Services and the Supply and Transport Section in Headquarters before being accepted (see chapter on implementing arrangements). Particular attention should be given to packaging (which must meet transport requirements) and expiry dates of products offered.

Clothing

32. Used clothing is often offered in emergencies but is generally an unsatisfactory way of meeting a need for clothing and should be discouraged. It often arrives in poor shape, dirty or badly sorted and will frequently be inappropriate for the customs of the refugees. Consider the alternative of purchasing particularly locally made clothes, and ensure that what is provided is culturally acceptable.

Transport

- **Vehicle fleets should be standardized (same makes and models);**
- **Ensure there are sufficient drivers, fuel, lubricants, spare parts, tyres, maintenance personnel and facilities;**
- **It may be necessary to improve access roads, bridges, airport, or other infrastructure;**
- **A substantial margin of spare transport capacity (10-20%) must be**

provided;

- **With health and community services, assess particular requirements for transporting refugees in a repatriation operation, and/or distribution for vulnerable groups.**

International Transport

33. Arrangements must be made in advance with the relevant authorities for priority clearance and duties exemptions.

Air

34. In the emergency phase, supplies from abroad may arrive by air. Provide Supply and Transport Section at Headquarters with an update on the handling capacity of the airport (state of equipment, working hours, etc.) and the list of documents required for import and export of relief supplies.

Sea

35. As soon as details of the arrival of relief supplies by sea are known, arrangements should be made for clearance and priority allocation of an alongside berth and/or handling of cargo. In principle, relief supplies should be loaded only on vessels with the capacity for self-discharge. Whenever discharging alongside, they should do so directly onto trucks if possible. Arrangements for onward movement of the supplies and any interim storage necessary must also be made well in advance of the estimated time of arrival of the ship.

National Transport

Transport Networks

36. In many countries, existing transport services do not have a large spare capacity or may not serve the area where the refugees are located.

37. Where a suitable rail network exists, this can be an effective way of moving supplies. However, many railway systems are either congested or short of rolling stock (the locomotives and carriages used by railways) and long delays may be encountered. In most cases, onward movement by road to the final destination will be necessary.

38. Assess rail, road and inland waterway capacity, journey times, reputable transport contractors, freight rates, capacities and facilities at transhipment points (for example transferring goods from ferry or rail to road), and availability of fuel supplies and maintenance facilities.

Evaluate various transport corridors (including reception capacity) for cost and speed Of delivery - even airlifts may not always significantly reduce delivery time.

Road Transport

39. Light vehicles will be needed for staff and for specific purposes such as ambulances, and heavy vehicles for transporting cargo, and for transporting refugees in repatriation operations.

40. There must be appropriate servicing facilities, including fuel, spare parts, and

administrative support. Special arrangements, e.g. establishing workshops, may be necessary.

Managing a transport fleet: requires strong administrative skills, good communications and dose coordination With the procuremert and other functions to ensure efficient timing for collection and delivery.

Assessing and planning vehicle needs and servicing facilities is described in Annex 2.

41. Drivers must be given training in UNHCR procedures. A sufficient number of drivers must be hired to ensure that recommended working hours are not exceeded.

Accident rates increase markedly with tired drivers.

A system must be established to monitor and control vehicle use, (see Annex 4 for an example of a vehicle log sheet). For light vehicles, drivers should be assigned to a specific vehicle for which they should be responsible.

42. In some situations, urgent action may be necessary in order to improve access roads. Technical advice will be of paramount importance in deciding how improvements should be made (seek advice through Programme and Technical Support Section at Headquarters). These improvements could be undertaken by the ministry of transport (or appropriate authority), perhaps supported by refugee labour. In some situations, careful briefing will be required about alternative routes in case usual roads are impassable.

43. Vehicles, bicycles, or animal or hand carts could be used for final distribution.

Observe how local movement of supplies normally takes place.

Transport Capacities

44. If a commodity is to be transported by truck, the number of trucks needed should be calculated from the following information:

i. The quantity of goods to be transported in weight and volume;

ii. Type of truck available and its capacity in weight and volume;

iii. How long a round trip takes (including loading and offloading);

iv. Time allowed for routine maintenance capacity or time allowed for other known factors (driver breaks);

v. A margin for unpredictable events (such as breakdowns, accidents, bad weather, road and bridge repairs). The size of this margin will depend on many factors including the likelihood of new arrivals and the need to build up buffer stocks near the refugees. In difficult conditions, the theoretical capacity might need to be increased by 25% or more.

45. To give an example for food:

i. The number of refugees served is 30,000 who need 500 g/person/day, which is total 15,000 kg / day, or 15 MT /day;

ii. Truck capacity is 20 MT per truck;

iii. The rainy season journey time from the port of entry to a regional warehouse serving the 30,000 refugees is 3 days out and 2 days back;

iv. One day per round trip is added for routine maintenance;

v. The road surface can take a truck and trailer with a combined payload of 20 MT.

46. Therefore it will take 6 days for one truck to transport one 20 MT load, and 30,000 refugees will require 90 MT of food every six days.

Therefore the theoretically required capacity is for 4.5 such trucks. In such circumstances, it is clear that six trucks would be the prudent minimum.

47. Appendix 2 (Toolbox) sets out the capacities of different means of transport.

Transporting people by road

48. Logistical support will be necessary when transporting people for e.g. repatriation operations or relocating refugees to another site. Ensure there is close coordination with health and community services. Take particular care to look after vulnerable individuals, and minimize any risk of family separation. Passengers must be registered on a passenger manifest, wristbands should be used whenever possible, and water and food provided if it is a long journey. Ensure trucks have safe access (for example ladders).

49. When transporting medically vulnerable individuals such as pregnant women, it is preferable to use buses or ambulances. If trucks must be used, weigh the trucks

down with sand bags to minimize the roughness of the transport. If there is a risk that some passengers might have a contagious disease, disinfect the vehicles after the journey.

50. Determine the number of light and heavy vehicles needed. These could include minibuses for 8-12 passengers to transport staff and vulnerable individuals, ambulances or mobile clinics (ask health staff about specifications), vehicles for transporting possessions, and mobile workshops.

51. If a convoy is necessary, plan for escort vehicles at the front and back of the convoy. If the operation involves many journeys over a short distance, consider having roving patrols with telecommunications, in case there are problems or breakdowns.

Reception of Goods

- **Have a single consignee and address and inform Headquarters of any changes;**
- **Use the internationally accepted marking and packaging standards;**
- **Inspect goods on arrival and register insurance claims: supplies can get lost or arrive damaged;**
- **Advance arrangements with appropriate government authorities and freight forwarders will be necessary for rapid handling of supplies from abroad;**
- **Develop and promulgate a clear policy for customs clearance procedures for**

NGOs.

Consignment

52. Ensure offices sending supplies know who the consignee is. The consignee would normally be the Representative, with an indication in brackets of any special instructions, for example "For *(name of project/NGO)".*

Have the same consignee and address for all items required from abroad for the UNHCR emergency operation.

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 camp level.

53. Whether purchases are made locally or abroad, proper packing, labelling, marking are essential. All organizations and donors need to use a uniform system for marking or labelling relief consignments - use the following guidelines:

i. *Colour code:* the colours used for the relief supplies are: red for foodstuffs, blue for clothing and household equipment, and green for medical supplies and equipment;

ii. *Labelling:* if necessary the consignment should bear one of the international hazard warning signs (fragile, no hooks, keep dry, etc.). Consignments of medicines should state on the outside of the package the content and the medicines' expiration date and whatever temperature controls are necessary.

English or French should be used on all labels and stencilled markings, though another language may be added. It is essential that the final destination (or port of entry) appears at the bottom of the label in very large letters;

iii. *Markings:* all international or regionally procured goods will normally be marked with the UNHCR project code, purchase order numbers, commodity, packing specifications, port of entry and the consignee. Relief supplies should always be packed by commodity type. Mixed consignments create problems in warehousing and in the 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;

iv. *Size and weight:* packing units should be of a size and weight that one person can handle (ideally, 25 kg; up to a maximum of 50 kg) since mechanical loading and unloading equipment may not be available at the receiving end.

Advance notice should be sent to the consignee. The following information (preferably in one document) is essential, for safe transport and ease of handling at the receiving end:

i. Name of sender (or "shipper") - normally the Supply and Transport Section in Headquarters;

ii. Name of consignee;

iii. method of transport, the name of the vessel or the number of the flight or truck, estimated time of arrival, port or airport of departure, and name of

transporter (e.g. aircraft of shipping company);

iv. A detailed list of contents, including weight, dimensions, and number and type of packing units;

v. A pro-forma invoice or gift certificate showing the value of the consignment;

vi. If the consignment is insured then the type of insurance, name of company, etc.;

vii. The clearing agent, including the name of the person to be contacted in the receiving country;

viii. Instructions or special requirements for handling and storing the supplies.

An acknowledgement should be sent to the sender as quickly as possible after consignments are received, and indicate whether the goods were received in good order and/or there was any loss or damage.

Clearance Procedures

54. The supplies coming in for the operation may far exceed the scope of the routine arrangements between the authorities and the local UN community. Problems and delays may be avoided by discussing in advance the procedures to be followed by UNHCR with senior officials in the foreign ministry, ministry of finance, customs authorities, and airport and port authorities. The aim is immediate release of

incoming supplies.

Arrangements for clearance procedures and duties exemptions must be made in advance.

55. Arrangements will need to be made with:

i. The Civil Aviation Authorities (CAA) and airport authorities for priority clearances for relief flights (whether international or national) and waiver of fees. These arrangements include: over-flight clearance; free landing rights, air traffic control and parking; priority handling of aircraft and charges at cost for handling services;

ii. The ministry of finance and customs authorities for exemption from duties and taxes of goods and services (such as the tax element of landing fees and fuel tax). Ensure the ministry of finance (as well as the CAA) have been advised in advance of planned airlifts for the operation.

56. UNHCR's cooperation and/or implementing agreement with the government should allow for the duty-free import of all items, provided that they are required for the operation (see chapter on implementing arrangements, and the UNHCR Checklist for the Emergency Administrator). Special duties exemption and customs clearance procedures may have to be developed for the emergency.

Implementing partners' clearance

57. UNHCR can undertake the customs clearance for implementing partners' relief supplies, provided these meet the purposes of the emergency operation. This will

allow some control over the arrival of clearly unsuitable goods, and help in the coordination of material assistance.

58. Guidelines 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 implementing partners active in the operation and to new implementing partners on arrival.

Guidelines on customs clearance for implementing partners should be drawn up as early as possible in the operation.

A copy of these guidelines should be shared with Headquarters and reference to this general procedure made in any NGO briefings at Headquarters, as well as in the first few general sitreps.

Handling costs and other fees

59. The expenses incurred in customs clearance, handling, storage, and onward movement of supplies belonging to UNHCR should be budgeted for. UNHCR might receive supplies procured by an implementing partner on their behalf, in which case all expenses involved should normally be borne by the implementing partner, and UNHCR will be the "consignee of convenience" (not the "owner" or "donee"). However, in certain circumstances and provided the supplies are items directly foreseen in the UNHCR operation (for example blankets, tents), UNHCR may also meet onward transportation costs.

Inspection and Damage

60. All consignments must undergo a visual and quantitative inspection on arrival (by staff) and some deliveries will be required (under government regulations) to undergo a qualitative inspection by a government designated inspection company.

61. If during the inspection, visible damage is noted, the damage must be clearly indicated on the shipping documents and a claim lodged against the last transporter within three days of receipt of the goods. The claim should indicate the dollar value at which UNHCR holds the transporter fully responsible for the loss or damage. A copy of the claim should be sent to the Supply and Transport Section in Headquarters who will follow up. The value of the loss or damage must include any associated transport costs. If damage is not visible and the packaging is undamaged, transporters will only accept a claim if it is lodged within seven days of receipt of the goods.

Do not accept supplies that do not meet contract specifications.

Headquarters should always be informed immediately of any damage or shortfalls or if the products do not meet specifications.

Insurance

62. Some damage, whether during transport or storage, is inevitable and considerable sums may be involved in the loss. Internationally procured supplies are insured against loss or damage in transit if their value is over a certain threshold ($200,000 in 1998) or the goods are non-expendable (such as vehicles and computers). Insurance claims must be registered at once.

Storage

- **There must be appropriate storage capacity, correctly sited;**

- **The requirement for buffer stocks must be properly calculated and forecasted - do not hoard "just to be prepared".**

Basic Requirements

63. Goods must be protected from damage due to bad handling or improper stacking; the adverse climatic effects of the sun, rain, cold or humidity; attacks by pests; and bacteriological decomposition of both food and non-food items over time.

64. Storage facilities may be required for:

i. Initial storage near the port of entry;

ii. Transit storage at certain key transhipment locations;

iii. Local storage no farther than one day's transport from the refugees;

iv. Storage at camps.

See figure 1 for information about location of storage facilities.

65. Warehouses must be accessible in all seasons and weather - plan well in advance of the winter or rainy seasons. Existing government warehousing should be used if it meets operational requirements.

66. Security of supplies must be ensured. Warehouses must be secure against theft, and should be lit if possible. Storage for local purchases should be the responsibility

of the supplier whenever possible. Particular attention must be paid to those items requiring special storage.

67. A single large building is better than several small ones, as long as there are sufficient loading doors and access ramps. The doors must be large enough to allow for quick loading and offloading and small enough to keep control of the entry and alleyways.

68. Organize the distribution and storage system so that supplies are handled a minimum number of times. This will not only incur less costs, but also less damage and loss. Remember the rule "first in first out" for stock management and avoid offloading in the rain.

Considerations in Warehouse Selection

69. Warehouses should be well-constructed, dry, well-ventilated, and provide protection from rodents, inserts and birds. The floor should be flat and firm and the building should be easy to access, with suitable arrangements for loading and unloading (e.g. a ramp or platform).

70. When selecting a warehouse check the following:

- ❑ **State of the roof and ventilation;**
- ❑ **State of the walls and whether they are watertight;**
- ❑ **State of the floor, its insulation and general water drainage;**
- ❑ **Number of traffic lanes and doors;**

- ❑ **Availability of handling equipment and labour;**
- ❑ **Utilities (water, electricity, toilets, fire protection);**
- ❑ **Office space and lodging for drivers and guards;**
- ❑ **Special configuration as necessary for example for fuel, construction material, water reserves;**
- ❑ **Fences, guards, and secure doors and windows.**

71. Warehouse capacity required will depend on the nature, variety and quantity of goods supplied, the numbers of refugees they serve, and what outside support they need. Buffer stocks of essential items, particularly food and fuel, should be built up close to the refugees.

Sufficient stocks should be on hand to cover likely interruptions in the delivery schedule. As a rule of thumb, this should cover one *to* three months distribution.

Conversely, care should be taken not to hold unnecessarily large stocks of items that are not immediately required by the refugees, e.g. seasonal items such as heaters or blankets.

72. The volume of a warehouse necessary to store a given commodity may be roughly estimated as follows. First calculate the volume of the goods. As an indication:

1 Metric Tonne of	Occupies approximately

grain	2 m^3
medicaments	3 m^3
blankets (approx. 700 heavy blankets per bale)	4-5 m^3
blankets (loose)	9 m^3
tents (approx. 25 family tents	4-5 m^3

If the goods can be stored to height of 2 metres, the minimum surface area occupied by the goods will be half their volume. Increase this surface area by at least 20% to allow for access and ventilation.

