

# CHAPTER 8 / PART I / SECTOR OVERVIEW

## EMERGENCY LOGISTICS AND TRANSPORT MANAGEMENT

### 1. Emergency Logistics and Transport – Definitions and Objectives

#### 1.1. DRC Definition

Humanitarian operations are based on the timely provision of supplies and services, without which the entire operation might fail. As humanitarian emergencies often take place in areas far from main sources of supply and communication, the establishment of a relevant, efficient and flexible emergency logistics and transport system is paramount to the success of the operation (e.g. the provision of protection to the people of concern).

For DRC the definition of emergency logistics and transport management is:

*Emergency logistics and transport management is the support function ensuring the timely delivery of supplies and services needed for the humanitarian operation.*

Central to the timely delivery of supplies and services is the “supply chain” with standardized procedures and coordinated with colleagues in other departments and external partner agencies. The term “supply chain” covers sourcing, procurement, transport, import, management, storage and distribution of goods and services required to meet operational needs. The ability to deliver the right supplies to the right place at the right time and in the right quantities is a prerequisite for an effective emergency operation.

Logistics and transport management is a cornerstone in all DRC programmes as a support function to the operation. DRC also provides emergency logistics and transport management services and support to partner agencies in the UN. DRC has substantial experience with this kind of provision of logistics and transport services in large-scale and complex emergencies, most notably in Bosnia (1992-97), Macedonia and Albania (1999), Kosovo (1999-present) and Chechnya/North Caucasus (1999-2007). In Bosnia, DRC managed all aspects of a fleet comprising more than 100 trucks and in Kosovo DRC managed workshops maintaining 360 light vehicles and 50 buses/trucks at the height of the operation. Through our Stand-by Roster, DRC has constant access to a large pool of human resources with relevant competencies and experience from complex emergencies.

DRC operates in partnership with various UN agencies in emergencies, with DRC operationally responsible for either part of, or the entire logistics set-up in the relief operations. The activities range from DRC operating convoys with international management and drivers, to DRC managing procurement, warehousing, transport of various commodities by own or contracted fleet, workshops for light and heavy fleet, fuel management etc. Regardless of the set-up, the implementation of any given project is closely coordinated with the donors involved and the designated UN lead-agency.

The DRC transport and logistics capacity consists of a number of elements:

- » Overall management of the logistics and transport sector as a partner/contractor
- » Fleet management
- » Convoy management
- » Fuel management
- » Workshop management
- » Provision of international staff (managers, convoy leaders, mechanics, drivers etc)
- » Provision of trucks, vehicles and spare-parts
- » Generator installation and maintenance
- » Procurement (National and International)
- » Warehouse management

DRC's operational set-up is based on carefully recruited and trained international and local staff, which understand the humanitarian imperative and protection issues, and which can act flexibly and professionally on a high technical level. It is DRC's policy in any given operation to build on existing local capacity and resources, i.e. to replace international experts with nationals and to shift from own fleet to one locally contracted, as soon as the security situation permits and capacity has been identified to ensure safe and efficient implementation of the needed activities.

## 1.2. DRC Objectives and Types of Activities Implemented

Table 1.1: Examples of Objectives and Activities in Different Scenarios

Examples of Logistics & Transport objectives	Acute Crisis Scenario		
	Saving Lives	Protection, Restoration and Development of Livelihoods	Institutional & Organizational Change
	<p><i>Provide protection through facilitation of the timely delivery of supplies needed for the humanitarian operation and by ensuring a flexible and efficient transport capacity</i></p> <ul style="list-style-type: none"> <li>• Establish sourcing and procurement systems</li> <li>• Establish and manage warehouses</li> <li>• Fleet set-up, management and maintenance (workshops)</li> <li>• Transport (including evacuation) of displaced people</li> <li>• Establish and run convoy management</li> <li>• Set-up and manage distribution systems</li> </ul>	<p><i>Provide protection through facilitation of the timely delivery of supplies needed for the humanitarian operation and by ensuring a flexible and efficient transport capacity</i></p> <ul style="list-style-type: none"> <li>• Establish sourcing and procurement systems</li> <li>• Establish and manage warehouses</li> <li>• Fleet set-up, management and maintenance (workshops)</li> <li>• Set-up and manage distribution systems</li> </ul>	<p><i>Strengthen local and national emergency response capacity</i></p> <ul style="list-style-type: none"> <li>• Support to government/local institutions in operating emergency systems</li> <li>• Training of counterparts</li> </ul>
Activity Examples			



