



Proposed European Emergency Sheltering Standards

 International Federation
of Red Cross and Red Crescent Societies
Shelter Research Unit
Innovating shelter

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AID & DEVELOPMENT

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Cover photo: Slovenia: Gornja Radgona, 2015. Hundreds of migrants sleep in a hangar (credits : John Engedal Nissen/IFRC)

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Proposed European Emergency Sheltering Standards
Collective centres sheltering guidelines for European
Union migrants and asylum seekers
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Proposed European Emergency Sheltering Standards

Collective centres guidelines for
European Union migrants and
asylum seekers

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Foreword

Dear reader,

Luxembourg Red Cross is pleased to present you with these “Proposed European Emergency Sheltering Standards”.

In the past few years, European countries have witnessed what has been regarded as the largest inbound migratory movement in recent times. Its scale is certainly not comparable to what traditionally migrant-receiving countries regularly experience. However, the unprecedented nature of this population movement has put considerable strain on the common European asylum system and intervening governmental agencies and/or humanitarian organizations like the Red Cross and Red Crescent Movement.

As concerns Shelter, i.e. Luxembourg Red Cross’ focus in international activities, different experiences have highlighted that humanitarian responders have faced several challenges while striving to provide beneficiaries with human, sustainable and, above all, dignified reception conditions.

One of the most critical challenges in such non-conventional contexts is certainly the revealed absence of universally accepted standards for both the management of reception centers and the design/ planning of new emergency facilities as a result of the rapid saturation of pre-existing capacity. In the face of such an extraordinary influx, humanitarian actors had to cope with the existing body of knowledge, a multitude of sometimes contrasting and mutually exclusive regulations frequently borrowed from other domains. As a result, responses have been very different both across and within countries and often left to personal interpretation.

Against this context, we have mandated the Luxembourg-based Shelter Research Unit of the International Federation of Red Cross and Red Crescent Societies (IFRC-SRU) to review the multiple existing normative sources with the ultimate goal of harmonizing and structuring them by finding a compromise between humanitarian needs/standards and local/ national or supranational regulations.

This publication is an ambitious attempt to provide decision-makers and field implementers with a referential framework that will hopefully fill the current need of support in the design and implementation of Shelter operations in Europe and in countries not traditionally accustomed to massive inbound population movements.

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Introduction



1. Introduction

These guidelines are a component part of the 'Revision and Improvement of Humanitarian Response Practices in the Area of Habitat' 01/08/2016 – 31/07/2019. It namely constitutes Objective 2 of the wider 'Legal framework for the planning and design of reception facilities for migrants and/or in case of response to civilian displacements', which includes the development and the approval of 'Standards and planning and design frameworks for spaces to be reconverted into emergency reception centres for International Protection Applicants and affected populations'.

1.1 Objectives

The development of standards and frameworks for the planning and design of spaces to be created or reconverted into emergency transit or reception centres constitutes the main objective of this manual.

The collaboration between 'Ministère de la Famille et de l'Intégration / Office Luxembourgeois de l'Accueil et de l'Intégration (OLAI)' and Luxembourg Red Cross originates with the intention to offer adapted and dignified reception to international protection applicants as well as other foreigners living in Luxembourg.

The focus of these guidelines are short-term collective centres, which are defined as transit centres, providing sheltering up to three weeks, and reception centres, offering sheltering up to three months.



Figure 1. Objectives

1.2 Methodology

This manual follows the work initiated by German Red Cross with 'Emergency Sheltering', which was developed for the German context, and is based on additional research conducted by the International Federation of Red Cross and Red Crescent - SRU. The research included the review of dedicated literature, the visit of active collective centres, as well as the creation of a review panel. This work offers a framework for the European Union.

SRU compared the proposed standards to the most widely recognised construction practices, and adapted them to European living standards. SRU proposed standards are based on the following works:

- IFRC/SRU and German Red Cross (2016), 'Emergency Sheltering, Guidelines on emergency sheltering for refugees in Germany'
- IFRC (2015), Handicap International CBM, 'All Under One Roof. Disability-inclusive shelter and settlements in emergencies'
- NORCAP / Norwegian Refugee Council (2016) 'Dignified Reception Guidelines, Key essentials to dignified reception of refugees and asylum seekers in Europe'
- SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response'
- IOM, NRC, UNHCR (2015), 'Camp Management Toolkit'
- Neufert (1996), 'Les éléments des projets de construction'

1.3 How to use this manual

The first part of this manual introduces the different typologies available within the European context for the sheltering of displaced populations. It offers planning considerations as well as links to crosscutting sectors. Checklists are available for each response phase.

The second part offers response standards linked to their indicators. Each standard is linked to a list of key actions and of guidance notes, intended to help the reader familiarising with the indicators and their implementation. The European legal framework of intervention is summarised in the annexes.

This edition is the translation of 'Standards européens d'hébergement d'urgence'. Some links to francophone websites have been left, as well as some notes referring to French versions of books, for which an English version wasn't available.



Context

Photo: Greece, Lavrio 2015, Stephen Ryan / IFRC

2. Context

According to United Nations High Commissioner for Refugees' (UNHCR) statistical annual report, in 2015 more than one million new arrivals were recorded in Europe¹. The majority of these populations, mainly proceeding from the Middle Eastern context, arrived by sea, have undertaken a long and difficult journey through Turkey, the Balkans' route, and Italy.

Annual reports by Frontex² show the analysis of illegal border crossings and main routes taken as represented below:

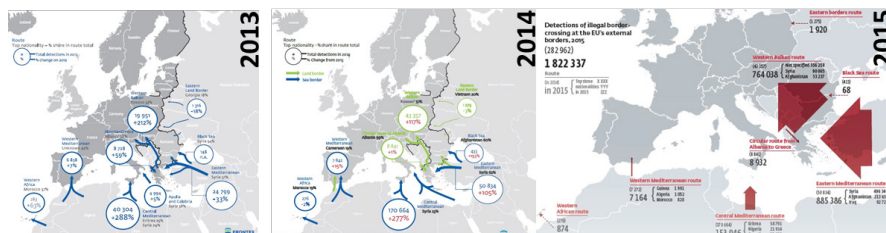


Figure 2 : Illegal border crossings and routes taken – 2013, 2014 and 2015 mapping
Source : Frontex Annual Reports 2014, 2015, 2016

In order to confront with this situation and to respond to reception needs, European Union countries followed the guidelines for the reception of migrants³. Such crisis situation generated an important demand for reception infrastructures capable to shelter people in need.

1 <http://www.unhcr.org/statistics/unhcrstats/576408cd7/unhcr-global-trends-2015.html>, p.7, p.32

2 <http://frontex.europa.eu/>

3 <http://legilux.public.lu/eli/etat/leg/loi/2015/12/18/n15/jo>

2.1 Sheltering options for displaced populations

Typologies of reception facilities may vary according to European countries ⁴:

- **Transit centres:** Emergency centres based on exceptional situations and overwhelming needs. These sites provide temporary accommodation pending registration, admission of an asylum application, awaiting transfer to suitable safe longer-term reception, or as a transit solution.
- **Reception centres (collective centres):** Pre-existing public buildings (e.g. schools, factories, gymnasiums, community centres) used for temporary accommodation most commonly in urban locations. Their conversion may be planned.
- **Planned reception centres:** A purpose built reception facility with full provision of assistance and protection as well as considerations to medium and long term solutions. Specific facilities of similar nature are established, dedicated to the hosting of unaccompanied minors.
- **Semi-planned or self-settled camps:** sites emerging spontaneously and often independently of assistance from authorities, often situated on state owned, private or communal land (with or without pre-authorization).

It is sometimes possible to organise the temporary sheltering of migrants through rental subsidies, host family programmes, or independently of all through adapted registration systems. Depending on the host country, migrants and future asylum seekers will have to find shelter within dedicated structures until their status will have been determined. Such requirements may rule out other sheltering options. As mentioned in the previous section, this manual focuses on the first two typologies of the above list only. In case other options were possible, the same standards would apply.

Every transitional settlement option may produce impacts beyond the specific shelter intervention. It is crucial for organisations in charge of transitional settlement programmes to be aware of such repercussions, namely on health and protection, so as to mitigate the potentially negative impacts of their interventions, and to foster the positive ones. It is possible to reduce tensions


⁴ NORCAP / NRC (2016) 'Dignified Reception Guidelines, Key essentials to dignified reception of refugees and asylum seekers in Europe'

within or between families, as well as conflicts between clans and ethnic groups by choosing adequate transitional settlement responses. Adaptation of generic guidance to specific cultural situations for the transitional settlement of displaced populations must be based on assessment, monitoring, and evaluation.

In the European context, dignified sheltering⁵ includes protection and assistance offered to refugees and asylum seekers, regardless of their sheltering option. Such concept is based on legal frameworks, but also on minimum transit and reception standards (see section 4.1 - 4.15 of these guidelines), ensuring the right to live in a dignified manner, to participate and engage directly in the management of the centres in which they dwell.

Any transit or reception centre must be temporary both in its nature and conception while already inserted into the further planned displacement of asylum seekers and refugees towards durable solutions.

⁵ NORCAP / NRC (2016) 'Dignified Reception Guidelines, Key essentials to dignified reception of refugees and asylum seekers in Europe'



Planning

Photo: Germany, Berlin, Vincent Virgo / IFRC - SRU

3. Planning

Collective centres are usually transit spaces, and may be located inside existing structures, such as community centres, city halls, gymnasiums, hotels, warehouses, dismissed factories, or unfinished buildings.

Transit centres and reception centres, as defined in this document (see section 2.1), are generally suitable for the short-term accommodation of displaced populations, while their transit to other sheltering options is being organised. Collective centres won't be used for longer-term accommodation, unless they can provide adequate support, by guaranteeing conditions such as individual and family privacy. This is a particularly important point, especially when it comes to vulnerable groups such as the elderly and children.

The length of stay in collective centres is of major importance for individuals and families well being. As it is the case with any other form of institutional accommodation, unless sufficient privacy and independence can be guaranteed, an extended stay is likely to be source of stress, potentially causing depression, social unfitness, and other psychosocial or health problems. Such problems may be individual or collective.

The main preconditions to verify with local authorities or any owner of the selected structure are the following:

- Is the structure or facility appropriate for sheltering?
- How long will it be available for? Would it have to return to its former use at some point?
- Who owns it?
- What is the nature of its access, services and utilities?
- In what condition should the structure or facility be left eventually?

Displaced people must have access to appropriate sheltering options. Whenever collective centres cannot offer the necessary privacy, have a longer-term negative impact on family unity or on people's health, or whenever procedures need to be extended, displaced people must receive sufficient support covering for their accommodation and basic expenses.

3. Planning

In order to prevent racist and xenophobic acts towards displaced people, reception procedures should include specific measures targeting the harmonisation of the relations with the local community, raising, for instance, the awareness of refugees problems, by establishing targeted information campaigns⁶.

Short-term accommodation - Transit centres

Centres established in case of emergency and of exceptional need. These sites offer temporary accommodation, whilst displaced people are registered, their asylum procedures are started, and they are redirected towards medium-term sheltering options. These transit structures are intended to provide only basic services, because they are planned for a of stay, which can last from few days to few weeks. Such structures are part of the registration process and of the applications follow ups, and are intended for the detection of vulnerable people and the identification of their specific needs. Regardless whether they address asylum seekers or international protection applicants, the main functions of this type of structures can be summarised as follows:

- 1 Ensure reception 24h/7
(particularly for transit centres as people will then be referred to reception centres)
- 2 Sheltering
- 3 Feeding and clothing
- 4 Inform, support and facilitate access to administrative procedures
- 5 Offer social support on working days
- 6 Identification and follow up of vulnerable individuals
- 7 Follow up of individuals experiencing psychic suffering from early detection
- 8 Facilitate access to health care
- 9 Organise socio-didactic, cultural and recreational activities

⁶ UNHCR (2000), 'Reception Standards for Asylum Seekers in the European Union', page13

Medium-term accommodation - Reception centres (collective centres)

They are often located in pre-existing buildings (schools, gymnasiums, stadiums, community centres, other), often in urban areas, and used as temporary accommodation. They can be planned structures. They equally shelter displaced population awaiting asylum or international protection requests to be processed, or to be assisted in longer-term centres if they are identified as belonging to vulnerable groups.

	Short term	Medium term
	Transit centre	Reception centre
Typology	Temporary structures/camping sites/public buildings/other	Schools/gymnasiums/stadiums/ community centres/other
Length of stay	Up to three weeks	Up to three months
Use	Reception of displaced people arriving in Europe	Reception while asylum applications are started and processed so that longer-term solutions can be identified
Functions	<ul style="list-style-type: none"> • Registration • Information on displaced people's rights and options • Sheltering • Catering for immediate needs • Identification of vulnerable individuals • Redirection to medium term sheltering options • Feeding • Basic NFIs • First medical screening • Issuing of registration certificate 	<ul style="list-style-type: none"> • Information on reception procedures and asylum applications (Application Dublin Regulations⁷) • Subsistence • Sheltering • Feeding/access to communal kitchens • Basic NFIs • Medical assistance
Management	State, region/ NGOs, UNHCR, RCRC Movement, private companies ⁸	Municipality / NGOs, UNHCR, RCRC Movement, private companies ⁸

⁷ See Annex 3

⁸ http://www.francetvinfo.fr/monde/europe/migrants/video-qui-veut-gagner-des-migrants_2010737.htm

3.1 Planning considerations

Assessment of capacity

- Identify organisations and other resources that might be organised before the onset of an emergency.
- Assess the type, size, opportunities, and constraints of the available capacities. Compare them with the contingency requirements previously identified for each scenario as part of contingency planning.
- Consider the density and dispersal of the collective centres, and their combined impact on and interaction with the surrounding environments, both human and environmental.
- Consider security, population movements, and ethnicity issues.