73. For example, the approximate size of a store to hold 2 months' supply of the cereal staple for 30,000 refugees receiving an individual cereal ration of 350 g/day would be:

350 g × 30,000 × 60 days = 630 MT

1 MT of grain occupies 2 m^3

Therefore 630 MT occupies 1,260 m^3.

1,260 m^3 stored to a height of 2 m gives a surface area of 630 m^2, add 20% for access = 756 m^2 of floor space. A building some 50 m long by 15 m wide would therefore be indicated.

Warehouse construction

74. 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 in the longer term. However, for rapid construction, it may be necessary to use prefabricated (tent) warehouses as a temporary measure. These should be carefully sited, protected from surface water by digging ditches if necessary, and with raised platforms inside (for example using pallets, or groundsheets on sand). The contents must not touch the tent walls. Prefabricated warehouses are held as part of the UNHCR central emergency stockpile. They are 24 m long × 10 m wide with a capacity of between 750 to 1,100 m^3.

Stock Management

- **Effective stock management and security are imperative and must cover the whole supply chain through to the final distribution to families or individuals;**

- **Report on stock levels, movements, losses, damage and distribution using the UNHCR Commodity Tracking System (CTS).**

75. The stock management system should ensure that initial low quantities of goods can be put to best use and quickly into distribution.

A sound stock management and distribution system is essential in order to identify potentially critical shortages in time and assure final delivery to the beneficiaries.

Levels of relief may not meet total requirements of the beneficiaries - the agencies involved must identify what goods should be immediately distributed and to whom.

76. The stock management and distribution system should identify what has been ordered, where the goods are, when they will be delivered, and where they have been distributed. This information must be available to those responsible for the operation.

77. Control mechanisms include verifying the bulk consignments on arrival, physical stock checks in the warehouses, individual ration cards or distribution checks at the sites and carefully calibrated measures (scales) 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 real and not just theoretical control. The supplies actually distributed to the refugees must be reconcilable with those known to have been delivered, those remaining in storage, and those which are lost or damaged.

78. In the emergency phase certain basic controls should be established at once, in addition to the controls over actual distribution. These are described in Annex 3.

79. The UNHCR Commodity Tracking System (CTS) is a computerized tool for stock management, which uses information from purchase orders and shipping and warehouse documentation (described in Annex 3), to track goods from their arrival at the port of entry of the country of operation, to the final distribution point. An additional module ("pipeline management module"), which can be attached to the CTS, tracks goods from the point of source (globally) to the port of entry.

80. The stock control and distribution system (including CTS) provides information to fulfil reporting obligations - ensure the system takes account of reporting needs as specified by Community Services, Field and Programme Officers. See UNHCR Commodity Distribution, A Practical Guide for field staff for further guidance, in particular on setting up a reporting system for distribution.

81. A Motor Item Management system, (MIMS) is a computerized tool for fleet management, which keeps track of the maintenance and repair of vehicles, generators, etc., of fuel consumption, vehicle insurance, and the registration of vehicles, their re-deployment and disposal.

82. Assistance with setting up the CTS or MIMS can be obtained from Supply and Transport Section, Geneva.

Key References

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Vol. 2: Medical Supplies, **IAPSO, Copenhagen, 1995.**

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Office Equipment, **IAPSO, 1998.**

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***IAPSO catalogues* (updated periodically) *with specifications, including: Most Frequently Purchased Items,* UNHCR, Geneva, June 1998 (updated annually).**

***Stock Management,* (Guide No. 6), ITC, Geneva, 1985.**

***Supplies and Food Aid Field Handbook,* UNHCR Geneva, 1989 (this is the same as Chapter 10 of the UNHCR Manual).**

***UNHCR Manual, Chapter 4,* UNHCR, Geneva, 1996.**

***UN Joint Logistics Cell: Standard Operating Procedures,* MCDU, Geneva, 1997.**

Annexes

Annex 1 - Standard specifications for certain common relief items

These specifications can be useful in drawing up tender requests where local purchase is possible, to assist in negotiations with suppliers, and to give a clear indication of what could otherwise be supplied at short notice through Headquarters (some items are available in the emergency stockpile -see Appendix 1, Catalogue of Emergency Response Resources).

1. Woven Dry Raised Blankets (Type A) (for warm climates)

Composition: Woven, minimum 30% wool. Balance of new cotton/synthetic fibres;

Size: 150 × 200 cm, thickness 4 mm;

Weight: 1.5kg;

T.O.G.:	1.2-1.6;
(thermal resistance	of garment)
Finish:	10 stitches/decimetre or ribbon bordered 4 sides;
Packing:	In compressed water tight wrapping in pressed bales of 30 pcs. Each bale of 30 pcs would be about 0.3 m^3 volume and weigh approx. 48 kg.

2. Woven Dry Raised Blankets (Type B) (for cool climates)

Composition:	Woven, minimum 50% wool. Balance of new synthetic fibre;
Size:	150 × 200 cm, thickness 5 mm;
Weight:	1.5kg;
T.O.G.:	2.0 - 2.4;
(thermal resistance	of garment)
Finish:	10 stitches/decimetre or ribbon bordered 4 sides;
Packing:	Compressed water tight wrapping in pressed bales of 30 pcs. Each bale of 30 pcs would be about 0.35 m^3 volume and weigh 50 kg.

3. Heavy duty plastic bucket, 10 litre

Type:	Heavy duty plastic bucket, multi purpose, with lid;
Material:	High density polyethylene (HDPE), food grade material, conical seamless design.
Handle:	Steel-wire bale handle, fitted with plastic roller grip, rust proof;
Thickness:	Minimum 1.0 mm;

Thickness: Minimum 2.5 mm;

Dimensions: Approx. top diameter: 30 cm Approx. height: 30 cm; volume 0.01 m^3

Weight: 450 g.

4. Jerry Cans, 10 litre
Semi-collapsible jerry cans

(Semi-collapsible jerry cans are the preferred option because of the much lower shipping volume, but they are sometimes difficult to obtain locally.)

Type: Semi-Collapsible plastic jerry cans for drinking water;

Material: Manufactured of food grade HDPE (i.e. containing no toxic elements);

Construction: Semi-collapsible; built-in carrying handle, wide enough for adult hand; screw cap linked to container by polymide string; jerry can opening 35 mm (inner diameter); 0.6 mm thick walls; Impact resistance: Must withstand drop from minimum 2.5 m containing maximum volume;

Operating Temperature: -20 to 50°C;

Weight: 200 g/pce;

Packaging: 150 pcs/wooden crate. Each crate weighs 49 kg, volume 0.38 m^3

Non-collapsible jerry cans

As above, except non-collapsible, weight 400 g/pce; 1 mm thick walls; jerry can opening 40 mm (inner diameter)

5. Kitchen Sets Kitchen

Sets - Type A

a) 1 aluminium cooking pot, 7 litre, minimum thickness 1.75 mm, with lid minimum thickness 1 mm, two cast aluminium handles, sandpaper finish.

b) 1 aluminium cooking pot, 5 litre, as above, minimum thickness 1.6 mm.

c) 5 aluminium bowls, minimum thickness 1 mm, 1 litre capacity, rolled edge border, sandpaper finish.

d) 5 deep aluminium plates, minimum thickness 1 mm, 1 litre capacity, sandpaper finish.

e) 5 aluminium cups, minimum thickness 1 mm, 0.3 litre capacity, with handle, rolled edge border, sandpaper finish.

f) 5 stainless steel table spoons, polished finish.

g) 5 stainless steel table forks, polished finish.

h) 5 stainless steel table knives, polished finish.

i) 1 kitchen knife with stainless steel blade, cutting edge 14/15 cm long, 2.5 cm wide with moulded plastic handle.

j) 1 galvanized steel bucket, 15 litre, 0.5 mm thick, tapered with raised bottom, curled brim and metal arch handle.

Packing:

Individual carton: 30 × 30 × 33 cm = 0.02 m^2

Individual carton: 30 × 30 × 33 cm = 0.02 m^3

Weight: Approx. 5.5 kg

Kitchen Sets - Type B

Consists of the following items: a, b, c, (or d) e, f and optionally i).

Packing: 4 sets per carton: 56 × 56 × 19.5 cm = 0.06 m^2

Kitchen Sets - Type C

Consists of the following items: a, c, (or d) e and f.

Packing: 4 sets per carton: 54 × 54 × 19.5 cm = 0.05 m^2

6. Reinforced plastic tarpaulins in sheets

Sheets are 4 m × 5 m each.

Material: Made of woven high density polyethylene fibre; warp × weft (12/14 × 12/14 per inch); laminated on both sides with low density polyethylene with reinforced rims by heat sealing on all sides and nylon ropes in hem; 1000 dernier Min. Stabilized against ultraviolet rays and excess heat for long outdoor exposure (1.5% loss of strength in yarn and in lamination); provided with strong aluminium eyelets or equivalent on four sides of the sheet at 100 cm centre to centre.

Dimensions: Thickness: 200-230 microns; weight 190 g/m^2; density 0.9-.95 kg/cubic decimetre.

Tensile strength: Min. 600 N both directions of warp and weft (BS 2576, 50 mm grab test or

Strength:	Min. 300 N both directions of warp and weft (BS 2576, 50 mm grab test or equivalent).
Tear resistance:	100 N Min. both directions (BS 4303 wing tear or equivalent).
Heat/cold resistance:	Flammability: flash point above 200°C.
Colour:	Blue one side white on reverse; UNHCR logo.
Weight:	4.8 kg per piece, packed in bales of five, weight per bale 22.5 kg; volume per bale 0.045 m^3.

7. Soap bars:

Composition:	Min. 70% fatty acid: max. 20% moisture, max. NAOH 0.2% max. NACL 1.25%; no mercury content. Local standards of lower content of fatty acid might be acceptable.
Weight:	Soap bars should be approx. 125 g/piece.

8. Double Fly double fold centre pole tent

Family sized tent.

External dimensions:	4.4 m × 4.4 m (outer fly), surface area 19.36 m^2, centre height 3 m.
Internal dimensions:	4 m × 4 m, floor area 16 m^2, centre height 2.75 m, side wall height 1.8 m (25 cm distance between outer and inner fly).
Material:	Cotton canvas; 100% cotton yarn (10/2 × 10/2 twisted in warp 42/44, weft 24/26 threads per inch, plain weave); 15-16 oz/m^2. Canvas to be free of weaving defects and finishing faults adversely affecting strength,

	waterproofness and durability. Water proofing/resistance to water penetration by paraffin wax emulsion and aluminium acetate to withstand 20 - 30 cm hydrostatic head. Stabilization against decomposition of the fabric (rot-proofing) with copper napthanate.
Poles/ropes/pegs:	4 aluminium or bamboo poles for roof corners (2 m × 22 mm diameter); heavy duty sectional steel tube (or aluminium or bamboo) centre pole, plastic clad or galvanized (3 m × 50 mm diameter). Complete with ropes made of 9mm 3 strand polypropylene; 24 T-Type bars 40 mm × 40 mm, 50 cm long; 12 iron pegs (25 cm × 9 mm diameter), one iron hammer of 1 kg; one repair kit with one straight and one curved needle with 20 m of suitable thread for tent repair, illustrated assembly instructions with list of contents.
Groundsheet:	Reinforced PVC groundsheet 250g/m^2.
Packing:	All rolled into a canvas bag. Weight 100-130 kg, dimensions: 2 m × 50cm diametre (0.4 m^3).

Annex 2 - Planning Vehicle Needs

1. Assessing needs

Assessing vehicle needs involves not only calculating the vehicles which are needed, but also assessing what vehicles it will be possible to operate and maintain in the area of operation. Make sure that the existing infrastructure (roads, workshops and fuel) is fully evaluated before obtaining vehicles.

What will the vehicles be used for and how many are needed?

Heavy vehicles

i. Will the vehicles be used for - transporting people or relief supplies?

ii. What will be the frequency of use (one off transport, or scheduled deliveries for distribution)?

iii. What is the total quantity (of goods or people) to be transported?

iv. Are any special configurations necessary: if a truck is to carry dangerous goods e.g. fuel, ensure that dangerous goods regulations are followed.

Light vehicles

i. How many vehicles are needed for staff? In an emergency, it is advisable to have a ratio between light vehicles and international staff of 1:1. In more stable situations, slightly fewer vehicles per staff member may be acceptable.

ii. What special vehicles might be needed (e.g. ambulances for transporting vulnerable refugees)? The main categories of light vehicles which might be useful are: sedan and minibus (4x2 only), and station wagon, van, pick-up, and ambulance (both 4x2 or 4x4).

What configurations of vehicles are needed?

i. What is the condition of the routes that will be used? tarmac roads, good unpaved roads (with stone or macadam surface), sand or dirt trails, or no roads (in which case consider animals for transport).

ii. How long are the journeys expected to be?

Light vehicles

i. What configuration light vehicles should be used according to road conditions: 4×2 or 4×4?

Heavy vehicles

i. What configuration for heavy vehicles should be used according to the road conditions: 4×2, 4×4, 6×2 or 6×4?

ii. Should trailers be used? Trailers can be more economical, i.e. - with a relatively small investment one is able to transport twice the amount of cargo. The following configurations for heavy vehicles (trucks/trailers) could be appropriate:

i. Truck with trailer (6×2 or 6×4) with a combined capacity of 20-40 MT for transport up to 3,000 km 2-7 day trip, normally for use on tarmac roads;

ii. Truck (6×4, 4×4, 4×2) for intermediary distribution with a capacity of 10-15 MT (normally 1 day trip) on unpaved roads with stone or macadam surface;

iii. 5-10 MT capacity trucks on tracks and trails (generally for trips of half a day or less up to distribution points).

Trailers

Prior to purchasing trailers, the following additional questions should be considered:

i. Are the roads and bridges suitable to drive on with trailers?

ii. Are the drivers capable of driving with trailers?

iii. What are the regulations in the country regarding the weight and length of truck-trailer combinations?

iv. What type of trailer is needed? Can the trucks be operated with trailers or would tractor trailers be better? Can the trailer be transported on the truck on empty runs? Ensure there are air-brakes, a towing hook, extra fuel tanks and spare wheels. Particular attention must be paid to the tow-bar strength and number of axles.

What makes and models of vehicles would be appropriate?

i. What makes of vehicles are maintained (to supplier specifications) by local service dealers? The heavy vehicle fleet must be standardized to suitable makes and models already operating in the country. If a mixture of models of truck is unavoidable, it may still be possible to standardize to a single make.

ii. What is the availability of vehicles: the spare capacity of local transport companies, and possibility of purchasing new or second hand vehicles?

Infrastructure (fuel, workshops)

i. Is there a service network available with the know how to maintain the fleet, or will it be necessary to set up dedicated workshops and fuel stations?

ii. Are there sufficient spare parts and tyres in the local market, or must they be imported?

iii. Is fuel (diesel and gasoline) and are lubricants readily available in the area of operation? (note the number of fuel stations, capacity and likely availability of fuel at each).

