



International Federation  
of Red Cross and Red Crescent Societies

**Shelter Research Unit**  
Innovating shelter



**German  
Red  
Cross**

# Emergency Sheltering

Guidelines on emergency sheltering for refugees  
in Germany



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Project coordinated by Wolfgang Friedrich (GRC) and Cecilia Braedt (IFRC-SRU)

Lead Author: Sonia Molina Metzger

Lead Contributors: Wolfgang Friedrich (GRC), Cecilia Braedt (IFRC-SRU) and GRC staff at the visited facilities.

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## METHODOLOGY OF INFORMATION GATHERING

This document has been produced in the time from November 2015 until January 2016 to reply to a demand for general guidance on sheltering refugees in the context of the “refugee crisis” experienced in Germany as of August 2015. This guidance is based on accepted humanitarian standards (SPHERE) complemented with desk-review, field visits and structured conversation with key stakeholders to tailor it to the German context. The IFRC-SRU has visited 9 GRC managed accommodations for refugees in Germany, designed for different lengths of stay. During each visit all facilities provided for the refugees were assessed and interviews were conducted with managers and technical personnel.

The visited shelters in Bavaria are managed by the GRC Headquarters, all others by district branches. Documentation and analysis of shelter solutions assessed can be found in the Annex of this document (two short term accommodations in Bavaria (Erding and Feldkirchen), 2 in Brandenburg (Eisenhüttenstadt and Doberlug-Kirchheim) and 1 in North-Rhine-Westphalia (Solingen); two mid-term accommodations Brandenburg (Potsdam and Unterschleuse) and one in North-Rhine-Westphalia (Solingen); one long-term accommodation in North-Rhine-Westphalia (Mülheim an der Ruhr).

The desk-review included internal key documentation provided by the GRC, main humanitarian standards and guidelines, relevant codes and regulations, latest related news, etc. (see ANNEX<sup>1</sup> references)

A final Peer review has contributed to endorse findings, recommendations and proposed indicators.

<sup>1</sup> Annex: Mapping of GRC sheltering in Germany

The following contributed to the peer review:

BRAUNE SIBYLLE, GRC National Headquarters /  
Advisor Development Cooperation Policy / PM&E  
GEIGER MARIO, GRC National Headquarters /  
Head of Unit Europe – Latin America – Central Asia  
HAAS JÖRG, GRC National Headquarters / Head of Disaster Relief Unit  
HASENÖRL ALFRED, Teamleader mid-term accommodation in Potsdam/ Brandenburg  
JOHNEN CHRISTOF, GRC National Headquarters /  
Head of International Cooperation Department  
KRESIN VERENA, GRC National Headquarters / Head, Asia Unit  
MORGENSTERN BETTINA, GRC International Cooperation  
POTT CLEMENS, GRC National Headquarters / Head of logistics & procurement unit  
SKUTTA DR. SABINE, GRC National Headquarters /  
Head of Unit Aid to Children, Youth and Families  
TREHERNE CORINNE, IFRC, Shelter and Settlements Department / Senior Shelter Advisor  
FURTHER: GRC's Command- and Control-Centre that was tasked with the  
managing operations in the two federally-run camps in Bavaria;  
GRC Branch of Brandenburg

## KEY TERMS USED IN THIS DOCUMENT

**Displaced population:** persons who have been forced to leave their home or place of residence (forced migration), because of violent conflict, natural disaster or other traumatic events. Internally displaced persons (IDP) remain in their country of origin, while Refugees are those who seek refuge outside of their country. Legal status and rights are different for IDPs and refugees, but from the humanitarian perspective all have a right for support to cover their need for shelter.

**Shelter:** a habitable covered living space, providing a secure, healthy living environment with privacy and dignity for people in need of shelter. It can be temporary or permanent, at the scale of individual households or collective accommodations.

**Temporary Shelter:** basic shelter which provides a habitable covered living space and a secure, healthy living environment, with privacy and dignity, for the inhabitants it, during a limited period of time until a permanent shelter solution has been found or built.

**Sheltering:** is considered the process of supporting affected populations to find adequate shelter. This can be through various types of assistance depending on the needs and context, e.g. rental support, distributions of cash or (construction) materials for self-help or provision of shelters like tents, collective centres, transitional shelters etc.

**Collective Centre:** usually existing structures, such as community centres, town halls, gymnasiums, hotels, warehouses, disused factories, and unfinished buildings, which are temporarily used to accommodate displaced populations.

**Settlement:** a city, town, village, or other agglomeration of covered living spaces providing a healthy, secure living environment with privacy and dignity to those groups, families, and individuals residing within them.

**Transitional settlement:** Settlement (e.g. a camp) and/or shelter (collective accommodation) resulting from population movement due to conflict, natural disasters or other traumatic events, and ranging from emergency response to durable solutions.

**Self-settlement:** displaced people set up informal settlements (camps) independently from any authorization or assistance from local government or the aid community. Usually there is no infrastructure provision in such settlements.

**Planned transitional settlement:** Purpose-planned and built sites to accommodate larger numbers of displaced population. These camps include full service of infrastructure and management is done by an organization or local authorities.

**Accommodation:** Generic expression for a shelter, group of shelters, settlement or building in which someone may live or stay for a certain period of time.

**Host family:** local family sheltering displaced population within their household, in property owned by them or on their land.

**Host community:** Local group of families allowing displaced people stay in their district.

## ACRONYMS

<b>BAMF:</b>	„Bundesamt für Migration und Flüchtlinge“ (Federal Office for Migration and Refugees)
<b>BW:</b>	“Bundeswehr” (Federal Armed Forces)
<b>CCCM:</b>	Camp Coordination and Camp Management
<b>CHS:</b>	Core Humanitarian Standard
<b>DP:</b>	Displaced Population
<b>EASY:</b>	“Erstverteilung der Asylbegehrende” (First Distribution of Asylum Seekers)
<b>ECB:</b>	Emergency Capacity Building Project
<b>EU:</b>	European Union
<b>GRC:</b>	German Red Cross
<b>HDF:</b>	High Density Fiberboard (Hardboard)
<b>IASC:</b>	Inter-Agency Standing Committee
<b>IDP:</b>	Internally Displaced People
<b>IFRC:</b>	International Federation of the Red Cross and Red Crescent Societies
<b>NFI:</b>	Non-Food Items
<b>OSB:</b>	Oriented Strand Board
<b>PVC:</b>	Polyvinyl chloride
<b>RC:</b>	Red Cross or Red Crescent
<b>SRU:</b>	IFRC- Shelter Research Unit
<b>THW:</b>	“Technisches Hilfswerk”
<b>UAM:</b>	Unaccompanied Minor
<b>UN:</b>	United Nations
<b>UNHCR:</b>	United Nations High Commissioner for Refugees
<b>WASH:</b>	Water, Sanitation and Hygiene

# 1. INTRODUCTION

## 1.1. OBJECTIVE

The aim of this document is to provide decision makers and first responders with guidance on recommended sheltering practices, based on international humanitarian standards and guidelines applied to a comprehensive overview of different emergency sheltering typologies for Germany.

The longer term vision is to set out first steps to harmonize minimum standards for shelter solutions in the European context.

The standards will provide all stakeholders with a common language, to inform and support development and implementation of common integrated shelter strategies with the goal to ensure good and equal quality of services and facilities to beneficiaries, and simplify planning and coordination of shelter operations.

## 1.2. HOW TO USE THIS GUIDE

Sheltering is of course about the physical aspect of providing shelter, but should equally be considered a process to improve the living condition of displaced people until reaching a home. The guidelines aim to provide quality standards to ensure healthy space and protection from weather, security of persons, privacy and peaceful enjoyment of possessions, (according to the 'Universal Declaration of Human Rights' by the UN<sup>2</sup>). They should be considered in function of the length of use of the shelters and infrastructure and implemented through understandings of age, gender and culture.

Some of Germany's Federal States do have recommendation or even legislation on minimum standards for sheltering refugees, as well as some position papers on behalf of social welfare organisations at country level. Consequently the reality of refugee accommodations is rather diverse and often lacks standardized quality. Of course quality indicators, and respective adaptations to the local context and realities, need to be agreed with key stakeholders and authorities. In such discussions the role of the Red Cross is to advocate for the well-being and interest of the beneficiaries.

The proposed standards, indicators and actions are based on the Sphere Standards as main reference, complemented with recommendations based on local experience of field teams and adaptation taking into account local practices and regulations in place. Examples and details of present shelter solutions can be found in annex.

<sup>2</sup> To read this document search <http://www.un.org/Overview/rights.html>

This guideline is meant to support GRC staff and other stakeholders in planning and providing adequate sheltering to refugees. It can serve as a reference tool based on experience and good practice to improve the assistance to refugees and attempting to standardize offered shelter options.

Furthermore the guidelines can also be used to ensure the minimum settlement and shelter standards are met, when taking over an existing or new established accommodation or when changing a camp or collective centre e.g. from a short-term to a mid-term accommodation.

The aim should always be to reach at least the minimum standards and indicators establish in this guideline recognizing that shelter is a process and conditions can be improved in steps. Not reaching the minimum indicators should not be an impediment to provide shelter support to people in need! Saving lives and alleviating suffering should be the priority. A clear plan on how and when the standards will be reached can help as justification in case standards cannot be reached at once.

## 2. BACKGROUND

### 2.1. CONTEXT (AUTUMN 2015)

While political discussions on how to handle the largest influx of refugees Europe has seen since World War II are still on-going, the people are arriving in large numbers. According to the Common European Asylum System, asylum seekers have the right to food, first aid and shelter in a reception centre.<sup>3</sup>

Humanitarian Organisations like the Red Cross and Red Crescent Societies in different countries are doing their best to provide for these basic needs. Germany is the most popular destination to migrants arriving in Europe and is confronted with up to 60,000 new arrivals per week<sup>4</sup> and hard pressed to provide the support and protection that these refugees need and are entitled to.

Certain minimum standards are commonly used in international humanitarian assistance in order to assure the provision of “sufficient space and protection from cold, damp, heat, rain, wind or other threats to health, including structural hazards and disease vectors”<sup>5</sup>. However these standards seem insufficiently detailed for the German/western European context and are not particularly adapted to cold climates.

<sup>3</sup> [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/asylum/reception-conditions/index\\_en.htm](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/asylum/reception-conditions/index_en.htm)

<sup>4</sup> Data of September 2015. In January 2016 the figure decreased to 21,000 refugees a week.

<sup>5</sup> The Sphere Project Handbook 2011 edition, page 243, Minimum Standards in Shelter, Settlement and Non-Food Items.

On the other hand some Federal States have recommendations on housing for refugees, which need to be considered when setting up or managing an accommodation in a specific state. But those are not developed for an emergency situation with such a high demand of shelter and moreover recommendations are very general and do not give detailed indicators about the shelters as such or the sleeping arrangement.

Depending on their stage within the asylum request process, refugees are responsibility either of the federal government, of the Federal States or of the districts/municipalities. The length of stay of refugees in the different registration centres can vary considerably and resources available are quite diverse.

## 2.2. GERMANY'S ASYLUM SEEKERS PROCEDURES<sup>6</sup>

The Federal States ("Länder") are responsible for placing asylum seekers in accommodations. They are particularly required to establish and maintain reception centres ("Warteraum"; short-term accommodations) for that purpose. At these facilities, asylum seekers primarily receive benefits in kind to cover their basic subsistence needs. If an asylum seeker registers at a reception centre, an EASY<sup>7</sup> distribution will be made in observance of the various Federal States' reception quotas, to determine which secondary reception centre ("Erstaufnahmeeinrichtung"; mid-term accommodation) is responsible for receiving the individual.

Asylum seekers are normally required by law "to live for a period of up to six weeks, but no longer than three months, in the reception centre responsible for receiving them" (section 47 (1) first sentence, Asylum Procedure Act).<sup>8</sup> They will then be placed elsewhere within the same state; in this case the state authorities decide whether to place them in what are known as "collective accommodations" ("Kommunalunterkünfte"; long-term accommodations), or whether to grant the applicant a permit to take an apartment. This discretionary decision must take account of both the public interest and the asylum seeker's personal concerns. The residence obligation ends, inter alia, as soon as the Authorities grant asylum or refugee status.

<sup>6</sup> Extracted from the BAMF publication "German's Asylum Procedure in Detail" page 5 and 6, see: <http://www.bamf.de/SharedDocs/Anlagen/EN/Publikationen/Broschueren/das-deutsche-asylverfahren.html?nn=1451252>

<sup>7</sup> Federal "EASY" distribution can be looked up on: <http://www.bamf.de/DE/Migration/AsylFluechtlinge/Asylverfahren/Verteilung/verteilung-node.html>

<sup>8</sup> This law can be found on: [http://www.gesetze-im-internet.de/englisch\\_asylvfg/](http://www.gesetze-im-internet.de/englisch_asylvfg/)



## 2.3. ROLE OF THE GERMAN RED CROSS

In its auxiliary role to the German government the German Red Cross (GRC) is playing an important role in the humanitarian response to the refugee crisis. In this sense, GRC has amongst others committed to support refugees arriving to Germany through the provision and management of sheltering. GRC is managing two main first reception centres (short-term accommodations<sup>9</sup>) in Bavaria with a planned capacity of 10,000 people with national and international RC/RC delegates and support. In addition, GRC branches are in charge of over 470 mid-term<sup>10</sup> and long-term<sup>11</sup> accommodations all around the country to provide accommodation to over 140,000 people. GRC has been mobilizing over 20,000 volunteers and allocated over 200 staff in the months of August to December 2015.<sup>12</sup>

With varying numbers of refugees arriving every week (up to ten thousand during the times of highest influx in September 2015) all possible solutions have to be envisaged to provide first shelter options. Furthermore medium and longer-term solutions have to be identified and adapted to the need.

## 2.4. COUNTRY CODES, REGULATIONS AND PROCEDURES

When working in or managing accommodation for refugees, it is indispensable to coordinate with the respective authorities. As a Federal State, Germany has – in most parts – four administrative divisions:

- Gemeinde-Ebene (community/city level)
- Kreis-Ebene (district level)
- Länder-Ebene (state level)
- Bundes-Ebene (federal level)

Each of them has distinctive competency and responsibility. Coordination and permission should be sought with the following authorities:

<sup>9</sup> Feldkirchen and Erding are defined as Waiting-room (“Warteräume”) by the German Federal Government

<sup>10</sup> Data from January 2016. Mid-term accommodation has different names in the distinct States like “Notunterkünfte”, “Erstaufnahmeeinrichtungen”, “Übergangseinrichtung”, etc.

<sup>11</sup> Long-term accommodations are predominantly located at district level and are considered “Kommunalunterkünfte”.

<sup>12</sup> DRK Fact-sheet Nr. 28 Flüchtlingsnothilfe (internes Papier vom 11.12.2015)

<b>Administrative Level</b>	<b>Community (Gemeinde)</b>
<b>Authority</b>	<b>Gemeindeverwaltung</b>
<b>Name of authority according to State</b>	Gemeindevertretung, Gemeinderat, Stadtrat, Bürgermeister, etc.
<b>Topic</b>	Building permission (Baugenehmigungsrecht)
	Usage licence (Nutzungserlaubnis)
	Water and electrical power supply (Wasser- und Energieversorgung)
	Waste management (Müllabfuhr)
	Sewage and drainage system (Kanalisation)
	Nurseries (Kindergärten)
	Construction of schools (Schulbau)
	Canteens, catering (Gaststättenverordnung, Hygienerichtlinien)
	Green spaces (Grünanlagen)
Public transport (Öffentlicher Nahverkehr)	

<b>Authority</b>	<b>Untere Bauaufsichtsbehörde</b>
<b>Name of authority according to State</b>	Bauordnungsamt, Baugenehmigungsbehörde, Baurechtsamt, Bauaufsichtsamt, etc.
<b>Topic</b>	Geotechnical codes/ ground conditions (Geotechnische Stabilität)
	Gravity loads (Standicherheit)
	Wind code (Windlastzone)
	Sanitation regulation (Abwasserverordnung)
	Building permission (Baugenehmigung)
	Snow code (Schneelastzone)
	Earthquake code (Erdbebenzone)
Ventilation regulation (Lüftungsrichtlinien)	

<b>Administrative Level</b>	<b>District (Kreis, Kreisfreie Stadt)</b>
<b>Authority</b>	<b>Kreisverwaltungsbehörde</b>
<b>Name of authority according to State</b>	Landratsamt, Kreisverwaltung, Kreishaus, etc.
<b>Topic</b>	Environmental regulation (Umweltbestimmungen)
	Usage licence (Nutzungserlaubnis)
	Catering regulation (Gaststättenverordnung)
	Fire code (Brandenschutzordnung)
	Gesundheitsamt; Hygieneaufsicht;

<b>Administrative Level</b>	<b>State (Land)</b>
<b>Authority</b>	<b>Obere Bauaufsichtsbehörde</b>
<b>Name of authority according to State</b>	Oberste Bauaufsicht, Fachministerium, Landesamt, etc.
<b>Topic</b>	Overall building code (Landesbauordnung - Bausbestimmungen)
	Approval of special cases (Erteilung von Zustimmungen im Einzelfall (ZiE))
	Material codes (Werkstoffnormung)

<b>Administrative Level</b>	<b>Federal State (Bundesland)</b>
<b>Authority</b>	<b>Bundesamt für Migration und Flüchtlinge (BAMF)</b>
<b>Topic</b>	Benefit law for asylum seeker (Asylbewerberleistungsgesetz)

The compliance to the codes assures quality of the construction elements or infrastructures, as well as security to the people using the facilities and is legally obligatory.

