


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

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## **CHAPTER 4 - RECEIPT OF SHIPMENTS**

### **4.1 Local Facilities, Capabilities and Requirements**

**4.1.1 In many refugee programmes, large quantities of supplies and food aid are donated or purchased internationally. They arrive from outside the host country, transported by ships, airplanes or overland by trucks or trains. Receiving and handling these shipments in a timely manner needs good coordination and careful attention to documentation requirements and port clearance procedures:**

- (a) to meet government import regulations;**
- (b) to take delivery from the transporter; and**
- (c) to notify Headquarters that the goods have been received, and their condition on receipt.**

**4.1.2 UNHCR international purchases and donations are normally made C&F (cost and freight), and shipped by sea to a named seaport in the host country. UNHCR arranges shipping insurance. If shipping insurance is provided by a donor or supplier, the shipment terms are CIF (cost, insurance and freight). For landlocked countries and regions, the named destination may be inland, in which case a Notify Party may be requested to provide assistance at the initial port of entry for in-transit shipments.**

**4.1.3 Air shipments are usually delivered to the international airport nearest the UNHCR consignee field office, while international shipments by rail or road arrive at a customs depot or bonded warehouse, from which the consignee can take delivery.**

**4.1.4 For all shipments, the consignee requires certain information and documentation promptly, to take action to expedite the receipt, clearance and final distribution of the shipment. For international shipments, SFAS at Headquarters has instituted procedures to ensure that this information is forthcoming for international purchases. For local or regional purchases, the UNHCR field office must ensure that similar arrangements are made with designated Purchasing Officers or suppliers.**

**4.1.5 Requirements for receiving locally supplied goods are usually less complex, as suppliers fulfil their contractual obligations by delivering the consignment to the location stated in the purchasing agreement, and there are no importation complications.**

**4.1.6 Monitor receiving arrangements and handling facilities regularly to identify any potential problems as soon as they are evident. Once an international shipment is on its way, it is usually difficult (and costly) to change the delivery instructions or to discover that receiving and handling facilities are inadequate or inoperative. Common problems in the ports of developing countries include:**

- (a) port congestion, which can be aggravated by the simultaneous arrival of large shipments or by delays resulting from improper shipping documentation;**
- (b) a shortage of equipment, labour, transport or storage in the port;**
- (c) unsuitable packaging of the shipment for available handling facilities; or**
- (d) a lack of extra sacks, drums or cartons to repack spilled or damaged goods.**

**4.1.7 Maintain contacts with government and port authorities who can give UNHCR shipments priority for discharging, handling and clearance. Know the capabilities of local receiving and forwarding agents and implementing partners to assist in consignment receiving and distribution operations. Assign responsibilities and define procedures for receipt, clearance, transport, storage and reporting of consignments in the context of local UNHCR field operating conditions.**

**4.1.8 Form SFAS/FH-1 (see Forms Annex) is a suggested checklist for the receipt and clearance of international shipments. Use this checklist, or an appropriately modified version, to ensure that action to receive, clear and distribute each consignment is timely and adequate. Maintain a Shipment Expected/Arrivals Board, to track shipments in the delivery period.**

**4.1.9 Keep SFAS at Headquarters informed on the arrival of each shipment. Notify them, by telex, on:**

- (a) receipt of the shipping documents from the supplier;**
- (b) receipt of the shipping documents from SFAS;**
- (c) arrival of the vessel/carrier;**
- (d) completion of discharge; and**
- (e) completion of customs clearance and removal from the port.**

## **4.2 Notification of Shipment and Shipping Documents**

**4.2.1 International suppliers must notify SFAS at Headquarters in advance of a shipment and within three days of the actual date of departure. For shipments by sea, on departure from the port of loading, the supplier immediately sends one complete set of original shipping documents to the consignee by the fastest possible means. If a Notify Party has been identified, SFAS also instructs the supplier to send another complete set of documents to the Notify Party, to facilitate the delivery of in-transit shipments.**

**4.2.2 SFAS relays shipping information promptly by telex to the UNHCR consignee field office, and any Notify Party. See**

**Annex XII for an example of a shipping advice telex. On receipt, check with the carrier's agent or the receiving agent to confirm the time of arrival and initiate local arrangements to receive and deliver the consignment to its final destination.**

**4.2.3 SFAS receives two sets of shipping documents which are verified to be in order. They are also used to arrange shipping insurance. SFAS then forwards a Shipping/Insurance Advice and Receiving Report (see Annex XIII for an example), with one complete set of shipping documents attached, to the UNHCR consignee field office. Instructions for distribution reporting for donations are included, if appropriate.**

**4.2.4 In certain instances, some or all of the shipping documents may travel with the consignment because of timing considerations or standard industry practices. UNHCR consignees must track these shipments themselves, based on the information provided in the SFAS shipping notification telex:**

**(a) air shipments, where a complete set of shipping documents is attached to Package Number One of the consignment, including the air waybills;**

**(b) land shipments by road (truck) or rail, where the carrier presents the waybill on delivery of the consignment. Other shipping documents for customs clearance are forwarded to the consignee directly from the supplier; or**

**(c) shipments by sea of short duration, where the shipping documents accompany the cargo in the captain's bag.**

**4.2.5 Verify local requirements for international shipping documents and advise SFAS accordingly. SPAS must know your needs well in advance, particularly when special certificates or conditions apply, in order to advise the supplier to provide correct documentation.**

**4.2.6 SFAS makes every effort to supply shipping documents without delay to the UNHCR consignee field office and any Notify Party. These documents are important. They require the same care as other valuable documents, such as cheque books or refugee registration forms. They identify the shipment, its contents, and, in the case of a Bill of Lading, represent title to the goods. *Never* file shipping documents on receipt, unless they are copies and action on an original set has been taken:**

- Process the documents to exempt the shipment from duty and taxes.**
- Route them to the designated receiving agent who will present them to the captain or carrier's agent to take possession of the consignment.**
- Verify the availability of port facilities, handling equipment and labourers.**
- Schedule transport, storage and turnover of the consignment to the implementing partner at the final**

**destination.**

**4.2.7 Once duty-free entry of the consignment is authorized, for shipments by sea the UNHCR consignee field office must endorse the Bill of Lading in favour of the designated receiving agent «... for clearance», or as appropriate. Rush all documents to the receiving agent who will handle arrangements in the port to release the shipment, with specific instructions on related port activities and reporting requirements. Annex XIV illustrates a covering memorandum which may be used for this purpose. The contents of the memorandum will vary according to local document routing and port clearance practices.**

**Chart 4.A: Shipping Advice - Telex Information**

- **Project and Purchase Order reference numbers.**
- **Bill of Lading, truck, rail or air waybill number.**
- **Exact quantity and description of the goods.**
- **Name of the vessel/carrier, trucking company or airline/flight number.**
- **Actual time of departure (ATD).**
- **Expected time of arrival (ETA) at the named port of discharge, and at final destination if contracted.**
- **Insurance details (from supplier if CIF, or SFAS if C&F).**

**Chart 4.B: International Shipping Documents for UNHCR Consignments**

- \* **Original Bill of Lading, Air Waybill, Truck or Rail Waybill**
- \* **Commercial Invoice**
- \* **Packing List**

**Certificate of Origin**

**Phytosanitary Certificate (for food)**

**Inspection Certificate or Certificate of Analysis (if applicable)**

**Insurance Certificate (if CIF)**

**Gift Certificate (if applicable)**

**Any other documents requested by UNHCR consignee or Headquarters, e.g., Radiation Certificate, Veterinary Certificate.**

**\* Essential documents for all international shipments.**

#### **Chart 4.C: Importance of International Shipping Documents**

- 1. To identify the shipment and its contents.**
- 2. To obtain customs exemption certificate.**
- 3. To plan requirements for handling, transport, storage and delivery of the consignment to the final destination.**
- 4. To receive the goods from the carrier or its agent.**
- 5. To confirm goods received against goods shipped and goods ordered.**
- 6. To report receipt to SFAS at Headquarters.**
- 7. To make insurance claims should loss or damage occur.**
- 8. To exchange for a Letter of Guarantee, if this was issued before the shipping documents were received.**

#### **4.3 Customs Exemption and Clearance**

**4.3.1 International purchases or donations enter the host country through a seaport, an international airport or a land customs depot. Countries control the flow of their imports and generate revenue through customs inspections, duties and taxes. Government customs agents will not release imported goods until all duties are paid or a customs exemption certificate is provided. If clearance action is not taken promptly, goods may be held in the port or placed in a «bonded» warehouse, accruing storage charges. Bonded warehouses located outside of the immediate port area are often used to alleviate port congestion and to protect consignments from pilferage.**

**4.3.2 UNHCR-supplied programme materials and food aid for the refugees are normally exempt from customs duties. UNHCR can also facilitate the duty-free clearance of supplies arriving on behalf of our implementing partners, but must exercise caution by agreeing to clear only appropriate shipments suitable for direct use in refugee programme operations. Goods imported by implementing agencies, such as office equipment, vehicles or personal effects, should not be handled by UNHCR for duty-free clearance.**

**4.3.3 Local requirements for customs exemption vary from country to country, and may also depend upon the nature or intended use of the goods in a consignment. In some countries, general agreements have been established for «exempt» organizations, simplifying the formalities of free entry. In other countries, each consignment must be**

**certified separately, sometimes via a government ministry. Getting the necessary documents approved can take considerable time. Know what these requirements are for sea, air or land shipments, and who has authority to grant duty-free entry. Establish standard document lists and routing procedures to get customs exemption expeditiously.**

**4.3.4 Obtain an exemption certificate for each consignment as soon as possible, in advance of the arrival of the shipment. Forward the exemption certificate with the shipping documents and appropriate receiving instructions to the designated UNHCR agent, who will deal with the port authorities, customs officials, shipping agents and others to release the consignment from the port. A sample covering memorandum to use when transmitting shipping documents is attached as Annex XIV. It illustrates the type of information which should be provided to the receiving agent. Especially when the port (on the seacoast?) is some distance from the place where the exemption certificate is issued (in the capital city?), the documents must be rushed to the UNHCR agent using the fastest, most reliable means available.**

#### **Chart 4.D: Checklist of Requirements - Customs Exemption and Clearance**

##### **1. What restrictions may apply to the import of goods?**

**Check import restrictions before issuing a purchase request. Some commodities may not be permitted or may require special documentation: e.g., processed foods such as cheese, jam; radioactivity certificates for agricultural products. Customs often encounter difficulties when assessing the essential nature or intended use of the goods being imported: e.g., cigarettes for refugees or goods for use in income-generating projects. Be sure that the shipment is essential and can be justified under the terms of the government's exemption provided to UNHCR and its implementing partners.**

##### **2. Who is authorized to issue an exemption certificate?**

**Identify the senior official responsible, who may be in a government ministry or in the "exempt" organizations that are UNHCR implementing partners. Blanket exemption is preferable, which may involve various government ministries and publication in the official government gazette.**

##### **3. What documents and information are required to issue and obtain an exemption certificate?**

**Determine standard requirements, usually a copy of the shipping documents (Bill of Lading, commercial invoice, etc.). If the receipt of the shipping documents is not timely, a Letter of Guarantee providing a detailed description of the goods, their value, name of the vessel, number of the cargo manifest and other information may be acceptable.**

##### **4. Who handles customs clearance for UNHCR shipments?**

**Identify the responsible implementing partner or forwarding agent. Responsibility for customs clearance may**

**vary according to the type of shipment, e.g., shipments arriving by sea or air, food and non-food shipments.**

#### **5. How can delays in customs clearance be avoided?**

**Ensure that the description of the goods in the exemption certificate accurately defines the actual goods in the consignment, and that necessary customs documentation (additional to the exemption certificate) are provided. Determine and fulfil other customs requirements, as necessary.**

#### **6. What procedures should be followed to route documents and expedite customs exemption and clearance?**

**Outline standard procedures explaining what documents are sent to whom to obtain the customs exemption and the subsequent routing, requirements and responsibilities to clear shipments. Clarify the action necessary to deal with potential anomalies in the standard procedures, or define separate procedures for different types of shipments/situations.**

#### **4.4 Bills of Lading and Letters of Guarantee**

**4.4.1 The Bill of Lading is usually prepared and issued by the shipping agent of the vessel on which the consignment is transported. See Annex XV for an example of a Bill of Lading. All the «originals» are negotiable by endorsement, and any one of these can be used to collect the goods at the port of discharge. Normally, the captain carries only a copy of the Bill of Lading on board the vessel, which is not transferable. Standard practice is to issue three originals, or four if a Notify Party is indicated:**

**(a) one original is sent by the supplier to the consignee (and one to the Notify Party) with the other shipping documents; and**

**(b) two originals are sent by the supplier to SPAS at Headquarters, who retain one original and forward the other original to the consignee field office, in case the Bill of Lading sent directly from the supplier fails to arrive.**

**4.4.2 A shipowner, by virtue of the Bill of Lading, is obligated to see that the goods listed are delivered to the named consignee, the person to whom the shipping company has contracted to deliver them. The Bill of Lading represents title, or ownership, of the cargo. To receive the shipment, maritime convention requires The consignee or his agent to present, to the ship's master or the ship's agent, a duly endorsed original Bill of Lading and proof of entitlement to the goods. By turning over a shipment without an original Bill of Lading or where there is any doubt as to the identity of the holder, the shipowner runs the risk of being liable for the whole market value of the goods delivered, in the event that a third party presents an original Bill of Lading and claims the goods.**

**4.4.3 Unless the named consignee can present himself to take delivery with an original Bill of Lading, the Bill of Lading must be endorsed on the back to transfer entitlement to an assigned agent, rather like endorsing a bank cheque.**



**UNHCR consignees should endorse Bills of Lading only to authorized receiving agents who can then obtain the goods on proof of identity. *Never* endorse a Bill of Lading «To order»; this gives title of the goods to anyone in possession of the document.**

**4.4.4 To avoid delays in discharging and receiving the shipment, when the consignee has not received an original Bill of Lading in time to take delivery of the cargo from the vessel, a Letter of Guarantee signed by the UNHCR consignee may be acceptable. Most ports or ships' agents have a standard form Letter of Guarantee. An illustrative example is attached as Annex XVI. A bank guarantee, obtained from the local bank where UNHCR operates its account, may also, be needed to certify the consignee's creditworthiness. UNHCR does not normally require this additional certification because shipowners are familiar with our organization and its credibility. The Letter of Guarantee certifies that:**

**(a) the Bill of Lading is not yet in the consignee's possession;**

**(b) the consignee relieves the shipowner of any liability, will pay any costs or damages sought by another party in relation to the delivery of the goods without the Bill of Lading, and will make available the goods themselves on demand, if possible; and**

**(c) the Bill of Lading will be surrendered, duly signed and endorsed, upon receipt.**

**4.4.5 In situations involving short sea voyages, where an original Bill of Lading cannot reach the consignee before the vessel itself arrives, an original Bill of Lading may be carried in the captain's bag on board the ship. The captain or the ship's agent must be confident that the receiving agent requesting delivery of the consignment is properly entitled to do so. In this instance, the UNHCR consignee field office must provide an official letter of authorization to the designated receiving agent, who can present this to obtain the original Bill of Lading that travelled with the consignment, and to take delivery of the cargo.**

#### **4.5 Contracts with Forwarding Agents**

**4.5.1 Because of the complexities involved in the receipt, clearance and inland distribution of international consignments, particularly those arriving by sea, the UNHCR field office or the implementing partner responsible may choose to contract with a forwarding agent to handle these matters. Receiving shipments by air or by land directly may be more convenient. Provide proper documentation and send someone from the office to the airport to meet the flight or carrier's agent, and pick up the consignment. Consider appropriate arrangements for meeting, receiving and transporting shipments arriving at a land customs depot.**

**4.5.2 Contracts with forwarding agents must be established with due regard for standard UNHCR purchasing practices. Assess the required services, in consultation with government and port authorities, implementing partners and prospective agents who are knowledgeable about local practices and port facilities. Evaluate local firms providing the necessary services, in consideration of their capabilities, suitability, reliability and efficiency. Contract awards must be authorized by the geographic desk at Headquarters, and should not exceed prescribed US-dollar limitations without**

**competitive tendering and approval of the UNHCR Committee on Contracts, as appropriate.**

**4.5.3 A variety of services are available from companies which may be referred to as clearing agents, superintendence companies, or forwarding agents, inspection services or surveyors may also be necessary to examine food shipments, technical equipment or damaged goods. Forwarding agents usually provide the most comprehensive service, including customs clearance (if they are customs brokers) and transportation services, to carry the goods from the port to their final destination.**

**4.5.4 Consider the need to hire independent superintendents or inspectors to oversee port handling operations. If reliable and experienced forwarding agents can take responsibility for these operations, third party inspection should not be necessary. In some circumstances, however, the forwarding agent may not be able to control the quality or quantity of goods arriving and held in the port. Retain another agent independently to:**

- (a) observe the discharge, storage and loading operations;**
- (b) check weights and inspect individual packages or bags for conformity of packaging;**
- (c) sample and test goods according to recognized standards for quality assurance; and/or**
- (d) issue weight and quality inspection certificates.**

**4.5.5 Forwarding agents, superintendence and inspection companies usually have established fee scales for each of the services they perform. Try to negotiate discounts in these fees for UNHCR. In any event, make local provisions to pay for their services.**

**4.5.6 Promote open competition when selecting an agent. Try to identify individual companies which can provide all the services needed, to avoid situations where the services of several different agents must be coordinated, and to simplify the settlement of resulting claims. Do not use one agent exclusively over an extended period. Select several suitable companies and use them on a rotational basis, as long as their services are satisfactory and costs are competitive.**

**4.5.7 In smaller ports in some developing countries, however, there may not be a number of competing local agents. Where choice is limited, check the services provided and the fees charged carefully. Monitor actual port activities and clearance reporting requirements closely. If performance is not satisfactory, consider alternatives, such as delegating port clearance and handling to a competent international expert working directly for an implementing partner responsible for logistics and commodity management in the host country.**

#### **Chart 4.E: Selecting a Forwarding Agent**

##### **CRITERIA:**

- Proper facilities to meet UNHCR's needs, such as a bonded warehouse to protect and control shipments in transit or a trucking fleet for inland transportation.**

- **Trained, competent and trustworthy staff who know what to do, when, and how to do it.**
- **Good service at a reasonable cost, based on a proven record of reliability and cost control when compared to the other companies providing similar services.**

#### **SMALL COMPANY:**

##### **Advantages**

Representatives are flexible and often immediately available, even outside office hours and on public holidays.

##### **Disadvantages**

May not have an established reputation, and could overcharge.

Small size probably means less influence in the market, with port authorities, carriers, etc.

May not be able to meet their contractual liabilities should damages be incurred.

#### **LARGE COMPANY:**

##### **Advantages**

Corporate image and reputation may result in preferential fee scale to UNHCR.

Have specialized staff in each field of expertise, and resource personnel to meet most requirements.

May have contacts, correspondents and affiliated agents abroad.

May be able to negotiate discounts with carriers, handling agents, etc.

Often have their own warehouse.

Should be able to meet their contractual liabilities, should damages be incurred.

##### **Disadvantages**

Bureaucratic structures provide less flexibility in meeting client needs.

May have to deal with various departments, each handling a specific task.