2. Sourcing vehicles

Vehicles (whether light or heavy) can be: rented locally, provided by the government, loaned from another UN Office in the region, re-deployed from another UNHCR operation, or purchased. Heavy duty vehicles can also be provided under a standby arrangement (see Catalogue of Emergency Response Resources, Appendix 1). If trucks are to be purchased internationally, send a request to the Supply and Transport Section in Headquarters by completing the appropriate form (Operations Analysis Form for Trucks - request this from Headquarters if necessary). In order to analyze the procurement options, take into account the following:

i. Expected length of operation. If the expected length of the operation is short, (3 - 6 months), or the situation is very unstable, it may be better to rent, loan or re-deploy rather than purchase vehicles, because of high initial costs;

ii. Comparative costs. Compare the cost of renting vehicles with the cost of purchasing them (including delivery costs). Consider purchasing second-hand vehicles if they are in good enough condition;

iii. Servicing and other benefits. Take into account that renting vehicles will

include servicing and other benefits (such as drivers, insurance) which would need to be separately arranged if the vehicles are re-deployed, purchased, or loaned;

iv. Time. Light vehicles can be quickly deployed from the UNHCR emergency stockpile (see Appendix 3). Purchasing new vehicles can be very time consuming, because of long delivery times (up to 8 months if they are manufactured to order, which is usually necessary for the configuration of heavy duty vehicles for UNHCR operations). If there is an urgent need for heavy vehicles, inform Supply and Transport Section at Headquarters of the vehicle requirements and infrastructure, who will look into possible options (re-deployment, purchase etc.) in the international market and regionally. If it becomes necessary to purchase vehicles, early notification and action will be a priority;

v. Other options. Consideration could also be given to the possibility of "grafting" the heavy vehicle fleet onto a large national or regional transport organization. That organization's infrastructure, including workshops, offices, etc., would then be immediately available as would its accumulated experience of operating in the country.

The vehicles exclusively involved in the operation should be individually numbered and distinctively marked -for example, white with blue markings.

3. Fuel and Maintenance Facilities

There must be adequate servicing facilities, including sufficient supplies of fuel and spare parts. Maintenance and repair must be carried out regularly and as per

manufacturers' standards, either through local service dealers or through a UNHCR workshop. Regular maintenance will prevent minor problems turning into major ones. Proper driving and care by the drivers can be an important factor in keeping vehicles on the road and prolonging their life. Adequate training, incentives and supervision will be the key to this.

Fuel and lubricants

- **Assured supplies of fuel and lubricants must be available where they are needed (make sure oil and lubricants are in accordance with manufacturer's specifications - and new). This may require separate, secure storage arrangements and an additional fleet of fuel tanker vehicles. It may be necessary to establish fuel stations to ensure fuel supplies.**

Spare parts and workshops

Consumable items (filters, shock absorbers, brake linings etc.) and spare parts must be available, especially tyres: tyre life may be no more than 10,000 km in rough desert or mountain conditions. Arrangements for maintenance and repair include:

i. Making use of or strengthening existing facilities:

Existing commercial, government or UN facilities (e.g. WFP or UNDPKO) may be able to service additional UNHCR vehicles or could be strengthened in order to do so;

ii Establishing dedicated workshops:

Workshops may have to be established by UNHCR solely for the operation - for example a central, fully equipped workshop, including personnel, tools, soldering capacity, spare parts store, and transport administration office. In addition, depending on the size and area of the operation, consider also having smaller workshops and transport administration offices closer to isolated destinations;

iii. Mobile workshops and heavy recovery vehicles may also be necessary:

Always ensure there is recovery capacity for trucks, such as mobile workshops, recovery trucks, winches, etc.

Annex 3 - Stock Management Systems

This annex gives an indication of the basic components of a stock management system. The minimum level of controls necessary will vary with each operation. Simple controls and accounting established from the start will be much more effective than a sophisticated system later. No system will be effective unless it is understood by those required to operate it. Training will be required for all staff involved. All these documents are UNHCR forms apart from waybills. The computerized UNHCR Commodity Tracking System (CTS) relies on the information contained in this paper system.

1. Stock Control

i. Pipeline report: each order or consignment (including contributions in kind), should be tracked using a pipeline report. This records all stages of stock movement from the initial request for goods through, as applicable,

requests for tenders, placing of order, notification of shipment, planned delivery time and place, actual time of arrival, and distribution details.

ii. A simple board where progress can be monitored visually is likely to be very useful and can be set up at once.

2. Source Documents

Source documents identify the quantity of the commodity, specifications, packaging, value and origin.

i. Purchase order. This 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.

ii. Contribution Advice Form (CAF)/Donation Advice Form (DAF). When contributions in kind are pledged, Fund-raising and Donor Relations Services in Headquarters issues a CAF or DAF. This gives similar information to a purchase order and the information should be used to track the goods until final distribution in order to account to the donor as stipulated in the CAF/DAF.

3. Authorization Documents

i. Release Request. This is a formal request for goods which authorizes warehouse staff to release goods from stock.

ii. Transporting/Warehouse Request. This gives formal approval for NGOs to use UNHCR transport or warehouse facilities for their goods.

4. Certification Documents

There are a number of documents which are used to certify that goods have been received, delivered, and/or sent in good order.

i. Waybill/Air Waybill/Bill of Lading. This is the shipping document and contract with the transporter showing the destination and accompanies the goods from the port of loading to the contracted destination in duplicate. This document is the basis for customs clearance and enables staff to check goods actually received against those loaded. Duplicate copies are also used by procurement staff to verify goods dispatched against those ordered (i.e. against the purchase order form). Where the movement is between UNHCR warehouses, use the delivery note (attached as Annex 4).

ii. Release Note. This is used when goods are collected at the warehouse and the goods leave UNHCR's stock control system - the person (driver or consignor, for example an NGO) who collects the goods certifies that goods have been received in good order.

iii. Delivery Note (see Annex 4). The delivery note is sent with the goods when they are transported (under UNHCR's control) to another location (for example another UNHCR warehouse). The receiver of goods signs the delivery note to certify that the goods have been received in good order, and a signed copy is returned to the sender. It is used when the goods have been sent by rail, road or barge (an "Aircargo Manifest" is used where the goods have been

transported by air).

iv. Receipt Note: Where goods have been received without a delivery note or waybill/bill of lading, a receipt note is signed by the receiver of the goods and sent to the sender for certification.

5. Warehouse documents

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.

i. Daily Incoming Shipment Log Sheet. This is used to record basic details of all inward consignments - description of goods, quantity, supplier, name of person receiving and date of receipt, with cross reference to waybills (above).

ii. Daily Outgoing Shipment Log Sheet. This is used to record basic details of all outward consignments - description of goods, quantity, destination, and date of dispatch, (with cross reference to waybill, delivery or receipt note).

iii. Stock card (sometimes called a bin card). One stock card for each different commodity in the warehouse is used to record every in and out movement of that particular commodity, with cross reference to the appropriate entries in the incoming/outgoing log sheets. It gives a running balance. Where possible those actually receiving and issuing the goods should not also be responsible for maintaining the stock card.

iv. Daily stock report (see Annex 4). This gives basic details of goods in stock and the quantity, value, weight of these commodities for each warehouse location.

v. Loss/damage report: to report loss or damage to stock (whether incurred during transport or storage).

Movement of goods

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 certified duplicate of the Delivery Note or Waybill. 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 authorization and receipt are carefully chosen, and signatures controlled (combining them with a UNHCR seal is recommended), this should be an effective initial safeguard.

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

Vehicle Daily Log Sheet

Date:	Starting Mileage:

Vehicle Check:

☐ Oil	☐ Water (Radiator	☐ Brakes	☐ Front Lights	☐ Rear Lights

	& Windscreen Washer)	(Foot & Hand)		
☐ Tool Kit & Jack	☐ Spare Tyre	☐ Vehicle Clean	☐ Full Tank	☐ Radio Check

Driver (Print Name):	Driver's Signature:

Destination	Passengers	Time Out	Time In	Official / Private	Starting km Reading	Ending km Reading

Fuel (liters):	Mileage when fueled:
Fuel (liters):	Mileage when fueled:
Engine Oil (liters):	Engine Oil (type):

Remarks:

Annex 4

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

Delivery Note

Distribution:	
2 copies for Destination *	(Yellow and Blue)
1 copy for UNHCR	(White)
1 copy for Driver	(Pink)
1 copy for Dispatch Warehouse	(Green)

Delivery Note No.

Page _____ of _____ Pages

Issuing Warehouse / Location (Consignor)	**Release Authority**
Receiving Warehouse / Location (Consignee)	**Convoy Number (if applicable)**
Final Destination	**Container Number (if applicable)**

Route	**Transporter** (Print Contractor Name)
Rail Wagon **Vessel or** **Vehicle Plate No.**	**Driver** (Print Name) **Signature**

Control No. PO or Donor	Item Description	Packing Unit (PU)	Pieces per PU	PU Weight Gross Kg	No. of PU Loaded	No. of PU Unloaded	Loss / Damage Remarks

Total No. of PUs Loaded **Total Kg Loaded**

Delivery Note prepared by (Print Name):	Date	Signature
		OFFICIAL SEAL

** All items have been LOADED

Loading Supervisor (Print Name):	Date	Signature	Loading Time:

			Start Finish

** All items have been RECEIVED except as circled and as per remarks above, or on the reverse;

Unloading Supervisor (Print Name):	Date	Signature	Unloading Time: Start Finish

OFFICIAL SEAL

1. The Consignee at the receiving warehouse must check the quantity delivered and note any loss or damage.
2. ** Any losses or damages must be noted on this form by the Unloading Supervisor.
3. * The consignee at the receiving warehouse must sign all three copies of this Delivery Note and hand over two copies signed and stamped to the driver who will return the Blue copy to the Issuing Warehouse / Consignor.

Annex 4

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

Daily Stock Report

Prepared by:
Checked by:
Distributed:

Organization / Office:	Location:	Date:

Commodity					Stocks Quantity in Pieces or Net Kgs				Remarks:
Control No. PO or Donor	Description (Specific)	Packing Unit (PU)	Pieces per PU	Net Kg per PU	Opening Balance	Issued	Received	Closing Balance	

Figure

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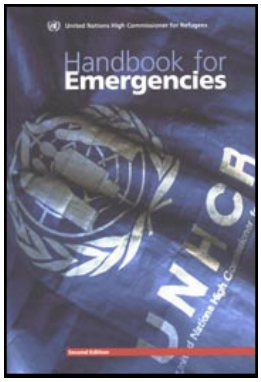

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19. Voluntary Repatriation

Figure

Overview

Situation

Voluntary repatriation operations, even when planned in advance, may have many of the characteristics of an emergency, as defined in this Handbook. They often have to be organized at short notice and require "an extraordinary response and exceptional measures". Mass unplanned repatriation, especially when carried out in less than optimum conditions can resemble an emergency caused by a sudden influx of refugees.

Objectives

To seek permanent solutions for the problem of refugees by assisting with their voluntary repatriation in safety and dignity and their successful and durable reintegration into their home society.

Principles of Response

- **The decision whether or not to return home belongs to the refugees. They should neither be forced to return, nor prevented from doing so;**
- **The voluntary nature of the repatriation must be verified and safeguarded by UNHCR.**

Action

- **Deploy sufficient staff to collect information on the intentions of the returnees and to assess whether the repatriation is voluntary or not;**

- **Collect information in the country of origin concerning the conditions for return, share this information with the refugees;**

- **Define the nature of UNHCR's involvement in the repatriation, communicate this to all staff, and to governments and other agencies as appropriate;**

- **Provide assistance to returnees on the way home and upon arrival, if required, in line with the nature of UNHCR's involvement in the repatriation.**

Introduction

1. Voluntary repatriation operations can have many of the characteristics of an emergency operation in that they too may require "extraordinary response and exceptional measures" and often have to be organized on short notice. This chapter gives brief guidance on voluntary repatriation particularly in emergency circumstances, but further reference must always be made to the Handbook, Voluntary Repatriation: International Protection, UNHCR, 1996.

2. Voluntary repatriation is the preferred solution for the plight of refugees. Article 1 of the Statute requires the High Commissioner, to assist "Governments and, subject to the approval of the Governments concerned, private organizations to facilitate the voluntary repatriation" of refugees falling within the scope of the Statute.

3. Voluntary repatriation is usually characterized either as:

i. "Organized" - i.e. where refugees return in an organized manner assisted by UNHCR, or

ii. "Spontaneous" - i.e. where refugees return by their own means rather than as part of an organized operation.

4. Spontaneous return may take place unexpectedly, sometimes in conflict situations. UNHCR needs to position itself to provide timely and effective protection and assistance along routes of return and in the country of origin. In addition information on the conditions prevailing in the country of origin should be provided to the refugees (e.g. concerning landmines, routes of return and border conditions).

Spontaneous, mass repatriations are the most likely to require an exceptional response and extraordinary measures.

UNHCR's Role in Voluntary Repatriation

5. UNHCR's role in voluntary repatriation includes the following:

i. Verify the voluntary character of refugee repatriation;

ii. Promote the creation of conditions that are conducive to voluntary return in safety and dignity;

iii. Promote the voluntary repatriation of refugees once conditions are conducive to return;

iv. Facilitate the voluntary return of refugees when it is taking place spontaneously, even if conditions are not conducive to return;

v. Organize, in cooperation with NGOs and other agencies, the transportation and reception of returnees, provided that such arrangements are necessary to

protect their interests and well-being; and;

vi. Monitor the status of returnees in their country of origin and if guarantees given by the country of origin are adhered to. Intervene on behalf of the refugees if necessary.

6. UNHCR should maintain objective and up-to-date information about the situation in the country of origin. Personnel on the ground should stay in close touch with refugees' thinking on the possibility of voluntary repatriation, and keep the refugees and concerned governments informed accordingly.

7. A distinction should be made between "promotion" and "facilitation" of voluntary repatriation. Repatriation should only be promoted when it appears, objectively, that the refugees can return in safety and with dignity[1] and the return has good prospects of being durable. UNHCR can promote voluntary repatriation without being in charge of organizing all aspects of the return movement. Frequently, members of a group will make their own arrangements for return, with or without assistance from UNHCR.

8. When UNHCR does not consider that, objectively, it is safe for most refugees to return, but even so refugees indicate a strong desire to return voluntarily and/or have begun to do so on their own initiative, UNHCR must be careful not to promote the repatriation, but may take some steps to facilitate it.

UNHCR must make clear to the authorities and the refugees that support for such repatriation is based on respect for the refugees' free decision to repatriate and cannot be interpreted as an indication of adequate security.

9. Facilitating repatriation can, depending on the circumstances, include providing information to the refugees, advising on the limits of UNHCR protection and material assistance during and after their return, negotiating amnesties, establishing a presence in the country of origin and monitoring their treatment. The issue of material assistance requires careful handling, so that assistance is not interpreted as a pull factor nor as promotion of repatriation by UNHCR.

10. Where there is a mass spontaneous repatriation in conditions where UNHCR does not consider that, objectively, it is safe for most refugees to return, and in emergency conditions, Headquarters advice should be sought to define UNHCR's role in such circumstances.