Construction regulations and codes are competency of the Federal States. Every German State has its own regulation and the legal authority to supervise and ac-

cept a building or temporary construction. For any construction measures, including larger scale refurbishment of existing buildings and provision of infrastructure a permission “building permit” needs to be obtained from the relevant authority (usually “Bauaufsichtsbehörde”). After completing the planned works final acceptance/approval (“Bauabnahme”) has to be issued by the same authority.

Once construction is approved by the authorities, a usage licence is required. This licence can be issued at district or at state level depending on the type of use requested. To get the usage licence aspects such as fire safety measures, hygiene conditions, ventilation or safe provision of services will be reviewed. No use can be made of the spaces until this licence is issued!

It is strongly recommended to get information of the requirements to obtain this licence at the planning stage. Particularly look for restrictions regarding the number of people allowed in one single space, the materials or type of constructions, fire-safety regulations etc.

In emergency situations this process can be accelerated considerably, but can't be avoided. Therefore it is critical to take into account the different applicable technical codes and to discuss with the competent authority all relevant aspects, to assure that the shelter option will be approved as fast as possible. A good coordination and dialogue is critical to facilitate this process and lack of communication with relevant authorities can cause considerable delays.

In case the shelter for refugees is within the property of the Armed Forces (Bundeswehr), it is essential to coordinate first with their technical personnel and get authorisation on their behalf. They will have focal points for main sectors, e.g. fire authority.

## **2.5. STANDARDS AND GUIDELINES IN THE HUMANITARIAN SHELTER SECTOR**

As mentioned in the previous point, most of the countries have national regulations for long-term housing solutions and for regular situations outside a critical context. Guidelines and minimum standards developed in the humanitarian sector try to fill the gap in which those national codes do not exist, are not adapted to an emergency scenario or are too vague to be applicable to the concrete situation. Most of them are composed of minimum indicators or recommendations for emergency situations which need to be adapted to the specific situation and context.

Shelter is not limited to the construction or provision of life-saving cover, but goes further to provide security, personal safety, protection from the climate and, promoting resistance to ill health and disease. Adequate Sheltering is important for human dignity to sustain family and community life, and to enable people recover

from the impact experienced.<sup>13</sup> Sheltering can be considered as overarching topic linking to other sectors and areas like site planning, water and sanitation, health, food security, provision of non-food items, protection, etc.

## **SPHERE PROJECT HANDBOOK (2011)**

The Sphere Project<sup>14</sup> is a voluntary initiative that brings together a wide range of humanitarian agencies to improve the quality of humanitarian assistance and the accountability of humanitarian actors to their constituents, donors and affected populations. They based Sphere's philosophy on two core beliefs: first, that those affected by disaster or conflict have a right to live with dignity and, therefore, a right to assistance; and second, that all possible steps should be taken to alleviate human suffering arising out of disaster or conflict.<sup>15</sup>

The Sphere Project Handbook<sup>16</sup> 'Humanitarian Charter and Minimum Standards in Humanitarian Response' is one of the most widely known and internationally recognized sets of common principles and universal minimum standards for the delivery of quality humanitarian response. It defines Protection Principles and Core Standards, which must be used consistently with the chosen solution. Additionally it describes four technical sectors (WASH, Food Security/Nutrition, Shelter/Settlement/NFI and Health) which are each elaborated through minimum standards, key actions, key indicators and guidance notes, providing qualitative and quantitative tools for measuring the appropriateness and impact of applied standards. Sphere clearly states that the Standards and Indicators are to be adapted based on each specific context, considering the respective capacities and vulnerabilities of the region. In many contexts it is not possible to reach the defined standards from day one and there is a framework to justify against in case it is impossible, but agencies should commit to fulfil them to the extent possible.

This guidance draws heavily on the Sphere Project's Handbook using a similar structure and relates to the basic need of settlement, shelter, space management, water and sanitation, waste management and non food items. Nevertheless, the Sphere Handbook standards focus on the emergency phase and provide the minimum quantity needed for survival. The aim of this document is to provide criteria adapted to the German and European context, from first emergency to longer term solutions.

<sup>13</sup> Sphere Project Handbook, 2011, page 244.

<sup>14</sup> The Sphere Project can be found on: <http://www.sphereproject.org/>

<sup>15</sup> From the Sphere Project Handbook page 5.

<sup>16</sup> The Sphere Handbook can be found on: <http://www.spherehandbook.org/>

## OTHER GUIDELINES USED AS REFERENCE

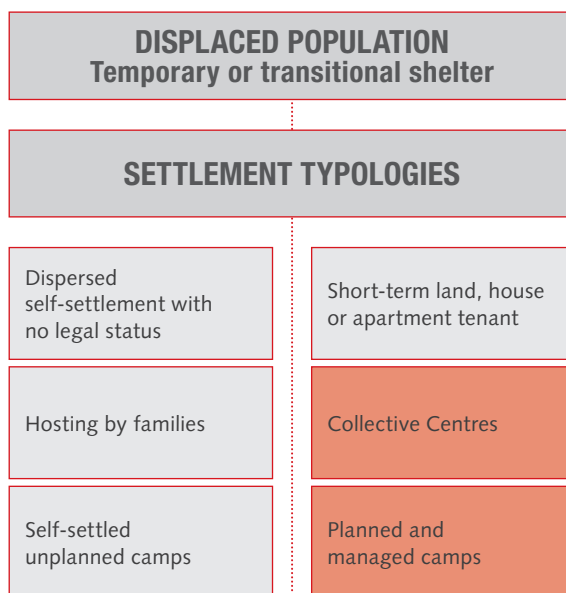
In addition to the Sphere Project Handbook a number of more detailed and technical guidelines exist on specific topics such as collective centres, transitions settlements, construction for disabled people, child friendly spaces, gender, etc. A full list of references and links used for these guidelines can be found as annex at the end of this document.

## 2.6. SETTLEMENT TYPOLOGIES FOR DISPLACED POPULATION

Displaced population can be defined as a person who has been forced to leave his or her home or place of habitual residence for short or long term. It can be an internally displaced person (IDP) within its own country, or an international displacement (refugee). Legal status and rights, protection measures or resilience mechanism can be quite different in each case, and will also be treated differently, but from humanitarian perspective all have the basic need for shelter.

Shelter can be found or provided in different ways. The Sphere Project classifies the shelter options for displaced people in 6 categories or typologies:

**TABLE 2.1<sup>17</sup>**



<sup>17</sup> Table based on Sphere Handbook “Shelter and Settlement options and response scenarios”, page 245.

- **Dispersed settlement with no legal status:** displaced people or families find shelter in any convenient place or empty land informally in an individual way without forming a group of new shelters or a small settlement. It can be very difficult to identify these people as they can stay unperceived and support is more difficult to reach them. (e.g. individual people or families sleeping in rail station or park).
- **Short term land, house or apartment tenant:** In case a stock of unoccupied apartments is still available and displaced population have access to some financial support, renting can be an alternative. We could include in this section as well the use of hotel or hostel rooms.
- **Hosting by families:** In situations where part of the population is not affected and have some kind of resources and space, hosting displaced people can be an option. In this case, we have to consider not only the needs of the affected population, but also trying to support the hosts which will have an additional load on their household and resources. This solution can be only temporary if not other incentives are provided to encourage their decision.
- **Self-settled, unplanned camps:** Displaced populations set up informal camps independently from any authorization or assistance from local government or community. A priori no service infrastructure is provided. (e.g. camp of Calais in North France)
- **Collective centres:** These are usually transit facilities located in existing structures, such as community centres, sports halls, schools, warehouses, unfinished buildings, disused public buildings or factories, where a large group of displaced population find shelter.
- **Planned and managed camps:** Purpose-planned and built sites to accommodate larger numbers of displaced population. These camps include full service of infrastructure and management is done by an organization or local authorities.

All six typologies could be theoretically possible to host refugees in Europe, but not all will be legally accepted to request asylum. In the particular case of Germany the refugees have to stay in the accommodation assigned to them and where they filed their application form until the final approval of their asylum application is given. This implies that staying with a host family or renting are officially not allowed although those could technically be valid solutions. Dispersed self settlements and unplanned camps do not have any legal status and people would not have access to apply for asylum. Consequently in this context, only **collective centres and planned camps are acceptable options.**

This guideline will therefore focus exclusively in the two legally accepted typologies in which the GRC is directly involved: collective centres and planned and managed camps. Nevertheless, it should be mentioned, that in case other options

are possible, standards and quality indicators should apply identically to all typologies in order to provide an equal response.

## 2.7. CROSS-CUTTING HUMANITARIAN ASPECTS

Special attention should be given to vulnerable groups and other cross cutting issues when planning and managing sheltering for displaced people. The Sphere Project defines the following 8 aspects as cross-cutting:

- Children
- Gender
- Older people
- Persons with disabilities
- HIV and AIDS
- Disaster risk reduction
- Environment
- Psychosocial support

**VULNERABLE GROUPS** include, but are not limited to, elderly people, unaccompanied minors (UAMs), infants and minors, pregnant women, the sick and infirm, mental or physical disabled people, those suffering from chronic diseases such as AIDS, and religious /ethnic minorities. These vulnerable groups must be offered **equal access to services and other resources** available to non-vulnerable people. In addition, they should be given better access to resources of which they are in greater need. The arrival of people belonging to such groups should be anticipated and respective measures taken. Humanitarian actors should put effort in identifying (which is at times not as obvious) and supporting these groups, allowing them to express their special needs and priorities.

**ENVIRONMENT-REDUCE IMPACT** Most of the countries in Europe have Environment Laws which should be followed. The arrival of a high influx of people and the setting up of new living spaces can put the local environment and resources under pressure. The aim should be to reduce the impact, or at least maintain, natural resources and quality, and to have a harmonious cohabitation with existing communities. In coordination with local authorities, it is possible to use environmental resources to fulfil the high demand and needs of such a scenario. Recommendable is a **well planned regeneration strategy** within an exit strategy. Furthermore communication and **involvement of host community** through volunteers or other activities are critical to avoid possible conflicts with the local population and can contribute to raise local acceptance of refugees. Other ways to protect the environment can take shape through the management of: sanitation waste, waste disposal management, construction waste, energy for transport cost and maintenance cost, as well as by increasing responsibilities of families/refugees.



**ACCOUNTABILITY TO REFUGEES** The Core Humanitarian Standards (CHS)<sup>18</sup> defines accountability as “the process of using power responsibly.” The aim of being accountable is about ensuring that the funding that is spent on humanitarian operations is used in a way that is appropriate for the context and meets the needs and wishes of those we aim to support. Accountability can be seen as having five key elements, adapted by the IASC (Inter Agency Standing Committee) from previous work undertaken by the ECB Project:<sup>19</sup>

- **Leadership/governance:** Demonstrate commitment to accountability to affected populations throughout the organization.
- **Transparency:** Provide accessible and timely information to affected populations.
- **Feedback and complaints:** Actively seek the views of affected populations to improve policy and practice in programming.
- **Participation:** Enable affected populations to play an active role in the decision-making processes that affect them.
- **Design, monitoring and evaluation:** Design, monitor and evaluate the goals and objectives of programs with the involvement of affected populations.

## 2.8. MAIN DIFFICULTIES ENCOUNTERED

Humanitarians involved in sheltering in Germany have to face some facts which make the planning and managing of sheltering for asylum seekers difficult.

- **Transitional accommodation:** due to the established quota to allocate refugees to the different Federal States<sup>20</sup> and the steps they have to follow to request asylum,<sup>21</sup> people are forced to move several times from one location to another. In consequence it is often uncertain how long refugees will be staying in the different accommodation, which can be from some hours to several weeks.

<sup>18</sup> Core Humanitarian Standards can be found <http://www.corehumanitarianstandard.org>

<sup>19</sup> Emergency Capacity Building Project

<sup>20</sup> Distribution is done through the federal “EASY” system, calculation of refugee numbers to the States is based on the “Königssteiner Schlüssel”. Both can be consulted on: <http://www.bamf.de/DE/Migration/AsylFluechtlinge/Asylverfahren/Verteilung/verteilung-node.html>

<sup>21</sup> More details on process and steps to request Asylum in Germany can be found on: <http://www.bamf.de/SharedDocs/Anlagen/EN/Publikationen/Broschueren/das-deutsche-asylverfahren.html?nn=1451252>

- **Uncertainty about the number of refugees arriving:** the numbers of refugees arriving is often communicated to the people responsible for receiving them at very short notice (some hours in advance). This uncertainty of when and how many refugees will arrive every day makes management and planning of services highly challenging.
- **Improvisation and lack of prediction:** The high influx of asylum seekers in such a short time was not expected and infrastructures were not planned in advance. Space for sheltering had to be found and facilities set up quickly. This has led in some shelter facilities to lack of space and setting-up of very temporary solutions which have to be modified or upgraded while operating. In consequence some locations do not fully reach minimum standards or are less efficient in the use of resources and time.
- **Strict building and fire-safety codes and regulation:** Every Federal State has their own building codes and fire-safety regulation, which needs to be respected, even if it is for a temporary set-up. New structures and refurbishments have to be authorized by the local authority before use. In case authorities were not involved from the beginning this has slowed down and even impeded the opening of the facilities to refugees.
- **Cold weather condition:** Many emergency or temporary shelter solutions are designed for moderate climate and need to be adapted to effectively protect refugees from cold climate. In many facilities arrangements to provide heated shelter options take up significant efforts and costs. Ideally existing buildings can be refurbished to lodge people.
- **Limited skilled staff resources:** Mobilization and commitment of volunteers has been high in most of the sites, but their support is limited in time and mostly restricted to unskilled tasks. Field teams have encountered difficulties to hire local skilled staff. Most of the contracts have been short term, which results in uncertainty about continuity of some services.
- **Absence of written contracts:** Field staff has encountered difficulties when coordinating and attempting to define clear responsibilities between humanitarian service providers authorities and other involved parties, due to the absence of written contracts. In the first emergencies field staff had to rely on “only” verbal commitments as they had neither the time and necessary resources to set-up such agreements nor the authority to sign.

## 2.9. LESSONS LEARNT AND RECOMMENDATIONS

This point highlights the main lessons learnt and recommendations related to settlement and shelter expressed by the field staff of assessed facilities. A more detailed documentation of the facilities can be found in the annex of this document under “Mapping of GRC shelter options in Germany”.

### LESSONS LEARNT:

- **Strong coordination and working together with local authorities, service providers and other stakeholders** from the planning and during the whole construction and managing process. A close collaboration is key to quick and successful implementation. This is especially relevant when considering building and fire protection authorities, but also environmental and other authorities. **Current regulations and codes should not be overseen.**
- The **incorporation of a shelter specialist** at least during the first weeks of the planning and construction of the facility can speed up decisions and construction process.
- **Good communication with and involvement of “host” communities** in the process of planning a shelter facility for refugees can help increase the acceptance of refugees and avoid potential conflicts. This can be in form of information events, previous visits to the compound, encouragement of local volunteers, staff or hiring local contractors.

### RECOMMENDATIONS:

- **Verbal agreements with authorities and other stakeholders should be documented in written, at least per email**, to avoid misunderstanding. All produced documents (contacts, agreements, site plans, construction plans, budgets, decision paper, information and sensitization material, photos, etc.) should be filed and kept in good order as reference for future consultations.
- Plan from the beginning the suitability of the shelter options for all **weather** conditions, especially cold weather to avoid constant re-planning, changes and retrofitting. Also plan exit and/or scaling down from the beginning.
- Analyse and take into account the **cultural background and context of the refugees** to adapt as much as possible the offered bedding, sanitation facilities, services and space configuration to their needs and customs (e.g. location and type of beds, privacy, use of toilets or urinals, food, type of clothes, men-women relation, etc.). **Feedback or complain mechanism** to capture user needs and adapt the spaces, equipment or services, can help considerably to avoid stress and frustration of inhabitants and misuse of facilities.
- **Sanitation facilities should be appropriate in number and quality.** Calculate correctly the number of toilets and the distance to the sleeping rooms also considering protection. Hand-washing or hand-disinfection facilities should be available in all the spaces, predominantly in collective areas.

