



Supplies and Food Aid - Field Handbook (UNHCR, 1989, 296 p.)

 **(introduction...)**

 **List of Abbreviations**

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CHAPTER 2 - PROVISION OF FOOD AID

CHAPTER 3 - PURCHASING AND DONATIONS

CHAPTER 4 - RECEIPT OF SHIPMENTS

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FORMS ANNEX - SUGGESTED FORMS FOR UNHCR FIELD OPERATIONS

The forms in this section were designed to help you to meet the standards and requirements set out in the text of this Field Handbook. They are based on actual samples of forms in use in the field which were provided to the author during the information gathering phase.

The forms are reproduced here in actual size so that you may copy them for your own use. You may also adapt them, adding or deleting information to make the forms more suited to your particular needs.

SFAS/FH - 1 - CHECKLIST FOR RECEIPT AND CLEARANCE OF UNHCR INTERNATIONAL SHIPMENTS

Project No. <hr/>	Description	
PO/CAF/Ref. No.: <hr/>	of Goods: <hr/>	
<u>Dates Action Taken:</u>	Planned Use: (By whom, Destination)	
Need Identified and Request: ___/___/___	PO/CAF Date: ___/___/___	Shipping Notification Telex: ___/___/___
Shipping Documents Rec'd: ___/___/___	Arrival of the Vessel: ___/___/___	Shipment Cleared from Port: ___/___/___
Protest Letter: ___/___/___	Survey Report: ___/___/___	

FOLLOW UP AT EACH STAGE IF INFORMATION OR ACTION IS INADEQUATE OR INSUFFICIENT:

<u>WHEN</u>	<u>ACTION</u>	<u>RESPONSIBILITY ASSIGNED TO:</u>	<u>DATE AND ACTION TAKEN:</u>
On receipt of Purchase Order or CAF	- Notify all concerned parties that purchase/donor action taking place.		
	- Define needs for forwarding agent and arrange contracted services.		
On receipt of Shipping Notification Telex	- Confirm national/local delivery instructions (destination on clearance).		
	- Arrange transport/storage for shipment. Specify destinations and Quantities.		
	- Monitor ship's arrival and berthing arrangements. Resolve any delays.		
On receipt of shipping documents	- Arrange customs exemption.		
	- Endorse Bill of Lading. Transmit shipping documents to designated receiving agent.		

	- Confirm arrangements for discharge, superintendence, inspection and reporting on shipment.		
	- Schedule loading, transport, storage of shipment.		
On arrival and discharge of the shipment	- Resolve any delays - request assistance of authorities.		
	- Report arrival to SFAS by telex.		
	- Obtain receiving, inspection and dispatch reports.		
	- Notify SFAS on completion of discharge (quantities and condition).		
On clearance of shipment from the port	- Load and transport shipment to destination(s).		
	- Prepare, submit receiving report to SFAS.		
	- Obtain documents (signed waybill, takeover cert.) to confirm delivery at destination.		
	- Arrange payment for related charges.		
	- Obtain information, prepare, submit distribution report.		

	- Assure file on shipment is complete and dose file.		
If any loss or damage to the shipment	- Initiate claims action promptly.		
	- Note damages or loss on Bill of Lading.		
	- Send Protest Letter to carrier, copy to SFAS.		
	- Over US \$1000, obtain Shortlanding Certificate and Survey Report.		
	- Under US \$1000, prepare report of damage or loss.		
	- Submit all documents and details to SFAS.		
	- Arrange authorized repair or disposal of damaged goods.		

OTHER RELEVANT INFORMATION:

SFAS/FH - 2 - UNHCR PORT CLEARANCE REPORT

SHIPPING MARKS AND NUMBERS DESCRIPTION OF THE GOODS/PACKING

Vessel/Carrier:

Name and Address of Local Shipping Agent:

Date/Tine of Arrival: ___/___/___ _____ Date(s) of start _____ finish _____
 Discharge: ___/___/___ _____/_____/_____

Date of Delivery: ___/___/___

SUMMARY OF DISCHARGE SURVEY

1. No. of units per Bill of Lading	_____ = _____ Mt
2. No. of units discharged in sound condition	_____ = _____ Mt
3. No. of units discharged in damaged condition	_____ = _____ Mt
4. Total units discharged	_____ = _____ Mt
5. Losses on discharge	_____ = _____ Mt

Explanation of damage or loss: _____

 Bill of Lading endorsed conditionally for loss or damage.

 Shortlanding Certificate obtained/attached.

 Protest Letter sent/copy attached.

Other (specify) _____

SUMMARY OF DELIVERY SURVEY

6. No. of units discharged (same as 4.)	=		Mt
---	---	--	----

7. No. of units cleared from port and delivered to transporter	=		Mt
--	---	--	----

8. Total port loss (6 - 7)	=		Mt
----------------------------	---	--	----

Explanation of damage or loss: _____

Copy port release order attached

Copy of transporter's waybill(s) attached

Other (specify) _____

Submit this completed report for each consignment cleared to:

(UNHCR consignee field office)

Forward any replies to the Protest Letter or copies of other relevant correspondence as and when they are received.

Prepared by: _____ Date: _____

SFAS/FH - 3 - UNHCR VEHICLE INVENTORY RECORD

Country _____

Office _____

TECHNICAL DATA:

Inventory No. _____ Registration No. _____
 Manufacturer _____ Model _____
 Engine No. _____ Year of Production _____
 Chassis No. _____ Warranty Expiry Date _____

Engine Type: <input type="checkbox"/> Diesel <input type="checkbox"/> Petrol	Capacity: _____ persons _____ MT
--	----------------------------------

Steering: <input type="checkbox"/> Right-hand <input type="checkbox"/> Left-hand	Tire Size: _____
--	------------------

REGISTRATION/INSURANCE DATA:

Registered Owner: _____ Date: _____

3rd party liability insurance in the name of: _____

Limit of insurance coverage: LC _____ US \$ _____

Insurance paid by: _____ Policy No.: _____

Expiry Date: Registration: _____ Insurance: _____

ACQUISITION DATA:

Supplier _____ Delivery Date _____

Purchase Order No. _____ Project/MOD Ref. _____

Purchase Price (C&F) US \$ _____ Donation _____ Yes _____ No
Donated by _____ CAP No. _____

OPERATIONAL DATA:

Vehicle Markings _____
Vehicle to be used by _____
For what purpose? _____
Base Location _____ Date put in service _____

DISPOSITION DATA:

Action: _____ Date of Submission to the
Property Survey Board: _____

REMARKS:

SFAS/FH - 4 - UNHCR VEHICLE LOS BOOK

FRONT PAGE:

Registration No. _____	Vehicle Make _____
Vehicle Colour _____	Vehicle Model _____

Year of Manufacturer

Date of Receipt

Project Ref.

Base Location

Engine No.

Chassis No.

Maximum Payload

Capacity of fuel tank

Size of tires

_____ Petrol _____ Diesel

Pressure of front tires

Keys:
Number

Pressure of rear tires

Location

RECORD PAGES:

DATE	START ODOMETER READING	JOURNEY/DETAILS	KMS. TRAVEL	FUEL	OIL	OTHER (SPECIFY)	DRIVER INITIALS

SFAS/FH - 5 - UNHCR MONTHLY SUMMARY OF VEHICLE OPERATIONS

To be completed for each vehicle in the local fleet:

Vehicle Make/Model _____ Engine No. _____

Registration No. _____ Chassis No. _____

Report for the Month of _____

Start Odometer Reading _____

Finish Odometer Reading _____

Total Monthly Mileage: _____

Total Fuel Consumption (litres) _____

Oil changed/added and quantity _____

Maintenance frequency and Summary:

Repair frequency and Summary:

Was the vehicle involved in any accidents during the month? ___ Yes ___ No
If yes, attach copy of accident report.

ATTACH ALL WORK ORDERS. RECEIPTS. ETC., IN ORDER BY DATE.

Other Comments or Remarks:

Report Submitted By: _____ Date: _____

SFAS/FH - 6 - UNHCR MOTOR VEHICLE SPARE PARTS REQUISITION

To be completed for each vehicle requiring spare parts Consolidated orders should only be prepared by a technical expert or workshop manager.

Requesting Office: _____ Prepared by: _____
(Name and address) _____ Position: _____
_____ Contact No.: _____
Req'd Delivery Date: _____ Date Prepared: _____

Stack Record Card (reverse)

DATE	TREATMENT GIVEN	BY WHOM

SFAS/FH - 9 - STORES INSPECTION REPORT

TO: _____ **Project Ref:** _____

I have inspected the store at (location)

on (date) _____ **at (time)** _____, **and my findings are**

shown below.

STOREKEEPER: _____
(print name) (signature)

STORE BUILDING INSPECTION:

Weather at the time of inspection*: raining/dry sunny/overcast windy/calm

Degree of loading*: full/75%/50%/25%/empty

Total volume/capacity of the store: _____ cu. metres, _____ MT

Condition of Building*: G/F/P (good/fair/poor)

*** Circle word letter which applies.**

Explain:

Repairs Needed:

Roof G/F/P _____

Halls G/F/P _____

Floor G/F/P _____

Doors G/F/P _____

Windows G/E/R

Ventilators G/F/P _____

Lights G/F/P _____

Other (specify) G/F/P _____

Are there any live insects on the walls or floor? What? Where?

Is there any evidence of rats, mice or birds inside the building? Rats or mice outside the building? e.g. signs of gnawing, rat or mouse holes, droppings?

Are there any other matters which need attention? e.g. security of stores, access, condition of site, damaged equipment?

GOODS INSPECTION:

Type	Quantity in store at the time of inspection	Length of time in store (Date Rec'd)	Signs of Damage, Insect infestation, Rodents, Mould & Degree

If items are not in good condition, give the apparent reasons why. (E.G. the rice is being eaten by insects, the cans of oil are leaking, the tents have mildewed.)

Record of pest control treatments:

SFAS/FH - 10 - STORES REQUISITION/ISSUE VOUCHER

Release order

Ref. No. _____ **Date** _____

FROM: (consignor)

TO: (consignee)

Please receive the goods detailed below:

Material/Commodity Description	Shipping Quantity		Reference/Remarks
	Weight	No. of Units	

The quantities and descriptions shown above have been checked and are in accordance with the quantities and materials/commodities supplied.

Please sign and return one copy of this document to the consignor immediately upon safe receipt of the items detailed above.

You will be responsible for notifying the requisitioner that you have received these supplies.

Received by the shipping agent or consignee's agent:

CONSIGNOR

CONSIGNEE: I acknowledge receipt of the materials/commodities listed above.

Date: _____

Signature

Copy 1 - consignor

Copy 2 - consignee

Copy 3 - returned to consignor



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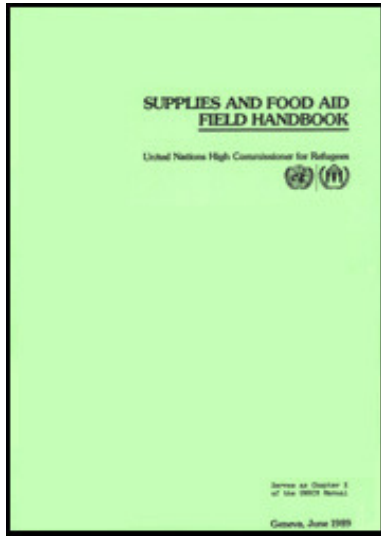
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CONVERSION TABLES

To convert from units in the first column to the equivalent number of units in the second column, multiply by the figure shown. For example:

10 kilometres = 10 x 0.6214 miles = 6.214 mi

8 feet = 8 x 0.305 metres = 2.44 m

5 kilograms = 5 x 2.205 pounds = 11.01 lb

Length:

1 kilometre (km) = 0.6214 miles (mi)

1 km = 1,000 m

1 metre (m) = 1.0936 yards (yd) = 3.28 feet (ft)

1 centimetre (cm) = 0.394 inches (in.)

1 mile (mi) = 1.609 kilometres (km)

1 yard (yd) = 0.914 metres (m)

1 foot (ft) = 0.305 metres (m) = 30.48 centimetres (cm)

1 inch (in.) = 2.54 centimetres (cm)

Area:

1 square km (km²) = 0.386 square miles (sq mi)

1 hectare (ha) = 2.471 acres

1 square metre (m²) = 1.196 square yards (sq yd) = 10.76 square feet (sq ft)

1 square cm (cm²) = 0.155 square inches (sq in.)

1 square mile (sq mi) = 2.59 square km (km²) = 259.0 hectares (ha)

1 acre = 0.405 hectares (ha)

1 square yard (sq yd) = 0.836 square metres (m²)

1 square foot (sq ft) = 0.093 square metres (m²)

= 930.0 square cm (cm²)

1 m = 100 cm

1 cm = 10 mm

1 mi = 1,760 yd

1 yd = 3 ft

1 ft = 12 in.

1 km² = 100 ha

1 ha = 10,000 m²

1 m² = 10,000 cm²

1 sq mi = 640 acres

1 acre = 4,840 sq yd

1 sq yd = 9 sq ft

1 sq ft = 144 sq in.

1 square inch (sq in.) = 6.54 square cm (cm²)

Volume:

1 cubic metre (m³) = 1.307 cubic yards (cu yd)

1 m³ = 1,000 litres

= 35.32 cubic feet (cu ft)

1 cubic cm (cc) = 0.061 cubic inches (cu in.)

1 cubic yard (cu yd) = 0.765 cubic metres (m³)

1 cu yd = 27 cu ft

1 cubic foot (cu ft) = 28.32 litres

1 cu ft = 1,728 cu in.

1 cubic inch (cu in.) = 16.39 millilitres (ml)

Liquid Capacity:

1 litre (l) = 0.22 UK gallons (UK gal)

1 litre = 1,000 ml

= 1.76 UK pints (UK pt)

= 1,000 cc

= 0.26 US gallons (US gal)

= 2.11 US pints (US pt)

1 millilitre (ml) = 0.0675 fluid ounces (fl oz)

1 ml = 1 cc

1 UK gallon (UK gal) = 4.55 litres (l) = 1.20 US gallons (US gal)

1 UK gal = 8 UK pt

1 US gallon (US gal) = 3.79 litres (l) = 0.83 UK gallons (UK gal)

1 US gal = 8 US pt

1 UK pint (UK pt) = 0.568 litres (l)

1 UK pt = 20 fl oz

1 US pint (US pt) = 0.473 litres (l)
 1 fluid ounce (fl oz) = 28.41 millilitres (ml)

Weight:

1 metric ton (MT) = 0.984 long (UK) tons

= 1.102 short (US) tons

= 2,204.0 pounds (lb)

1 kilogram (Kg) = 2.205 pounds (lb)

= 35.27 ounces (oz)

1 gram (g) = 0.035 ounces (oz)

1 long (UK) ton = 1,016.0 kilograms (Kg)

1 short (US) ton = 907.1 kilograms (Kg)

1 long (UK) ton = 1.12 short (US) tons

1 pound (lb) = 0.45 kilograms (Kg) = 453.6 grams (g)

1 ounce (oz) = 28.35 grams (g)

1 US pt = 16 fl oz

1 MT = 1,000 Kg =
 1,000 g

1 UK ton = 2,240 lb

1 US ton = 2,000 lb

1 lb = 16 oz

Weight of water (at 16.7°C, 62°F):

1 litre = 1 Kg

1 UK gal = 10 lb

1 US gal = 8.33 lb

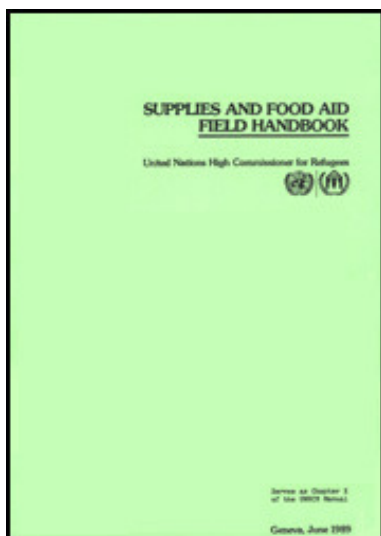
1 cu ft = 62.31 lb




Temperature:

	0°F	=	-17.8°C
To convert from Centigrade (°C to Fahrenheit (°F):	32°F	=	0°C
subtract 32 and then multiply by 1.8 (or 9/5).	50°F	=	10°C
	68°F	=	20°C
To convert from Fahrenheit (°F) to Centigrade (°C):	98.4°F	=	36.9°C
multiply by 0.555 (or 5/9) and then add 32.	104°F	=	40°C
	212°F	=	100°C



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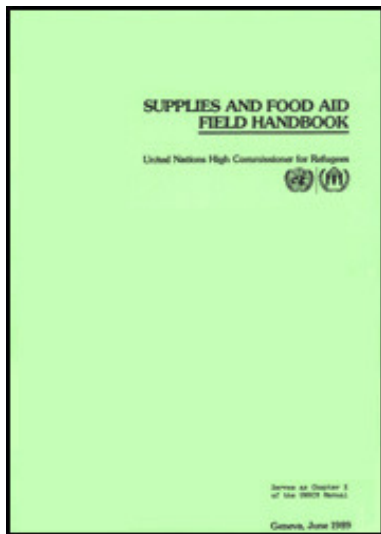
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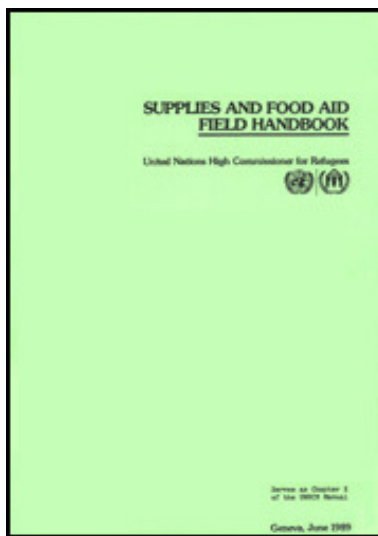
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CAF	Contribution Advice Form
cm	Centimetre
CSM	Corn-soya-milk (blended food)
DSM	Dried skim milk
EC	European Community
FRS	Fund Raising Service - UNHCR
g	Gram
IAPSU	Inter-Agency Procurement Services Unit - UNDP
ICRC	International Committee of the Red Cross
IEFR	International Emergency Food Reserve - WFP
ITSH	Internal Transport, Storage and Handling
Kcal	Kilocalorie
Kg	Kilogram
Km	Kilometre
LOI	Letter of Instruction

m	Metre
MISS	Management Information Systems Services - UNHCR
MOD	Miscellaneous Obligation Document
MT	Metric Ton
PMS	Programme Management Services - UNHCR
SFAS	Supplies and Food Aid Service - UNHCR
TSS	Technical Support Service - UNHCR
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIPAC	UNICEF Procurement and Assembly Centre (Copenhagen)
US\$	United States Dollar
WFP	World Food Programme
WHO	World Health Organization

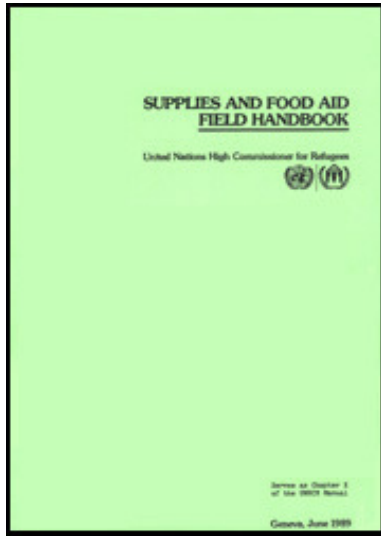


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 **Supplies and Food Aid - Field Handbook (UNHCR, 1989, 296 p.)**

  **INTRODUCTION**

 **1. Purpose of the Field Handbook**



-  **2. Organization of the Field Handbook**
-  **3. Global Application**
-  **4. Relations with the Host Government and Implementing Partners**
-  **5. UNHCR Guide to Supplies and Food Aid**

Supplies and Food Aid - Field Handbook (UNHCR, 1989, 296 p.)

INTRODUCTION

1. Purpose of the Field Handbook

1.1 The purpose of this Handbook is to help UNHCR officials and implementing partners in the field to manage the supply of food, health and other material assistance for refugees and other persons of concern to the High Commissioner.*

*** A refugee is «any person who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality or political opinion, is outside the country of his nationality and is unable or, owing to such fear or for reasons of other than personal convenience, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence, is unable or, owing to**

such fear or for reasons other than personal convenience, is unwilling to return to it.» (Statute of the Office of the United Nations High Commissioner for Refugees, Chapter II.) Persons of concern to UNHCR are those defined as refugees under the Statute, as well as persons whom UNHCR may be called upon to assist, pursuant to resolutions adopted by the UN General Assembly and the Economic and Social Council (ECOSOC).