> **1** ***"Safety" means legal safety, physical security and material security or access to land*** **or** ***means of livelihood. "Dignity" includes the concept that the refugees are treated with respect by national authorities including restoration of all their rights.***

Conditions For a Voluntary Repatriation

11. In a voluntary repatriation, there must be:

- **Safeguards as to the voluntary nature of the return;**
- **Safeguards as to treatment upon return;**
- **Continued asylum for those who do not repatriate and remain refugees.**

Voluntary Nature of the Return

12. Ensuring the voluntary nature of the return includes ensuring

i. The decision to repatriate is made freely;

ii. The refugees are making an informed decision based on an accurate country profile;

iii. The decision is made expressly.

13. Voluntariness must be viewed in relation both to conditions in the country of origin (calling for an informed decision) and the situation in the country of asylum (permitting a free choice).

Voluntariness means there should be no pressure on the refugee to repatriate.

14. A field office should analyze both factors, relying for the first, to a large extent, on direct interviews with all segments of the refugee community, including women. Consider refugee attitudes both towards changed circumstances in their home country and towards the situation in the country of asylum.

15. Voluntariness also means that the refugees should not be prevented from returning. In certain situations, economic and political interests in the country of asylum may lead to interest groups trying to prevent repatriation.

16. What ever the nature of the repatriation, the refugees should be kept fully in formed of the situation in the country of origin in order to guarantee the voluntary nature of the return. Though refugees are often already well informed, it may be necessary to provide additional information on the situation in their home country.

17. Information should be available about their planned reception and prospects for reintegration into national life. They will want to know if they have the right to repossess their old houses and land, what the type and amount of material support they will initially receive, what they can take with them, etc.

18. Many of their questions may be best answered by:

i. Arranging for refugee representatives (including women) to make a visit to the home area to see the situation at first hand, if this is possible (go and see visits);

ii. Assisting with the exchange of letters;

iii. Enabling communication by radio with relatives in the country of origin;

iv. Displays of information about home conditions;

v. Formal or informal discussions with recent visitors to the area of return, or through visits to the refugee camps of returnees or country of origin local authorities.

19. Whatever the method, care must be taken to ensure that the refugees are given as fair (and objective) a picture as possible of conditions in their home area.

20. The refugees must freely express their intent to repatriate. They may be unused to taking individual or family decisions of this nature, but programmes must be structured so that their rights in this regard are safeguarded, for example by using volrep declaration forms.

21. In instances of organized return, the use of a voluntary repatriation declaration form is recommended (see Annex 1). Where there is any risk of coercion, either from outside or by factions among the refugees, the form should be signed in private in front of a UNHCR officer or other neutral witness. He or she may need to interview the refugees to ensure that their decision is truly voluntary. Where circumstances allow, more informal confirmation of Voluntariness than these may be used and simple lists of names may suffice.

In cases of massive spontaneous return, completion of a voluntary repatriation form will not be realistic and UNHCR must position officers along the routes of return to monitor, interview and intervene where necessary to determine if instances of coercion are taking place.

Treatment on Return

22. The durability of voluntary repatriation depends, to a large extent, on the protection given to returnees during their reintegration into their home country.

23. The state of origin bears responsibility for the protection of returnees, its nationals. However, UNHCR involvement with returnees is justified by virtue of its protection role on behalf of refugees and the Office's statutory responsibility to seek voluntary repatriation as a durable solution for refugees.

24. UNHCR cannot guarantee safe treatment to the returnees, though they will often request such assurances. UNHCR's involvement with returnees is set out in more detail in the UNHCR Handbook, the Voluntary Repatriation Handbook, which includes information on amnesties and monitoring.

Amnesties, Assurances. Guarantees

25. In any voluntary repatriation, appropriate legal safeguards are essential. UNHCR recommends that, in addition to conditions set out in a repatriation agreement, governments independently promulgate amnesties or legal guarantees for returnees. Such declarations should include the right to return, freedom of residence, and the provision of an amnesty. As a minimum, they should stipulate that returnees not be subjected to any punitive or discriminatory action on account of their having fled their country.

26. If the government consults UNHCR when drawing up an amnesty, it is particularly important to propose that the amnesty should be both:

i. A group amnesty - the amnesty should be extended on a group basis, rather than requiring individual determination;

ii. A blanket amnesty - the amnesty should whenever possible be a blanket one, not distinguishing between different types of prior 'crimes'. Such distinctions can create major problems, for example in a situation where a clear differentiation between political and criminal offenses may not be possible. Unless the amnesty is a blanket one, repatriates may not know if they are covered until they return, which may be too late. If a complete blanket amnesty is not possible, then a time limitation on the amnesty (offenses committed before or after or between given dates) should be the aim.

Monitoring

27. UNHCR must have direct and unhindered access to returnees to monitor their safety and reintegration conditions. This should include access to prisons or detention centers (liaison with ICRC and Human Rights will be important in this regard as well as information-sharing with other NGOs working with returnees).

28. If returnees are at risk due to inadequate state protection, UNHCR should intervene on their behalf as appropriate, for example by remedial action, or formal protest at local, national or even regional level, and ensure there is good reporting. If the insecurity persists, UNHCR would have to review its policy on return.

29. UNHCR's returnee monitoring role alone will never provide a mechanism for ensuring the safety of returnees and respect for international human rights standards in the country of return. It can be a helpful influence to enhance respect for amnesties, guarantees, the rule of law and human rights but should never be seen as a substitute for state responsibility.

Continued Asylum for Those who Remain Refugees

30. Any voluntary repatriation programme must be complemented by measures to ensure continued safe asylum of refugees and international protection for those who choose to stay longer in the country of asylum. Some refugees may continue to harbour a well-founded fear of persecution and who therefore do not wish to repatriate. There may be others who delay their decision, or even initially decide against repatriation, in order to see how the first fare.

31. This may mean the continuation of any existing operation, but for a reduced number of beneficiaries. Local integration in the country of asylum is the preferred option for a residual caseload of refugees who remain after the completion of a

repatriation programme and who are unable for one reason or another to return to their country of origin. However, in rare circumstances, it may mean a resettlement project of some kind for those who remain refugees.

32. If there is a serious problem of coercion, or intimidation, it may be necessary to move those who decide not to repatriate to another location immediately after they have reached this decision. This, too, should be foreseen and covered in any voluntary repatriation agreement.

Other Protection Concerns

Vulnerable groups

33. Throughout all phases of the operation particular attention has to be paid to vulnerable groups such as unaccompanied children, unaccompanied elderly, the disabled and chronically ill as well as specific needs of unaccompanied women and single heads of households. In large scale spontaneous repatriation movements, family members may become separated during the operation and it will be necessary to establish tracing services to reunite families. During registration the identity of vulnerable refugees, particularly those with special needs, and of persons with close links to the vulnerable in the country of asylum or country of origin, should have been recorded.

Preparing for Repatriation

34. The steps below should be considered in any kind of repatriation, including in emergency circumstances. The management principles described in chapters 1 to 9 should be referred to (e.g. planning, needs assessment and implementation) and

reference should also be made to chapter 18 on supplies and transport.

Being Prepared for Spontaneous Repatriation

35. Proactive steps to ensure preparedness for spontaneous repatriation include:

i. Being well informed about the refugee caseload, in particular its origin, history, composition, reasons for flight, and its view of developments in the country of origin;

ii. Liaising closely with the UNHCR office in the country of origin to determine whether internally displaced people are returning home or other developments which could lead to a return movement. Such return movements are often sparked by refugee fears that they could lose their land, property or jobs if they do not return;

iii. Being in close touch with the prevailing concerns of the refugees.

36. If indicators for a spontaneous repatriation are present, contingency planning should take place, including identifying protection and material assistance needs in the country of origin and en route, and establishing a capacity for monitoring in areas of return including a direct UNHCR or operational partner presence.

Agreement Between the Parties

37. Whenever possible, a formal voluntary repatriation agreement should be concluded between the governments of the countries of asylum and origin and UNHCR in the form of a tripartite agreement. A tripartite commission should in any

event be established as soon as possible when voluntary repatriation is forseen. However, it is important that UNHCR not enter into tripartite repatriation arrangements without due consultation with the refugees, and that their preoccupations are always kept foremost.

38. UNHCR's role in developing repatriation agreements is to:

i. Work with the two governments to ensure that any such agreement respects the basic protection considerations already outlined;

ii. Help provide material assistance, where necessary, to enable the agreement to be implemented;

iii. Monitor the return programme, with particular attention to protection, and to ensure free and unhindered access will be given to returnees. UNHCR should also be present in the country of origin to monitor returnee reintegration.

39. The actual content and scope of the formal agreement will depend on the circumstances. An example can be found in Annex 5 in the Handbook Voluntary Repatriation International Protection Handbook.

40. The question of whether those wishing to repatriate are in fact nationals of their claimed country of origin may arise. Responsibility for determining this rests with the government of the country of origin. However, if particular issues arise over nationality claims or problems related to statelessness that cannot be resolved at field level, contact HQ for advice on how to proceed.

Coordination

41. UNHCR is likely to be responsible for the practical coordination of an operation which by definition will involve more than one country.

42. Cross border communication and coordination between UNHCR offices on both sides of the border can make or break an operation.

The underlying principle of cross border coordination should be that voluntary repatriation operations have to be determined by the conditions, absorption capacity and preparedness in the country of origin.

43. One UNHCR officer should be designated with overall responsibility for the repatriation operation in countries of asylum and origin, and for the actual movement, for example the Representative in the country of origin. The need for a coordinator is even greater when substantial repatriation will take place from more than one country of asylum. The designation of a focal point officer at Headquarters is equally important.

Staff

44. Because of UNHCR's protection responsibilities, such operations are often staff-intensive in the field. UNHCR staff may be needed to:

- ❑ **Witness the refugees' voluntary declaration of a wish to repatriate;**
- ❑ **Maintain a presence, sometimes a continuous one, in the settlements, along routes of return, at border crossing points and in the transit and arrival**

centers;

- ❑ **Accompany the returnees during the journey;**
- ❑ **Monitor treatment of the returnees on return;**
- ❑ **Mount those parts of the logistical operation not contracted out to operational partners and monitor those that are.**

Estimation of Numbers

45. An important element for planning is the number of refugees likely to repatriate, which will rarely be known accurately for a variety of reasons. Nevertheless, a best estimate will be required, and assumptions will need to be made. Plans must be flexible, taking into account the fact that a common pattern is a slow start as refugees wait to see how the initial movements go and how the first repatriates are received.

46. Information should be obtained on:

i. The numbers of refugees intending to repatriate. Estimates should be obtained by random sampling of intentions, discussions with refugee elders, leaders, women, teachers and others in touch with the community and who are aware of likely intentions. Assumptions can also be drawn from observing current spontaneous return and identifying obstacles being faced by the returnees;

ii. The number of refugees for whom repatriation is unlikely to be an option at

this stage;

iii. Current location and numbers of refugees in the country of asylum;

iv. Province and district of origin (intended destination) in the country of origin. Determination of priority provinces and districts of return will be based on the number of potential returnees;

v. Lists of those with special needs.

47. Information for a repatriation operation, including iii - v above, should be computerized if possible using the FBARS (Field Based Registration System) and consist of information obtained during the initial registration when the refugees first arrived and periodically updated thereafter (see chapter 11 on registration and population estimation).

Likely Routes of Return

48. Identify principal routes of return from the refugee camp to the destination in the country of origin based on the likely methods of return (roads, trains, airports, etc.). Identify border crossing points (primary, secondary, tertiary and minor foot paths). Consider which routes are safer, and where there may be dangers of mines.

49. A range of maps with varying degrees of detail should be compiled. Data from FBARS can be imported into maps, charts and graphs. Use standard names and spelling for all locations since in may cases these may have changed.

Mass Information Campaign

50. In addition to ensuring the refugees have access to accurate information on conditions in the country of origin, they should also have direct access to information about the voluntary repatriation operation itself. Posters, leaflets, verbal presentations, radio and TV programmes, etc. in the refugees' language(s) should be used to explain as thoroughly as possible the envisaged voluntary repatriation operation. A simple leaflet, setting out the formalities to expect on arrival and arrangements made, can do much to help the repatriates and facilitate the reception process. It is important that at each stage of this information campaign care is taken to ensure it is as objective as possible and that no false expectations are raised. Do not hesitate to tell a refugee that the answer to some questions about specific conditions in the country of origin is not known.

It should also be made clear to the refugees that on return he or she is outside the scope of UNHCR's protection responsibilities and once more subject to national laws.

Departure

51. Registration: Annex 1 contains a sample registration form - the Voluntary Repatriation Form (VRF), including a declaration of intent to repatriate. Where the Field Based Registration System (FBARS) for the computerization of the registration data has been used, precompleted VRF forms can be produced. These computer printed forms contain the required data on those individuals and families wishing to repatriate and the print-outs can be signed by those concerned.

52. Deregistration: Upon departure to their country of origin, repatriates have to be de-registered from any camp or assistance related records to ensure a proper scaling

down and adjustment of assistance in the country of asylum.

53. Assembly prior to departure: Unless repatriation can take place directly from the settlements, special arrangements will be required for transit centers prior to the actual move, including transport, accommodation, food and basic health care as well as the orderly completion of the necessary administrative formalities. In some circumstances, registration may conveniently take place at the transit centers.

54. If repatriation takes place by means of organized transport, computerized passenger manifests, allocating passengers to convoys, could be prepared using the FBARS repatriation module. This will also allow the system to deregister refugees who are repatriating and exclude them from assistance in the camps.

On Route

Organized Repatriations

55. Identify sources of emergency assistance already available along the routes of return (medical facilities and potable water sources). Where sufficient assistance is not already available there will be a need to establish temporary "way-stations" for rest and overnight accommodation, food distribution (prepared food or cooking facilities), first aid stations, water points, etc. The form and degree of assistance required will, in part, depend on the means of transportation used by the returnees. Other issues for consideration include availability of fuel and facilities for vehicle repair.

56. A considerable UNHCR presence will be required to monitor and verify the voluntary nature of return, to assess needs and to coordinate with offices in the

country of origin and asylum. They should provide up to date information on numbers, needs and likely routes to be used.