- Consider the **high volume of solid waste** that will be produced and allocate sufficient space to manage it. A waste press could be convenient. In addition, arrange regular collection with municipal waste service. Introduction of a kind of recycling can be included if it is realistic to inform and teach refugees during the length of their stay.
- Assign at least 10% of the compound space for **administration and management**.
- Enough **warehouse and storage capacity** should be considered, taken into account access and circulation of trucks without interfering with refugee's living space, parking, loading and unloading system, way of storage, etc.
- Plan enough **internet capacity** considering that it will have a high demand. Internet and smart phones are the main mean of communication for refugees with their families.
- Provide **information to refugees** about their present location, existing "house-rules", fire risks and evacuation procedures, importance of ventilation for health and security reasons, etc. All information should be understandable by every individual independently of language, age or disability.

## 3. SHELTER AND SETTLEMENT STANDARDS AND INDICATORS

### 3.1. REFUGEE ACCOMMODATION TYPOLOGIES IN GERMANY

#### SHORT TERM ACCOMMODATION ▲

In this document short-term accommodation are considered reception centres, in which people do not stay longer than **3 days (72 hours)**. The German terminology is “Warteraum”. It is a first and provisional accommodation to shelter refugees before being allocated to a specific geographical area within Germany following the “EASY” procedure. The main function of this type of sheltering is to start official registration process for the refugees while letting them get some rest, food, basic NFIs and a first medical screening after their long journey. While the registration process is a governmental responsibility organized on either federal (“Bundesebene”) or state (“Länderebene”) level, the humanitarian services are often assigned to humanitarian agencies or welfare organizations depending on available capacities.

#### MID TERM ACCOMMODATION ●

Considered as mid-term accommodations are those facilities, in which refugees can **stay from 3 days until three months**. German terminology for these reception centres varied from state to state and can be called “Aufnahmeeinrichtung”, “Erstaufnahmeeinrichtung”, “Notunterkunft”, “Übergangseinrichtung”, etc. It is a provisional housing until their asylum request is admitted to be examined. The waiting period should be close to six weeks, but due to high demand, waiting time can be up to three months. Responsible authorities for these refugees are the different Federal States (“Bundesländer”) to which refugees have been assigned.

There is no major difference in site selection or standards for short-term or mid-term Collective Centres or Planned camps. Minimum standards should be reached in either case. However, the expected duration of use is a factor that should be taken into consideration. Midterm accommodation should provide improved quality and comfort of facilities and extended services and leisure opportunities in comparison to short-term accommodations.

#### LONG TERM ACCOMMODATION ■

Long-term accommodations are the ones in which refugees will stay **longer than three months** until their asylum process is concluded. In normal circumstances, they would be assigned a flat, due to the increasing number of refugees in the last

**SUMMARY TABLE**

<b>TYPE OF ACCOMMODATION</b>			
<b>TOPIC</b>	<b>SHORT TERM ▲</b>	<b>MID TERM ●</b>	<b>LONG TERM ■</b>
<b>Official name</b>	(First) Reception Centre	(Secondary) Reception Centre	Collective Centre
<b>German terminology</b>	Warteraum, Aufnahmeeinrichtung	Aufnahmeeinrichtung, Erstaufnahmeeinrichtung, Notunterkunft, Übergangseinrichtung	Kommunaleinrichtung, Gemeinschaftsunterkunft
<b>Length of stay</b>	Up to 3 days	Up to 3 months	Longer than 3 months
<b>Type of use</b>	First reception for refugees arriving in Germany	Temporary accommodation while asylum request is being processed	Accommodation until the asylum request has been reviewed and the status verified.
<b>Function</b>	Registration, Information and assignment to the specific Federal State (EASY distribution)	Information, accommodation, subsistence and health care while waiting if request can be proceed in Germany (Dublin Procedure) and decision on application.	Information, accommodation and subsistence (benefits) while waiting a permanent settlement permit.
<b>Purpose to refugees</b>	Cover essential needs of refugees and identify vulnerable groups	Cover basic needs and provide dignified accommodation while waiting	Facilitate integration in the new country
<b>Provision of services</b>	Sleeping arrangement, food, basic NFI, first medical screening	Accommodation, food, basic NFI, health care	Accommodation, food or access to kitchen, basic NFI
<b>Refugees legal status</b>	Certificate of registration as an asylum seeker („Bescheinigung über die Meldung als Asylsuchende/r“).	Provisional residence permit ("Aufenthalts-genehmigung")	Temporary residence permit ("befristeten Aufenthaltstitel")
<b>Management</b>	Federal Government or Federal States	Federal States	Usually Municipality

years, municipalities are facing a shortage of accommodation destined to asylum seekers. In consequence, local authorities are working to find alternative housing options for people waiting for their asylum request to be concluded. Due to occupation density and consequently limited privacy this temporary long-term accommodations should be considered only second choice. Most of the Federal States and some districts have approved housing regulations for asylum seekers, and the alternative housing solution should approach those standards as much as possible. Most vulnerable people or families, have usually priority to move into a regular flat once there is a vacancy. Responsible authority for the refugees at this stage is mostly the district or municipality (Kommune). The German terminology is “Kommunaleinrichtung” or “Gemeinschaftsunterkunft”.

The long-term indicators described in this guidance are focussing on collective accommodations and should give guidance in case existing state regulations do not provide clear standards on this type of temporary shelter solutions. Accommodation in apartments is not considered as regulations for such accommodations exist.

## 3.2. CROSS-CUTTING CONSIDERATIONS

This guideline is defining standards and indicators related to the planning, setting up and maintenance of temporary settlements and shelters. Cross-cutting elements will not be specified as standalone standard or indicator for shelter but should be part of the overall operation. Nevertheless, it is important to highlight the most relevant ones which are clearly linked and affect directly the achievement of the shelter and settlement standards developed in this guidance. This guideline will describe them as key actions and guidance notes, to be taken into account when working in shelter. Regardless of the type of accommodation, shelter option or length of stay, it is essential to include the following cross-cutting key actions:

### KEY ACTIONS:

- **Coordination and collaboration**

Identify and coordinate with all involved stakeholders and responsible authorities the planning and management of the temporary settlement or collective centre, defining clearly objectives, responsibilities, coordination mechanism, timelines and exit strategies. Participate in main coordination meetings and share information with coordination group. Update on progress and collaborate with other agencies strengthen advocacy on critical shared humanitarian concerns.

- **Protection of vulnerable groups**

Asses what type of vulnerable groups will be sheltered in the accommodation and plan sleeping arrangements, collective spaces and use of other services accordingly in order to allow every occupant equal access to all services and spaces

without risk. Adapt facilities or layout in case any critical point has been identified. In the German context certain vulnerable groups like unaccompanied minors (UAM) or severely disabled people will be identified in the first registration point and special protection measures activated. UAM will be transfer to the care of the Government Office of youth welfare (“Jugendamt”) and disabled people may be allocated in accommodations particularly adapted to their needs.

- **Protection of environment**

Environment has to be protected as much as possible throughout the stages of the operation to minimise negative impact. It is essential during the design and planning of the accommodation, critical during construction phase, important throughout service delivery and key when handing over or closing the temporary settlement. Establish a protection plan and protocols at the beginning, including recovery works at the end if necessary.

- **Feedback and complain mechanism**

This should be part of a wider accountability strategy inside the whole operation. Develop and apply a feedback and complaints mechanism to ensure accountability towards the refugees and improve communal services and shelter facilities if required. Encourage and facilitate people to provide their comments on their level of satisfaction with the quality and effectiveness of the assistance received, paying particular attention to the gender, age and vulnerability of those giving feedback. Within reasonable criteria, adapt facilities to their needs and try to establish a kind of reply mechanism. Monitor, where possible, early impact of the project’s implementation to minimise harm and improve quality. Be transparent and clear when communicating to shelter occupants. Allow some kind of participation if possible. Such measures can help to reduce tensions and frustrations of the occupants and avoid stress-related escalations.

- **Construct barrier free**

It is very likely that identified people with physical or mental special needs are allocated very early in better adapted accommodations. Nevertheless, when designing a camp layout, individual shelters or refurbishment of a building, consider always access and use of these facilities by physical disabled people. Not only refugees could have need for special adaptations of the shelter, but also staff, visitors or in the case of temporary health problems (e.g. when breaking a leg). Barrier free regulations are considered in the German construction codes, which have to be applied.



## 3.3. STANDARDS AND INDICATORS

### 3.3.1. SETTLEMENT PLANNING

#### STANDARD 1: SETTLEMENT PLANNING\*

The Planning of temporary communal settlements or collective centres enables safe and secure use of accommodation and essential services by the displaced population.

INDICATORS			
TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Coordination</b>	Shelter and settlement solutions to meet the essential needs of refugees sheltered are <b>agreed with relevant authorities</b> in coordination with all responding agencies.	Shelter and settlement solutions to meet the essential needs of refugees sheltered are <b>agreed with relevant authorities</b> in coordination with all responding agencies and according to current state regulations.	
<b>Surface</b>	The site provides at least <b>20 m<sup>2</sup> per person</b> of space /each person (including access and facilities)	The site provides at least <b>30 m<sup>2</sup> per person</b> of space / person if some facilities can be provided outside or if people do not have to cook individually.	The site provides <b>45m<sup>2</sup> per person</b> of space / person or <b>30 m<sup>2</sup> / person</b> if facilities can be provided outside or if people do not have to cook or undertake livelihood activities inside their accommodation
<b>Protection</b>	All settlement plans demonstrate that risks and vulnerabilities in the use of shelters, covered areas and essential services have been identified and mitigated ensuring <b>personal safety, privacy and dignity</b> of refugees.		
<b>Access</b>	All refugees have <b>safe access</b> to all shelter and settlement locations and services, taking special care of people with special needs.		
<b>Support Services</b>	Shelter and settlement plans have considered <b>logistics and administrative requirements</b> to provide an efficient service and ensures safety of all people staying in the accommodation.		
<b>Fire</b>	Fire risks have been considered, according to the local regulations, including in the settlement design <b>fire breaks, escape routes, assembly point and other fire hazard prevention measures</b>		

\* The Sphere Project 2011: Shelter and Sphere Standard 2; page 254.

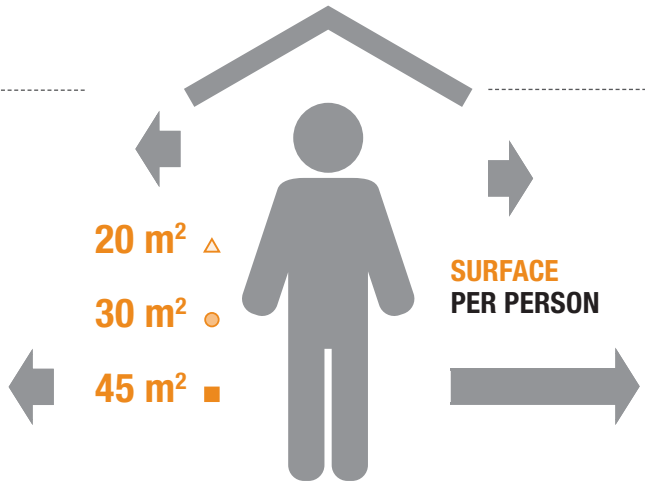
## SETTLEMENT PLANNING

- △ SHORT TERM
- MID TERM
- LONG TERM

COORDINATION  
AUTHORITY △●■



PROTECTION  
SAFETY, PRIVACY AND DIGNITY △●■



SUPPORT SERVICES  
LOGISTICS  
AND ADMINISTRATIVE  
REQUIREMENTS △●■

SAFE ACCESS △●■



FIRE  
FIRE BREAKS, ESCAPE ROUTES,  
ASSEMBLY POINT AND OTHER FIRE  
HAZARD PREVENTION MEASURES

△●■



**RATIONALE:** The Sphere Project recommends a minimum usable surface area of 45 m<sup>2</sup> for each person in camp settings or 30 m<sup>2</sup> if additional communal facilities are being provided outside. This Sphere indicator includes in this area access ways, communal cooking area, limited kitchen gardens, educational facilities, market or hospital. However these facilities will not be necessary in a short-term sheltering for maximum 3 days. High density should be avoided and more space provided, but the assessed facilities show, that a minimum surface of 20 m<sup>2</sup> can be enough to provide all required and essential facilities and living space for a couple of days. In case the period of stay is increased, more facilities have to be included and area accordingly expanded. This is particularly critical in collective centres.

In mid-term and long-term accommodation the indicator of minimum surface of 45 m<sup>2</sup> / 30 m<sup>2</sup> is in line with the Sphere recommendations. Depending on whether facilities and services are provided outside the facility, the provision of space/person can be closer to 30 m<sup>2</sup> e.g. (food is being provided through catering service and served in communal areas; health treatment is given in local hospital; shopping and other leisure activities can most of the times be made outside, livelihoods activities are limited, etc.). All essential services that cannot be provided outside the shelter facility should be included in the site planning accordingly.

## KEY ACTIONS:

- Identify and coordinate with all involved stakeholders and responsible authorities the planning and management of the temporary settlement or collective centre, defining clearly objectives, responsibilities, coordination mechanism, timelines and exit strategies.
- The role of the responsible authority is to provide an adequate land or location (building) to accommodate the displaced people. They should identify Land ownership and sign the usage or rental agreement. It is important to know the period of time of activity for the planned temporary communal settlements or collective centre. Also, the rental agreement should clearly state in what condition the location needs to be returned upon termination of the agreement. This needs to take into account possible modifications to land and building according to the intended use.
- Ensure sufficient surface area to provide the necessary services to the planned number of occupants in an adequate environment. Consider sufficient space for logistics activities such as storage as well as some provisions for backup solutions if possible.
- Plan the layout design of the camp or the distribution of the collective centre with relevant authorities and other stakeholders to ensure personal safety, privacy and dignity to refugees and allocate the necessary space for logistics and service providers to access the site and provide services efficiently.

- Ensure safe access to all shelters and settlement locations also by heavy trucks or busses and to essential services like water and sanitation, health or electricity, minimising negative impact on the environment and on the infrastructure of host communities.
- Clarify circulation flow of refugees (entry and departure points and means of arrival and departure) to design an efficient layout. This is critical mainly in short and mid-term accommodations where number of arrivals can be very high.
- Include logistics requirements and needs within the accommodation planning in order to ensure correct functioning of services, minimise traffic and well dimension storage spaces.
- Identify and use existing planning processes where possible, informed by agreed best practice, minimising settlement risk and vulnerabilities. Note: when existing planning processes are not feasible during the emergency situation alternative means such as joint planning cells should be set up to shortcut legal procedures by personal commitment of decision makers on their respective levels.
- Mainly in long-term accommodations review current state or local regulations regarding refugee housing and try to follow all standards. In case any standard is not applicable or unfeasible, agree with competent authority alternative solutions.

## GUIDANCE NOTES:

- Coordination with the different stakeholders should be lead by the competent authority, GRC being one of the involved players.
  - In short term accommodations stakeholders can be: BAMF (Federal Department for Migration and Refugees), Federal Armed Forces, District and Community Administration, Federal or State Police, Fire Authority, other Humanitarian Organisation, contractors and other service providers.
  - In mid-term and long-term accommodations stakeholders can be: District and Community Administration, District Police, Fire Authority, other Humanitarian Organisation, contractors and other service providers.
- The site location should support integration and avoid discrimination. It should therefore be located in areas with access to public transport and good connection to the centre of town or urban areas with respective services and facilities (shopping, leisure, hairdresser etc.). This is especially critical in long-term accommodations. Therefore residential areas should be preferred over remoter areas on the outskirts or in industrial areas.

- When planning and looking for a location, ensure sufficient surface area, easy and safe road access also for heavy vehicles, possibility to connect to water and sewage systems, and minimise adverse impact on the natural environment.
- The indicated surface area should include, besides the sleeping arrangements, the necessary space for access roads and footpaths, firebreaks or other fire protection measures, cooking and communal dining areas, recreational areas indoor and outdoor, basic health care, administration, registration and information, storage, distribution areas, sanitation and hygiene, parking area for busses, lorries and staff vehicles, machinery room and security check . More information is provided in Standard 3.
- Creating adequate living conditions in Collective Centres can be difficult, as there is often little that can be changed or improved about either the structure or the site. Adaptation works should be done prior use taking into account the same standards and facilities required. Extra attention should be paid to structural safety and to easy access and evacuation routes for vulnerable people.
- Existing planning regulations should be complied with where required by the relevant authorities. In cases where regulations impede the humanitarian imperative of meeting urgent shelter needs exceptional permits (“Ausnahmegenehmigung”) can be negotiated with the competent authorities for example under “emergency legislation” for the state of emergency in a commune or other administrative unit. The plot layout in temporary planned camps should maintain the privacy and dignity of occupants, and be informed by best practices and experience. Appropriate measures to minimise settlement risks and vulnerabilities should be used.
- Access to the settlement, the condition of local road infrastructure and proximity to transport hubs for the supply of goods should be assessed, taking into account seasonal constraints, hazards and security risks. For temporary communal settlements, the site itself and particularly the primary warehouse and storage points should be accessible by heavy trucks from an all-weather road. Changing weather conditions (Heavy rains, storm, snow, ice etc.) should not affect access.
- Surface water drainage should be assessed and planned. The site gradient should be ideally between 1 and 5%. Levelling work with gravel and drainage system should be planned and budgeted.
- Assess the capacity of sewage/wastewater drainage and the connection to the public sewage system. Involve and seek permission from relevant authorities. Planning should ensure that sewage capacities are not exceeded.
- Specific coordination should be made with competent Fire authorities to establish adequate and visible access and escape routes, create fire breaks, meeting

points and avoid isolation or screening areas that could pose threat to the personal safety of users. Fire code will require an Emergency Evacuation Plan which can be complex and involve some legal responsibilities. Subcontracting might be considered for the drafting of the evacuation plan. Sheltered people should have basic knowledge of what to do in case of fire; this can be done through clear defined and marked routes, use of pictograms and evacuation site plans or basic information on arrival.