#### **Chart 4.F: Assign Port Clearance Responsibilities to an Implementing Partner\***

**\* These tasks illustrate the responsibilities actually undertaken by an implementing partner in one African country. Similar duties could be assigned to the receiving department of implementing partners responsible for field logistics or commodity management in other countries.**

- 1. Clear all refugee food and non-food shipments from the seaport into a nearby national refugee supply warehouse or by truck directly to regional warehouses or refugee sites, as instructed.**
- 2. Handle customs exemption arrangements and, deal with customs agents in the port to clear consignments.**
- 3. Liaise with UNHCR, WFP and the government food department on planned food shipments, receipt and reporting on final port clearance.**
- 4. For all food and non-food shipments, liaise with UNHCR, the port authority and shipping agents.**
- 5. Hire and pay port porters and stevedores for cargo handling and commercial vehicles when needed to move consignments from the port to warehouses.**
- 6. Report amounts dispatched daily from the port, and the destinations. Provide supporting documents (truck way-bills, etc.) to the commodity control unit and the transport unit. Indicate details of shipments remaining in the port, ready to transport or awaiting clearance.**

#### **4.6 Port Activities**

**4.6.1 On arrival of the vessel or carrier, the shipment should be discharged and cleared promptly. Ideally, the UNHCR consignee field office, the responsible implementing partner, or a designated receiving agent should have made the necessary arrangements prior to arrival, to supervise the unloading directly onto vehicles or wagons and dispatch the goods immediately from the port to their final destination. This expeditious procedure is, however, rarely possible.**

#### **Local Requirements and Conditions**

**4.6.2 Port transit time must be minimized. Shipments are usually discharged and held in port warehouses, transit sheds, an exposed storage area or simply on the quay. Storage space in the port is assigned by the port authority or, in some instances, by the local agent of the carrier, pending completion of inspection and clearance procedures. UNHCR or its designated agents cannot control in-port storage. Yet, it is during this time that goods are exposed to possible pilferage, diversion and damage from the elements or poor handling and storage practices. Cargo containers do add some measure of security to their contents.**

**4.6.3 Port clearance procedures are complex and time-consuming. The use of reliable forwarding agents is recommended, particularly for shipments arriving by sea at ports which may be some distance from the UNHCR consignee field office. These responsibilities may also be delegated to an implementing partner who may handle the arrangements themselves when staff have relevant expertise, or they may retain their own forwarding agents.**

**4.6.4 Most port authorities stipulate that the shipping documents must be received a number of working days before the vessel berths. Heavy expenses can result if ships cannot discharge their cargo and are detained pending arrival of the shipping documents. Shipowners may also levy demurrage or detention charges for delays caused by slow rates of**

**discharge, or when rented cargo containers are held in the port beyond a prescribed period. Port authorities also charge a fee for goods stored or remaining in the port beyond a prescribed grace period, usually one week to ten days. Seek information from your forwarding agent. Present the shipping documents as soon as possible; never wait until the ship arrives.**

**4.6.5 Some ports impose discharging and port storage restrictions to control pests and to maintain cleanliness. Known as Direct Delivery, vessels may be permitted to discharge certain goods, such as cereals or cement, only by direct transfer to trucks or rail wagons, which must leave the port immediately. If such is the case, arrange port and customs clearance, handling equipment, sufficient labourers and transport units to receive and handle the cargo before the vessel is due. Otherwise, port authorities may detain the vessel at anchor.**

**4.6.6 The responsible Field Programme Officer in the UNHCR consignee field office must determine the initial distribution (or dispatch destination on release) for each shipment arriving in the port. Provide specific instructions to the designated agent, ensure that transportation arrangements are made, and request confirmation on completion of port clearance and dispatch to inland locations.**

#### **Chart 4.G: Summary of Port Activities**

- 1. Tally clerks keep track of the number of individual items or amounts being discharged from the vessel or carrier, to confirm delivery quantities. Individual tally clerks may be appointed for the shipping company, the consignee or the shipping insurance company.**
- 2. Insurance company representatives, UNHCR-designated receiving agents or inspectors may also oversee the discharge of the cargo and port handling, to note any shortlanding or excess quantities, or damages and their apparent cause.**
- 3. A qualified surveyor must inspect all food shipments and other UNHCR consignments where damages or losses will exceed US \$1,000.**
- 4. UNHCR or the designated agent takes delivery of the shipment from the local shipping company agent against an endorsed Bill of Lading, Letter of Guarantee, or other shipping waybill, and supporting documentation which may include a packing list, tally sheets, statement of facts, or inspection report. Any evidence of shortage or damage must be specified at this time.**
- 5. UNHCR or the designated agent arranges customs inspection and clearance, providing a customs exemption certificate for the shipment and any other documentation (for example, a commercial invoice, certificate of origin, phytosanitary certificate or radiation certificate) required by the government customs officials.**
- 6. UNHCR or the designated agent obtains a release order from the port authority on presentation of the shipping agent's release and the customs clearance certificate. Port fees may be payable for handling operations or storage**

**before a port release order is issued.**

**7. UNHCR or the designated agent arranges removal of the shipment from the port, including provision of the transport units, labour, necessary supervision and documentation controls.**

#### **Port Handling, Storage and Dispatch**

**4.6.7 Confirm responsibility in advance for the payment of handling charges between the shipping company and the consignee. Avoid paying for the same service twice. Normal UNHCR shipping terms are C&F (cost and freight) liner out, in which case the consignee is liable for all related costs once the shipment «leaves the ship's tackle» at the destination port. If the Bill of Lading stipulates «landed» or «ex quay», the shipping company must place the goods on the quay alongside the vessel, while the consignee is responsible for any handling costs to move the goods from the quay. Inspection services during discharge may be stipulated by SFAS or in a donor agreement, in which case SFAS or the donor will appoint and pay for the inspector.**

**4.6.8 Check the terms for each shipment carefully, and consult with the designated agent to establish requirements and to stipulate who pays for what. Never agree to pay demurrage, detention or other exceptional charges without first consulting with the SFAS Shipping and Insurance Officer at Headquarters, by telex or telephone.**

**4.6.9 Before the vessel arrives, verify that the port authority will berth a vessel without delay and that adequate discharging equipment and labour are available. Handling, transporting and storing each shipment are labour-intensive operations. Unless provided in the contract of carriage on the Bill of Lading, the receiving agent must arrange stevedoring contracts for equipment and labour to discharge, handle and move the cargo to the assigned in-port storage area or to dispatch the cargo out of the port. The port authority or companies licensed to operate within the port may offer these services. Hold the handling contractor responsible for any loss or damage caused by negligence or failure to meet his contractual obligations.**

**4.6.10 During discharge. UNHCR's receiving agent, or other appointed official, should be present continuously, to minimize discrepancies regarding quantities received and to supervise careful handling:**

- Tally the cargo as it is discharged from the ship.**
- Discourage the use of hooks because resulting holes in commodity bags and packages cause losses or damage the contents.**
- Separate damaged goods from undamaged goods immediately. Provide extra bags or packaging materials to repair or repack spilled or damaged goods promptly.**
- Keep cargo containers locked and sealed until ready to de-stuff them and remove the contents from the port. Record the seal number and indicate if the seal was broken on receipt or prior to de-stuffing.**

- **Try to ensure that consignments stored in the port are properly stacked on dunnage in a clean transit shed or storage area.**
- **Provide a transport voucher for each vehicle load or, if less than a full load, for each consignment leaving the port, to be signed at destination to confirm that the type, quantity and condition of the goods dispatched have been received.**

**4.6.11 When a large number of consignments are expected or have arrived within a short period of time, establish priorities for clearing the shipments from the port. Some port authorities prefer to deal with current shipments first, allowing earlier shipments to remain in storage until the present rush is over. Regardless of when they arrived, queue consignments in the correct sequence for clearance, as follows:**

- **Clear damaged, but recoverable, goods held in open areas.**
- **Clear perishable goods or goods with limited shelf-life as soon as possible.**
- **Clear other goods stored in the open.**
- **Clear containerized shipments before expiry of the container free-time period (usually 10 to 14 days after discharge).**
- **Clear consignments held in transit sheds or port warehouses.**

**4.6.12 Locating a supply warehouse adjacent to the port can have several advantages, particularly if the warehouse has a secure section which the government will authorize for holding «bonded» shipments. Consignments may be moved to this warehouse immediately on arrival, and held «in bond» pending customs clearance. This eliminates port storage fees, reduces damages or losses which may occur in the port, and alleviates port congestion. The warehouse also provides a staging area for dividing shipments intended for several inland destinations and for dispatching goods in a timely manner to meet supply demands.**

#### **Port Handling and Dispatch Records**

**4.6.13 For each shipment, maintain a record of port handling, clearance, dispatch and receipt details, including descriptions and quantities of the supplies and related handling costs. Cost data is useful to analyze expenditures in comparison with local market rates quoted competitively, and to recommend changes to improve efficiency. The information may also be needed by SFAS at Headquarters to recover ITSH subsidies from WFP and other programme donors.**

**4.6.14 UNHCR receiving agents should submit a report, with supporting documentation, for each consignment cleared. See Form SFAS/FH-2 in the Forms Annex for an example, or agents may have their own forms which meet UNHCR requirements.**

**4.6.15 To identify loss or damage, and where it occurred, compare:**

- (a) the Bill of Lading and packing list with the discharge report for loss or damage during transport and discharge;**
- (b) the discharge report with the port release order and customs certification, for loss or damage in the port;**
- (c) the port release order with the dispatch report and the transport waybill or port gate ticket, for loss or damage on loading; and**
- (d) the transport waybill with the signed copy from the inland destination, for any loss or damage during inland transport.**

**4.7 Shipments in Transit**

**4.7.1 For inland destinations and land-locked countries, UNHCR shipments may have to transit a seaport or travel overland «in bond» through another country. UNHCR logistics personnel or a designated UNHCR forwarding agent in the sea port or the country where the goods are in transit may be asked to act on behalf of the consignee field office at destination, to expedite the shipment of these goods.**

**4.7.2 «Bonded» shipments are subject to a guarantee, or bond, given to the government of the country where the goods are in transit, that the goods are intended for another country and are not being imported into the transit country. On presentation of proof that the bonded goods have left the transit country, the bond is released. If the goods remain in the country of transit beyond a stated period of time, the bond is forfeited. Bonded shipments are usually arranged and transported by forwarding agents who charge special fees for these services.**

**4.7.3 Signify that transit assistance is required by designating the UNHCR office or agent at the transshipment location as the «Notify Party» when issuing a purchase request or instructing Headquarters concerning shipments. For example, in East Africa, the SFAS Purchasing Liaison Officer in Nairobi is the Notify Party for all international shipments passing through Mombasa, and the Regional Logistics Officer in Djibouti is the Notify Party for all goods shipped via Djibouti and destined for Sudan, Ethiopia or Somalia. SFAS then arranges for the supplier to provide a complete set of shipping documents to the Notify Party.**

**4.7.4 As requested or required, these officials can facilitate the transit of international shipments by:**

- (a) locating and securing the shipment on arrival at the transit port;**
- (b) arranging any government documentation necessary to move the shipment to its final destination;**
- (c) providing inspection, superintendence or port handling and clearance services; and**



**(d) confirming transshipment arrangements, onward dispatch and final delivery of the consignment.**

**4.7.5 The Notify Party requires a complete set of shipping documents to attend to local requirements and arrangements. To release goods in transit for transshipment, UNHCR or its designated agent may have to post a bond to guarantee that the goods will not stay in the transit country. Shipping insurance information is necessary to confirm or extend coverage to the final inland destination. UNHCR consignee field offices should arrange for payment of related shipping and handling services in the transit port or country with the Notify Party before expenses are incurred.**

**4.7.6 On receipt at the final inland destination, the UNHCR consignee field office is responsible for acknowledging delivery to both the Notify Party and SPAS at Headquarters.**

#### **4.8 Shipping and Receiving Reports**

**4.8.1 In compliance with UN rules and regulations, the UNHCR consignee field office must submit a Receiving Report to SFAS for each international shipment within one month of its arrival at the named destination. The Receiving Report confirms the fulfillment of the supplier's and carrier's obligations to UNHCR and, in the event of loss or damage, initiates action for an insurance claim. For each consignment, the Receiving Report to be completed is attached to the shipping documents forwarded to the consignee by SFAS (see Annex XIII for an example).**

**4.8.2 Send the completed and signed Receiving Report to SFAS without delay. Do not wait to attach insurance claims documentation, which can be dispatched separately when available. Before completing the Receiving Report, the responsible UNHCR official should verify that:**

- (a) the shipment has been received and the date;**
- (b) the quantities and description of the goods is (or is not) in accordance with the shipping documents; and**
- (c) any damage or loss is noted and local action to initiate an insurance claim has begun.**

**4.8.3 At the end of each month, SFAS issues a *Shipping Status Report* listing all international consignments shipped during the month. Copies are sent to each UNHCR consignee field office. Monitor these reports to verify the receipt of shipping documents and consignments, and to ensure that the relevant Receiving Reports have been forwarded to SFAS at Headquarters.**

#### **4.9 Receipt of Local or Regional Consignments**

**4.9.1 Receiving local or regional consignments demands the same care and attention as receiving international shipments, although the shipping documentation and procedures will usually be less complex.**

**4.9.2 On receipt, the storekeeper or designated official must confirm that the nature of the goods and the quantities correspond to the information shown on the waybill, and that their condition is satisfactory. Note any apparent**

**shortage or damage on the waybill before signing for receipt of the shipment. One copy of the signed waybill is returned to the person who delivered the goods. Retain one signed copy as a receipt voucher, for recording and reporting purposes.**

**4.9.3 In the event that the consignment was locally or regionally purchased, the person making delivery should present the following documents to the consignee:**

- (a) original waybill;**
- (b) copy of the Purchase Order;**
- (c) copy of the invoice;**
- (d) packing list, showing the contents of each package in the consignment; and**
- (e) Inspection Certificate, if any.**

**4.9.4 On receipt of a shipment from a local or regional supplier, the UNHCR receiving agent must acknowledge receipt to the Purchasing Officer who placed the order. Payments to suppliers can be made only when the terms of the purchasing agreement are fulfilled, including specified delivery arrangements.**

**4.9.5 After careful inspection, submit a Receiving Report to the responsible Purchasing Officer. Any loss or damage, and its apparent cause, must be reported promptly, to permit recovery or replacement of the goods or their value from the supplier or the insurance company.**

**4.9.6 Goods received are entered in the warehouse stock records for control purposes, carefully stored and protected pending their release to the intended users or distribution to the refugees.**

#### **4.10 Shipping Insurance**

**4.10.1 SFAS at Headquarters insures all international purchases exceeding US \$ 1,000 under UNHCR's Worldwide Open Cover Marine Cargo insurance policy. Beginning in 1988, a separately administered project has been established to which SFAS charges insurance costs for goods purchased by them under General Programmes. Insurance premiums for purchases from Trust Funds or Special Programmes continue to be charged against their own project budget, where an amount of one per cent of the total C&F value of the goods must be allocated to cover this expense.**

**4.10.2 SFAS also prefers to insure donations under the UNHCR policy. The geographic desk at Headquarters must provide a Purchase Authorization for the related premiums which may later be recovered from the donor. Donors sometimes provide their own insurance coverage, but this is usually not as comprehensive or as economical as the UNHCR coverage. It is also less efficient when UNHCR must deal with the numerous other companies and agents selected, in the event of a claim.**

**4.10.3 The UNHCR policy provides the most comprehensive coverage for shipments moving on any form of transport (ship, truck, rail wagon, airplane) against all risks, including war and strike risks. Coverage extends from the point**

**where liability for the goods passes to UNHCR (usually at the port of loading) until the goods reach their final warehouse in the port of discharge or other destination named in the insurance certificate. This includes arbitrary storage up to 60 days in transit ports and port warehouses, awaiting on-transportation or port clearance, provided such delays are beyond the control of UNHCR. If necessary, this coverage can be extended for an additional period, provided SFAS is notified to this effect. The insurers must also be informed, through SFAS, of any deviation from the normal course of transit, such as may occur if the goods are discharged in a port other than the one specified in the insurance certificate.**

**4.10.4 The singular advantage of UNHCR's policy is that goods are insured throughout their voyage, including 22 days in the port at their destination, when shipments are most vulnerable. If goods remain longer than 22 days in the port of discharge, notify SFAS by telex to extend the insurance coverage, such extension being required for each additional 15-day period.**

**4.10.5 UNHCR insurance covers all types of goods and expenses related to their transport, including assessments for compensation to the shipowner, using the principles of general average in the event of loss or damage to the vessel or its cargo during the voyage. Arbitrary storage or damages caused by UNHCR's negligence, however, are not insured.**

**4.10.6 All transportation of cargo where UNHCR is at risk should be insured through SFAS. The UNHCR policy is an open cover policy, which means that insurance declarations can be made at any time during the term of the policy. It is not necessary for coverage to be in place before a shipment begins its voyage, provided coverage is requested as soon as the necessary information is available. A Purchase Authorization issued by the geographic desk may be necessary to cover the insurance premium.**

**4.10.7 UNHCR officials should forward information on insurance requirements to the SFAS Shipping and Insurance Officer in writing through the geographic desk as soon as details of the consignment's contents, value, point of loading and destination are known. See Annex XVII for the Shipping Insurance Request which may be used for this purpose.**

**4.10.8 For an additional premium, goods requiring inland transportation from the port of entry to a warehouse at another final destination can also be covered, provided the originally insured consignment is not divided for distribution to several destinations. Details of these requirements must be forwarded to the SFAS Shipping and Insurance Officer at Headquarters, who will arrange the extended coverage.**

**4.10.9 Whenever possible, local purchases should be contracted Free at Destination, in other words, UNHCR only pays for the goods and quantities actually delivered at the named destination. Any shipping liability rests with the supplier, as UNHCR takes title to the goods only at the time of delivery.**

**4.10.10 For each shipment insured under the UNHCR policy, SFAS sends confirmation of coverage by telex and forwards a Shipping/Insurance Advice form (see Annex XIII for an example) to the consignee. For shipments not covered by UNHCR where the value of the goods exceeds US \$1,000, a copy of the Insurance Certificate, stating coverage arranged by the donor or the supplier, should accompany the shipping documents received from the supplier. If an original**

**Insurance Certificate is received, retain a copy and forward the original to SFAS immediately (as it will be needed at Headquarters in the event of a claim).**

**4.10.11 Insurance coverage ceases when the consignee, receiving agent or implementing partner takes delivery of the goods at the destination named in the Insurance Certificate. Goods are usually turned over to an implementing partner in the host country for storage and transport to inland warehouses and distribution sites. These agencies should provide suitable insurance coverage so that any loss or damage to UNHCR-supplied goods during this phase of their transport can be claimed, and the goods repaired or replaced, or compensation received.**

#### **Chart 4.H: Illustrative Examples of UNHCR Insurance Coverage**

##### **Example 200 Mt of sugar**

**1: Destination: Mogadishu**

The sugar is insured up to the time it leaves the port for refugee sites inland, or until it is dispatched and unloaded into the ELU/CARE warehouse in Mogadishu.

##### **Example 2,000 tents**

**2: Destination: Gambella, Ethiopia (via Djibouti)**

The tents are insured until they arrive in Gambella, including their transit in Djibouti and during inland transport and unloading in Gambella.

#### **Chart 4.I: Information Necessary for UNHCR Insurance Coverage**

- **Project symbol, Purchase Order/CAF number, or other reference.**
- **Names and addresses of the consignor and the consignee.**
- **Description of the goods.**
- **Number and description of the packages, and shipping marks.**
- **Gross weight.**
- **Value of the goods, and cost of freight.**
- **Means of transport/name of the carrier.**
- **Point of departure.**
- **Date of departure.**
- **Destination.**
- **Shipping marks.**

#### **4.11 Insurance Claims**

**4.11.1 Insurance gives an added measure of protection to the material assistance that UNHCR provides to its**

**beneficiaries. The effort and costs to insure a consignment are wasted, however, unless claims are submitted for insured damages or losses.**

**4.11.2 Report promptly, by telex to SFAS, all shipping and transit losses estimated to exceed US \$1,000, regardless of the international coverage provided. SFAS handles all matters related to these insurance claims and undertakes recovery action with the insurance companies involved. Timely cooperation from the UNHCR consignee field office and its forwarding agents is essential to follow up with complete claims documentation, and to provide requested, relevant information. Headquarters needs to know if the consignee intends to repair or replace the goods. Such action requires the approval of the geographic desk, and funds must be made available.**

**4.11.3 Inspect every shipment carefully on receipt. Evidence of loss or damage should be noted on the Bill of Lading, waybill or other delivery receipt. If there is the possibility of hidden damage which can only be ascertained after detailed examination of the contents of the shipment, endorse the delivery receipt conditionally for non-apparent loss or damage.**

**4.11.4 If goods are missing, hold the carrier responsible to trace the missing goods and report the results of the search to the consignee. Obtain a Shortlanding Certificate.**

**4.11.5 To protect the insurance company's right of recourse against carriers and other incriminated parties, submit a Protest Letter holding them responsible for any irregularities or any apparent loss or damage to the shipment. See Annex XVIII for an example. The Protest Letter to a shipping company must be presented within the time stipulated on the Bill of Lading, truck or air waybill, which is normally within three days of taking delivery of the consignment.**

**4.11.6 For C&F shipments insured by UNHCR, arrange an official survey by an approved surveyor, of all damages and losses where the amount of the claim is estimated to exceed US \$1,000. See Annex XIX for an example. The insurance company covers the cost of the survey if damage or loss is established. The surveyor should examine the damaged shipment within one week after discharge, in the presence of representatives of UNHCR, the carrier and any other concerned parties. Survey reports, submitted to SFAS at Headquarters, preferably in English, must elaborate on the apparent cause, nature and extent of the damage or loss. For damages or loss under US \$1,000, a similar written report from the UNHCR field office or its designated agent will suffice, avoiding the cost of a survey.**

**4.11.7 Insurance claims for CIF shipments, which have been insured by the supplier or donor, are governed by the conditions of the insurance certificate. Adhere to these conditions carefully, and route all documents to SFAS for claim settlement. Use the surveyor named in the insurance certificate. Unless the certificate stipulates that no survey is required for loss or damage below a stated value, a survey is required in every case. Some insurance policies contain the condition, «No risks after discharge». For claims against these policies, the surveyor must certify that the loss or damage occurred prior to completion of the discharge of the cargo, because any loss or damage afterwards is not insured.**

**4.11.8 Make claims against local shipping insurance companies with the same attention and diligence, in accordance**

**with the conditions specified in the Insurance Certificate.**

#### **Chart 4.J: Inspection of Shipments for Damage or Loss**

**Inspect all goods on receipt by the consignee from the carrier and report all damage, loss or missing items by telex, noting the apparent cause:**

- **Is the packaging damaged: opened, crushed, broken or dented?**

**This is normally caused during transport or by rough handling. Inspect goods at each transit point - discharge, onward dispatch, delivery at the warehouse - and note observations. This helps to identify who is responsible, when successive receiving reports or transport waybills are examined.**

- **Are the contents damaged or missing?**

**Damages result from rough handling, when packages are dropped, on rough roads or in high seas, or from exposure to adverse conditions such as rain, high humidity, extreme temperatures or infestation. Packages or their contents may also have fallen into the sea during discharge, dropped off a truck in transit or been stolen.**

- **Are the number of packing units in the shipment the same as those stated on the Bill of Lading or waybill?**

**This can be confirmed by counting the units. Missing packages must be explained by the shipping company, the vehicle driver, or any other person responsible for transporting the shipment.**

- **When the contents of the shipment are checked against the packing list, is part of the consignment missing?**

**If there is no evidence of tampering or missing packages, then it is possible that the supplier neglected to ship the complete order, or the consignment has been split somehow while in transit.**

#### **Chart 4.K: Summary of UNHCR Consignee Action in the Event of a Shipping Loss or Damages**

- 1. Note details of loss or damage on the carrier's delivery receipt.**
- 2. Notify SFAS immediately by telex.**
- 3. Send a Protest Letter to the carrier.**
- 4. For losses, obtain a Shortlanding Certificate from the carrier.**
- 5. For loss or damage exceeding US \$1,000, arrange for a survey report.**
- 6. Obtain other documentary evidence, such as the port authority's release order or signed delivery receipts, including**