Assessment of feasibility

As for any other sheltering option, it is important to assess the composition and compatibility of ethnic and religious groups within the displaced population. Care should be taken, if security is uncertain, to shelter displaced persons of the same group together, or at least to maintain separate access to facilities such as food and water supplies.

3.1.1 Checklist

Preparedness phase planning

Sheltering structures selection

- Select the structures to be used as collective centres, paying attention to safety and accessibility as well as the amount of renovation works required before they can be used to shelter displaced people.
- Make sure you can provide at least decent minimum comfort and privacy to each individual or family, and a place where they can safely store their belongings. Be aware of fire hazards

- In your programme plan, include any support that will be required for the infrastructure and for the external facilities: for example, health-care systems, water supplies and communications.
- If appropriate infrastructure and facilities are not available, they are likely to be insufficient for the local populace too, so any support for the displaced population should be planned as a sustainable contribution to the well being of the local community.
- Any typology of building requiring conversion will present advantages and disadvantages. A big warehouse, while providing theoretically a large sheltering capacity, will be difficult to heat and to ventilate, it won't have sufficient natural lighting and will require the construction of numerous partitions and installations in order to offer dignified sheltering.

Transit centres

Buildings with adaptable services for short term accommodation

- Schools and nurseries
- Sport halls
- Hangars - administrative spaces
- Trains (in siding)
- Passengers boats/barges
- Camping

Reception centres

Buildings with adaptable services for mediumterm accommodation

- Apartment buildings
- Hotels
- Youth hostels
- Colonies and holiday resorts
- Office buildings

Buildings with insufficient services - difficult to adapt

- Airports
- Factories/Hangars - technical spaces
- Worship spaces
- Disused airports/stations
- Theatres/cinemas

Building unsuitable for the sheltering of migrants

- Caserns
- Bunkers
- Hospitals and clinics
- Covered parking
- Garages
- Warehouses
- Commercial centres
- Shops

3. Planning

Buildings designed for receiving public
ADVANTAGES

- Construction quality
- Spaces/rooms partition
- Guaranteed privacy
- Presence of sufficient services
- Utilities network connections
- Heating
- Radiators
- Natural lighting
- Accessibility for everybody
- Vicinity to transports/centre

Other buildings
ADVANTAGES

- Great hosting capacity
- Possible conversion
- Flexibility

Buildings designed for receiving public
DISAVANTAGES

- Need for rapid return to original function
- Risk of serious degradation

Other buildings
DISAVANTAGES

- Lack of adapted equipment
- Lack of adequate ventilation
- Lack of adequate lighting
- Lack of adequate heating
- Lack of sufficient thermal and acoustic insulation
- Peripheral location
- High cost linked to the need to create all partitions required to provide sufficient privacy

- For each potential collective centre, build upon the detail of the strategic plan by assessing the possible sites. When designing an appropriate assessment, use the technical criteria offered in the following table:

Criteria	Reason	Suggestion
Structure	The building may not be strong enough to accommodate the number of people; alterations may be required, such as partition walls.	Consult a structural engineer or an architect.
Layout, walls and partitions	It must be possible to subdivide the space to permit basic security and privacy.	Survey the building and the site; plan options; consult an architect.

Water and sanitation	It must be possible to up-grade existing provision to meet the needs of high-density occupation.	Base provision on Sphere and UNHCR standards for camps, see section 4.1 'Standards and indicators - Planning' and Annex 3.
Energy supply/ heating	Lighting must be safe and sufficient; space heating is required in cold climates, which is expensive to install or renovate, and to fuel.	Beware of fire risks; consult a mechanical-services engineer.
Cooking facilities	Family-based cooking is rarely safe or feasible, so facilities and management are required for communal cooking.	Beware of risks from fire and smoke inhalation; develop a strategy with the organisation that will be responsible for maintaining the facility.
Building and equipment safety	The building and services need to be safe: for example, fire escapes, asbestos, gas installation, electrical wiring.	Consider the safety of the building when it is returned to its original function.

- Identify owners and make intention agreements so that the structures can be vacated for the use of displaced people in case of an emergency.
- Avoid using buildings, which provide key local services, such as schools. It is usually easiest to reach agreement on the use of buildings and sites that are of public ownership.
- Coordinate with other organisations in order to define a common approach and to control rental prices.
- Contingency preparations can be made for urgent up-grading works, involving the tendering, the pre-selection of local contractors, and the pre-selection of organisations or staff to manage the facility.

Formal agreements

Develop protocols of understanding or three-way agreements with local authorities and owners, to be signed during the emergency phase. The agreements should address the following issues:

3. Planning

- Ways in which the structure would need to be modified.
- Administrative authorisation for modifications.
- Any local or national building codes that must be met.
- Proposed maximum occupancy.
- Deadlines, if any, for the beginning and end of occupancy.
- How and in what state the structure should be returned after being used.

The following figures show the key criteria for the identification of structures, which are suitable to be used for accommodation and their basic functions.



Figure 3: Criteria for the selection of facilities suitable for accommodation

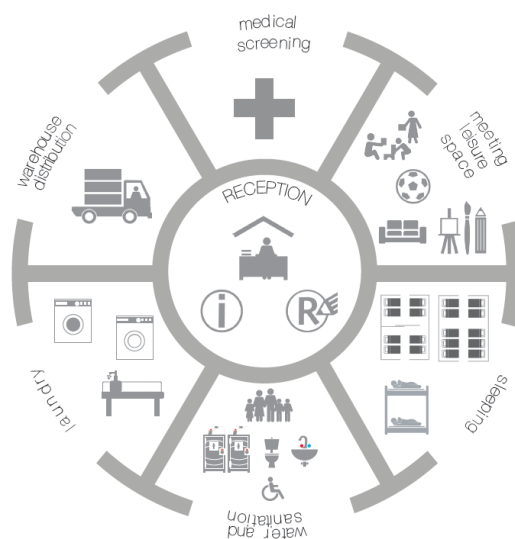


Figure 4: Collective centres basic functions

3.1.2 Checklist Emergency phase planning

Influx management

Monitor variations in the influx rates of the displaced, and establish methods of assessment appropriate to their dispersed settlement. If access to the displaced population is so difficult that it becomes hard to help them, consider increasing operational capacity or supporting the beneficiaries to move to a different location.

Strategic planning

- A strategic programme plan should be formulated, in consultation with other stakeholders and within a continually up-dated framework of appropriate assessment, monitoring, and evaluation.

3. Planning

- Such a strategy includes the identification of facilities potentially suitable for accommodation, their land tenure, and present use. Adaptation works are planned according to the number of people to be accommodated, and they are directly undertaken when possible.
- The contents and assumptions of the plan are reviewed and integrated, as appropriate, and as conditions evolve.
- If no strategic plan has been elaborated during the emergency phase, it will nonetheless be required to reach agreements on facilities' ownership and use, which can be complex and time consuming – a fact which limits the feasibility of collective centres as an unplanned emergency response.
- A centre should not be established until its ownership has been determined and its use is agreed, because any lack of clarity on this matter may create problems in later phases.

Once the emergency has begun, the following actions need to be taken:

- Provide information to all the stakeholders/keep it up to date.
- Provide assistance to vulnerable individuals if they cannot receive appropriate help from their families or host families: for example, if pre-emergency social support has been disrupted as a result of displacement and hosting.
- Provide assistance to vulnerable individuals, families/groups who have no access to income-generation opportunities.
- Take care to avoid conflicts of interest (ethnic or personal), especially when local government is involved.
- Agree and meet standards for support, such as the Sphere standards, including the provision of a minimum floor area per person.
- Register displaced people, employing recognised security screening processes.
- Reduce mortality and morbidity by setting up an emergency health-care infrastructure for screening and treatment.

Labour sourcing

- Consider the possibility of training additional skilled labour among sheltered people.
- Assess the availability of tools and plant.
- Improve access to trained and existing labour resources.

Infrastructure and services

- Even in grouped settlement such as collective centres, the displaced population may rely to some extent on existing communal infrastructure, such as a water supply.
- The presence of the displaced population will have an impact on the local community, and mitigation measures are required to prevent tensions and ensure that local services can be maintained.
- Consideration might be given to up-grading some infrastructure, (such as transport, health care, water and sanitation, etc.)
- Specific support might be offered to communal services, such as schools and clinics, as they will be integrating migrant users.
- Support to local and collective centre infrastructure and facilities should be offered in a phased plan, to ensure its planned achievement.
- Terms and duration of support provided must be clearly communicated.

Community events

- Consider giving support to public meetings involving both the local and the displaced population. Both groups should be offered activities such as training courses or social events. This will help the local population and the displaced communities to become familiar with each other, opening channels of communication, which will help prevent misunderstandings and may be developed into means of resolving disputes.

3.1.3 Checklist Care and maintenance phase planning

The care and maintenance phase in a collective centre is reached when the influx rate of displaced people diminishes, and consolidation and up-grading activities can begin. The needs of the displaced and local populations are no longer the same after the emergency phase.

3. Planning

Duration

- The population within a collective centre is likely to change over time. Families and groups will leave for or arrive from other sheltering options, depending on their needs.
- The role of a centre may change: for example, from being a transit centre to serving as a centre for people with specific needs, such as elderly people, or unaccompanied minors.
- Targets, such as the life cycle of a collective centre, should be continually re-assessed and re-evaluated.
- It is common for relief workers to ignore the psychosocial impacts of a centre if no alternative sheltering option is available. Delaying the creation of an appropriate alternative is, however, likely to compound any negative psychosocial impacts.
- Collective centres are often established as temporary measures to meet specific needs. If such centres continue to be used after the planned need has ended, the strategic plan must be revised.

General maintenance

- Good maintenance of the centre will improve the morale of the residents and support them in other ways too, providing work and an income for some, while increasing the confidence of the local population in the support programme.
- Maintenance is also the most cost-effective way of ensuring that the centre will eventually be handed back to the owners in an adequate state.
- Additional considerations include the need for vector control and hygiene promotion.

Livelihoods

- It is important to appraise the abilities of displaced households to support themselves through work. As time passes, it is also necessary to monitor the changing circumstances, which may have both positive and negative impacts on their livelihood opportunities.

- Consider offering skills training and related income-generating activities (if national work regulations allow it), in order to provide the displaced population with at least a basic livelihood.
- Start as soon as possible, in order to reduce people's dependency. If offering training courses, invite the participation of the local population too. This will promote integration, while mitigating discrimination, of the two groups.
- Consult education professionals to determine how best to support the access of displaced children to the local school system, and to provide extra support or provision to the existing built infrastructure, as appropriate.
- Also consider with education professionals the physical support required for unofficial schooling among the displaced population, to enable teaching in their own language.
- Consider continuing the upgrading of existing communal infrastructure, as in the emergency phase.

3.1.4 Checklist **Exit strategies planning**

For the local population

- The terms under which the centre is returned to its owners must have been agreed before beginning any works and before the start of any operation.
- With the agreement of all parties, such terms might be discussed and amended
- Any compensation package or activities should be negotiated and agreed by all parties.

For the displaced population

- It is vital that displaced individuals and groups are not left in collective centres for long periods without access to alternative sheltering options, more appropriate to their needs.
- Support for durable solutions, such as return packages, should take into account the level and type of care required, whether material or financial.

For the aid organisation

- Transit and reception centres mustn't become a longer-term solution. Other more suitable sheltering options need to be identified for people still waiting for an answer to their asylum application.

3.2 Crosscutting issues

All sheltering programme inevitably entails interacting with other sectors supporting and guaranteeing migrants well-being. This section offers key considerations in the form of checklists.

3.2.1 Checklist Livelihoods

During emergencies displaced individuals have lost their capacity to support themselves. While the priority is to provide emergency sheltering and to respond to basic needs, livelihoods' recovery should be an integral part of aid efforts. Unfortunately the majority of European countries do not grant any work permit to displaced people awaiting clarification of their position. The permanence in collective centres engenders in itself a culture of dependency. Location and internal spacial organisation of collective centres must encourage the recovery of income generating activities.

3.2.2 Checklist Coordination and collaboration

- Identify and coordinate with all stakeholders, such as owners of the selected facilities, authorities for planning, construction and rehabilitation, maintenance, and management of collective centres, as well as utilities providers.
- Clearly define the objectives to be reached, stakeholders' responsibilities, coordination mechanisms, implementation deadlines, exit strategies, and return conditions of facilities after use.
- Regularly participate to coordination meetings with organisations working on the conversion and management of collective centres, and share information with the coordination group.
- Share any information required to keep the coordinating group's database updated on adaptations, enlargements, or basic maintenance of accommodation facilities with a collaborative attitude.

3. Planning

- Strengthen advocacy on critical humanitarian priorities, which may prevent the dignified sheltering of people of concern in transit and reception centres, or due to faulty procedures.

3.2.3 Checklist Protection

- Assess the presence of vulnerable individuals and groups, so that plans of selected facilities reflect the requirements enabling their equitable access to all services provided without putting their persons at risk.
- Vulnerable individuals and groups, such as unaccompanied minors, people with serious disabilities, etc., must be identified while they undergo registration at transit centres, so as to apply with the necessary protection measures.
- The most vulnerable will be transferred and taken care of according to availabilities in centres catering for their needs.
- Family unity will be preserved and family reunion facilitated.