Mass Spontaneous Repatriations

57. Where UNHCR is providing assistance in mass spontaneous repatriation, the same issues need to be considered as above. However, providing the assistance to a large unorganized mobile population will present challenges, and there will be additional protection concerns. The following steps should be taken:

General Arrangements

- ❑ **Establish or strengthen positions on the routes (way-stations) for the provision of protection and assistance for the mobile population. Factors determining location of way-stations include, availability of water and mode of transportation of the refugees. If the refugees are traveling mainly on foot, the distance between the way stations en route should be closer to one another than if the refugees are traveling mainly in vehicles;**

- ❑ **Establish a visible UNHCR presence at way-stations using flags, UNHCR stickers and other visibility material. Ensure that UNHCR staff can be clearly identified, particularly those in mobile teams;**

- ❑ **Designate which UNHCR office will have responsibility for which sections of the route;**

- ❑ **Make arrangements to support UNHCR staff living temporarily at way-stations by providing tents or other accommodation, drinking water, cooked**

meals, etc.;

❑ Establish mobile assistance along the routes, between way-stations;

❑ Install fax, PACTOR or other means of written telecommunication at UNHCR temporary offices along the route;

❑ Equip all UNHCR vehicles with communication equipment;

❑ Arrange for a common radio channel through which all organizations involved can communicate;

❑ Put one experienced radio operator and/or technician in charge of coordinating the telecommunications along the whole route;

❑ Have debriefing meetings in the evening and allocate tasks for the following day;

❑ Introduce a single common numbering system for all vehicles;

❑ Communicate the daily movement plan through staff meetings, bulletin boards and daily sitreps;

❑ Provide information to the refugees on the location of way stations, etc. through the placement of signs along the route in languages that the refugees understand, through announcements on local radio stations and announcements using megaphones;

❑ Make preparations for reception in the country of origin - at the border

transit centers, and in likely districts of return, e.g. prepare the local population, as well as local government, and negotiate reception and treatment at the border;

❑ Establish or strengthen a presence in the country of origin to facilitate integration and monitor treatment of returnees.

Protection and material assistance

❑ Set up temporary water tanks with tapstands at way-stations (e.g. using bladder tanks);

❑ Fill water tanks by pumping from local sources or tankering, ensuring adequate treatment of the water;

❑ Preposition sufficient quantities of water treatment chemicals at way-stations and/or water collection points;

❑ Establish mobile water maintenance teams;

❑ Arrange for water tankering and refilling of water tanks at night if necessary;

❑ Fit water tankers with distribution taps for mobile water distribution;

❑ Provide refugees with small jerrycans (2-5 liter) which can be carried easily;

❑ Demarcate defecation areas (or trench or other latrines) at way-stations,

designate people to encourage and control their use;

❑ Identify teams for cleanup of defecation (or latrine) areas, during their use and to restore the area following the end of the population movement;

❑ Preposition lime for cleanup of defecation areas;

❑ Reinforce existing hospitals and health centers which are on the routes with staff and supplies. Establish health facilities at way-stations and mobile health teams in between the way-stations. Ensure that there are adequate supplies of Oral Rehydration Salts with health centers and mobile health teams;

❑ Try to prevent refugees concentrating in one area to avoid transmission of epidemics;

❑ Preposition high energy biscuits or other convenient food (preferably types requiring little or no cooking) and distribute them at way stations;

❑ Position staff with responsibility for unaccompanied minors at all way stations;

❑ Establish mobile teams to identify and collect unaccompanied minors;

❑ Ensure that staff responsible for the care of unaccompanied minors are highly visible;

❑ Clearly define which types of people are to be considered "vulnerable" for the purposes of the population movement and ensure that all the

organizations involved are using the same criteria for identification and care;

❑ **Arrange separate transport to collect vulnerable persons, and their families.**

Travel Formalities

58. Immigration formalities: Every effort must be made to avoid the need for individual or family clearance to repatriate by the country of origin before movement. Not only would this create major practical problems and delays, it would also be contrary to the spirit of any properly comprehensive general amnesty. If individual travel documentation is required at all, the registration form should suffice.

59. Customs formalities: Customs formalities are generally waived or simplified in repatriation operations but this should be checked well in advance. Special arrangements may be needed where the refugees wish to repatriate with personal possessions such as vehicles or livestock.

60. Health formalities: Health requirements (vaccination certificates, etc.) should not exceed those required for normal travelers. Extra vaccinations, e.g. cholera, typhoid, are sometimes requested on the grounds that without them the refugees would pose special health hazards. Where vaccinations are required, WHO'S advice should be sought and if necessary they can be conveniently recorded on the registration form if the refugees are not already in possession of individual vaccination cards.

On Arrival in Country of Origin

61. The principle of return in safety and dignity does not cease to apply once the return movement is completed, but applies and should be monitored until such time

as the situation in the country of origin can be considered stable, national protection is again available and the returnees are reintegrated into their community.

Registration on arrival

62. In certain situations, in particular in an emergency repatriation, it may be the case that no repatriation registration was undertaken in the country of asylum. In this case a system should be set up to register the returnee population to facilitate UNHCR access to all returnees in the different areas of return. In some circumstances, a returnee card may be appropriate.

Monitoring and UNHCR presence

63. A UNHCR presence is vital for returnee monitoring. Presence by other appropriate organizations, and liaison with them, is also important. The purpose of monitoring is to assess whether national protection has been effectively restored and extended to all returnees. The basic principle is non-discrimination - that returnees are treated the same as the resident population and are not targeted or discriminated against in any way. Monitoring should cover general conditions (human rights violations, and security, food security, access to basic facilities and property, freedom of movement, honouring of any guarantees), as well as random individual monitoring.

Reception by resident population

64. Where the return is spontaneous there may be less time to make preparations in the country of origin. Steps should be taken as soon as possible to prepare the resident local population for the arrival of the returnees to promote acceptance and integration if necessary.

Material Assistance

65. Material assistance and protection are interlinked and should be usually reinforcing. The provision of material assistance to returnees enhances the possibilities to monitor this population and is important in making return a lasting solution. Where assistance is given without discrimination on a community basis it can also help with acceptance of the returnees and integration. The question of the nature and degree of assistance programmes in the country of origin, as well as the length of time UNHCR should remain involved in the country of origin, are covered in more detail in the references listed below.

Access to land and property

66. Property is a key resource for returning refugees - either in terms of access to accommodation and return to one's home, or as a means of livelihood. Resolving this can be very complex, but must be addressed if the repatriation is to be successful and durable. UNHCR can play a role through negotiating with the authorities to protect the legitimate rights of returnees.

Landmines

(Please refer to chapter 23 on staff safety for safety advice on mines.)

67. The presence of landmines on main routes of return and in returnee settlement areas poses tremendous danger for repatriating refugees and is therefore a major protection concern to UNHCR.

The need for return "in safety and dignity" means that UNHCR cannot promote the

voluntary repatriation of refugees in patently dangerous situations with the risk of injury or death.

68. Within the UN system, issues relating to mine clearance are primarily the responsibility of the department of Peace Keeping Operations (DPKO). Where necessary UNHCR may help fund minefield surveys and demarcation, but involvement in actual mine clearance is exceptional and requires approval from Headquarters. The focus is therefore on less costly measures that lead to immediate risk reduction for the refugees like mine awareness campaigns. The danger of mines should be considered from the earliest stages of planning a repatriation.

69. The following activities should be considered:

Identification of return routes and potentially dangerous areas of return and landmine survey:

UNHCR should obtain reliable information on areas seriously affected by the presence of landmines and discourage refugees from traveling to or through such areas. While a landmine survey is a national responsibility, UNHCR may also be able to contribute information obtained through its presence in the country of origin as well as through interviews with refugees in the country of asylum. DPKO have a database on mines which includes country specific information on estimated numbers and types, and progress in clearance.

Repatriation method: **The presence of mines may have an impact on the proposed repatriation method - for example it may be necessary to encourage refugees to repatriate by means of UNHCR organized transport rather than returning spontaneously.**

Mine awareness campaign: **If landmines are a factor, then mine awareness campaign should be part of the mass information campaign prior to departure in the country of asylum, and continue in the country of origin. Ensure that the campaign reaches all sectors of the population - both men and women should be involved with the planning and training activities of the awareness campaign. The campaign must be sensitive to levels of literacy, roles in society, and culture. It should cover: existence, appearance and danger of landmines, how to avoid injury, safe rescue procedures, and recognizing warning signs.**

Demarcation (marking mined areas) and mine clearance. **UNHCR should ensure that returnee areas and routes of return are included as priorities in national demining and demarcation plans. Returnees and local population must be taught about the demarcation signs used.**

Key References

Registration - A Practical Guide for Field Staff, **UNHCR Geneva, May, 1994.**

Voluntary Repatriation: International Protection, **UNHCR, 1996.**

Voluntary Repatriation. Training Module. 2nd Edition, **UNHCR, Geneva, 1993.**

Figure

Annexes

Annex 1 - Sample Voluntary Repatriation Form

An example of the type of form that might be used for a large-scale repatriation is given below. Where FBARS is used, it produces a pre-completed form with

information taken during registration, which will then only need the signature. This form can be modified to suit the requirements of the operation.

Notes for those drawing up the form

1. Agree the information required with the authorities. All of the items in the example below may not be necessary.

2. Agree who needs to complete a separate form. The example is designed to be completed by each person over 18 years old and unaccompanied children, but it may be sufficient to have the head of the family group complete one form for all accompanying dependents.

3. Agree on the number of copies and language(s): normally original plus three copies with the following distribution: original - authorities; UNHCR in country of asylum; copy 1 - applicant; copies 2 and 3 -for travel and arrival formalities.

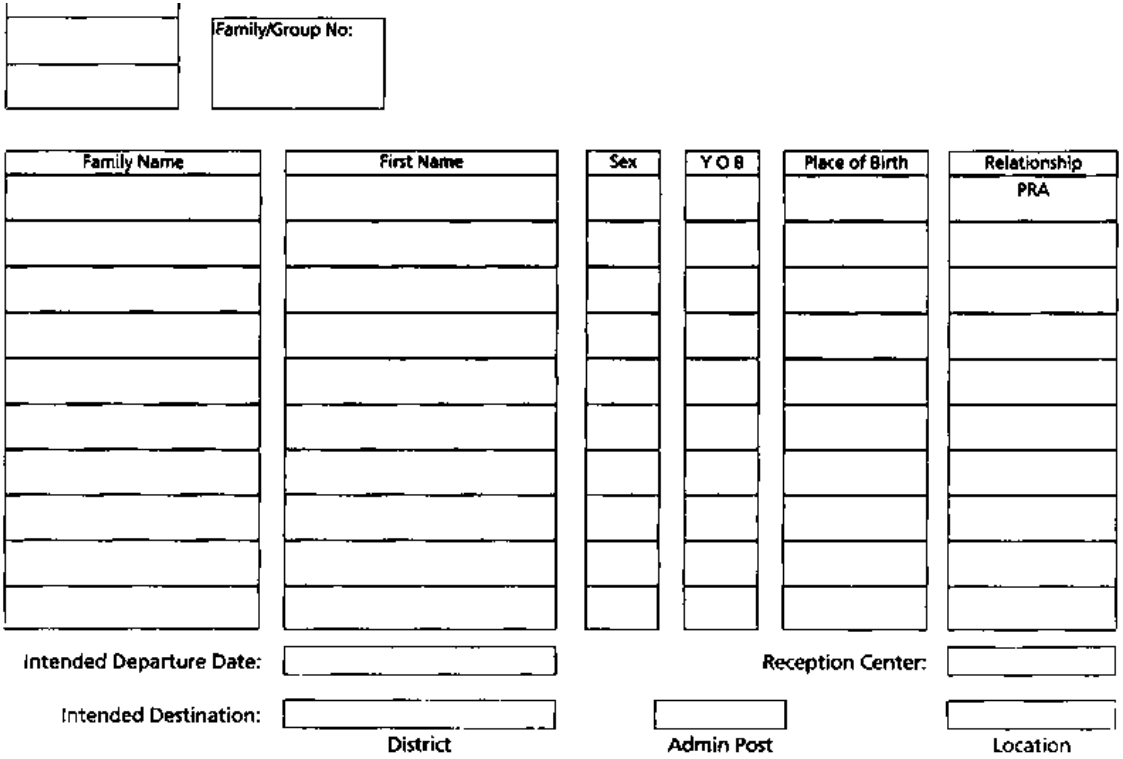
4. If at all possible, print the forms in sets on 'pre-carboned' paper.

5. Draw up simple completion instructions.

UNHCR

Voluntary Repatriation Form

Linked Cases:



Figure

I, the undersigned principle applicant, declare that I (and my dependents) after due consideration wish to be repatriated to _____

Applicant: Date: Witness:

Annex 2 - Types of Transport

General Considerations

Below are some advantages and disadvantages of the common means of transport. Whichever form of transport is used, the plan should also take into consideration:

1. Food, accommodation and minimum emergency health care during the journey. Where distances are short, it is recommended that only material assistance needed for the duration of the journey, plus, if essential, for the first few days after arrival, be distributed prior to departure. This will help reduce any incentive to "repatriate" several times;

2. Capacity to move all reasonable private possessions of the refugees, if at all possible at the same time as their owners. Remember that what refugees carry with them on return will be used to ensure more successful reinstallation and move more quickly towards self-sufficiency (i.e., roofing material, livestock, etc.);

3. Appropriate security and the maintenance of public order during all stages of the journey;

4. Arrangements for the safe transfer of the required documentation, passenger lists, registration forms, etc., and for keeping statistical records of the progress of the operation;

5. Escort or monitoring of the actual repatriation by or on behalf of UNHCR. At least for the first movements, a UNHCR staff member should accompany the returnees. Ensure voluntariness even during the movement stage.

ADVANTAGES	DISADVANTAGES
FOOT	
(i) Spontaneous and self-organized	(i) Returnees can take little household effects
(ii) No logistical requirements necessary	(ii) Requires first aid medical stations, provision of potable water and food along route
	(iii) Special assistance required for vulnerable groups (children, elderly, disabled)
	(iv) Increased security risk. Risk of separation of families
TRUCK	
(i) Can be used on most roads	(i) Open to elements
(ii) Usually available	(ii) Danger to passengers
(iii) Plenty of space for luggage	(iii) Uncomfortable
BUS	
(i) Greater passenger capacity in safety	(i) Limited luggage space except on roof
(ii) Faster than truck if roads allow	(ii) Slower unloading and loading (e.g. at border and road checks
(iii) More comfortable	

Notes for truck and bus

1. Assuming both bus and truck are available, the deciding factor may well be journey distance. If road conditions allow, a bus is usually preferred for longer journeys. Check with the refugees if a truck is acceptable, consider how small children would fare, what passengers would hold on to and how luggage will be secured. Some form of sun shade or other protection may be necessary.

2. For both truck and bus, the following facilities will be needed:

-vehicle fuel;

- food and water for repatriates during journey;

- emergency health care;

- breakdown or recovery service;

- vehicle insurance for the country of destination.

3. For any movement by road, try to avoid having to change vehicles at the frontier. While it is generally easier to use vehicles from the country of asylum, consider if having those from the country of origin coming to fetch repatriates has advantages. Ensure that drivers do not work excessive hours and that they have immigration and other clearances through to the destination.

4. It may be difficult to keep trucks together in tightly grouped convoys, and this is often impracticable on dusty roads in any event. However, there must be one person clearly identified as responsible for each group of vehicles. Seek local advice on how to marshal and control the vehicles. Prearranged stopping points where all vehicles

regroup, with the person in charge in the last vehicle is one solution. Make sure all drivers are aware of breakdown or accident procedures.

TRAIN

Advantages	Disadvantages
(i) Easy overall control including border crossing	(i) Much less flexible: secondary transport required to and from railhead
(ii) Plenty of luggage space	(ii) Often slower than road
(iii) Can be made self-sufficient (fuel, food, water, etc.) over longer distances	

Notes

1. Movement by rail rather than road may be the better solution where large numbers are repatriating to the same initial destination.

2. To avoid delays at the border, try and organize immigration, customs and health formalities either only at the final destination or by embarking officials who complete them during the journey.