1.2 Donors provide UNHCR with the resources necessary to protect and assist refugees. We must strive to use these resources to achieve the best possible results, to maintain and enhance our credibility with both those we are trying to help and those who are providing the means. Material assistance is an integral and significant component of all UNHCR programmes. Programme supplies and food aid provide immediate relief and promote interim self-reliance while refugees await durable solutions, and alleviate the economic burden on many countries where refugees are located.

1.3 The majority of UNHCR field personnel have limited expertise in purchasing, logistics or commodity management. Many UNHCR staff find themselves in isolated situations where both technical knowledge and local facilities to handle supplies and food aid are lacking. Often, we are called upon to exercise initiatives in finding workable solutions for which we must answer later in the organizational context of our accountability to UNHCR. This Handbook sets out planning, control, monitoring and reporting standards and practices to guide all UNHCR supply operations in the field, and to make local improvements.

2. Organization of the Field Handbook

2.1 The contents of the Handbook are divided into eight chapters, each listed in the Table of Contents and covering a major topic concerning supplies and food aid as it pertains to field operations. The first five chapters systematically develop the provision and management of material assistance from initial identification of need to receipt, control, inland transportation and storage of supplies and food aid in the field. Chapter 6 deals with all aspects of vehicle acquisition, control and maintenance, while Chapter 7 provides specific information concerning warehouse management and storekeeping practices. Chapter 8 gives an overview of distribution requirements for refugee programmes, to control and report on end-use. Each chapter incorporates charts which summarize or augment the information in the text. A listing of the chapter contents precedes each chapter.

2.2 Supplementary information which has been specifically referenced in the text is attached as an Annex. All Annexes to the text are collected at the back of the Handbook for easy reference. The Annexes are listed in the Table of Contents and are immediately preceded by their own detailed listing.

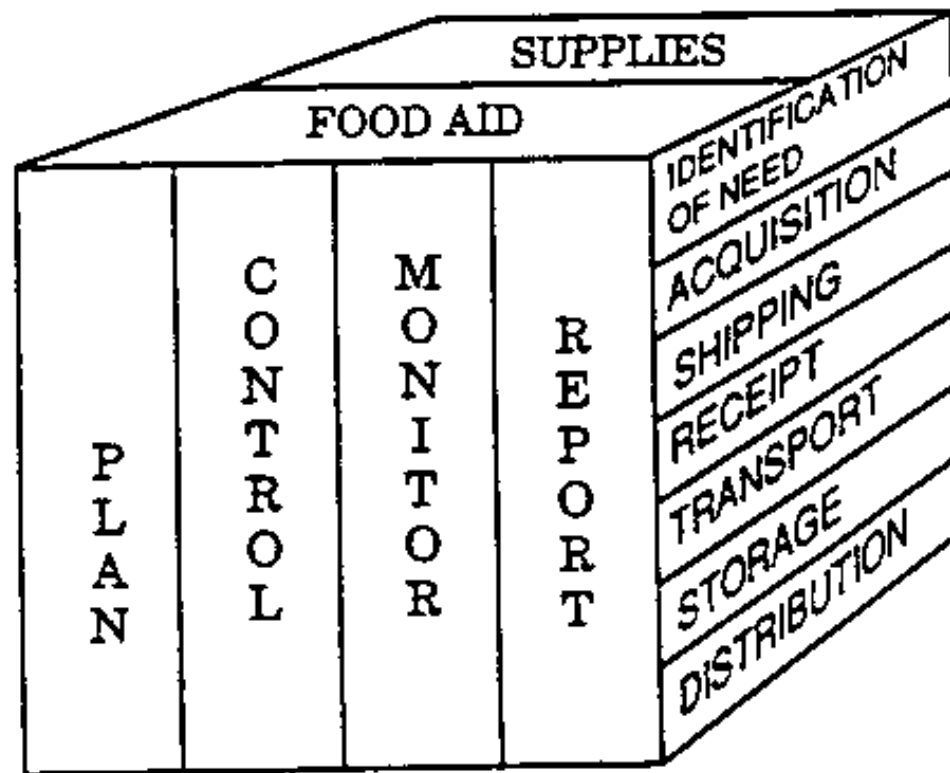
2.3 Suggested forms which field offices may use or adapt locally (as referenced in the text) are presented in their own Forms Annex. Conversion Tables have also been included for the convenience of field personnel, as well as a short Bibliography of other useful and relevant publications. A list of the abbreviations used in the text follows the Table of Contents.

2.4 To permit users to easily refer to specific information in the Handbook, an alphabetical keyword Index may be found in the final section of this publication.

3. Global Application

3.1 The standards and guidelines described in these pages are intended to have worldwide application in UNHCR. They are based on past UNHCR experience, existing management requirements, established international practices and sound technical advice. The knowledge and experience of many UNHCR staff, both at Headquarters and in the field, were used to compile this Handbook. Our implementing partners, contracted agents, consultants, other UN organizations and international humanitarian institutions have also contributed.

3.2 In gathering the information, it was evident that many factors influence the Standards attainable at the local level. The variety of UNHCR's implementing procedures, partners and options affect our ability to impose standards. Circumstances in the host country may also limit our efforts to fulfil our objectives effectively - economic and social development status, political stability, security conditions, or the availability of local facilities and trained field workers.



FIELD MANAGEMENT AND ACCOUNTABILITY FOR SUPPLIES AND FOOD AID

3.3 Regardless of local arrangements and conditions, however, UNHCR officials in the field are expected to implement procedures which reflect the management requirements outlined here for each stage of the supply process. The fact that material assistance and food aid are turned over to implementing partners does not diminish UNHCR's responsibility to account for their ultimate use. Cooperation and close liaison between UNHCR officials and implementing partners, through regular meetings and visits to storage facilities, distribution centres and refugee sites, will allow UNHCR personnel to monitor conditions, obtain first-hand information and take remedial action.

3.4 Monitoring measures whether programme goals are actually being achieved, and identifies the reasons for any problems. Where we cannot control and report directly, we must ensure the accountability of our implementing partners by making every effort to improve their awareness of the standards, to monitor their work, and to obtain prescribed reports.

3.5 Know your country, the ports, the transportation and storage system, local suppliers and implementing partners - their capabilities and limitations.

4. Relations with the Host Government and Implementing Partners

4.1 Better collaboration in decisionmaking among the parties involved in refugee operations benefits both the field personnel and the refugees. Insofar as the supplies and food aid component is concerned, close cooperation provides a «united front» to maximize programme effectiveness, minimize potential losses and deal with problems such as commodity diversions, misuse of property and outside pressure tactics. Regular contact between officials of the host government, UNHCR, WFP and others involved promotes better planning, and more accurate and timely information for scheduling transport and establishing storage requirements.

4.2 Consider providing a regional forum for exchanging information on purchasing, logistics and supply management. Bring together all the concerned parties, including officials from UNHCR Headquarters, to discuss the overall supply process, related responsibilities, and specific local operational issues. Depending on the agenda, these meetings may also involve forwarding agents, local transport companies, insurance agents, surveyors, port and customs officials, fleet and workshop managers and warehouse managers.

4.3 Share the information in this Field Handbook. UNHCR field personnel are encouraged to provide copies or excerpts, as appropriate, to all those involved in any aspect of the supply process. There is always room for improvement.

5. UNHCR Guide to Supplies and Food Aid

5.1 The *Guide to Supplies and Food Aid* provides an overview of the supplies and food aid function within UNHCR, detailing organizational considerations and responsibilities, applicable rules and policies, controls and standard practices.

5.2 This Field Handbook has been designed to supplement the information in the Guide, for the particular benefit of UNHCR personnel and our implementing partners in the field. Except where necessary for purposes of continuity, information contained in the Guide is not repeated here. You are advised, therefore, to refer to the *Guide to Supplies and Food Aid* to gain a more comprehensive understanding of the responsibilities, policies and standards applicable to the supplies and food aid function.

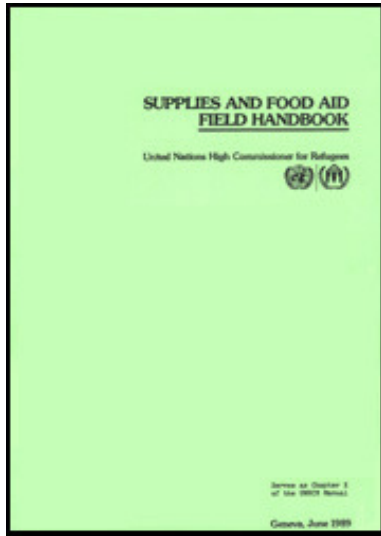
5.3 The *Guide to Supplies and Food Aid* was first distributed in early 1988 to all organizational units and geographic desks at Headquarters, and all regional and branch offices in the field. For additional copies, please contact the Supplies and Food Aid Service at Headquarters.



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CHAPTER 1 - IDENTIFICATION OF NEEDS

1.1 The Supplies and Food Aid Function

1.1.1 The objective of the supplies and food aid function in UNHCR is to meet the food, health and other material needs of refugees and other persons of concern to the High Commissioner. In achieving this objective, the following basic principles and conditions apply:

- Goods and services supplied should be of the requisite type and quality, available within the time required and at the lowest possible cost.**
- Simplicity and economy should be exercised in all sourcing and delivery operations, consistent with equitable practices which can withstand the test of public scrutiny.**
- All UNHCR personnel concerned with supplies and food aid should support and promote competitive bidding on an international basis. Sources of supply should have a wide geographical distribution, with emphasis on increasing acquisitions from developing countries and under-utilized major donor countries.**

1.1.2 The first step in the supply process is to identify, quantify and specify the needs of the refugees for material assistance and food aid. This important responsibility rests with UNHCR Field Programme Officers. Errors or omissions in the needs identification phase can have major repercussions later in the

implementation phase of any project. Consider the potential costs and impact on the refugees if:

- (a) the goods arrive too soon or too late;**
- (b) the quantities supplied are too few or too many; or**
- (c) the materials or their packaging are inappropriate for local conditions or their intended end-use.**

1.1.3 UNHCR Field Programme Officers must anticipate programme requirements and how best to meet these needs within the local context, while adhering to UNHCR's policies and practices. The *UNHCR Guide to Supplies and Food Aid*, available from SFAS, provides a comprehensive overview of UNHCR's programme supply policies, assigned organizational responsibilities, controls and standard practices. UNHCR should avoid providing refugees with better food and living standards than the local population. Assess material assistance requirements at the earliest opportunity when formulating project plans. Then request specific needs with sufficient advance notice to permit timely acquisition, receipt and use.

1.1.4 When establishing detailed requirements, ensure that:

- (a) all materials and quantities necessary to achieve the defined objectives of each project have been identified;**
- (b) item specifications are stated in sufficient detail to ensure that the goods supplied will be suitable for their intended purpose;**
- (c) packaging and labelling are appropriate for local handling, identification and use;**

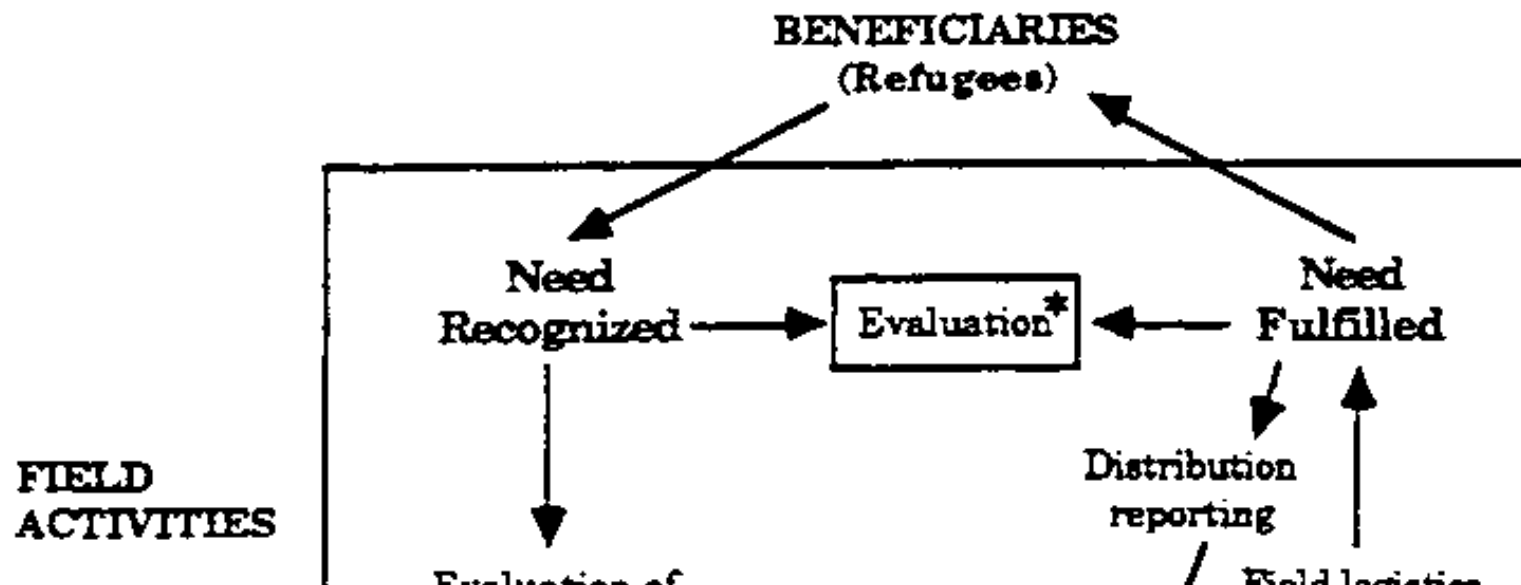
(d) requested delivery schedules can be realistically achieved, so that goods arrive when and where they are needed; and

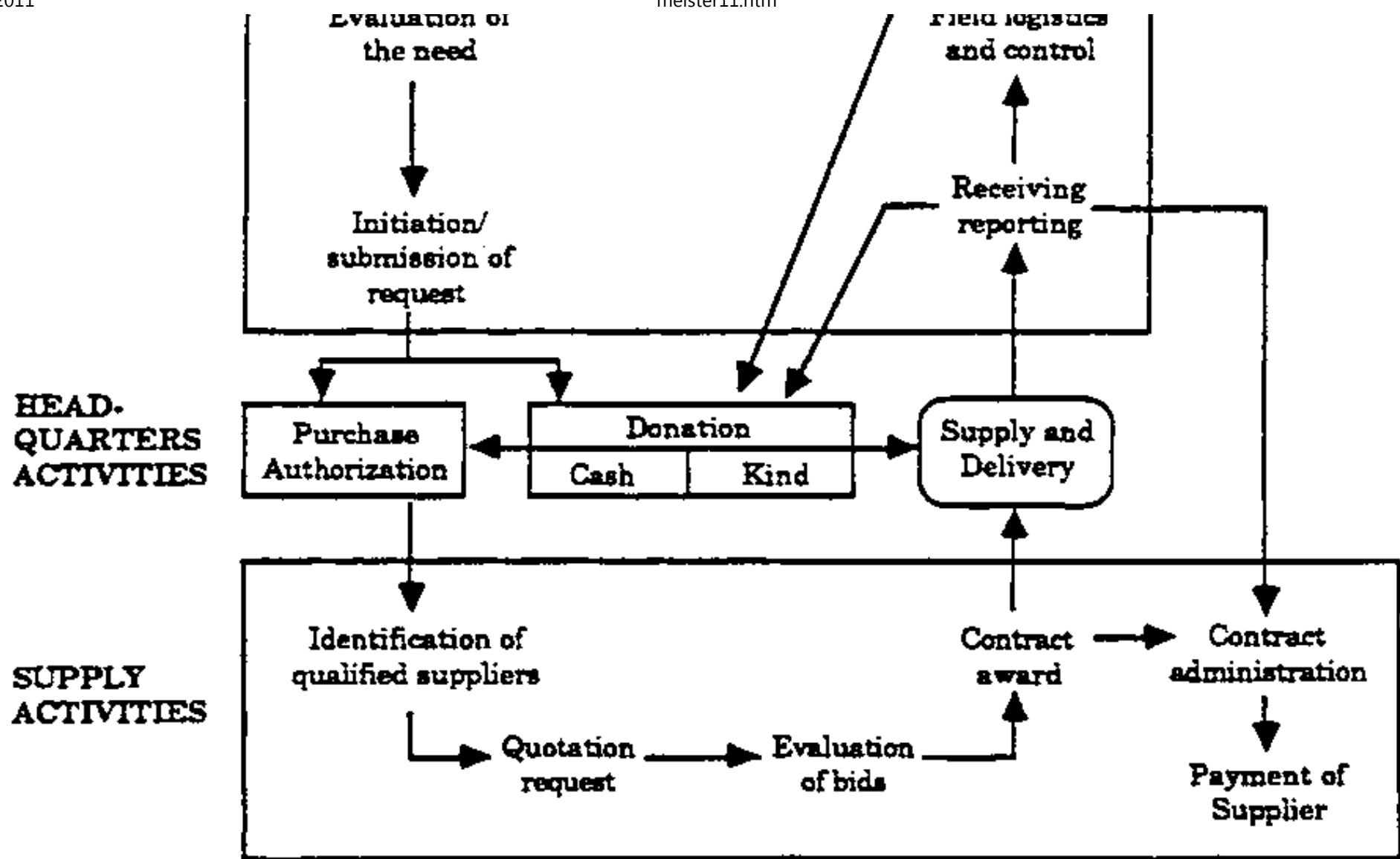
(e) accurate costs are established to avoid delays caused when budgets must be amended.

1.1.5 Requests for material assistance and food aid must be fully documented and justified. Clearly stated, accurate, complete and timely communications between the parties involved will expedite the supply process. It is not enough for the originator to understand the message; the true test is whether the recipient will also understand and have sufficient information on which to act.

Chart 1.A: Objective of the Supplies and Food Aid Function

To meet the food, health and other material needs of refugees and other persons of concern to UNHCR.





★ **Basic principles and conditions in achieving the functional objective:**

- Goods and services supplied should be of the requisite type and quality, in consideration of their availability within the time required and at the lowest possible cost.

- **Simplicity and economy should be exercised in all sourcing and delivery operations, consistent with equitable practices which can withstand the test of public scrutiny.**
- **All UNHCR personnel concerned with purchasing should support and promote competitive bidding on an international basis.**

OBJECTIVE OF THE SUPPLIES AND FOOD AID FUNCTION

Chart 1.B: Refugee Assistance - Needs Identification

1. What do the refugees need in the form of material assistance and food aid?

- **Define needs clearly, in consultation with concerned parties and technically competent experts. Item specifications must provide an exact description of the goods, to eliminate any misunderstandings for the Purchasing Officer or the supplier.**
- **For clarification, include intended use of the supplies.**

2. In what quantities, when and where?

- **Request quantities which are sufficient to meet needs, without excess. Too little may adversely affect the beneficiaries or the achievement of project objectives; too much will have to be stored and/or disposed of.**
- **Consider realistic lead-times when requesting supplies, providing time for**

sourcing, manufacture and delivery, especially when the needs are technical in nature, large quantities are required, or the destination is remote from the source of supply.

- **Determine place of delivery, depending upon the source, shipping mode and local arrangements for storage, release and distribution. Specify the final destination where the UNHCR field office originating the request will take delivery.**
- **Identify inspection requirements, at source and on delivery, when quality assurance is imperative.**

3. What constraints may apply?

- **Base lead-time on the nature of the goods requested, the location of the selected source of supply, and the modalities of delivery, in consideration of both international and local or inland transportation.**
- **Specify packaging which is appropriate for local handling and distribution.**
- **Prescribe labelling to clearly identify the contents, their intended destination and any special handling requirements (e.g., refrigeration).**
- **Consider requirements for installation, training, servicing and maintenance, particularly when requesting equipment or construction materials.**

4. What are the associated costs?

- **Use current unit prices or standard costs to calculate the cost of the goods themselves.**
- **Budget for the related costs of freight, insurance, inspection and handling, as appropriate.**
- **Confirm that sufficient funds are available within the timeframe to meet the supply and delivery costs.**

5. What sources of supply are available?

- **Consider possible supply options that can meet the requirements of type, quantity, quality, timing of delivery and cost - local or international donations, local or regional purchasing by UNHCR or our implementing partners, international purchasing by SFAS at Headquarters.**
- **Verify that authority has been granted in an appropriate letter of instruction, project agreement or other implementing instrument.**

1.2 Planning and Budgeting

1.2.1 Identify the material assistance needs of the refugees:

- (a) annually, as part of the programme planning cycle for ongoing refugee situations; or**
- (b) as part of the assessment of needs, for situations requiring an emergency or special response.**

1.2.2 For sectoral activities, UNHCR Field Programme Officers and implementing partners should jointly assess needs. Also, consult with technically competent experts when appropriate. TSS at Headquarters provides expert advice on technical aspects of project planning and implementation. TSS staff may organize and participate in technical field missions, to undertake feasibility studies, surveys, training or project reviews. Where in-house expertise is not available, TSS can also assist in identifying external consulting specialists when the necessary qualifications and terms of reference are provided to them.