3.3.4 Checklist Environmental protection

- A Consider environmental resource management during each planning phase, through construction, until closing of the facility.
- Establish from the start an environmental protection plan, including its procedures and responsibilities, as well as the rehabilitation works required.
- Preserve existing vegetation and reduce as much as possible intervention impacts.
- Provide for waste triage.
- Provide for the removal of any non-recyclable or potentially environmentally dangerous waste.
- Contact specialised companies.

⁹ See 'UNHCR Guidelines on Protection and Care of Refugee Children, and Executive Committee Conclusions No. 47, No. 59, et No. 84. See also Article 3, 7, 22, 24 et 27 of the same guidelines. Belgium, Denmark, Finland, Greece, Netherlands and Spain have separate centres for children.

See also 'Foreword to the European Union Council Resolution of 26 June 1997' on unaccompanied minors.

3.3.5 Checklist Complaint mechanism

- Create committees for the management of collective centres, which allow the participation of representatives of the sheltered population.
- Put in place a complaint mechanism in order to collect information on the needs of sheltered people.
- Elicit the commentary of people sheltered in the centres and the expression of their level of satisfaction against quality and effectiveness of assistance received.
- Take notice of gender, age and vulnerability level of people complaining.
- Put in place a reply mechanism for each complaint received.
- Adapt spaces, services, and equipment in response to the comments received, so as to minimise stress and frustration of people sheltered, while allowing them to make correct use of the spaces provided.
- Follow up closely the impact of implementation programmes, so as to improve their quality.
- Communicate in a clear and transparent manner with all groups of people sheltered.

Standards and indicators



Photo: Luxembourg, Luxembourg City, Lux-Expo, Vincent Virgo / IFRC - SRU

4. Standards and indicators

Standards for transit and reception centres vary from one country to the other. For shelter « there is no set of internationally agreed specific regulation on collective centres¹⁰». National regulations exist, which impose minimum standards for salubrity, ventilation and lighting of housing. This section is intended to provide advice on how to promote good shelter practice and reduce risks. Throughout these guidelines reference is made to the recent publication by the German Red Cross 'Emergency Sheltering. Guidelines on Emergency Sheltering for Refugees in Germany'.

The Sphere Project¹¹, with its 'Humanitarian Charter and Minimum Standards in Humanitarian Response' provides the basis for the definition of core and minimum standards. The practical expression of the common principles of the Charter is based on the interpretation that humanitarian agencies make of basic needs, which need to be satisfied in order to live with dignity, and on their experience in providing assistance. Reference is made to the 2011 edition of the manual, which is currently undergoing revision. A new edition is expected to be published in 2018.

Regardless whether it is about transit centres, for sheltering of up to three weeks, or reception centres, for sheltering up to three months, the Sphere Project standards will have at least to be applied (see Annex 3). Indicators will nevertheless need to be revised and increased to adjust to the European context. The reasoning behind such adaptations is described in each standard section (see sections 4.1 - 4.15).

Common Principles, rights and duties of the Humanitarian Charter include:

- The right to life with dignity.
- The right to receive humanitarian assistance.
- The right to protection and security, which includes the right to seek asylum or sanctuary [...] 'Chief among these is the principle of non-refoulement: the principle that no one shall be sent back to a country where their life, freedom or physical security would be

¹⁰ CCCM (2010), 'Collective Centres Guidelines', Section 12.2

¹¹ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response, Minimum standards in shelter settlements and Non-Food Item', p. 239-283

threatened or where they are likely to face torture or other cruel, inhuman or degrading treatment or punishment. The same principle applies by extension to internally displaced persons, as reflected in international human rights law and elaborated in the 1998 Guiding Principles on Internal Displacement and related regional and national law.'

The Sphere Project lists six core standards, which refer to the modalities of the humanitarian intervention and its performance, including its responsibility towards the affected population, such as the responsibility for:

- **Establishing systematic and transparent mechanisms** through which people affected by disaster or conflict can provide regular feedback and influence programmes.
- **Ensuring a balanced representation of vulnerable people** in discussions with the disaster-affected population.
- **Providing information to the affected population** about the humanitarian agency, its project(s) and people's entitlements in an accessible format and language.
- **Enabling people to lodge complaints** about the programme easily and safely and establishing transparent, timely procedures for response and remedial actions.

In many countries the major difficulties encountered with the definition of response standards have been:

- **Lack of quantitative data on displaced people**, migrants, and asylum seekers influx, so that preparedness planning could take place ahead of people's arrival.
- **Rigorous national building codes and regulations**, which are generally difficult to implement during emergencies. Need for building permits and validations before structures can be put in function. Difficulties with the engagement of local authorities while works are being carried out.

- **Extreme climates** encountered in various countries during response, which don't allow the use of emergency shelters, designed for more moderate climates, with a direct impact on adaptation times and costs.
- **Lack of qualified staff** among volunteers on the ground and difficulty with their recruitment due to short-term contracts.
- **Lack of written contracts** between local authorities and humanitarian agencies due to the urgency of the action and to the absence of identified focal points on either contractual side.

4.1 Standard 1 and indicators Planning

Transit and reception centres need to be located near urban infrastructures and far from potentially critical areas, such as military or industrial areas. They need to be at a reasonable distance from public transport and services, similarly to local conditions and habits.

SRU based this standard on the Sphere Project¹² while the transit and reception centres' capacity indicator was established following 'Camp Management Toolkit' recommendations, which are currently shared and used by members of the Camp Coordination and Camp Management Cluster (CCCM). Such recommendations indicate that smaller transit and reception centres are to be preferred, as they promote host community's solidarity, while allowing residents to organise and manage themselves¹³.

When selecting sites and locations for collective centres it is crucial to take the host community into careful consideration, to avoid the creation of ghettos, plan and implement communication campaigns focusing on the acceptance of the displaced. In rural areas care will be taken to ensure that collective centres sizes are adequate to the size of the village, so that villagers don't feel threatened for hosting displaced people.

The indicator referring to the minimal surface per person to be used for planning purposes was based on Sphere Project's and UNHCR's indications for surface areas that include all communal facilities and services. For sleeping arrangements see standard 7, section 4.7.

1

The planning of temporary communal settlements or collective centres enables a safe and secure use by the displaced population of all accommodations and essential services. Special care is taken to preserve their integrity, when hosting families with children.

¹² SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Shelter Settlement and NFIs, Standard 2, Settlement planning, p.254

¹³ IOM, NRC, UNHCR (2015), 'Camp Management Toolkit', p.119

Indicators

	Transit centre	Reception centre
Minimum surface per person	≥45 m ² /pers.	≥ 45 m ² /pers.
Room height (max 2 superimposed beds)	≥ 2,4 m	≥ 2,4 m
Capacity	≤100 people	≤100 people
Distance form public transport	≤500 m	≤500 m
Distance form military sites	≥ 3km	≥ 3km
Parking	5 places ¹⁴	5 places
Access and maneuvering spaces for trucks and buses	available	

Key actions

- Select a location close to public transports and far from sources of tension, or military infrastructures, which could awaken traumatic conditions in part of the displaced population.
- Identify existing structures, which are compatible with sheltering activities while providing a sufficient surface to allow for safe and dignified sheltering of the target population. Such structures must also provide connection to electricity, potable water and sewage networks.
- Follow national regulations combined with international good practices on collective centres, such as those by the Sphere Project and the CCCM.
- Create joint task forces with the local authorities, in order to agree on transitional or alternative measures, whenever national standards and practices can't be followed due to emergency.
- Plan and limit size (see section 3.2) and geographical concentration of collective centres based on international

¹⁴ Hospice General, 'Plan de site d'hébergement temporaire pour Migrants', Genève 2016 (internal document)

standards and indicators, as recommended by CCCM, in coordination with all stakeholders managing transit and reception centres.

- Finalise agreements on the use, or rental, of buildings to be converted into transit and reception centres, by defining the duration of use, the types of renovation to be envisaged, and the conditions in which the structures need to be returned once the agreed period expired.
- Agree on coordination mechanisms, their objectives, responsibilities, deadlines, and exit strategies.
- Conclure des accords d'usage ou de location des bâtiments, qui seront transformés en centres de premier et de deuxième accueil, en définissant leur période de validité, ainsi que les mécanismes de renouvellement envisageables, et les conditions de retour des structures une fois qu'elles auront été modifiées, une fois la période d'utilisation prévue épuisée.
- Define an effective circulation plan allowing an efficient management of the main functions within the centres, arrivals, wait, medical screenings, shelters allocations, hygiene, restoration, etc.
- Ensure trucks, busses, waste collection services, or other services, have access to the centres at any time of the year and in any extreme weather conditions.
- Include sufficient storage space in the plan, and avoid as much as possible staff moving around. Plan for contingency surfaces when possible.
- Always include representatives of different migrant groups sheltered in the centres in the management organisation.
- Plan for information campaigns targeting the acceptance of displaced people.

Guidance notes

Surfaces per person - Specialised literature, namely the Sphere Project and UNHCR, propose separate surface values for sleeping only, and for all functions (sleeping included):

Surface per person	SPHERE ¹⁵	UNHCR ¹⁶
Minimum initial surface (sleeping and personal belongings)	3,5 m ² /pers.	-
Hot and tropical climate (without kitchen)	-	≥ 3,5 m ² /pers.
Cold climate and urban environment (with kitchen and sanitation)	≥ 3,5 m ² /pers.	(4,5 – 5,5) m ² /pers.
Comprehensive layout All functions included	45 m ² /pers.	
Strict minimum with annexed building (external first-aid care, food delivered for every meal)	30 m ² /pers.	

In case of emergency and only for transit centres, a smaller and temporary surface may be envisaged if necessary¹⁷. Surfaces indicated in the previous table are including the following spaces:

- Access roads and paths.
- Fire-breaks and any additional fire protection measures.
- Spaces for food preparation and canteens.
- Indoor and outdoor recreational areas (adults/children).
- First-aid spaces.
- Registration offices, access control areas, and information and distribution spaces.
- Learning spaces (language courses).
- Water and sanitation spaces.
- Parking spaces (buses, trucks, staff vehicles, visitors).
- Technical spaces.

Collective centres capacity - The Italian Red Cross has a contingency plan to organise the installations required for 250 people¹⁸. Governments often define the capacity of collective centres, however, humanitarian organis-

¹⁵ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Shelter Settlement and NFIs, Standard 2, p. 257, art. 7 and Standard 3, p. 258, art. 1.

¹⁶ UNHCR (2001), 'Manuel des situations d'urgence', p. 146, art. 24, p. 154, art. 77

¹⁷ IFRC-SRU and German Red Cross (2016), 'Emergency Sheltering, Guidelines on emergency sheltering for refugees in Germany', p. 26

¹⁸ <http://protezionecivile.regione.emilia-romagna.it/argomenti/preparazione-pianificazione/colonna-mobile/colonna-mobile-nazionale-delle-regioni>

4. Standards and Indicators

ations have the duty to advocate for the rights of the people sheltered within them. It is worth mentioning that dysfunctional collective centres are often due to:

- Inadequate spaces.
- Overpopulation.
- Promiscuity.
- Cultural and gender differences (space allocation single men and single women/couples/women and children/families).
- Length of stay for the displaced.
- Lack of services.
- Administrative delays.
- Insufficient personnel.
- Underestimation of running costs (repeated modifications, maintenance and correction of planning mistakes).

4.2 Standard 2 and indicators Construction

When it comes to construction works, European countries have their own regulations and standards. Such standards must be complied to and they will be referred to as framework for the duration of all sheltering programme. Their related indicators will be of general guidance, and will require adapting to the emergency response. Competent authorities if engaged early on, may agree on temporary derogations of some standards and regulations in order to speed up building permits procedures. It is nevertheless important to acknowledge the temporary nature of any such measure in order to avoid adverse impacts on sheltered people's health. Polluted industrial sites and buildings must be excluded from use, unless proper depollution measures have been undertaken in compliance with country norms and regulations. This standard is a combination of the Sphere Project Shelter Settlement and NFI standards 4 and 5¹⁹.

2

Sheltering and habitat solutions, as well as materials sourcing and construction techniques are locally accepted and minimise all adverse impact on health, security, and local environment.

Indicators

	Centre premier accueil	Centre de deuxième accueil
National building codes and administrative authorisations	All building or structure used for the purpose of sheltering migrants has been realised in accordance with the standards and proceedings approved by the competent authorities	
Quality	Local technical standards will be applied, except when a derogation has been obtained from authorities in charge and in compliance at least with the international standards of the Sphere Project and of CCCM	

¹⁹ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Shelter Settlement and NFIs, Standard 4 and 5, p. 262-267

4. Standards and Indicators

Construction materials' safety	Regulations on the disposal of unauthorised construction materials need to be aboded to also during renovation and adaptation works, especially in presence of asbestos, lead, or other industrial pollutants. Special care should be addressed to the choice of paints, in order to avoid exposing sheltered people to toxic components such as formaldehyde ²⁰ .
Environment	Design and planning has to be based on measures limiting or reducing negative impacts on the environment

Key actions

- Undertake technical inspection to verify the eventual presence of asbestos within selected buildings before starting any conversion work and in order to assess the feasibility of dangerous materials removal.
- Collaborate with and inform competent authorities about any intention to change the destination of use of buildings, as well as the filing of building permit requests.
- Always respect building sites health and safety regulations.
- Reduce construction hazards, by using appropriate materials and by following technical advice.
- Respect building codes and construction regulations in order to comply with the agreed quality standards.
- Follow up the construction process through the engagement of technical experts.
- Employ local construction expertise in order to gain better acceptance of migrants sheltering structures by the host community.
- Plan for sufficient access and manoeuvring areas for trucks and for the storage of construction materials all along the construction phase.
- Coordinate with competent authorities over environmental issues in order to identify potential hazards and likely vulnerabilities.
- Return buildings to their original function, unless a different arrangement has been agreed prior to handover.