Examples of Logistics & Transport objectives		Displacement Scenario		Institutional & Organizational Change
		Saving Lives	Protection, Restoration and Development of Livelihoods	
Activity Examples	Provide protection through facilitation of the timely delivery of supplies needed for the humanitarian operation and by ensuring a flexible and efficient transport capacity	<ul style="list-style-type: none"> <li>• Manage warehouses</li> <li>• Manage and maintain heavy and light fleets</li> <li>• Manage distribution systems</li> </ul>	<ul style="list-style-type: none"> <li>• Manage warehouses</li> <li>• Manage and maintain heavy and light fleets</li> <li>• Manage distribution systems</li> </ul>	<p><i>Strengthen local and national emergency response capacity and hand over tasks where relevant and possible</i></p> <ul style="list-style-type: none"> <li>• Advocate emergency preparedness towards government institutions</li> <li>• Hand over tasks to national actors</li> <li>• Training of counterparts and partners</li> </ul>
	Provide protection through facilitation of the timely delivery of supplies needed for the humanitarian operation and by ensuring a flexible and efficient transport capacity	<ul style="list-style-type: none"> <li>• Transport for various repatriation/return activities</li> <li>• Manage warehouses</li> <li>• Manage and maintaining vehicle fleets</li> <li>• Manage distribution systems</li> </ul>	<ul style="list-style-type: none"> <li>• Manage warehouses</li> <li>• Manage and maintaining vehicle fleets</li> <li>• Manage distribution systems</li> </ul>	<p><i>Strengthen local and national emergency response capacity and hand over tasks and assets where relevant and possible</i></p> <ul style="list-style-type: none"> <li>• Advocate emergency preparedness towards government institutions</li> <li>• Training of counterparts and partners</li> <li>• Hand over tasks to national actors</li> <li>• Hand over assets</li> </ul>
Examples of Logistics & Transport objectives		Durable Solutions' Scenario		Institutional & Organizational Change
		Saving Lives	Protection, Restoration and Development of Livelihoods	
Activity Examples	Provide protection through facilitation of the timely delivery of supplies needed for the humanitarian operation and by ensuring a flexible and efficient transport capacity	<ul style="list-style-type: none"> <li>• Transport for various repatriation/return activities</li> <li>• Manage warehouses</li> <li>• Manage and maintaining vehicle fleets</li> <li>• Manage distribution systems</li> </ul>	<ul style="list-style-type: none"> <li>• Manage warehouses</li> <li>• Manage and maintaining vehicle fleets</li> <li>• Manage distribution systems</li> </ul>	<p><i>Strengthen local and national emergency response capacity and hand over tasks and assets where relevant and possible</i></p> <ul style="list-style-type: none"> <li>• Advocate emergency preparedness towards government institutions</li> <li>• Training of counterparts and partners</li> <li>• Hand over tasks to national actors</li> <li>• Hand over assets</li> </ul>
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### 1.3. Relations to Other DRC Interventions (examples)

The implementation of activities (sectors of intervention) such as; Housing and Small-Scale Infrastructure; Production and Income Generation; Food and Non-food (NFI) Aid; and Social Programmes are all heavily dependant on well functioning and supportive logistics and transport management. As a means to ensure a smooth and transparent support to these sectors of intervention, it is crucial to clearly outline roles and responsibilities, and as part of this, develop forms and procedures. I.e., for procurement this would include among other, a system including procurement request, order specification and release order. Unless items are specified and ordered accurately, there is a real danger that incorrect or inappropriate goods will travel through the supply chain. Similarly, a system needs to be in place concerning transport request, approval and allocation of vehicles as well as a daily/weekly transport plan.

The DRC operation that has most notably been dependant on a well functioning and supportive logistics and transport management is the North Caucasus Programme.

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#### Procurement in North Caucasus

North-Caucasus is the region where DRC has the largest procurement set-up. All procurement of relief items (food, non-food and shelter material) is concluded locally within the Russian Federation. DRC has been procuring an enormous amount of relief items since 1999. An international Procurement Manager is positioned in order to secure that the different donors' requirements are followed strictly. In addition to normal tender procedures and evaluation, final evaluation and selection of suppliers include assessment of their actual ability to deliver the massive requested amount in due time, in order to secure timely cover of beneficiaries needs. In this operation all aspects of the supply chain is managed at a large scale, and includes sourcing, procurement, transport, management, storage and distribution of goods and services, as well as a beneficiary data base.

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In the Balkans DRC has in the recent past, and still is, implementing various project activities which based on provision of transport, is providing physical security and protection to refugees and displaced, as well enabling durable solutions through return and repatriation.

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## Transport of Beneficiaries in Serbia and Kosovo

Based in Serbia, the DRC Balkans Regional Programme, in close cooperation with UNHCR, has been organising the return and repatriation activities through-out the Region, including go-and-see visits, go-and-inform visits, and the actual return/repatriation transport. This has included organising convoys with a strong provision of security through cooperation with police and military, as well as organisation of the reception upon return. These activities have been linked closely to the reintegration process for the returnees in form of reconstruction of houses, distribution of food and NFI, counselling and provision of legal aid.

In Kosovo DRC managed the so-called “minority bus shuttle” which provided much-needed transport for 25,000 people from ethnic minorities (“freedom of movement”), thereby allowing people access to shopping, medical assistance, family visits et al. The bus shuttle operated with KFOR military escort.