1.2.3 Based on planned projects, priorities and the available allocation of funds, establish a list of supply requirements. Decide on the timing of delivery to meet programme implementation needs and the method of acquisition - in-kind donations, local, regional or international purchasing. Sectoral needs should already be outlined in the relevant implementing agreement; what is needed now is a detailed definition of the specifications and delivery schedules for the supplies.

1.2.4 Implementing partners sometimes identify and quantify material assistance needs for the refugees. UNHCR Field Programme Officers must review, verify and, if necessary, negotiate their requests to ensure that:

(a) the nature of the goods and the quantities requested are justified;

(b) the item specifications clearly define the required goods;

(c) unit costs reflect current prices, with provision in the overall cost for freight, insurance, inspection and handling, as necessary; and

(d) the allocated budget, timing of delivery and proposed source of supply

are acceptable.

1.2.5 When more than one organization is providing assistance to a particular refugee group, coordination in planning and implementation is essential to avoid duplication of effort, and to maximize the use of all funds spent. Within a UNHCR field office, coordination can easily be accomplished in consultations between Field Programme Officers and our implementing partners. Do not neglect the input of other organizations and agencies, however, who may be operating independently of UNHCR in dealing with the beneficiaries.

1.2.6 Close liaison and good working relationships will enhance the achievement of overall programme objectives in the most cost-effective manner. National, regional and local meetings should be held regularly to share information, to report progress and to remedy any difficulties being encountered. UNHCR field office personnel and officials from involved government ministries and administrations, UNHCR's implementing partners and other concerned international aid organizations should attend these meetings.

Annual Project Submissions

1.2.7 Details of material assistance needs are included in project submissions for the upcoming planning year, and new or revised submissions for the current year. These plans are prepared in the field, reviewed by a committee at Headquarters, and approved by the High Commissioner during the current year. Prior to presentation to the formal session of the Executive Committee in October, project submissions are updated in September to incorporate any changes in the interim, and expanded to include any Headquarters administrative components.

1.2.8 The project description and budget are reviewed to ensure that they accurately reflect the specific objectives and types of assistance which can be financed within the limits of proposed appropriations to be approved by the Executive Committee. On receipt of Executive Committee approval of overall annual and country programme allocations, PMS finalizes and distributes implementing instruments which are based on the final project submissions.

1.2.9 Each project submission includes a purchasing plan listing the items required for project implementation. This information details the quantity and specifications for each item, the unit cost, the total C&F (cost and freight) cost, the timing of delivery (latest date of receipt for effective implementation) and the final destination (project site). The purchasing plan provides SFAS at Headquarters with information on the types and quantities of goods for which they can expect purchase requests. In addition, expected delivery dates permit an estimate of when the purchasing process should start, taking into consideration realistic lead-times for meeting delivery deadlines.

1.2.10 For each project, funding requirements must be planned on a quarterly basis. Particularly during the first quarter of the year, available funds are limited because only a portion of the donor funding expected for the year is actually on hand in UNHCR. Consider these limitations when specifying purchasing and supply requirements.

Chart 1.C: Identify Material Assistance in Every Project Plan

For each refugee situation and project, specify supply items within the prescribed budget sector and activity during the planning phase. To illustrate:

Example 1:	<u>Charcoal</u> (item) is a cooking <u>fuel</u> (activity) sometimes purchased for the <u>domestic needs/household support</u> sector.
Example 2:	<u>Cement</u> (item) is a <u>construction material</u> (activity) which may be required to build latrines in the <u>sanitation</u> sector.

Emergency Response

1.2.11 When formulating a planned response during the assessment phase of a refugee emergency, identify and quantify the need for supplies and food aid. In defining these requirements, timing and availability may be crucial. Determine the supply potential of the local market and consult with SFAS at Headquarters to establish the sources and most expeditious methods for obtaining and delivering emergency supplies.

1.3 Specification of Needs

1.3.1 When requesting the provision of supplies and food aid, include detailed specifications, as exact as possible, for each item, to allow the Purchasing Officer and the supplier to understand the request clearly. This is no place for second-guessing. The lack of accurate specifications may result in delays if the Purchasing Officer must seek clarification from the Field Programme Officer who initiated the request. If the requirement is not clear, the wrong item may be purchased, time and money will be wasted, and project objectives will be jeopardized.

1.3.2 Standard specifications are available for many refugee supply needs. Whenever possible, specifications and items requested should be «generic» rather than «product-specific», to permit competitive bidding. In certain instances,

however, where particular equipment or a proprietary product has already proven itself locally, and installation, maintenance and service are also available, a request for a particular make may be justified. The local availability of certain supplies may be governed by state-controlled monopolies or enterprises, justifying the identification of a single source. Substantiate such circumstances on your purchase request.

1.3.3 Seek advice on specifications and related costs before submitting a purchase request, from SFAS Purchasing Officers at Headquarters, the Purchasing Liaison Officer in Nairobi, the Regional Logistics Officer in Djibouti or Local Purchasing or Logistics Officers. Local agents or representatives of international suppliers may also be consulted. These sources can also provide information on regional transport, forwarding agents, inspection agents, insurance and warehousing. When technical specifications are needed, consult local sectoral experts or the specialists in TSS at Headquarters.

Chart 1.D: Sources of Standard Specifications for UNHCR Supplies and Food Aid

- **Previous Purchase Orders and supplier quotations provide specifications for items which have been supplied in the past.**
- **UNHCR Specifications Catalogue**

Issued periodically by SFAS, this catalogue includes a list of items which are not specified in other widely distributed catalogues. The list provides brief specifications, current ex-works prices and approximate lead-times for food items, building materials, agricultural seeds, communications equipment, soap, cloth, kitchen sets, blankets, tents, tarpaulins, medicines and medical equipment, and

fuel.

- **UNHCR Handbook for Emergencies**

Provides standard specifications for a number of items that may be required on short notice.

- **UNIPAC Catalogue**

Published periodically by UNICEF/UNIPAC in Copenhagen and available from SFAS, this catalogue contains specifications on a wide range of items, including medical equipment, teaching aids and various tools. When referring to item specifications in this catalogue for international purchasing, quote the item number and the year of the catalogue accurately.

- **IAPSU Field Motor Vehicle Standards Catalogue**

Published semi-annually by the UNDP Inter-Agency Procurement Services Unit in Geneva and available from SFAS, this catalogue lists most vehicles recommended for project and official use.

- **IAPSU Heavy Vehicles-Trucks Catalogue**

Also available from SFAS, this catalogue lists specifications for trucks and truck chassis manufactured by a number of suppliers worldwide.

Telecommunications Equipment

1.3.4 At Headquarters, specifications and procedures for the purchase of

telecommunications equipment have been standardized. The Telecommunications Manager is responsible for identifying suitable radio and ancillary equipment on the basis of approved criteria. Requests to purchase radio equipment should be directed to the Telecommunications Manager, who advises the field office concerning over-all UNHCR planning and standardization requirements, and then submits technical specifications to SFAS for procurement.

1.3.5 Before requesting Headquarters to purchase radio equipment, UNHCR field offices must ensure that the host government will authorize the operation of radio station(s), and verify that there are no restrictions on the use of UN/UNHCR frequencies. Useful information on the planning and development of radio and teleprinter communications is included in the *UNHCR Handbook for Emergencies*. Field communications to improve logistics operations and security are discussed elsewhere in this Handbook.

1.3.6 All equipment consignments are shipped air freight, arranged by the supplier or by the SFAS Shipping and Insurance Officer, depending on cost and expediency. Installation experts, training services and service manuals are also available through SFAS or the Telecommunications Manager.

1.3.7 The field office should contact the Telecommunications Manager at Headquarters for advice on major repairs of radio equipment which cannot be effected locally. Sending the equipment to the manufacturer for repair is not usually economical, but may be necessary if no other alternative can be found.

Other Equipment

1.3.8 Many types of equipment are necessary for field operations. Examples are

microcomputers and printers, pumps, generators, agricultural machinery, or construction and road building equipment. Sectoral specialists in the field should prepare detailed technical specifications to ensure that the equipment supplied is appropriate for its intended use. TSS may be consulted to assist with the definition of requirements for projects involving health care, nutrition, engineering, town planning, shelter, water development, sanitation and agriculture, or outside consultants may be contracted for this purpose.

1.3.9 All equipment of a technical nature should be inspected and, if possible, tested before shipping. Suppliers may also provide assistance to commission, install and maintain equipment in the field or to train operators and maintenance personnel. Make sure that equipment requested can be supported locally by skilled operators, reliable power and/or fuel supplies, spare parts and service, to ensure its on-going effective use.

1.3.10 Requests for computer hardware or software are routed to MISS at Headquarters, who review its intended use, to determine compatibility with existing UNHCR equipment and current or planned UNHCR computer systems requirements. All hardware and software purchases are usually delivered first to MISS at Headquarters, for inspection and testing prior to shipment to the field for installation.

1.3.11 When servicing or spare parts for equipment are not available locally, request assistance from Headquarters. Specify the manufacturer, make, model, serial number and year of manufacture of the equipment, and identify the problem or spare parts required. Refer to the equipment manual. Equipment may have to be returned to the manufacturer or sent to the nearest service depot. When repairs

can be made locally, Headquarters may pouch spare parts, dispatch them by courier service, or send them by air freight.

Vehicles, Spare Parts, Fuels and Lubricants

1.3.12 The identification and specification of needs for project and official vehicles is described more fully in Chapter 6, *Vehicles*. Requirements and costs are based on the models, options and prices listed in the current *IAPSU Field Motor Vehicle Standards Catalogue* and the *IAPSU Heavy Vehicles-Trucks Catalogue*. SFAS at Headquarters purchases most vehicles directly from the manufacturer. The earliest possible identification of need and advance planning are essential to select and schedule the delivery of vehicles for field operations. The lead-time, from submission of a purchase request to SFAS until delivery at destination, is normally 3 to 4 months.

1.3.13 Field requirements for spare parts which are not available locally present special problems. When identified, they are usually needed immediately to repair a vehicle which is out-of-service as a result. Usually, 10 per cent of the list price of a new vehicle (20 per cent in remote areas) is allocated for the manufacturer to supply fast-moving spare parts for vehicle maintenance purposes. Request additional spare parts using a Motor Vehicle Spare Parts Requisition (see Form SFAS/FH-6 in the Forms Annex). List the vehicle make, model, year, engine and chassis numbers, and the parts required. Manufacturers' spare parts catalogues and workshop service manuals are available from SFAS at Headquarters. Allocate sufficient funds to permit crated spare parts to be shipped air freight. Once the parts are received, ensure adequate controls are in place to safeguard them for their intended use.

1.3.14 Supplies of vehicle fuel and lubricants may also have to be imported. Calculate requirements on a periodic basis (quarterly, annually) for budgeting and ordering purposes. Refer to Chapter 5, *Field Logistics Operations*, and Chapter 6, *Vehicles*, for information on preparing these estimates. Fuel may be delivered in bulk, or in 200-litre drums if proper bulk storage and mobile tankers are not available. Ensure that monitoring procedures are instituted to issue and control the utilization of fuel and lubricants.

Medicines and Medical Supplies

1.3.15 The *UNHCR Essential Drug Policy*, issued by TSS at Headquarters, governs requests for drugs and medical supplies. This policy prescribes the best standards of health care for refugees, in consideration of their varied circumstances, the training and experience of health care workers, and the differing requirements imposed by host governments and other organizations. Determine local requirements and the appropriateness of certain drugs, in consultation with sectoral specialists in the field, doctors and pharmacists associated with our implementing partners, the government health ministry and other specialized UN agencies.

1.3.16 Use standard kits where appropriate, and request supplementary supplies of needed items not included in the kit, or where the quantity of a particular item is not sufficient. For medications, use generic names rather than product or manufacturers' names. Planned inventories for ongoing needs should include a working stock to meet drug needs between deliveries, and a safety or reserve stock to protect against total stock depletion which may result from delayed deliveries or unexpectedly high demand. An effective drug management system must be in place

to prevent stock surpluses or shortages, and to avoid costly losses caused by spoilage, expiration or theft.

1.3.17 Before ordering vaccines or antibiotics, cold chain facilities must be available to handle and transport these consignments, which are normally shipped by air. A reliable power source is essential to maintain cold room temperatures and to operate refrigerators and freezers. Cold boxes, vaccine carriers, thermometers, monitoring forms and trained personnel are also needed. Additional information and technical specifications are available from TSS at Headquarters.

1.3.18 All requests for medicines and medical supplies are routed to SFAS at Headquarters, except for local purchases which may be required to comply with the host government's medical policy and guidelines. Details of each order, including local purchases and potential donations, are confirmed with TSS before proceeding.

1.3.19 Medical suppliers are selected from those licensed by the government, preferably located in countries participating in the WHO Certification Scheme. All drug supplies should be consistent with the specifications in the current British, European or American pharmacopoeia. A Certificate of Analysis must accompany each item supplied and shipped, to certify that it conforms with the specifications regarding drug formulation, dosage, unit size and quantity, and, where appropriate, has a minimum two-year shelf life from time of delivery.

1.3.20 Separate inspections are conducted prior to shipment and prior to distribution to verify conformity with specifications, labelling, package size, dosage, quantities, time validity, batch numbers and each Certificate of Analysis. All medicines must meet quality requirements for safety, effectiveness and

acceptability.

1.3.21 Except in emergencies, large international medical consignments are packed in cargo containers and shipped by sea. Smaller consignments are crated and travel either by sea or by air. Monitor transportation and storage of consignments in the field to ensure that proper conditions prevail.

Pesticides and Chemicals

1.3.22 Identify requirements for pesticides, fertilizers and other chemicals in consultation with sectoral specialists who are knowledgeable about their use and application. Requests for chemicals are subject to TSS approval, to confirm their acceptability on the basis of proven effectiveness for their intended use, both locally and internationally, with minimal environmental risk or potentially harmful side effects.

1.3.23 Special tools, equipment or training may be needed to administer the chemical treatment or to protect those handling the substances. Check any local practices, protocols or restrictions for transporting and receiving consignments of hazardous chemicals before initiating a purchase. Note all relevant information in your request. Ensure that proper precautions are instituted to store, use and dispose of these chemicals.

Administrative Supplies

1.3.24 UNHCR field offices are usually allocated a minimal budget to make local expenditures for administrative supplies. Forward all other requests to the Budget and Management Section at Headquarters, who will obtain supplies in Geneva or

authorize the field office to make a local or regional purchase. Submit orders for office supplies semi-annually.

1.3.25 Most printing, letterheaded stationery, UN forms, business cards, consumable office supplies (e.g., pencils, paperclips) and small equipment (e.g., calculators, staples) are obtained from the Purchase, Transportation and Internal Service Section at the Palais des Nations in Geneva. The Budget and Management Section may also make direct purchases or request SFAS to purchase items such as office equipment, administrative vehicles, spare parts or large orders of paper. Except for SFAS purchases, the Budget and Management Section makes its own shipping arrangements for administrative consignments.

Emergency Needs

1.3.26 A major part of an effective emergency response is the prompt delivery of appropriate supplies. These requirements may include tents, blankets, cooking sets, medical supplies and foodstuffs. Assess emergency needs and the availability of appropriate local supplies in consultation with local experts, suppliers, government representatives and other international agencies present. Consider all possible options to meet immediate needs:

- (a) local supplies and potential purchases;**
- (b) local in-kind donations;**
- (c) borrowed stocks from the government or other aid organizations (which must subsequently be replaced);**

(d) in-kind donations resulting from an FRS special appeal and possibly air-lifted as near as possible to the emergency site;

(e) international purchases shipped by air; or

(f) redirection of less urgent international shipments in process of delivery to other projects or destinations.

1.3.27 Coordinate all requirements and responses with the geographic desk at Headquarters. Headquarters personnel concerned can accelerate the purchasing and shipping processes to give an emergency situation first priority. Complete, accurate communications are imperative to expedite emergency relief. Regardless of the urgency of the need, obtain all proper authorizations and approvals before proceeding. Then follow procedures and keep records.

Chart 1.E: Responding to Emergency Needs

Anticipating all the circumstances which may be encountered in a refugee emergency, or which options may best fulfil the needs, is not easy. To illustrate how the international purchasing and shipping processes can be accelerated in emergency situations, however, the following scenario is normally applied:

UNHCR Field Office:

1. Telex the geographic desk at Headquarters, giving full specifications of the emergency supplies, quantities, packing and labelling details, and preferred routing of the shipment, with any supplementary information such as local conditions which may

impede delivery.

Geographic Desk:

2. Obtain proper authorization and budget allocation (cost estimates provided by the SFAS Purchasing Officer). Prepare and forward a Purchase Authorization to SFAS.

SFAS Purchasing Officer:

3. Issue Quotation Requests by telex to known suppliers, especially those who may have stocks on hand, with an abbreviated reply time, perhaps even the same day.

4. Consult with the SFAS Shipping and Insurance Officer and the geographic desk, to determine shipping modalities.

5. On receipt from the suppliers, tabulate and compare the quotations promptly. If a proposed purchase exceeds US \$40,000, prepare a memorandum recommending the selected supplier to the Committee on Contracts. The Secretary to the Committee or the Purchasing Officer hand-carries the recommendation to the individual Committee members who note their decision on the memorandum. Supplier selection can usually be accomplished in one day.

6. With proper approval and authority, issue Purchase Orders by telex for all the goods which comprise the emergency supplies.

SFAS Shipping and Insurance Officer:

7. Coordinate and assemble consignments and deliveries from several suppliers at a central departure point for consolidation and rapid shipment to the emergency field location. Appoint a superintendence company at the consolidation point to verify that all items, quantities and shipping documents are on hand, properly packed and labelled. For air shipments, the shipping documents travel with the consignments.

Geographic Desk:

8. Keep the field office informed throughout the purchasing and shipping process, providing details of orders placed, planned deliveries and scheduled arrivals in the field.

UNHCR Field Office:

9. Make all local arrangements to meet and clear the shipment, and to transport it to the operational site for storage and distribution to the refugees.

1.4 Packing and Labelling Requirements

Packing of Consignments

1.4.1 Proper packing of supplies and food aid provides units which can be conveniently handled and protects the contents until they reach the beneficiaries.

Adequate packaging helps to maintain product quality and reduces loss or damage to the contents while in transit or in storage. The suitability of each unit and the ease of opening and dispensing the contents may also enhance their acceptability for distribution in the refugee programme. All of these considerations, however, must often be weighed against packing costs and available supplier standards, to determine a suitable compromise.

1.4.2 From its experience with supplies and past shipments, SPAS has gathered and developed international standards for export packaging. Assess packing requirements for shipments of refugee goods using these international standards which are summarized in Annex I, and the considerations for particular types of cargo outlined below.

1.4.3 For most refugee programmes, shipments of commodities such as fuel, wheat, maize and other cereals are transported in drums or sacks for ease of handling. Extra sacks or drums should accompany the shipment to reclaim the contents of damaged units which have been punctured, torn in transit, or show evidence that they are leaking.

1.4.4 Some packaging has monetary value or alternate uses once it is empty. Jute sacks may be used as a floor covering or in the construction of temporary shelters. Fuel drums may be used as water containers or communal cooking pots. Consider their potential resale value or secondary uses when specifying packaging requirements.

1.4.5 *Bulk shipments* usually refer to commodities which are shipped in bulk (no packaging) in tankers or bulk carriers. Fuel and edible oil should be shipped in

drums unless suitable bulk handling and storage equipment is readily available. Bulk foodstuffs may be bagged during discharge at their destination, either manually or using automated bagging equipment. Manual bagging operations may delay the discharge of the cargo and are time-consuming, inefficient, result in cargo losses and provide bags of only approximate weight. Sacks may have to be purchased or supplied locally. Automated bagging equipment should be available in the port. If not, a mobile bagging plant can be leased through SFAS to off-load bulk cargo. It is the size of two containers, can be assembled easily, and has a capacity of 400 to 500 MT per day. The lease includes the on-site technical personnel to oversee and maintain the efficiency of the discharge operation.