²⁰ <http://travail-emploi.gouv.fr/sante-au-travail/prevention-des-risques/autres-dangers-et-risques/article/formaldehyde>

Guidance notes

- National building codes and regulations must be adhered to, and all sheltering structures must be compliant.
- Involve relevant authorities at the beginning of the process and negotiate with them, if necessary, emergency derogations to building codes and regulations.
- Agree with the relevant authorities a phased approach to transform structures and to progress as rapidly as possible to their compliance with codes and regulations.
- The use of any existing building requires having planned and agreed with all stakeholders the handover and return conditions to its previous functions and to the owner or the authorities in charge.
- Conversion works should be planned for ahead of collective centres occupation. If that is not possible during emergency, it is imperative to pay particular attention to the structural safety of the building, as well as access and evacuation routes for the most vulnerable people.
- Additional information [available only in French] on dangerous building materials can be found on the following websites:
- <http://www.amiante.inrs.fr/>
- <http://www.luxcontrol.com/fr/Nos-prestations/Construction-Bâtiment/Amiante/Amiante>
- <http://www.environnement.brussels/thematiques/batiment/la-gestion-de-mon-batiment/amiante>
- Land gradient should be assessed and planned for also from the financial point of view.
- Sites selected for collective centres must have a gradient between 1% and 5%.
- In order to better integrate and to prevent the stigmatisation of collective centres it is advised to design them similarly to the surrounding neighborhoods and to use as much as possible the same materials. High and opaque fences must be avoided.

4.3 Standard 3 and indicators Accessibility

Persons with disabilities are often high-ranking among the most vulnerable groups. The elimination of physical barriers undermining their security and preventing their access to dignified shelter solutions as well as to all services is a priority. SRU based this standard on the indications provided in the publication by IFRC, Handicap International and CBM ‘All Under One Roof. Disability-inclusive shelter and settlement in emergencies’²¹.



Physical barriers are avoided or eliminated and persons with disabilities, or reduced mobility, have access to transit and reception centres, as well as to all services and to all information there provided.

Indicator		
	Transit centre	Reception centre
Access ramps and pathways width	1,5 m	1,5 m
Access ramps and pathways width	2%-5% ideally, up to 10% possible if with landing every 5 m and non-slip surface	
Handrails	For all ramps and staircases	
Openings	All doors open outwards in order to facilitate maneuvering and don't have any threshold. Door handles are at a height of 90-100cm from the floor	
Windows	Handles are accessible	Handles are accessible
Toilets (men and women)	10% are accessible to persons with disabilities, they are equipped with easy to handle toilet flushes, and are at a distance ≤50m from shelters/sleeping areas	20% are accessible to persons with disabilities, they are equipped with easy to handle toilet flushes, and are at a distance ≤30m from shelters/sleeping areas

²¹ IFRC (2015), Handicap International CBM, ‘All Under One Roof. Disability-inclusive shelter and settlements in emergencies’

Water points	10% are accessible to persons with disabilities and are at a distance $\leq 50\text{m}$ from shelters/sleeping areas	20% are accessible to persons with disabilities and are at a distance $\leq 30\text{m}$ from shelters/sleeping areas
Showers	Are accessible to persons with disabilities and equipped with handrails	Are accessible to persons with disabilities and equipped with handrails
Collective spaces	Are accessible to persons with disabilities	Are accessible to persons with disabilities
Distributions	NFIs and their distribution are adapted to people with disabilities. Priority lines are established and transport support is provided	
Information	Information is provided in various formats and is accessible to people with different types of disabilities or illiterate: loudspeaker's announcements, printed information, in braille, with pictograms or diagrams, fluorescent or gloss colours	
Switches and sockets	Are at a height of 90-100cm from the ground	

Key actions

- Avoid creating new obstacles by careless design
- Remove existing obstacles, which create hazards for the security of disabled people, impede their access and their circulation through collective centres.
- Use lighting to signal hazards, such as staircases or ramps.
- Store materials to build internal partitions required for providing a sufficient level of privacy to disabled people, who are less mobile to change or wash themselves.
- Permanent adaptations are advisable in public buildings. If adaptations need to be phased, priority should be given to security over accessibility of spaces and services.
- Paint obstacles that couldn't be removed in contrasted colours.

Guidance notes

- People with reduced mobility or on wheel chairs, who cannot be sheltered on the ground floor, must be offered alternative sheltering solutions together with their families.

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- Emergency wheel chairs are stored, as well as crutches, walking frames, white canes, and portable toilet seats. Items selection will be undertaken in collaboration with specialised services or organisations.

4.4 Standard 4 and indicators

Fire safety

This standard has been defined by SRU and has no reference in the Sphere Project, where only guidance notes are provided to assist with gaps in national regulations²². Based on the type of building, undertaking works will be increasingly complex depending on the height and the number of floors in the building²³. Relevant regulations are strict in many countries. It is advised to consult the fire department and the civil protection in country in order to agree emergency standards in view of the subsequent upgrade and the full compliance of all structures with national regulations.

4

All structures, new, adapted, or renovated, for the sheltering of displaced populations are compliant with fire safety standards and regulations.

Indicators

	Transit centre	Reception centre
Position	≥ one elevation facing roadsides or empty spaces	≥ one elevation facing roadsides or empty spaces
Structure	Materials and construction elements are adequately fire resistant or fire retardant	
Main living spaces	Fire and smoke detector and visual as well as sound alarms	Fire and smoke detector and visual as well as sound alarms
Other spaces	Fire and smoke detector and visual as well as sound alarms	Fire and smoke detector and visual as well as sound alarms
Security exits	≥2	≥2
Evacuation routes and assembly points	Always accessible and indicated by security lighting	Always accessible and indicated by security lighting
Flammable materials	Ensure storage in a lockable space	Ensure storage in a lockable space

²² SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Shelter Settlement and NFIs, Standard 2, Art. 8, p. 257

²³ <https://www.service-public.fr/professionnels-entreprises/vosdroits/F31684>

4. Standards and Indicators

Electrical wiring	Compliant with country regulations	Compliant with country regulations
Lamps and heaters	Only electric lighting and heaters are permitted	Only electric lighting and heaters are permitted
Candles	Not allowed	Not allowed
Lampes a kérosène	Not allowed	Not allowed
Camp stoves	Not allowed	Not allowed
Non electric heaters	Not allowed	Not allowed
Other appliances emitting smoke, water pipes, electric cigarettes	Not allowed	Not allowed

Key actions

- Plan collective centres so as to allow for rapid and safe evacuation of its occupants.
- Have at least one or more elevations along roads or empty spaces, allowing for public evacuation, access and operability of rescue and fire control devices.
- Have at least two security exits, protected waiting areas, as well as free, clearly indicated and protected access routes leading to them, allowing for evacuation or for the rapid and safe protection of occupants.
- Verify that routes leading to security exits are always kept free and are clearly indicated.
- Ensure that a sufficient number of extinguishers is in place and in compliance with country regulations.
- Use construction materials and construction elements having appropriate fire retardance and resistance, and which are adapted to specific risk levels.
- Make an evacuation plan and inform everyone in the collective centre about it, including people with different types of handicap, explaining them the meaning of the different types of alarms and the procedures to be followed.
- Provide relevant information to all new comers and organise fire simulations in coordination with the services in charge.

- Provide an alarm system with visual and sound alarms, and ensure that, in the event of a fire, people with reduced mobility, at all levels of the centre, are evacuated by rescue teams.
- If gas installations are used either for heating or cooking, check regularly their correct functioning.

Guidance notes

- Authorities in charge of fire safety will be engaged in the elaboration of the evacuation plan. Signaling of access and evacuation routes, required firebreaks, and assembly points will be defined in consultation with them.
- Make sure that signals are visible in the presence of dense smoke, and that they are either placed horizontally or on the lower part of walls.
- The definition of an emergency evacuation plan withholds legal responsibility and may prove complex. It is possible to delegate it to specialists.

4.5 Standard 5 and indicators **Protection and security**

SRU based the definition of the protection and security standard on EASO²⁴(see Annex 5) and on Australian Red Cross²⁵indications. All transit and reception centres must guarantee the physical security of any person residing or working within it, and mustn't look like a prison. Access to services provided in a centre must be granted at all times.

The design and management of each transit or reception centre mustn't put people living in them at risk, regardless of their social or cultural background, of their age or gender. Protection remains the objective and not the control of those sheltered. For sleeping arrangements indicators, see Standard 7, section 4.7. For sanitation's indicators, see Standard 13, section 4.13.



Space planning and services provided within transit and reception centres reduce risks and vulnerabilities identified, while allowing for their mitigation ensuring personal security, privacy and dignity of displaced people in the undertaking of their daily activities.

Indicators

	Transit centre	Reception centre
Exterior	Adequate exterior lighting is provided	
Surveillance	<ul style="list-style-type: none"> Clearly defined and fenced sites Security staff presence 24/7 Restricted /security checked access to outsiders. When necessary a video surveillance system may be considered 	<ul style="list-style-type: none"> Clearly defined and fenced sites Security staff presence 24/7 Restricted /security checked access to outsiders. When necessary a video surveillance system may be considered

²⁴ EASO (European Asylum Support Office) – ‘Guidance on reception conditions: operational standards and indicators’

²⁵ Australian Red Cross (2012), ‘Evacuation Centre Field Guide’

Emergency calls	Emergency numbers in use are clearly divulgated and easily accessible. A free call service and telephones are available	
Sleeping arrangements (see also section 4.7)	Separate rooms for men and women (with young children)	Family rooms
Lockers (see section 4.15)	1 Locker with key per family/individual	1 Locker with key per family/individual
Toilets and their access (see section 4.13)		<ul style="list-style-type: none"> • Well lit and heated • Separated for men and women • Lockable form the inside • Accessible to everybody • Provide sufficient security and privacy to prevent sexual abuses, specially for women and girls
Communal showers (see section 4.13)	<ul style="list-style-type: none"> • Well lit and heated • Separated for men and women • Lockable form the inside • Accessible to everybody • Provide sufficient security and privacy to prevent sexual abuses, specially for women and girls 	<ul style="list-style-type: none"> • Well lit and heated • Separated for men and women • Lockable form the inside • Accessible to everybody • Provide sufficient security and privacy to prevent sexual abuses, specially for women and girls

Key actions

- Assess the presence and type of vulnerability among sheltered people.
- Plan sleeping and collective areas, so as to guarantee the protection and the privacy of displaced people.
- Update the initial plan whenever critical elements are identified.
- Unaccompanied minors, as well as people with heavy handicaps must be identified so that additional protection measures can be taken prior to their transfer to adequate structures, in compliance with host country regulations.

Guidance notes

- Registration procedures should, ideally, be defined early on, as they may require specific cabling works, such as for the automatisisation of access systems using chips, card reading machines, or electronic closing mechanisms.
- Centres must be freely accessible day and night. Set a closing time at 22:00 with specific arrangements for any late access requirements.
- Security checks might be necessary in order to guarantee the protection and the security of sheltered people.
- Rooms in collective centres must be lockable and lockers need to be provided to all families.
- Only lockers will be provided in transit centres and they may need to be individual, depending on the population profile.
- A secure mail distribution system must be put in place in collective centres. Consider using lockable mailboxes if necessary.
- Avoid placing security desks right at the entrance of collective centres, as it may be perceived as intimidating by displaced people.
- Encourage security officers to be discrete when everything is quiet during daytime, and to be more visible at night time.
- Identify with the help of security officers sensitive areas requiring special attention, such as external spaces, toilets, showers and water points, storage spaces, spaces where personal items and equipment are stored.
- Ensure that the perimeter of the structure is patrolled.
- Brief security staff and ensure their participation to meetings dealing with the management of the centres.
- Share fire safety plans and responsibilities in case of emergency.
- In case of accidents it is imperative to instruct staff working in the centre not to put themselves in danger.
- Define a reporting format early on and report facts, if necessary in two copies (one to be given to police, or as required).
- Police will intervene according to its standard procedures. It is advised to pre-alert them in case of security concerns.

4.6 Standard 6 and indicators Collective spaces and services

This standard doesn't have any reference in the Sphere Project. Following the initiative of the German Red Cross²⁶, SRU included it in its guidance with the intent to promote good practices derived from national legislations²⁷, common practices for the reception of public in office buildings²⁸, and students' accommodations.

Sleeping arrangements, water and sanitation and waste disposal are not part of this standard, as they have dedicated sections.



Temporary communal settlements have sufficient covered indoor and outdoor spaces to provide essential services. Such spaces guarantee sufficient dignity, thermal comfort, ventilation, protection and safety to undertake daily activities.