Go and See visits (as was implemented in the Balkans) could be used other places where long term displacement prevail.

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## 2. Principles

### 2.1. Principles Related to Project and Programme Management

The crucial role of the supply chain may not be overlooked in the assessment and planning phase, and in a larger operation with a strong logistics component the participation of a logistics specialist is highly recommended in an assessment mission, and during the initial stage of planning the operation. The more remote the location of the displaced, often the more complex will be the logistical challenges, yet these are the situations where logistics support or lack of same becomes a determining factor to the success or failure.

#### *Assessment/feasibility/planning*

- » Draft a logistics plan covering the supply chain and other relevant aspects based on the operation. Three key aspects of a good supply chain are rapidity, flexibility and security. Rapidity as the commodities are in most instances urgently needed to save lives, flexibility because circumstances change and there frequently is an urgent need to adapt to a changed situation, and security to reduce hazards for staff and so as to reduce theft and looting.
- » The logistics plan should provide an overview of the whole operation, planning for and managing services, materials, staff and time. The plan additionally needs

to take into account the need for spare capacity and build in ways of ensuring cost-effectiveness (maintenance and repair of assets, stock control, well negotiated contracts and adherence to procurement guidelines).

- » A comprehensive understanding of the overall requirements of the activities (for DRC the areas of intervention) is crucial. Needs assessment should be carried out in cooperation with the most important actors/colleagues. As part of this, a comprehensive list of requirements for meeting the basic needs of the displaced population et al is essential. This list can later be used for measuring the coverage, the uncovered balance and the impact of the assistance, as the operation moves on.
- » A mapping of the transport corridors with their limits and possibilities, existing storage facilities and possibilities for local procurement is very important.
- » Further to this a strong element of coordination is crucial to ensure that there is no duplication of interventions.

#### *Implementation*

- » Ensure that all procurement adheres to the DRC Procurement Guidelines, as well as the more specific donor guidelines of concern. As part of this, it is worth noticing that DRC by UNHCR has been received a Pre-qualification of Implementing Partner Procurement Procedures, and by ECHO has been given a Partner Status. This implies, that DRC is authorised to follow our standard procurement procedures.
- » Assess the local markets and do local procurement where commodities are available in acceptable quality and price. However, be aware about volumes procured, so as to avoid creating sudden price increases. Use local facilities and resources, including human, to the extent possible.
- » Vehicle fleets should be standardised (same make and model as far as possible, and preferably in same colour, most frequently white).
- » Ensure that the relevant partners and colleagues are fully informed on the stock holdings, lead time on ordered commodities and any delays in deliveries that might occur.
- » Build capacity of relevant partners, and hand over activities when relevant and possible.

#### *Monitoring and Evaluation*

- » Ensure proper storage, stock management and distribution procedures, including checks and balances, with proper documentation of all movements.

- » Confirm that national regulation on distribution, storage and control systems are observed. This is especially relevant concerning food, pharmaceuticals, petrol, chemicals and other items with special requirements for storage and handling.
- » Ensure in cooperation with the relevant project sectors that comprehensive distribution and post-distribution monitoring are in place, this to ensure that misappropriation of relief items is not taking place, all legible beneficiaries receive the stipulated items, and most importantly to prevent and ascertain that no exploitation (sexual and other) of beneficiaries is taking place.
- » Ensure that you receive feed-back from partners and colleagues on the performance of the logistics and transport unit, and put corrective measures in place as needed.

## 2.2. Principles Related to Cross-Cutting Issues and Operational Approaches

### *Partnership*

- » DRC in many operations links up to the UN supply chain and logistics set-up. Examples of this, is among other the cooperation with the UNJLC (Joint Logistics Centre) which allows DRC access to the pipeline of NFIs procured centrally. In this role, relief items are released free of charge to DRC, which thereafter based on the approved needs assessment distributes the items to the agreed beneficiaries. Another example of a different type of partnership is when DRC manages – the entire, or aspects of - the logistics operation as a partner of e.g. UNHCR.

### *Capacity Development*

- » Advocate emergency preparedness towards government institutions, train counterparts and partners and hand over tasks and assets to national actors when feasible and relevant.

### *Do-No-Harm*

- » Local procurement (where commodities are available at acceptable price and appropriate quality) has a lot of advantages. However, it is crucial to be aware of the risk of distorting the market by buying commodities in too large quantities. This can have the unintended consequences of leading to price increases, to the detriment of the local population. Therefore, the market mechanisms need to be assessed and the supply and demand situation understood. One may also distort the market by supplying too much food or other goods which may jeopardise the businesses of local traders.

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### **Selected Reference Material**

Normative documents (relevant legal documents – reference made to articles most pertinent to this sector)

- » The SPHERE Handbook (See Annex G1-G10). Humanitarian Charter and Chapter 1)
  - » The UNHCR Emergency Handbook, 2005 (See Annex D4). Supplies management and transport
  - » The WFP Emergency Field Operations Pocketbook. Chapter 9
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