1.4.6 *Cargo containers* are sometimes used to ship goods which are particularly valuable or vulnerable and, therefore, warrant extra protection against pilferage or damage. Containers are large, standardized receptacles which are specially designed for repeated use. They are fabricated from light, strong aluminum alloys. Their standard sizes fit securely into cells created on a container vessel, flatbed trailer truck or rail wagon. Consider local off-loading and transport facilities and needs before requesting container service for your international purchases.

1.4.7 *Pallets* are small, portable, wooden platforms on which all types of small or lightweight packages are stacked for shipping. Pallets are constructed in dimensions which are suitable for mechanical handling using forklifts or cranes. To prevent shifting and provide added protection, palletized goods such as cartons, bags or small (100-litre) oil drums, are often shrink-wrapped with plastic sheeting and strapped with metal or polyester bands. UNHCR field offices may request that pallets accompany consignments to their destination, where they may be used to improve storage practices or be broken up to provide wood for other uses.

1.4.8 For international purchases, SFAS uses established standards for export packaging. Include packing instructions in your purchase request only if local conditions require special arrangements, national standards in the host country differ from international standards, or a cost-effective alternate use of the packaging is planned.

1.4.9 For local or regional purchases, include detailed instructions in contracts with suppliers for durable packaging. Packing must be suitable to preserve the quality and integrity of the contents for the length of time until the goods are distributed, for the conditions which will prevail during that time, and to facilitate distribution and end-use. See Annex I for international packaging standards.

Chart 1.F: Packaging Considerations

- 1. Nature of the goods and standard suppliers' packing available.**
- 2. Durability and size/weight of packages in anticipation of planned transportation modalities, equipment, operators and labourers: reliability, capacity, handling methods. Port facilities and capacity to handle cargo containers. Warehousing facilities and handling equipment at various transit and storage locations in the host country.**
- 3. Adequacy of packing to withstand high temperatures, rain, high humidity, condensation, mould, dust and seawater spray which may be encountered in transit or in storage at destination.**
- 4. Dimensions and weight of each unit which will be suitable for release to implementing partners or distribution to the refugees immediately on receipt.**

5. Assumption that shipments will receive rough handling and will be loaded and unloaded numerous times before they reach their final destination.

Chart 1.G: Use of Cargo Containers for Shipments by Sea

Advantages	Disadvantages
Extra protection against pilferage and damage.	Added expenses for container lease/purchase, and handling charges for stuffing, de-stuffing.
Reduced cargo insurance premiums.	Difficulties in inspecting contents without de-stuffing.
Reduction in packing time, cost of packing materials, and gross weight for goods which can be packed in cardboard cartons and containerized for shipping.	Necessity for fast de-stuffing to avoid container detention charges after expiration of the rental "free time", usually 10 to 14 days.
Savings on cargo handling charges for "door-to-door" shipments.	High freight rates for containers shipped to ports with little or no return container cargo.
Use of purchased second-hand containers which can be placed where needed when empty, as lockable, secure storage, offices or for a multitude of other purposes.	Unwillingness of many shipping lines to permit their containers to leave the port, exposing goods during the most vulnerable part of their journey, from the port to an inland destination.
	High cost of inland transport if containers must be returned to the port empty.
	Lack of container handling equipment outside major ports.

To take a cargo container down from a truck at an operational site:

- De-stuff the container.**
- Tie the container to a tree or other solid object.**
- Have the trucks move away slowly.**
- Ensure the truck's rear lights are not damaged.**
- Once the container is on the ground, refill and lock it.**

Labelling and Shipping Marks

1.4.10 Labelling each package for identification and instruction ensures correct delivery and use. Each packaged unit in a consignment, especially those intended for direct distribution to the refugees, should be labelled to identify the contents and provide instructions for use. Written instructions printed on each package or accompanying the consignment should be in a language understood by the intended beneficiaries. Items such as medicines or foodstuffs requiring preparation or cooking can be requested with pictorial labels which the refugees can understand. Labels may also be affixed to inner or outer packing to comply with donor requirements or to provide warnings concerning hazardous contents. Larger cartons, bags or packages which comprise the shipment must be labelled individually with shipping marks.

1.4.11 Shipping marks identify the consignee, the destination of the shipment, and the project. Shipping marks:

- (a) identify the goods to carriers and to all those engaged in handling the shipment while in transit to its final destination; and**

(b) ensure correct delivery and identification by recipients.

1.4.12 Shipping marks are stencilled in bold, dark letters which are proportional to the size of the package. Packages shipped on pallets must be marked individually so they can still be identified if the pallet straps should break. Similarly, each package shipped in a cargo container must be marked, to ensure its continued identification from the point where the container is de-stuffed.

1.4.13 Specify labelling requirements and shipping marks in each international purchase request. Include instructions for labelling in contracts with suppliers for local or regional purchases.

Chart 1.H: UNHCR Shipping Marks

For example:

• Identification of the consignee:	UNHCR
• Address:	LUSAKA, ZAMBIA
• Port of discharge:	VIA DAR ES SALAAM
• Final destination:	FOR NYANGO
• Project symbol:	87/AP/ZAM/LS/1
• Purchase Order number:	DR/00405 PO/00275
• Package number:	1/35, 2/35 or 3/35, etc.

Additional information and signs may be added where required by law for dangerous cargo, and to ensure that fragile goods are handled with greater care.

When considered essential or to identify UNHCR donors, markings such as "SALE PROHIBITED", "GIFT OF.....", etc., may be marked on another side of the package.

BO Khartoum has established a system of identifying purchases by a local requisition number, e.g., SPR6. Other field offices may introduce a similar system. These marks should be added, after the marks for the final point of destination, e.g., "FOR SHOWAK - SPR6".

The Bill of Lading or air, rail or truck waybill should show the same markings as those on the packages.

1.5 Inspection Requirements

1.5.1 Inspection of consignments at various stages in the supply process assures quality and quantity control of the goods provided. UNHCR cannot rely totally on suppliers, carriers and agents to deliver goods whose quality and quantity are adequate, with a minimum of loss, damage or spoilage. Although all UNHCR shipments over US \$1,000 are insured and claims can be made to offset losses or damage, this alternative is of little comfort when the goods received fail to meet stated quality or quantity requirements. To minimize problems encountered on delivery, consider the need for inspection services for every purchase request, for international, local or regional purchases.

1.5.2 Some governments in developing countries require all imports to be inspected to protect the consignee from exploitation in invoicing and other forms of purchasing fraud. In general, this requirement does not apply to material assistance for refugees financed by UNHCR using external funding. If local authorities do require an Inspection Certificate, however, indicate these needs in

your purchase request.

1.5.3 Various types of inspection services are available during manufacture, on loading, on discharge or on delivery. A summary of these services is included in Annex II. For international purchases, SFAS examines inspection requirements for each order placed. All food consignments are inspected, normally both on loading and on discharge. Technical equipment and other goods manufactured to stated UNHCR specifications (such as tents) are inspected prior to shipment to verify conformance with specifications and suitability for their intended use. For local or regional purchases, ensure that reliable inspection services are available, and inspection requirements are stipulated.

1.5.4 SFAS has established contracts with inspection agents covering every country or region. Beginning in 1988, costs for both insurance and inspection of supplies purchased by SFAS, the Purchasing Liaison Officer in Nairobi or the Regional Logistics Officer in Djibouti under assistance projects financed from the General Programme are paid from a separately administered project. No financial provision is necessary for inspection of these purchases. Goods purchased from Trust Funds or Special Programmes, and in-kind donations which require inspection through UNHCR, continue to require the provision for costs of inspection in the relevant project budget. Estimated costs for inspection services are approximately one per cent of the total C&F (cost and freight) value of the consignment.

Chart 1.I: Conditions for Inspection Services

1. Purchasing Officers stipulate inspection requirements in the Purchase Order placed with the supplier.

- 2. Inspection requirements are repeated in the contract with the inspection company, which also includes an estimate of the time necessary to carry out the inspection(s) and the related fees.**
- 3. Inspections must be conducted by specialized personnel offering full guarantees of competence, ethics and security. Techniques and equipment used must be adequate for the operation, and match or exceed prevailing professional standards.**
- 4. All inspections are done in accordance with recognized international standards. Inspection reports should refer to the international standards which have been applied.**
- 5. Inspection Certificates may be issued only with a clean report of findings. No reservations are permitted unless UNHCR has given prior approval in writing for contractual deviations.**
- 6. All information related to inspection services is confidential and may not be given to third parties without written authorization from UNHCR.**
- 7. In the event of non-conformity with UNHCR specifications, the supplier must correct the deviation and present the goods for re-inspection. Inspectors' invoices for re-inspection, submitted to UNHCR, are deducted from amounts owed to the supplier.**

1.6 Lead-times and Supply Sourcing Options

1.6.1 Why does it take so long? Lead-time is the time which elapses between the submission of a specific request for supplies and the time of arrival of the goods at

their final destination.

1.6.2 Estimating realistic lead-times is an important aspect of programme and project planning. The achievement of objectives and the welfare of the refugees are directly related to the timely arrival of needed supplies. To fulfil this requirement, supply requests must be submitted early enough to provide sufficient lead-time to meet delivery and distribution schedules. Originating field offices must know what steps are involved in fulfilling their requests and how long it takes to complete the overall supply process.

1.6.3 The time required to complete each step in the supply process varies with the size and complexity of the request and the sourcing option selected. For international purchases, SFAS has instituted a 30-day guideline, from the receipt of a fully documented Purchase Authorization to the placement of the order with a supplier, with emergency requirements being met in a much shorter timeframe. Suitable potential suppliers must be given enough time to bid. The usual time is one week, but this may be extended for special or more technical needs or shortened for emergencies.

1.6.4 For purchases exceeding US \$70,000, a submission to the UNHCR Committee on Contracts and their approval of the preferred supplier are necessary before placing the order. The Committee meets once a week. In emergencies, submissions may be circulated to the Committee members for their approval, usually within one day.

1.6.5 Estimate sufficient time for suppliers to produce and deliver the goods. This step of the supply process is the most time-consuming and the most difficult to

control. Goods may be available ex stock, but normally UNHCR must allow up to three months for the supplier to schedule, manufacture and assemble the order. Sample testing and quality assurance inspections take additional time.

1.6.6 Also consider loading, transportation and discharge. For international shipments by sea, the average time required is 3 to 5 weeks, depending on the vessel's itinerary and the distance to the port of discharge. For air shipments, the time should be reduced to less than one week, depending on carriers, schedules and the priority assigned to the cargo. Timing for the delivery of local or regional purchases is influenced by the mode of transport selected and the distance from source to destination.

1.6.7 The UNHCR consignee field office must establish procedures to minimize the time required for receiving, clearing and transporting consignments to their final destination. Port congestion or delays in the routing of documents, handling and clearance of consignments, or scheduling of inland transport can adversely affect these operations.

1.6.8 Some potential delays can be avoided - by specifying needs clearly, selecting reliable suppliers and following established procedures. Other delays are unpredictable, such as transportation breakdowns or shipping documents which have gone astray.

1.6.9 Estimate the lead-time for initiating supply requests by taking each step of the process into consideration. Allow at least 20 per cent extra time for unforeseen events or delays. The *UNHCR Specifications Catalogue*, issued by SFAS, provides estimated lead-times for standard items, based on receipt of a request for

reasonable quantities at Headquarters.

Chart 1.J: Assessment of Lead-time

Action	International Purchase	Local/Regional Purchase	Potential Delays	Remarks
1. Identification of needs and submission of request to geographic desk at Headquarters.	UNHCR field office	UNHCR field office	Routing and processing of request - sub-office/Branch Office can cause delay.	Must be controlled at the field office level.
2. Confirmation of funding and Issue of LOI or Purchase Authorization (PA).	Geographic desk	Geographic desk	Insufficient or unallocated funds require budget amendment.	
3. Issue of Quotation Requests, receipt and evaluation of bids and placement of the Purchase Order.	SFAS (30 days from receipt of fully documented PA, faster for emergency purchases)	UNHCR field office	Inadequate specifications or technical detail may require clarification. Supplier must be given sufficient time	May be placed through the Regional Purchasing Liaison Officer in Nairobi. Submission to the Committee on Contracts may be necessary, which normally meets once a week.

			to bid. Technical bids usually take longer.	
4. Production, packing, inspection, transport to UNHCR point of delivery.	Supplier (in accordance with contract terms)	Supplier (in accordance with contract terms)	Production times can be as long as three months. Transportation delays are unpredictable.	Delivery times should be specified in the contract. On occasion, goods are available ex stock. Phased delivery can be requested for large quantities.
5. Port clearance and receiving.	UNHCR field office or designated agent	UNHCR field office or designated agent (receiving only)	Incomplete or inadequate shipping documents, port congestion, or delays in handling or clearance may occur.	Local/regional purchases should be delivered to UNHCR or a designated agent at the supply control point nearest their final destination.
6. Transport to final destination.	UNHCR field office or designated agent	UNHCR field office or designated agent	Inland transportation may be inadequate or untimely.	

1.7 Shipping Instructions

1.7.1 Common terms, like C&F and FOB, are used to standardize trade practices in purchasing contracts by defining the moment and place where the ownership and liability of the goods purchased are transferred from the supplier to the buyer. Known as the Incoterms, each is explained in Annex III.

1.7.2 Most UNHCR international purchases and donations are made on a C&F (cost and freight) basis. This means that the supplier or donor is responsible for providing transportation to the named destination, usually the nearest port of entry or point to which international shipping arrangements can be made reliably. UNHCR may select the mode of transport - air, sea or land (truck or rail) - to be used by the supplier or donor.

1.7.3 Some international purchases are supplied FOB (free on board) at a named location in Europe (e.g., Geneva). Local purchases can also be made FOB in the host country. UNHCR takes delivery immediately and must arrange any transportation to the final destination, warehouse or operational site. At Headquarters, the SPAS Shipping and Insurance Officer negotiates transport for international FOB shipments. The Field Programme Officer responsible for logistics in the local UNHCR office should make similar transportation arrangements for locally supplied FOB goods.

1.7.4 UNHCR field offices should try to negotiate internal transport with local suppliers. Avoid buying Ex-Works or FOB when the goods are received at the supplier's warehouse. Problems of coordinating transport requirements can be significantly reduced if suppliers provide the goods Free at Destination, delivering

them to a named location as close to the operational site as possible. In this case, UNHCR pays only for the quantities actually delivered, leaving the supplier responsible for the cost of transport, insurance, and loss or damage to the consignment. These costs will be reflected in the unit price of the supplies, but all of the arrangements and any follow-up are left to the supplier.

1.7.5 Transport by sea is used for large international shipments when delivery is not urgent. It is less expensive than any other means of carriage, but a precise arrival date at the port of discharge is difficult to determine, even for scheduled liner services.

1.7.6 Most UNHCR shipments by sea are carried on «liner out terms», which means that the cargo is carried under contract with a shipping company which provides a regularly scheduled service to the port of destination. The vessel is responsible for putting the cargo on the quay at the destination, but the consignee must receive the cargo as fast as it is delivered. Requesting sea transport on liner out terms minimizes the risk of additional charges for detention of the vessel, because the shipping company makes its own arrangements with the port authority to discharge its cargo, to permit the vessel to keep closely to its pre-planned schedule. Port handling and storage fees, however, accrue to the account of the consignee.

1.7.7 Alternatively, large shipments may be transported under a contract of affreightment called a «charter party». Usually an entire vessel is chartered for a voyage to carry a particular consignment from a named port of loading to a named port of destination. These arrangements are complex, the contractual conditions can vary considerably, and agreements should be negotiated only through a broker.

Charter parties are rarely used in UNHCR, but may be encountered in the field if donors make such arrangements, or when UNHCR field offices are involved in the receipt of large WFP food consignments. A copy of the charter party must be available. Seek expert advice to interpret the terms of the contract.

1.7.8 Examine the alternatives for shipping an international consignment to a final land-locked destination. If the named C&F destination is inland, the supplier must arrange transshipment at the port of entry. Savings in both time and cost can be significant if UNHCR receives the goods at the port of entry and arranges to transship the consignment locally. You will need to confirm insurance coverage to the final destination, however, and a designated UNHCR agent must be present in the port to deal with the port clearance and transshipment. For example, some shipments destined for inland destinations in Ethiopia and northern Somalia are currently routed through Djibouti, with the assistance of the Regional Logistics Officer located there. Similarly, through-shipments for Uganda and Sudan received in Mombasa are being handled by the Purchasing Liaison Officer in Nairobi.

1.7.9 Air freight is the fastest and most reliable shipping option, but it is also the most expensive. Shipments are sent by air only when the consignment is small, the goods are extremely valuable, urgently needed, or when transport by other means is not possible. International consignments are routed to the international airport nearest the consignee field office.

1.7.10 Land transportation is limited to shipments where routes and transport units are available between the source of supply and the destination. Trucks sometimes transport goods from Europe to the Middle East, and in the field move goods from the port of discharge to a final land-locked destination. International shipments

seldom travel by rail because most rail networks between the source and the destination of the goods are inadequate. Some countries have excellent internal rail networks, however, and rail transport is recommended. Rail transport is economical for moving larger consignments, especially where the distance to the destination exceeds 500 km.

Chart 1.K: Criteria for Selecting Mode of Transport for International Shipments

- **Urgency of the shipment.**
- **Size of the shipment: weight and volume.**
- **Origin of the goods: supplier's location.**
- **Normal transportation routes and scheduled services between the point of origin and the destination.**
- **Ports of entry, receiving facilities and transportation infrastructure at the destination.**
- **Relative costs and budgetary limitations.**

1.8 Associated Costs

1.8.1 Identify the costs of meeting supply requirements realistically, for the purposes of budgeting and purchase authorization or for the valuation of in-kind donations. Establish current market prices for each item requested using catalogues, pricing lists, or in consultation with Purchasing Officers or local

suppliers.

1.8.2 Base requested quantities and budgetary calculations on beneficiary population figures known to the field office at the time that plans are formulated. Excessive quantities are costly, in terms of acquisition, transport and storage requirements. Inadequate quantities create distribution problems and may also adversely affect the achievement of programme objectives.

1.8.3 Costs must include freight charges to the named destination where UNHCR will take delivery of the goods. To arrive at a cost and sea freight price, add 10 to 15 per cent to the current ex-works price. Assess air freight costs on a case-by-case basis. The minimum cost is usually about 25 per cent of the ex-works price, but may be as high as 100 per cent for heavy or bulky consignments.

1.8.4 Allocate funds to pay for shipping insurance and inspection services, except for international purchases from General Programmes where these costs are covered by a separately administered project in SFAS.

1.8.5 Check prices of goods which are available from local suppliers, such as bicycles, cooking pots, grinding mills or construction materials. Exercise caution in recommending local purchases, however, even when prices are competitive. Goods may not be available in sufficient quantities or they may be of substandard quality. Avoid competing with the general public or other international agencies for limited local quantities, which may monopolize the supply and result in substantial price increases for all consumers.

1.8.6 State costs in the proposed currency of expenditure. International purchases are usually allocated in US dollars. Budget for local purchases in local currency.

Anticipate fluctuations or variations in currency exchange rates because, once established, budgets are sometimes difficult to amend. Currency fluctuations may result in changes in the quantity or number of items purchased when funding is insufficient and cannot be increased. Do not budget for price inflation, however, as this may affect quoted or market prices if the amount becomes known.

1.8.7 SFAS allows a 10 per cent budget variation for individual items listed for one project on a Purchase Authorization, provided the total allocation is not over-spent. When stated requirements exceed these limits, purchasing action is delayed, pending approval of a budgetary revision or change in stated quantity or item requirements.

1.9 Field Office Requests for Supplies and Food Aid

1.9.1 In UNHCR, Field Programme Officers normally initiate requests for supplies and food aid, to meet planned project objectives within established budgets. Anticipate lead-times for receipt of requested supplies when submitting requests and propose reasonable delivery deadlines. Consider available sourcing options - in-kind donations, international, regional or local purchase - and justify your recommended source of supply as appropriate to meet refugee needs, in terms of quality and quantity, in the most economical way.

1.9.2 For each item requested, provide complete detailed specifications and shipping instructions. Specify requirements for packing, labelling and inspection services where relevant. Allocate funds for the requested items, based on the current unit price and quantity required, and include all related costs of freight, insurance and inspection, as necessary.