Indicators

	Transit centre	Reception centre
Registration	2,50 m ² /pers.	2,50 m ² /pers.
Administration/Information	2,50 m ² /pers.	2,50 m ² /pers.
Distribution	Sufficient waiting area for the distribution of pre-assembled kits	<ul style="list-style-type: none"> • Sufficient waiting area for the distribution of pre-assembled kits • Sufficient exhibition space for the display of items and for the circulation of beneficiaries

²⁶ IFRC-SRU and German Red Cross (2016), 'Emergency Sheltering, Guidelines on emergency sheltering for refugees in Germany', p. 35

²⁷ <https://www.service-public.fr/professionnels-entreprises/vosdroits/F24505>

²⁸ Neufert (1996), 'Les éléments des projets de construction', p.108-291

4. Standards and Indicators

Storage	<ul style="list-style-type: none"> • Warehouse accessible to heavy trucks • Separate from pedestrian access • Space for the preparation and storage of kits to be distributed; plan for 3 days self-sufficiency: food, drinks and NFIs 	<ul style="list-style-type: none"> • Sufficient storage space • Space for the preparation and storage of kits to be distributed
Medical emergencies	10 m ² space External to the structure	External to the structure
Visites médicales	10 m ² space	External to the structure
Isolation area (quarantine)	Needs to have separate toilet, accommodation, eating space in view of possible hospitalisation in case of transmittable diseases or during recovery	External to the structure
Psychological support	10 m ² office	10 m ² office
Canteen	0.8 - 1 m ² /pers.	0.8 - 1 m ² /pers.
Kitchen/meals preparation ²⁹	<200 meals at a time 1.5 m ² /meal	<200 meals at a time 1.5 m ² /meal
Communal kitchen (for a centre ≤100 people)	-	≤22.5 m ² 1 refrigerator/8 residents (500 L 30 et 400-500 W 31) 1 electric stove/8 residents (1000-3000 W) 1 microwave oven/50 residents
Indoor leisure spaces (men/women)	2m ² /pers. min.30 people	2m ² /pers. min.30 people
Outdoor leisure spaces	Open covered space adapted to the climate	Open covered space adapted to the climate
Children playroom	2m ² /child	2m ² /child

²⁹ Neufert (1996), 'Les éléments des projets de construction', p.108-291

Classroom/Meeting room ^{30 31}	1,5m ² /pers. (min.30 people)	2 m ² /pers. (min.30 people)
Communications	2m ² /pers. min.10 people	2m ² /pers. min.10 people
Technical spaces	6m ²	6m ²
Maintenance	6m ²	6m ²

Key actions

- Plan for all required functions when designing a centre, clearly indicate the reception and hosting capacity of each centre, as well as all the collective services to be provided.
- Insert new centres into the local disaster management plan.
- Foresee the required spaces for the logistic management of the centres.
- Analyse the social and gender composition of the hosted population in order to adapt collective services and dedicated spaces accordingly. Needs may change rapidly as well as hosted people's number, prevailing gender, or cultural origin. It is preferable to provide flexible spaces, which can be used for different purposes, partitioned or closed off.
- Make sure that only staff has access to technical spaces (heating, generators, pumps, etc.) in order to prevent accidents.
- Make sure that all active building sites are well fenced off in order to prevent potential accidents and theft.

Kitchen and canteen spaces

- Coordinate with authorities in charge for the obtention of the permits required to open and operate the canteen of the centre. Host country hygiene regulations apply to meals distributed and to their preparation.

³⁰ UNICEF (2006), 'Child Friendly School Manual', p.7 art. 321

³¹ Neufert (1996), 'Les éléments des projets de construction', p.391, 394 et 403

Indoor leisure spaces/TV room

- Provide radio/TV access in the different languages of the displaced in the leisure space/TV room. Establish a rotation system if more languages are coexisting.
- Verify that no group is imposing on other groups inadequate, or abusive channel selection.
- Fix audio-visual equipment to the walls to prevent losses or theft.
- Fix the base of the television at a minimum height of 150cm above the floor, so that it is higher than a sitting person.

Communications spaces

- Provide broadband Wi-Fi Internet access or at least one computer with broadband Internet access in the communications spaces.
- Make sure private conversations are possible.

Play areas

- Provide, ideally, a separated space for parents and children, which allows visual contact between them.
- Spaces and equipment should be at child's height and reflect the different ages and genders^{32 33}.
- Schedule the use of these spaces by allocating time slots in rotation with other compatible activities, transforming them for instance into play areas or teen-agers' areas.

Outdoor leisure and waiting areas

- Provide covered and shaded external areas to be used also by smokers.
- Provide some areas to be used for teen-ager and adult sport activities.

³² IASC(2011), 'Guidelines for Child Friendly Spaces in Emergencies'

³³ UNICEF(2011), 'A Practical Guide for Developing Child Friendly Spaces'

- Provide shadowed areas in summer and warm in winter near bus stops to assist displaced people while waiting to leave for their onwards destination and in order to offer them a minimum comfort during the often long wait. Provide nearby toilets as well.
- Smoking areas do not need to be taken into account at both European and national level (i.e.: France³⁴). All countries of the Union have defined deadlines for the ban of smoking areas in public places. A dedicated covered and ventilated area should, however, be proposed outdoors.

Guidance notes

- Public spaces should ideally be accessible to all and at any time if safe, or at least during daytime.
- In transit centres only warmed up meals will be served. Collective kitchens will be provided in reception centres, where families will be allocated time slots for cooking. Food and cooking utensils storage space will be provided to all families/individuals.
- The rules for using kitchens must be clearly communicated to all new arrivals. In order to prevent breakages and reduce accidents risks, their respect by users must be monitored by staff.
- Whenever surfaces are insufficient, multi-functional spaces must be provided, which can be used by all residents as canteen or leisure area according to clearly indicated time slots. It must be possible to easily store, transform, and replace any equipment or furniture.
- UNICEF doesn't offer any indicator concerning classrooms. Numerous realised school projects however apply a surface of 1,5-2m²/child.
- A separate reference is derived from the construction sector (Neufert Manual), which indicates 1,95m²/child and 2,5m²/place for specific course classrooms.

³⁴ <http://social-sante.gouv.fr/prevention-en-sante/addictions/article/l-interdiction-de-fumer-dans-les-lieux-publics>

4.7 Standard 7 and indicators Options de couchage

This standard is not based on standards and indicators of the Sphere Project³⁵ and it is adapted to the European context. It is based on indications by PERCO (see Annex 5), as well as on national regulations and good practice, as referred to in the guidance notes. For collective centres, care is taken to include storage space for personal belongings, and to allow for wider spaces between beds, which have a positive impact on conflict reduction and reduce the transmission of respiratory diseases. The positive psychological impacts of better space distribution shouldn't be underestimated while planning collective centres. Reference is to be made to Standard 1 and indicators, Section 4.1.



Sufficient covered sleeping and living spaces are available to residents. Such spaces provide privacy, security and health, while allowing basic family and livelihood activities.

Indicators

	Transit centre	Reception centre
Surface per person (sleeping)	≥6 m ² / pers.	≥8 m ² / pers.
Height (sleeping space)	1.20 m/pers. (if bunk beds=maximum 2 bunks)	
Density/Privacy (people/room)	1-2 families/room dormitories ≤ 10 people	1 family /room or 4 people/room
Pre-installed partitions in fire-proof materials	Partitions per family with young children or per person	Partitions per person or parents/children

³⁵ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Shelter Settlement and NFIs, Standard 3, p. 258-261

Key actions

- Provide rooms divided for men and women and for families in order to guarantee sufficient privacy and security,
- Provide partitions within sleeping areas whenever rooms are not a viable option, so as to ensure a sufficient level of privacy for individuals and families.
- Offer spaces providing sufficient privacy to persons with special needs, including women, elderly and disabled people.
- Avoid mixed sleeping arrangements. Such arrangements can be tolerated only if dictated by extreme emergency, and if people sheltered have been contacted and able to express their needs. Bunk beds are not always acceptable, while small furniture additional to beds can contribute to raise comfort and acceptance levels.
- Choose as early as possible the type of beds to be used, the type of bedding required as well as laundry services to be provided, especially for transit centres.
- Limit or forbid the use of electric appliances within the sleeping areas in order to reduce accidents risks.

Guidance notes

- Unlike the Sphere Project, PERCO Platform³⁶, indicates a minimum surface per occupant of 6m²/person.
- In the same line the Georgian government imposed, during the Ossetia war in 2008, a parameter between 8 and 10 m²/person for collective centres.
- The housing service of Luxembourg City³⁷ defines minimum surface areas for furnished rooms to be rented. Such rooms have to be compliant with salubrity, hygiene, and habitability criteria as defined by the regulations of the Grand-Duchy of Luxembourg and indicated in the following table:

³⁶ <http://www.justice.ie/en/JELR/Irish%20Red%20Cross.pdf/Files/Irish%20Red%20Cross.pdf> p. 25

³⁷ <http://www.vdl.lu/Contr%C3%B4le+des+chambres+meubl%C3%A9es-p-83782.html>

4. Standards and Indicators

Minimum floor area	Minimum floor area
9 m ²	1
18 m ²	2
24 m ²	3
30 m ²	4

- The same regulations define that there cannot be more than four occupants per room.
- When spaces are insufficient and the rate of influx of people requiring shelter quickly is considerable, minimum standards may be difficult to comply with. Every effort will be made to achieve as quickly as possible the capacity and the envisaged standards for each centre, so as to minimise the negative impacts of overpopulation on the well being of the hosted population.
- The achievable density will be also dependent on the type of materials used for partitions. The lighter the materials, the higher the feeling of insecurity and of lack of privacy. In order to mitigate conflict risks it is crucial to limit sleeping area densities and to choose higher-end indicators.

4.8 Standard 8 and indicators Communication

SRU based this standard and its indicators on PERCO's indications (see Annex 5). It is highly recommended to provide a broad-band Wi-Fi network to respond to the demand of a community, often using online social networks to communicate with family and relatives.

All residents must have access to a public telephone, if necessary, and be able to speak privately at least to get legal, medical and educational support.



Residents have access to a good telephone communication network, a broadband Internet connection, and a daily mail service.

Indicators

	Transit centre	Reception centre
Access to information/ procedures	Desk/notice board	Dedicated office
Access to telephone service	Daily 1 telephone/20 people Provide booths for private calls	Daily 1 telephone/20 people Provide booths for private calls
Internet /WIFI access	Within the structure or in an adjacent public area At least 4 times/week	Within the structure During daytime
Post service	Daily collective delivery	Lockable mailboxes
Photocopies	Accessible	Accessible
Sockets	1 socket/2 families or 10 people	1 socket/2 families or 10 people
Private communication spaces	2 booths of 1,5-2m ²	2 booths of 1,5-2m ²

Key actions

- Establish an information centre where displaced people will be welcomed, registered, assigned a place, and advised on rules and procedures to be followed.
- Make sure that all information is accessible to everyone, and that no language, age, gender, education or disability prevent or limit it. Make use of pictograms and of translations into different languages.
- Provide spaces guaranteeing privacy allowing for confidentiality of some calls.
- Allow occupants access to photocopying and/or printing in order to facilitate their procedures.
- Provide a Wi-Fi system (depending on allowances received it may be at residents expenses).
- Place a sufficient number of electric sockets in the communications room to allow sheltered people to recharge their cell phones free of charge. Five sockets every 100 people are an absolute minimum³⁸ and far from ideal. Unless cabling is compliant with regulations, it is better to avoid placing sockets in sleeping areas so as to minimise fire hazards.

Guidance notes

Clear information must be offered to sheltered people on their rights, on the rules applying to the management of the centres, and on the use of collective spaces. Collected feedbacks will be used as the base for the necessary adaptations.

³⁸ IFRC-SRU (2016) and German Red Cross, 'Emergency Sheltering, Guidelines on emergency sheltering for refugees in Germany', p.39

4.9 Standard 9 and indicators Acoustic confort

Sleep is fundamental to the well-being and the recovery of residents. It is imperative to try to reduce and reduce noise levels of sleeping areas, according to WHO's³⁹ recommendations and those of various national organisations⁴⁰.

9

Residents have access to covered sleeping and living spaces allowing for acoustic confort, rest and well-being.

Indicators

	Transit centre	Reception centre
Exterior noise level	85 dB	85 dB
Interior noise level of main living areas	≤35 dB	≤35 dB
Sleeping areas night time noise level	≤35 dB	≤35 dB
Restoration areas noise level	≤50 dB	≤50 dB
Noise level of kitchens and water and sanitation areas	≤50 dB	≤50 dB

Key actions

- In case of excessively noisy environments, ask for a noise assessment by an authorised specialist.
- Make sure doors and windows are well insulated against outdoor noise.

³⁹ WHO (2009), 'Night Noise Guidelines for Europe', page XIII

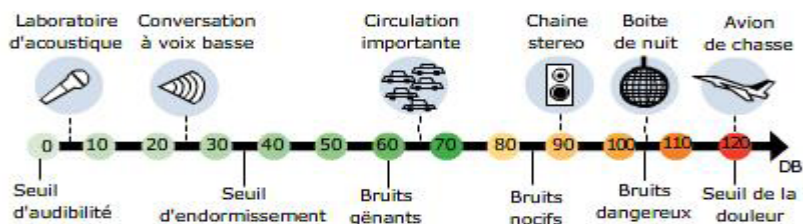
⁴⁰ <http://www.bruit.fr/tout-sur-les-bruits/logement-mal-isole/logement-neuf/la-reglementation-acoustique-applicable-aux-logements-construits-apres-le-1er-janvier-1996.html?format=pdf>

4. Standards and Indicators

- Define strict rules applying to living and sleeping areas, with clear instructions between 21:00 and 7:00.
- Verify that instructions are followed.

Guidance notes

- Sound environment plays a key role in stress management and rest. Excessive noise can cause problematic or aggressive behaviours, etc.
- Indoor rooms acoustic comfort is measured following ISO 354 norm and compared to DIN 18041 norm to determine the quality of the space and its destination.
- There is a general rule, which applies to old residential buildings⁴¹, which imposes that in the presence of an outdoor noise emission of 85 dB, the noise level indoors must be limited to:
 - 35 dB for living areas
 - 38 dB for kitchens and sanitation areas
- The following figure shows the noise scale notion ⁴² :



Source plan national d'action contre le bruit.