**tally sheets.****7. Take photographs if possible.**

**8. Document all related action, including estimates and invoices for repair, public health orders to condemn or destroy foodstuffs, etc.**

**9. Forward copies of all documentation and invoiced charges resulting from the loss or damage to SFAS at Headquarters.**

**10. Maintain a complete file of information on the claims action.**

**Chart 4.L: Documentation to Support Insurance Claims**

**1. Copy of the Protest Letter to the carrier, holding him liable for the loss and/or damage.**

**2. Carrier's reply to the Protest Letter (original).**

**3. Shortlanding Certificate or Certificate of Definite Loss issued by the carrier (original).**

**4. Receipt to the carrier with endorsement on the condition of goods received (original or signed copy).**

**5. Delivery/consignment notes (originals or signed copies).**

**6. Survey Report (original) by an approved surveyor.**

**7. Invoice for survey fees and any other charges related to the damaged goods.**

**8. Details of costs for repacking/handling to minimize loss/damage.**

**9. Unloading records (Tally Sheets) and any other documentary evidence related to the outturn of the goods at the place of transshipment and the final destination.**

**10. Port authorities release order (original or signed copy).**

**11. Photographs of damaged goods (negatives should also be sent).**

**12. Condemnation Certificates for damaged goods destroyed by order of health authorities or other official bodies (original or signed copy).**

**13. Accounts of the sale of damaged goods.**

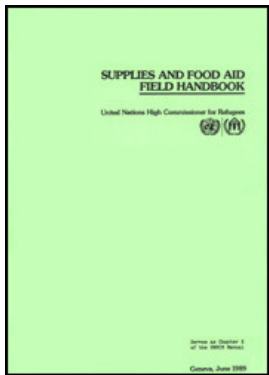
**14. Invoice or estimated costs for local repairs to damaged goods.**

**15. Extract from the Master's log book if the carrying vessel has sustained a casualty and/or heavy weather.**

**16. A copy of the Master's extended Sea Protest either at the Embassy or Consulate representing the country of the ship's flag or at a notary public.**



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

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## **CHAPTER 5 - FIELD LOGISTICS OPERATIONS**

### **5.1 Components of a Logistics System**

**5.1.1 Logistics is the practical art of supplying material support to a defined group of beneficiaries. UNHCR's sources of material assistance for refugee programmes are suppliers and donors. Supplies and food aid must then be delivered to the refugees who are often located in remote geographic areas. Local transportation and communication infrastructures may have to be reinforced and processes for control and information feedback must be introduced, to ensure that the material assistance from the source reaches the refugees at the destination, in the quantity and quality provided.**

**5.1.2 Goods supplied from international sources are usually acquired on a C&F (cost and freight) basis, where the supplier is responsible for delivery to the port of entry in the host country. The field logistics system must, therefore, deal with the linear flow of material assistance from the port to the refugee sites. It involves the transportation of supplies and their storage at key transit points, with control throughout the system until they are finally distributed for the benefit of the refugees. The components of the logistics system are:**

**(a) the necessary hardware to move and store the goods, including a transport fleet of trucks, rail wagons, boats, barges, airplanes or other transport units, warehouses and other storage facilities, and special support facilities such as fuel depots, vehicle workshops, cold storage, milling sites and telecommunications links;**

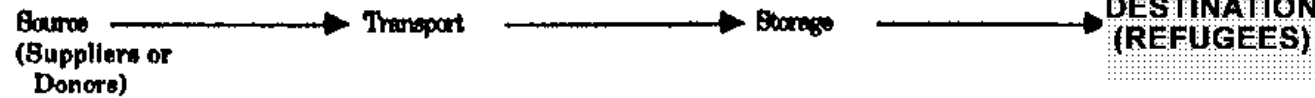
**(b) records and reports to control the flow of goods through the system, including waybills, requisitions, release orders, issue vouchers, takeover certificates, stock control cards, storage ledgers, ration cards, receiving reports and distribution reports; and**

**(c) personnel to monitor the system by conducting checks and inspections, to manage and supervise the operation at key control points, and a multitude of drivers, porters, storekeepers and administrative staff.**

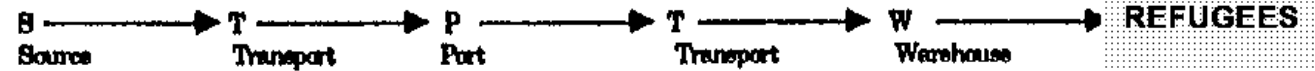
**5.1.3 When materials are obtained locally, suppliers should deliver them to the control point in the logistics system nearest the location where the goods will be needed. In this way, local supplies flow into the main logistics system and can be controlled from the receiving point in the same way as international supplies, while the suppliers are responsible for all the preceding supply and logistics phases.**

**Chart 5.A: The Logistics Operation for Refugee Supplies and Food Aid**

**Basic Operation:**

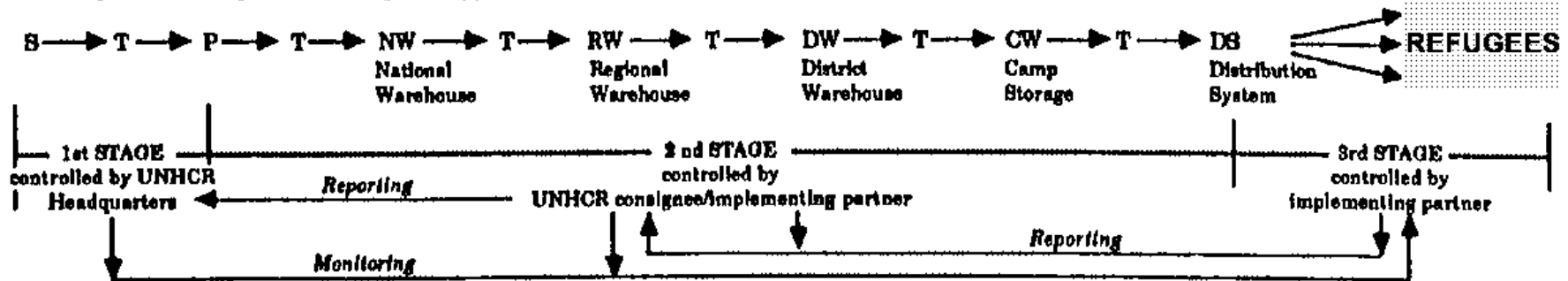


**International Purchases/Donations:**



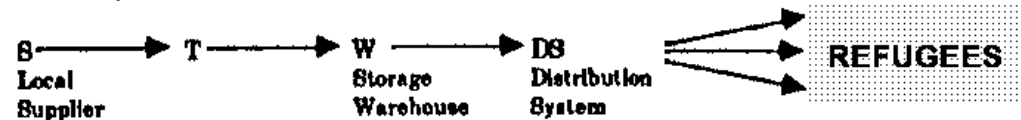
On arrival, goods may be moved to a warehouse in the port city, then moved again to a regional warehouse, then to a district warehouse, then to an in-settlement store or distribution centre before final distribution to the refugees.

This sequential transport and storage of supplies destined for the refugees can be represented as follows:



**Local Purchases:**

The number of stages and the complexity of the logistics operation are reduced, when contracted local suppliers deliver goods to a storage location as close as possible to the refugee sites:



**THE LOGISTICS OPERATION FOR REFUGEE SUPPLIES AND FOOD AID**

**5.2 Considerations in Logistics Planning**

**5.2.1 Develop a planning formula for estimating future overall refugee supply needs. The system cannot react to**

**immediate needs, so you must know *what* will be needed *where*, and *how long* it will take to fulfil these needs.**

**5.2.2 Define the area of operations and ensure that key personnel are correctly situated for maximum effectiveness. The UNHCR Branch Office may be in the capital, but the logistics operation usually extends from the port of entry to the refugee sites, and includes all the transport, storage and telecommunications facilities inside that area.**

**5.2.3 Unify logistics operations to eliminate duplication of effort and lack of coordination. For example, where several organizations are moving supplies to the same refugee sites, consolidate the transport operation.**

**5.2.4 Plan redundancy in transportation. Anticipate vehicles out-of-service in a trucking fleet. Plan alternate routes or transport methods, in case of local disruptions such as the destruction or collapse of a bridge. It is imperative to keep the «supply pipeline» flowing.**

**5.2.5 Simplify the logistics system to reduce transit time, to minimize the number of stops and transfers, and to consolidate facilities. Supplies should never travel over the same route twice. Speeding up the operation and reducing opportunities for theft may increase operational costs, but overall costs will be reduced.**

**5.2.6 Locate warehouses centrally in the area they are intended to serve. Avoid situating warehouses in military zones or areas where hostilities occur, however, because the goods in storage can be a tempting target for looters.**

**5.2.7 Always maintain adequate buffer stocks. Keep enough supplies on hand to meet needs when the logistics operation cannot keep up with demand. Analyze seasonal peaks and potential requirements to maintain buffer stocks at specified locations, at a level of 20 to 50 per cent of annual provisions.**

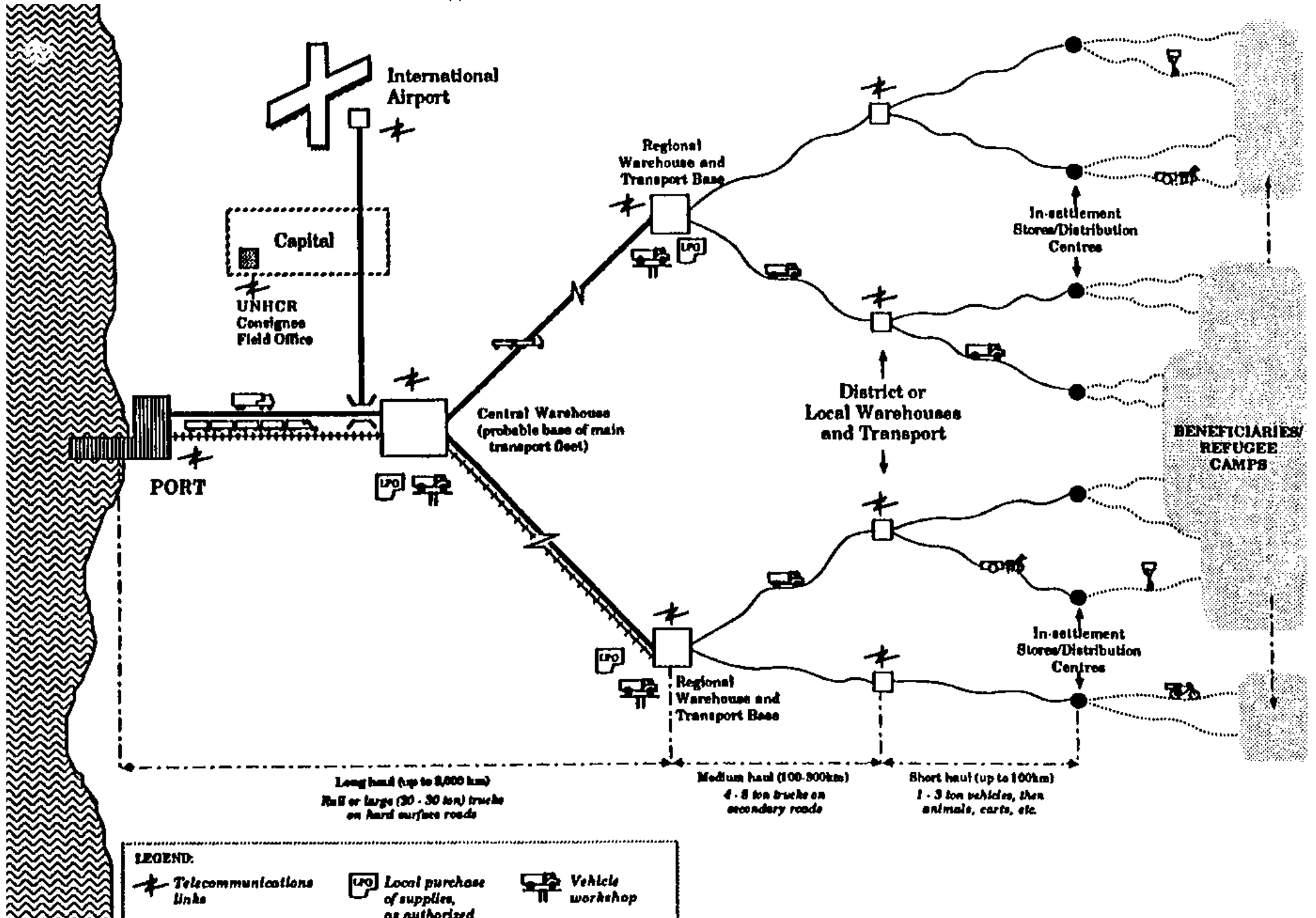
**5.2.8 For each refugee programme, create a diagrammatic sketch of the field logistics system, showing:**

- (a) sources of supply, key ports of entry and receiving points;**
- (b) in-settlement stores and/or distribution centres and the number of refugees served by each;**
- (c) modes of transport and the distances involved;**
- (d) key supply terminals and transshipment points;**
- (e) national, regional and district warehouses; and**
- (f) telecommunications links.**

**5.2.9 Inform UNHCR Field Programme Officers and other concerned refugee programme officials about the logistics system. Identify standard and alternate methods of transportation in the area of operations, transit times, carrying and storage capacities, and key responsibilities, including who to contact when making enquiries.**

**Chart 5.B: A Typical Field Logistics System**







## **A TYPICAL FIELD LOGISTICS SYSTEM\***

**\* Adapted from a diagram in *UNICEF Assisting in Emergencies***

### **5.3 Inland Transport**

**5.3.1 The primary function of the field logistics operation is to move supplies from their source in the host country to their intended destination, to arrive when they are needed in the quantity and quality required. Consider existing transportation options and limitations in the area of operations, equipment requirements and potential sources. Choice of transport is influenced by availability, reliability, speed and cost.**

**5.3.2 Avoid competing with other international agencies for limited existing government or commercial transport facilities, or duplicating necessary services. Work together to consolidate requirements and seek solutions which meet these transportation needs. Close collaboration with WFP is essential, as this UN organization normally supplies a large proportion of refugee food aid.**

**5.3.3. Evaluate alternatives using information gathered from national and local administrations, including the transport ministry and the military, local offices of other international aid agencies, transportation and bus companies, and other commercial enterprises, such as the oil companies. Identify the most reliable and economical means of moving anticipated quantities of refugee supplies.**

**5.3.4 Plan for contingencies before the actual need arises. Develop alternate routes simultaneously and be ready to use them as soon as problems are evident on the primary route. Breakdowns in the primary transport system are usually unpredictable, or its capacity may be insufficient during peak periods or when refugee needs increase. Whenever the primary route is vulnerable to natural, political or military actions, it is imperative to have an alternate route planned to avoid disruptions in delivery.**

**5.3.5 An important element in assessing potential transport modalities is the availability and location of support facilities for the transport fleet. Fuel, spare parts and maintenance are necessary, whether for trucks, locomotives and rail wagons, boats or aircraft, and possibly motorcycles, tractors or generators. Facilities and supplies must be situated conveniently in the area of operations, and have the capacity and reliability to maintain the selected transport units effectively.**

**5.3.6 In determining turnaround time to deliver supplies to destinations using proposed transport routes, do not underestimate the time it takes to load, unload and manoeuvre supplies, especially by hand. Consider using mechanical handling equipment where large quantities of supplies are involved. Providing local employment may be a secondary operational objective, but the use of forklifts, conveyor belts and other mechanized methods can significantly increase handling rates and also reduce damages.**

**5.3.7 Transport costs vary according to the distance involved, the type, size, weight and frequency of shipments, the mode of transport used, seasonal factors, and the overall supply and demand for transport services in the host country's economy. Commercial rates also depend upon operating costs, destination, probability of return cargo, and conditions en route (including security risks) which can affect fleet maintenance costs. Competition between major transport sectors, agencies or companies to carry all refugee supplies in the host country can encourage rate reductions and self-imposed improvements in capacities, facilities and services.**

**5.3.8 Once refugee supply routes and transport modalities have been established, continuously monitor actual requirements, logistics capacity and conditions in the area of operations. Listen to local staff and drivers who can report deteriorating conditions or potential local problems which will adversely affect the logistics operation. Adapt plans or take action to respond to any changes, expected or unexpected.**

**5.3.9 Transport efficiency and effectiveness can be assessed in terms of:**

- (a) cost, usually calculated per MT-km;**
- (b) transit times;**
- (c) security and safety, measured as minimal loss or damage;**
- (d) flexibility and reliability; and**
- (e) adequacy of control and monitoring procedures.**

**5.3.10 When existing transport capacity is inadequate, examine possible alternatives to increase capacity on established routes. Make plans to facilitate the repair or replacement of vehicles, locomotives, boats, barges, aircraft, ferries, bridges, rail lines, roads, etc. The government or the owners should undertake these tasks themselves, but they may not have the resources to do so. Technical or financial assistance may be negotiated to subsidize the upgrading of facilities. Avoid rehabilitating derelict transport units, however, as this is generally not timely, easy or cost-effective. Alternatively, provide additional transport units by borrowing, renting, contracting or buying, or implement contingency supply plans.**

**Chart 5.C: Assessment of Alternative Inland Transport Modalities**

- 1. Available routes and possible transshipment points - road, rail, water, air transport.**
- 2. Constraints on alternate routes - weight limits on bridges, ferry capacity, restricted water depth, adverse weather conditions.**
- 3. Normal route volume and forecast changes in volume resulting from refugee programme logistics needs - will this increase hazards or cause rapid deterioration along the route?**
- 4. Potential security risks to personnel, refugee supplies and transport units moving along each route.**

- 5. Usability of routes year-round, because of seasonal/weather conditions -flooding, snow, muddy during heavy rains.**
- 6. Telecommunications facilities between key points along each route.**
- 7. Appropriate type, size and capacity of vehicle, rail wagon, boat or barge, or aircraft for each route, availability and cost per unit.**
- 8. Availability, location and cost of fuel, maintenance facilities and trained personnel to keep the transport units operational.**
- 9. Round trip time on each route for one trip from point of origin to destination, including loading and unloading.**
- 10. Bottlenecks on each route and potential solutions in terms of materials, equipment, expertise, cost and timeframe to resolve.**

### **Analyzing Transport Capacity Requirements and Utilization**

**5.3.11 To provide sufficient transport units for the refugee logistics operation at the right place and the right time, examine and quantify the following factors:**

- (a) *What quantities of food and programme supplies must be transported?* The quantities to be transported can be calculated in terms of total tonnage, once the programme needs of the refugees are known.**
- (b) *Where are supplies required?* Supplies must be transported from where they are situated to where they are needed. Goods situated in national, regional or district warehouses must be transported in sufficient quantities to meet the needs of the refugees served from the next staging or transshipment point in the logistics system.**
- (c) *When are supplies needed?* How soon the supplies are needed may affect the mode of transport selected, and the size of the transport fleet. One 10-MT truck can carry 300 MT in 30 days if the distance from source to destination requires only a one-day turnaround time, but if the 300 MT are required within 10 days, three trucks will be needed.**
- (d) *How often are supplies needed?* Transport requirements to supply refugee needs on a one-time basis, or to move excess quantities of supplies needed on a random basis, can be met by borrowed or contracted carriers. Transporting established quantities on a regular basis, such as the movement of monthly food rations, requires the provision of a reliable transport fleet over an extended period of time.**

**5.3.12 Moving supplies through the field logistics system, from where they are situated to where they are needed, in sufficient quantities and in a timely manner, assumes that the supplies are on hand at their source in the host country. Because a large portion of the material assistance for refugees in many countries is met from international sources or by local manufacturers, the quantities and timing of needs are factors which must also be considered in the front-end**



**planning and acquisition phases of the supply process. Port handling capacity and practices can also affect the in-country availability of internationally supplied refugee assistance.**

### Chart 5.D: Calculating Transport Fleet Capacity and Requirements

**1. What tonnage of supplies must be moved? In what given period?**

**2. What is the turnaround time, to move one load from its original location to its destination, and for the transport unit to return? Do not overestimate speed. Include loading time at source and unloading time at destination.**

**3. What is the carrying capacity of one transport unit?**

$$\bullet \text{ No. of possible trips per transport unit} = \frac{\text{given period}}{\text{turnaround time}}$$

$$\bullet \text{ No. of loads needed} = \frac{\text{total tonnage}}{\text{capacity of one transport unit}}$$

$$\bullet \text{ No. of transport units needed} = \frac{\text{no. of loads needed}}{\text{no. of possible trips/transport unit}}$$

**• Allow 20 to 50 per cent contingent capacity for rest days and holidays, and to provide for maintenance and repair of the transport units.**

#### EXAMPLE 1:

**25,000 refugees are located 250 km from the regional warehouse. They require 400 g of cereals and 50 g of edible oil per day, distributed every 30 days. Travelling on gravel roads and tracks, trucks can cover 125 km per day. What size of truck fleet is needed?**

$$\text{Tonnage to be moved} = \frac{(400 + 50) \times 25,000 \times 30 \text{ days}}{1,000 \text{ g/Kg} \times 1,000 \text{ Kg/MT}} = 337.5 \text{ MT every 30 days}$$

$$\text{Turnaround time} = \frac{250 \text{ km} \times 2}{125 \text{ km/day}} = 4 \text{ days} + 1 \text{ day for loading and unloading} + 20\% \text{ downtime} = 6 \text{ days}$$

$$\text{No. of possible trips per unit} = \frac{30 \text{ days}}{6 \text{ days/trip}} = 5 \text{ trips}$$

$$\text{No. of loads needed} = \frac{337.5 \text{ MT}}{18 \text{ MT}} = 19 \text{ loads (using 20-MT capacity trucks, less 10% margin*)}$$