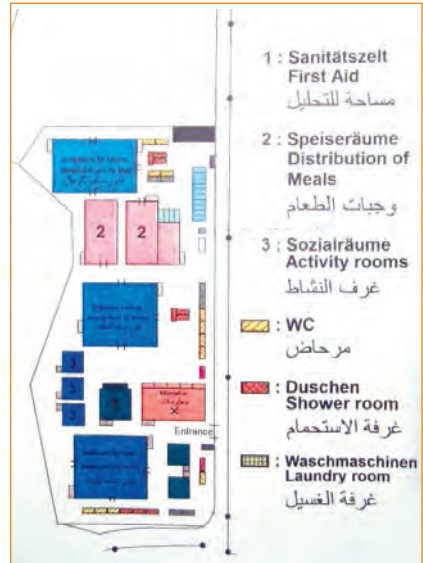
- In the case of temporary planned camp with family tents or other temporary constructions, the plot layout should maintain the privacy and dignity of separate households by ensuring that each shelter rather opens onto common space than being opposite the entrance to another shelter
- Artificial lighting should be provided during night time as required for protection issues, especially for access to toilets and showers as well as other communal services. Layout of the facilities need to take into account the procedures and services to be provided (registration, security, NFI distribution, etc.)
- It should be decided in an early stage on the type of registration and access control system to be used. A wide variety is on the market and used by the GRC in different states. Some of the electronic solutions require infrastructural measures (chip cards/readers/electronic locks/wiring). Fencing of the site should be planned and budgeted as well.
- Temporary accommodation should have free access and be open round the clock, but security checks should be considered to protect refugees from potential risk.
- The planning should also include an exit strategy for scaling down and/or decommissioning of the facility.

## **PRACTICAL EXAMPLE: CAMP LAYOUT IN SOLINGEN**

The mid term-accommodation in Solingen-Ohligs is planned for 600 refugees in 13,000 m<sup>2</sup>. Two adjacent plots have been purchased by the municipality for this purpose (a closed business plot and an unused tennis club) and GRC was assigned to plan, set up and managing the camp. All works have been subcontracted under supervision of GRC staff. The ground was first cleaned and then levelling work, drainage and a gravel bed carried out. A level difference of around 1m had to be overcome between the two plots, creating a continuous ramp between both. Prefabricated light structures “Leichtbauhallen” have been rented by the municipality for 2 years. The construction of the structures was executed by the supplying company with the supervision of the GRC. Inside distribution and design of partitions for sleeping arrangements was done with the support of a volunteering local interior designer.

The camp has been divided into three zones:

- A. Women and children tent with corresponding number of toilets, showers and washing facilities, entrance and security check, registration and administration, health care;
- B. Family tent with corresponding number of toilets, showers and washing facilities, leisure tents, kitchen and canteen;
- C. Men tent with corresponding number of toilets, showers and washing facilities, warehouse/storage containers and emergency escape exit.



### 3.3.2. CONSTRUCTION

#### STANDARD 2: CONSTRUCTION\*

Building practices and materials are safe and locally accepted, minimising adverse impact on the natural environment.

INDICATORS			
TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Regulation</b>	All construction is in accordance with agreed <b>safe practices and standards</b> , and approved by the competent authority.		
<b>Quality</b>	Shelter structures provide for safe accommodation for the <b>wellbeing</b> of users, assure <b>manageability</b> of security, and are easy to service and <b>maintain</b> .		
<b>Environment</b>	The planning of the shelter facility demonstrates that adverse <b>impact on the environment</b> has been minimised or mitigated.		

\* The Sphere Project 2011: Shelter and Settlement Standards 4 and 5; page 262 and 265.

## CONSTRUCTION

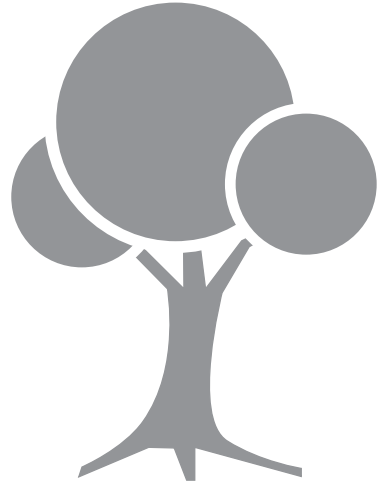
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- △ SHORT TERM
  - MID TERM
  - LONG TERM
- 

### REGULATION

#### SAFE PRACTICES AND STANDARDS

- △ ● ■



#### REDUCE ENVIRONMENTAL IMPACT

- △ ● ■
- 



### QUALITY

WELLBEING, SECURITY, SERVICEABLE AND EASILY MAINTAINABLE △ ● ■



## KEY ACTIONS:

- Inform competent building authorities about construction plans involve them in the decision making and planning process to obtain building permission and to and to usage authorisation for the facilities.
- Health and safety regulations have to be followed at all times.
- Minimise structural risks and vulnerabilities through appropriate construction and materials informed by technical expertise.
- Design following technical construction codes and regulation to ensure good construction quality and best thermal comfort.
- Monitor construction process with the support of a technical expert.
- Involve local building professionals if possible to support local livelihood/business and gain acceptance of refuges accommodation by the host community.
- During construction ensure sufficient and safe space inside the location for truck access, construction waste, storing materials and staging work if necessary.
- Assess and analyse the adverse impact of the building process and usage of the site on the environment defining possible risks and vulnerabilities. Coordinate with relevant environmental authorities if necessary.
- Restore the location of temporary communal settlements to their original condition once they are no longer needed, unless agreed otherwise.

## GUIDANCE NOTES:

- Standards and guidelines on construction should be discussed with the relevant authorities to ensure that key safety and performance requirements are met. Building codes and other regulations have to be followed. Experience has shown that relevant authorities are often flexible in applying codes and standards in emergency situations. However the authorities have to be involved from the very beginning and authorise any temporarily flexible interpretation of the regulation. Help authorities to understand the challenges so they can provide the legal solution.
- The use of existing public or other buildings might need some adaptation, protection or repair works prior to use. Such facilities should comply with construction standards and approval procedures of the competent authorities, including accessibility requirements for those with mobility, visual or communication difficulties. The adaptation works should be undertaken in coordination with the appropriate authorities, and a maintenance and re-adaptation (to their original used) strategy agreed.
- The management of environmental resources should be considered at all planning levels. Long-term effects should be minimised through complementary environmental management and rehabilitation activities. Retain trees and other vegetation where possible to keep impact at a minimum. Ensure removal of all

material or waste that cannot be reused or that could have an adverse effect on the environment. Consultation with appropriate environmental agencies is recommended.

- Securing and cordoning off the construction site is critical to avoid accidents and theft.

#### LONG TERM DISTINCTIVE FEATURE

- To avoid stigmatization, special attention should be given to the design of the complex as well as to construction and visibility of the structures. Ideally use designs and materials similar to surrounding buildings in order to integrate the complex not the surrounding environment. High and opaque fences should be avoided.

## PRACTICAL EXAMPLE: CONSTRUCTION OF PREFABRICATED WOODEN HOUSES IN MÜLHEIM AN DER RUHR

The long-term accommodation is located in the outskirts of Saarn in a plot formerly used as fair ground and is planned to shelter 600 refugees. Due to the lack of apartments available in the town, the municipality has decided to build multifunctional wooden communal houses which can be used for other purposes in future. GRC has been asked to plan, construct and manage this accommodation. The plot has a surface of 18,000m<sup>2</sup> (30m<sup>2</sup>/person as recommended standard for facilities where catering and other services are provided). A first site plan was designed to allocate the 11 wood houses, 20 accommodation units in containers, 4 lightweight halls for service functions (catering, leisure etc.), and containers with toilets, showers and washing facilities. Connections to water, sewage and gas for heating were already installed on the site for temporary fair activities and had to be kept in place. This limited the layout options for the settlement and constructions. All structures were to be without underground foundations and should be easily dismantled.

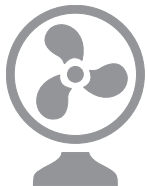
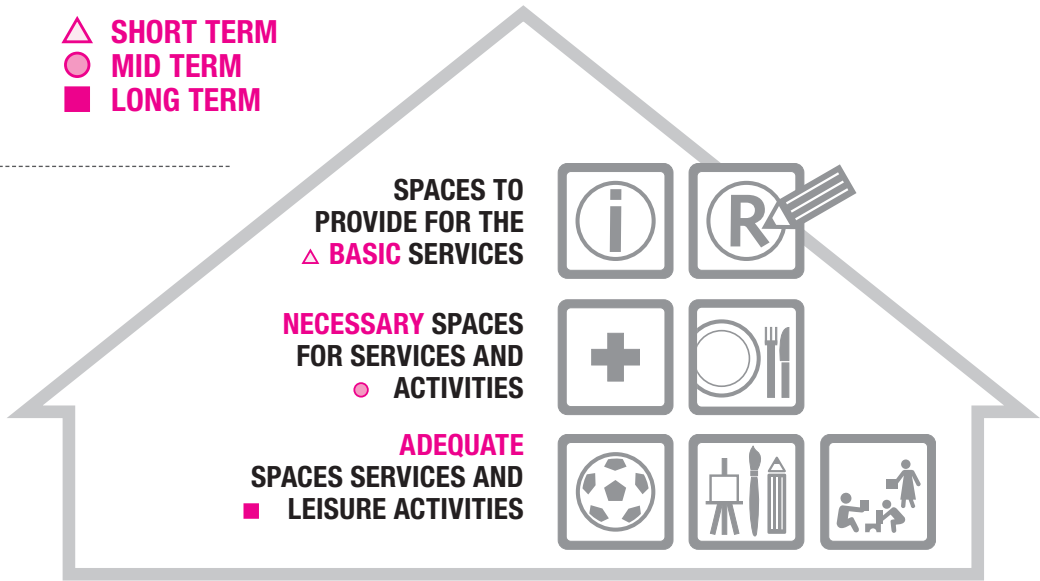


The housing units cover a surface of 240 m<sup>2</sup> each, divided into 16 rooms with a central corridor. Construction materials used are concrete blocks as base-foundation, spruce wooden panels (“OSB Platten”) for structure and walls, zinc roof, plasterboard for inside partitions and PVC for inside floor covering. Construction was subcontracted to a local construction company and works supervised by GRC and municipality. Construction has been done in several phases in order to allow the progressive use of buildings. The number of sheltered people was slowly increased based on the finished facilities. Flexibility in the use of space has been required, so some wooden houses had to be used as kitchen, dining room or leisure space while light weight halls for this purpose were under construction, and will then be refurbished. Inside works have been prioritized over outside works (e.g. painting) to allow people move in fast. The areas where construction works and associated traffic are on-going have been securely separated with a fence to avoid refugees and especially children, entering that part of the compound.

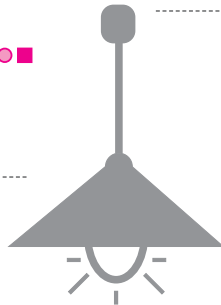


## COLLECTIVE SPACES AND SERVICES

- △ SHORT TERM
- MID TERM
- LONG TERM



**ADEQUATE VENTILATION** △○■



**18°–22°C** △  
**22°C** ○■



**FIRE SAFETY REGULATION** △○■

**ARTIFICIAL LIGHTING** △○■



**MATERIAL TECHNICAL AND PERFORMANCE STANDARDS**

△○■



**RATIONALE:** This Standard is not based on an existing Sphere standard. It has been included in this document to provide some guidance on collective spaces, based on the experience in the assessed facilities and good practice.

The above table gives recommendations for collective or functional spaces, excluding sleeping arrangement, water and sanitation facilities and solid waste disposal, which will be analysed later in this document.

## **KEY ACTIONS:**

- Produce an overall layout indicating the reception capacity of services and spaces needed and include it in local disaster management plans. Also consider logistic needs in this planning.
- Assess the specific climatic conditions for all seasons to assure provision of thermal comfort, ventilation and protection: heaters, air condition or ventilation system might be necessary.
- Assess the specific social structure and gender of sheltered population to decide or adapt the type of common services and the space they might require.
- Decide on the type of furniture and equipment's to be procured provided in function of type and duration of use as well as practical usability and cultural acceptance.
- Coordinate all action and decisions with competent authority to ensure usage license is issued.
- Assess and mitigate potential risks from the use of heaters or other electric devices.
- In case of communal or family kitchens (long-term), mitigate potential risks and set up clear usage regulations.

## **GUIDANCE NOTE:**

- All facilities should provide a dignified, friendly and secure space to give displaced people the feeling of safety and recreation.
- When referring to the cultural acceptance it involves origin and habits of sheltered people (e.g. prayer rooms, different spaces for men women, adolescents, children, etc.). The needs can be very diverse and change with frequently with changing users, therefore flexibility in the shelter set up and space management is recommended mainly in short and mid-term accommodations. Clear information should be provided to refugees on the "house-rules" for the use of collective spaces. If any critical point or source of conflict is identified, adaptations should be made as needed.
- A suggested list of facilities and required spaces could be as follows:

ACTIVITY	TYPE OF ACCOMMODATION			COMMENT
	SHORT TERM	MID TERM	LONG TERM	
Security room	X	X	X	1 office for security staff
Registration	X	X	X	registration and security can be joined in LT
Information	X	X	X	can be a desk
Distribution with storage area	X	X	X	independent access for goods
Administration, management and office for staff	X	X	X	4 m <sup>2</sup> / staff
Medical screening area	X	X		–
Health care / First aid	X	X	X	with wash basin
Isolation area	X	X		with toilets
Psychological support / social care	X	X	X	1 office
Canteen or dining room	X	X	X	min 1 m <sup>2</sup> / pers
Collective leisure rooms	X	X	X	min 2 m <sup>2</sup> / pers
Space for children	X	X	X	min 2 m <sup>2</sup> /child
Space for women		X	X	–
Space for men		X	X	–
Teaching area		X	X	e.g. for language classes
Praying room	X	X		can be integrated within other space
Warehouse	X	X	X	App. 10% of total surface
Outdoor leisure space (incl.sports)		X	X	min 2 m <sup>2</sup> /pers
Functional / technical rooms	X	X	X	–
Housekeeping and maintenance	X	X	X	–

ACTIVITY	TYPE OF ACCOMMODATION			COMMENT
	SHORT TERM	MID TERM	LONG TERM	
Lockable deposit for valuables		X	X	–
Protected space at bus stop	X	X		Full bus load is approx. 50 pers
Parking area	X	X	X	–
KITCHEN options:				–
Pre-cooked catering delivery service	X	X		–
Catering service with on-site kitchen and food storage	X	X		–
Communal kitchens	X	X	X	–

- Standards and guidelines on construction and fire safety should be agreed with the relevant authorities to ensure that key safety and performance requirements are met. Building codes, fire regulations and other regulations have to be followed.
- In the case of collective centres, adaptation works might be necessary to provide living and thermal comfort and accomplish minimum standards. Special attention should be given to allow access to every occupant to all common spaces e.g. avoiding steps or providing handrails, and to provide safe and clearly marked escape routes.
- Access to a sufficient number of electric power sockets inside the collective space should be provided for free, to charge mobile phones and other devices, if not provided in private spaces. Consider the shelter capacity or the occupancy to calculate the number of sockets needed (5 sockets per 100 inhabitants can be considered as absolute minimum).
- Leisure rooms should have free access to internet (WLAN) or at least some computers with internet access. Free access to TV, Radio or News, ideally in the language of refugees or English/French is recommended but needs to be monitored to avoid choice of inadequate programs or conflict over programs selection.