Figure 5: Noise scale, source: National action plan against noise

⁴¹ <http://www.bruit.fr/tout-sur-les-bruits/logement-mal-isole/logement-neuf/la-reglementation-acoustique-applicable-aux-logements-construits-apres-le-1er-janvier-1996.html?format=pdf>

⁴² <http://www.tayo.fr/echelle-de-db-decibels-astuce.php>

4.10 Standard 10 and indicators

Thermal comfort

L'impact d'une basse température sur la santé est de plus en plus étudié et montre, même si les données sont encore insuffisantes à le démontrer, la quantité des maladies provoquées par l'inconfort thermique dans les espaces de vie et de couchage. Ce standard et ces indicateurs se basent sur les recommandations de l'OMS⁴³. Les indicateurs sont entendus pour l'hiver et les pays à climat tempéré et froid. Une attention particulière sera apportée aux individus les plus fragiles pendant l'été et dans les pays les plus chauds.

10

Residents have access to covered sleeping and living spaces allowing for thermal comfort, well-being and protection from climate rigours, enabling essential family and livelihoods activities.

Indicators

	Transit centre	Reception centre
Temperature of main living areas	21°C	21°C
Temperature of other spaces (including showers and toilets)	18°C	18°C
Medical care spaces	≥23°C	≥23°C
Warehouses	5°C	5°C

Key actions

- Have the building's energy performance tested⁴⁴ in order to assess its energy consumption levels and all costs related to any retrofitting and maintenance works to ensure compliance with local regulations.

⁴³ http://www.euro.who.int/__data/assets/pdf_file/0008/97091/E89887.pdf p.4

⁴⁴ <http://www.developpement-durable.gouv.fr/diagnostic-performance-energetique-dpe>

4. Standards and Indicators

- Limit drafts especially around doors and windows while allowing sufficient air exchange.
- Limit heat loss through floors by providing a good insulation and by raising beds.

Guidance notes

- The following table shows different temperatures linked with thermal comfort in relation with a physical activity:

°C	
21 °C	Spaces where people are normally dressed, are resting or are performing a very light physical activity (offices, classrooms, waiting and meeting rooms)
23 °C	Spaces where people are lightly or not dressed, resting and performing a very light physical activity (examination and medication room, changing rooms)
25 °C	Spaces where people are normally dressed and perform a light physical activity (workshops, laboratories, kitchens)
17 °C	Spaces where people are lightly dressed and perform a light physical activity (sport, gym)
	Transit areas where people are normally dressed (corridors, staircases, toilets)
5 °C	Spaces protected against frost (garages, archives, warehouses, storages)

Source: RGPT, article 64, <http://www.energieplus-lesite.be/index.php?id=11016#c17973>

- In order to provide an adequate indoor air quality and temperature to collective centres, mechanical ventilation may be necessary as well as radiators. The adequate temperature will be determined based on climatic conditions and in compliance with standards applied to nationals⁴⁵.
- Children, elderly people and people with reduced mobility require a higher temperature in sleeping areas.
- In cold climates, constructions with a higher thermal capacity are preferable when centres are occupied in daytime. If centres are used only during the night, lighter construction with a more limited thermal capacity, but with plenty of insulation and a heating system are preferable.

⁴⁵ EASO, 'Guidance on reception conditions: operational standards and indicators', p.19

4.11 Standard 11 and indicators Ventilation and humidity

This standard has been derived from the Sphere Project: 'Adequate ventilation should be provided within individual household shelters and public buildings such as schools and healthcare facilities to maintain a healthy internal environment, minimize the effect of [...] respiratory and eye infections and limit the transmission of diseases such as TB, spread by droplet infection'⁴⁶. SRU elaborated the following indicators based on regulations in force in various countries, and described in the guidance notes.



Residents have access to covered sleeping and living spaces allowing for a good ventilation and protection from climate rigours, while enabling the undertaking of essential family and livelihoods activities.

Indicators

	Transit centre	Reception centre
Glass surfaces/natural ventilation	≥1/10 floor area	≥1/10 floor area
Mechanical ventilation	According to climate	According to climate
Air exchange	2-3 times/hour or 0.8times/m ³ /pers./h	2-3 times/hour or 0.8times/m ³ /pers./h
Relative humidity	≤70%	≤70% (ideal target for babies 50%)

Key actions

- Regularly inspect all mechanical ventilation equipment and at least once per year⁴⁷.

⁴⁶ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Shelter Settlement and NFIs, Standard 3, Guidance note 10, p. 261

⁴⁷ EASO 'Guidance on reception conditions: operational standards and indicators'. Standard 17, p. 23

4. Standards and Indicators

- Eliminate water vapours present in the air and due to occupants activity, including respiration, especially when heating is on.

Guidance notes

- Humidity indexes higher than 70% create discomfort. Precipitations can be taken as an example of water vapour condensation on cold surfaces (i.e.: glass surfaces, badly insulated walls or walls creating thermal bridges), which generate health hazardous moulds.
- On the other hand the use of mechanical air ventilation will dry up the air, requiring the installation of a controlled humidification device.
- Fresh air exchanges required in residential buildings⁴⁸.

Typology	Surface	Air supply	Air exchange capacity	Air evacuation
Bedrooms, offices, play/hobby rooms or similar	< 7m ²	25 m ³ /h		-
	7 – 20 m ²	3,6 m ³ /h	25 m ³ /h (ou 70 m ³ /h)	-
	> 20 m ²	72 m ³ /h		-
Living rooms, dining rooms	< 21 m ²	75 m ³ /h		-
	21 – 42 m ²	3,6 m ³ /h	25 m ³ /h (ou 70 m ³ /h)	-
	> 42 m ²	150 m ³ /h		-
Toilets	-	-	25 m ³ /h (ou 70 m ³ /h)	25 m ³ /h
Closed kitchens, bathrooms, laundries	> 14 m ²	-	Kitchen 50 m ³ /h	50 m ³ /h
	14 – 21 m ²	-	(ou 140 m ³ /h)	3,6 m ³ /h
	> 21 m ²	-	Other 25 m ³ /h (ou 70 m ³ /h)	75 m ³ /h
Open kitchens	-	-	-	75 m ³ /h

⁴⁸ <http://www.cstc.be/homepage/index.cfm?cat=publications&sub=infofiches&pag=42&art=2>

- For additional information on fresh air requirements see:
- <https://www.energieplus-lesite.be>
- Neufert (2014) « Les éléments des projets de construction », p. 186
- According to Luxembourg City housing service⁴⁹ housing must be lit by opening windows (natural ventilation) measuring at least 1/10 of the floor area. Such windows also need to close hermetically in order to reduce thermic loss.
- This value is shared by the Quebec Energy Efficiency Office⁵⁰, which is advising for a minimum ratio of 10% of window area against the total floor area.

Relative humidity index

> 70 %	Development of important microbial growth Condensation on cold surfaces
< 30 %	Nasal tissues troubles and irritations Higher concentration of dust present in the air accompanied by its particle size reduction and its sedimentation speed reduction, which generates the proliferation of airborne bacteria and higher respiratory diseases risk during dry winters.

⁴⁹ <http://www.vdl.lu/Contr%C3%B4le+des+chambres+meubl%C3%A9es-p-83782.html>

⁵⁰ <http://www.ecohabitation.com/guide/fiches/proportion-surface-vitree-necessaire-maison>

4.12 Standard 12 and indicators Lighting

Within this standard, SRU introduced an indicator for natural lighting, with the intention to exclude, from being used as shelters, inappropriate constructions such as bunkers, warehouses, and garages (see Section 3, p.18-19). Lighting is a determinant factor for residents' well-being and security, particularly for those suffering from post-traumatic stress disorder.

12

Residents have access to covered sleeping and living spaces allowing for sufficient lighting, and enabling the undertaking of essential family and livelihoods activities.

Indicators

	Transit centre	Reception centre
Glass surfaces/ natural lighting	≥1/10 floor area ⁵¹	≥1/10 floor area
Artificial lighting	See table of functions and lighting required	See table of functions and lighting required

Key actions

- Artificial lighting is provided as a security and protection measure to sheltered people as well as to staff in charge of activities and services.
- Such targeted lighting will be provided along access routes to toilets, showers, and other collective services.
- Reading lights will be provided in sleeping areas.
- Shutters will be provided in order to guarantee privacy and to be able to filter natural lighting.

⁵¹ <http://www.ecohabitation.com/guide/fiches/proportion-surface-vitree-necessaire-maison>

Guidance notes

- Lighting values by function⁵²:

Typology & activity	Average lighting (Lux)
Hall	100
Corridor	50 – 100
Staircase	100
Sanitation general	200
Wash basin and mirror	300 – 500
Toilet	100
Kitchen general	200 – 300
Kitchen work surface	300 - 500
Canteen general	100
Dining table	100 - 300
Rest area – relax	50 - 200
Reading	300
Bedroom	100 – 200
Bed-head (reading)	300
Storage rooms, Laundry, technical spaces	50 – 100
Working areas such ironing, workshops, etc.	300

⁵² http://document.environnement.brussels/opac_css/elecfile/

4.13 Standard 13 and indicators Water and sanitation

SRU considers that standards for water and sanitation presented by the Sphere Project⁵³ are intended for survival, and that they are too low when compared to the average water consumption per person in Europe. Such consumption is of around 100 litres per day (see guidance notes), and people have generally access to a 24/7 distribution system.

An example reported by the Sphere Project quotes a higher provision of water in urban camp settings, where humanitarian organisations provided more than 35 litres per person⁵⁴. That, however, remains well below the indicators advised by SRU for water, as well as for sanitation facilities.

SRU defines sanitation's indicators⁵⁵, starting with the Sphere Project, and based on PERCO and EASO (see Annex 5), and on some European civil protections practices, as explained in the guidance notes.

13

Displaced people have access to sufficient quantity and quality of water for drinking, cooking, and for personal and domestic hygiene. They also have access to a sufficient number of toilets, which are appropriate and acceptable. Such facilities are sufficiently close to their sleeping arrangements and can be rapidly and securely accessed at all times of day and night.

Indicators

	Transit centre	Reception centre
Quantité (l/pers.)	100 l/person/day	100 l/person/day

⁵³ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in humanitarian Response', Minimum Standards in Water Supply, Sanitation and Hygiene Promotion', Standard 1, 2, et 3 p.88-104

⁵⁴ SPHERE (2016), 'Using the Sphere Standards in Urban Settings, p. 24

⁵⁵ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Minimum Standards in Water Supply, Sanitation and Hygiene Promotion, Excreta disposal, Standard 2, p.105-110

IFRC-Shelter Research Unit and Luxembourg Red Cross
Proposed European Emergency Sheltering Standards

Quality	60% potable	60% potable
Type of water	Cold and warm if possible	Cold and warm
Hand washing distance	≤50 m from sleeping areas; if necessary outdoors	≤20 m from sleeping areas and indoors
Water points/sinks ^{56 57}	<ul style="list-style-type: none"> • 1 tap or sink/6-10 people • 1 hand drier/sink • 10% accessible to people with reduced mobility 	<ul style="list-style-type: none"> • 1 sink/5-10 people • 20% accessible to people with reduced mobility
Sinks for canteens	1/40 places ⁵⁸	1/40 places
Showers	1/12 people accessible to people with reduced mobility	1/8 people accessible to people with reduced mobility
Laundry	1 washing machine /10-12 people ⁵⁹ 1 dryer/10-12 people	1 washing machine/8-10 people 1 dryer/8-10 people
Toilets	<ul style="list-style-type: none"> • 1 toilet/10 people/ separated for men and women • 10% accessible to people with reduced mobility • ≤50 m from shelters/ sleeping areas • 1 sanitary container/ women toilet 	<ul style="list-style-type: none"> • 1 toilet/family or 5people/separated for men and women • 20% accessible to people with reduced mobility • ≤50 m from shelters/ sleeping areas • 1 sanitary container/ toilet
Toilets distance	≤50m from sleeping areas If necessary outdoors	≤20m from sleeping areas Indoors

⁵⁶ PERCO (2001), 'Guidelines on the reception of asylum seekers', p.25

⁵⁷ EASO (2016), 'Guidance on reception conditions: operational standards and indicators', indicator 8.4, p.18

⁵⁸ Neufert (2014), 'Les éléments des projets de construction', p. 395

⁵⁹ IFRC-SRU and German Red Cross (2016), 'Emergency Sheltering', p. 51

Key actions

- Coordinate with authorities from the early planning phase in order to implement the required connections for the functioning of the centre in compliance with national laws and regulations on water and sanitation.
- Assess the need for water points, showers and toilets during the planning phase so as to determine whether it is possible to connect to the public network.
- Coordinate with the authorities in charge for the obtention of the required permits.
- Adapt the existing network or have a new water and sanitation network built for the operation of the centre and in compliance with the adopted standards and indicators.
- Assess habits and different cultural backgrounds of people sheltered, in order to adapt as much as possible water distribution and sanitation services to their needs, knowing that their short permanence may not allow for the undertaking of hygiene promotion campaigns.
- Take care of cultural aspects and if necessary plan for 2/3 of Turkish and 1/3 of European type toilets. Turkish toilets are more hygienic and easier to maintain.
- Provide basic training on the use of water points and sanitation facilities. Communicate in a clear and accessible manner to everybody their maintenance and hygiene rules. Use coloured pictograms. In case of incomprehension, try to understand where difficulties lay and how to overcome it.
- Make sure that explanations are clear on how to dispose of dirty babies nappies and provide closing bins.
- Give clear instruction on the use and maintenance of water containers when they are used.
- Sub-contract external cleaning companies for the cleaning and the maintenance of sanitation facilities (ensuring sufficient soap and toilet paper supplies).
- Ensure that access to water and sanitation of all sheltered people is equitably guaranteed and that it can take place in a secure manner.