**\* 10% margin accounts for voluminous cargoes or under-loading due to road conditions.**

$$\text{No. of trucks} = \frac{19 \text{ loads}}{5 \text{ trips}} = 4 \text{ trucks}$$

**Allowing for contingencies, five 20-MT trucks should be provided to supply these refugees. The fifth truck should be on stand-by as a replacement or recovery vehicle.**

#### **EXAMPLE 2:**

**Ten 8-MT trucks are available to carry supplies to a refugee camp located 100 km over a dirt track from the district warehouse. The camp population is 30,000. Rations have been increased to 500 gms per day for distribution every 10 days, plus the trucks have been carrying an average of 30 MT of other supplies, such as tents and blankets, to the camp each month. Average turnaround time for a truckload is 3 days, including all loading, unloading and 20 per cent down time. The responsible implementing partner has requested 5 additional trucks. Is the request justifiable?**

$$\text{Tonnage to be moved in each 10-day period} = \frac{500 \text{ g} \times 30,000 \times 10 \text{ days}}{1,000 \text{ g/Kg} \times 1,000 \text{ Kg/MT}} = 150 + \frac{30}{3} = 160 \text{ MT}$$

$$\text{No. of possible trips per unit} = \frac{10 \text{ days}}{3 \text{ days/trip}} = 3 \text{ trips}$$

$$\text{No. of loads needed} = \frac{160 \text{ MT}}{7.2 \text{ MT}} = 22 \text{ loads (using 8-MT capacity trucks, less 10% margin*)}$$

**\* 10% margin accounts for voluminous cargoes or under-loading due to road conditions.**

$$\text{No. of trucks} = \frac{22 \text{ loads}}{3 \text{ trips}} = 7 \text{ trucks}$$

**Allowing for contingencies, the 10 trucks available should be more than sufficient to meet delivery needs. The request for 5 additional trucks cannot be justified in terms of needed capacity alone.**

#### **Note on Fleet Utilization:**

**If statistics show that the above fleet has been carrying an average of 400 MT per month to the refugee camp for the past year, what is the percentage utilization of the existing fleet?**

**Ten 8-MT trucks can carry 80 MT each trip. In 30 days, with a turnaround time of 3 days, each truck can make 30/3 or 10 trips.**

**Total potential tonnage = 80 MT x 10 trips = 800 MT**

$$\text{Percent utilization} = \frac{400\text{MT (actual tonnage)}}{800\text{MT (potential tonnage)}} \times 100 = 50\%$$

## **5.4 Port Facilities**

**5.4.1 Examine the facilities and services provided at ports of entry where refugee supplies are brought into the host country - seaports, airports or land border crossings. Knowing the potential quantities and types of programme supplies needed for refugees, are the port facilities adequate to receive, discharge and store supplies temporarily?**

**5.4.2 Assess port handling capabilities initially and verify them frequently to anticipate problems before they arise. Seek information from port, airport and government authorities, other international aid organizations, and related commercial enterprises, such as forwarding agents, freight carriers and exporting companies.**

**5.4.3 Losses may be caused by pilferage, spoilage, poor handling and transit storage practices, or diversion of goods. Delays in clearance can contribute to these losses and can also create a «bottleneck» in the supply and logistics system.**

**5.4.4 Port congestion, a common problem in many developing countries, may result from a sudden increase in the number of arrivals or the arrival of large shipments which follow too closely on each other. If seaport congestion is a recurrent problem, examine the docking and berthing capacities of the port. Using two 5,000 MT vessels may be more efficient than using one 10,000 MT vessel, because smaller berths may not be as congested as larger ones. Also, determine if there is another less congested port in the region with coastal freighter services for transshipment.**

**5.4.5 Port congestion is aggravated by delays in port clearance. Clearance activity rates can be severely constrained due to a lack of cargo handling personnel, equipment or transport units to remove the cargo from the port area. Where**

**clearance procedures may cause delays or port handling and storage facilities are inadequate, consider alternatives to help improve port capacities, including the establishment of a bonded warehouse adjacent to the port, where goods can be moved directly from the carrier and held pending clearance.**

**5.4.6 Use reliable forwarding agents to speed up the port handling and clearance process. These agents should be knowledgeable about local practices and requirements.**

**5.4.7 To avoid excessive handling, programme supplies can be forwarded directly to their final destination once cleared from the port, if the consignee's agent receives proper instructions and arranges inland transport in a timely manner. Otherwise, goods must be moved to a warehouse near the port, unloaded and stored pending their dispersal to the destinations where they are needed.**

#### **Chart 5.E: Are Port Facilities Adequate?**

**Use this checklist to assess seaport capabilities, the most common port of entry for most large international UNHCR shipments. Adapt this list to assess airports or land border crossings.**

- **Number, type, size of vessels which can be handled.**
- **Number of berths, their maximum length and depth.**
- **Average vessel waiting time and discharge time.**
- **Port equipment, unit handling capacities and reliability.**
- **Bulk cargo and container handling equipment and capacities.**
- **Facilities for Ro-Ro ships.**
- **Automatic bagging equipment and supplies.**
- **Transit storage facilities.**
- **Availability of manual labour, size of the labour force, working hours, shifts and reliability.**
- **Ordinary rates of discharge per gang or per shift, both manual and automated.**
- **Port documentation requirements and procedures for clearing shipments.**
- **Operational constraints: port congestion, weather conditions, particularly at certain times of the year.**
- **Inland transport facilities: rail lines on or near the quay, access roads, barges or lighters for inland waterways,**

**loading equipment.**

- **Condition/state of repair of all facilities and potential to increase capacity.**

**5.5 Transport by Road**

**5.5.1 When moving supplies inland, trucks provide greater flexibility than rail wagons, water barges, boats or aircraft, in terms of capacities, scheduling and routing. Provided destinations can be reached by road or track, appropriate vehicle selection is determined by:**

- (a) the conditions of terrain or weather which will be encountered en route;**
- (b) the nature and quantity of goods to be transported;**
- (c) the timeframe and frequency of each trip and the duration of the supply requirement at particular destinations; and**
- (d) the availability of fuel, spare parts and servicing facilities.**

**5.5.2 Consider potential sources of vehicles to fulfil transportation requirements. Borrow trucks from the government or other international agencies, especially to meet interim or short-term needs. Repair trucks which are currently out-of-service to increase existing capacity, but do not repair derelict vehicles. Contract with local commercial carriers or rent vehicles, to meet longer term needs or to increase capacities during peak transport periods.**

**5.5.3 If other options are not suitable, purchase a dedicated fleet of trucks with sufficient capacity to carry out the task. Try to standardize or limit the different types of manufacturers, makes and models used. Organizational resources and vehicle servicing facilities must be assured to manage and maintain a dedicated fleet. See Chapter 6, *Vehicles*, for additional information.**

**Chart 5.F: Selection Criteria for Commercial Transport**

- **Define requirements in a public tender, including schedules, tonnages, products/commodities, point of departure, destination and responsibility for loading/unloading labour.**
- **Request offers accompanied by proof of ownership of the proposed trucking fleet and proof of corporate financial stability and operational reliability, such as audited financial statements or bank statements, a bank reference and references from named previous clients.**
- **Conduct a first-hand inspection of the proposed trucking fleet to verify the number and mechanical condition of the vehicles.**

- **Select the contractor based on price competitiveness, proven reliability, number and condition of trucks available, and financial stability.**

#### **Chart 5.G: Terms for Commercial Trucking Contracts**

- 1. Trucking costs are quoted per ton of cargo, per trip per truck to/from a specified destination, or per truck for a given time period, preferably with unlimited mileage. Vehicle capacity should be stipulated. Costs can include or exclude loading and unloading.**
- 2. Costs of maintenance and vehicle insurance are borne by the contractor. Stipulate liability in case of accidents, loss or theft of the vehicle or its load.**
- 3. If costs include the driver (and his mate), driver selection rests with the contractor, but review or specify driver qualifications carefully and reserve the right to request driver replacement if he should prove unsatisfactory.**
- 4. Contractors should provide replacement vehicle(s) in the event of a time-consuming breakdown.**
- 5. Make provision to terminate or extend the contract on short notice.**

#### **Fleet Maintenance and Fuel Supplies**

**5.5.4 Trucks require reliable fuel supplies, frequent maintenance and repair when operating under field conditions. If national fuel supplies are inadequate, import and store fleet fuel and lubricant needs. Check at the outset that there are no importation restrictions. The fleet also requires one or more mechanical workshop facilities, conveniently located in the area of operations, properly staffed and managed, with adequate equipment and spare parts.**

**5.5.5 Fuel consumption is difficult to estimate because the rate for each type of vehicle differs and depends upon the size of the engine, its state of repair, its age and local driving conditions. When travelling on poor roads or at low speeds, consumption can increase by as much as 35 per cent. The best way to determine local needs is to monitor fuel consumption and mileage for each vehicle to calculate average local consumption rates. Use these rates to establish fuel quantities for supplying field locations.**

#### **Chart 5.H: Average Vehicle Fuel Consumption Per 100 km\***

**\* Adapted from ICRC Red Cross Cargo.**

##### **Petrol Engines**

##### **Diesel Engines**

Sedan	8-12 litres	2-wheel drive pick-up van	10-13 litres
Pick-up van	14-17 litres	4-wheel drive pick-up van	13-16 litres

Land cruiser	21-27 litres	Land cruiser (2.5 to 2.8 ton)	14-17 litres
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Larger trucks

35-50 litres

## Fleet Movements and Waybills

**5.5.6 More supplies will move in less time if trucks move individually or in small groups. Mobile radios can facilitate communications between vehicles and with the fleet operations base.**

**5.5.7 For long distances in remote areas, or where there are security problems, create truck convoys. Appoint convoy leaders who are able to enforce discipline, make decisions and resolve problems. If possible, issue sufficient fuel for the round-trip, and assign a mechanic with appropriate tools to accompany the convoy.**

**5.5.8 Each vehicle should keep pace with the vehicles *behind*, by maintaining visual contact in the rearview mirror. In this way, the convoy stays together and the convoy leader sets the pace, travelling in the last vehicle. Maximum speed should be 50 km/h on hard-surfaced roads and 20 km/h on dirt roads or tracks. If a vehicle in the convoy breaks down, the convoy must stop and wait until repairs are effected or the convoy leader makes alternate arrangements. Trucks may discharge their cargo along the convoy route. Once empty, they should wait for the convoy's return if it will travel on the same route, or continue with the convoy if it is making a circuit.**

**5.5.9 Truck waybills must be established for every truckload, showing all information concerning the shipper, the consignee, the exact number of packages, the gross weight of the consignment, and the shipping marks. Truck weigh scales should be located near the fleet operations base or main supply warehouse to permit truckload and consignment weights to be determined easily and accurately. A packing list or issue voucher providing a detailed description of the consignment is annexed to the waybill. If trucks will cross borders, appropriate customs documentation, driver and vehicle identification and clearance are also necessary. The carrier or fleet manager prepares the waybill in triplicate:**

- Copy 1 goes to the consignee.
- Copy 2 must be signed by the consignee and returned to the consignor.
- Copy 3, signed by the driver, stays with the shipper to be matched against the returned Copy 2 to confirm delivery.

**5.5.10 Drivers transporting supplies should check their load carefully to ensure that the quantities and condition of the cargo coincide exactly with the information included on the truck waybill. Otherwise, they may be held responsible for shortages or damage.**

**5.5.11 The receiver of a shipment must sign the truck waybill to acknowledge delivery. Note any loss or damage on the waybill, indicating that the carrier is held liable for such loss or damage.**

**5.5.12 For additional information on organizing and operating a vehicle fleet, see Chapter 6, *Vehicles*.**

## **5.6 Transport by Rail**

**5.6.1 If an adequate rail network exists between the port and the area of operations, rail is usually the cheapest alternative, especially for transporting large, bulky consignments such as food. Time and cost savings may be achieved if the railroad is used for transporting supplies on routes of 500 km or more.**

**5.6.2 Rail terminals or depots are rarely located exactly where they are needed. Assess facilities to determine if loading the rail wagons at the port and transshipping them from the rail depot to the warehouse at the destination justifies the distance, time, potential handling losses and relevant costs of using trucks to transport supplies directly from the port to the destination warehouse. There may be storage at the railhead or sufficient trucks must be available to move consignments promptly from the depot to the warehouse. Alternatively, suitable warehouse facilities adjacent to the railway depot may be provided, or a rail siding may be more conveniently located or constructed at the warehouse itself.**

**5.6.3 Whereas trucking rates vary with changing market conditions, rail rates are usually fixed for a given period. Try to get free transport or reduced preferential rates for moving refugee supplies, whether the railroad is privately or publicly owned.**

**5.6.4 The rail waybill, prepared by the railway agent, describes the contract of carriage, and provides instructions about handling, dispatch and delivery of a consignment. One copy is given to the shipper as proof of dispatch. Several copies accompany the consignment and are handed to the receiver at the destination. Other than a packing list, no supplementary documentation is necessary, unless the goods are transported across an international boundary. In this case, local enquiries can determine the nature of the documents required.**

**5.6.5 The receiver signs the waybill to acknowledge delivery of the consignment. A copy is not returned to the shipper, who should be notified separately that the consignment has arrived. If there is evidence of any loss or damage, the receiver must request a statement of damages from the railway company. Transit losses can be minimized when complete rail wagons are sealed, prior to departure, in the presence of the shipper's agent and opened at the destination in the presence of the receiver or other consignee agent.**

### **Chart 5.I: Assessing Transport by Rail**

- 1. Extent of the rail network and condition of the track/railbed in the area of operations.**
- 2. State of repair and availability (including any seasonal variations) of locomotives and rail wagons.**
- 3. Location/nature of rail facilities at the port and at the destination(s).**
- 4. Reliability and timeframe to meet delivery requirements. Current transit times from port to destination(s).**
- 5. Capacity of the railroad, current traffic and capability to increase traffic to meet refugee supply needs.**



**6. Railway resources and facilities to maintain or increase existing capacity.****7. Security of rail consignments at departure and arrival points, as well as en route.**

**8. Nature of the supplies to be carried, and type/number/capacity of rail wagons which can be used - tankers for fuel, closed wood- or steel-floored wagons for goods, flatcars for cargo containers.**

**9. Scheduling, documentation, reporting requirements and coordination for rail shipments. Railway management effectiveness and efficiency.**

**10. "Bottlenecks" in the railway network where trains carrying refugee supplies may be delayed, such as transit points where trains must be divided for different destinations or to overcome geographic obstacles, including mountain passes or rivers.**

**11. Other constraints affecting the use of rail transport.**

**12. Tariff structure compared to other modes of transport. Rates usually decrease as distance increases.**

**5.7 Transport by Water**

**5.7.1 Navigable waterways often go where there are no roads or rail lines, and the only remaining options are airlifting supplies or moving the refugees to a more accessible location. Inland, coastal or inter-island water routes may be used to transport supplies part or all of the way to refugee sites. Selecting this mode of transport depends upon:**

**(a) existing practices and current use of the waterway;**

**(b) availability of cargo-carrying boats, lighters, or barges and tugs, their number, capacity and state of repair;**

**(c) docking facilities and personnel at the point of departure and the destination for mooring and for handling, storing and transshipping the cargo;**

**(d) documentation requirements and permits for carrying cargo;**

**(e) constraints and seasonal considerations;**

**(f) costs and contractual options; and**

**(g) potential to increase capacity in terms of cost, expertise and time-frame.**

**5.7.2 Gather information to assess this option from government waterways administrations and port authorities, shipping companies, boat owners and captains, and other international aid organizations.**

**5.7.3 Contracts for transporting supplies by water can be established on a per shipment basis, with the rate stated per ton of cargo for the given destination. Or boats can be chartered to carry refugee supplies exclusively for the term of the charter agreement. Negotiate reduced rates whenever possible.**

**5.7.4 in any shipping contract, ensure that the terms state clearly the responsibilities of the contractor (vessel owner and/or captain), the shipper and the consignee, including provision for insurance and the assignment of liability for the vessel and the cargo in the event of an accident, loss or damage. Clearly indicate who pays port fees, and state that the vessel owner is responsible for fuel, maintenance and repair of the contracted vessel.**

**5.7.5 A Bill of Lading should be prepared for each shipment with a large shipping company, carrying the same legal ramifications as a Bill of Lading for an international shipment (see Chapter 4, *Receipt of Shipments*). In other instances, local practices will prevail, but in every case an itemized listing of each shipment must be provided, for the captain to acknowledge delivery of the cargo on board, and for the consignee to confirm receipt of the total consignment at the destination.**

## **5.8 Transport by Air**

**5.8.1 Aircraft are the fastest, most reliable means of transport, but airlifting refugee supplies is expensive, and should only be considered as a last resort, when supplies are urgently needed in a location where no other solution is feasible. Transport by air may be used to supplement land or water transportation in country programmes where the area of operations is geographically vast and land or water routes are long, to move personnel and high-value, low-volume supplies. In emergencies, airlifting may be an initial response to the situation, but funds are better spent providing the means to move much larger quantities of supplies using other modes of transport.**

**5.8.2 Together with the geographic desk and SFAS, assess the potential use of aircraft in the overall logistics plan. Aircraft require extensive, carefully organized ground support at both their departure and arrival points. Obtain information from civil aviation authorities, airport managers, airlines operating from local airports, air cargo companies and brokers, the aircraft pilots themselves, and other international aid organizations who have used airlifts in the area.**

**5.8.3 The minimum length of runway required and the maximum load capacity are directly related to the altitude and temperature at the airports concerned. Load capacity is reduced for longer flights, as more fuel must be carried.**

**5.8.4 To improve air cargo handling facilities, runways can be extended to take larger aircraft, usually a necessity in rural or remote areas. Lack of equipment may require the use of aircraft carrying self-unloading devices or military-style aircraft with ramps, such as the Hercules C130. For major emergency airlift operations involving large quantities of supplies, consider providing high-lift fork-lifts.**

**5.8.5 Approach the air force or airline companies, whether privately or nationally owned, to obtain agreements for free or special rates to transport refugee supplies. Ensure that royalties are waived if the use of a non-national carrier is planned. Be ready to give details of the consignment, including contents, number of packages, type of packing,**

**dimensions, total volume and weight.**

**5.8.6 Alternatively, use a forwarding agent, air freight broker or consult SFAS at Headquarters. The following types of air freight services may be selected:**

**(a) Consolidated shipments** - Small customer consignments to a given destination are grouped together to benefit from lower rates for larger shipments, but this may result in delays awaiting sufficient cargo prior to departure, or on arrival when the shipment must be re-sorted into individual consignments.

**(b) Split charters** - Consignments are consolidated, as above, but usually using a non-IATA airline which operates all-cargo aircraft. Costs are lower, but only larger consignments (normally 500 Kg or more) are accepted, and services are provided only to places with considerable cargo traffic.

**5.8.7** When supplies are being transported by air, the carrier or agent prepares an air waybill which specifies the contract of carriage for handling, dispatch and delivery of the shipment to the consignee. Normally the shipper prepays the shipping charges, and no payments are necessary when the consignment is picked up at the airport of destination. The carrier or agent notifies the consignee on arrival, and turns over a copy of the air waybill, the packing list and any other shipping documents which are attached to Package Number One of the consignment.