1.9.3 Route requests to the geographic desk at Headquarters for approval and action through SFAS or a regional or local Purchasing Officer. Field requests must be coordinated and controlled at the field office level, to keep track of what has been ordered, by whom, from where, and for what purpose. Log each request approved and maintain control records until the supplies have been received, distributed for their intended purpose, and reported.

Chart 1.L: Requests for Supplies and Food Aid

Each request must fully identify the material assistance listed:

- **Project Symbol:**

Show the project symbol against which budget the costs to obtain and deliver the goods will be charged. If this symbol is not available, provide a description of the intended purpose of the goods, sufficient for those responsible to insert the project symbol later.

- **Item Specifications:**

Identify each item and provide detailed specifications which will permit the Purchasing Officer and the supplier to clearly understand your requirement. Include catalogue references and complete descriptions where appropriate. Indicate the intended purpose or planned use of the items. Consult with sectoral specialists and technical experts as necessary.

- **Quantity:**

Based on its planned use or the established number of beneficiaries, state the number of each item required.

- **Delivery Date:**

Indicate when the goods are needed and where. Be realistic, taking into consideration the lead-time for supply processing, manufacturers' production and delivery to final destination, including both international shipping and inland or local transport. If the existing project agreement will expire before delivery, indicate that a project extension is planned.

- **Recommended Source:**

In consideration of international, regional or local market availability, international donor commitments, funding, timing and final destination, recommend local, regional or international purchase, or donation in-kind. If potential suppliers are known, name the actual companies suggested, their location/address and the basis for their pre-selection.

- **Shipping Instructions:**

Clearly identify the consignee for the shipment, with full mail and street address, telephone and telex numbers (avoid giving P.O. Box numbers). Indicate the routing of the shipment, the port of discharge, final destination and mode(s) of transport. A request for shipment by air must be justified.

- **Costs:**

Based on current unit costs and the quantity requested, establish budget allocations for each item, total freight and any other services necessary (e.g., insurance, inspection). State amounts in US dollars or local currency, as appropriate. Ensure that an adequate budget has been established or that the geographic desk at Headquarters is aware that these needs require a special allocation - CAF, MOD or LOI.

- **Other Information:**

Provide additional details about local conditions or the nature of the goods which require special packaging or labelling instructions, inspection services, shipping or insurance arrangements.



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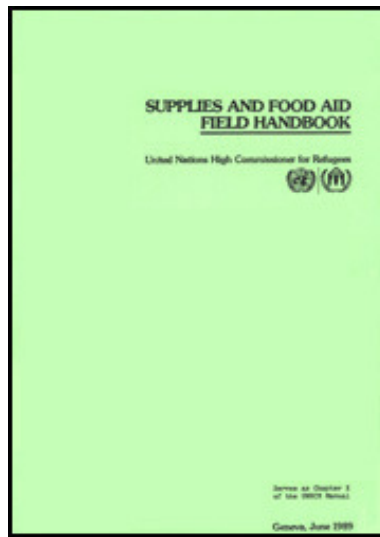
 **Supplies and Food Aid - Field Handbook (UNHCR, 1989, 296 p.)**

➔  **CHAPTER 2 - PROVISION OF FOOD AID**

 **2.1 Food Aid Requirements**

 **(introduction...)**

 **Chart 2.A: Organizational Liaison for Food Aid Planning, Monitoring and Reporting**



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Supplies and Food Aid - Field Handbook (UNHCR, 1989, 296 p.)

CHAPTER 2 - PROVISION OF FOOD AID

2.1 Food Aid Requirements

2.1.1 The objective of the food aid sector of refugee assistance programmes is to maintain satisfactory nutritional levels through the provision of food to refugees where it is needed, at the right time, in adequate quantities, and in the right commodity mix, avoiding waste through loss, spoilage or misuse.

2.1.2 Refugee food needs are divided into three main categories:

(a) *Basic Food* - refers to essential foodstuffs generally supplied by WFP, including staples (cereals), sources of energy (edible oil, fats), and sources of protein (pulses, canned fish or meat, DSM).

(b) *Complementary Food* - means other food commodities, possibly available locally, which are added to the Basic Food ration to meet dietary requirements. These commodities should conform to the traditional food habits of the refugees, and may include dried or fresh vegetables, fruit, fish, meat, sugar, salt and other spices, coffee and tea.

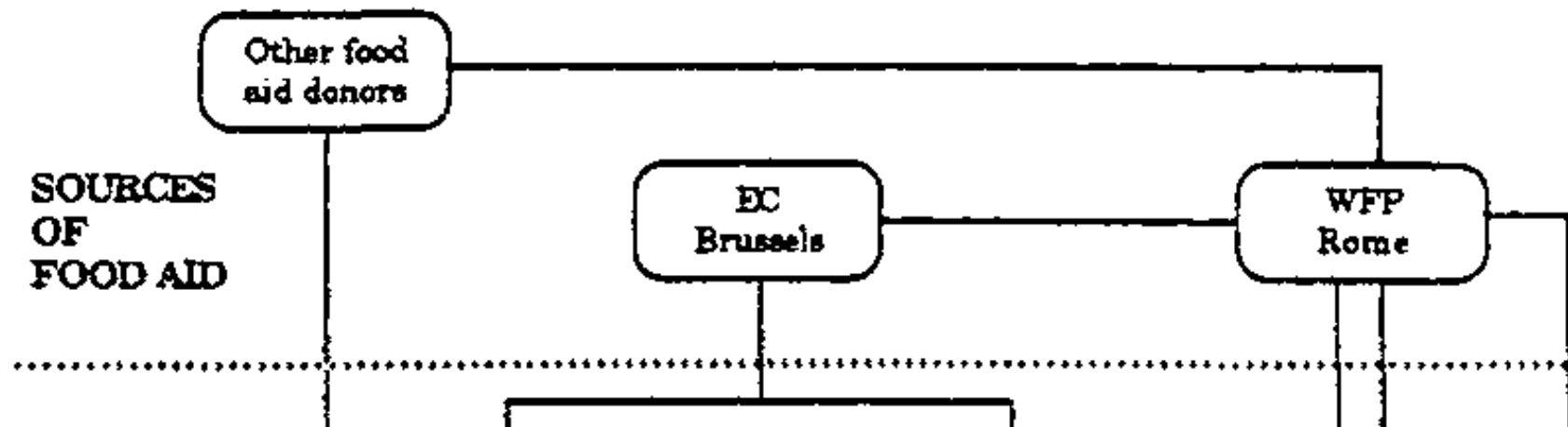
(c) *Supplementary Food* - refers to the additional food requirements of vulnerable groups with nutritional deficiencies. Distributed through intensive feeding programmes organized at feeding or health centres, these rations are usually a mixture of Basic and Complementary Food commodities with specially enriched ingredients, such as cereal blends or fortified milk

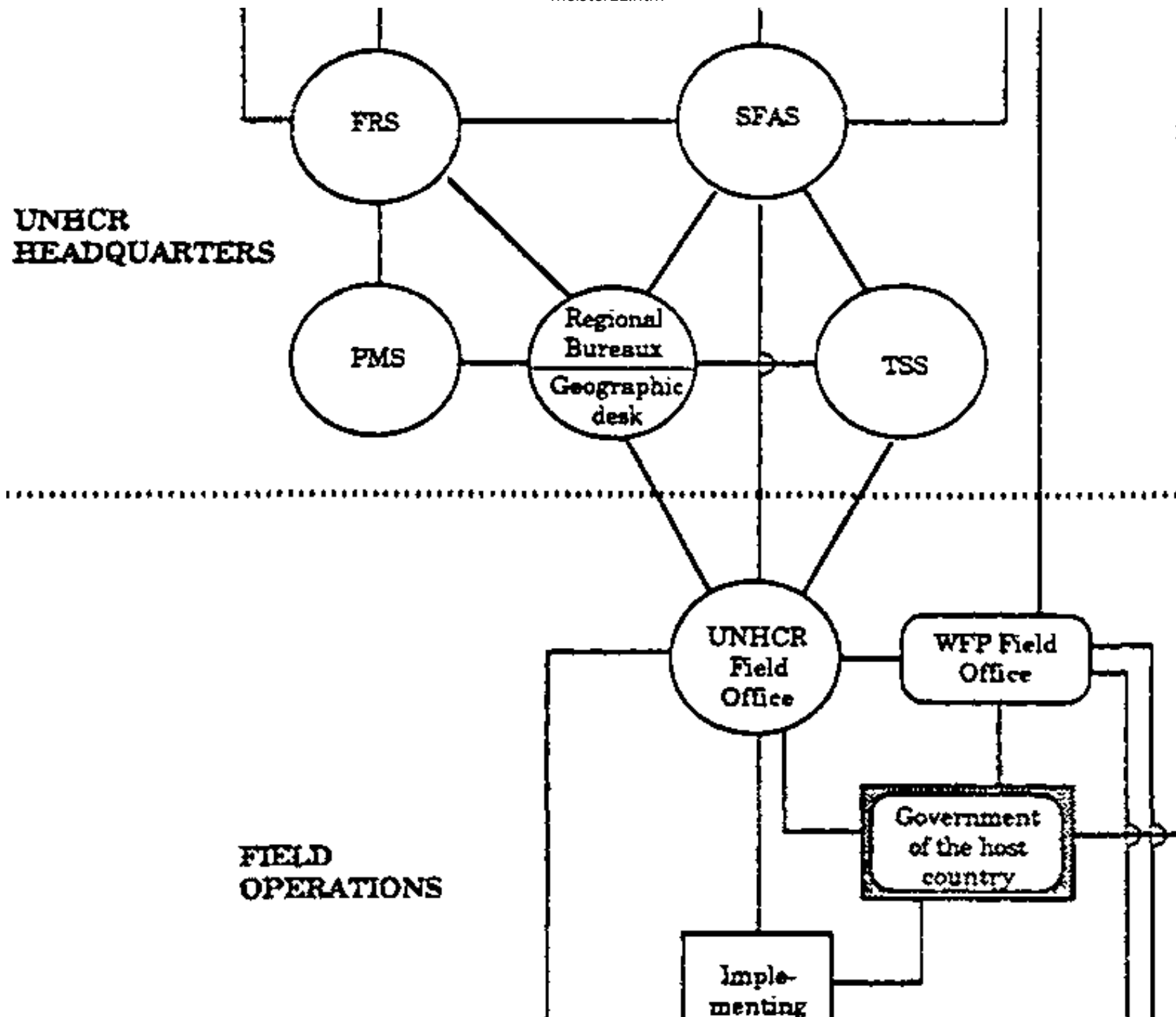
products. Therapeutic feeding programmes rely on the availability of supplementary foods for the treatment of severe malnutrition, as well as medicines to correct vitamin deficiencies.

2.1.3 Standard rations for ongoing refugee situations currently provide minimum nutritional standards of 1,900 Kcal energy and 50 gm protein per person per day. The development of population-specific standards by TSS at Headquarters will elaborate on different ration scales according to circumstances, including digressive scales as an emergency evolves into a more stable situation.

2.1.4 Food aid for refugees comes through a number of channels. WFP provides about 70 per cent of basic food aid requirements, and their role in this key programme sector has been increasing recently. Multilateral and bilateral donations through UNHCR, and direct bilateral contributions account for most of the remainder. Some special food commodities are purchased from approved annual project budgets.

Chart 2.A: Organizational Liaison for Food Aid Planning, Monitoring and Reporting





implementing partners, exercise adequate foresight and planning, due care and attention to details.

2.2.3 Each geographic desk in the Regional Bureaux at Headquarters is the focal point for food aid for the geographic area for which it is responsible. The geographic desk must ensure that each field office is provided, in a timely manner, with all the necessary information to plan, monitor and control the availability and delivery of food aid within their area of operations.

2.2.4 UNHCR field offices perform a key role in the food aid management system. Field offices begin the process by assessing refugee needs, in consultation with the local WFP field office. Technical assistance is also available from TSS. SFAS can provide cost estimates, specifications and standards related to procurement, and information about transportation, insurance, inspection, handling, storage and distribution of food. Field offices must ensure the effective completion of the supply process by receiving, controlling and reporting on food aid in their refugee programme, in cooperation with officials from WFP, our implementing partners and the host government.

2.2.5 SFAS coordinates food aid and food deliveries to UNHCR programmes worldwide. Two Food Aid Coordination Officers and a Professional Assistant work in close collaboration with the geographic desks, WFP in Rome, the EC in Brussels and, through FRS, other major donors and suppliers, to consolidate the UNHCR global food plan, coordinate the timely supply of food aid, and track food shipments through to their final destinations. Together with nutrition and health specialists from TSS at Headquarters or in the field, they also assist UNHCR field offices to identify food aid requirements in terms of composition of the food basket,

quantities, related costs, funding and supply sources, and delivery schedules. A computerized Food Tracking System is used for food aid programming and monitoring.

2.2.6 FRS solicits food aid contributions, in kind and in cash, directly to UNHCR or channelled through WFP, to help meet the requirements identified in the approved global food aid plan. FRS maintains close relations with UNHCR's donors from initial commitment of assistance to final distribution to the refugees. FRS follows through to report to donors on the suitability and usefulness of their donations, in appreciation of their assistance and continuing support.

2.3 Assessment of Refugee Food Aid Needs

2.3.1 Assess refugee needs for food aid, whenever possible, on a calendar year basis and in accordance with the UNHCR programming cycle. Consult with nutritional experts, health, agricultural, marketing and logistical personnel from the host government, our implementing partners and the local WFP field office, as appropriate. For large-scale operations, or newly emerging situations, joint field assessment or review missions may be undertaken, involving staff from UNHCR Headquarters and WFP in Rome.

2.3.2 To increase the credibility of appeals for donor assistance to refugees, use accurate data to serve as a basis for determining food commodities and quantities. Governments hosting refugees in their countries retain responsibility for determining the numbers of refugees. UNHCR and WFP field personnel must endeavour, however, to assess the volume of assistance required with the highest degree of accuracy possible. For ongoing situations, review previous distribution

records and nutritional surveillance reports to obtain data on use, adequacy and deficiencies to plan food aid needs more effectively.

2.3.3 Consider local harvests and seasonal availability of food commodities. Determine if quotas for local consumption or export exist, as these quotas may affect availability. Local purchases from export quotas in convertible currency may avoid the need to import internationally acquired foodstuffs.

Chart 2.B: Considerations in Assessing Food Aid Requirements

- 1. Nutritional status of the refugees and identification of vulnerable groups. Quantify the particular groups within the refugee population considered to be vulnerable: children, pregnant and lactating women, the sick, the elderly, new arrivals or the culturally/socially Isolated. Medical and nutritional specialists can help to Identify the extent of malnutrition, anaemia and other health conditions affected by or resulting from dietary deficiencies.**
- 2. Food habits, preferences and taboos. Determine the traditional food habits of the refugee population, the items usually consumed, and how they are prepared. What taboos are practised that would make certain commodities or food distribution methods unacceptable? What are the dietary staples and other familiar foodstuffs which can provide a nutritionally balanced diet for the refugees?**
- 3. Number, location and description of the refugees. Assess these factors to establish the overall quantities of food aid to be provided, the destination(s), and the related delivery and storage requirements. A demographic breakdown of the population is essential for determining energy requirements, expressed as the percentage under 5 years, 5 to 14, 15 to 45, over 45, and male and female. When**

planning, also anticipate refugee Influx and departure rates to provide adequate, but not excessive, food stocks.

4. Alternative sources of supplies. Assess the adequacy of local or national agricultural production, harvests and market supplies to meet food aid needs. International sources include WFP, UNHCR donors, purchases and other international organizations. Immediate needs can be met by local purchase, local donations or borrowed stocks (for later replacement) or air-lifting international supplies. Longer-term needs can come from national or external sources, and refugees may be encouraged to become more self-sufficient by participating in agricultural activities, food-for-work projects, or finding local employment if permitted.

5. Food preparation requirements: kitchen utensils, water and cooking fuel. Determine these needs carefully because a lack of these items can adversely affect refugee food consumption and nutritional status. Failure to provide fuel often results in the destruction of local vegetation, causing lasting environmental damage and friction with the local population. Also consider providing fuel-efficient stoves or, possibly, communal cooking facilities.

6. Definition of requirements. Specify the ration levels, total quantities, commodities, possible sources of supply and scheduling for planned food aid distributions to the general population and for the special feeding programmes required by vulnerable groups. The timeframe for distribution and location of the beneficiaries must be considered, as these factors will affect sourcing and delivery modalities. Remember to include forecast balances of food stocks on hand. Depending on urgency, short-term solutions may be necessary to meet immediate

needs until longer-term solutions and supply provisions can be implemented.

7. Organizational responsibilities and logistics. Coordinate refugee feeding programmes, to establish and delegate related responsibilities to ensure that defined objectives are achieved, including the important aspects of sourcing, receiving, transporting, storing and distributing food aid, and nutritional surveillance. Involve the refugee community itself in planning and organizing food aid operations.

Chart 2.C: Nutritional Characteristics of Common Food Aid Commodities*

*** Adapted from the UNHCR Handbook for Emergencies and UNICEF Assisting in Emergencies.**

Food Type	Approximate Energy/ 100g	Approximate Protein/ 100 g	Vitamins and Minerals	Remarks
1. Cereals (wheat, rice, maize, sorghum, oats, etc.)	350 Kcal	8 to 12 g	Vitamin B and iron. Milling reduces vitamins - the whiter the flour, the greater the loss of vitamins.	Cereals are the main source of both energy and protein in most diets. Grinding facilities are essential if whole grains are distributed.
2. Legumes/pulses (beans, peas,	350 Kcal/500 to 700 Kcal. Provides	20 to 25 g Some beans can be up to	B complex vitamins. Most contain	Legumes are particularly beneficial when eaten with cereals, as the proteins

lentils, soya, groundnuts, etc.)	energy in a compact form but is relatively expensive and requires careful storage	40% protein by weight, e.g., soya	significant quantities of iron and calcium.	complement each other. Fast cooking pulses (e.g., lentils, split peas) and most recent crops are preferable to avoid need for prolonged cooking.
3. Fats and oils	900 Kcal	NIL	Rich sources of concentrated calories, enhance the absorption of Vitamin A.	The most concentrated energy source, these are used to increase energy intake without increasing bulk of diet. Also improve palatability and help in food preparation. Acceptability testing is necessary for edible oil.
4. Fish, dried	300 Kcal	63 g	Rich source of calcium and iron. Also contains B vitamins.	A concentrated source of protein for those who like it, acceptability trials are essential before use.
5. Meat, milk and dairy products. DSM**, eggs, etc.	150 to 550 Kcal, depending on fat content	10 to 20 g, except for liquid milk, 3 to 6 g	Good source of B vitamins. Milk and eggs provide significant amount of	Body uses these foods more readily than proteins of vegetable origin. Are usually consumed in very small quantities in normal

			calcium.	times, but provision can improve the quality and palatability of the diet. DSM distribution is only acceptable to nomadic populations.
6. Whole tubers and roots (yams, taro, cassava, potatoes, etc.)	75 to 110 Kcal In flour form, 300 to 350 Kcal	Very low in protein	Variable, but generally low.	Bulk and low protein usually make them unsuitable for refugee food rations.
7. Vegetables and fruits	Low in energy	Low in protein	Important source of vitamins and minerals, with variable quantities of B and C vitamins. Dark green leaves or yellow/red pigmentation usually indicate Vitamin A compounds.	Refugees should be encouraged to grow their own, in ongoing situations. May also be available in the local market.
8. Sugar	400 Kcal	NIL	NIL	Sugar is a good energy source, but contains little

nutritional value.
Improves palatability of diet, but is difficult to store and absorbs moisture easily.

**** Provision of DSM to refugees is discouraged because of Its potential health hazards if not properly mixed and administered. Separate guidelines on DSM are forthcoming from TSS.**

Calculation of Food Needs

2.3.4 Include the calculation of food needs in the food sector of the project submission which covers overall assistance for a specific refugee caseload. The planning figures for food aid must show the total quantity by commodity for each beneficiary group and the associated costs, based on:

- (a) the number of beneficiaries for each category of food - Basic, Complementary or Supplementary;**
- (b) the standard daily per capita ration for each commodity; and**
- (c) the planning period. This is usually one year, except in an emerging situation where an initial response might involve a shorter timeframe and higher ration levels.**

2.3.5 Use the local price of each commodity as the unit cost for planned local purchases. For foodstuffs to be acquired internationally, use the current WFP

average food price list. Copies of the WFP price list, updated periodically, are available from SFAS at Headquarters.