- Take all necessary measures to mitigate infectious diseases risks and safeguard public health.
- Provide drinking water through water points available or through water fountains.
- Offer warm drinks during the day.
- Install, when possible, a double water network, one for drinking water and another one for non-drinking water derived for instance from rain water collection or used water recuperation. The last one can be used for laundry, toilets, cleaning, etc.
- Have water quality regularly checked by service providers or by recognised independent laboratories.
- Verify regularly the use of water by hosted people in view of the prevention of wastages and to inform competent authorities in case of shortages or of lowered water quality.
- Install industrial or semi-industrial washing machines and driers with a minimum number of programmes, facilitating their use and reducing the risk of breaking down.
- Choose short programmes at low temperatures and low energy consumption.
- Identify one single model in order to limit the complex technical interventions.
- Add a coin system in order to better monitor laundry use.
- Offer a space for babies with a changing table, a water point with a mixer, hands sanitiser, clean nappies, and disposable changing paper, and a container with a lid for used nappies.
- Provide isolable toilets in presence of infectious diseases requiring quarantine.
- Whenever portable toilets are used, establish a regular emptying system.

Guidance notes

- The average water consumption has been based on the half of least consuming countries in the attempt to provide the most objective value possible. That is around 45m³/person/year (45.000L/365 days \approx 120L/day). That corresponds to Belgian consumption levels, which could be lowered to 100L/person/day, as in other countries.

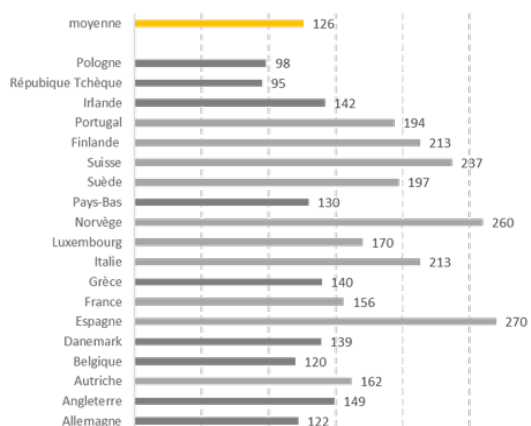


Figure 6: Comparative graph of European countries water consumption, adapted from values found on Wikipedia and Activeau⁶⁰

- The following graph shows the percentage of different daily water needs.

⁶⁰ <http://www.activeau.fr/consommation-eau-europe.htm>

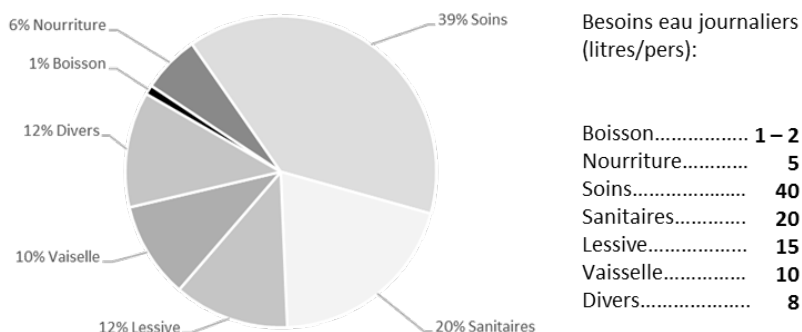


Figure 7: Daily water use

- The Italian Civil Protection⁶¹ introduces in its contingency planning the provision of 130L/person/day, 66% of which will be drinkable water (that is 80L).
- In the European context water is usually provided through a distribution network within which water quality is checked.
- Should network water not be drinkable use water fountains and provide one 20L fountain every 5 people as a daily supply.
- Organise laundry spaces separate from showers and toilets.
- The number of washing machines required for each centre has been calculated based on:
 - 10-12kg semi-industrial machine capacity, and 3hours cycles.
 - 12 hours/day laundry opening time.
 - 100 users (12 families of 5 people=60 people plus 40 individuals, who might be grouped) and a minimum need of one washing per week if clean bed sheets and towels are regularly provided. Should that not be the case the number of washing cycles per family or group of people will need to be increased⁶².

⁶¹ <http://www.provinz.bz.it/protezione-civile/download/DPG>

⁶² EASO, Guidance on reception conditions: operational standards and indicators', see Annex 5

4. Standards and Indicators

- The provisions of condensation type dryers with water vapour extraction and an outlet towards the outside to avoid humidity build up in the laundry.
- Appliances size of 80cmX80cm.
- Appliances can be superimposed with the washing machine at the bottom.
- The efficient organisation of the laundry will require:
 - A clear definition of the time slots allocated to each family or group of people for the use of the laundry.
 - A working table to flatten and fold clothes (size:80cmX200cm).
 - Windows or mechanical ventilation with a controllable air extractor able to achieve the volume of air exchanges previously described (see section 4.11), and according to manufacturers recommendations, for a minimum of 75m³/h for spaces larger than 21m².
 - Offering natural lighting is an additional advantage. If no windows are available, consider having a glass door.
 - Water supply pressure should be of 2-3bars⁶³.
 - Water evacuation will be done through the network via a 110mm diameter connection.
 - A separate dedicated electric switchboard must be provided separated from all other functions, as well as one socket per appliance.
 - A minimum artificial lighting provided by two neon tubes.
 - Doors always opening towards the outside (escape direction) in order to avoid blockages by something being put in the way.
- Drinking water distribution must take into account that elderly people and children are more at risk of dehydration in hot climates. Pregnant and breastfeeding women need greater water amounts, as well as people working outdoors in hot climates.
- In case of water distribution system's failure set up bottled water distribution as well as a bottles recycling system.

.....
⁶³ <https://www.service-client.veoliaeau.fr/home/FAQ/consommation-eau/pression-eau-robotet.html>

- Water consumption will be more important in the presence of infectious diseases due to increased cleaning requirements.
- In order to reduce the spreading of infectious diseases provide hand sanitiser dispensers at strategic points such as main entrances and canteen.
- If residents are involved in cleaning, make sure that cleaning products are made available to them, as well as the necessary protections (gloves, boots, masks, etc.).
- If toilets are external to the centre, provide a covered and well lit passage.
- If men waiting time requires being reduced, consider installing urinals (1urinal/20 men) accessible to everybody and with clear instructions on their use.
- If sheltered people are used to having water instead of toilet paper to clean themselves, try to meet their need by providing water containers with bottles or plastic jugs in the toilets. Provide tubs to wash babies as well as disinfectants to clean them after each use.
- Water pressure recommended for showers is of 2.5 bars and temperature between 30°C and 40°C in order to avoid burnings.
- In order to prevent legionnaire's disease cold water should be stored below 20°C and hot water above 70°C⁶⁴.
- If water distribution is required ensure that waiting time is no more than 15 minutes, explain the reasons and the system put in place.
- Toilet signs need to be visible also at night and must be placed on the outside and on the inside of toilet doors, as doors are often left opened.
- It is preferable to maintain a certain flexibility in the assignment of toilets to men and women due to the incertitude on influx and gender split of people requiring shelter.
- Consider specific cultural beliefs when positioning mobile toilets, ensuring, for instance, that doors do not face east (Mecca direction), nor are paint in green (Prophet's associated colour).

⁶⁴ IFRC/SRU and German Red Cross (2016), 'Emergency Sheltering, Guidelines on emergency sheltering for refugees in Germany' p.55

4.14 Standard 14 and indicators Waste management

This standard is based on the Sphere Project⁶⁵, and it is adapted to European waste disposal triage and quantities (large use of packaging), as further described in the guidance notes. Waste collection and treatment must follow the regulations of the host community and must take place at designated sites, in order to reduce negative impacts on residents' health, as well as on the environment.

14

Displaced people live in an environment free from solid waste, medical waste included, and have access to practical and effective means to eliminate domestic waste.

Indicators

	Transit centre	Reception centre
Quantity	≥ 1.2 kg/day/pers.	≥ 1.2 kg/day/pers.
Medical waste	Separate collection point	Separate collection point
Communal containers	< 100m from shelters	< 100m from shelters
Clothes	Separate collection point for old clothes	Separate collection point for old clothes
Building site waste	Separate collection point	Separate collection point
Waste bins	>1 240L container/30 people	>1 240L container/30 people
Emptying of indoor bins	≥ once per day	≥ once per day
Emptying of outdoor bins	≥ twice a week	≥ twice a week
Triage	-	Yes

⁶⁵ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Minimum Standards in Water Supply, Sanitation and Hygiene Promotion, Solid waste management, Standard 1, p. 117-120

Key actions

- Calculate type and volume of waste produced by each centre taking into account the number of residents, the type of NFIs distributed (i.e.: disposable bed sheets) and the type of waste collection provided.
- Provide outdoor collection spaces, separated from leisure areas and fenced if possible.
- Provide a waste bin in every dormitory or by family together with bin bags to allow a better maintenance of sleeping and living areas. Ensure that bins are regularly emptied.
- Ensure that all indoor bins are emptied daily, and involve residents.
- Explain to all newcomers the rules of waste disposal and how often bins need to be emptied.
- Display well visible instruction at strategic points.
- Propose and explain to everybody triage principles expressed through colour coding allowing to identify content. To be effective it is advised to use clear signs and to provide some induction time.
- While undertaking construction works and for the duration of building sites, provide dedicated construction waste containers (including for hazardous materials).
- In coordination with competent authorities define during the planning phase a need-based regular waste collection schedule (1-2 times/week).
- Schedule daily, or very frequent, kitchens and toilets waste collection (including hygienic containers) in order to prevent bad odours and insect proliferation.
- All medical waste must be isolated and treated separately in compliance with procedures in force in the host country, or according to WHO's guidelines. Dedicated special anti-puncture containers must be included when planning for any medical service.
- Consider using a lockable waste container system.
- Consider buying a waste volume reduction press.

Guidance notes

- There are reference benchmarks, defining the numbers of waste containers in emergencies^{66 67} advising to have a 100L container every 10 families (or 50 people). SRU integrates the Sphere Project indicators, stating that containers must be emptied at least twice a week. If collective containers are used, they will be placed at a minimum distance of 100m from shelters.
- Considering that the daily average waste production in Germany⁶⁸ is of around 1.2kg per person, a 240L container would suffice for around 30 people with a weekly waste collection.
- In case of disposable NFIs distribution, waste production increases considerably.
- The following colour coding⁶⁹ indication is given as an example, and it will have to be adapted to local regulations:








	yellow	Metal/plastic
	blue	Paper/cardboard
	green	Glass
	black	Organic waste
	grey	Other waste

Figure 8 : Waste bin/container colour coding

- When accepting donated goods, consider that their treatment is sensitive and better undertaken if a separate collection point is organised.
- When distributing clothes, plan for the recycling worn out clothes by specialised companies.

⁶⁶ SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response', Minimum Standards in Water Supply, Sanitation and Hygiene Promotion, Solid waste management, Standard 1, p. 117-120

⁶⁷ IOM (2016), 'Rehabilitating, repairing and upgrading critical shelters and damaged houses', p.44

⁶⁸ Source: Statistisches Bundesamt DeStatis https://www.destatis.de/DE/PresseService/Presse/Pressemitteilungen/2015/12/PD15_467_321.html?jsessionid=ABBA108B941F-8DA87C300C51EA0A1C49.cae2

⁶⁹ <http://www.economiesolidaire.com/2010/10/25/tri-selectif-quoi-mettre-dans-la-poubelle-jaune-bleue-et-verte/>

4.15 Standard 15 and indicators Non-Food Items distribution

This standard includes for simplicity all Non Food Items (NFIs). The Sphere Project presents them divided among different standards: the «Shelter and settlement; Non-food items: clothing, bedding and household items» standards and the «Water supply, sanitation and hygiene promotion» standards.

Items are distributed to residents for their personal use (such as bedding, and hygiene items), others for collective sharing (such as toys, and sport equipment).

Some weekly quantities are based on Sphere Standard indicators, but are adapted to packaging most commonly available on the market.

The Sphere Project doesn't give any indicator for basic furniture neither for camps nor for collective centres.

The use of each distributed NFI will be explained to every newcomer. Some NFIs will require maintenance and replacement in case of breakage. The choice of distribution, pre-assembled kits or single items, will be need-based and it will be impacted by availability of sufficient space for the preparation of the kits (i.e.: blankets, pillows, bed sheets) and for their distribution (i.e.: hygiene items).

15

Displaced people have access to a sufficient quantity of clothes, blankets, bed sheets, hygiene items, cooking, and eating utensils, if necessary, allowing their personal hygiene, comfort, dignity, health and well-being.

Indicators

	Transit centre	Reception centre
Clothes	2 sets/ pers..	2 sets/ pers..
Shoes	1 pair/ pers..	1 pair/ pers..