#### **Chart 5.J: Transport by Air - Assessment Checklist**

- 1. Applicable air regulations, traffic rights for chartered flights, any related fees. Restrictions on night-flying.**
- 2. Airport, air strip and landing facilities, including fuel availability, navigational aids and radio equipment, and types of aircraft that can be handled at the point of departure and at the destination in the area of operations.**
- 3. Cargo handling capacities, equipment, any size or weight limitations, storage facilities.**
- 4. Operational constraints, including security, weather and current air traffic.**

#### **Airports - Detailed Information Requirements**

- Name, official designator, exact location and elevation/altitude.**
- The length, width and orientation of the runway(s), type of surface, nature and position of any obstructions, and state of repair.**
- Runway and approach lights, navigational aids, air traffic control and communications arrangements.**
- Aircraft servicing facilities, type and cost of aviation fuel available, startup generators and other ground equipment, air crew rest facilities.**

- **Operating temperatures, local weather conditions and any seasonal variations.**
- **Types of aircraft which are available and can operate from the airport, their maximum load capacity, usable volume, loading and unloading constraints, runway requirements, range of operation and cost.**
- **Availability and condition of taxiways and parking areas, number, capacity and condition of forklifts, trolleys, tractors, aircraft cargo container handling equipment, availability of fuel and equipment operators, limitations on size and weight of individual packages/crates.**
- **Number, size, capacity, condition, security of cargo sheds and open storage areas (availability of pallets and tarpaulins), quantities of cargo on hand and available space for refugee supplies, lighting in sheds, loading and unloading areas, the source and reliability of the power supply.**
- **Normal handling capacity for the cargo facility, shifts, hours of work for airport and customs personnel, number of available staff including tally clerks and labourers.**
- **Method of granting landing rights, airport charges, royalties on non-scheduled carriers, and possibility of waiving charges for UNHCR charters.**
- **Potential to increase current capacity.**

#### **Charter Aircraft**

**5.8.8 When the need to charter an aircraft is established, discuss requirements with local charter companies, the government and other aid organizations to determine the availability of appropriate aircraft. Consult the SFAS Shipping and Insurance Officer at Headquarters, who can identify international charter services who can position aircraft locally. There are two types of aircraft charters:**

**(a) *Trip charter* - The aircraft is chartered for a round-trip to one or more specified destination (s), normally for a basic rental charge, plus the cost of fuel actually used. All other expenses are borne by the contractor. Cargo can be loaded up to the allowable capacity of the aircraft, within the limits for the airports concerned and prevailing conditions in the area of operations.**

**(b) *Time charter* - The aircraft is chartered for a specified number of days, weeks or months. Costs are usually based on a defined rate per hour of actual flying time, subject to a guaranteed minimum number of hours in a stated time period, including the hire of the aircraft and crew, maintenance and insurance. Costs for these services vary considerably with the type of aircraft and current conditions in the area of operations.**

**5.8.9 Charter services must be arranged by written agreement or contract, whether the aircraft is loaned from a government or other organization, or leased from a commercial enterprise. Prior to signature, submit all charter contracts to Headquarters for review and approval.**

**5.8.10 Charter services may be necessary to transport refugees, emergency supplies, UNHCR-accredited field staff, local government representatives or journalists visiting UNHCR programme locations. Plan every flight through a flight coordinator, and provide clear written instructions to the crew. Ensure that vehicles are available to transport passengers, luggage and cargo on arrival at the destination. Whenever possible, an official of the logistics organization should accompany the flight.**

**5.8.11 When all of the space or load capacity on a chartered aircraft is not needed, consider offering it to other aid organizations operating in this area, either free-of-charge or on a pro rata basis. A reciprocal arrangement may be opportune at some future time.**

#### **Chart 5.K: Contract Terms for Charter Aircraft**

**Seek special advice before establishing a charter agreement. Certain clauses in the contract are obligatory and require particular attention:**

- **Aircraft type, registration and markings. Also, year of manufacturer, number of hours flown, value of the aircraft, name of the civil aviation authority who issued the certificate of airworthiness, name and location of the aircraft operating base.**
- **Maximum payload and/or maximum passenger capacity.**
- **Radio equipment.**
- **Nationality and qualifications of the air crew, provision of standby replacement crew.**
- **Who pays loading and parking fees.**
- **Who deals with formalities to obtain traffic rights.**
- **Responsibilities for aircraft fuel and maintenance. Cost benefits may accrue if UNHCR provides duty-free fuel.**
- **Lease of generator, other ground equipment and storage for the aircraft.**
- **Responsibilities for cargo and passenger handling.**
- **Duty hours of the crew, hotel accommodation, living expenses and transport between the airport and the hotel.**
- **Aircraft and cargo insurance.**
- **Security of the aircraft while parked on the ground.**

- **Possible causes and liability for delays or grounding of the aircraft.**
- **Contract cancellation fees.**

## **Helicopters**

**5.8.12 Chartered helicopters permit UNHCR staff and other refugee programme officials to visit remote sites quickly, to inspect the refugees' situation and to resolve problems. As is the case with any charter operation, schedule helicopter flights through a flight coordinator, as far in advance as possible. Flights require numerous clearances and the submission of a flight plan, usually at least 24 hours before take-off. All persons flying in the helicopter also require proper security clearances.**

**5.8.13 Refugee programme officials at the planned destination may be asked:**

- (a) to prepare a landing site;**
- (b) to arrange security when the helicopter lands and while it is on the ground; and**
- (c) to send a vehicle to meet the passengers.**

### **Chart 5.L: Helicopter Landing Site**

- **25 m x 25 m clear, flat area, preferably marked in whitewash with a large "H".**
- **A large, easily visible flag or windsock, to indicate wind direction.**
- **No trees, electrical wires, or other tall hazards within 50 metres.**
- **Surface damped down with water just before helicopter arrives, if possible, to reduce dust churned up by the rotorwash.**

## **5.9 Storage and Deliveries**

**5.9.1 At receiving or transshipment points in the logistics system, supplies must be stored properly to maintain their quality, to protect them from pilferage or theft, and to keep track of their location. Provide suitable facilities at each location with sufficient capacity for the supplies that will be received, including the necessary handling equipment and stock control systems. Repair existing warehouses or establish new warehouses. Stored items may include blankets, tents, cooking sets, basic, complementary and supplementary food rations, buffer stocks, and other programme items.**

**5.9.2 One way to speed deliveries and reduce losses may be to eliminate forward field warehouses, and ship directly to refugee sites. However, regional or district warehouses provide greater flexibility for field staff in timing distributions to the refugees and in receiving other programme supplies. Holding refugee supplies at the district level enhances security. It also provides a buffer supply to reduce direct dependence on the national transport fleet and to permit**

**more rapid response to contingency requirements. With good access, deliveries to regional or district stores can often continue in conditions which preclude delivery to the sites. Then when conditions improve, tractors, four-wheel drive vehicles or carts can be used to carry supplies on to the refugee sites.**

**5.9.3 To meet storage requirements for supplies, examine existing facilities to determine their suitability in terms of location, capacity, security and state of repair. Optional sources of needed warehouses may include existing government stores or commercial warehouses which can be borrowed or rented, other available buildings which can be converted for use as a warehouse, local construction of appropriate facilities, or importing and erecting storage tents or prefabricated buildings.**

**5.9.4 For additional information on establishing and operating proper storage facilities, see Chapter 7, *Storage and Warehousing*.**

**5.9.5 Schedule the movement and delivery of refugee supplies to ensure that goods arrive in a timely manner at the location where they are needed. To do this effectively, officials in charge of scheduling must know what supplies (type, quantity and quality) are on hand at each storage location in the logistics system at any given time. They must also know what needs must be met, where and when, with sufficient advance notice to permit them to move and position these supplies at the destination.**

**5.9.6 Provide officials in the logistics organization with information on programme plans and scheduled distributions to the refugees. Based on the types and quantities of supplies needed, their current location in the logistics system, and the timing and location of planned use, supply targets can be established for delivery to each destination.**

**5.9.7 Accountability within the storage and delivery system is essential:**

- Stock balances at each storage location must be reported and monitored regularly.**
- Records of supplies issued from one location must be reconciled with reported receipts at the destination, so that transit losses are identified and corrective action is taken.**
- Statistics on quantities dispatched and received must be compared with planned supply targets to ensure that the transport fleet is operating effectively, and that planned refugee and programme needs are being fulfilled.**
- Information on the release and distribution of supplies in the refugee programme must be reconciled with the balance of supplies on hand, and used to prepare utilization reports to donors, sponsors, governments and other interested parties.**

## **5.10 Telecommunications**

**5.10.1 Good telecommunications between key locations in the area of operations - central logistics control unit, ports, airports, major warehouses, distribution centres, transport fleet operations base(s) and mobile units - permit a rapid**

**exchange of information concerning the movement of programme supplies and factors affecting the movement. Unless telephone and telex connections are both extensive and reliable, it may be necessary to establish a radio network which should include both voice and teleprinter communications.**

**5.10.2 The appropriate government authority must approve the operation of The radio network and assign the operating frequency. In general, the higher the frequency the greater the operating distance. Multiple frequencies may be necessary to provide communications in variable conditions. Many governments also require special permits to import and/or erect radio transmitters. Check with other UN or international aid agencies for local requirements, especially if they are already operating a network. Help may also be available from the government ministry responsible for refugee matters, to expedite the application.**

**5.10.3 Determine needs for base and mobile units, aerials and antennae. Equipment requirements depend upon the operating frequency, the geography and distances between stations, and the number of locations to be equipped. Generators or batteries may be necessary to provide a reliable power source.**

**5.10.4 Examine suitable aerial and equipment locations. If possible, the aerial for a base station should not be surrounded by buildings or trees, should be located 10 to 20 metres above the ground, and the co-axial cable linking it with the transceiver should be as short as possible. A qualified technician should provide installation and training services.**

**5.10.5 When the need for radio communications has been established, request advice from the Telecommunications Manager at Headquarters, who will evaluate the requirements and advise on the most suitable equipment, taking into account both the economy and efficiency of circuits. Provide the following information:**

- (a) type of links required (voice, teleprinter, etc.);**
- (b) whether requirements are operational or administrative;**
- (c) geographical location(s) of radio-links and distance(s) between stations;**
- (d) nature and type of terrain (e.g., mountainous, flat dry land);**
- (e) expected volume of traffic to be exchanged;**
- (f) personnel who will handle the equipment; and**
- (g) power supply available locally.**

**5.10.6 Define protocols, disciplines and procedures for operating the radio network. For example, establish pre-set times for regular contacts between particular locations. Keep records of all outgoing and incoming messages, whether they are voice or teleprinter communications.**

## **5.11 Transport and Storage Insurance**

**5.11.1 All UNHCR supplies and food aid must be covered by insurance during inland transport and storage. Simply the knowledge that goods are insured, and losses or damages are claimed, promotes greater care and a reduction in losses.**



**To protect their own interests and to give an added measure of loss or damage prevention, local insurance companies often appoint their own representatives to oversee loading and unloading and to supervise the handling of refugee supplies.**

**5.11.2 When commercial transport is used to move supplies, carriers are usually required by law to provide only a minimum coverage. In some countries, there may not be a minimum at all. Any claim against the carrier must be filed in writing immediately on receipt of a consignment, or within a specified period of time if a consignment is lost in its entirety. Regardless of the coverage, always hold the carrier liable in writing for any loss or damage in transit, to protect the interests of both UNHCR and any insurance company involved.**

**5.11.3 For every consignment of supplies, verify that goods are adequately insured while in transit to their destination, and that the carrier has sufficient third party liability insurance to protect UNHCR in the event of an accident. Also, confirm that our implementing partners have proper insurance coverage when goods are turned over to them for transport and storage. Refugee supplies should be insured from the point where international coverage terminates to the point of final use or distribution. Investigate the availability of local insurance, or consult the SFAS Shipping and Insurance Officer at Headquarters.**

**5.11.4 The most comprehensive coverage for UNHCR consignments, other than local purchases, can be obtained through SFAS at Headquarters, under the UNHCR Worldwide Open Cover Marine Cargo insurance policy. Coverage for the entire value of the consignment extends from the warehouse at the point of departure to the warehouse at the destination. All claims against this policy are also routed through Headquarters, alleviating the need to deal with numerous insurance companies, agents, insurance adjusters and the terms of various different policies and coverages. Provided standard information is given, the UNHCR insurance broker will insure the consignment and follow up to recover any claims. For additional information on UNHCR shipping insurance and related insurance claims, see Chapter 4, *Receipt of Shipments*.**

**5.11.5 For refugee supplies in storage, the building owner and the organization assigned overall responsibility for the warehouse must provide proper insurance coverage. Local insurance should be available. Information for insurance purposes includes a description of the warehouse, its size, location, type of construction, protection and security measures. Normally, the value of the goods stored is reported periodically, with variable premiums based on this reported value.**

**5.11.6 One option for providing adequate insurance coverage during transit and storage may warrant further consideration and discussion: use the proceeds generated from the sale of packaging materials to pay local insurance premiums. Any settlements for loss or damage could also be credited to the sales proceeds account.**

## **5.12 Management of the Logistics Function**

**5.12.1 Logistics can be the lifeline of a programme operation, where the wellbeing of the refugees depends upon the receipt of food aid and other supplies. It is often the most expensive part of an operation, in terms of transport**

**requirements, fuel and spare parts, maintenance and warehousing. The logistics system is also subject to abuse, especially when there are competing local demands for food, fuel and other refugee supplies. Moving food usually has first priority, but other logistics functions include the movement of non-food items, such as household supplies, medical needs, equipment and people.**

**5.12.2 Each refugee situation encounters its own logistical problems which must be overcome. Port, transportation or warehousing facilities in the host country may not have the capacity to receive and deliver the required quantities of assistance. Transport routes may be inadequate. Trucks, rail wagons or locomotives, river boats or ferries may need repair, or fuel supplies may not be sufficient or reliable. Refugees may be situated in areas remote from normal transportation routes.**

**5.12.3 Successful implementation of logistics solutions depends, in a large part, on a good logistics staff with the technical expertise, local knowledge and management abilities to succeed. Select the correct agency to control the system, provide a clear line of command, and define the responsibilities and working relationships between UNHCR, the implementing agency which controls the logistics operation, the host government, other implementing partners and international aid organizations, commercial enterprises involved, and other outside experts and consultants. The key functions in the operation are:**

- (a) overall planning, management and control;**
- (b) coordinating purchasing, receiving and transportation, including fuel and spare parts;**
- (c) allocating and scheduling supplies to intermediate warehouses and on to the refugee sites;**
- (d) planning and implementing the distribution system in consultation with camp administrators and responsible implementing partners; and**
- (e) controlling and monitoring operations in the field, including stock inventories, transport fleet management and maintenance, and distribution systems.**

### **The Logistics Organization**

**5.12.4 To meet the overall supply needs of the refugees, one organization must control and coordinate the logistics operation, with a clear mandate from UNHCR, the host government and the other international organizations that it serves. The logistics organization must mobilize or develop the necessary logistics capacity and provide effective and efficient management of the overall logistics operation, from receipt of supplies in the host country, to storage, delivery and distribution at their destination, where the goods are used to benefit the refugees. Segments of the logistics operation may be delegated to other agencies or contracted to commercial enterprises, but control and coordination rests with the assigned logistics organization.**

**5.12.5 Selecting the right leaders for key management positions in the logistics organization has a direct influence on the success of the operation. Logistics managers must be politically sensitive because of all the different parties who potentially may be involved. Changes need agreement at the national level, and clear direction on requirements at lower administrative levels. Managers must have a flexible but pragmatic approach to problem-solving, with strong emphasis on systems design and analysis. The operation will benefit if managers have a propensity to identify key issues promptly, to make decisions, and to follow through, not only to ensure implementation of changes, but to verify that the desired results continue to be achieved once the system is established.**

**5.12.6 Develop a commodity management plan which emphasizes a systemic approach to the introduction or improvement of inland transport, storage and delivery of all refugee supply needs. Provide an interlocking set of clearly defined roles, and use empirical methods to continually review and revise the plan based on operating experience.**

**5.12.7 Personnel policies and procedures are required for selection, training, remuneration, disciplinary action, performance evaluation and promotion. Define responsibilities, procedures and lines of communication by supplying each staff member in the logistics organization with a detailed job description. Staff retention is encouraged through market-related salary adjustments, improved working (and living) conditions, and good supervision. Consider the importance of rest periods, recreational activities and leave to balance the intense demands of the logistics operation, as well as the personal security of the logistics staff. Employee recognition and incentive programmes can also be beneficial to reward good performance and long service.**

**5.12.8 Prepare a procedures manual or handbook which outlines organizational policy and procedures, and illustrates common forms used throughout the logistics operation. Provide other organizational tools employees need, in the form of training (in the local language, if necessary), equipment and tools to fulfil their duties, and stationery supplies for record keeping and reporting purposes.**

#### **Chart 5.M: Management of the Logistics Organization**

- 1. Does the organization demonstrate effective, experienced and informed leadership?**
- 2. Does the organization have a detailed commodity management plan which is reviewed and updated periodically?**
- 3. Are the operational goals defined, in such a way that they can be monitored and evaluated easily?**
- 4. Does the organization have a clear idea of its place and role in the assistance community, with well-developed official and operational relationships which are necessary to fulfil its responsibilities?**
- 5. Has a complete personnel policy been defined, in compliance with local labour laws, with formal hiring and dismissal procedures and complete records of all staff?**
- 6. Has the organization established detailed job descriptions for all staff, outlining each employee's duties and**

**responsibilities, and provided to them at the time they sign their employment contract?**

**7. Is staff training, personal and professional development for national staff, given high priority?**

**8. Is the organization knowledgeable about, and in touch with, the refugee population it seeks to supply? Are the field monitoring staff experienced in similar operations?**

**9. Are established systems and procedures under constant review to find and implement further improvements?**

#### **Chart 5.N: Suggested Topics for Personnel Training**

##### **Management:**

- **Organization theory and design**
- **Work planning techniques**
- **Delegation, work assignment, and charting responsibilities**
- **Communications and reports**
- **Financial management and budgeting**
- **Management by objectives**
- **Evaluation and performance assessment**
- **Public and community relations**
- **Information management**

##### **Supervisors:**

- **Planning, communications and leadership**
- **Motivation, problem-solving and working with people**
- **Quality control**
- **Organizational policies and procedures**
- **Specific job-related training**

##### **Field Logistics Staff:**

- **Site management**
- **Financial management and accounting**
- **Storekeeping and inventory control**
- **Fuel management**
- **Field monitoring**
- **Office procedures and communications**

##### **Secretarial Staff:**

- **Administrative tasks and duties**
- **Priorities, planning and time management**
- **Communications - reception, telephone, telex**
- **Typing and filing - general rules, document layouts, spelling, punctuation, use of a dictionary, filing system and maintenance**

**Most staff can benefit from language, business and report writing courses.**

### **Organizational Accountability**

**5.12.9 Establish a budget for the logistics operation, to make cash available when and where it is needed to pay for fuel, repairs, labour and other operating expenses. Freedom to make expenditures is a distinct advantage, but proper accountability for budgetary control, disbursements and reporting must also be instituted. Designate persons authorized to expend funds, specify the purposes and limitations on the amounts, and prescribe accounting procedures for the control and replenishment of imprest accounts.**

**5.12.10 Assign tasks for various units, supervisors and staff within the logistics organization, indicating priorities and the sequence for introducing new procedures and stricter controls. Plan regularly scheduled and appropriately sized dispatches, with all consignments supervised and recorded by designated staff during loading, before departure, and when unloading at the destination. Identify the staff responsible for maintaining receipt, transport, storage and distribution records of refugee supplies, who are accountable for the quality and quantity of goods placed in their charge. Formalize site distribution arrangements, ensuring cooperation between field monitoring staff, camp administrators and the beneficiaries themselves.**

**5.12.11 Set goals to provide real targets to achieve in the forthcoming period, against which results can be measured. Shortfalls or problems encountered can be analyzed to find solutions for further implementation. Targets can also be used as incentives, to speed up operations or to reduce maintenance and repair costs. But their advantages must be weighed against their potential disadvantages, especially when due care is sacrificed for speed.**

### **Security Matters**

**5.12.12 Given the high local value of many commodities in the supply chain, and the tensions which can result from geographical and psychological isolation in many refugee settings, pay particular attention to the security of refugee supplies and the personnel who manage and handle them. There is often an implied risk of harm to those who are assigned custody of supplies at any point in the logistics operation, sometimes within the organization itself, between employees and supervisory staff. The degree of stress involved can be affected by many minor incidents, such as quarrels which demand resolution, apparently spontaneous jostling or crowding, stone-throwing children or disturbed**

**adults who must be restrained, delays or go-slows in commodity handling, or poor or misinterpreted communications. Disciplinary actions (for example, dismissal) can result in serious violence.**

**5.12.13 Such situations can be diffused before they begin, through the support of concerned authorities at the national level, frequent contacts between interested parties at all levels, and the strengthening of administrative controls and support systems for the staff involved. Storemen, watchmen, porters and guards must be paid regularly and on time, and have defined and monitored responsibilities to prevent pilferage, and to provide incentive to stay at their post and fulfil their duties. Security problems are minimized if regional, district or site administrative areas are centralized in an enclosed compound with controlled access and exit. Compounds can include offices, storage facilities, a workshop, fuel storage and a commodity checkpoint.**

**5.12.14 All accidents, serious incidents, thefts, fires, third party damage claims and other breaches of security must be fully documented and reported to senior logistics managers- Details of the situation must include identification of who was involved, the consequences, authorities asked for assistance, outcome, disciplinary action or settlement and to whom, and any related recovery action from insurance or another source.**

**5.12.15 Transport checkpoints can be used to monitor deliveries of supplies. They may also serve as authorized rest stops or overnight parking areas, holding or relay points for transport unit tasking, supplementary fuel depots, or information points for drivers. Selection and training of competent checkpoint staff improves predictability and reliability of supply deliveries. The main elements for an effective checkpoint operation are:**

- (a) prior warning by radio of the identification numbers and cargos of transport units due to arrive at the checkpoint;**
- (b) checking the vehicle cargo against the commodity types and amounts specified on the waybill; or**
- (c) checking vehicles on their return, to ensure that proper delivery and receipt procedures were followed, with all cargo delivered to the correct store at the destination, and a properly signed and receipted waybill being returned; and**
- (d) recording details on the waybill about the time of arrival/departure of each vehicle. Use stamps, unique for each checkpoint location, to provide proper control.**

**5.12.16 Remote logistical sites in the area of operations are less isolated and accountability within the system is improved by instituting regular monitoring and reporting procedures. Periodic meetings provide an opportunity for field staff from different field locations and more senior managers to exchange information, especially when planning and implementing changes. Contacts between management personnel and field staff can be maintained using radio communications and by having monitoring staff visit field locations regularly.**

### **5.13 The Logistics of Moving People**

**5.13.1 A supplementary function of the logistics operation may be to evacuate or relocate people. Successful people movements require thorough planning, careful control and orderly execution. Good liaison between supervisory staff at the point of origin and at the destination is essential to coordinate the convoy schedule and the arrival of the refugees.**

**5.13.2 The guidelines provided here can help in planning people movements and anticipating potential risks and problems. Seek additional advice from individuals with relevant experience in the local area, such as managers of local passenger transportation companies or personnel in international organizations who have conducted similar operations.**

**5.13.3 The number of scheduled stops along the route will depend upon the distance to be covered and the prevailing temperature. More frequent stops are necessary in cold temperatures than in warm temperatures.**

#### **Chart 5.O: Planning a Convoy to Move People**

- 1. Select a route which is the safest and shortest route from the place of origin to the destination.**
- 2. Use trucks with a low centre of gravity, or buses, which are inspected and proven to have good lights, brakes, tires and steering mechanisms. Never move people in trailers.**
- 3. Make provision for personal effects to travel with the owners. Consider this when planning the number of people in each vehicle, or move personal effects in the trailer attached to the truck carrying the owners. Put livestock in a separate truck in the same convoy.**
- 4. If water points along the route are inadequate, include a water tanker or trailer in the convoy.**
- 5. Consider vehicle repair facilities along the route. If inadequate, include a breakdown/recovery vehicle in the convoy.**
- 6. Conduct pre-departure health checks. Never move sick or severely malnourished people without using specific transport (ambulances, specially equipped buses, with medical personnel on board).**
- 7. Record the number of people getting on the vehicles at the place of origin, and getting off the vehicles at the other end. Use hand-held counters or check off passengers against established lists. Medical and registration records should accompany them.**
- 8. Do not overcrowd the vehicles. In the event of a breakdown, passengers may have to double up.**
- 9. Provide a convoy escort, one person with authority, riding at the end of the convoy, in communication with the lead vehicle.**
- 10. Assign one or more medical staff, with a fairly sophisticated medical kit, to accompany the convoy.**

**11. Take care of the drivers. To drive safely, they need adequate meals, rest breaks and time for vehicle maintenance. Consider using relief drivers.**

### **Chart 5.P: How to Reduce Potential Deaths When Transporting People**

#### **1. Reduce speed:**

- to minimize shocks and possible injuries caused by the jolting of the vehicles;
- to control motion sickness and vomiting (especially for people who are malnourished or dehydrated); and
- to control dust which causes vomiting.