AIR

Advantages	Disadvantages
(i) Swift, convenient and easily controlled	(i) High cost
(ii) Assembly and reception facilities are likely to	(ii) Secondary transport required to

exist already	and from airport
(iii) Optimum means for long distances and especially for the sick, disabled and otherwise vulnerable	(iii) Limited luggage capacity

Notes

1. For any large scale repatriation, existing commercial flights will be insufficient (and more expensive than chartering). In general, the most economical aircraft on a medium or long haul is a full wide-bodied jet (i.e. jumbo or airbus type).

2. UNHCR has considerable experience in chartering aircraft for repatriation operations. The agreement is likely to be concluded from Geneva and advice should be sought from Headquarters (the Regional Bureau and Supply and Transport Section) regarding procedures and standards of safety.

3. In addition to practical matters such as runway length, consider requesting from the governments concerned:

- concession to use duty free fuel (check fuel availability);

-waivers of in-flight route charges, landing and parking fees;

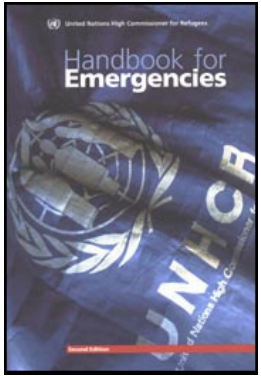
- payment only for actual cost of handling charges rather than the fixed commercial fees.

BOAT

Advantages	Disadvantages

(i) Greater passenger and luggage capacity	(i) Secondary transport to or from port required
(ii) Assembly and reception facilities already likely to exist	(ii) Slow and costly
(iii) Comfortable	(iii) Sea sickness

Home"" """"> ar.cn.de.en.es.fr.id.it.ph.po.ru.sw



Handbook for Emergencies - Second Edition (UNHCR, 1999, 414 p.)

20. Administration, Staffing and Finance

- ***(introduction...)***
- **Introduction**
- **Emergency Staffing**
- **Budget and Finance**
- **Non-Expendable Property and Office Supplies**
- **Office Premises**
- **Official Transport**
- **Office Organization**
- **Key References**

- **Annexes**

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20. Administration, Staffing and Finance

Figure

Introduction

1. The purpose of this chapter is to provide general guidance on UNHCR's basic administrative procedures and actions in an emergency. Nothing in this chapter should be read as altering any existing rules, regulations and instructions, in particular the UNHCR Manual. The latest edition of The Checklist for the Emergency Administrator (hereinafter referred to as the Checklist) is an essential reference for

administration in emergencies. The Checklist comes in three parts:

i. The actual checklist (a few pages). This is reproduced as Annex 1;

ii. Annexes to the checklist (in a large folder) which are primarily samples of the most frequently used administrative forms and extracts from the UNHCR Manual;

iii. A computer diskette containing many of the forms.

Throughout this chapter references are given to the relevant item in the Checklist.

2. The chapter considers particularly the opening of a new office in an emergency, but may also be helpful when expanding an existing office or establishing Sub or Field Offices.

3. The status of an established UNHCR office is governed by an agreement between the host government and UNHCR, called a Cooperation Agreement, also referred to as a "Branch Office Agreement" or an "Accord de Siege". (See Checklist section on Premises). Until such an agreement is concluded, UNHCR will be covered by UNDP's agreement with the host government. In addition, the Convention on the Privileges and Immunities of the United Nations, 1946[1], is applicable to UNHCR and covers such matters as the inviolability of United Nations premises, the right to operate foreign currency accounts, exemption from direct taxes and customs duties on articles for official use, and facilities and immunities for communications. Specific considerations in respect of the emergency operation, for example regarding the handling of relief supplies, would be set out in the exchange of communications concerning the government's request for material assistance and in the project

agreement (see chapter 8 on implementing arrangements).

[1] ***Contained in UNHCR, Refworld CD-ROM.***

Emergency Staffing

(See Checklist section on Personnel, Staff Conditions & Security). See also the Staff Rules and the Staff Administration and Management Manual, also the InSite database available on CDRom.

Introduction

4. As soon as possible the Head of Office should communicate to Headquarters the projected staff requirements at both general service and professional levels with the necessary detail to enable Headquarters to review these in accordance with established personnel procedures and to approve the staffing table for the emergency. Emergency staffing resources should be used for the initial emergency period only. In the initial period, prior to the creation of posts, national staff could be recruited and paid for under Temporary Assistance.

5. There should be no delay in committing necessary personnel. However, solely adding personnel will not meet the organizational needs of an emergency: the operations plan and definition of responsibilities must determine personnel needs, not vice versa. Experience shows that for a given operation, smaller teams with clear allocation of responsibilities are usually more successful than larger teams whose members have less clearly defined roles.

Additional staff, who are unclear as to their role, will add to the management

burden in an emergency

Staffing must be flexible. Numbers are likely to vary over time.

Recruitment

6. It is important that the different advantages of national (also referred to as local) and international staff are understood, and that these different strengths are properly incorporated into a staffing plan. National staff members understand the local situation and are sensitive to issues that often escape the notice of the international staff member. They often enjoy a wide range of contacts that enable them to "get things done".

7. Very significantly, national staff may speak the refugees' language. Correspondingly, international staff members bring to the operation an impartiality and an embodiment of the international character of UNHCR, which is essential. They will also have experience from elsewhere to contribute to the management of the emergency.

8. Headquarters is responsible for international staff identification, recruitment and deployment. The need for international staff will depend on the scale of the emergency and implementing arrangements.

UNHCR has developed a number of standby arrangements whereby suitable international staff can be deployed rapidly to an emergency operation.

9. The following table shows staff functions which may be needed in a large

emergency.

Type of function
Overall management and leadership
Management of the administration in large emergencies
Core UNHCR functions in an Emergency Team: Field, Protection, Programme
Administrative and finance functions for an Emergency Team, to set up new offices and train staff
Community services functions
Supply and transport functions
Technical functions - technical coordinators (e.g. for health, water, nutrition) and - other technical support e.g. health assessment, epidemic preparedness and response, health monitoring systems, engineering (physical planning, water, sanitation, roads)
Support functions, e.g. base camp management, telecommunications and staff safety

10. The need for at least the following international staff (comprising an emergency team) should therefore be considered in a large scale emergency.

❑ **Emergency Team Leader (with one of the senior officers also possibly acting as Deputy to Team Leader);**

❑ **International Secretary or Assistant for the Team Leader;**

❑ **Senior Protection Officer;**

❑ **Protection Officer(s);**

- ❑ **Senior Programme Officer;**
- ❑ **Programme Officer(s);**
- ❑ **Sector Coordinators, e.g. Community Services, Water, Health, Nutrition;**
- ❑ **Field Officers deployed at the refugee sites;**
- ❑ **Senior Administrative Officer;**
- ❑ **Finance Officer/Personnel Officer;**
- ❑ **Staff Safety Officer;**
- ❑ **Public Information Officer;**
- ❑ **Logistics Officer;**
- ❑ **Telecoms Officer.**

11. The emergency team could be composed of staff deployed from emergency standby arrangements only, or a mix of the latter plus UNHCR staff already posted to the area. Emergency standby and staffing arrangements include an internal roster of UNHCR staff and emergency standby arrangements with other organizations. Details of these arrangements can be found in the Catalogue of Emergency Response Resources, Appendix 1.

12. For all staff, prior experience of an emergency operation is of course, a great advantage.

The overriding staffing priority is to fill key managerial posts with experienced UNHCR staff of the right calibre.

13. In a country where a major emergency is added to a previous small-scale programme it may be necessary to replace the existing Head of Office with a more experienced Head of Office at least for the duration of the emergency.

14. Administrative staff are another priority. An experienced administrative assistant will be an essential member of the team if a new office is being opened, and in large emergencies experienced finance and personnel officers are likely to be necessary. Without persons with these skills, other staff will have to devote a disproportionate amount of time to UNHCR internal administration. National administrative staff must be identified and trained, but this in itself requires experienced supervision.

15. Each refugee emergency will require a certain number of specialist skills even at the assessment and initial phases of the emergency. Where these are not available in-country, the assistance of Headquarters for recruitment of specialists through standby arrangements should be sought without delay. See Appendix 1, Catalogue of Emergency Response Resources for more details of these standby arrangements.

16. Informal volunteers, both nationals and members of the diplomatic and expatriate communities may come forward to help. The value of these outside volunteers will vary considerably with the situation. It will be important to assess the skills of the volunteers, the time they can devote and the availability of management personnel needed to coordinate and support them.

Lack of proper supervisory support may lead to the volunteer taxing already

overextended staff as much as, or more than, the value added.

Reporting lines

17. In situations where an emergency team is deployed to an area of the country where there is no UNHCR office, the emergency Team Leader will normally report to the UNHCR Representative in that country or the Regional Representative or Special Envoy as appropriate in the individual circumstances.

18. When an emergency team is deployed into an area where a UNHCR office already exists and has responsibility for the operation, then the emergency team should integrate into the staffing structure of the existing office. The decision as to who should head the operation, the existing Head of Office or the Emergency Team Leader, will depend on the circumstances and the relative experience and seniority of the individuals. The decision as to who will head the operation must be clearly communicated to all staff at the outset to avoid any ambiguity in responsibilities and reporting lines.

Management

19. Sound personnel management, supervision and leadership are very important to the success of an emergency operation, but can easily be overlooked. The initial motivation of those involved is a major asset, but for persons at levels that do not allow an overview of the operation, this can be replaced by disappointment and frustration if supervisors are too busy to plan, organize, direct, control and continue to motivate their staff.

20.

Responsibilities, roles and tasks must be dearly defined and understood.

Job descriptions are the most common management tool for defining individual responsibilities, even if the imperatives of an emergency mean their frequent revision. They are important for UNHCR staff, and even more so for seconded staff (such as United Nations Volunteers - UNVs, consultants and staff deployed through the emergency standby arrangements), and informal volunteers. Responsibility should be delegated to the lowest possible level, and with it must go the necessary authority. Responsibility without authority is useless.

21. Staff meetings should be convened regularly from the start. Team welfare will have an important bearing on the success of the emergency operation.

Everyone must be made to feel part of the UNHCR team. This includes consultants, seconded staff, and volunteers.

22. Very long hours will often be necessary, but supervisors must ensure that staff have time off, away from the refugee site, and do not get so overtired that their efficiency and the professionalism of their approach suffers.

23. All field staff have a particular responsibility to safeguard their own health, but also have a role to play in ensuring that their colleagues remain in good mental and physical health (see chapter 22 on coping with stress). Early corrective action can avert the need to hospitalize or evacuate key staff.

24. In an emergency there may be many occasions when staff see clearly that by devoting time to helping individual refugees or families in distress they could

alleviate suffering directly. To seek to do so is very understandable but it can lead to a personal emotional involvement at the expense of the staff member's wider responsibilities towards the refugees as a whole, and to resentment among other refugees. Direct responsibility for individual care is usually best assured by the refugee community. For all staff, compassion must be tempered by a professional approach. Guidance by supervisors is often needed on this point.

25. Particular attention must be paid to proper supervision and encouragement of newly recruited national staff. Often the Head of Office and other international staff are extremely busy, out at meetings or in the field, and the other staff, who may know little about UNHCR and less about the operation, lack guidance and a sense of involvement. Some of the general information in the emergency office kit may be useful for briefing newly recruited national staff. In all cases the new staff should receive a briefing from their direct supervisor covering, at a minimum, general information on the operation and the role of the new staff member.

Personnel Administration

26. UNDP may be able to help in determining conditions of service and even in identifying national field staff.

27. Careful attention must be paid to the administration of out-posted field staff. A convenient way of administering Field Officers, at least initially, is to ensure that the Travel Authorization (PT8) issued authorizing the mission to the country of operation also covers internal travel and DSA. If the latter is not covered, an addendum to the original PT8 is issued. Normally in emergency situations, and to avoid staff carrying too much cash, a DSA advance is given on a monthly basis. This advance is charged to the suspense account code as indicated on the UNHCR account codes listing (VF

324) and recorded on the reverse side of the original PT8. Upon completion of the mission, the office settling the travel claim, must ensure that the travel advances are deducted from the entitlements.

28. Particular care must also be taken to ensure the proper administration of out-posted national staff, for example, Field Officers' drivers. It should be noted here that while Heads of Office can authorize out-posted staff to drive official vehicles on official travel, as in an emergency this is likely to be necessary, every effort should be made to provide Field Officers' with drivers from the start. They can be of great help to Field Officers in a variety of ways.

29. All out-posted national staff must have contracts, understand their terms of employment and benefits, including the cost and benefits of the UN health insurance scheme, receive their salary regularly, work reasonable hours and take leave due.

All staff should have job descriptions and understand them.

Obvious as these requirements are, they can be difficult to meet in an emergency. There may be important extra demands on UNHCR drivers, both beyond simple driving and also as a result of their working for itinerant Field Officers and thus spending considerable time away from home. These factors must be taken into account.

Staff Visibility

30. A means for visual identification of UNHCR staff may be necessary, particularly outside the capital. Visibility materials, available from Headquarters, include flags, stickers (including magnetic stickers), vests, armbands, T-shirts and caps (see the

Catalogue of Emergency Response Resources Appendix 1).

31. Consideration should also be given to adopting a UNHCR identity card with a visible photograph that can be worn as a pocket badge. Arrangements should be made as soon as possible for UNHCR staff to receive diplomatic identity cards issued by the government. Pending that, an official attestation in the local language could probably be quickly obtained for each out-posted Field Officer from UNHCR's government counterpart and might be very useful.

Staff Accommodation

32. At the start of an emergency, international staff will be on mission status and will generally be accommodated in hotels. Should the daily subsistence allowance (DSA) not cover the basic cost of adequate hotel accommodation, Headquarters should be informed at once and all hotel receipts retained. Conversely, DSA is reduced if official accommodation and/or meals are provided. If it is clear that special arrangements will be required for personal accommodation for staff who are assigned to that duty station, Headquarters should be informed, with details of local UN practice.

33. In extreme hardship areas, where there is no suitable staff or office accommodation, a standard staff and office accommodation package is available. This consists of prefabricated units which are stockpiled and which can be airlifted to the operation. Further information is provided in the Catalogue of Emergency Response Resources (Appendix 1).

34. Standard travel kits and field kits are also available from the emergency stockpile, and details of their contents are provided in the Catalogue of Emergency Response Resources (Appendix 1). The kits have been developed to provide staff

with some basic personal items likely to be of use in the first days at such places, pending more appropriate local arrangements. The kits will normally only be issued to staff proceeding to isolated locations from or via Geneva, and when it is clear that there may not be time to obtain what is actually needed on arrival in the country of operation. If UNHCR is already represented in that country, the Field Office should have a good idea of conditions to be expected and thus of what specific personal equipment may be needed, and this is probably best purchased locally.

35. Responsibility for the provision of the necessary personal items rests with staff members. Even when issued with kits, staff should check carefully what other items may be required; it is unlikely that a standard kit will meet all needs. Staff receiving kits will be required to account for them at the end of their mission, and will be expected to at least return the non-consumable items.