- Provide free drinking water at all times (inform about drinking water quality of tap-water if appropriate) and other drinks like, juice, tea or coffee, at some communal spaces at least during certain hours.
- In case of less space or high occupation, multifunctional spaces can be used as dining room and leisure room at different times of the day. Clear timetables should be visible to allow the change of use. Furniture and equipment will need to adapt or easily be removed if necessary.
- Space for children should be safe and contained, if possible in a separate room, where parents can be with their smaller children or at least keep visual contact. Space and equipment should be child-friendly and taking into account different ages and gender. Existing guidelines can help to design and equip an adequate space for children.<sup>22</sup> Other infant care spaces should be considered as well, such as breast-feeding or nappy changing area.
- Distributions can be organised in the conventional way, handing out a pre-packed kits to every person or by setting up a room in which people can see and take items of their choice. The first option will require a space for storing and preparing the kits, a place to hand them out and sufficient room for queuing. The second alternative will need storage space for boxes and a big enough room to display items and people to walk around.
- Space for a basic healthcare facility should be foreseen (e.g. a container) in the planning phase, as well as a designated isolation area or quarantine area for individuals suspicious to have an infectious disease. This may include as well independent toilets and eating space. Transfer to a hospital is recommended in case a serious disease is confirmed.
- Persons with special needs that require additional assistance are generally identified during the registration process. In rare cases where those persons are not transferred to a separate adequately equipped facility, additional provisions might be needed, e.g. patient lifters or hoists for aged or disabled people, secure and safe storage for patient medications, cold storage facilities for vaccine refrigeration or others.
- To protect people from accidents, functional or technic rooms should be separated as much as possible from inhabitants and securely locked allowing access only to technical staff (e.g. stoves, heaters, electrical equipment, generators, pumps)

<sup>22</sup> GRC „Checkliste Spiel- und Bewegungsangebote für Kinder in den Warteräumen“; UNICEF „A Practical Guide for Developing Child Friendly Spaces“

- Warehouse or large storage area should be easily accessible by road to allow unloading trucks. This access should be independent and separated from the circulation area of inhabitants. Try to minimise the traffic and overlapping of different circulations.
- Plan a storage capacity for at least 3 days with basic NFIs and drinks/food. A high shelf system for storage can efficiently reduce the surface area, but in this case forklifts are needed to access the upper shelves.
- Outdoor leisure space should be equally accessible to all people, regardless of sex, age or physical condition. It should be safe, well illuminated and free from traffic (mark as Play Street).
- A welcome and information centre should provide basic information of operating procedures and “housekeeping rules” of the shelter and location to newcomers. Foresee a dedicated room, a desk in a communal space or a board or screen for this purpose. All information should be accessible and understandable by anyone regardless of language, age, gender, educational background (illiterate) or disability. Consider translation into several languages and preferably use simple pictograms or images.
- Communal spaces should have free access and ideally be open round the clock if security can be provided at all times.

#### SHORT TERM DISTINCTIVE FEATURE

- Try to be flexible in the design of collective spaces, especially in short and mid term accommodations. The composition of the population in the facility may change within a short time. Certain provisions need to be made for all likely scenarios (e.g. a shift from an only male population to families with children population). This can change significantly the character of a facility and the services needed.
- Experience has shown that people arriving to this type of temporary shelter are looking forward to move quickly to their next destination and will wait for hours at the bus stop fearing to miss their buses. It is recommended to provide shadowed space during the summer months or a heated space for the winter months close to these bus stops. Toilets at a close distance should also be provided.

#### MID AND LONG TERM DISTINCTIVE FEATURE

- Food can be cooked and served collectively by a catering service, as it is mostly the case in short and mid term accommodations. The provision of communal kitchens where families or individuals can cook for themselves is only recommended for long term facilities if the circumstances allow. This has to be decid-

ed in the planning phase and space designed accordingly. The choice of cooking fuel will be key in the space design and technical installations. Additional fire safety measures and ventilation regulations should be followed strictly. Communal kitchen will also need some additional space for individual food storage and provisions of additional cooking equipment.

## **PRACTICAL EXAMPLE: USE OF COLLECTIVE SERVICES OUTSIDE THE ACCOMMODATION IN UNTERSCHLEUSE 2**

The mid term-accommodation in Brandenburg, Unterschleuse 2, has a maximum capacity of 1020 people. 17 light weight halls provide for sleeping arrangements, existing buildings and halls are used as warehouse, distribution centre, collective rooms, canteen, laundry room and some staff offices. Security, registration, health care, facility management and other staff offices and services as well as toilets and showers are accommodated in 17 containers. The compound is located in the eastern part of in Germany where population is decreasing and consequently public services offered to the population are at risk of being closed down. With the influx of people arriving to the refugee accommodation at Unterschleuse there is a new need and demand for these services. In consequence some public facilities can be maintained open preserving existing jobs and continue to provide service also to local population:

- The local hospital was about to close down because of decreasing demand and can now be maintained profitable through the provision of first medical checks for newly arrived refugees.
- Small rail stations in sparsely populated areas were close to cease service and can be maintained operational due to growing transport needs of refugees.
- Local markets and shops close to accommodation for refugees have significantly increased their sales, especially of small electronic items.

### 3.3.4. SLEEPING ARRANGEMENTS

#### STANDARD 4: SLEEPING ARRANGEMENT \*

People have sufficient covered living space providing privacy, safety, thermal comfort, fresh air and protection from the climate, allowing resting and undertaking basic daily activities.

INDICATORS			
TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Surface</b>	All individuals have a minimum covered floor area of <b>3,5m<sup>2</sup> per person</b> .	All individuals have a minimum covered floor area of <b>5m<sup>2</sup> per person</b> .	All individuals have a minimum covered floor area of <b>6m<sup>2</sup> per person</b> .
<b>Density</b>	Make efforts to provide privacy to the extent possible using screens, partitions etc.	<b>Partition or separate rooms</b> provide adequate personal privacy and safety, not allowing more than maximum <b>8 beds</b> in one room/cubicle. Families should be placed together.	People sleep in <b>separate lockable rooms</b> with <b>2 to 4 beds</b> in one room providing adequate personal privacy and safety. Families are placed together in a separate unit (which can have several rooms). Rooms or flats in permanent building will be preferred.
<b>Access</b>	<b>Aisle space of 1.5 m</b> should be provided to access the beds	Sleeping area has well-planned access routes and an <b>aisle space of at least 1.5 m</b> to access the rooms / cubicles.	Covered area has well-planned access routes and an <b>aisle space of 2m is provided to access rooms</b> .
<b>Privacy</b>		Inhabitants have an <b>individual cupboard or locker</b> within their sleeping space to store their belongings safely.	Inhabitants have an <b>individual cupboard or locker</b> within their sleeping space to store their belongings safely, or a key to their room.

\* The Sphere Project 2011: Shelter and Settlement Standard 3; page 258.

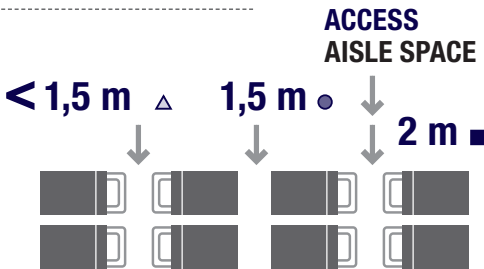
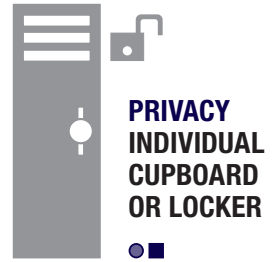
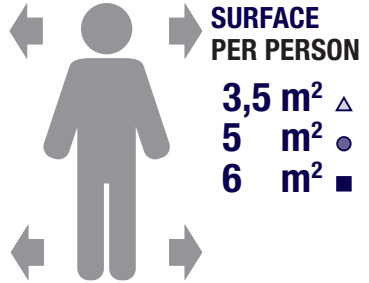
INDICATORS			
TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Ventilation</b>	<b>Adequate ventilation</b> is provided at a rate based on Ventilation regulations.**		
<b>Temperature</b>	The ambient temperature of the sleeping area should be at least <b>16–19°C</b>	The ambient temperature of the sleeping rooms should be at least <b>16–19°C</b>	The ambient temperature of the sleeping rooms should be at least <b>16–19°C</b>
<b>Fire</b>	<b>Fire safety regulation</b> have been followed and necessary measures implemented (distances, fire extinguishers etc.)		
<b>Material</b>	All shelter solutions and materials meet agreed <b>technical and performance standards</b> and are culturally acceptable by refugees.	All shelter solutions and materials meet agreed <b>technical and performance standards</b> and are culturally acceptable by refugees.	All shelter solutions and materials meet agreed <b>technical and performance standards</b> .

**RATIONALE:** The Sphere Project key indicator for shelter is 3.5m<sup>2</sup> (excluding access) per person and according to the UNHCR handbook for Emergencies 4.5m<sup>2</sup> should be provided in cold climates. Experience indicates that in European context the minimum provided for personal sleeping space in mid and long term accommodations should rather be higher. Based on average calculations from the existing facilities, and the experience in European context, 5m<sup>2</sup> per person in mid-term accommodations and 6m<sup>2</sup> in long term accommodations (not including aisle space) are recommended. Leading factors are larger sized bedding, space for personal belongings and comfortable separation distance to reduce the spread of respiratory infections as well as minimize conflicts. The psychosocial benefits in mid and long term accommodations of ensuring adequate space provision and privacy should be maximized.

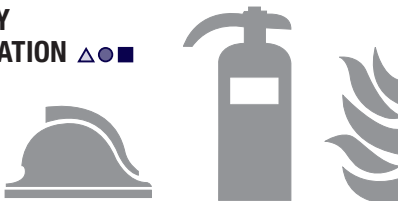
\*\* DIN 4108-2 indicates an average air exchange of 0,5h-1, complementing calculations with DIN 1946-6.

## SLEEPING ARRANGEMENTS

- △ SHORT TERM
- MID TERM
- LONG TERM



**FIRE SAFETY REGULATION** △ ● ■



**MATERIAL TECHNICAL AND PERFORMANCE STANDARDS**

- △
- 
- 



## KEY ACTIONS:

- Produce an overall layout indicating the reception capacity for all designated emergency shelters and include in local disaster management plans if required.
- Assess the specific climatic conditions for all seasons to provide good thermal comfort, ventilation and protection: heaters, air condition or ventilation system might be needed.
- Assure division of space for, safe separation and privacy between sexes, different age groups and families.
- Decision on the type of beds to be provided and the acquisition and management of bedding and linen. Consider laundry services for used linen especially in short and mid-term facilities
- Coordinate and agree actions and decisions with competent authority to ensure usage license is obtained.
- Assess and mitigate potential risks from the use of heaters or other electric devices in sleeping spaces.

## GUIDANCE NOTES:

- There may be space restrictions in the first days of an emergency or high influx of refugees which do not allow reaching the indicated minimum surface per person (3,5 m<sup>2</sup> for ST; 5 m<sup>2</sup> for MT; 6 m<sup>2</sup> for LT). This should not be an impediment to shelter people and save lives, but efforts should be made reach the indicators as soon as possible to minimise adverse impacts on the health and well-being of affected people.
- Consider cultural background of people and vulnerable groups who need to be lodged when deciding type of shelter, distribution of sleeping spaces, type of beds or construction of specific private spheres. For example: Women might need more privacy to take off scarf or clothes, men might not accept someone sleeping over him, cradles might be needed, disabled or elderly might need special sleeping arrangements, etc. Separated sleeping arrangements for men and women as well as for families are recommended for ST, but are essential in MT and LT.
- To reach adequate air quality and temperature inside the shelters, mechanical ventilation and heaters may be necessary. The temperature of 16-19°C is meant for sleeping spaces. In case the shelter is used as well as day room, temperature should be increased to 20-22°C. Children, elderly or sick people will require more temperature in sleeping arrangements than adults.

- Sleeping spaces should have enough healthy lighting through daylight or artificial light at night.
- In cold climates heavyweight constructions with high thermal capacity is preferred for shelters that are occupied throughout the day. Lightweight constructions with low thermal capacity and substantial insulation and heating are more appropriate to be occupied only at night. Minimise air flow, particularly around the door and window openings, to ensure personal comfort while also providing adequate ventilation. The loss of heat through the floor should be mitigated through floor insulation and raised beds.
- Efforts should be made to control and reduce the noise in the sleeping areas. This might not be always easy in collective shelters, but good sleep and rest is essential for the well-being and recovery of occupants. Openings (windows and doors) and walls / partitions should be isolated as good as possible from noise. Strict noise regulations should be established in the sleeping area.
- Experience has shown that due to potential fire risks, sockets should be avoided in sleeping areas in ST and MT accommodation.

#### SHORT TERM DISTINCTIVE FEATURE

- In the case of big collective halls evaluate carefully the capacity of lodging people taking into account gender and age. In the case of big groups of young men from different countries, aggression level can be reduced by providing more space. The minimum indicator of 3,5 m<sup>2</sup> floor space should be revised upwards and lower density ensured.

#### MID TERM DISTINCTIVE FEATURE

- Minimum surface of 5 m<sup>2</sup> per person on sleeping arrangement can be reached progressively starting from 4 m<sup>2</sup> per person. It is also important to consider that in shelter with massive partitions where privacy and security is better given, surface can stay at a minimum. In shelters where partitions are with light materials, provision of more space per person is recommended.

#### LONG TERM DISTINCTIVE FEATURE

- It is indicated to have maximum 4 beds in one room but this number should ideally be lower to ensure sufficient privacy. In the case of a family unit with 2 adults and 3 young children or infants, 5 beds could be allowed in a room with surface area corresponding to 5 persons. Families with older children or teenagers should have the possibility of two connected spaces.



- Sleeping arrangements (beds) and rooms should be comfortable to sleep and live there for a longer period of time. Some additional furniture besides the bed should be included in the room planning to make the space more usable and comfortable.
- Separate rooms and family units are preferred to ensure privacy and safety. In case this is not possible and rooms need to be shared, consider low occupancy and independency for families. Look at cultural background (religion and habits) of people and vulnerable groups who need to be accommodated and wherever possible ask people about their needs, when deciding type of shelter, distribution of sleeping spaces, type of beds or construction of specific private spheres. Separation of spaces only for women, only for men and family areas might be convenient.
- Rooms should be lockable to ensure privacy and every person should have access to a lockable cupboard in their private space, ideally also provide letter box with key at the compound.
- Additional individual reading lamps should be provided in the sleeping rooms. Include as well shutters or blinds on the windows for privacy and light control.
- Sleeping rooms can be equipped with individual electric sockets to charge electric devices (e.g. mobiles phones).

## **PRACTICAL EXAMPLE: SLEEPING ARRANGEMENTS INSIDE HANGARS OF THE SHORT TERM ACCOMMODATION IN ERDING**

The reception centre (short-term accommodation) in Erding is located inside a large army ground and has capacity for 5000 refugees distributed in 16 unused plane hangars and 6 light weight halls. The hangars of 420 m<sup>2</sup> each have been refurbished and adapted to the new use. This meant to construct wooden front walls, clean and disinfect, inside painting, construction of inside partitions, electric installation for lightning and ventilation, and adaptation to fire safety regulations. Coordinated effort between the GRC, THW and the "Helfende Hände" ("Helping Hands") division of the federal Army, allowed quick refurbishment of these hangars.



Each hangar has a capacity for 102 people distributed in 16 smaller compartments produced with OSB and plastic sheeting. The high of these panels is 2 m to allow privacy, but have some openings at 1,6 m high to meet fire regulations. The panel system and distribution has been designed by a GRC shelter delegate and have been prefabricated in carpentry on site by solders. Readymade panels have been then installed following a systematic module design.

One bunk bed with mattresses and disposable linen is assign to every refugee. The sleeping space per person is less than 3 m<sup>2</sup>, but counting as well aisles and open spaces to socialise we have 4,1 m<sup>2</sup> per person. No socket or additional furniture is provided.

### 3.3.5. WATER

#### STANDARD 5: WATER \*

All people have safe and equitable access to a sufficient quantity and quality of water for drinking, cooking and personal and domestic hygiene.

INDICATORS			
TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Quantity</b>	Water points have a well planned, built and maintained <b>drainage system</b> , avoiding stagnant water.	Connection to the <b>public water network and sewage (waste water) system</b> is ensured.	
<b>Quality</b>	Water quality is assured by following the corresponding <b>state regulations</b> for <b>drinking water quality</b> (in Germany water from public water network is drinking quality.)		
<b>Use</b>	The average water supply should be at <b>least 15 litres</b> of water per day per person, <b>comprising 4 litres of drinking water</b> and 11 litres for other purposes (for example hygiene)	<b>Warm and cold water supply</b> should be guaranteed throughout the day to assure <b>4 litres of drinking water</b> and the rest for personal hygiene, laundry, flushing toilet, cooking, cleaning, etc.	
<b>Distance</b>	The distance from any sleeping arrangement or collective space to the nearest water point which is <b>safe and well illuminated</b> should be maximum <b>50 metres</b> .	Water point should be located <b>inside the building</b> , in case this is not possible the maximum distance from any sleeping arrangement or collective space to the nearest water point (basin) is <b>20 metres</b> which is <b>safe and well illuminated</b> .	
<b>Hand washing</b>	At least <b>one tap for every 250 people</b> to wash their hands should be available. Additional hand sanitizers can be provided. (1 basin for every 5 toilets)	At least one tap/ <b>basin for every 100 people</b> to wash their hands should be available. Additional hand sanitizers can be provided. (1 basin for every 5 toilets)	At least one tap/ <b>basin for every 8 people</b> should be available. Additional hand sanitizers can be provided (1 basin for every toilet)

\* The Sphere Project 2011: Water supply Standards 1, 2 and 3; pages 97,100 and 103.

TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Shower</b>	<b>One showerhead for every 100 people</b> should be available (separated by sex or with different shower times per sex).	<b>One showerhead with hot water for every 50 people</b> should be available (separated by sex).	At least <b>one showerhead with hot water for every 8 people</b> should be available (separated by sex or family units).
<b>Protection</b>	<b>Well illuminated and internally lockable showers separate for women and men</b> are available in public places, ensuring privacy, accessibility for all people and security especially for women and girls.		<b>Internally lockable private showers per family</b> are preferred. In case this is not possible, provide separate, well illuminated and internally lockable showers for women and men, ensuring privacy, accessibility for all people and security especially for women and girls.
<b>Laundry</b>		At least <b>one laundry facility</b> (washing basins or washing machine) <b>for every 100 people</b> available and an adequate space for drying (or dryer), ensuring if necessary private laundering areas for women.	At least <b>one laundry facility</b> (washing basins or washing machine) <b>for every 12 people</b> available and an adequate space for drying (or dryer) and ironing, ensuring if necessary private laundering areas for women.

**RATIONALE:** The Sphere Project Standard indicates minimum consumption of 15 litres of water per day per person. This quantity can be considered as minimum survival amount. Considering German context it is very likely that an all day connection to public water net without restrictions on water consumption will be available. Even though the average consumption in Germany in 2014 has been over 120 litres per day per person<sup>23</sup>, the Sphere indicator has been maintained to provide guidance for planning purposes and in case of challenges with the public water supply or its quality. In all cases we should consider 4 litres of drinking water per person per day adding to the water required for personal hygiene, cooking, flushing toilets, laundry, dishes, cleaning etc. Consider awareness raising on responsible use of water. Numbers of taps or basins have been calculated based on the number of toilets proposed for each type of accommodation (ST and MT 1 basin for every 5 toilets; LT 1 basin for every toilet).

<sup>23</sup> <https://www.umweltbundesamt.de/daten/private-haushalte-konsum/wasserverbrauch-der-privaten-haushalte> <http://de.statista.com/statistik/daten/studie/12353/umfrage/wasserverbrauch-pro-einwohner-und-tag-seit-1990/>

# WATER

- △ SHORT TERM
- MID TERM
- LONG TERM

## STATE REGULATIONS

△ ● ■



**PUBLIC WATER NETWORK** ● ■



**DRINKING WATER QUALITY** △ ● ■

△ ● ■



**WARM AND COLD WATER SUPPLY** ● ■

● ■

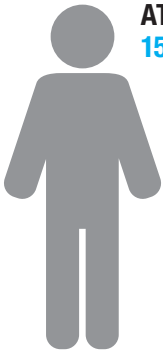


**DRAINAGE SYSTEM** △



**SEWAGE (WASTE WATER) SYSTEM** ● ■

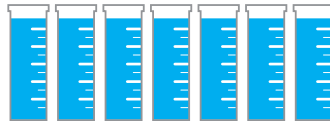
**AT LEAST 15 LITRES** △



**4 LITRES OF DRINKING WATER** △ ● ■



**11 LITRES OTHER PURPOSE** △



**WATERPOINT INSIDE THE BUILDING** ■



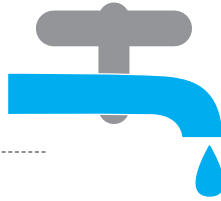
**20 m** ■

**50 m** △ ●





**ADDITIONAL** ▲●■



**1 TAP FOR EVERY  
250 PEOPLE** ○

**1 BASIN FOR EVERY  
100 PEOPLE** ●

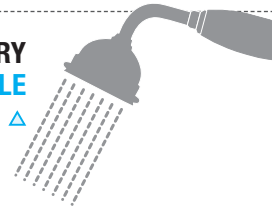
**1 BASIN FOR EVERY  
8 PEOPLE** ■



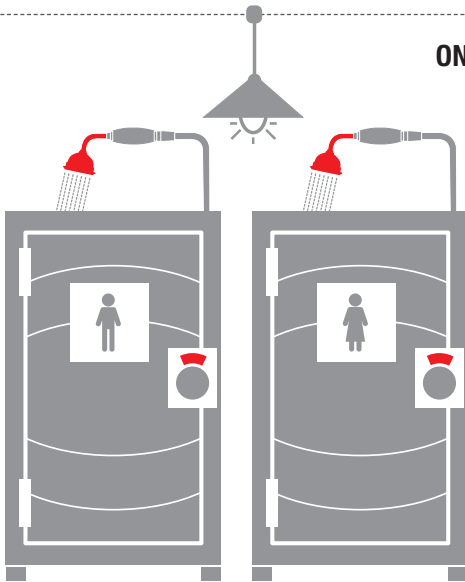
**1 BASIN FOR EVERY  
5 TOILETS** ▲●

**1 BASIN FOR  
EVERY TOILET** ■

**ONE SHOWERHEAD FOR EVERY  
100 PEOPLE**



▲



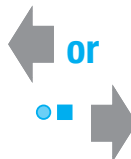
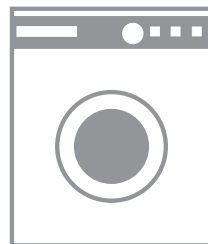
**1 SHOWERHEAD FOR  
EVERY 50 PEOPLE** ●

**1 SHOWERHEAD FOR  
EVERY 8 PEOPLE** ■

**1 LAUNDRY FACILITY  
FOR EVERY 100 PEOPLE** ●



**1 LAUNDRY FACILITY  
FOR EVERY 12 PEOPLE** ■



## KEY ACTIONS:

- The role of the responsible authority is to ensure people seeking shelter have access to water that fulfils federal, state and district sanitation regulations. This task can be delegated to specialised professionals or organisations.
- Assess the hygiene habits and cultural background of people who will use water facilities (drinking points, basins, and showers), adapting or designing the facilities to their customs will help keep the facilities functioning. Otherwise provide clear and easy user instructions. (Examples see Annex)
- Ensure all refugees have safe and equitable access to water facilities and resources; this includes suitable facilities with access for people with a disability or children.
- Actively managing water usage and quality is critical, considering supply realities, resourcing and timeframes. As part of an agreed collaborative approach, a role for the shelter management team is to monitor daily water usage within the facility and inform the local authorities to pre-empt any shortfall of water supply or decrease of the quality.
- Provide information on the responsible use of water and the importance of keeping water facilities and storage containers clean.
- Set up maintenance and cleaning system for the management of water facilities. Consider outsourcing to maintenance /cleaning company.

## GUIDANCE NOTES:

- Calculate the water points needed (including waste water) and required pressure in order to arrange connection to the public water network and sewage system, if feasible.
- All facilities must be accessible to all people taking special consideration to vulnerable groups (for example, children, disabled, pregnant women, etc.). Water points (drinking water source, basins, showers, laundry) should be located in areas that are accessible to all, regardless of, for example, gender or ethnicity.
- Allow access at all times to hot and cold water in some collective areas to drink or to prepare a coffee, tea or baby milk/food.
- Consider that older adults and young children are at particular risk of dehydration in hot weather. Pregnant women and mothers who are breastfeeding will also require extra quantities of drinking water. People who are actively working in hot weather conditions may also require extra quantities of drinking water (5 litres/person/day).

- In the event the normal supply of drinking water is contaminated or interrupted, bottled water may need to be distributed. Considerations should be made for the recycling of used bottles.
- A process to monitor water usage and consumption should be planned to ensure that, adequate practices are in place for appropriate use and to limit any wastage.
- In case no sewage system is in place, all water points and paths to the water facilities need to have a well planned, built and maintained drainage system, avoiding stagnant water at all times.

## SHOWERS, WASHING AND CLEANING

- Consideration should be undertaken regarding accessibility, gender and culture to maintain dignity and privacy at all times, regardless if the showers are communal or for private / family use.
- Basins and supplies for bathing infants should be provided as soon as possible if needs are identified.
- Recommended water pressure for showers is 2.5 bars (depending on the shower head).
- Temperature of hot water should never be too high to cause accidental burnings. It is recommended to have a temperature between 30 °C and 40 °C at the outlet. To avoid legionnaire's diseases, cold water should be stored under 20 °C and hot water over 70 °C.
- In case water has to be distributed, it is considered that people should not queue more than approximately 15 minutes. To reduce stress during queuing time, people should be well-informed about processes in place.
- In case there is an infectious disease outbreak, water usage for cleaning purposes will increase.
- Where possible, laundry facilities should be provided separate to the personal hygiene area. Those could be communal washing machines and dryers, or washing basins and ventilated drying area.
- To assist in the prevention of infectious diseases, hand sanitising stations (non-water) should be provided at key locations in the centre, such as at the entrance and dining area.

## LONG TERM DISTINCTIVE FEATURE

- It is preferred to assign one bathroom (including basin and shower) and / or laundry facility (washing machine) to a specific number of people or to a family for private use, making them responsible for their cleaning and basic maintenance. In case this is not possible follow general guidance notes.



## **PRACTICAL EXAMPLE: LAYOUT OF WATER SYSTEM AND ENVIRONMENTAL CONSIDERATIONS IN FELDKIRCHEN**

The camp in Feldkirchen has an extension of approximately 103,000 m<sup>2</sup> to shelter 5000 people (20.6 m<sup>2</sup> per person achieving minimum standard for short term accommodation). It was set up initially by THW (Technisches Hilfswerk) within just a few days in September 2015 including provision of water and connection to the sewage system. It was conceived as a summer camp in order to quickly shelter high number of refugees crossing from the Austrian border. Connection to the public water and sewage grid was concentrated in one area of the site obliging people to walk some distance to access to water facilities and toilets.



In a second phase GRC took over the management of the camp and a camp suitable also for winter conditions should have been built right next to the summer camp but separated to ensure that camp activities don't interfere with heavy construction work. However, during the assessments of possible sites it was found that the area was a protected breeding ground for a rare bird and could not be used to set up the winter camp. Therefore modifications had to be made on the initial site of the summer camp to upgrade it to a winter camp, which complicated enormously the implementation strategy.

Divided into sections, each section was upgraded by preparing the ground with sand and gravel, adding proper drainage, making a new connection to the water and sewage grid, electricity etc.

Next to the premises of the camp is a groundwater protection area (Grundwasserschutzgebiet). All electricity for the camp was provided through oil fed generators. The environmental agency was concerned about the amount of oil run devices in the camp. Objections came in particular regarding the increased risk of oil spillage due to frequent refills of the numerous small heaters with integrated tank for the family tents. To reduce the risk of oil spillage it was decided to connect two to three small heaters to a shared double layered oil tank.

### 3.3.6. SANITATION

#### STANDARD 6: SANITATION \*

People have adequate, appropriate and acceptable toilet facilities, sufficiently close to their shelter, to allow rapid, safe and secure access at all times, day and night.

INDICATORS			
TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Sewage</b>	Toilets are connected to the <b>public sewage system</b> .		
<b>Quantity</b>	Provision of <b>1 toilet per 50 people</b> in the immediate sheltering phase, working towards <b>1 per 20 people</b> .	Provision of <b>1 toilet per 20 people</b> .	Provision of <b>1 toilet per 8 people</b> .**
<b>Distance</b>	Outside toilets are located within <b>50 metres of the shelters</b> , but at least 20 metres from the kitchen and dining area. If portable toilets are used, the 20 metre preferred practice should apply.	Outside toilets are located within <b>50 metres of the shelters</b> , but at least 20 metres from the kitchen and dining area. If portable toilets are used, the 20 metre preferred practice should apply.	Preferably, toilets are located <b>inside the buildings/ shelters</b> . In case this is not possible, outside toilets are located within 50 metres of the shelters, but at least 20 metres from the kitchen and dining area.
<b>Quality</b>	Toilets are clean and adequate supply of hygiene items is provided (soap, toilet paper etc. according to cultural practice)		<b>Family toilets</b> or toilets assigned to a number of individuals are the preferred option over public toilets. Always assure clean toilets and adequate supply of hygiene items (soap, toilet paper etc. according to cultural practice)
<b>Protection</b>	<b>Separate, easy to access, well illuminated and internally lockable toilets for women and men</b> are available in public places, ensuring privacy, accessibility for all people and security especially for women and girls.		

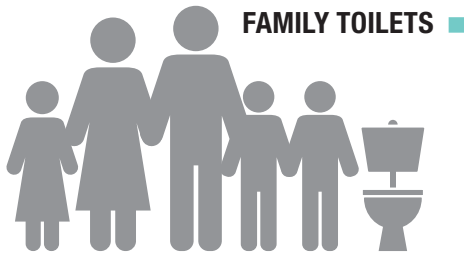
\* The Sphere Project 2011: Excreta Disposal Standard 2; page 107.

\*\* Matching one toilet for every 2 rooms of 4 people.

TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Distribution</b>	Ratio of <b>3:1 female to men</b> should be used if population is arriving in equal numbers and urinals can be provided for men if culturally acceptable.	Ratio of <b>3:1 female to men</b> should be used if the ratio of inhabitants is about 50/50 and if urinals are culturally acceptable for men	Provide toilets according to the ration of men/women accommodated in the facility.
<b>Use</b>	Sanitation facilities are culturally accepted by refugees, or in case those cannot be adapted clear <b>usage instructions</b> are provided.		Sanitation facilities according to local practices with clear <b>usage instructions</b> in case the persons accommodated are not familiar with such facilities.
<b>Women Hygiene</b>	Toilets allocated to women allow disposal of women's <b>menstrual hygiene materials</b> .		
<b>Disability</b>	At least 2 toilets (one for each sex) are designed for disabled people.	At least 2 toilets (one for each sex) per 600 people are designed for disabled people.	
<b>Infants</b>	<b>Nappy change facilities</b> are set up including hand washing facility and nappy disposal bins.		<b>Nappy change facilities</b> including hand washing facility and nappy disposal bins should be provided in the accommodation.
<b>Maintenance</b>	Toilets are correctly used (instructions), maintained <b>clean</b> and desludged if necessary.		Toilets are correctly used, maintained <b>clean</b> .
<b>Hygiene</b>	<b>One hand wash facility with soap</b> should be provided for every <b>20 people</b> , or 4-5 metres of washing bench for every 100 people, within close proximity to the toilets.	<b>One hand wash facility with running water and soap</b> should be provided for every <b>20 people</b> within close proximity to the toilets.	<b>One hand wash facility with running water and soap</b> should be provided for every <b>8 people</b> within close proximity to the toilets.

## SANITATION

- △ SHORT TERM
- MID TERM
- LONG TERM



- 1 PER 50 PEOPLE △
- 1 PER 20 PEOPLE ○
- 1 PER 8 PEOPLE ■

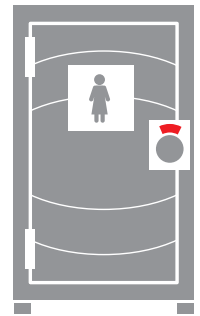
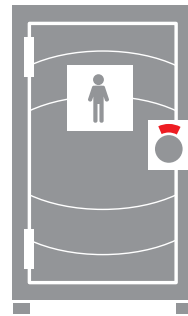
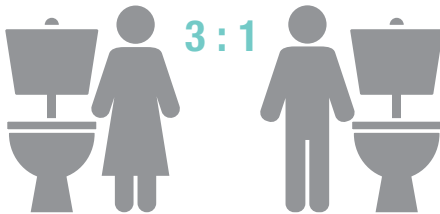


**PUBLIC SEWAGE SYSTEM** ○ ■

**QUALITY** △ ○ ■



**PROTECTION** △ ○ ■

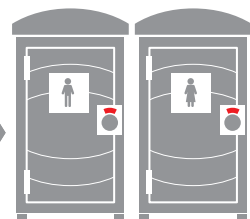


**INSIDE** ■



**20 m** ■

**50 m** △ ○



AT LEAST 2 TOILETS  $\triangle$



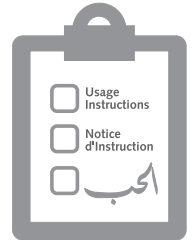
2 PER 600 PEOPLE  $\circ \blacksquare$

MAINTENANCE

CLEAN  $\triangle \circ \blacksquare$



USAGE INSTRUCTIONS  $\triangle \circ \blacksquare$



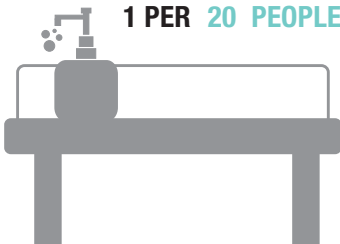
WOMEN HYGIENE  $\triangle \circ \blacksquare$



INFANTS NAPPY CHANGE FACILITIES  $\triangle \circ \blacksquare$



1 PER 20 PEOPLE  $\triangle$



1 PER 20 PEOPLE  $\circ$   
1 PER 8 PEOPLE  $\blacksquare$



**RATIONALE:** The primary aim is to provide and maintain an environment free from health risks. In the German context, a maximum of 50 people using the facility in the immediate sheltering phase would be acceptable, reducing to 20 people in the temporary sheltering phase. The Sphere Project standard is a maximum of 20 people using each toilet<sup>24</sup> (usually a pit latrine) with calculations accommodating varying environmental conditions. In the German context, it is more likely that a toilet is connected to a sewerage scheme or septic tank, in which case they could be close to a kitchen or dining water supply. In this case there should be an airlock between the toilet and kitchen. In long term accommodation family toilets are recommended, reducing the number of people using the facility to 8.