Chart 2.D: Calculation of Food Needs - An Example

1. Number of beneficiaries:

Basic Food: 25,000 in the northern region and
10,000 refugees in the east

Complementary Food: as above

Supplementary Food: 800 in the northern region and
250 in the east

2. Standard daily per capita ration:

Basic Food:	Wheat	500 g
	Edible oil	30 g
Complementary Food:	Sugar	20 g
Supplementary Food:	Cereal blend	100 g
	DSM	20 g
	Edible oil	10 g

3. Time period for planned needs:

1 year, or 365 days

Calculations:

Total quantity of each commodity:

Commodity	Northern Region	Eastern Region	Total Requirement
Wheat	500 g x 25,000 x 365 = 4,562.5 MT	500 g x 10,000 x 365 = 1,825 MT	6,387.5 MT
Edible Oil	30 g x 25,000 x 365 = 273.75 MT	30 g x 10,000 x 365 = 109.5 MT	383.25 MT
Sugar	20 g x 25,000 x 365 = 182.5 MT	20 g x 10,000 x 365 = 73 MT	255.5 MT
Cereal Blend	100 g x 800 x 365 = 29.2 MT	100 g x 250 x 365 = 9.1 MT	38.3 MT
DSM	20 g x 800 x 365 = 5.8 MT	20 g x 250 x 365 = 1.8 MT	7.6 MT
Edible Oil	10 g x 800 x 365 = 2.9 MT	10 g x 250 x 365 = 0.9 MT	3.8 MT

Estimated cost* of commodities:

Wheat	6,387.5 MT x US \$140 = US \$	894,250
Edible Oil	(383.25 MT + 3.8 MT) x US \$1,100	425,755
Sugar	255.5 MT x US \$320	81,760
Cereal Blend	38.3 MT x US \$300	11,490
DSM	7.6 MT x US \$320	2,432

TOTAL Cost for Food Aid Commodities = US \$ 1,415,687

*** Approximate 1987 WFP commodity prices per MT, used here to determine value.**

2.4 Food Aid Submissions and the UNHCR Global Food Plan

2.4.1 Food aid planning for ongoing refugee programmes begins early in the current year. The total planned programme requirements for the upcoming planning year are formulated and forwarded to Headquarters in April. Summarize the key findings in food plan submissions by identifying the food needs for each project/refugee group -composition of the food ration, commodities, quantities, known or potential sources, related costs and delivery scheduling. Specify forecasted stock levels on hand at the end of the current year, netted against planned commodity requirements. Include an explanation of any local conditions which may affect food aid scheduling or delivery, such as climatic/seasonal conditions which would necessitate earlier provision of food and storage of buffer stocks.

2.4.2 The Food Aid Coordination Officers in SFAS at Headquarters consolidate food aid submissions to prepare the UNHCR global food plan for the upcoming planning year, defining refugee food requirements by country/region, commodity, quantity and planned delivery. Global requirements are then broken down by known and potential sources of food aid - in-country stocks, WFP. EC and donor countries' cash contributions for UNHCR/WFP purchases of food, in-kind contributions and known bilateral aid. As a last resort, the costs to purchase needed food not met by in-kind or earmarked cash contributions are included in project budgets.

2.4.3 SFAS assists the geographic desks at Headquarters to determine sources of

planned food aid for their programmes, in collaboration with FRS, PMS and WFP. Much of the Basic Food for refugee programmes comes from WFP. For the remaining Basic Food needs, FRS seeks specific contributions in cash or in kind. Only in exceptional circumstances can these Basic Food commodities be acquired under project budgets. During the annual programme review, sources of Complementary and Supplementary Food are considered. Depending on the types, quantities and availability of the commodities involved, these needs may be met by WFP, the EC or other donors, or funds may be allocated under project budgets.

2.4.4 As part of the UNHCR programme and planning cycle, update food aid submissions in September. Include any revised information about increases or decreases in the forecasted number of refugees, significant changes in their location or changes in their degree of self-sufficiency. Also, update projected foodstock balances that will be on hand at the end of the year, including shipments in transit or undelivered pledges. Provide data on transport and storage capacity, locations and related costs.

Internal Transport, Storage and Handling (ITSH)

2.4.5 Budget the total estimated costs of internal transport, storage and handling of food aid under the Transport/Logistics Sector of the project budget. See Chapter 5, *Field Logistics Operations*, to establish transportation, storage and handling needs. The budget and accounting systems must identify ITSH costs related to the provision of food aid and paid by UNHCR, as these costs may be fully or partially recoverable from donors and WFP.

2.4.6 WFP delivers food aid up to the port of discharge, expecting the government

or UNHCR to arrange and pay for receiving, storing and transporting each consignment to its final destination. Where WFP provides food aid to refugees situated in Least Developed Countries*, and subject to the availability of WFP donor funding, UNHCR may claim up to 50 per cent of the ITSH costs incurred.

*** Least Developed Countries (LDCs), as approved by the UN General Assembly, qualify for special subsidies and consideration from all UN agencies.**

2.4.7 UNHCR field offices located in Least Developed Countries must compile ITSH cost data related to WFP food aid for refugees. On an annual basis, submit verified invoices and claims for these ITSH costs to the local WFP field office. After being approved locally, the claims are forwarded to WFP Headquarters where donors are requested to make cash contributions to reimburse up to 50 per cent of these costs. Where there is no local WFP field office, send documented ITSH claims to the geographic desk at Headquarters. These claims are submitted through SFAS to WFP in Rome.

2.4.8 Where the EC provides food aid in cash or in kind, they will reimburse UNHCR for the total related ITSH costs (within prescribed limits), when UNHCR presents a documented claim and the relevant distribution reports. Other donors have made similar commitments. UNHCR field offices must collect ITSH cost data and distribution reports from EC and other food donations. Submit these claims annually to the geographic desk at Headquarters. SFAS forwards documented ITSH claims to the EC and other donors for reimbursement.

Implementing Instruments

2.4.9 Approved food aid needs appear in the annexes attached to implementing instruments which cover overall assistance to a particular refugee caseload, regardless of the planned source. Where the source of food aid is other than purchases from funds made available under the project budget, the source will be indicated in place of the commodity value.

2.4.10 Complementary and Supplementary Food may be included in the budget annexed to the relevant implementing instrument. Should FRS subsequently obtain a contribution to meet any of these requirements, the equivalent value of the budget item will be reduced accordingly as the contribution must be recorded separately as non-cash or extra-budgetary income.

2.5 Food Commitments and Donations

2.5.1 The global food plan, prepared by SPAS at Headquarters, forms the basis on which food commitments are negotiated and obtained. Continuous feedback to SFAS from the geographic desk, field offices and FRS is essential to record exact types, quantities and costs of acceptable commodities, WFP and donor commitments, planned local, regional or international purchases, and planned and actual timing of food deliveries.

2.5.2 Refugee food aid needs are supplied and funded from the following sources:

(a) *WFP contributions in kind*, resulting from agreements between WFP and the host government. UNHCR may facilitate the request, approval and distribution of these food supplies to the refugees. They are included in the UNHCR global food plan, but the value of the food is not accounted for under UNHCR assistance programmes.

(b) *EC and other donors' contributions in kind or cash, to be channelled through WFP or to be recorded under UNHCR programmes.*

(c) *Purchases from project budgets, in exceptional cases when no other possibility exists.*

2.5.3 Approximately two-thirds of the annual food aid requirements for refugees come from WFP. In recognition of WFP's mandate for the mobilization and logistics of international food aid, cooperation between UNHCR and WFP, though traditionally close, is increasing. Organizational and procedural changes in WFP are being made to improve flexibility in meeting refugee requirements, in terms of commodities and quantities supplied, speed of delivery and countries served. UNHCR must retain certain capabilities, however, to appeal for refugee needs to donors, to make food aid purchases and to deliver food aid to refugee sites. UNHCR must be able to respond quickly to general requests for assistance and to continue to exercise its own humanitarian initiative.

2.5.4 Another major source of food aid for UNHCR programmes is the EC. FRS negotiates with the EC on the types of commodities, quantities and recipient countries in consideration of the needs identified in the global food plan. The flexibility of the EC's pledges permits UNHCR to draw amounts from the global tonnage quotas for listed recipient countries as they are required. Changes in allocations are allowed within the EC's overall commitment. The EC is also prepared to make donations on a case-by-case basis for refugee emergencies. Efforts are currently underway to channel some or all of the EC contributions for refugees through WFP, while retaining the special flexibility which UNHCR and the EC have shared in the past in meeting the needs of the refugees.

2.5.5 FRS approaches other potential donors to contribute to UNHCR's global food aid needs, and to fill the gaps in the food plan which will not be met through the commitments of WFP and the EC. Donors are encouraged to contribute in kind or in cash, with a minimum of conditions attached to their contribution. In-kind contributions may be channelled through WFP. Cash to purchase food commodities is essential in situations where local food preferences or regulations make local purchasing necessary, commodity quantities are insufficient to warrant international shipments, emergencies require it, or economic conditions impose it.

2.5.6 Assess each proposed donation carefully. Some donor countries tie their cash contributions to purchases in their own country, region or zone. Such conditions may be too restrictive to competitive bidding, or may limit procurement to a single supplier. Exercise caution in accepting in-kind donations of proprietary products from manufacturers who may be motivated, in part, by the potential to establish future market demand for their product.

2.5.7 All donations of food aid, in kind or in cash, must be reported to and accepted by FRS in Geneva before the donor arranges to deliver their contribution to the intended refugee group. Forward information concerning donations initiated in the recipient country to Headquarters. FRS, in consultation with the geographic desk and SFAS, confirms the suitability of the donation for its intended purpose, as well as the timing and terms of its delivery. Donations determined to be unacceptable are politely declined.

2.5.8 The *UNHCR Guide to In-Kind Contributions in Emergency Situations* provides useful information on UNHCR policy for in-kind contributions. This publication includes a list of recommended emergency donations, along with a list of

unacceptable items, instructions for packing, labelling, quality control, shipping, documentation, customs clearance and insurance, and procedures for communications between donors and UNHCR.

Contribution Advice Forms (CAFs)

2.5.9 FRS records the details of each contribution to UNHCR on a CAF (see Annex IV for an example). Valuation of in-kind contributions, including associated shipping costs, is made at realistic market prices. FRS distributes copies of the CAF to all officers concerned, both at Headquarters and in the field. Related field office responsibilities and instructions are communicated in implementing instruments prepared at Headquarters.

2.5.10 SFAS coordinates detailed information on in-kind contributions concerning quantities, packaging, timeframe, costs and modalities of delivery, point of handover to UNHCR, insurance and inspection arrangements, and reporting requirements. Donors are encouraged to provide consignments on a C&F (cost and freight) basis, with insurance coverage under the UNHCR Worldwide Open Cover Marine Cargo insurance policy, provided the cost of insurance premiums can be recovered from the donor. Alternatively, donors may provide in-kind contributions free, unloaded at port of discharge, as is the case with EC donations. SFAS also makes international purchases from cash contributions according to the donors' conditions and defined project requirements.

2.5.11 To maintain UNHCR's credibility with its donors, every effort must be made to fulfil the terms of the donor agreement within the established timeframe. Particularly for cash contributions, donors may cancel funds not disbursed during

their fiscal or budget year, or require unspent balances to be reimbursed at the end of a specified period.

2.5.12 If the UNHCR consignee is unable to use a donation, for whatever reason, inform the geographic desk at Headquarters immediately. Indicate what new factors have led to refusal of a donation previously accepted, and propose a solution to redirect or dispose of the goods if they have already been shipped or received. FRS must obtain the donor's approval for the recommended redirection or disposal action, for their sale or exchange, and the, use of any funds generated. Do not proceed without confirmation from Headquarters. On completion, submit to Headquarters a report concerning the disposition for forwarding to the donor.

2.6 Food Aid Channelled Through WFP

2.6.1 WFP food aid for refugees is provided to the government of the host country following a formal request from the government to WFP. UNHCR's role is primarily as a facilitator, advising on the suitability of various food commodities for refugees and identifying the required assistance levels. UNHCR and WFP officials in the field should also help governments to formulate their requests to WFP in Rome for emergency and longerterm assistance for refugees.

2.6.2 Most of WFP's refugee assistance comes from the International Emergency Food Reserve (IEFR), through which donors channel their multilateral emergency food aid. WFP donors' meetings are held annually where donors are requested to announce food pledges and the period of availability. WFP has also created a special category of food aid, called Directed Refugee Contributions (DRCs), to channel donor contributions which were made directly to UNHCR in the past.

2.6.3 WFP in Rome gives priority to the shipment of food for refugees and informs the SFAS Food Aid Coordination Officer at Headquarters of WFP food assistance for each emergency operation (EMOP) as it is approved. SFAS reciprocates by reporting regularly to WFP on all food aid contributions being channelled through UNHCR.

2.6.4 SFAS maintains contact with all focal points for refugee food aid at WFP in Rome, to know what food shipments are in process, the commodities and quantities involved, destinations and delivery schedules. The consignee for WFP food aid is normally the host government. Pertinent details are communicated to UNHCR field offices through the geographic desk. Information on WFP food shipments is necessary to coordinate the total food programme in the area of operations and to liaise with local WFP officials, the host government and implementing partners.

2.6.5 WFP food shipments are handed over to the consignee government at the port of discharge. Unless stated otherwise in the WFP/government Letter of Understanding, the government is responsible for discharging WFP food aid promptly from the carrier, customs clearance, adequate storage, inland transportation and distribution, as well as related expenses, taxes and duties. Deliveries are also subject to inspection by WFP or its appointed agents. At the field office level, when WFP notifies UNHCR concerning refugee food shipments en route, confirm that appropriate arrangements have been made with the government and implementing partners for prompt clearance and inland transportation to operational sites.

2.6.6 Where the government is unable to pay all or part of the inland transportation

costs, UNHCR may pay these costs. UNHCR will be reimbursed up to 50 per cent if a WFP ITSH subsidy is subsequently approved. UNHCR must request this reimbursement, providing full supporting evidence of the delivery of the WFP food aid to the point of final destination. Therefore, record all local UNHCR transportation costs for WFP food aid.

2.6.7 With large quantities of basic foodstuffs on hand locally or in transit. WFP is often willing to allow UNHCR to borrow or exchange commodities needed immediately by the refugees. Borrowed in-country WFP stocks may be replaced when the next consignment arrives. Make such arrangements carefully, however, to avoid possible added ITSH costs if WFP requests the imported goods to be transported to the point of pick-up of the borrowed food supplies. WFP may also agree to exchange imported commodities against locally available food products. Exchange ratios must be carefully established in accordance with the respective values of the exchanged goods, and not simply on a straight ton-for-ton basis.

2.7 Shipping Modalities for Food Aid Contributions

2.7.1 For donations in kind, on receipt of the CAF and the donor agreement, SFAS establishes contact with the donor to coordinate and monitor the delivery of the food. Depending on the delivery terms of the donor agreement. SPAS may have to arrange for inspection services, insurance coverage or onward transportation at the port of discharge, in consultation with the UNHCR consignee field office. Instructions are provided to the donor, supplier or his agent which specify the necessary shipping documents and their required distribution to the consignee field office and UNHCR Headquarters. Copies of all communications are relayed to the consignee field office for information.

2.7.2 On receipt of the shipping documents for an in-kind contribution, SFAS prepares a memorandum to the consignee, referencing the applicable CAF, detailing the receiving and distribution reports required by Headquarters, and attaching one copy of all shipping documents and the UNHCR Distribution Report to be completed. These documents are sent to the consignee by the fastest means, usually by courier.

2.7.3 The UNHCR consignee field office is responsible for receiving and clearing the shipment, and reporting on its condition to SFAS at Headquarters promptly. See Chapter 4, *Receipt of Shipments*. Obtain a Takeover Certificate when the consignment is turned over to the implementing partner responsible for the refugee assistance project. See Chapter 8, *Distribution and End-Use*. Comply with the distribution reporting requirements stipulated in the CAF. A checklist to assist you in monitoring and reporting donor contributions is included in Annex V.

EC Food Donations

2.7.4 All EC food donations to UNHCR are provided «ex quay». UNHCR is not involved in the supply process, except as the consignee. The EC supplier must arrange, at his own expense, to transport the goods to the named destination, bearing all risks to the goods until they are unloaded, and all costs, including wharfage and unloading at the port of destination and any detention or demurrage charges. Where goods are supplied in cargo containers, they are delivered «free at terminal», and UNHCR is responsible only for destuffing the containers. UNHCR must also pay any costs or charges relating to customs formalities on importation of EC donations.

2.7.5 The supplier provides his own transport insurance coverage. Responsibility for filing insurance claims on EC shipments rests with him, and not UNHCR. Insurance coverage ceases when:

- (a) the goods enter a UNHCR-rented warehouse in the port area; or**
- (b) the goods are placed, at UNHCR's initiative, on a vehicle or wagon for removal from the port area; or**
- (c) if neither of the above apply, 30 days after the date of completion of the discharge.**

2.7.6 For each shipment, the EC appoints an inspection company, at its own expense, to check on loading that the quantity, quality and packaging comply with the provisions of the EC/supplier agreement. Inspection agents conduct the same checks at the port of discharge. When the inspections are completed, the company issues a certificate of conformity. SFAS, the supplier and the inspection company keep the UNHCR consignee field office informed on the progress of the shipment.

2.7.7 The UNHCR consignee field office takes delivery in the port of discharge or other named destination, having received the following documents:

- (a) certificate of conformity;**
- (b) certificate of origin of the goods;**
- (c) commercial invoice, establishing the value of the goods and their transfer to UNHCR free of charge;**

- (d) gift certificate (if required);**
- (e) delivery note; and**
- (f) copy of the transport insurance certificate.**

2.7.8 Provide an EC Taking-Over Certificate (see Annex VI) to the supplier, with a copy to SFAS at Headquarters, only for those goods and quantities received in good order.

2.8 Food Purchases

2.8.1 To meet the global food needs of refugees, UNHCR must purchase some quantities of food to augment supplies available from WFP and the contributions in-kind received from donors. Food purchases may be funded from earmarked cash donations received by FRS and recorded on a CAF or, in certain exceptional cases, as sectoral assistance from project budgets. Two kinds of purchases may be authorized:

(a) *local or regional purchases* by a UNHCR field office, when required food is known to be available in sufficient quantities and at a competitive cost, and the purchase may benefit the local economy; or

(b) *international purchases* by SPAS at Headquarters. From time to time, SFAS may seek purchasing assistance from WFP, when WFP can help UNHCR expeditiously and purchase at a lower cost.

2.8.2 Occasionally, donors may agree to supply commodities which UNHCR sells in

the host country to provide funds to buy local surpluses of other products for refugees. This is most effective in countries which lack hard currencies to buy international foodstuffs in demand among the local population. As an example, the UNHCR field office in one African country obtained a donation of wheat flour. With the agreement of the donor, this consignment was sold in the host country and the proceeds were used to purchase local sorghum, preferred by the refugees.

2.8.3 Each UNHCR food purchase must comply with all purchasing, shipping, insurance and reporting requirements, including:

- (a) specifications of the commodity, quantity, packing and labelling;**
- (b) preparation of a Quotation Request and competitive bidding;**
- (c) selection of the supplier and placement of the order;**
- (d) insurance and shipment;**
- (e) ensuring that the goods delivered meet the terms of the purchase agreement with respect to quantity, quality, price and delivery, and that a quality inspection is carried out immediately upon receipt;**
- (f) reporting receipt and condition of food purchases, and filing insurance claims as necessary; and**
- (g) distribution reporting, as specified in the LOI or the CAF.**

2.8.4 All UNHCR food consignments are subject to an independent professional

inspection of their quality and packaging, with a thorough laboratory analysis if there is any cause for suspicion that food is contaminated and unfit for human consumption. Contracts for food supplies stipulate that payment is subject to satisfactory inspection of the quality, quantity and packaging of the goods for the conditions of transit and storage.

2.8.5 Provide copies of all relevant documentation to the SFAS Food Aid Coordination Officer at Headquarters, for monitoring and tracking purposes.

2.9 Emergency Food Aid

2.9.1 When an immediate response is required, the focal point for UNHCR emergency food aid is in the UNHCR field office, in close consultation with the geographic desk at Headquarters and other personnel assigned to coordinate the emergency. Conduct an assessment of food needs for the refugee emergency with the assistance of local nutritional and health experts and WFP officials. Request additional resource personnel from Headquarters, as necessary. Consider the following options to meet emergency food needs:

- *Borrow food supplies on hand*, from the government, WFP or other international organizations, to be replaced as soon as possible by WFP or UNHCR.