**2. Place personal belongings, bedding or sand on the floor of the vehicle. Personal belongings and bedding cushion shock. Sand stabilizes the vehicle by adding weight and lowering the centre of gravity.**

**3. Control food at departure and way stations. People should not be moved (except in a crisis) less than four to six hours after eating. Ritz crackers are known to suppress vomiting.**

**4. Control dehydration with water, tea or oral rehydration solution. In hot areas, use covered vehicles to provide shade. Move people during periods with moderate temperatures. Stop frequently.**

**5. Control hypothermia in cold areas by reducing speed, stopping frequently, providing blankets and tea.**

**CAUTION: Enclosed trucks may cause exhaust fumes to back up into the passenger area, especially at slow speeds or if winds are blowing from an adverse direction.**

#### **5.14 Accountability in Logistics Operations**

**5.14.1 The logistics organization responsible for the receipt, storage and delivery of refugee supplies must implement a system for recording, reporting and monitoring the flow of goods from receipt to final distribution. The system of accountability, as a minimum, should include:**

**(a) adequate financial controls, records and reports, incorporating costing and budgetary control techniques to aid in continuous performance and cost efficiency analysis and evaluation at all levels in the organization, from receipt and port handling through to distribution;**

**(b) integrated documentation and information reporting procedures for the purposes of planning, controlling, directing and improving the movement of supplies and food aid; and**

**(c) statistical information to fulfil the needs of management, UNHCR and donors.**



**5.14.2 Information from the accountability system may be used to monitor the achievement of established goals and objectives, to evaluate ongoing results and levels of performance, to improve management, cost efficiency and resource utilization, and to plan future requirements to support the refugee programme more effectively.**

**5.14.3 An effective accountability system should not cause delays in the logistics operation. Define requirements clearly and instruct those involved accordingly. Staff at all levels in the organization, and other related organizations or enterprises who interface with the system, must understand and acknowledge their responsibilities for fulfilling information needs.**

**5.14.4 Ensure that customs clearance and receiving procedures and documentation requirements are established. Specify the types of documents needed, the number of copies, timing and routine. Provide complete, correct consignment delivery addresses to all concerned parties. Notify SPAS at Headquarters and local suppliers in advance of actual delivery to avoid delays caused by inadequate documentation.**

**5.14.5 Monitor the inland movement of goods using a system of waybills. A minimum of two copies must travel with each consignment - one remaining at the destination to serve as a receipt voucher, and one signed and returned to the dispatcher to confirm that the goods have been received. Other copies may be needed to invoice or pay for transportation, or for supplementary record keeping.**

**5.14.6 Storage records and reports must be implemented to monitor the type and quantities of supplies being held in warehouses throughout the area of operations, and all receipts and dispatches. Distribution reports and release orders are necessary to confirm that supplies have been used for their intended purpose.**

**5.14.7 Establish handling procedures and schedules for the movement of documents and information in the system. Identify appropriate information routing using mail, pouch, courier or radio, through government facilities, implementing partners or sub-offices, and the frequency of these services. Specify to whom documents, reports and other information should be sent.**

#### **Chart 5.Q: Accountability in Logistics Operations**

**Easily accessed information from records and reports generated by the system should answer the following questions:**

<b>What?</b>	Types of supplies handled, for which refugee programmes/projects and implementing partners.
<b>How much?</b>	Quantities involved.
<b>Was received where?</b>	Specified control point(s) in the area of operations.
<b>From whom?</b>	Source of the supplies.
<b>And moved how?</b>	Modes of transport involved.

**At what cost?** Breakdown of capital expenditures and recurrent costs of operations including personnel labour

**At what cost?**

breakdown of capital expenditures and recurrent costs of operations, including personnel, labour, administrative and maintenance costs for handling, transport and storage by location, for organizational and contracted services.

**With what losses?**

Details of losses, including explanations of any differences between receipts and dispatches or distributions, apparent causes, and related corrective or recovery actions.

**Distributed/released to whom?**

End utilization of the supplies provided.

**And reported to whom?**

Final reports concerning the use or disposition of the goods.

## 5.15 Monitoring Logistics Operations

**5.15.1 To monitor the logistics operation, select specific, quantifiable indicators to measure the achievement of objectives. Monitor these achievements, watch for deviations, and identify areas where improvements are required to enhance performance or modifications are necessary to meet changing situations.**

**5.15.2 Carefully analyze reports from operational units on supply movements, stock levels, rates of supply utilization, expenditures against budgets and reported accomplishments. Make regular observations and unannounced spotchecks of actual supply movements, stocks and storage facilities, distributions and end-use of supplies. Examine transport functions, including truck utilization, fuel consumption, turnaround times, frequency and nature of repairs, and driver performance. Also review the organizational processes for staff supervision and training, contracting, storage and distribution.**

**5.15.3 Organize occasional sample surveys to determine the adequacy of established indicators and targets, the actual end-use of inputs, final results and benefits. Develop your own checklist of things to look for, based on the standards, guidelines and suggestions outlined in this Handbook.**



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### CHAPTER 6 - VEHICLES

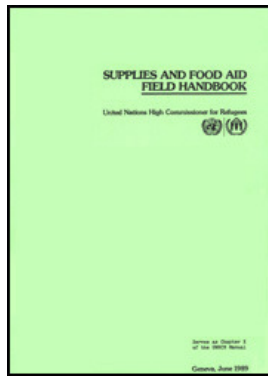
#### 6.1 The Need for Motor Vehicles

*(introduction...)*









**Chart 6.A: Identification of Vehicle Needs**

#### 6.2 Responsibilities for Motor Vehicles

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

### CHAPTER 6 - VEHICLES

#### 6.1 The Need for Motor Vehicles

**6.1.1 Motor vehicles are an integral and essential component of all UNHCR's programme operations in the field. The effective provision and use of appropriate vehicles have a direct impact on the achievement of programme objectives.**

**6.1.2 Vehicle needs must be assessed in the context of overall logistics requirements for a particular programme:**

- Do not identify transport as a secondary requirement based on needs in other sectors, or base decisions solely on budgetary considerations.**
- Develop a consolidated transportation plan which meets total programme delivery needs, and define the budget in terms of the plan.**

**6.1.3 Supplying UNHCR-purchased vehicles is only one of several options available to fulfil needs to move goods or people from one location to another. Other modes of transport may be appropriate - railway, water barges, carts or animals. Also examine other sources of vehicles, their capabilities and capacities, especially to solve immediate and short-term transportation requirements:**

- Borrow vehicles locally which are owned and operated by the government, another UN agency, implementing partners or other aid organizations.**
- Rent vehicles or contract transport needs from a local commercial fleet. Local security conditions or poor roads may discourage trucking companies from undertaking UNHCR deliveries, or may result in higher tariffs.**

**6.1.4 Before deciding to establish a UNHCR-sponsored, independent fleet - a complex and costly exercise - consider the**

**feasibility of increasing the capabilities of an existing operation. Improve the operation's capabilities to repair vehicles which are currently out-of-service, but avoid repairing derelict vehicles, which is seldom practical. If the operating and servicing facilities are already in place, provide the additional vehicles necessary to meet UNHCR's needs. Standardize the fleet to the extent possible.**

**6.1.5 Establish control and monitoring procedures and assign responsibilities for vehicle operations from the start. This will encourage effectiveness and efficiency in the logistics operation, and the feedback will provide useful information:**

- (a) for ongoing budgetary purposes; and**
- (b) for making future decisions on the acquisition, disposal or replacement of vehicles.**

**6.1.6 Once the transportation fleet is operational, examine requests for additional vehicles carefully. Requested vehicles should be the same as the makes and models in the existing fleet. Look at past, current and forecasted needs, capacities and utilization. Can the request be justified over the long term, or would a short-term alternative suffice?**

#### **Chart 6.A: Identification of Vehicle Needs**

**Many UNHCR programmes are located in developing countries where road conditions are poor and vehicle servicing facilities are limited.**

- 1. Justify the need for each vehicle in terms of its specific purpose in meeting overall supply needs.**
- 2. Consider vehicle operating and maintenance requirements during the planning phase.**
- 3. Undertake a detailed analysis of the costs of purchasing versus hiring/renting. Depreciation or the amortization of the capital investment over the expected serviceable life of a vehicle is a key factor.**
- 4. Seek technical advice locally, or through TSS at Headquarters.**
- 5. Answer the following questions:**
  - What types/quantities of goods or how many people must be transported, and how frequently?**
  - Where will the vehicle(s) be used, over what distances and what road conditions?**
  - What facilities are needed to provide fuel, lubricants, spare parts and ongoing maintenance and repair? Do they exist, or will they need to be augmented or developed?**
  - What are the associated costs for vehicle acquisition and for ongoing vehicle operations?**

#### **6.2 Responsibilities for Motor Vehicles**

**6.2.1 Each UNHCR programme is unique in terms of its complexity, operational relationships between UNHCR, the government and implementing partners, and local socio-economic, climatic and geographic factors. In broad terms, however, responsibilities associated with the provision and operation of motor vehicles can be identified and grouped by organizational level in UNHCR:**

**(a) Headquarters**

- In consultation with the geographic desk and TSS, field offices may ask for technical advice on logistics, transportation needs, fleet operations and vehicle workshops.
- SFAS provides catalogues and current vehicle cost information, and makes international purchases of vehicles, fuel, lubricants and spare parts.
- The geographic desk and PMS obtain budget approval.

**(b) Branch or Regional Office**

- Coordinates transportation needs, plans interim solutions, submits budget proposals and issues purchasing requests for new vehicles, fuel and spare parts.
- Arranges delivery to inland destinations for internationally procured vehicles.
- Provides training programmes for drivers, dispatchers and fleet managers.
- Provides storage and inland transportation for fuel and lubricants.
- Maintains the necessary supply of spare parts, purchased locally or internationally.
- Maintains records of the complete vehicle inventory and data on each vehicle's location and condition.

**(c) Field Office**

- Manages the local vehicle fleet and drivers.
- Controls the receipt and issue of fuel and lubricants.
- Provides and monitors periodic maintenance and necessary repairs.
- Manages the local spare parts supply.
- Maintains detailed vehicle records on use and servicing, and submits periodic reports to the Branch or Regional Office.

**6.2.2 UNHCR officials in the field may not be directly responsible for managing the activities described above because these responsibilities are often passed on to implementing partners or contractors. In every case, however, UNHCR officials must monitor vehicle operations that they do not manage directly, to ensure that proper controls and effective management techniques are being applied.**

### **6.3 Vehicle Selection Guidelines**

**6.3.1 Proper vehicle selection is imperative to ensure that each vehicle supplied can fulfil its prescribed role in the overall transportation operation. Many different vehicle makes, models and options are available. For ease of reference, in a typical country programme, vehicles may be grouped into four main categories:**

**(a) *Official vehicles* - primarily for administrative and representational use, they carry passengers and occasionally goods, such as luggage or office supplies. Typically, these are sedans and station wagons, driven mainly in urban areas and on fair to good roads. For official vehicles which may be driven in areas with poor road conditions or on field trips or journeys over longer distances, light field vehicles may be selected (see below).**

**(b) *Light field vehicles* - often used as project vehicles to transport passengers and goods over shorter distances in the field. Pick-ups and Land Cruisers with four-wheel drive are ideal on poor roads or in off-road conditions.**

**(c) *Heavy duty vehicles* - used to transport supplies and food aid. Large vehicles needed for long distance transport on fair to good roads are, typically, truck and trailer units (4x4 or 4x6) with a load capacity of 10 to 15 MT per unit. Smaller heavy duty vehicles (4x2 or 4x4), with a load capacity of 5 to 9 MT are used to transport supplies over shorter distances, often on poor roads and occasionally off-road.**

**(d) *Special purpose vehicles* - such as minibuses, ambulances, water or fuel tankers, mobile workshops, dump trucks, tractors, graders, required for various programme sectors. The guidelines presented here may be applied, but in each case sector specialists should conduct a special assessment of needs, specifications and suitability.**

**6.3.2 The *Field Motor Vehicle Standards Catalogue*, published by the Inter-Agency Procurement Services Unit (IAPSU) of UNDP in Copenhagen (copies available from SFAS at Headquarters), lists a selection of vehicles suitable as official and project vehicles. More recently, IAPSU has issued a *Heavy Vehicles-Truck Catalogue*, also available from SFAS, which lists specifications for trucks and truck chassis from a number of suppliers worldwide.**

**6.3.3 Assess potential donations carefully before acceptance. Donors usually give preference to products from their own country, perhaps overlooking the real needs in the recipient country. Examine proposed donations using the suitability and selection criteria given here. Pay particular attention to vehicle durability, standardization with the existing local fleet, and servicing capabilities. Donations of used vehicles are likely to result in high subsequent**

**expenditures for repairs and maintenance; they may only be considered in exceptional circumstances. Some offers must be politely declined.**

**Chart 6.B: Examples of Commonly Used Field Vehicles**



Sedan



Station Wagon

**Official Vehicles**



Land Cruiser



Pick-up Truck

**Light Field Vehicles**



Truck and Cargo Trailer



Semi-trailer

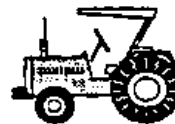
**Heavy Duty Vehicles**



Water/Fuel Tanker



Dump Truck



Tractor



## **Special Purpose Vehicles**

### **Official Vehicles**

**6.3.4 For the senior official in a UNHCR office, first choice is usually a four-door sedan, suitable for an international humanitarian organization without being ostentatious or conveying a negative impression. Additional passenger vehicles in an office should be selected from other models of the same make. An excellent second official vehicle is a station wagon, or a light field vehicle if its use for field trips is foreseen. Avoid very small cars which provide less protection in an accident, have limited use and may develop mechanical problems as a result of their lack of durability. Four-wheel drive should not be selected as an option for official vehicles because the vehicle's overall design may not be suited for poor roads or off-road conditions; consider this option only if seasonal difficulties may occur, such as flooding, snow, or ice.**

### **Chart 6.C: Selection Guidelines for Motor Vehicles**

- 1. Standardize the vehicle fleet, wherever possible, consistent with servicing facilities and makes/models common in the recipient country. Ideally, a manufacturer's dealer or representative should be present in the country or in a nearby country for consultation, service and the provision of spare parts.**
- 2. Specify right-hand or left-hand drive, consistent with the driving rules and conventions in the recipient country. This will minimize accident risk.**
- 3. Give preference to diesel engines, because of their reliability, safety and economical operation. Select petrol engines only when diesel fuel is not available or excessively priced, or when vehicles must operate in extremely cold climates. Mechanics who will service the vehicle must be familiar with the engine type. Standardize where possible, so that only one type of fuel is needed.**
- 4. Choose vehicles with a longer wheel base, which have greater stability on poor roads and during off-road operations.**
- 5. Weigh the traction advantages of four-wheel drive carefully against the added purchasing and operating cost of this option, and its specialized maintenance and spare parts requirements. Light field vehicles equipped with four-wheel drive consume almost double the fuel as the same two-wheel drive model. However, in some areas four-wheel drive is essential.**
- 6. Request vehicles "as per standard export specifications for ... (recipient country)", and consider other options which are recommended for the country or terrain.**
- 7. Specify colour, usually white or light blue, for UNHCR-supplied vehicles.**

### **Light Field Vehicles**

**6.3.5 Because these vehicles may often be used in remote locations on bad roads and tracks with the most unfavourable servicing conditions, select a make and model with a proven record of reliability. Pick-ups or special purpose vehicles (see below) are also available on the same chassis, which will minimize spare parts requirements. Select a seating configuration based on intended use:**

- (a) seats fixed laterally across the vehicle to comfortably seat personnel travelling in the vehicle;**
- (b) benches fixed along the sides of the cabin for mixed use, to transport goods or to move passengers over short distances; and**
- (c) to maximize seating capacity, a roof rack to carry passengers' luggage.**

### **Heavy Duty Vehicles**

**6.3.6 The need for heavy duty vehicles must be the subject of a careful expert evaluation of all technical aspects of the logistics operation. Truck fleets require an extensive infrastructure for ongoing control and maintenance. Aside from the high initial capital investment, major ongoing expenditures include the costs of dispatchers, drivers, mechanics, fuel and spare parts. If the need for establishing a trucking fleet is agreed, seek technical advice to assess the requirements for fleet acquisition, the ongoing associated costs and the need to establish mechanical workshops. To illustrate the complexity of the needs assessment for heavy duty vehicles, see the selection criteria in Annex XX.**

**6.3.7 Avoid purchasing one truck - find another solution. If the need for one truck is justifiable, consider only models which are used and can be serviced locally.**

**6.3.8 Choose a size and configuration of vehicle which is suitable for expected operating conditions. Safety may be impaired or vehicle damage result, if vehicles are overloaded or loads exceed weight-per-axle limitations. Moving supplies using a small number of large trucks rather than a large number of small trucks is more easily scheduled and controlled, and more economical. However, large trucks require better drivers, good roads, more skilled mechanics, sophisticated spare parts and larger, better-equipped servicing facilities. Individual break-downs in a large-truck fleet have a greater impact on operating capabilities. Twin axles are advisable for larger units.**

**6.3.9 Standard truck and cargo trailer combinations are more versatile than large semi-trailers. The tractor of a semi-trailer moving alone is more accident-prone because of its high centre of gravity. Both cargo trailers and semi-trailers are dangerous when operated on bad, pot-holed roads or when carried on ferries, especially when empty. If truck/trailer units are expected to make return journeys empty, consider the legality and practicality of using a «piggy-back» trailer unit which can be carried on the back of the truck unit, increasing the stability of the empty truck and reducing wear and tear on the trailer. Short and medium length truck chassis are best on bad roads.**

**6.3.10 Truck side-walls should be at least cab height, of solid construction. For more versatility, sideboards, pillars and tail-board may be removable to enable loading from back, top or sides, and for conversion to a flat-bed to carry cargo**

**containers. Trucks should be equipped with a tarpaulin and ropes, and lashing rings or cleats around the truck body for securing it. Request tarpaulins which are waterproof, heavy duty, preferably light-coloured canvas fitted with eyelets. The tarpaulin support frame should be easily detached. Also assess requirements for optional lifting mechanisms, such as a small crane or a mechanically raised rear platform/tail-board.**

**6.3.11 For ease of maintenance and driver training, standardize the trucking fleet as much as possible. Give preference to truck makes and models presently in local use, as drivers and mechanics will already be familiar with them, and some spare parts may also be available. Check out potential national and regional suppliers who may be able to offer appropriate vehicles and quick delivery.**

**6.3.12 For international truck purchases from the manufacturer, allow 3 to 6 months from the date of the order for delivery. Regardless of the source of supply, however, remember that large orders of the same truck model will take additional time to be manufactured.**

**6.3.13 Spare parts should be ordered with every truck. Base initial orders on the manufacturer's recommendations, usually valued at 10 to 15 per cent of the truck's FOB value.**

### **Special Purpose Vehicles**

**6.3.14 Choose special purpose vehicles by applying the criteria for other vehicles operating under similar field conditions. Use detachable special purpose equipment on standard vehicles, whenever possible. When vehicles are chosen for their special function, rather than their suitability and durability, problems can result. Breakdown of either the special equipment or the vehicle means that both parts are incapacitated.**

**6.3.15 Adapt other vehicles to the special purpose, unless a long-term need is established. Recognize the limitations of special purpose vehicles. For example, use light field vehicles or trucks in lieu of purchasing buses or minibuses to move people. Overloading buses is very risky. Excess luggage in roof racks raises the centre of gravity of a bus. Large quantities of luggage inside will obstruct the aisles. Both of these situations present a danger to the passengers. If buses or mini-buses are considered, remember:**

- Their usefulness is restricted to good, or at least fair, roads.**
- Buses have less transport capacity than trucks.**
- Minibuses are less sturdy than field vehicles with a similar capacity.**
- Bus drivers require a special licence in most countries.**
- Special purpose passenger insurance must be provided.**

**6.3.16 In each case, justify a request for a special purpose vehicle in terms of its intended use to meet sectoral needs, and its suitability in the overall context of the local vehicle fleet and operating conditions. Consult with both sectoral specialists and fleet vehicle experts to determine the best possible solution.**

## 6.4 Equipment Options, Accessories and Kits

**6.4.1 As a rule of thumb, always select the most basic vehicle model unless there is a version which is more readily available which can be expected to be easily serviced. Avoid options which are vital to the functioning of the vehicle once installed, such as automatic transmission. Options and accessories which increase the usefulness or comfort of a vehicle are acceptable, provided they will not cause maintenance problems, significantly increase the purchase price or delay the delivery of the vehicle.**

### Chart 6.D: Vehicle Options and Accessories

Recommended:	Remarks:
- Lock for gas cap and outside-mounted spare wheel	Usually opened with the ignition key. If a separate key is needed, verify availability as part of the standard set and spare keys.
- Lap-and-shoulder safety belts on front seat	Obligatory in certain countries.
- Anti-theft ignition	Usually part of steering wheel lock which immobilizes the vehicle.
- Roll bar	For added safety, to protect passengers in case the vehicle overturns.
- Heavy duty, easily maintained upholstery	<u>Not</u> PVC or plastic, especially for vehicles operating in hot climates.
- AM radio	Standard equipment in many vehicles, which may improve the safety and security of personnel and cargo. FM (VHF) receivers are not usually useful outside major population centres. Cassette tape decks should only be considered if the vehicle will operate on longer journeys in remote areas.
- Anti-rust protection	Good in humid and coastal climates, or cold climates where salt is used on the roads, to reduce body maintenance and lengthen vehicle life.
- Rear window wiper/washer	Especially for dusty or muddy conditions.
- Shatterproof windscreen	
- Mud flaps on all wheels	
- Wing mirrors and large rear-view mirror	
- Tinted windows	To minimize glare and reduce driver discomfort and fatigue.
Where appropriate:	Remarks:
- Heavy duty shock absorbers front and rear	
- Heavy duty battery	
- High capacity cooling system	For vehicles driven on poor roads or in remote off road situations, and where rain/mud may

## - FRONT-END WHICH

FOR VEHICLES DRIVEN ON POOR ROADS OR IN REMOTE OFF-ROAD SITUATIONS, AND WHERE RAIN/MUD MAY CAUSE VEHICLES TO BOG DOWN.