### KEY ACTIONS:

- Sanitation facilities could be set up by the GRC or it can be responsibility of another professional. In this case, the shelter management team should monitor the compliance of the minimum standards and inform the coordination team if any deficiency has been identified.
- Assess the sanitation habits and cultural background of people who will use the toilets, adapting or designing the facilities to their customs or providing clear and easy user instructions.
- Ensure all refugees have safe and equitable access to, and use of, sanitation/toilet facilities and resources, and take action to reduce public health risks. This includes suitable facilities and access for people with a disability or children.
- Pre-planning should include actions to manage the availability of toilets in the event of a disease outbreak that would require person/s to be isolated.
- In case of use of portable toilets, a system should be in place to ensure regular desludging.
- Set up a cleaning and disinfection system for the management and maintenance of sanitation/toilet facilities and regularly monitor daily consumables such as soap and toilet paper usage to avoid any shortfall of supply. Consider outsourcing to a maintenance cleaning company.
- Include a hand washing facility with soap close to every group of toilets to allow adequate hygiene practice. (water standards)

### GUIDANCE NOTES:

- A proper assessment of the sewage/septic system must be undertaken by the local authorities to determine the whether the capacity of the system is fit to serve the projected occupation of the centre.

<sup>24</sup> The Sphere Project, 2011 edition p.108

- In planning for resources such as portable toilets, availability, access and the needs of vulnerable people should be assessed. The site assessment should also include the calculation of time to get extra toilets onsite, the number required, placement and access, and egress points to allow for servicing of the toilet facilities.
- Allocation of toilets will depend on user needs. Separate male and female facilities should be allocated, identifying in a visible way which toilets are for men and which for women, which have nappy change facilities or are for disabled people. Signs should be visible also at night times. It should be placed at the outside of the toilet facility and can be repeated in the inside of the door, in case this stays open.
- By sex disaggregated data should help to define the number of toilets allocated to men and women. In case no data is available or the influx is 1:1, a ratio of 3:1 female to male should be used. Nevertheless, it is recommended to maintain certain flexibility in the distribution of toilet numbers by sex. Due to the uncertainty of number of refugees and the amount of women and men arriving into the sheltering (mainly in short and mid term accommodations), consider to have some toilet containers, toilet rooms or portable toilets that can be assigned to men or women depending on the need.
- When designing and placing portable toilets, take into account cultural beliefs or restrictions. For example avoid placing toilet doors facing Mecca as well as certain colours (green = colour of the prophet).
- A certain number of urinals can be provided for men to increase the facility number and reduce the waiting time for men. However, it is recommended to assess whether urinals will be acceptable to the male refugees. In case this type of sanitation facility is not known by refugees or is not liked because of lack of privacy, consider only toilets or design some user instructions for urinals.
- Take into account that women often take their children to the toilet and would ideally require cubicles with more space.
- Appropriate receptacles for menstrual hygiene should be provided. Disposable women hygiene items are preferred, but in case women are using washable pads, private washing and drying facilities and spaces should be provided.
- Designated areas should be provided for nappy changes, including a change table, disposable change mats, a hand sanitizer and a covered nappy bin. Clear instructions should be provided on the correct disposal of dirty nappies.
- Hand washing facilities should be in close distance to the toilet and should be provided with running water and soap. Ensure that these facilities are accessible to all people, including some devices for children or disabled people.



- The design of user instructions should be understood by anyone, including people speaking different languages, illiterate, children or people with eyesight difficulties. Identify which might/are the key difficulties to understand the correct use of the sanitation facility and describe clearly the proper use of it. Big enough images, bright, colourful or funny pictures can be helpful.

#### SHORT AND MID TERM DISTINCTIVE FEATURE

- Toilets should be cultural accepted by users. Length of stay of refugees is too short to start any hygiene promotion or sensitization campaign. It is therefore important to assess sanitation habits of arriving population and adapt as much as possible the facilities to their usage. Squatting pans might be the familiar option, but difficult to find in Germany. In this case alternative solutions have to be found or clear instructions have to be developed. People might not be used to use toilet paper but water. In this case access to water (running water, containers, bottles, etc.) in the toilet should be facilitated.

#### LONG TERM DISTINCTIVE FEATURE

- Family toilets inside buildings is the preferred option, second choice would be family toilets close to the living area or public toilets inside a building, and last alternative should be public toilets outside the buildings.
- In case toilets are not integrated within the buildings, the construction of a covered, protected and illuminated path should be considered.
- To reduce the waiting time for men at public toilets it is recommended to include one urinal for every 20 men along with the toilets, together with clear instructions.

## **PRACTICAL EXAMPLE:** **USE OF SHIP CONTAINERS IN SOLINGEN**

The mid-term accommodation in Solingen, the Henry-Dunant village, has a capacity of 600 people, which means the provision at least of 32 toilets, 12 showers and 6 washing facilities for refugees, plus separate sanitation for staff. Hiring or purchasing sanitation containers at was at the time literally impossible due to the high demand and insufficient available stock in Germany and neighbouring countries. Instead, it was decided to purchase old cargo containers and adapt them to the needs. 40 discarded cargo containers were purchased in Rotterdam's harbour and transported to the site. Doors and ventilation openings were cut out; the interior refurbished with painted wood panels and PVC floor; water, sewage, electricity



(for lighting and heating) and ventilation system was installed; toilets, showers, washing machines and water heaters were installed. All works were done by local professionals and small enterprises. Some additional containers have been used as storage and as technical rooms to accommodate the oil heaters for the collective halls. Altogether purchasing used containers and refurbishing them in situ was more cost effective and faster than importing ready made solutions at a high price. Finally a public event is planned to paint the outside of the containers with colourful graffiti.

### 3.3.7. SOLID WASTE MANAGEMENT

#### STANDARD 7: SOLID WASTE MANAGEMENT \*

The displaced population has an environment not littered by solid waste, and has the means to dispose of their waste conveniently and effectively.

INDICATORS			
TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
Quantity	At least <b>1 wheelie bin (240 litres)</b> should be allocated <b>per 30 people per day for domestic waste</b> . Industrial waste skips could also be used.		At least <b>1 wheelie bin (240 litres)</b> should be allocated <b>per 30 people per day for domestic waste</b> . Smaller wheelie family bin (60 litres) can be provided additionally.
Clinical waste	At least <b>1 disposal bin (120 litres)</b> should be allocated for <b>clinical and hazardous</b>		
Communal container	At least <b>1 waste container (4,5 m<sup>3</sup>)</b> with lid should be allocated for <b>disposable</b> items such as plastic dishes or linen <b>per 50 people per week.**</b>		Allocation of waste container with lid for disposable items as per need.
Clothes	One waste container for <b>unusable clothes</b> should be considered.		
Construction waste	Extra containers need to be arranged for <b>construction waste</b> as long as it is necessary.		
Disposal bin	Disposal bins are no more than <b>100 metres</b> from living area.		Disposal bins are no more than <b>50 metres</b> from living area.
Emptying	Arrangements are in place for <b>regular internal and external garbage collection and disposal</b> .		
Use		Refugees are informed about local waste <b>disposal system and recycle routine</b> .	Refugees have knowledge of local waste <b>disposal system and recycle routine</b> .

\* The Sphere Project 2011: Solid Waste Management Standard 1; page 117.

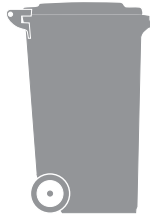
\*\* Considering a production of 90l of waste per person per week (or 12,5 l per person per day).

## SOLID WASTE MANAGEMENT

- △ SHORT TERM
- MID TERM
- LONG TERM

240 L

PER 30 PEOPLE FOR DOMESTIC WASTE PER DAY △●■



60 L

FAMILY BIN ADDITIONALLY ■

120 L



CLINICAL AND HAZARDOUS WASTES PER DAY △●■



UNUSABLE CLOTHES △●

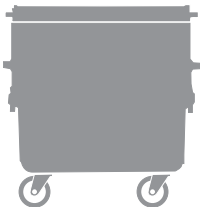
4,5 m<sup>3</sup>



COMMUNAL CONTAINER PER 50 PEOPLE PER WEEK △●



CONSTRUCTION WASTE △●■



max. 100 m △●



max. 50 m ■



KNOWLEDGE OF LOCAL WASTE DISPOSAL SYSTEM ●■

WASTE DISPOSAL SERVICE △●■

**RATIONALE:** The Sphere Project standards indicate that at least one 100 litre refuse container be available per 10 families, that emptying occurs twice a week at a minimum, and if a communal refuse container is used, that it is located no more than 100 metres away. Taken into account that the average production of domestic waste in Germany in 2014 has been 462 kg<sup>25</sup> yearly per person, we can consider a waste production of 1,2 kg per day per person. If we consider collection of waste once week, than a waste bin of 240 litres would be sufficient for 30 people. If disposable NFIs are used (particularly disposable bed sheets) the amount of waste may exceed those numbers.

### **KEY ACTIONS:**

- Calculate the volume and type of waste production based on occupancy, type of services provided, consumer goods handed out (disposable bed sheets!), etc. and define a waste disposal and collection strategy.
- Sufficient disposal or waste collection containers should be provided to facilitate waste disposal and ensure a clean environment.
- Extra containers have to be arranged for construction waste as long as it is necessary.
- A system should be in place to ensure regular collection of waste, including clinical and hazardous wastes.
- Local governments should manage and coordinate extended waste disposal services with local contractors, including increasing the frequency and breadth of services and storage capacity.
- Clear information is provided to refugees explaining the local waste separation and disposal system.

### **GUIDANCE NOTES:**

- The cleaning and waste disposal regulations of the shelter facility should be clearly informed to all new occupants and staff from the first day and be insisted on regularly. Reminders or instructions can be placed in key areas of the facility. Those should be easily understood by every person.
- Contractual arrangements with local authorities for solid waste collection and disposal should be organised from the planning phase. Garbage collection should take place at least once a week. The servicing of wet or putrefactive kitchen waste and nappy bins may require more frequent servicing to prevent odour and attraction of flies.

<sup>25</sup> Source: Statistisches Bundesamt DeStatis [https://www.destatis.de/DE/PresseService/Presse/Pressemitteilungen/2015/12/PD15\\_467\\_321.html;jsessionid=ABBA108B941F8DA87C300C51EA0A1C49.cae2](https://www.destatis.de/DE/PresseService/Presse/Pressemitteilungen/2015/12/PD15_467_321.html;jsessionid=ABBA108B941F8DA87C300C51EA0A1C49.cae2)

- All clinical waste should be isolated and disposed of separately according to designated guidelines or regulations. Provision for sharps waste disposal in approved puncture proof containers must be included in the planning of first aid and medical facilities.
- All waste generated by populations living in settlements is removed from the immediate living environment on a daily basis.
- Undertake final disposal of solid waste in such a manner and place as to avoid creating health and environmental problems for the host and affected populations. Area should be separate from living area and might be fenced. Acquisition of a waste press machine could be an option to reduce waste volume.
- Internal garbage receptacles should be lined with plastic bags, changed daily and situated separately from living spaces. All waste receptacles should be routinely cleaned as appropriate.
- At least in mid and long term accommodations attempts should be made to educate the refugees on separation of garbage s in order to comply with local waste recycling practices.
- If donated goods received at the shelter are to be disposed of locally, these actions need to be undertaken sensitively.
- In case clothes are distributed take into account that a lot of old clothing will be discarded. Consider a collecting point for old clothing and an arrangement with a recycling company.
- Waste bins and containers should be lockable.

### 3.3.8. NON FOOD ITEMS (NFIS)

#### STANDARD 8: NON-FOOD ITEMS \*

The sheltered population has sufficient clothing, blankets, bedding and hygiene items to ensure their personal hygiene, comfort, dignity, health and well-being, as well as cooking and eating utensils if required.

INDICATORS			
TOPIC	SHORT TERM ▲	MID TERM ●	LONG TERM ■
<b>Clothing and Bedding</b>	All sheltered people have adequate clothing and an adequate combination of <b>bedding materials</b> to ensure sufficient thermal comfort and enable appropriate sleeping arrangements.		
<b>Hygiene Items</b>	Women, men and children have access to the particular <b>hygiene items</b> they need to maintain health, dignity and well-being, including menstrual hygiene material or nappies if applicable.		
<b>Furniture</b>	All refugees have access to <b>basic furniture and adequate leisure material</b> for communal or private use during their stay in the accommodation.		
<b>Cooking</b>	In case of access to communal kitchens, all sheltered people have access to basic <b>cooking and eating utensils</b> .		

**RATIONALE:** The Sphere Project standards for NFI don't include hygiene items, as these are integrated in the WASH chapter and it separates bedding from cooking utensils in different standards. The Sphere Project only defines individual or household items for private use (consumer goods), and doesn't provide any data or figures about basic furniture or items for camps or collective centres. This guideline combines all NFIs into one single standard to simplify and make it easier understandable. Some NFIs should be distributed to refugees individually for personal use (e.g. bedding and hygiene items) other items should be at people's disposal for personal or communal use during their stay in the accommodation (e.g. toys or sports equipment).

\* The Sphere Project 2011: combination of Hygiene Promotion Standard 2 and Non-Food Items Standards 1, 2 and 3; pages 94, 269, 271 and 273.

## NON FOOD ITEMS (NFIS)

- △ SHORT TERM
- MID TERM
- LONG TERM

### CLOTHING AND BEDDING

ADEQUATE MATERIALS △●■

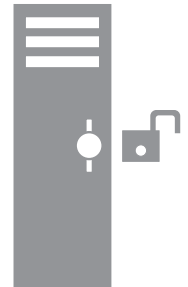
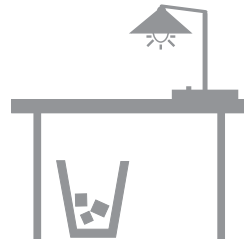


### HYGIENE ITEMS △●■



### BASIC FURNITURE AND ADEQUATE LEISURE MATERIAL ●■

### BASIC COOKING AND EATING UTENSILS ■



## KEY ACTIONS:

- Assess the immediate different needs of the sheltered people for non-food items to ensure their thermal comfort, hygiene, health well-being, and purchase in quantities taking into account the projected influx of refugees.
- According to the assessed needs, consider distribution of NFI kits or packages (e.g. linen, blanket and pillow) or rather provide a selection of items to choose as per need (soap, shampoo, shavers, women's hygiene items, etc.).
- Plan for orderly, transparent and equitable distributions of all non-food items.
- Provide instruction or guidance in the use of any distributed items or furniture at their disposal, as required.
- Plan well to replenish and keep sufficient stock of NFIs for new arrivals, replacement of consumed or broken items
- Check current asylum seeker laws, that all necessary benefits are provided (e.g. weekly allowances) and inform to corresponding authorities if gaps are identified.



**GUIDANCE NOTES:****SHELTER ITEMS**

Basic shelter NFI could include the following non consumable goods:

ITEM	QUANTITY		
	SHORT TERM ▲	MID TERM ●	LONG TERM ■
Bed	1 unit/pers	1 unit/pers	1 unit/pers
Mattress	1 unit/pers	1 unit/pers	1 unit/pers
Bedding/Sheets	1 unit /pers	1 unit /pers	2 unit /pers
Blanket/Cover/Duvet	1 set* /pers	1 set/pers	1 set/pers
Pillow	1 unit/pers	1 unit/pers	1 unit/pers
Clothing	2 set/pers	2 set/pers	2 set/pers
Footwear	1 pair/pers	1 pair/pers	1 pair/pers
Recreation /leisure material and equipment	communal	communal	communal
Mirror	communal	communal	communal
Lockable space/cup-board	–	1 unit/pers	1 unit/pers
Chair	–	1 unit/pers	1 unit/pers
Table	–		1 unit / room
Reading lamp	–	1 unit/pers	1 unit/pers
Learning material and equipment	–		
Paper bin	–	1 unit/16 pers	1 unit /3 pers
Shelf	–	–	1 unit/pers
Socket	–	–	1 unit /pers
Letter box with key	–	–	1 unit/pers or family
Foot mat	–	–	1 unit / room
Room key	–	–	1 unit/pers

\* One set can be one duvet or two blankets or covers or a sleeping bag.