- *Purchase food locally*, an excellent option if sufficient and sound foodstocks are available. Avoid causing significant local price increases, however. Do not buy supplies intended for and needed by the local population, and do not compete for supplies with other aid organizations. Beware of buying commodities which have already been donated free of

charge under other aid programmes in the host country.

- *Request an airlift of international supplies* to meet immediate short-term needs.**
- *Request re-direction of international shipments en route* to other destinations.**

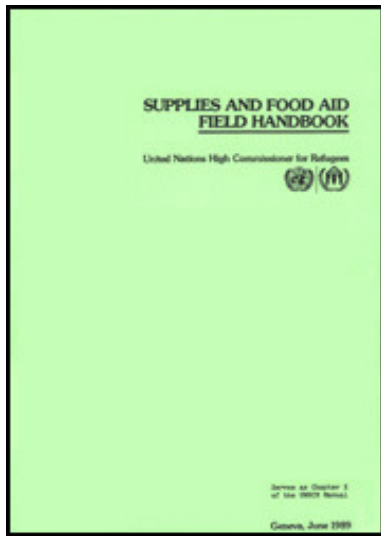
2.9.2 Determine the extent of WFP's capability to assist with the emergency.

Involve local WFP officials in assessing, screening and registering the refugees. If SFAS at Headquarters and the local WFP office indicate that WFP in Rome can help to meet emergency food needs, cooperate with local WFP officials to help the host government establish an emergency food aid request and agreement with WFP.

2.9.3 In an emergency, normal management processes and organizational requirements can be accelerated on a priority basis, but they cannot be ignored. FRS and SFAS at Headquarters approach the normal sources of refugee food aid - WFP, the EC and other donors - to meet the emergency needs expeditiously, sometimes by a special appeal. The systematic planning and coordination of global food aid in SFAS permits a degree of flexibility which can allow for sudden changes in refugee situations. Assessing what food aid is in the delivery pipeline and what food stocks are on hand at various refugee locations can result in a decision to re-route food shipments to the refugee emergency.



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Supplies and Food Aid - Field Handbook (UNHCR, 1989, 296 p.)

CHAPTER 3 - PURCHASING AND DONATIONS

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CHAPTER 3 - PURCHASING AND DONATIONS

UNHCR MANUAL - CHAPTER 10
Update of Chapter 3, February 1997

Since the publication of Chapter 10 - The Supplies and Food Aid Field Handbook in June 1996, UNHCR procurement procedures and policies have undergone a number of developments. The Supply and Transport Section plans to reissue the document in 1998 following the finalisation of the new purchasing structure that is emerging from Delphi. In the meantime, we wish to highlight the following major changes in Chapter 3 that are applicable to procurement by all Field Offices.

- **Please read Supply and Transport Section (STS) for Supply and Food Aid Service**
- **Chart 3.C (Page 51) is revised to differentiate between purchasing procedures at Headquarters and the Field.**
- **Paragraph 3.3.3 (Page 52) should now read, "Purchases by Field Offices under US\$5,000 and by STS under US\$20,000 do not require formal Quotation Requests. Purchasing Officers are expected....."**
- **Paragraph 3.3.7 (Page 53) should now read, "All purchases of more than US\$5,000 by Field Offices and US\$20,000 or more by STS are subject to the issue of a formal written Quotation Request to selected suppliers, asking them to submitted sealed quotations within a specified time frame. See Annex VIII...."**
- **Paragraph 3.3.11 (Page 55) should now read, "For purchases by Field Offices under US\$50,000, the Purchasing Focal Point may place the order based on the documented selection. Procurement of goods and services by Field Offices of US\$50,000 or more and up to US\$100,000, must be approved by a Purchasing Committee. The authority and responsibilities of the**

Purchasing Committee are defined in Paragraph 7 of Section 4.7 of Chapter 4 of the UNHCR Manual. STS staff may place orders up to the level of their delegated authority on their own authority. Above this limit, the Purchase Order must be co-signed by a senior STS officer before it is issued to the supplier. For purchases of US\$100,000 or more a submission to the local or Headquarters Committee on Contracts, as applicable, for their approval is required. The authority and responsibilities of the Local Committee on Contracts is defined in Paragraph 8 of Section 4.7 and the Headquarters, Committee on Contracts in Annex 8.5."

- **Paragraph 3.3.12 (Page 55) should now read. "The UNHCR Committee on Contracts reviews general contracting policy and approves all UNHCR purchases and contracts exceeding US\$100,000 per single order or series of related orders. Related orders are defined in UNHCR as all contracts entered into with one supplier within the previous period of 90 days which, in total, amount to US\$100,000 or more, excluding, however, contracts that have been the subject of the Committee's previous approval. Related orders must be notified to the Committee as per the instructions contained in memorandum OPS 8.7 dated 1 March 1996 attached."**

- **In the event of other contradictions between Chapter 10 and Chapter 4 on procurement issues, Chapter 4 takes precedence.**

3.1 Sources of Supplies and Food Aid

3.1.1 Donors are UNHCR's primary source of all programme supplies and food aid for refugees. Donors provide contributions in kind and in cash to UNHCR to meet

the needs of refugees located in many parts of the world. A large portion of donor contributions for food aid are channelled through WFP. Annual donor cash commitments fund UNHCR's General Programmes. Donors provide additional funding and in-kind contributions for UNHCR's special appeals for refugee emergencies. Donors may also choose to earmark their contributions for particular refugee programmes. All UNHCR personnel, at Headquarters and in the field, must recognize our dependency on these donors. Use the resources they provide to protect and assist the refugees in the most effective and efficient manner, and be accountable to our donors for the results achieved.

3.1.2 A major part of refugee food aid comes from WFP and in-kind contributions to UNHCR. Some food aid and most other material assistance for refugees must be purchased from available cash resources:

(a) *SFAS at Headquarters* - makes international purchases which are transported to the countries hosting the refugees who need assistance, in response to requests for programme supplies from UNHCR field offices which have been reviewed and authorized by the geographic desk. SFAS is assisted by the Purchasing Liaison Officer in Nairobi and the Regional Logistics Officer in Djibouti, who make international purchases from suppliers located in East Africa.

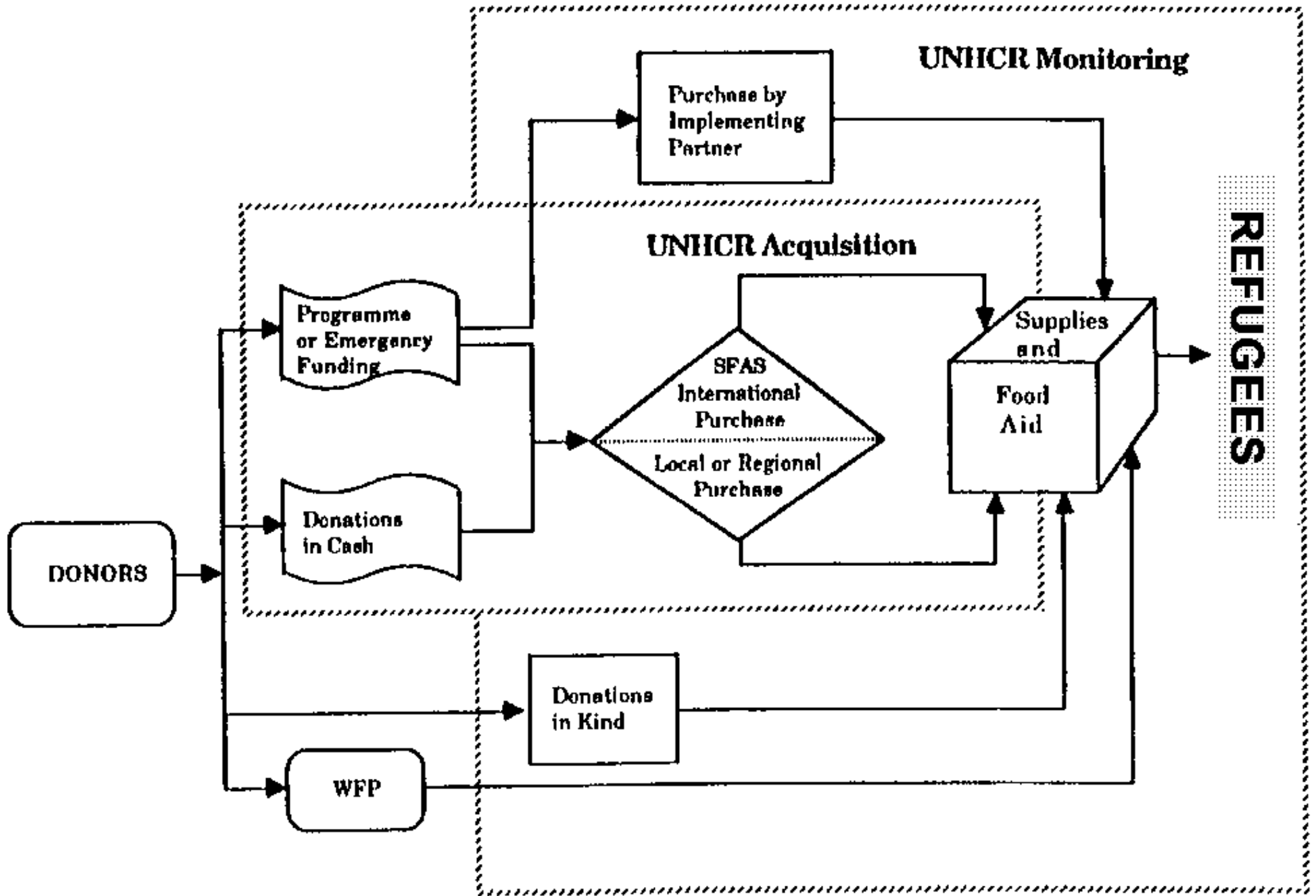
(b) *UNHCR field offices* - make local or regional purchases in the host country or neighbouring countries with funds authorized and allocated by the geographic desk at Headquarters.

(c) *Implementing partners* - make purchases from their own funds and

UNHCR-sponsored and approved project budgets.

3.1.3 Whether you are involved directly in identifying and acquiring material assistance for refugees or only monitor the supply process, ensure compliance with the purchasing policies, standards and practices outlined in this Handbook to minimize costs, maximize quality and assure prompt, safe and reliable delivery to the beneficiaries whose needs must be met.

Chart 3.A: UNHCR Sources of Supplies and Food Aid for Refugees



UNHCR SOURCES OF SUPPLIES AND FOOD AID FOR REFUGEES

3.2 UNHCR Authorization to Purchase

3.2.1 In UNHCR, purchasing authority means the authority to enter into a legally binding agreement with a supplier for the provision of goods or services to UNHCR. Normally, these arrangements are in the form of a written Purchase Order or contract, which includes all the terms and conditions relating to the supply of goods or services to UNHCR and the payment to be made by UNHCR to the supplier.

3.2.2 Purchasing authority may be exercised only by those officers in UNHCR to whom this authority has been delegated. SFAS staff at Headquarters and designated UNHCR officials in the field have been assigned purchasing responsibilities, to enable them to act speedily to obtain what is needed, while conforming with the principles of getting the best value for money spent, in a timely, fair and open manner. These purchasing responsibilities are subject to the following restrictions and limitations:

- No purchase may be initiated without first receiving authorization from the geographic desk or other UNHCR official who certifies that the necessary funds to purchase the specified goods or services have been allocated and are available to pay the supplier.**

- Within established US-dollar limitations, all purchasing procedures are followed, including competitive pricing or bidding, selection of the most suitable supplier, and approval by the Committee on Contracts where necessary.**

3.2.3 Except where locally administered budgets have been provided or where implementing partners make purchases from their allocated project funds, all UNHCR purchases must be authorized through the geographic desk at Headquarters:

(a) *International purchases* - The geographic desk issues a Purchase Authorization (see Annex VII) to SFAS for programme supplies or informs the Budget and Management Section concerning requests for administrative supplies.

(b) *Local or regional purchases* - The geographic desk issues an LOI which includes authorization and the necessary budget for the UNHCR field office to make a local or regional purchase.

3.2.4 The purchasing authority signifies that the necessary funds have been allocated to pay for the requested supplies. The Purchasing Officer subsequently charges the related costs of the purchase to the specified project, budget, sector and line item.

Chart 3.B: Checklist for Obtaining Purchase Authorization

- 1. Are the needs identified essential to fulfil UNHCR's mandate for assisting refugees?**
- 2. Can the needs potentially be met by donations in kind?**
- 3. Have full specifications for the goods to be purchased been documented, including technical and quantitative details, packing, labelling and shipping**

requirements? Is local servicing and technical support available for proposed equipment and vehicle purchases?

4. Are the goods available locally at comparable quality and price, or should they be purchased internationally?

5. Are sufficient funds available in the budget to which the purchase will be charged?

6. Has proper approval to purchase been delegated in an LOI, MOD or other document?

7. Has all information been provided:

- to the focal point for purchasing in the field office?
- to the geographic desk at Headquarters?

Chart 3.C: UNHCR Purchasing Limitations and Procedures at Headquarters and in the Field

	PROCEDURES		
	International Purchases Through STS		Regional/Local Purchases
LIMITATION OF AUTHORITY/VALUE BAND	STS Purchasing Officers, Assistants and Clerks*	Chief of STS, Senior Purchasing Officers and Heads of Units	UNHCR Representative, Regional Procurement Officer

		and Designated Purchasing focal Point
Less than US\$2,500		<ul style="list-style-type: none"> • Funds available • Compare prices from at least 3 catalogues or informal offers • Best offer selected
Over US\$2,500 up to US\$5,000		<ul style="list-style-type: none"> • Funds available • Formal Quotation Request not required • At least 3 written offers received • Best offer selected • Written record of selection criteria
Under US\$4,000	<ul style="list-style-type: none"> • Funds available • Compare 3 prices from at least 3 catalogues or informal offers • Best offer selected 	
US\$4,000 up to US\$20,000	<ul style="list-style-type: none"> • Funds available • Formal Quotation Request not required • At least 3 written offers received • Best offer selected 	

	• Written record of selection criteria		
Over US\$5,000 up to US\$50,000			<ul style="list-style-type: none"> • Funds available • Formal Quotation Request required • At least three written offers received • Offers tabulated and compared • Written record of selection criteria
US\$20,000 up to US\$100,000	<ul style="list-style-type: none"> • Funds available • Formal Quotation Request required • At least three competitive written offers received • Offers tabulated and compared • Written record of selection criteria 	<p>For purchases above the authority level of the responsible buyer:</p> <ul style="list-style-type: none"> • Verify documented selection • Approve Bid Tabulation • Co-sign Purchase Order before issue to supplier 	
Over 50,000 up to			• Funds available

US\$100,000			<ul style="list-style-type: none"> • Formal Quotation Request required • At least three competitive written offers received Offers tabulated and compared • Purchasing Committee to consider offers and approve purchase. • Written record of selection criteria
US\$100,000 or more	<ul style="list-style-type: none"> • Funds available • Formal Quotation Request required • At least 4 competitive written offers received • Offers tabulated and compared • Written recommendation to Committee on Contracts justifying selected offer made in conjunction with Desk or PCS where appropriate. • Approval of Committee on 	<ul style="list-style-type: none"> • Review and sign recommendation to the Committee on Contracts. • Approve Purchase Order to supplier as approved by the Committee on Contracts. 	The procedure in the field is the same as for international purchases through STS.

*** STS staff may make purchases up to the level of their delegated authority.**

Revised: 2/97

3.3 The Purchasing Process

3.3.1 Once the geographic desk provides purchasing authority, the SFAS Purchasing Officers at Headquarters, the Purchasing Liaison Officer in Nairobi, the Regional Logistics Officer in Djibouti or a designated Purchasing Officer in a UNHCR field office may initiate the purchasing process.

3.3.2 Before proceeding, confirm that the requirement is clearly defined in terms of specifications, timeframe for delivery, consignee, destination and allocated budget. Depending on the US-dollar limitations for a particular requirement for material assistance, follow the appropriate procedures outlined below to select a suitable supplier, place the order and follow through to delivery to the consignee and payment to the supplier.

3.3.3 Purchases under US \$20,000 do not require formal Quotation Requests. Purchasing Officers are expected, however, to comply with established UNHCR purchasing principles and whenever possible, negotiate with suppliers to obtain the best price available for the goods to be purchased. Written Purchase Orders or supply contracts are necessary for all purchases, and all deliveries and payments must be documented.

Chart 3.D: Purchasing Checklist

- 1. Are the details of the goods required and the funds allocated sufficient to place an order with a supplier?**
- 2. Has the purchase been properly authorized?**
- 3. Does the value of the goods require quotations or competitive bids from suppliers?**
- 4. For purchases over US \$20,000, has a formal Quotation Request, providing a full description of the goods to be supplied, been issued to at least three potential suppliers and bids received by the stated closing date and time?**
- 5. Have the suppliers' quotations been tabulated and compared?**
- 6. Does the selected supplier appear to provide the best value for money spent?**
- 7. For orders over US \$35,000, but under US \$70,000, has another UNHCR officer reviewed the supplier comparison for agreement with the selection:**
 - the geographic desk at Headquarters, for local or regional purchases?**
 - the Head of SFAS or the Senior Purchasing Officer, for international purchases?**
- 8. For orders over US \$70,000, has a submission been prepared for and approved by the UNHCR Committee on Contracts?**
- 9. Has a Purchase Order, including full details of the goods to be supplied, been issued to the supplier and acknowledged as accepted, in writing?**

- 10. Have copies of the Purchase Order been sent to all UNHCR officers concerned?**
- 11. Have other suppliers who bid, but were unsuccessful, been notified that the contract has been awarded?**
- 12. Should the goods be inspected? If yes, has an inspection company been contracted?**

Selection of Suitable Suppliers

3.3.4 Maintain detailed information files on potential UNHCR suppliers, so that those who are selected to quote on particular requirements are known, insofar as possible, to be able to do so competitively.

3.3.5 SFAS at Headquarters operates an automated inventory of approved international suppliers of items commonly required by UNHCR. Each Purchasing Officer in the field should have a list, with supporting information files, of approved local or regional suppliers who can meet UNHCR's purchasing needs. Identify potential suppliers from local telephone books, trade directories, the local Chamber of Commerce, the government ministry responsible for commercial affairs, or by referral from other international organizations.

3.3.6 To assure the effective operation of an open, competitive purchasing system, deal with all suppliers fairly and equally. When issuing Quotation Requests, normally select four to eight potential suppliers, depending on the estimated value of the order. For large or technically complex orders, a prequalification process may be advisable, to direct the Quotation Request to a list of selected suppliers known to have the necessary capabilities to deliver to UNHCR's specifications.

Chart 3.E: Supplier Information Files

- 1. Full legal name of supplier, mailing address, street address, telephone, telex and facsimile numbers.**
- 2. Historical and business data: business ownership, when founded, manufacturing facilities, number of employees, and name of parent, subsidiary or affiliated companies.**
- 3. Financial data: annual sales volume for the past several years, recent financial statements and bank reference.**
- 4. Management data: names of senior executives, corporate memberships in trade or professional associations, and industrial certifications.**
- 5. Supply information: management and quality assurance techniques involved in supplying goods or services. Details of the goods or services supplied, timing of delivery, warranties, packing and shipping capabilities, normal payment terms, after-sales service facilities.**
- 6. Corporate brochures: product information and other descriptive literature.**
- 7. References: current and recent major clients, goods or services supplied, and value of the orders.**
- 8. Comments on past performance: performance information about previous contracts with UNHCR.**

Quotation Requests

3.3.7 All purchases exceeding US \$20,000 are subject to the issue of a written Quotation Request to selected suppliers, asking them to submit sealed quotations within a specified timeframe. See Annex VIII for an illustrative example.

3.3.8 Give a copy of the Quotation Request to an independent third party who will receive all quotations submitted. At Headquarters, the Secretary to the Committee on Contracts verifies that all potential suppliers have complied with the bidding procedures and that quotations being considered were received before the closing date and time. Late quotations are not accepted.

Chart 3.F: Content Requirements for Quotation Requests

- 1. Provide complete, accurate information, intended to have the same Impact on all prospective suppliers, to obtain information from the supplier which will be needed for comparison in the bid tabulation phase. Avoid giving supplementary information to one supplier after the Quotation Request is issued, without sharing that information with all the potential bidders.**
- 2. Identify UNHCR as the originator, giving full particulars of where and by when (date and time of bid closing) the offer must be submitted. Normally, at least one week is permitted to respond, but this time should be extended for more technical requirements, and can be considerably shorter for special or emergency purchases.**
- 3. Identify the individual supplier, showing the full legal name and mailing address, and other details such as the telex number and the name of the contact person. Individual bidders are not usually told which other suppliers have been asked to**

bid, a practice intended to avoid possible collusion which would adversely affect the competitive process.