- Heavy duty jack

To replace standard jack, which is often insufficient under field conditions.

- Second spare wheel

For field vehicles used in areas where tire repairs are not readily available.

- Additional fuel tank

For vehicles which will operate frequently on long trips or in remote areas. Can be installed by manufacturer.

- Air conditioning

To improve driving comfort at slow speeds in hot climate, in convoys or on dusty roads, or when carrying perishables. Assess utility against potential servicing problems and increased fuel consumption. At normal speeds on fair to good roads, normal ventilation should suffice.

- Block heater

Needed only in very cold climates.

- Roof rack

Vehicle centre of gravity raised when loaded, increasing the risk of the vehicle overturning in a critical situation.

- Jerrycans

Useful for longer field trips.

- one or two 20-litre metal Jerrycans for additional fuel, with proper facility for securing them safely

Minimum of petrol fuel on board, to avoid creating a fire hazard. Diesel fuel presents a much lower risk.

- one 20-litre plastic Jerrycan for water

- Flag staff or bracket for vehicle flagpole

For official vehicles or in security zones, to identify UNHCR vehicles.

- Fire extinguisher

Of questionable value because of low fire risk in most vehicles and high risk of theft when fire extinguisher is properly situated in a prominent and accessible place in the vehicle.

- Comfort options, e.g., special carpeting, upholstery or arm rests

Only if they do not significantly increase purchase price and will not delay delivery of the vehicle.

### Unacceptable/Not Recommended:

### Remarks:

- Automatic transmission

Need for highly specialized workshops for maintenance and repair, lack of durability in poor and off-road conditions, and impossible to start by towing if the battery is dead.

- Hydromatic suspension

Vulnerable in rough road conditions and difficult to repair.

- Electric windows

Failure to open or close if the system breaks down.

- Central door-locking systems

Not suitable because of dependence on the vehicle's electrical system, unless purely manual operation is possible independent of the automatic system.

- Alarm system

Of no value unless vehicle is properly locked, and then only if those who hear the alarm react to the alert. Tends to create a false sense of security and false alarms are common.

## **Fuels and Lubricants**

**6.4.2 Local supplies of fuel and lubricants may influence your selection of vehicles - petrol or diesel engine, larger or smaller trucks. Ensuring a relatively constant supply of fuel gives much more security and may very well avert major crises in the overall transport operation.**

**6.4.3 Anticipate fuel and lubricant requirements and probable consumption rates for vehicles under consideration. If local fuel is available, confirm that octane ratings are adequate for proper vehicle operation. Duty-free fuel may be provided for UN vehicles. Check that sufficient quantities can be supplied where they will be needed. Answer the following questions:**

- What supplies are necessary - petrol, diesel, oil, grease, etc.? In what quantities? At what cost? Duty-free?**
- Are sufficient stocks provided at all vehicle base locations?**
- Are there fuel depots? Where?**
- What system is used to obtain, transport and store fuel to/in field locations?**

**6.4.4 If available supplies are inadequate, try to contract with oil companies or distributors to provide guaranteed quantities at specific locations. If this is not feasible, you may have to buy fuel and lubricants from national depots or import your requirements, and make arrangements to transport and store the supplies where they will be needed. Large underground tanks and pumps are preferable, with delivery by bulk tanker. In emergencies, or less ideal conditions, supplies may have to be transported and stored in 200-litre drums, and dispensed using portable, manually operated pumps.**

**6.4.5 When planning the supply of fuels and lubricants for UNHCR-purchased vehicles, ensure that procedures are in place to control the issue and use of the supplies provided, and to report consumption data for planning, budgeting and delivery scheduling purposes.**

## **Tires**

**6.4.6 Pay special attention to the quality and specifications for the tires supplied with the vehicle, particularly tread design and thickness. Tires designed for use in sand are not good for mud, and vice versa. Heavy duty, cross-country tires may be the most suitable for vehicles which will be used on other-than-hard-surface roads, except in desert or semi-desert conditions where sand tires are essential.**

**6.4.7 Assess the suitability of particular types of tires in consultation with a technical expert, preferably with local experience. Use relevant data on planned vehicle type, previous and planned use, and typical local conditions to aid in this assessment.**

**6.4.8 Road and off-road conditions in field situations are extremely hard on tires. They can wear out in 10,000 km, under some of the conditions encountered. Repairing tires with tubes in the field is easier than repairing tubeless tires. Slight damage to wheel rims, which can easily occur during off-road operations, does not affect tires with tubes. Consider the advantages of:**

- (a) providing an extra complete spare wheel with proper wheel mount on the vehicles (outside wheel mount must be lockable) or extra tubes; and**
- (b) equipping the vehicle with a tire repair kit.**

### **Two-Way Radio Communications**

**6.4.9 Two-way radio communications with vehicles is one of the best means to increase utilization and security. Communications with the base station enhance the management of overall transport operations. In the case of convoys, communications can play a vital role in controlling the convoy and improving security.**

**6.4.10 The decision to install communications equipment in a vehicle is based on the vehicle's intended use and on established communications practices in the area in which the vehicle will be operating. If the need is justified, order a mobile radio separately through Headquarters. Request delivery in time for installation by a professional radio technician on arrival of the vehicle.**

### **Technical Kit**

**6.4.11 A high degree of self-sufficiency is necessary for vehicles which operate primarily in areas without adequate support infrastructure. Tools delivered with a vehicle are often insufficient or of inadequate quality for field use. Consider supplying a specially prepared technical kit for remote operations. Items for the kit may have to be ordered specifically. Because of their value and portability, kits should be kept securely in a lockable box, issued against a receipt for each field trip and fixed to the vehicle. Provide driver training on the use of the contents through a local workshop.**

### **Chart 6.E: Technical Kit for Field Operations**

- Owner's Manual**
- Towing cable or rope**
- Battery jumper cables**
- Tool set: screwdriver, hammer, flat- and sharp-nosed pliers, spanners, monkey wrenches**
- Jack with jack handle and wheel wrench, suitable for use on soft or uneven ground**

- **Puncture repair kit**
- **Tire inflating equipment**
- **Wire, string, assorted nuts and bolts, PVC tape**
- **Vehicle-specific spare parts: headlight and tail-light bulbs, fuses, spark plugs, air and fuel filters, fan and water pump belts, hoses, clamps, extra tire tube**

#### **Other Suggestions for Field Trips**

- **Signal triangle**
- **Flashlight, preferably with own batteries, as well as a cable to connect to the vehicle battery**
- **Jerrycan(s) for spare fuel: 20-litre, metal**
- **Jerrycan(s) for water: 20-litre, plastic**
- **Fuel funnel**
- **Second spare wheel (rim, tire and tube)**
- **Extra engine and gearbox oil**
- **Brake fluid (in small sealed tins)**
- **Shovel**
- **Axe**
- **Fire extinguisher**
- **Tire chains (snow conditions)**
- **Sleeping bags or blankets, small set of cooking and eating utensils, camp stove or firewood**

#### **First Aid Kit**

**6.4.12 As a minimum, each vehicle should be equipped with a basic first aid kit containing a supply of antiseptic, bandages and dressings. These can usually be obtained locally.**



**6.4.13 A somewhat more complete kit may be purchased through Headquarters. In addition to basic first aid necessities, this UNHCR kit contains medical supplies to cope with sudden medical problems commonly encountered in the field, such as malaria attacks or digestive upsets. The kit includes instructions in languages used in UNHCR; the field office is responsible for any translation into local languages.**

**6.4.14 Arrange training in basic first aid for all field staff and drivers through a local institution, such as a hospital or the national Red Cross or Red Crescent Society.**

**6.4.15 Institute local administrative procedures to:**

- (a) obtain and secure standard first aid kits within the office; and**
- (b) replenish the contents of the kits at regular intervals.**

#### **Chart 6.F: Suggested Topics for a First Aid Course**

- How to stop bleeding, prevent shock, deal with unconsciousness.**
- Breathing problems, symptoms and possible causes. Resuscitation.**
- Fractures and their signs. How to make a splint.**
- How to make a stretcher.**
- Bums and primary treatment.**
- Dehydration and how to prevent it.**

#### **6.5 Purchase of Vehicles**

**6.5.1 Before proceeding with the purchase of any vehicle, Headquarters must approve a budget allocation for vehicle acquisition.**

**6.5.2 For UNHCR programme operations, international procurement is the recommended method for obtaining needed vehicles. Its major drawback is the long lead-time necessary for manufacturers to produce and deliver the order - usually a minimum of three months from placing the order to receipt in the field. Submit complete specifications to SFAS at Headquarters, through the geographic desk.**

**6.5.3 Consider local procurement only if required models can be supplied ex stock under warranty. The price of locally purchased vehicles will always be higher than the international price. Investigate tax exemption or recovery of import duties for local purchases. Urgency alone can justify a local purchase, and then only if the cost or availability of rental or borrowed vehicles prevents their use to fill the gap until internationally purchased vehicles arrive.**

#### **Chart 6.G: Vehicles: International or Local Purchase?**

##### **INTERNATIONAL PURCHASE:**

**Advantages**

Almost an unlimited choice of makes and models from which to choose.  
 Ability to meet specific requirements for auxiliary equipment and special options.  
 Lower prices, supplied duty-free, with possibility of quantity discounts.

**Disadvantages**

Long delivery lead-time.  
 Question of compatibility with existing local servicing infrastructure.  
 Possible import restrictions causing delay in delivery.

**LOCAL PURCHASE:****Advantages**

Vehicle make and model (including options) already standardized with any local infrastructure.  
 Servicing, including repairs under manufacturer's warranty, available from the local supplier.  
 Short delivery lead-time, if ex stock.

**Disadvantages**

Local price usually higher than international cost, particularly if tax exemption or recovery for UNHCR is not authorized.  
 Stocked models likely to be older.  
 Available vehicles possibly equipped with undesirable or unnecessary options.

**6.6 Receipt, Registration and Insurance**

**6.6.1 Follow standard port clearance and receiving procedures to release vehicles from the shipping agent and from customs, or to take delivery from a local supplier (see Chapter 4, *Receipt of Shipments*). In addition, however, the consignee must arrange for each vehicle to be inspected, registered, insured and delivered to its final destination or operational base. Also, affix appropriate markings to the vehicle and install radio communications equipment at this time.**

**6.6.2 All of these services may be available through a contracted forwarding agent, or the consignee field office may have to contract separately. Detailed instructions and follow-up are necessary for each vehicle received. See Annex XXI for a suggested checklist.**

**Pre-Delivery Inspection**

**6.6.3 Pre-delivery inspection ensures that each vehicle is undamaged and in proper operating condition, both mechanically and physically, in accordance with the manufacturer's specifications. Retain the manufacturer's local representative, a reliable local vehicle workshop or the workshop of an implementing partner to conduct the pre-delivery inspection.**

**Vehicle Markings**

**6.6.4 As part of the pre-delivery activities, each vehicle should be marked for identification purposes, as follows:**

**(a) *UNHCR-registered vehicles* - Affix «UNHCR» (or its French, Spanish or other language equivalent, in accordance with local practice) to both right and left front doors of the vehicle in an appropriate size which is easily seen. Decals for this purpose are available from Headquarters, or the identifier may be painted using a template. Security considerations may also suggest adding «UN» or «UNHCR» on the hood or roof of the vehicle, to make it easy to spot from the air.**

**(b) *UNHCR-supplied project vehicles* - Paint «Donated by UNHCR», or its equivalent, on both the right and left front doors of the vehicle. To readily identify each vehicle, the year of acquisition and relevant project code are also included on both rear passenger doors of light field vehicles.**

**(c) *Donated vehicles* - Donors may specify markings for vehicles to identify their contribution. Pay special attention to ensure that their requirements are fulfilled.**

## **Registration**

**6.6.5 All vehicles must be registered on receipt, preferably in the name of the user of the vehicle, and not necessarily UNHCR. In the event of an accident, the driver is usually held liable for any criminal charges, but the registered owner may be liable for any civil damages claimed. The user (if not the owner) is not commonly involved in these legal matters, except in the possible regress of a claim against the owner.**

**6.6.6 For official or project vehicles operated by UNHCR staff members, where UNHCR is the owner, user and operator of a vehicle, registration is straight-forward. Liability and control are vested entirely in the office.**

**6.6.7 In the case of project vehicles, where vehicles purchased by UNHCR are turned over to an implementing partner, the situation is more complex. Project agreements usually foresee the transfer of ownership to the implementing partner. UNHCR is sometimes hesitant to do so immediately, however, because control over the use and disposition of the vehicle is also transferred. In the past, vehicles have been registered to UNHCR on receipt and delivered to an implementing partner, leaving UNHCR liable for civil claims resulting from the operation of the vehicle by our implementing partner. Registration of the vehicle in the name of the intended user is recommended, with the understanding that the vehicle will be operated for the purposes set out in the project agreement, and disposition of the vehicle will be made only after consultation and agreement with UNHCR.**

**6.6.8 Vehicles registered to UNHCR which are no longer needed for current or future UNHCR activities may be handed over, with a transfer of registration, to implementing partners. The disposition of this UNHCR-owned, non-expendable property requires the prior approval of the UNHCR Property Survey Board at Headquarters.**

## **Vehicle Insurance**

**6.6.9 Vehicle insurance should be in place before a vehicle becomes operational. For UNHCR-operated vehicles, the**

**Branch Office must arrange sufficient coverage. Minimum insurance requirements for vehicles transferred to implementing partners are specified in the relevant project agreement. Refer any questions concerning insurance to the Legal Adviser at Headquarters.**

**6.6.10 In assessing insurance requirements, consider the possible eventualities and the cost/benefits of coverage. In the event of an accident, three types of damages can result:**

- Injury or property damage to a «third party» (not the vehicle or its occupants), is covered by *third party liability insurance*. This insurance is compulsory in most countries, but the amount of coverage stipulated is often less than actual claims which can occur. The registered owner of the vehicle is liable for any difference between the amount of coverage and the amount of a claim settlement. The UN Global Insurance Scheme, to which UNHCR does not currently subscribe, recommends coverage up to US \$500,000 per accident (combined bodily injury, death and property damage).**
- Damages to the vehicle requiring repair, or replacement of the vehicle in the case of excessive damage or total destruction, is covered by *comprehensive insurance*. This type of insurance is presently not compulsory in UNHCR. In any case, the risk is limited to the value of the vehicle at the time of an accident. On a global basis, the premiums for comprehensive coverage are high and cannot be justified in terms of potential reimbursements. Implementing instruments do require this coverage, however, for project vehicles whose ownership is vested in an implementing partner.**
- Injury or losses suffered by the driver or passengers should be covered by *passenger insurance*. Pay special attention to the need for passenger insurance, because the risks involved are difficult to anticipate and the amount of any claims can be considerable. Staff members travelling on official business may be adequately protected by UNHCR employee insurance, but government officials, contracted experts, members of implementing agencies, media personnel and refugees may also be passengers, whose own insurance may be insufficient or non-existent.**

**6.6.11 For vehicles operated by implementing partners, mandatory clauses in project agreements require insurance for non-expendable property (comprehensive insurance for vehicles) and third party liability. UNHCR also declines responsibility for the activities and staff members of its implementing partners in the relevant project agreements. In reality, however, implementing partners, especially government departments, are often self-insured or their coverage is limited to the amounts compulsory in the respective country. A considerable risk exists if vehicles operated by an implementing partner remain registered to UNHCR, because settlements above basic legal obligations and insurance coverage may revert to the registered owner, i.e. UNHCR.**

#### **Delivery to the Vehicle Base Location**

**6.6.12 On completion of all receiving activities, arrange delivery of each vehicle to its final destination and user, where the vehicle will be based for its intended purpose. Vehicles may be driven under their own power or carriers may be**

**contracted to transport the vehicles, especially for long distances involving poor road or driving conditions. Note that shipping insurance can be extended to cover vehicles to their final destination. If they are driven under their own power, however, third party liability insurance coverage must also be provided locally.**

**6.6.13 A minimum of two sets of keys are supplied with each vehicle. Give one set to the driver (or carrier), to be surrendered to the user's fleet manager when the vehicle is not being driven. Forward the other set of keys to the fleet manager, to be retained securely in the event that the first set of keys is lost and must be replaced by a duplicate set.**

## **6.7 Use of Vehicles**

**6.7.1 Staffing and procedures for vehicle operations depend upon the size of the fleet. Control is an integral component of overall logistics operations in a country, covering all aspects for the provision and maintenance of vehicles. For UNHCR-operated vehicles, the related tasks are usually assigned to the administrative officer or administrative assistant. For project vehicles, a logistics officer should control vehicle operations, possibly assisted by a full-time dispatcher.**

**6.7.2 For major programmes where several different implementing partners are involved, one organization should coordinate overall programme logistics requirements, to avoid duplication of effort and less-than-optimum use of existing transport capacities.**

**6.7.3 Communications between all points of a transport network are vital to effective operations and control. Radio communications with vehicles and with outposted offices which do not have regular telephone communications may be necessary.**

**6.7.4 Control procedures should include a periodic examination of vehicle operations and consolidation of related data. Feedback is important for planning and budgeting upcoming requirements for fuel, spare parts, the acquisition of additional vehicles, and the selection of makes/models for future procurement.**

**6.7.5 Vehicles are a dynamic and expensive part of a logistics system. Administratively, however, they are often treated as merely another category of non-expendable property. Following are some suggestions to improve control, use, monitoring and feedback, that may be applied to both official and project vehicles. Whether vehicles are managed by UNHCR or by an implementing partner. UNHCR officials must play an active role in encouraging the establishment of proper procedures and controls.**

### **Vehicle Records**

**6.7.6 Each UNHCR office should maintain a comprehensive inventory of all official and project vehicles, separate from the UNHCR inventory of non-expendable property. Establish a Vehicle Inventory Record for each vehicle at the time of acquisition (see Form SFAS/FH-3 in the Forms Annex for an example). This record can also be used to notify the vehicle workshop that the vehicle is authorized for service, and to establish a corresponding Vehicle Operations Record**

**File.**

**6.7.7 Provide each vehicle with a Vehicle Log Book to record all use of the vehicle, as well as all fuel allocations, maintenance and repairs. See Form SFAS/FH-4 in the Forms Annex for a suggested layout for the pages of the Log Book. The Log Book should remain with the vehicle at all times. Copies of all receipts, vouchers and work orders are turned in to the fleet manager daily, to be placed in the Vehicle Operations Record File.**

**6.7.8 At the end of each month, the driver or fleet manager should prepare a Monthly Summary of Vehicle Operations (see Form SFAS/FH-5 in the Forms Annex) for each vehicle. Attach all receipts, vouchers and work orders. The fleet manager can then consolidate the Monthly Summaries to provide an overall Monthly Fleet Management Report. Data for each vehicle is placed on its Vehicle Operations Record File, to provide an operational history.**

**Fuel Supplies**

**6.7.9 Provide a method to control and monitor the use of fuel. If fuel is available from a local supplier, institute fuel requisitions, issued by the fleet manager and signed by the driver, to record each time a vehicle is filled. The supplier may then invoice for the fuel supplied periodically, the amount supported by the fuel requisitions. If UNHCR provides special fuel depots for vehicles, the fleet manager may control and issue coupons for fuel. Each time fuel is issued, the vehicle registration number and driver's signature are noted on the coupon. Drivers also record the date and quantity/cost of fuel in the Vehicle Log Book. Calculate vehicle fuel consumption from Log Book records for planning and budgeting purposes.**

**6.7.10 When fuel must be imported and stored in drums, provide the necessary tools to extract the contents safely. Fuel drums should be opened with non-ferrous tools. Preferably draw fuel from upright drums using semi-rotary hand pumps. Otherwise, construct wooden frames to hold drums and prevent them from rolling; use brass taps which screw into the drum to draw the fuel. Funnels and measuring jugs are also useful.**