ITEM	COMMENT		
	SHORT TERM ▲	MID TERM ●	LONG TERM ■
Bed	consider cradles for babies;	consider cradles for babies;	consider cradles for babies;
Mattress	not needed for field beds		
Bedding/Sheets	Can be disposable (think of waste management)		provide laundering facility or service
Blanket/Cover/Duvet	vulnerable people might need more	extra blankets should be available	extra blankets should be available
Pillow	optional		
Clothing	consider seasonal clothing (e.g. winter clothes)if required	consider seasonal clothing (e.g. winter clothes) if required	only if required, allow
Footwear	According to season (will probably need winter shoes) if required	According to season (will probably need winter shoes) if required	only if required
Recreation / leisure material and equipment	for children	for adults, teens and children	for adults, teens and children
Mirror	In toilets or showers	In toilets or showers	In toilets or showers
Lockable space/ cupboard	–	for valuables papers etc.	for personal belongings, clothes and bags
Chair	–	can be banks in communal spaces	
Table	–	can be allocated in communal spaces	can be shared
Learning material and equipment	–	optional	optional
Paper bin	–	optional	1 per sleeping room
Shelf	–	–	
Socket	–	–	to charge electronic equipment

All these items should be handed out or advised to be used at arrival and replaced or repaired in case of breakage or loss. Items at people's disposal are beds, mattress, extra blankets, lockable space, light, shelf, letter box, socket, chair and table and leisure equipment or material; items to be distributed at the beginning for private use are bedding (sheets), blanket, pillow, clothing, and footwear and hygiene items.

- When deciding on the type of beds and bedding, it is essential to think about the management of those items, (e.g. Field beds will not require mattresses; disposable sheets will not require laundry but will increase waste volume).
- The insulating properties of clothing and bedding should be considered, as well as the effect of wet climatic conditions on the thermal performance of such items. A combination of clothing and bedding items should be considered to ensure the required level of thermal comfort is met. Providing beds and mattresses to prevent heat loss when sleeping on the ground is more effective than providing additional blankets.
- Bedding materials should be sufficient in quantity to enable separate sleeping arrangements as required. Infants up to 2 years of age should have a blanket in addition to appropriate clothing. If possible ensure low flammability of bedding materials or assure appropriate fire mitigation measures for sleeping arrangements.
- All people should have access to sufficient clothing to change (including footwear) and appropriate to the climatic condition to ensure their thermal comfort, dignity, health and wellbeing. This will require at least two sets of essential items, particularly underclothes, to enable laundering.
- Individuals most at risk should have additional clothing and bedding to meet their needs or maintain appropriate levels of thermal comfort. This includes infants, children, and people with incontinence problems, pregnant and lactating women, older people and individuals with impaired mobility.
- Large enough tables and sitting facilities for different uses like eating, writing, reading, playing, etc. should be accessible for every person, but do not need to be allocated in the sleeping area but in the collective spaces.

#### MID TERM AND LONG TERM DISTINCTIVE FEATURE

- When deciding on the type of beds and bedding, it is essential to think about the comfort of people staying long term and management of those items, (e.g. provide bed sheet laundering service or not; use of normal beds instead of bunk beds)
- Cradles and suitable bedding material for infants should be provided as soon as possible after needs are identified.

- Recreation material should be age specific, as for example table football or table tennis for teenagers and adults, and children games or tricycle for younger. Think about possibility to practice some sport activities.
- Access to some learning materials for German language and customs should be provided. Experience indicates that there is a high acceptance and wish from refugees to make efforts to learn German.

LONG TERM DISTINCTIVE FEATURE

- Rooms should facilitate an individual chair or other sitting furniture, as well as access to a desk or table, an individual shelf and a private cupboard ensuring better comfort and dignity during their stay.

**HYGIENE ITEMS**

A basic hygiene item list could be as follows:

ITEM	QUANTITY			COMMENT
	SHORT TERM ▲	MID TERM ●	LONG TERM ■	
bathing soap*	75gr/pers/week	250gr/pers/month	250gr/pers/month	
shampoo*	75ml/pers/week	250ml/pers/month	250ml/pers/month	
toothbrush	1 unit/pers	1 unit/pers	1 unit/pers	
toothpaste*	25ml/pers/week	75ml/pers/month	75ml/pers/month	
material for menstrual hygiene	18 units/pers/month	18 units/pers/month	18 units/pers/month	for women and girls of menstrual age (rough number)
disposable razor	1 unit/pers	5 unit/pers/month	5 unit/pers/month	for men

>>>>

\* Sphere Standards defines monthly quantity as shown in mid and long term accommodation. The weekly quantity for short term accommodation is in proportion a little but higher to match with commercial tubes and bottles.

> > > >

ITEM	QUANTITY			COMMENT
	SHORT TERM ▲	MID TERM ●	LONG TERM ■	
bathing towel	1 unit/pers	1 unit/pers	1 units/pers	
hairbrush or comb	1 unit/pers	1 unit/pers	1 unit/pers	
disposable nappy	38 unit/baby/week	160 unit/infant/month	160 unit/infant/month	Rough number
lotion for infants	X	250ml/infant/month	250ml/infant/month	infants up to 2 years
hand towel	X	1 unit/pers	2 units/pers	allow laundering
nail clipper	X	1 unit/pers	1 unit/pers	
laundry soap or washing powder		200gr/pers/month	200gr/pers/month	
cleaning material		1 unit/8 pers	1 unit/3 pers	optional

- Selection and distribution of material for menstrual hygiene should be carefully assessed in advance to be sure the items are familiar and accepted. In case the commonly used materials in Germany are not well known, alternatives should be searched for distribution or discreet instructions should be given on the correct use. In case washable pads are being used, discreet laundering areas should be installed for washing and drying.
- Some people with specific needs (e.g. incontinence or diarrhoea) may require increased quantities of personal hygiene items such as soap or pads.
- Consideration should be given to hand sanitizer options when water is at a premium.

## **PRACTICAL EXAMPLE: SELF-SERVICE DISTRIBUTION OF NFIS IN FELDKIRCHEN / ERDING**

In the reception centres of Feldkirchen and Erding (short-term accommodations), as part of the registration process, a sleeping space is assigned to arriving refugees taking into consideration if travelling alone or accompanied, gender, age or vulnerability. A specific room has been allocated to do NFI distribution. Blankets and pillow are provided to everyone arriving. Other items are kept in open boxes and presented to refugees on different tables to allow people to take whatever they need, like in a supermarket: soap, razors, shampoo, nappies, toothpaste, comb, etc. Clothes and shoes are also organised in types and sizes to facilitate the searching. This distribution system has shown to be more efficient in the sense of guaranteeing that people take the items they really need, reducing waste of items they wouldn't use, adjust clothes given out to their sizes and taste, and overall they can do it with dignity. In case some items are scarce, especially clothes and footwear, resourceful arrangements have been made with local businesses (mainly pubs) to support the collection of such items amongst local communities. For example to bring a pair of shoes as entrance for a movie night.

### 3.3.9. CHECKLIST

This non-exhaustive checklist<sup>26</sup> can be used for all types of shelter options regardless of the length of stay of occupants.

#### PLANNING AND PREPAREDNESS

01. What are the responsibilities assigned (set up, manage, support, monitor) and what are the available resources to fulfil the commitment?
02. Have all the relevant stakeholders been identified?
03. Has an agreed coordination mechanism been established by the relevant authorities and agencies?
04. What data are available on the population seeking shelter which can help to plan and set up the sheltering (e.g. influx, gender, age, religion, habits, power structure, uncovered basic needs, language, health situation, stage in their asylum request, etc.)?
05. Who are the vulnerable people and what are their vulnerabilities? How will this affect the shelter planning?
06. What are the known shelter and settlement risks and vulnerabilities?

IN CASE OF A COLLECTIVE CENTRE:

#### EVACUATION CENTRE STATUS

07. What is the availability of the facility? Will there be any disruptions to business continuity?
08. Is the surface enough for the foreseen occupancy?
09. Are there any restricted areas or equipment?
10. Does the building provide adequate shelter from the anticipated elements?
11. Does the building need any renovation or refurbishment work (repair or adaptation of spaces)?
12. Does it require protection of any element to preserve initial condition (e.g. floor of sport hall)?
13. Does it have enough and good working facilities like toilets, showers, laundering, kitchen, heating system, electricity, etc.?
14. What is the source of the power supply? Locate the power points – are they all functional?
15. Is there any pre-existing damage to the building or equipment?

<sup>26</sup> Checklist adapted from AusRC Preferred Sheltering Practice Paper: Initial Suitability Report and complemented by Sphere Project and field experiences.

IN CASE OF A CAMP SET UP:

## **PLOT SUITABILITY**

16. What is the availability of the plot? Will there be any disruptions to business continuity?
17. Is the surface enough for the foreseen occupancy and facilities?
18. Is the soil appropriate for construction? Are there restrictions to dig?
19. Does the land need any previous levelling or drainage work? What is the slope of the terrain? What is the ground water level?
20. Does the plot have any restricted or environmental protected areas? Does it need any type of previous protection work?
21. Is any kind of service network available/ pre-installed (water, sewage, electricity)? Are public networks nearby which are feasible to connect to and with sufficient capacity?

## **EXTERNAL**

22. Is the surrounding terrain safe for children? Check for long grass, muddy puddles, creeks, power lines, etc.
23. Is there an appropriate driveway access and parking area? Does it have space for buses and trucks?
24. How close are the neighbours? Any particular issues?

## **SHELTER**

25. What shelter solutions or materials have been used before with a positive feedback? Are there agreements with specific suppliers? What are the delivery times?
26. Are chosen shelter options a good option for climatic conditions? Is additional isolation material, heating or cooling systems needed?
27. Who will set up or construct the shelter? Who will do repairs or refurbishment of buildings?
28. Does everyone have a bed with adequate bedding and cover? Are beds appropriate for their needs?
29. Does the sleeping space provide enough privacy and security? Are families able to stay together?
30. Are vulnerable groups and their special needs taken into account when designing and organising sleeping arrangements?
31. Have people a private enough space to dress and undress?
32. Does the sleeping area ensure a quiet rest for occupants?
33. Do all required communal services have the needed surface and are adequate for the aimed use?
34. Are those spaces equipped accordingly to their use and occupancy?



35. Is there enough indoor and outdoor leisure space? How are people using them?
36. Does different floor covering need to be laid for kids, sleeping areas? Non-slip mats for entrances?
37. Does the kitchen have enough area for hygienic food preparation? Is all the equipment in order e.g. fridges, freezers. Is gas needed? Supply?
38. What support is in place for disabled access? (Ramps, rails)
39. Is there a spare set of keys for all usable rooms and storage space?

## **FIRE SAFETY:**

40. Are shelter and construction elements fire safe? Are materials and design approved by the Fire authority?
41. Are the fire exits clearly marked? Fire extinguishers/hydrant? Evacuation plan? Fire alarms? Escape route?
42. Is lighting installed for walkways to exit doors?
43. Do people understand what they have to do in case of an emergency? (Instructions, pictures, etc.)

## **EQUIPMENT**

44. Do people feel warm and dry? Do they need additional bedding or clothing?
45. Are there enough tables and chairs for registration, administration and dining areas?
46. Do the landlines work? Is there internet connection? Do all people have access to internet?
47. Do shelter occupants have a lockable cupboard to store their valuables?
48. Is the health care area and isolation area good enough equipped?
49. Are there adequate cooking, serving and eating arrangements?

## **WATER AND SANITATION:**

50. Do people have enough water for drinking, showering, hand washing, laundering, cooking and cleaning? Are quality standards met?
51. Do occupants have access to hot water for their hygiene?
52. Does the accommodation have enough toilets? Are the toilets close enough? Are they visibly disaggregated by sex?
53. Is the sewerage system appropriate? Do arrangements need to be made for the septic system?
54. Where will portable toilets, showers and storage be placed if needed?
55. Is stagnant water surrounding wet spaces (toilets, showers, water tabs, laundering) avoided? Is additional drainage needed?

56. Does everybody have access to water and sanitation facility without restriction of sex, age or physical disability? Are there specific facilities available for persons with disabilities?
57. Are there nappy change areas?
58. Do women have access to menstrual hygiene items? Mother with infants to nappies and cleaning items?
59. Have people covered their basic hygiene needs? Do they have sufficient and adequate hygiene items?
60. Is there access to laundry facilities?

## **CLEANING AND WASTE MANAGEMENT:**

61. How many bins are/should be available? Sharps disposal or nappy bins? Sanitary bins?
62. What is the waste pickup schedule?
63. Do sheltered people understand the waste disposal system? Waste sorting system?
64. What internal arrangements are in place for cleaning?
65. What arrangements are made for laundering bed sheets, blankets or towels?

## **ELECTRICITY, LIGHTING, HEATING, AND VENTILATION:**

66. Are power points functional? Where are they located?
67. Are enough sockets located in common spaces and accessible to all occupants?
68. In case needed, is there a backup generator? What is the capacity of the backup generator? Fuel for the generator?
69. Is there adequate internal lighting? Does it serve the purpose? Where are the switches?
70. Is lighting installed outdoor of the shelter / building? Do people feel safe when walking outside at night?
71. Are people feeling cold or hot? Do heaters or air conditioning have enough capacity to maintain ambient temperature at a comfortable level (ambient temperature should ideally be 16–21°C)? Is there a way to adjust the heating and cooling? Who has access to adjust the temperature?
72. What type of fuel is required for heating or cooling? Is this cost foreseen?
73. Are security measures in place and accident risk reduced coming from heaters?
74. Is there a way to ensure fresh air circulation? (Adequate ventilation is required at a rate of 20–30 m<sup>3</sup> per person per hour).

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## ANNEX:

### SHELTERING TYPOLOGIES – MAPPING OF GRC SHELTERING IN GERMANY

#### SHORT-TERM ACCOMMODATION (ERDINGEN, FELDKIRCHEN, SOLINGEN, DOKI, LSTE)

- DESCRIPTION
- SERVICES OFFERED
- SHELTER TYPOLOGIES
- LESSONS LEARNED AND RECOMMENDATIONS

#### MID-TERM ACCOMMODATION (POTSDAM, UNTERSCHLEUSE 2, SOLINGEN)

- DESCRIPTION
- SERVICES OFFERED
- SHELTER TYPOLOGIES
- LESSONS LEARNED AND RECOMMENDATIONS

#### LONG-TERM ACCOMMODATION (MÜLHEIM)

- DESCRIPTION
- SERVICES OFFERED
- SHELTER TYPOLOGIES
- LESSONS LEARNED AND RECOMMENDATIONS

## **FURTHER INFORMATIONS**

(Please find attached on CD, Cover inside, page U2)

### **ASYLVERFAHREN – ABLAUF:**

07 schema-ablauf-asyilverfahren.pdf

### **HYGIENE:**

food safety.pdf

hand washing.pdf

Introduction – chain of contamination.pdf

Sanitation SWM.pdf

water.pdf

### **HYGIENE UNTERLAGEN: (Arabisch)**

1- Handwashing children.pdf

1-Garbage Cleaning\_HP\_WASH.pdf

2- Handwashing adults.pdf

3- Lice.pdf

4- Scabies.pdf

5 messages violence.pdf

anemia.pdf

Annex\_5\_Hand\_Washing.pdf

Annex\_13\_Keys\_Messages.pdf

Annex\_13\_Keys\_MessagesENG.pdf

Colic.pdf

First Aid.pdf

PCS poster 01.jpg

PCS poster 02.jpg

PCS poster 03.jpg

PCS poster 04.jpg

PCS poster 05.jpg

PCS poster 06.jpg

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GRC National Headquarters, Berlin  
Carstennstraße 58,  
12205 Berlin, Germany

Telephone: +49 30 85404 0, Telefax: +49 30 85404 450  
[www.drk.de](http://www.drk.de)

## CONCEPT AND IMPLEMENTATION IFRC-SRU & DRK

**German Red Cross (GRC)**  
National Headquarters, Berlin International Services and National Relief Division  
Department of International Cooperation

**PROJECT COORDINATION**  
Cecilia Braedt (IFRC-SRU) and Wolfgang Friedrich (GRC)

**LEAD AUTHOR**  
Sonia Molina Metzger

**LAYOUT + TYPESETTING**  
Teresa Boese, [www.titrobonbon.de](http://www.titrobonbon.de)

**PHOTO TITLE PAGE**  
Mareike Günsche – DRK

**IMAGES + DIAGRAMS**  
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International Federation  
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**Shelter Research Unit**  
Innovating shelter



**German  
Red  
Cross**

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## The Fundamental Principles of the International Red Cross and Red Crescent Movement

### **HUMANITY**

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace among all peoples.

### **IMPARTIALITY**

It makes no discrimination as to nationality, race, religious beliefs, class, or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

### **NEUTRALITY**

In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

### **INDEPENDENCE**

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

### **VOLUNTARY SERVICE**

It is a voluntary relief movement not prompted in any manner by desire for gain.

### **UNITY**

There can only be one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

### **UNIVERSALITY**

The International Red Cross and Red Crescent Movement, in which all Societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.