4. Provide full specifications of the requirement, including minimum quality standards, where appropriate, which can be verified by inspection. Samples of smaller items to be purchased in quantity and descriptive literature may also be requested for evaluation purposes.

5. Specify shipping requirements, requesting the supplier to quote C&F (cost and freight) to a named destination or, less frequently, FOB (free on board), Ex-Works or any other shipping terms. Also, include packing and labelling requirements, mode of transport (sea, air, land), distribution of shipping documents and shipping notification, and the destination where the supplier is expected to deliver the goods.

6. State the timeframe for the proposed order, from issue of the contract to final delivery at destination, and the period during which the supplier's quotation should remain valid pending placement of the order (usually at least 30 days).

7. Outline any other UNHCR requirements, such as independent inspection prior to loading. Consider requesting performance bonds or the use of holdbacks to assure contract performance.

8. Request the supplier to quote total value, currency for payment and payment terms, usually identifying the cost of the goods or services and any freight or other charges separately. UNHCR's normal payment terms may be included for information.

Tabulation of Bids

3.3.9 After the closing date and time stipulated in the Quotation Request, assess each quotation received to identify any secondary factors or conditions, such as payment terms or delivery timing, which disqualify the bid and may be renegotiated to qualify it.

3.3.10 Compare each acceptable quotation using the Tabulation of Bids form and Continuation Sheet (see Annex IX), to minimize the supporting narrative. List the bidders on the comparison table and analyze each supplier's compliance with the specifications, delivery and pricing data. Also, consider special factors which may apply, such as the operating costs of a piece of equipment or the local availability of after-sales service. Based on your analysis, note the recommended supplier at the bottom of the form and provide the reasons for your selection.

3.3.11 For purchases under US \$35,000 the Purchasing Officer may place the order based on the documented selection. For purchases under US \$70,000 the Purchasing Officer must seek the agreement of another Purchasing Officer in SFAS for international purchases, or the Head of Desk for local or regional purchases. For purchases in excess of US \$70,000 a submission to the Committee on Contracts for their approval is required.

Submissions to the Committee on Contracts

3.3.12 The UNHCR Committee on Contracts reviews general contracting policy and approves all UNHCR purchases and contracts exceeding US \$70,000 per single order or series of related orders. A series of purchases from the same supplier or related major purchases from different suppliers which, in the aggregate, exceed

US \$70,000 should be presented to the Committee for their consideration and agreement.

3.3.13 The responsible Purchasing Officer prepares submissions to the Committee on Contracts. The recommended supplier is normally the one who submitted the lowest quotation which meets the required specifications and timeframe for delivery. The Head of Desk or Chief of the support service concerned cosigns the covering memorandum.

3.3.14 Regular submissions to the Committee at Headquarters must reach the Secretary to the Committee at least 24 hours prior to their weekly meeting, normally scheduled for Friday morning. Concerned Headquarters staff from SPAS, the geographic desk, or FRS in the case of purchases from earmarked cash contributions, attend the meeting. They may provide additional clarification at the request of Committee members and also learn of the Committee's decision immediately. The Secretary records the decisions of the Committee in the minutes of each meeting, and signed copies are forwarded to all concerned UNHCR personnel.

3.3.15 In emergency situations, the Secretary may circulate a submission to the Committee members immediately. The members record their individual decision on the submission. Committee approval for a fully documented emergency submission can usually be obtained the same day. The collective decision is confirmed at the Committee's next formal meeting.

3.3.16 In the field, the UNHCR Representative may consider establishing a Local Committee on Contracts, particularly in the early stages of a major operation when

required goods are known to be available locally or regionally. Seek authority from Headquarters to establish this Committee. A period of validity and any upper limits on the value of contracts which can be awarded are normally stipulated, and other conditions may apply. Additional information is provided in Part II of the *UNHCR Handbook for Emergencies*.

Chart 3.G: Submissions to the Committee on Contracts

1. Include the following information in the covering memorandum:

- Project symbol and title.**
- CAF or MOD number, if applicable.**
- References to other relevant correspondence and authorizations.**
- Brief summary of the need, to explain the purchasing action.**
- List of the items or services for which the Purchase Order will be issued.**
- Recommended supplier(s), items and quantities to be provided.**
- Delivery terms.**
- Costs of the goods/services, freight, insurance and inspection, as appropriate, and total costs.**
- Justification for selecting the recommended supplier.**

- Certification that sufficient funds are available to cover the proposed expenditure.

2. When requesting emergency procedures, give the reason in the first paragraph.

3. Attachments:

- Tabulation of Bids.

- Any other details or documents to support the recommendation for supplier selection.

Purchase Orders and Supplier Contracts

3.3.17 After all the necessary steps for supplier selection have been completed and approvals obtained, the authorized officer issues a Purchase Order (see Annex X) or contract for the goods or services quoted. Include all terms and conditions which apply to the purchase, consistent with the selected quotation. The Purchase Order is signed on behalf of UNHCR and forwarded to the supplier for signature. One fully executed copy is returned to the Purchasing Officer to establish the legal contractual obligations between UNHCR and the supplier.

3.3.18 Forward copies of the Purchase Order to the geographic desk, the consignee, other concerned parties and, for purchases from cash donations, to FRS at Headquarters. Retain the original, signed copy for the Purchasing File.

3.3.19 As a sign of courtesy and to maintain goodwill, notify unsuccessful bidders for the same supply requirement that the Purchase Order has been issued. An

example of a Letter of Regret is shown in Annex XI. If enquiries are received from unsuccessful bidders, the Purchasing Officer may tell them the country or origin of the winning bid, the approximate difference in price as a percentage, and the reasons their bid was technically or commercially unacceptable.

3.3.20 Informal contact with UNHCR suppliers is discouraged. All conversations should be documented in a note to file. Any amendments to a written agreement with a supplier must be issued in writing, showing full details of the original agreement and the amended terms. To avoid any confusion about who told what to whom and when, suppliers must deal exclusively with Purchasing Officers; other UNHCR personnel should never contact suppliers directly concerning their purchasing requirements or UNHCR contractual arrangements.

Chart 3.H: Contents of a Purchasing File

Place copies of all documentation related to each purchasing action on a Purchasing File:

1. Basic Documents

- **Purchase Authorization, relevant LOI or other project authority to proceed.**
- **Supporting documentation or any amendments.**

2. Quotation Request*

- **Copy of Quotation Request sent to suppliers.**
- **Suppliers' bids (unsuccessful).**

- **Regret letters.**

3. Successful Bidder/Committee on Contracts

- **Bid of successful supplier.**
- **Tabulation of Bids.**
- **Submission to the Committee on Contracts (if applicable).**

4. Purchase Order*

- **Original copy of the Purchase Order, signed by the supplier and UNHCR.**

*** If more than one, please subdivide.**

5. Inspection (if applicable)

- **Inspection contract.**
- **Inspection Certificate.**

6. Shipping and Insurance

- **All information regarding shipping and insurance, including telexes.**
- **One complete set of shipping documents.**
- **Insurance Certificate.**

7. Payments

- **Suppliers/inspection invoices.**

- **Payment requests and supporting documentation.**

8. Receiving/Distribution Reports

- **Receiving report from consignee.**
- **Distribution report (donations).**
- **Related correspondence and documentation.**

9. Insurance Claim (if any)

- **Copies of all claims documentation, including Protest Letter, survey report, etc.**

10. General

- **Other documents related to the particular purchase which cannot be placed in the file under one of the specified headings above.**

Inspection of Consignments

3.3.21 Where inspection of the goods being supplied has been deemed appropriate and the inspection is indicated in the Purchase Order or contract issued to the supplier, select an inspection company to perform the quality and quantity assurances required. Follow standard UNHCR purchasing procedures to do so. Provide complete instructions concerning each consignment to the inspection company. See Chapter 1, *Identification of Needs*.

3.3.22 Inspections may be conducted during manufacture, prior to the shipment of

a consignment, and/or on delivery. Notify the inspection company and the supplier when the timing for the prescribed inspection is known. On completion, the inspector issues an Inspection Certificate and releases the consignment, or he rejects goods which do not meet stated specifications. Inadequate, damaged or rejected goods must be the subject of further negotiation with the supplier.

3.4 Shipping and Insurance

3.4.1 For C&F purchases, shipping instructions are included in the Purchase Order or supplier's contract. If goods are accepted FOB or ex-works, separate shipping instructions are necessary, to the forwarding agent, transport company, implementing partner or consignee who will be responsible for picking up and delivering the consignment.

3.4.2 For international purchases, the supplier must notify SFAS at Headquarters by telex when the goods are ready for shipment, and again when the consignment is loaded and has departed from the point of origin. This information is relayed to the UNHCR consignee field office. Shipping instructions to the supplier also specify requirements for shipping documents and their distribution. SFAS normally arranges insurance for international purchases under the UNHCR Worldwide Open Cover Marine Cargo insurance policy.

3.4.3 For local or regional purchases, the supplier should be responsible, whenever possible, for delivering the consignment to the final destination warehouse or storage area. This may be termed «Free delivered warehouse ... (final destination)». The cost of the goods includes delivery and the liability rests with the supplier until the goods are turned over to the consignee at the destination.

With these delivery terms, UNHCR or the consignee does not have to arrange transportation or related shipping insurance for the consignment. Only the goods actually delivered in acceptable condition are paid for, thereby providing the maximum protection against loss or damage to the buyer.

3.4.4 Various other arrangements can be made to move and protect the goods between the supplier's premises and their final destination where the beneficiaries are located. If ownership remains with the supplier until delivery, he also retains the risk and the liability to replace any lost or damaged goods. When ownership is passed to UNHCR or other consignee, so also is the risk. The liability of contracted carriers is limited, and should not be relied on for restitution in the event of loss or damage. Insure goods transported at UNHCR's risk under the UNHCR Worldwide Open Cover Marine Cargo insurance policy, arranged through SFAS at Headquarters. If the risk has been transferred to an implementing partner, ensure that they have adequate insurance protection against loss or damage. Verify that the project agreement or budget makes provision to cover the cost of such insurance.

3.4.5 The Purchasing Officer must confirm that all documentation has been provided, insurance coverage is in place, and the consignee has been notified and is prepared to receive the consignment.

3.4.6 The consignee must make all local arrangements for clearing, inspecting, receiving, transporting, storing and distributing the consignment. See Chapter 4, *Receipt of Shipments*.

3.5 Payments to Suppliers

3.5.1 The Purchasing Officer establishes the payment terms in the Purchase Order or supplier's contract. Normal UNHCR terms for international purchases are payment by cheque or bank transfer within 30 days following receipt of the invoice and shipping documents in order. For purchases from countries with foreign exchange or banking restrictions, payments to suppliers can be made by letter of credit. For local or regional purchases, payments should be made by cheque in local currency, payable to the supplier and drawn against a local bank account, in accordance with standard field office practice and delegated authority. Any other payment terms require the approval of the geographic desk and SFAS at Headquarters.

3.5.2 On large orders with phased delivery, interim or progress payments against the contract may be authorized under the terms of the supplier agreement. Advance payments, however, are usually not allowed.

3.5.3 Examine the invoice, the shipping/delivery documentation and the terms of the Purchase Order. Any discrepancy must be investigated and explained in writing. Provided the amount of the Purchase Order is not exceeded, initiate payment. If the invoice amount exceeds the amount on the Purchase Order, determine the reason. If the overexpenditure is justified, request an amendment of the purchasing authorization and establish that sufficient funds to cover the additional amount are allocated before making the payment. If the overexpenditure cannot be justified, negotiate with the supplier to reduce the amount of the invoice to an agreed sum. If there are any credit notes or amounts receivable from the supplier because of previous orders, offset these amounts against the current payment.

3.6 International Purchases

3.6.1 Acting on a Purchase Authorization (see Annex VII) issued by the geographic desk, SPAS at Headquarters makes international purchases on behalf of UNHCR field offices. SFAS confirms shipping and insurance arrangements up to the named destination, and follows through with suppliers and consignees to verify delivery of every international consignment.

3.6.2 Copies of all relevant documentation and information are forwarded to the UNHCR consignee field office to indicate progress on the acquisition of requested material assistance for the refugees. In addition to information telexes, SFAS provides copies of each Purchase Authorization registered to initiate purchasing action, the Purchase Order placed with the supplier, and a Shipping/Insurance Advice and Receiving Report with a complete set of shipping documents.

3.6.3 SFAS also produces several monthly status reports from data on their automated Purchasing System. These are sent to each geographic desk and UNHCR consignee field office that have outstanding purchase requests or shipments:

(a) *Purchase Authorization Status Report* - lists all Purchase Authorizations received during the month, and includes details on the issue of related Quotation Requests and Purchase Orders.

(b) *Purchase Order Status Report* - provides information on Purchase Orders placed, the name of the supplier, the value of the order and the proposed delivery timeframe and shipping mode.

(c) *Shipping Status Report* - lists all shipments for the month for which shipping documents were received and processed, and shows actual departure and estimated arrival dates, transport details and destination.

3.6.4 Use these reports to confirm that the geographic desk and SFAS have actioned purchase requests submitted, and to follow up on outstanding requests, planned deliveries, receiving reports and insurance claims.

3.7 Local and Regional Purchases

3.7.1 If funds are available through a donation or within a given budget, and proper purchasing authority has been given by Headquarters to proceed, goods may be purchased locally or regionally. Local purchases are made from suppliers in the host country where the UNHCR field office is situated. Regional purchases are actually international purchases initiated by a UNHCR field office, usually from suppliers located in nearby countries. The Purchasing Liaison Officer in Nairobi and the Regional Logistics Officer in Djibouti can assist field offices in making regional purchases in East Africa.

3.7.2 Examine the market potential and capabilities before deciding to purchase locally, regionally or internationally. Consult SFAS at Headquarters for information on comparative quality, prices and timing of delivery for internationally available goods to make your assessment. To stimulate the local economy, UN organizations are encouraged to make local purchases if goods are available and prices do not exceed the international C&F values by more than 10 to 15 per cent.

3.7.3 Avoid paying local taxes on purchases which, if purchased regionally or internationally, would be tax exempt. Try to extend UNHCR's tax exempt status to local purchases, or arrange for tax rebates from the government. Purchases from regional manufacturers or suppliers are usually supplied duty and tax free to UNHCR. Examine bilateral or regional trade conventions which may provide more

advantageous terms.

3.7.4 When making local or regional purchases, field offices must follow UNHCR's prescribed purchasing practices to ensure an open, competitive process for selecting local suppliers and to obtain the best value for money.

3.7.5 Long delays between the submission of a purchase request and placement of a Purchase Order should be avoided. Particularly when requesting authority to make a local or regional purchase, the field office may discover that:

(a) proposed suppliers are out of stock or out of business by the time the order is placed; or

(b) currency exchange fluctuations have adversely affected the quantity of goods which can be purchased from the established budget.

Chart 3.I: Local or Regional Purchasing

Advantages

Speed and flexibility of delivery, if goods are available ex-stock or manufactured locally.

Acceptability of local goods by the refugee population.

Reduction of shipping costs, if goods are available in or near the area where the refugees are located.

Benefits and incentives to the local

Disadvantages

Unacceptable demand on available stocks, causing scarcity and price increases for local citizens.

Potential competition between international organizations to purchase the same goods.

Possibly poorer quality of locally supplied goods.

Prices uncompetitive with international C&F

Benefits and incentives to the local economy, particularly in areas affected by a large refugee influx.

Positive impact on the country's balance of payments, when payments for local goods are made in foreign currency.

Prices uncompetitive with international C&I prices.

Possibility of having to pay local taxes hidden in purchase price.

Inconsistency of local commercial practices with international purchasing standards, particularly competitive tendering and confidentiality.

Unwillingness or inability of suppliers to fulfil their contractual obligations.

3.8 Purchases by UNHCR's Implementing Partners

3.8.1 Through project agreements, UNHCR may delegate authority and provide funds to implementing partners to make purchases in support of refugee projects. The sums involved can be substantial. UNHCR officials in the field should facilitate and monitor these purchasing activities. The procedures and controls applied should provide an open, competitive and accountable process to obtain supplies which meet project requirements at the lowest available cost.

3.8.2 Where several implementing partners are involved in related refugee projects requiring quantities of similar supplies, UNHCR field offices can coordinate local or regional purchasing action. In Costa Rica, the UNHCR Regional Office in San Jos has been instrumental in forming a Purchasing Committee made up of officials from each implementing agency having responsibilities for refugees in various programme sectors and regions. The Committee consolidates the annual supply

requirement of the agencies, oversees the tendering process and selects suitable local suppliers to meet the combined needs.

3.8.3 The Purchasing Committee, comprising one official from each agency and UNHCR, identifies total quantities and specifications for each item, prepares a list of qualified suppliers and formulates Quotation Requests, which are issued to potential bidders. The Committee then reviews the bids submitted in terms of quality of goods, prices and compliance with other terms in the Quotation Request, selecting suppliers and deciding on follow-up action. They may consider further negotiations with selected suppliers for additional discounts or re-tendering for items where response was inadequate.

3.8.4 The savings achieved can be significant, but the UNHCR effort to facilitate the process is time consuming. Where the potential for such procedures exists. UNHCR field offices should seek advice from SFAS at Headquarters. Consultants with relevant commercial and purchasing experience may be available to facilitate the periodic consolidated purchasing process.

Chart 3.J: Purchasing Procedures of Implementing Partners

Documented purchasing procedures should include a suitable division of responsibility and delegated authority for:

- Planning and budgeting for annual supply requirements.**
- Identification of needs, development of specifications and approval to take purchasing action.**

- **Criteria for deciding to purchase locally or internationally.**
- **Lists of qualified suppliers.**
- **Budgetary and financial controls.**
- **Issue of Quotation Requests and receipt of sealed bids.**
- **Evaluation of suppliers' bids, supplier selection and placement of an authorized written Purchase Order, specifying type, quantity, quality of goods, packing and inspection, if necessary, delivery and insurance instructions, shipping documents and payment terms.**
- **Confirmation of receipt and, in the event of non-performance, loss or damage, requirements for follow-up action or insurance claims.**
- **Supplier payment methodology, authorizations and documentation requirements.**

Chart 3.K: Benefits of Consolidated Purchasing

- **Purchasing procedures are streamlined, reducing duplication of effort and unnecessary inter-agency competition for goods in the same marketplace.**
- **A consistent quality of goods is provided for all refugee assistance projects in the region.**
- **Generally accepted financial rules and bidding practices for competitive purchasing are applied.**

- **Quantity purchases result in better unit prices from suppliers.**
- **If UNHCR makes purchases on behalf of our implementing partners, potential added savings may result from local tax exemptions.**

3.9 Donations in Kind and Cash

3.9.1 Annual cash donations are allocated to specific refugee programmes which have been approved by the Executive Committee. Most other donations, whether in kind or cash, have conditions attached to them, and the value of the donation is applied against the project budget to which it is pledged. If an approved budget already provides sufficient funds for needed items of material assistance, other than food, seek authority to purchase the goods, rather than considering the possibility of a donation. Asking FRS to negotiate with donors for a specific in-kind contribution can involve a disproportionate amount of time. Earmarked donations are considered primarily for Complementary or Supplementary Foods or special appeals, to fill gaps when donations can be provided expeditiously, or to supply previously undetermined needs.

3.9.2 Donations in cash for UNHCR's programmes are always welcome. Once applied to a project budget, cash may be used to make local, regional or international purchases of supplies and food aid. The only restriction for earmarked cash donations is that UNHCR field personnel must comply with the terms and reporting requirements stipulated in the donor agreement, the CAF and the project agreement.

3.9.3 Some offers of in-kind donations are timely and essential to the achievement of UNHCR's programme objectives. They may be for something you actually need

and have planned. Some offers will be seen immediately to be outside the requirements of the refugee programme or inappropriate for the proposed refugee population. Others will be tempting - items for which there might be a need in the future. If you want them, why are they not planned needs already? If they were forgotten, include them now. Consider local handling and storage capacity for such gifts.

3.9.4 In accepting in-kind donations, confirm that the planned delivery date coincides with timing needs for effective programme operations. Also, examine the value of the donation and related costs carefully, especially if its value will be netted against the established programme budget. Goods supplied by donors, including freight and other costs, may be much more expensive than similar goods which meet minimum acceptable standards and are purchased from regular UNHCR sources.