**Vehicle Drivers**

**6.7.11 Recruit local drivers for the vehicles - no one should drive a vehicle who does not have a locally valid driver's licence for the category of vehicle to be driven. Drivers should be assigned to and responsible for a specific vehicle, to assure regular inspection, servicing and maintenance of the vehicle, and to minimize the risk of accident or injury. Consider the feasibility of a safe driving bonus scheme.**

**6.7.12 Establish rules for drivers, which may be included as part of a driver's contract of employment. The sample rules provided in Annex XXII may be amended or augmented, according to local circumstances.**

**6.7.13 In addition to prescribed regularly scheduled maintenance, the fleet manager should ensure that drivers conduct daily and weekly vehicle checks and report any deficiencies promptly. Suggested checklists for these inspections are included in Annex XXIII. Drivers assigned to vehicles should conduct these checks first thing in the day, before leaving**

**the base. Before undertaking any field mission, drivers should make a thorough inspection using the weekly checklist.**

**6.7.14 Drivers may also be trained and given the means to perform basic maintenance and repairs on their assigned vehicles. As an example, when vehicles are operating in remote areas or where local workshops offer limited repair services, fleet operations are enhanced if drivers can repair punctures or change the engine oil. Especially on field trips, basic spare parts, an adequate tool kit and an owner's service manual should be in the vehicle.**

**6.7.15 Driver discipline is essential to prevent misuse of vehicles, time, fuel and money. Schedule and monitor vehicle movements - drivers must account for any delays or irregularities. Establish rules and procedures, so drivers are aware of their responsibilities and duties. Enforce discipline consistently. For a first offence, warn the driver and explain what improvement or change is expected. For a second offence, issue a written warning. A similar third offence may result in dismissal. Drivers should be given an opportunity to explain; summary dismissal and replacement of an offending driver does not encourage widespread confidence, nor is the problem necessarily solved. Drivers who continually abuse or misuse their vehicle, or do not respond to disciplinary measures, however, must be dismissed.**

**6.7.16 Fleet managers and other programme officials should spot-check vehicles periodically and randomly. Check the condition of the vehicle, the driver and any goods on board. Examine both the vehicle operating documents (registration, driver's licence, etc.) and the transport documentation (truck waybill, etc.). Follow up any necessary corrective action with the fleet manager or official in charge of vehicle operations.**

### **Vehicle Accidents**

**6.7.17 Relatively minor accidents occur in urban areas, and do not usually involve serious injuries or loss of life. Serious accidents take place in rural areas, where the consequences can be severe if collisions occur at higher speeds, or vehicles leave the road or overturn. Accidents may be caused by technical malfunction, but more commonly are the result of driver error.**

**6.7.18 In the event of an accident, the driver or another staff member present is responsible for:**

- (a) assisting, as best possible, any injured persons or animals involved in the accident;**
- (b) reporting the accident immediately to the police and local authorities and notifying the fleet manager;**
- (c) never becoming part of an on-the-spot settlement initiated by another party; and**
- (d) recording all pertinent details of the accident**
  - specific location, road/weather conditions, date and time of day,**
  - names, addresses, telephone numbers of all witnesses and any other drivers involved,**

- **driver's license numbers, vehicle registration and insurance coverage information for any other vehicles involved, and**

- **an accurate description of the accident and any damage to people, animals or property.**

**6.7.19 A Vehicle Accident Report (see Annex XXIV) is submitted to the fleet manager who follows up and documents the related insurance claim, vehicle repairs and damage settlements.**

## **6.8 Maintenance and Repair**

**6.8.1 Consider the requirements and local availability of maintenance and repair services as part of the needs assessment and transportation plan, and before making vehicle purchasing decisions. Effective maintenance and repair facilities must be identified for all vehicles to avoid losing the benefit of their transport capabilities. Vehicles which are out-of-service or unserviceable represent a significant waste of resources.**

**6.8.2 The useful lifespan of a vehicle and its reliability depend largely on regular maintenance. Where a basic service infrastructure does exist, problems are minimized by selecting makes and models which can be serviced locally. In some lesser developed countries and in most remote areas, meeting vehicle requirements for periodic maintenance and repairs requires well-thought-out solutions.**

**6.8.3 Each vehicle arrives with a manual that indicates the manufacturer's recommended servicing schedule. Fleet managers should establish a maintenance plan for each vehicle based on the manufacturer's recommendations and taking local conditions into consideration, which may dictate additional or more frequent maintenance activities.**

**6.8.4 Anticipate spare parts requirements by examining maintenance schedules and planned vehicle use. Where spare parts are difficult to obtain or unavailable locally, orders can be placed regionally or through SFAS well in advance of their scheduled need.**

**6.8.5 Vehicle repair needs are usually unpredictable, often resulting from breakdown or accidents. Delays while awaiting repairs are the main cause of acute vehicle shortages. Vehicle repairs require the same technical facilities as regular maintenance, with the possible addition of a body shop. Identifying spare parts requirements for vehicle repairs, however, presents particular problems when these must be ordered internationally. Historical fleet operations data is useful. Proper maintenance and safe driving practices appropriate for local road conditions should also minimize the need for unexpected repairs.**

**6.8.6 Make the driver responsible for keeping the assigned vehicle in good running condition, adhering to the vehicle maintenance schedule and arranging for both regular maintenance and necessary repairs. To permit the fleet manager to make alternate arrangements to meet transport needs when a vehicle is out-of-service, the driver should confirm with him the required servicing and the time-frame when the vehicle will be in the workshop before proceeding. Any servicing irregularities or delays must be reported immediately to the fleet manager.**



**6.8.7 UNHCR Branch Offices may incur expenditures up to US \$2000 for each single case of repair. Only repairs exceeding this value require consultation with the geographic desk at Headquarters.**

### **Spare Parts**

**6.8.8 Two different types of spare parts needs can be identified:**

- (a) parts for vehicle maintenance at regular and predictable intervals; and**
- (b) parts for vehicle repairs which may result from a breakdown or accident.**

**6.8.9 To ensure a sufficient complement of spare parts is on hand to service all vehicles from the time of their arrival (particularly in countries where the local infrastructure is inadequate for fleet maintenance), the most appropriate strategy is to obtain, through SFAS, the manufacturer's estimate of fast-moving spare parts needs for an initial period, say six months. For a large order, a manufacturer may be willing to assign one or more technical staff to make a detailed study in the field.**

**6.8.10 The lack of spare parts seriously impedes transport operations and capacities when vehicles must wait for parts to arrive. Priority must be given to planning periodic spare parts requirements and making accurate requests for purchases in a timely manner. Normally, the vehicle workshop has established its own inventory control and replenishment procedures and has the expertise to identify reorder levels and quantities to meet fleet maintenance requirements. Problems arise when non-technical personnel must order spare parts, or parts are needed for urgent repairs.**

**6.8.11 The value of urgently needed spare parts is minimal when compared with the disproportionate costs which may result from the loss of use of a vehicle over an extended period - for example, hiring alternate transport, driver's salary, insurance premiums. Availability and speed of delivery become the overriding factors. Fleet managers and workshop supervisors must know:**

- (a) potential sources for urgently needed spare parts - local, regional or international suppliers and agents; and**
- (b) the fastest and most reliable delivery method - usually by air or by courier, if other than a local purchase.**

**6.8.12 When ordering spare parts and repair components, certain technical information is necessary to ensure that the parts supplied are the ones required, and that all worn or damaged components are identified. Even for a particular make and model, exact parts vary from year to year. Full vehicle particulars (including serial and engine numbers), an explanation of the problem and a description of the parts will assist purchasing staff and the supplier in recognizing and providing the correct items.**

**6.8.13 SFAS supplies workshop service manuals and manufacturers' spare parts catalogues to UNHCR offices. Many of these are provided on microfiche, but SFAS has arranged to obtain hard copies from suppliers for offices where**

**microfiche readers are not available. Forward requests for these manuals or catalogues to SFAS.**

**6.8.14 Requests for spare parts must be submitted in writing. Many parts catalogue numbers can be 15 digits long, not to mention the vehicle engine and chassis numbers. Errors cause delays and, if undetected, will result in the provision of the wrong parts. SFAS recommends the use of a Motor Vehicle Spare Parts Requisition (see Form SFAS/FH-6 in the Forms Annex) for all spare parts orders.**

**6.8.15 The way spare parts are packed can affect the efficiency of storage facilities and workshop operations. Spare parts are usually shipped in wooden cases, with packing lists provided separately with the shipping documents. Where fork lifts are not available to handle large containers, request packing in cases of an appropriate size for local handling capabilities. The contents of each case must be easily identified to save time in opening, sorting and securely storing the consignments on arrival.**

#### **Chart 6.H: Suggested Fast-Moving Spare Parts for Periodic Vehicle Maintenance**

**Air filters**

**Oil filters**

**Fuel filters**

**Headlights**

**Tail-lights**

**Shock absorbers**

**Brake linings**

**Accelerator cables**

**Ignition contacts**

**Fuses**

**Muffler exhaust**

**Lubricants**

**Brake fluid**

**Transmission fluid**

**Windshield washer fluid**

**Antifreeze**

**Batteries**

**Tires**

#### **Vehicle Workshops**

**6.8.16 Effective mechanical workshops increase the average service life and serviceability of vehicles. Where the local infrastructure is assessed as inadequate, seek technical advice, probably from outside the country, to establish and operate a workshop for fleet maintenance. Several international aid agencies have acquired excellent experience in workshop management in field situations.**

**6.8.17 Expedient short-term solutions may be necessary to maintain vehicles in the early stages of an operation, but plan and take corrective action, to discontinue these stop-gap measures before they become institutionalized. Make-shift operations cause great stress for the personnel involved, and make the transport sector vulnerable to a sudden decrease in vehicle availability. The incidence of serious accidents will increase. Danger signs which indicate the need for improvement and better alternatives are:**

- (a) continued use of existing facilities which are unsuitable;**
- (b) local purchase of equipment, tools and spare parts at high cost;**
- (c) improvisation or welding of broken parts;**
- (d) cannibalization of unserviceable vehicles;**
- (e) constant switching of parts between vehicles which are temporarily off the road;**
- (f) oil and other filters left unchanged for long periods;**
- (g) vehicles driving on badly worn or damaged tires; and**
- (h) safety standards severely stretched.**

**6.8.18 The establishment of an effective vehicle workshop requires a substantial investment in technical expertise, resource personnel, equipment, tools, parts and labour. A professional and technical evaluation of needs can address the following factors:**

- (a) the number, age and diversity of makes, models and types of vehicles in the overall fleet;**
- (b) local availability and cost of service, maintenance equipment, tools and spare parts;**
- (c) availability and reliability of electricity and water;**
- (d) availability of existing purpose-built workshop facilities, storage and office space;**
- (e) availability of trained mechanics and employment terms demanded; and**
- (f) other related issues, such as drivers, training needs, discipline, road conditions, security and communications.**

**6.8.19 In defining the requirements for a vehicle workshop, other important considerations are:**

- (a) its location, existing facilities and the ease with which it can be expanded to fulfil its ongoing role to provide effective service;**
- (b) its staff complement of experienced and trained managers, supervisors and mechanics; and**
- (c) the expected life of the programme it serves, and the future use of the vehicles, equipment and property on termination.**

**6.8.20 A workshop needs a technically competent fleet maintenance manager, familiar with the fleet operations area, who exhibits authority and a sensitivity to local political and social factors. The manager should have a local budget, with authority to make local purchases when necessary. Managers will be obliged to bargain continually for local parts and services. They will need to select, manage, dismiss and sometimes endure threats from local employees. They must encourage and administer staff discipline, and may be subjected to some degree of local pressure. Local pressures commonly include requests to hire certain (perhaps unqualified) individuals, requests to repair or service vehicles not connected with the fleet operations, or requests to lend spare parts or equipment. Managers may demonstrate local goodwill to encourage cooperation, however, by assisting in the repair of community facilities, where such assistance does not interfere with the workshop's primary role.**

**6.8.21 Many of the tasks to maintain a vehicle workshop operation are extremely laborious and time-consuming, requiring skilled staff. A full-time parts/inventory supervisor is a valuable asset, removing a considerable burden from other workshop personnel. Workshops must also depend on the contribution of local employees, including mechanics, storekeepers, clerical staff and security personnel.**

**6.8.22 Managers, supervisors and expatriate advisory personnel are expected to develop and motivate national employees. On-the-job training and demonstration of proper methods and techniques are best. A training programme covering the theoretical and practical aspects of their work enhances an employee's knowledge and understanding of assigned tasks.**

**6.8.23 There never appears to be enough equipment or tools for the workshop, and losses occur continually. Tools are needed for routine maintenance and repairs. Special equipment and tools are used for major overhauls and bodywork. Most servicing is routine because locally available skills and facilities for special servicing in many developing countries are scarce. Each manager usually has his own list of necessary equipment and tools, based on personal experience. Compile a list of initial requirements and make provision for reasonable replenishment periodically. Requested tools and equipment must be in the ranges and of suitable sizes to service all makes and models in the vehicle fleet, taking into account possible needs for both metric and imperial sizes. Access to welding facilities is particularly important, including a reliable and adequate supply of oxygen and acetylene cylinders.**

**6.8.24 The provision of mobile workshops, recovery or servicing vehicles to assist fleet vehicles that break down in the field, and the related costs and benefits to add these fleet maintenance and repair capabilities, must be carefully assessed. Their usefulness will depend upon:**

- (a) the machinery, equipment and spare parts they carry;**
- (b) their operational range and limitations in terms of dispersal of the vehicle fleet and local roads, geography and climate; and**
- (c) the availability of trained personnel to operate the servicing equipment on board.**

**6.8.25 Tools, portable equipment and spare parts must be stored securely when not in use, and controlled when issued to workshop personnel. Security problems have been encountered in some countries, where spare parts and tools are being pilfered or stolen because of their high local value in comparison to local salaries - a set of tires can be worth the equivalent of five years' wages for a driver. The following measures may help to control workshop inventories:**

- Focus inventory control and security responsibilities on selected, reliable individual staff members.**
- Use locked cargo containers for secure storage of tools and spare parts (and restrict access to keys).**
- Mark tools and spare parts, such as tires, distinctively for easy identification.**
- Issue tools and spare parts only against authorized written requisitions. No spare part is issued from the store's inventory without the old broken or damaged part being surrendered to the storekeeper.**

**6.8.26 Storage arrangements are often neglected. Efficient shelf utilization can determine the amount of storage space needed, the number of spare parts that can be held, and even the ability to find a part at all. Shelving should be stable and no more than 2 metres high. Drawers also enhance the efficient use of available space.**

**6.8.27 A basic inventory control system can be maintained on a cardex system. One card is used for each type of spare part, recording details of the part description, source, catalogue (name and year) and order number, unit price, minimum reorder quantity, number of units on hand, incoming and outgoing quantities, with dates and corresponding receipt vouchers/parts requisition numbers. At the end of each day, parts requisitions and receipt vouchers are sorted and used to update the cardex file. Perform periodic spot-checks of actual inventory quantities on hand against quantities recorded on the cardex file. A complete physical inventory should be conducted at least semi-annually.**

**6.8.28 The workshop supervisor maintains a Vehicle Repair Status Report, updated daily, specifying vehicles under repair at the start of the day, those received during the day, and those completed and released. The fleet manager may use this report to monitor and predict vehicle availability for fleet operations. The workshop supervisor uses this report to schedule the workshop workload.**

**6.8.29 For each vehicle received in the workshop, a Work Order is prepared, listing the service requirements as indicated by the vehicle driver. All work carried out on the vehicle is recorded on the Work Order, and copies of parts requisitions are attached. Both the foreman/senior mechanic and the driver sign the completed Work Order to certify that the work listed has been completed.**

**6.8.30 The vehicle workshop retains a Vehicle Maintenance File for each vehicle in the authorized fleet. Basic vehicle data is included in the file, plus detailed records of all maintenance and repairs to the vehicle, and copies of all Work Orders and parts requisitions for each servicing job completed. The file is useful to monitor the frequency and nature of individual vehicle servicing and spare parts consumption.**

**6.8.31 At least semi-annually, the vehicle workshop submits a summary of all work performed on each vehicle to the fleet manager. This information is used to reconcile and update the Vehicle Operations Record Files. Decisions to dispose of or replace vehicles can be substantiated from these records.**

#### **Chart 6.I: Characteristics of an Effective Vehicle Workshop**

- 1. Located near a main road, with convenient access.**
- 2. Close to other operations buildings to allow good communications.**
- 3. Level area with hard surface, not liable to flooding or dust problems.**
- 4. Secure space with provision for fencing, night-time lighting, a guardhouse, and lockable stores for tools, parts, tires, etc.**
- 5. Sufficient turning space for vehicles entering and leaving, turning and parking, preferably without having to back up.**
- 6. Working facilities include several covered service bays, at least one inspection pit or ramp, at a sufficient distance from the stores area to minimize fire risk.**
- 7. Office space for supervising staff and reception, staff wash-up and toilet facilities, a telephone or radio communications link, and provision of standby generators if necessary.**

#### **Chart 6.J: Suggested Topics for a Vehicle Workshop Employee Training Programme**

##### **Workshop Technical Operations:**

- **workshop safety**
- **engines and engine service**
- **clutch and gear box**
- **drive shaft, rear axle and steering**
- **exhaust systems**
- **suspension, wheels and tires**
- **chassis and trailer couplings**
- **batteries, battery service and charging**
- **brakes and brake service**
- **starting system**
- **lighting system and electrical accessories**
- **fitting, matching and measurement**

##### **Workshop Stores:**

- **how to use a catalogue**
- **how to prepare spare parts orders**
- **inventory control methods**
- **using a cardex system**

## **6.9 Disposal of Vehicles**

**6.9.1 Vehicles are classed as non-expendable property. They are subject to UN rules governing disposal and, for project vehicles, the relevant clauses in project agreements with our implementing partners.**

**6.9.2 Unlike other items of non-expendable property, vehicles have a sustainable life which does become obsolete or inefficient at a given moment, except perhaps as a result of an accident causing serious damage or complete destruction. Overtime, the value and usefulness of a vehicle decreases, while the expenditures for its maintenance and operation increase. The optimum time for disposal or replacement is the point where anticipated expenditures exceed the remaining value of the vehicle. Additional circumstances, however, can influence this decision, such as:**

- **The usefulness of the vehicle may still exceed its current commercial value.**
- **The replacement cost of the vehicle may be prohibitive because of budgetary constraints.**
- **Legal restrictions may apply to the disposal of duty-free vehicles.**

**6.9.3 To make informed decisions, certain historical data for each vehicle must be available:**

**(a) the vehicle inventory record, to confirm that vehicles under consideration are identified as UNHCR-supplied vehicles; and**

**(b) the vehicle operations record, to provide operations, maintenance and repair data and related costs for each vehicle.**

**6.9.4 Assess requirements to dispose of, or replace, vehicles annually. Apply the following guidelines:**

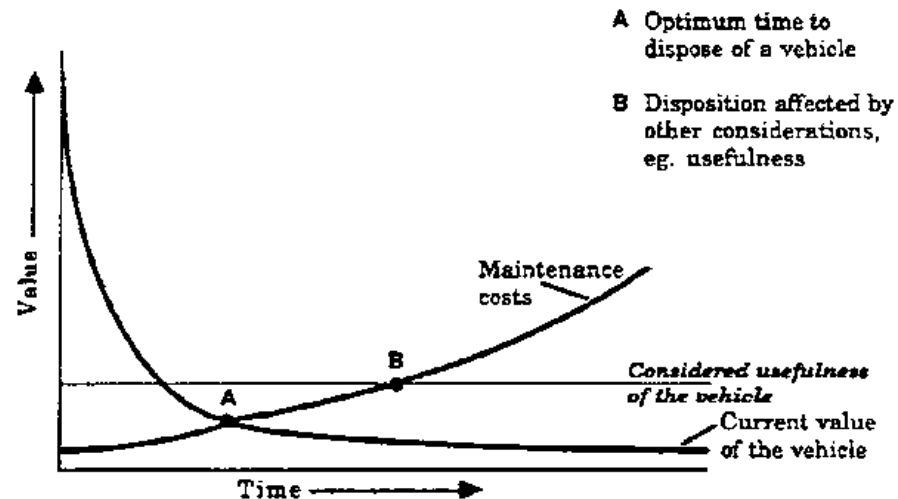
- **Review the records for each official and project vehicle.**
- **Scrutinize the following vehicles closely -**
  - **those which have been operational for a minimum of five years or have logged 80,000 km, or**
  - **those whose maintenance and repair costs deviate from the overall fleet average expenditure by 50% or more, regardless of age.**

**6.9.5 To dispose of vehicles registered to UNHCR, submit a completed UN Form GS.45 (see Annex XXV) to the UNHCR**

**Property Survey Board at Headquarters before proceeding. The proposed method to dispose of the vehicle must be explained. If disposal through sale is recommended, also specify the sales procedure, estimated revenue and the intended use of the sales proceeds. If replacement of the vehicle is planned, include appropriate budget details and considerations. Note that the handover, by transfer of ownership (registration), of a UNHCR-registered vehicle to an implementing partner or the government constitutes disposal of UNHCR non-expendable property, and requires the approval of the Property Survey Board.**

**6.9.6 Disposal of vehicles registered to implementing partners is subject to confirmation by UNHCR, in accordance with the relevant clauses in the project agreement. Each recommended disposal action must be submitted to the UNHCR Branch Office, justified in terms of *inter alia*, the vehicle's age or mileage, condition, cost of continued maintenance or redundancy of the vehicle fleet. If UNHCR is asked to replace the vehicle(s), proposed budgetary provisions must be examined in consultation with the implementing partner and the geographic desk at Headquarters.**

**Chart 6.K: Vehicle Disposal - When?**



## VEHICLE DISPOSAL - WHEN?