36. In difficult conditions it may be necessary to hire a base camp manager who will be responsible for organizing living arrangements for UNHCR staff. A description of the tasks of a base camp manager is provided in the Checklist.

Budget and Finance

(see Checklist section on Finance, Equipment & Supplies).

Authority to Incur Expenditure

37 Currently UNHCR classifies expenditure into two types:

i. Project expenditure;

ii. Administrative support expenditure.

This classification of expenditure may change in the future.

38. Authority to enter into obligations for project expenditure is given by a letter of instruction (LOI). Further details can be found in chapter 8 on implementing arrangements.

39. Authority to enter into obligations for administrative support expenditure is given by an Administrative Budget and Obligation Document (ABOD). This is issued by Headquarters and is addressed to Heads of Offices. It covers all non-staff costs including temporary assistance and overtime.

40. Authority for additional administrative support expenditure in an emergency is given to an existing Field Office by amending the existing ABOD. When an emergency occurs in a country where UNHCR is not already represented, an initial ABOD will be issued immediately. This can then be amended when more details of administrative requirements are known. Control of expenditure against funds allocated is by an Administrative Budget Control Sheet (ABCS) generated from the computerized accounting system.

Transfer of Funds

41. It is essential to have funds immediately available. Funds will normally be made available by bank transfer. However, such transfers, especially to out-posted Field Office bank accounts, sometimes suffer undue delays because of complicated banking channels. It is very important to select a local bank with a direct international correspondent relationship, if possible with Citibank N.A. New York or the UBS Bank

in Switzerland. Further information can be provided by the Treasury Section at Headquarters.

42. At the start of an emergency it may be possible to hand carry a banker's cheque from Geneva to be credited directly to the Field Office bank account. If this is done, proper precautions must of course be taken to ensure the security of the cheque.

43. In very extreme cases, when no banking services are available, cash may be acquired locally (e.g. through local companies and traders) upon specific authorization from Treasury. Funds would be transferred to an account indicated by the trader after receipt of the cash by UNHCR. Cash may also be provided to Field Offices through professional courier services. Information about cash transfers, past, present and future, must be treated with absolute discretion.

44. Subsequently funds will be transferred by Treasury upon cash replenishment requests in the standard format shown in the box below. Care should be exercised that funds are called forward as close as possible to the date of their utilization to avoid unnecessary high bank balances over prolonged periods.

To: UNHCR Treasury (HQTY00)

From: Requesting Officer/Field Office Location

Subject: Cash Replenishment Request

Please effect an immediate transfer of funds based on the following information:

Balances on hand (all bank accounts and petty cash) at (dd/mm/yy): *(provide details of*

amounts and currencies)

Total disbursement needs for the next × (maximum 4) weeks: *(provide details of administrative and programme needs, amounts and currencies)*

Replenishment amount requested: *(Indicate amount and currency)*

Complete bank name and address, including UNHCR bank account number, and the Field Office's accounting system receiving bank code.

45. Disbursements for both administrative and project expenses are made in the Field either from a local UNHCR bank account or, pending the opening of such an account, through UNDP. In the latter case, UNHCR Headquarters will arrange with UNDP Headquarters for the local UNDP office to receive the necessary authority to incur expenditure on behalf of UNHCR. Settlement with UNDP will normally take place through the common Inter-Office Voucher (IOV) system for amounts of less than US$10,000 or through a special transfer of funds to UNDP New York for larger sums. As a rule, disbursements exceeding the equivalent of US$100 should be made by cheque; whenever local circumstances require regular cash payments in excess of this limit, Headquarters' approval must be obtained.

Bank Accounts

46. All local UNHCR bank accounts are opened by Treasury upon recommendation from the Field Office. The choice of a bank will be determined by its reputation, ease of access, services offered and charges. Other UN agencies, diplomatic missions and NGOs should be consulted. The following information is required:

i. Full name of the bank;

ii. Address, phone, telex and fax numbers;

iii. Type and currency of account;

iv. Bank's correspondent bank in New York or Switzerland;

v. Maximum amount of any one cheque;

vi. Suggested panel of bank signatories

vii. Amount of initial transfer.

47. Treasury will designate the authorized bank signatories. Two joint signatories are normally required to operate UNHCR bank accounts. In exceptional circumstances, signature by one Officer may be authorized.

Particular care must be taken to ensure cheque book security.

Cheques must bear UNHCR in words, be consecutively numbered, verified on receipt, and kept in a safe by a staff member designated by the Head of Office. Cheques should always bear the name of the payee and should be crossed unless there is an overriding reason why this is not practicable. Under no circumstances should a bank signatory pre-sign either a blank cheque or one which is only partially completed.

48. Field Offices will normally maintain one non-resident local currency bank account; circumstances may however also require the opening of a non-resident US

dollar account and perhaps even a resident local currency account. Where problems of exchange control regulations are encountered, the Treasury at Headquarters should be informed immediately. Field Offices should ensure that the most favourable conditions are obtained for the transfer and conversion of UNHCR funds.

Exchange Rates

49. If there is a significant discrepancy, i.e. more than 3%, between the actual market rate and the prevailing UN rate of exchange, a request for a revision of the latter should be made. This request should be coordinated with UNDP and other UN organizations locally and addressed to UNDP New York. The communication should contain a summary of the fluctuations over the previous 60 days. If necessary, UNHCR Headquarters should be requested to intervene with UNDP New York.

Accounting Procedures

50. UNHCR accounting procedures may change. However, currently, whenever a Field Office operates its own bank account(s), it must report to Headquarters monthly on all transactions for each account. The procedure is the same for both administrative and project expenditure. Most importantly, a properly supported payment voucher must be completed and immediately entered into the electronic accounting system. Where this system has not yet been installed, a manual payment voucher (F.10) should be completed and immediately entered on a bank journal (HCR/ADM/800). It is essential that the voucher quotes the authority for payment (LOI, ABOD, PT8 (travel authorization). A "Mini Payment Voucher" book (F.11), designed especially for emergencies, may be used by out-posted Field Officers. An official UNHCR receipt voucher should be issued and entered on the bank journal for any receipts other than replenishments from Headquarters. Similarly, payments from petty cash have to be

accounted for in the petty cash journal (HCR/ADM/800). It is imperative that all vouchers and journal entries list the correct account code, as indicated in the UNHCR account codes listing and on the PT8, or the project symbol marked on the LOI against which the transaction is to be debited/credited.

51.

Whatever the pressures of the emergency, accounts must be kept up-to-date and the monthly closure done Oft time.

Experience has shown that failure to do so will not only delay the replenishment of the bank account but will also result in far more work than would originally have been required.

Non-Expendable Property and Office Supplies

(see Checklist section on Finance, Equipment & Supplies).

Non-expendable property

52. Authority to purchase office furniture and equipment is given in the ABOD. Field Offices may purchase locally or regionally if the cost of the item is less than 15% above that available through the Supply and Transport Section at Headquarters[2].

53. The purchase of computer equipment, vehicles, telecommunications equipment and security equipment should be coordinated with Headquarters in order to ensure conformity with the organization's specifications. Local purchase should be considered and if the cost is within the 15% limit referred to above, the Field Office

should forward three pro forma invoices, together with the item's specifications, to the Supply and Transport section at Headquarters for approval.

[2] Costs of items available through Headquarters are quoted in UNHCR's Catalogue of Most Frequently Purchased Items, UNHCR, Geneva, (updated regularly) and in lAPSO's catalogue of Office Equipment, IAPSO (updated regularly).

Asset Management System

54. The asset management system is an electronic system to track and manage all non-consumable assets owned by UNHCR (with a lifespan of over a year), regardless of funding source or user (including for example all vehicles, telecommunications and computer equipment, furniture and office equipment, buildings such as clinics, office, hospitals, and water purification and construction equipment). The system should be installed into at least one computer at the country office level. A decision should be made at the beginning if the extent of the operation requires that the system be installed in other offices within the country.

The office must also have the system user manuals, bar-code labels and data entry forms (obtained from the Asset Management Unit at Headquarters).

55. Whenever an asset is purchased, whether locally, regionally, through Headquarters, or by implementing partners with UNHCR funding, it must be bar-coded and recorded in the asset management system.

56. Where items are acquired from stockpiles maintained at Headquarters, such as computer and telecommunications equipment, relevant data about the item will be

sent to the Field on diskette so that the office can import the details into the asset management system.

57. Where an asset is re-deployed to another location, data about it should be sent on diskette to the receiving office for importation into the asset management system.

58. It is important that all assets are bar-coded and recorded in the asset management system from the beginning of the operation. Failure to do so will result in "lost" assets and in far more work than would originally have been required.

59. Offices maintaining their own asset management database should regularly send their databases to the country office for consolidation.

The consolidated database should be sent to Headquarters every three months.

Office Supplies

60. An emergency office kit (see Catalogue of Emergency Response Resources, Appendix 1) can be used to supply a new office with stationery and small office equipment. The stockpiled kits weigh approximately 120 kg packed in two cardboard boxes. Each kit is designed for an office with five international staff and ten national staff.[3]

[3] Further information is also contained in the Catalogue of Emergency Response Resources (Appendix 1).

1. Office supplies, as well as printed stationery and forms, can be purchased locally, regionally, or if this is too expensive, office supplies and printed forms

listed in the UN catalogue may be ordered on a stationery request form (GEN-236/1) directly from Headquarters. The emergency kits are not intended for re-supply, even in emergencies.

61. Orders for items not listed in the UN catalogue[4] and which are not locally available should be requested from Headquarters, giving all necessary details and specifications.

[4]*Office Supplies, Forms and Materials, UN, Geneva, 1990.*

Office Premises

(Checklist section on Premises)

62. The order of priority for obtaining offices is:

i. Rent-free from the government;

ii. In common UN premises;

iii. Government-provided offices against reimbursement by UNHCR and

iv. Commercial rent.

63. Interim arrangements may be necessary, but the early establishment of the UNHCR presence in a convenient location will be of obvious importance to the success of the operation.

64. Office space per person should not exceed about 14m^2, but an approximate addition of 30% is needed to allow for a reception area, interviewing room, meeting room, and services area (filing, copier, etc.) as appropriate to the scale of the operation.

65. Considerations in selecting office premises include:

- ❑ **Location (distances from ministries, implementing partners, bank, post office, airport, etc.);**
- ❑ **Security (for authorized access to individual refugees and UNHCR staff, to prevent unauthorized access, and for the physical security of offices, files, etc.);**
- ❑ **Parking facilities;**
- ❑ **Utilities (electricity, water, heating, air-conditioning, wires for telephone, toilets, simple kitchen facilities, storage room, etc.);**
- ❑ **Physical layout and orientation of the building. Ensure that the building and grounds are suitable for radio and satcom antennas and that there is no interference from neighbouring installations e.g. pylons;**
- ❑ **Provides for a large enough meeting space for UNHCR to discharge its coordination responsibilities through coordination meetings;**
- ❑ **Room for expansion; in emergencies the numbers of staff can fluctuate considerably;**

❑ **The condition of the office.**

66. The use of residential accommodation (e.g. a villa) as an office may be an option.

67. Once office premises have been selected, the government, diplomatic community, other UN agencies and NGOs should be informed accordingly, and the relevant information provided to neighbouring UNHCR offices and to Headquarters.

Official Transport

(See Checklist section on Communications & Transport. In addition, chapter 18 on supplies and transport deals with all transport issues, focusing on transport for operational needs).

Vehicles

68. It is essential for UNHCR staff to be mobile. Action to ensure enough of the right type of official vehicles will be a high priority. Consult the Supply and Transport Section at Headquarters regarding the purchase of vehicles (see chapter 18 on supplies and transport for more information about the purchase or acquisition of vehicles). Once the vehicle is sold or passes from UNHCR's control (e.g. at the end of a lease agreement), ensure that any official UN or UNHCR logos and stickers are removed. Magnetic stickers (available from Headquarters) can be quickly attached and removed from vehicles and re-used.

69. Requests to Headquarters for vehicle purchase should give full details (make, type of body, number of doors, long or short wheel-base, left or right hand drive, petrol/diesel, special options: sand tires, extra fuel tanks, air-conditioning, heater,

mine protection, anti-theft device, etc.). The duty-free on-the-road price and delivery time must be given if local purchase is requested.

70. In many countries duty-free fuel may be available for official UN vehicles. Details of procedures should be obtained from the government and other UN organizations. Follow them from the start; retroactive reimbursement is often impossible.

71. Vehicle daily log sheets should be introduced from the day the official 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 passengers). Mileage should be regularly checked against the purchase of fuel for that vehicle.

72. It is important that vehicles are insured and registered upon arrival. In respect of each official vehicle assigned to a Field Office, adequate insurance covering third party risks should be arranged locally with a reputable insurance company.

Light Aircraft

73. There may be situations when a light aircraft is the only way to ensure satisfactory communications between the various UNHCR locations. The need may be temporary, for example to expedite needs assessment and the initial response, or longer-term when the existing communications infrastructure does not adequately cover the location of the refugees and the journey by road is long and uncertain. In some circumstances, security is also a consideration.

74. Immediate action to provide the necessary flights is essential. Initially, or where the need is short-term, this is likely to be by commercial charter unless the UN

system already has a light aircraft and spare capacity. If locally based charter companies exist, seek impartial local advice on their reliability, obtain as many offers as possible and send these to Headquarters with a recommendation. Include details of passenger insurance coverage. This information should be complemented by an indication of the required weekly flight plan (e.g. per week: 3 return flights capital/location X; 1 return flight capital/location Y; 1 round trip flight capital/X/Y/capital), and the estimated cost for the necessary flights (total or per month).

75. Where local charter is not possible or a long-term need is foreseen, inform Headquarters with as much detail of the requirement as possible and ways it might be met (for example, of charter companies from neighbouring countries known to operate in the country of operation). Some government disaster corps and a number of NGOs operate light aircraft. Some are specialized in this field like Aviation Sans Frontieres (ASF), and the Missionary Aviation Fellowship (MAF). If there is already such an operation in the country their advice should be sought.

Office Organization

(Checklist section on Filing & Documentation and Communications & Transport).

Filing and Documentation

76. A simple office communication system should be put in place immediately. This can be implemented by, for example, pigeon holes (ideally one for each staff-member and one for each collaborating organization), whiteboards and notice-boards. This will help to ease communication problems in the confusing early days of an emergency.

77. A suitable filing system and registry controls should be set up immediately on the opening of a new office. Annex 2 gives some guidance as to what might be required and how filing could be organized.

78. A rubber stamp to show date of receipt, file, action officer and remarks will be very useful. The practice of putting a chronological number on every outgoing communication is strongly recommended and will be particularly helpful in the confused early days. Everything should have copies on the chronological file in addition to a subject file.

79. As a precautionary measure, offices should have a shredder to destroy any unwanted documents or correspondence. In some countries waste paper is sold and used in markets for packaging, so care should be taken that discarded UNHCR documents are not used in this manner.

Communications

80. Communications needs are discussed in the communications chapter. A simple checklist for a new office is given below; the order will not necessarily be the priority.

- ❑ **Identify the need for a telecommunications network as soon as possible (radio, e-mail, satellite, etc.);**
- ❑ **Obtain necessary permission from the authorities to operate the equipment with the assistance of the RTO or HQ Telecoms if necessary;**
- ❑ **Obtain immediate access to a telephone and fax and tell Headquarters (and**

neighbouring UNHCR offices as appropriate) the numbers and where they are located;

❑ Set up controls and registers for incoming and outgoing communications from the start;

❑ Establish a pouch system between the offices within the country of operation and Headquarters;

❑ Consider communications needs in selecting office premises;

❑ Obtain a PO box number and tell Headquarters (and local authorities, etc.) the number;

❑ Once the UNHCR telecommunications network is installed, inform government, UNHCR Headquarters, neighbouring UNHCR offices, diplomatic corps and others, and ensure correct listing in national telephone directories, in the local UN and diplomatic lists, and in the UNHCR directory.

Key References

Checklist for the Emergency Administrator, **UNHCR Geneva, 1998 (and updates).**

Most Frequently Purchased Items, **UNHCR, Geneva, 1998 (updated annually).**

NGO *Directory,* UNHCR Geneva, 1996 (And subsequent updates).

Office Equipment, IAPSO, **Copenhagen, 1998.**

The UNHCR Manual, Chapter 9, (Chapters on financial regulations and rules, especially those financial rules for voluntary funds that are administered by the High Commissioner). **UNHCR Geneva, 1995 (and updates).**

Annexes

Annex 1 - CHECK-LIST FOR THE EMERGENCY ADMINISTRATOR

(Note: This checklist is regularly updated, the latest version should be consulted)

This checklist is intended as a practical tool for UNHCR staff when responding to emergencies and assigned to duty stations where there is no established UNHCR presence, or where the existing office needs to be strengthened as a result of new events. The complete Checklist consists of three components listed below. Only the first part, the checklist is reproduced here. The complete checklist in its three components can be obtained from the Emergency Preparedness and Response Section at Headquarters.

The 3 components are:

1. The Checklist itself which lists most activities requiring consideration when establishing a Branch, Sub or Field Office. Not all items will be relevant. The administrative officer together with the Head of the Office will need to determine what action is to be taken. The list is not presented in an order of priority and it is therefore important to set your own priorities depending on the local circumstances. The list does not cover administrative procedures and action required for the ongoing needs of the office, but concentrates on those related specifically to the establishment of an office. Each item is preceded by a box which you may tick off as

action is taken.

2. Annexes, which are primarily extracts from existing documentation. These have been included for ease of reference and are not substitutes for existing manuals and instructions of which the most important is the UNHCR Manual to which frequent reference should be made. Not all relevant UNHCR forms are included, as these are available in the Emergency Office Kit, or directly on request from Headquarters.

3. A computer disc which contains the format for all forms or documents which are indicated by an (*) in the Checklist. These forms or documents can be copied and amended to suit local needs. (It is recommended that the original format is not amended directly.)

The importance of setting up effective administrative procedures from the outset cannot be over-stressed. They will have important consequences for the effective administration throughout the operation.

ESTABLISHING AN OFFICE CHECK-LIST FOR THE EMERGENCY ADMINISTRATOR

	ACTION	**ANNEXES**
	PREMISES	
❑	1. Establish a **UNHCR Cooperation Agreement** if not already in place or consider its amendment if one already exists but circumstances have changed	a. Model Agreement (*) b. Example Agreement c. UN Convention on Privileges & Immunities
❑	2. Identify need for **Sub or Field Offices**	a. Excerpt from UNHCR Manual
❑	3. Identify **Office Premises**, negotiate lease and	a. Excerpt from UNHCR Manual

	seek approval from Geneva	b. Standard lease (*) c. Note on selecting
❑	4. Consider the use of **UNHCR stickers and UN flags,** **posters and visibility material**. Request more from HO if necessary	a. Flag Code b. List of stockpiled visibility material
❑	5. Consider **"Base Camp"** requirements and need for Base camp manager, in situations where this is applicable	a. Base camp manager
	COMMUNICATIONS AND TRANSPORT	
❑	6. Determine immediate needs for and set up **communications:** Telephone, E-Mail, fax, telex and/or radio and pouch. Complete communications questionnaire and send to HQs Attn. Telecommunications Unit	a. Communications Info Kit including Communications Questionnaire b. Telecommunications inventory forms (*) c. Pouch Service Instructions
❑	7. Establish **telecommunications procedures.** Train staff and advise procedures	a. Sitor/Pactor Manual b. Voice procedure c. Codan user instructions (*) d. Handover letter for handsets (*) e. Handset user instructions (*) f. Radio room discipline (*)

		g. Communications procedures
❑	8. Establish log for recording long **distance phone calls** giving particular attention to private phone calls	a. Excerpt from UNHCR Manual b. FOM 01/93 including Telephone log form (*)
❑	9. Prepare forms for **telex/fax** messages	a. Model format (*)
❑	10. Establish **communications log** and chron files	a. Radio message chron forms(*)
❑	11. Establish a regular system (shuttle) for **transport of** **mail and personnel** between sub office and branch office (if necessary)	a. Shuttle Passenger Manifest (*)
❑	12. Determine **Admin Vehicle needs:** Landcruisers, Pick ups, saloons and/or minibus	a. Excerpts SFAS Handbook b. Excerpts IAPSU Catalogue
❑	13. Establish procedures for **light vehicle** use: - Authority for UNHCR staff to drive official vehicles - Driver trip logs - Vehicle tracking system - Maintenance logs - Construct key box & ensure key security - Identify best means for vehicle servicing - Make arrangements for the purchase of Duty Free	a. Excerpt from UNHCR Manual b. Driver Log format (*) c. Vehicle Tracking format (*) d. Excerpt from ICRC Handbook e. Authority to drive official vehicles (*) f. Inventory record form g. Vehicle inspection check list h. Rules for drivers i. Vehicles in UNHCR operations

	petrol - Undertake driver education sessions	j. Fuel receipt voucher (*) k. Mileage rates
PERSONNEL, STAFF CONDITIONS AND SECURITY		
❑	14. Establish **staffing table** with Organigram and job descriptions. Send to the Desk at HQs	a. Typical field office structures b. Additional example organigram c. Post creation and review procedures d. Benchmark job descriptions
❑	15. Identify **sources for local staff** recruitment. Prepare simplified Job Application Form for local Staff. (P11 to be used only for candidates who are being seriously considered)	a. Simplified job application form (*)
❑	16. **Recruit** essential and urgently required local staff. Set up local recruitment committee. Following selection, issue short term contract and arrange appropriate medical check	a. Excerpt UNHCR Manual and related recruitment forms b. Interview notes & Report Form (*) c. Recruitment tests for local staff (*) d. Regulations for NPOs - excerpt from APPB regulations
❑	17. Identify **UN Examining Physician** if necessary if no UNDP Office and inform SASS for JMS approval	
❑	18. Set up **Personnel files** for all staff	

❑	19. Establish **leave recording** system	a. Secretariat Instruction on time, attendance & leave b. Example leave recording forms
❑	20. Establish **Working Hours, Overtime and DSA** for local staff on mission in country in accordance with UNDP practice	a. Excerpt from UNHCR Manual b. IOM 61/88 and IOM/120/88 on salary advances c. Copy OT recording form (*) d. IOM 76/89 on Overtime for local staff
❑	21. Establish local **mission tracking** system	a. Mission recording format (*)
❑	22. Send variable information on **"Appendix B"** for your duty station to Geneva	a. Format appendix B
❑	23. Check that **DSA** appropriate for duty station and if considered to be inappropriate complete DSA Worksheet if no UNDP Office and transmit to SASS	a. Excerpt from UNHCR Manual b. DSA Worksheet & guidelines
❑	24. If new duty station complete **Classification of Duty** **Station** questionnaire & send to HQs	a. Excerpt from UNHCR Manual b. Classification of Duty Station Questionnaire
❑	25. Review the validity of the **post adjustment** and if considered inappropriate advise DHRM	a. Excerpt from UNHCR Manual

❑	26. Determine appropriateness of **salary level of local staff** and if inappropriate advise DHRM	a. Excerpt from UNHCR Manual b. Excerpt from CCAQ GS Survey Manual
❑	27. Arrange payment of **salary and allowances** of international staff	a. Salary distribution request form and FOM/20/95 & Add.1
❑	28. Negotiate discounts in local **hotels** and advise HQs. Ensure guaranteed room availability for mission staff	
❑	29. Consider **security** procedures and an appropriate evacuation plan	a. Excerpts from UN Field Handbook b. IOM 47/92 on Field Security reporting
❑	30. Collect **personal data** on international staff and request staff to complete inventories if warranted by security situation	a. Personal Data form b. Personal Effects Inventory form
❑	31. Identify best means and procedures for **medical evacuation** of staff	a. Guidelines for Medevac Plan b. IOM/104/94 and IOM/26/95 - Guidelines on Medevac
❑	32. Establish frequency and procedures for **staff welfare missions** through MARS/VARI/STAR	a. Excerpts from FOM/105/94 + addenda
❑	33. Review the **living and working conditions**,	a. Structure of living and working

	report to Headquarters and request field kits, travel kits and staff accommodation as appropriate	conditions report (*) b. Example of Emergency Operation Living conditions paper c. Excerpts from Catalogue of Emergency Response Resources (field kits, travel kits, staff accommodation) d. FOM/70/95 on Accommodation provided by UNHCR
❑	34. Design and begin **training and coaching** programmes in office procedures for local administrative staff	a. Excerpts from UNHCR Training Module b. Notes on Coaching Skills c. Using Interpreters (*) d. FOM 102/88 on Language Training
	FINANCE, EQUIPMENT AND SUPPLIES	
❑	35. Survey local banks. Propose bank signatories and interest level and request HQ to open **bank account.** Propose ceiling and request approval for petty cash account	a. Excerpt of UNHCR Manual b. Questionnaire on Opening Bank Account
❑	36. Establish **accounts procedures:** Vouchers, Journals, files, signatory arrangements etc.	a. Allotment Account Codes For essential guidelines on accounting procedures refer to Part 5, Chapter IX of the UNHCR

		Manual and to the FOAS Manual
❑	37. Request Emergency Allotment Advice if not already received & finalize **administrative budget** request to HQs on ABPS	a. Copy of Emer. Allotment Advice b. Excerpt of Operating Instructions of ABPS c. FOM 120/94 Field Office Admin Budget Procedures
❑	38. Purchase and inventorise **non expendable property,** particularly furniture, vehicles and equipment and decide which to be charged to admin allotment and which to project expenditure (if any)	a. Excerpt from UNHCR Manual
❑	39. Check stocks of **stationery and supplies,** sort forms into Manila folders & order stationery and forms required from Geneva	a. Excerpt from UNHCR Manual
❑	40. Investigate the possibility of the **local printing** of stationery. If possible and the cost is reasonable, request permission to do so from HQs. Proceed only once address, telephone number, etc. Known and not likely to change	a. Examples of stationary Examplestationery
❑	41. Survey **EDP facilities** and needs and	

	recommend improvements/request additional equipment. If necessary request services of ICSS consultant to assess optimum Admin (and programme) needs.	
	FILING AND DOCUMENTATION	
❑	42. Advise BO or HQs which **newspapers and periodicals** to be sent on a regular basis. (This is part of field office budgeting (ABPS) but worthwhile arranging separately)	a. Entitlement
❑	43. Set up **file list**, chron files and document registration system	a. Filing principles (*) b. Standard file list (*) c. Chron Register Format (*)
❑	44. Set up **distribution system** with central location of trays. Consider local construction of pigeon holes. Establish document circulation system	a. Example Action Sheet (*) b. Example Circulation Slip (*)

**** Available on the computer disc which accompanies The "Checklist For The Emergency Administrator".***

Annex 2 - Suggested Field Filing System

1. A file list should be set up immediately on the opening of a new office. It should be done in such a way that it can expand and contract to take account of new situations. One must achieve the correct balance between being too specific and too general.

2. Three types of files should always bear a standard format reference or symbol whether maintained at Headquarters or in the Field: personnel (PER/IND) files, individual case (IC) files and project files. The latter symbol is always allocated by Headquarters.

A *personnel file* bears the file reference PER/IND FAMILY NAME, Given Names, e.g. PER/IND SMITH, Ms Jane Marie

An *individual case* file bears IC FAMILY NAME, Given Names RUR (country of residence)/RUR (country of origin)

e.g. IC SMITH, Ms Jane Marie RUR/RUR

A *project file* bears Year/Source of fund/Country of operation/assistance type/project number, e.g. 98/EF/RUR/EM/140.

3. An indication of subject files which might be required is given below. The number designates a subject not a file. Accordingly, files may comprise two or more file numbers.

A file should "tell a story".

Do not make subsequent perusal difficult by filing items out of sequence.

4. Security should be considered when filing documents, in paper and or electronic form. Files which should be destroyed in the event of evacuation of the office should be marked in advance. These should include individual case files and personnel files.

Suggested File List 1. General & External Affairs

100 UNHCR Structure/Mandate & Gen. Info.
101 Executive Committee
102 IOM/FOMs

110 Relations with (host) Government
111 Relations with local Consulates
112 Inter-Agency Meetings
113 NGOs (general & alphabetical by agency)
114 UN Agencies (general & alphabetical by agency)
115 Inter-Governmental Organizations (general & alphabetical by agency)

120 Reports from the field
121 Situation Reports (SITREPS)
122 Camp profiles

130 Missions to the office (UNHCR & alphabetical)
131 Missions by office staff (alphabetical)
132 Visitors to the office (non-UNHCR & chronological)
133 Public Information Activities & Media Relations

134 Press releases & Press clippings
135 Conferences and Special Events

140 Training/Seminars/Workshops
150 Fund Raising/Contributions

2. Protection

200 Protection General - UNHCR
201 Human rights/Country of Origin Info. (RUR-Alphabetical)

210 Protection (host country)
211 Detention
212 Determination
213 Tracing
214 Family Reunion
215 Physical Security of Refugees
216 Registration

3. Operations & Assistance

300 Field Operations General
301 Field Operations (by site/camp)

310 Programme General (UNHCR) including EOBS

310 Programme General (UNHCR) including PODS
311 Assistance Programme General (host country)
312 Emergency Management
313 Technical Support
314 Procurement

320 Food/Nutrition
321 Health
322 Water & Sanitation
323 Site Planning & Shelter
324 Non-Food Items & Domestic Supplies
325 Logistics (procurement, transport, storage)
326 Community Services, Counselling, Community Development
327 Education
328 Productive Activities & Income Generation
329 Camp Management

330 Repatriation
331 Local Settlement
332 Resettlement

4. Administration & Finance

400 Administrative Policy
401 Administrative Instructions

410 Office Premises
411 Office and Personnel Security
412 Asset Management
413 Expendable property & Supplies
414 Utilities
415 Records Management/Filing
416 Communications
417 Transport/Vehicles

420 Staff Rules & Regulations
421 Office Staffing
422 Applications for Employment/Recruitment
423 Salaries/Benefits/Allowances/Living Conditions
424 Taxation/Exemptions/Privileges & Immunities
425 Leave & Holidays
426 Travel/Mission & Leave Rosters

430 Accounting & Finance Procedures
431 Rates of Exchange
432 DSA Rates
433 Administrative Budget & Obligation Document