4. Standards and Indicators

Mattress ⁷⁰	1 unit/ pers.	1 unit/ pers.
Pillow	1 unit/ pers.	1 unit/ pers.
Bedsheet	1 set/pers.	2 set/pers.
Blankets ⁷¹	1 set/ pers. 1 duvet or 2 blankets or 1 sleeping bag	1 set/ pers. 1 duvet or 2 blankets or 1 sleeping bag
General hygiene	<ul style="list-style-type: none"> • Toilet paper (in toilets) • Soap 75gr/pers./week • Shampoo 75ml/pers./week • Hand towel 1 unit/pers. • Towel 1 unit/ pers. • Comb or brush 1 unit/ pers. • Toothbrush 1 unit/ pers. • Toothpaste 25 ml/ pers./week 	<ul style="list-style-type: none"> • Toilet paper (in toilets) • Washing machine powder 200 gr/pers./month • Soap 250gr./pers./month • Shampoo 250ml/pers./month • Hand towel 1 unit/pers. • Towel 1 unit/ pers. • Comb or brush 1 unit/ pers. • Toothbrush 1 unit/pers. • Toothpaste 75 ml/ pers./month • Nail clipper 1 unit/pers.
Babies hygiene	<ul style="list-style-type: none"> • 1 sanitary container and 1 changing mat • Disposable changing paper • Nappies 160 units/ month • Hands sanitizer • Soap 	<ul style="list-style-type: none"> • 1 sanitary container and 1 changing mat • Disposable changing paper • Nappies 160 units/ month • Hands sanitizer • Soap
Men's hygiene	Disposable razor 1 unit/ pers.	Disposable razor 1 unit/ pers.
Women's hygiene	Disposable menstrual hygiene towels 18 units/month	Disposable menstrual hygiene towels 18 units/month
Mirrors	To be placed by sinks	To be placed by sinks
Beds	1 unit/ pers.	1 unit/ pers.
Lockers with keys (40cmx60cm)	1 unit/ pers.	1 unit/ pers.

⁷⁰ GSC, Shelter Centre (2008) 'Selecting NFIs for Shelter', p. 32-33

⁷¹ GSC, Shelter Centre (2008) 'Selecting NFIs for Shelter', 2008, p. 30-31

Night tables (40cmx40cm)	1 unit/ pers.	1 unit/ pers.
Bins (paper)	1 unit/room or dormitory	1 unit/room or dormitory
Reading lamps	1 unit/ pers.	1 unit/ pers.
Chairs	-	1 unit/pers.
Shelves	-	1 unit/pers. or 2/families
Room keys	-	1set/1 adult
Cooking utensils	-	1set/4 adults

Key actions

- Monitor sheltered population's changing needs in order to adjust NFI distribution to their requirements for thermal comfort, hygiene and well-being.
- Make sure that distributed items respect international regulations and standards⁷², namely on flammability.
- Purchase and store supplies for three days of distribution, analyse potential migrants influx rates, and the need for the replacement of stored goods due to breakages, expiring, or unavailability.
- Plan for an orderly, transparent and equitable distribution.
- Provide clear instruction with both distributed items and shared appliances, making sure that it is accessible to everyone and that it is provided in different formats.
- Verify with the competent authorities the procedures to be followed for the distribution of weekly allowances to residents.

Guidance notes

- Individual items distributed at arrival are:
 - Bed sheets
 - Pillows
 - Blankets
 - Clothes
 - Shoes
 - Hygiene articles

⁷² GSC, Shelter Centre (2008), 'Selecting NFIs for Shelter'

4. Standards and Indicators

- Thermal comfort will be ensured through a combination of clothes and blankets. Except in extreme emergencies, avoid having people sleeping on the ground. Having people sleeping on beds and mattresses proves more effective than distributing additional blankets when seeking to reduce heat loss. Provide an additional blanket to younger children (up to 2 years old). Residents have access to the following items:
 - Beds
 - Mattresses
 - Additional blankets
 - Lockers
 - Lamps
 - Tables
 - Chairs
 - Shelves
 - Mailboxes
 - Multiple electric sockets and adaptors
 - Sport/leisure/play equipment and items
 - Hairdryers
 - Irons and ironing boards
 - Choose which bed to purchase (camp or standard), ideally on the same day for the entire centre, as well as mattresses, bed sheets (standard or disposable), and linked laundry and waste management services.
 - Comfort level will be adapted to the length of permanence in each structure.
 - Cradles will be available for young children.
 - All sheltered people have access to a minimum of two sets of clothes (underwear and socks included, but one pair of shoes per person) in order to be able to change/do their laundry, be healthy, be comfortable in a given climate, and dignified.
 - The most vulnerable individuals, such as babies, children, disabled people, and people with reduced mobility, will have access to additional clothing and blankets in order to achieve a good level of thermal comfort.
 - Make sure that distributed clothing is adapted to the climate and sufficient (consider rainy climates), particularly for babies and young children, also in order to reduce the number of washing per week.
-

- Give people the opportunity to replace clothes once they are no longer usable.
- Avoid providing a uniform style of clothing.
- Recreational materials have to be adapted to the ages of people sheltered, children, teen-agers, and adults (tricycles, table tennis, etc.).
- Provide access to learning materials on language and culture of the hosting country.
- Offer the opportunity to practice a sport, as it might prove advantageous.

A young girl with blonde hair is sitting on a red and blue playground structure. She is wearing a white tank top with pink patterns and colorful sneakers. The structure has a red horizontal bar and a blue frame with red seats. Large red graphic overlays are present: a semi-circle at the top left, a large '3' shape in the center, and a large 'C' shape at the bottom. The background is a white building with a window and a door. The ground is sandy with some rocks.

Annexes

Photo: Ukraine, Kharkiv 2015, Stephen Ryan / FICR

Annex 1 Glossary

Collective centre: it is a temporary and transitional sheltering structure for migrants/asylum seekers, offering them minimum services, and guaranteeing their subsistence. They often are pre-existing buildings owned or rented by the State, used to assist displaced people, initiate and follow up their asylum application procedures. The State finances within its social services provision the management and maintenance costs of the centre. It defines its budget and the allowances residents are entitled to. Collective centres' management is usually delegated to an association, organisation, or to a private company, through a tendering procedure ascertaining its capacity as services provider.

Transit centre: it is designed to accommodate displaced people for a very short stay (from 48-72h to 3 weeks, depending on the country) in order to register them, and to initiate their asylum application procedures, undertake all immigration formalities and medical screenings.

Reception centre: it is designed for a longer stay (from 3 weeks to 3 months, depending on the country), period during which applications will be examined and asylum seekers informed of their acceptance.

Planned collective centres: are part of a State (= Authority) strategy to select and convert structures (assets and property). They may be purpose built or adapted buildings.

Spontaneous collective centres: are originating from the informal occupation of sites or structures by displaced people (they are not part of this work and they refer to specific management coordination mechanisms⁷³)

⁷³ DFID, UNOCHA, Shelter Centre (2010), 'Shelter after disaster', Strategy toolkit, p. 169-200

Asylum seeker⁷⁴ or Subsidiary Protection claimant⁷⁵: is a person applying for the refugee status, and whose application is being examined. At the end of the procedure the applicant is either recognised as a refugee or his/her request is rejected. While the procedure is on-going, the person is entitled to a residence permit valid within the host country. In case of a negative decision, repatriation is envisaged. The person will be issued a 30 days notice and will be able to opt for a «voluntary return» giving him/her access to assistance. Once the period expired the person might be transferred to removal centres or forcibly expelled. S/he will no longer have access to any support and will be further denied access to Schengen territory for up to five years.

Subsidiary Protection: is envisaged to protect people not qualifying as a refugee, but where there are substantial grounds for believing that return to the country of origin, would imply execution or torture as real risks. In case of massive influx of people having had to leave their country suddenly, the government can exceptionally activate a third status, which is of temporary protection.

Refugees⁷⁶ : are persons fleeing armed conflict or persecution. There were 21.3 million of them worldwide at the end of 2015. Their situation is often so perilous and intolerable that they cross national borders to seek safety in nearby countries, and thus become internationally recognized as "refugees" with access to assistance from States, UNHCR, and other organizations. They are so recognized precisely because it is too dangerous for them to return home, and they need sanctuary elsewhere. These are people for whom denial of asylum has potentially deadly consequences.

Refugees are defined and protected in international law. The 1951 Refugee Convention and its 1967 Protocol as well as other legal texts, such as the 1969 OAU Refugee Convention, remain the cornerstone of modern refugee protection. The legal principles they enshrine have permeated into countless other international, regional, and national laws and practices.

⁷⁴ <https://www.iom.int/fr/termes-cles-de-la-migration>

⁷⁵ <http://www.woxx.lu/accueil-des-refugies-des-reponses-a-vos-questions/>

⁷⁶ <http://www.unhcr.org/fr/news/stories/2016/7/55e45d87c/point-vue-hcr-refugie-migrant-mot-juste.html?gclid=CLT2753Am9ACFUu6GwoddQQIRg>

The 1951 Convention defines who is a refugee and outlines the basic rights which States should afford to refugees. One of the most fundamental principles laid down in international law is that refugees should not be expelled or returned to situations where their life and freedom would be under threat.

The protection of refugees entails many aspects. These include safety from being returned to the dangers they have fled; access to asylum procedures that are fair and efficient; and measures to ensure that their basic human rights are respected to allow them to live in dignity and safety while helping them to find a longer-term solution. States bear the primary responsibility for this protection. UNHCR therefore works closely with governments, advising and supporting them as needed to implement their responsibilities.

Migrants⁷⁷: choose to move not because of a direct threat of persecution or death, but mainly to improve their lives by finding work, or in some cases for education, family reunion, or other reasons. Unlike refugees who cannot safely return home, migrants face no such impediment to return. If they choose to return home, they will continue to receive the protection of their government.

Migrants⁷⁸(ICRC definition): are all people who leave or flee their home to seek safety or better prospects abroad, and who may be in distress and need of protection or humanitarian assistance. Refugees and asylum seekers, who are entitled to specific protection under international law, are included in this description.

⁷⁷ <http://www.unhcr.org/news/latest/2016/7/55df0e556/unhcr-viewpoint-refugee-migrant-right.html>

⁷⁸ <https://www.icrc.org/en/migrants>

Annex 2 Acronyms

Acronyms without English translation have been included in French.

CBM	Christian Blind Mission
CCCM	Global Camp Coordination and Camp Management Cluster
EASO	European Asylum Support Office (European Union agency)
EU	European Union
EURODAC	European Dactyloscopy (asylum seekers' and illegal migrants' fingerprints digital database)
IFRC	International Federation of Red Cross and Red Crescent
IFRC-SRU	International Federation of Red Cross and Red Crescent-Shelter Research Unit
Frontex	Frontières Extérieures (European Border and Coast Guard Agency)
GRC	German Red Cross
GSC	Global Shelter Cluster
IASC	Inter Agency Standing Committee
IOM for Migration)	The UN Migration Agency (former International Organisation)
IPA	International Protection Applicants
NFI	Non-Food Items
NORCAP NRC)	Norwegian Capacity (expert deployment capacity operated by Norwegian Refugee Council)
OHCHR	Office of the High Commissioner for Human Rights
OLAI	Office luxembourgeois de l'accueil et de l'intégration
OAU	Organisation of African Unity (now African Union)
PERCO	Platform for European Red Cross Cooperation
SRU	Shelter Research Unit
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nation Children's Fund
WHO	World Health Organisation

Annex 3 Legal context and principles

The following key texts outline the basis for the response provided by the international community and humanitarian organisation to humanitarian emergencies:

- SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response'
- UNHCR (2007), 'Handbook for Emergency',

The mandate of the Platform for European Red Cross Cooperation⁷⁹(PERCO) is to provide services to displaced people, and to improve the living conditions of the most vulnerable. Its charter is based on the fundamental principles of the Red Cross and Red Crescent International Movement, namely on the principle of humanity and impartiality. The charter offers a set of rules defining accommodation rights and needs of asylum seekers sheltered in reception centres⁸⁰. They are summarised in the following table:

Principle 1 Centres should not be located far from urban centres and should have nearby transports to facilitate access to administrations, doctors, dentists, markets...They also should not be set up in military or industrial areas, or where the social environment is especially harsh.

Principle 2 Foster good relations and communication between host and hosted communities in order to prevent segregation and stigmatisation.

Principle 3 The accommodation must reflect the needs of the targeted population and avoid being unbalanced for the local community (i.e.: big centre in a small village). Heating and lighting will be provided within the centres in compliance with security standards.

Principle 4 The organisation of the centre should include beneficiaries or their representatives in the form of committees in its management and maintenance. Their involvement, as they are the people closest to daily reality and needs, will facilitate interactions and decision-making.

⁷⁹ <http://www.ifrc.org/fr/introduction/migration/perco/>

⁸⁰ <http://www.ifrc.org/Global/Publications/migration/perco/perco-asylum-en.pdf>

Principle 5 The practice of communal activities (leisure, education, information...) must be offered within centres, as it constitutes people's daily life structure.

International legal context

Some legal considerations have to be made while planning emergency settlement and shelter strategies.

The legal context is important for the following reasons

- Human rights can be used as an advocacy tool in presenting a proposal to donors or while negotiation with local and national governments.
- An awareness of local and national laws is essential in order to understand the socio-political context of a settlement.
- An understanding of rights strengthens the capacity of the affected population to make claim for resources and demand the accountability of governments and other organisations that are mandated to provide assistance.

The majority of legal documents relating to transitional shelter and settlement use the term 'shelter' and 'housing' interchangeably.

Shelter

'Adequate shelter means more than a roof over one's head. It also means adequate privacy; adequate space; physical accessibility; adequate security; security of tenure; structural stability and durability; adequate lighting, heating and ventilation; adequate basic infrastructure, such as water-supply, sanitation and waste-management facilities; suitable environmental quality health-related factors; and adequate and accessible location with regard to work and basic facilities: all of which should be available at an affordable cost. Adequacy should be determined together with the people concerned, bearing in mind the prospect for gradual development [...] [and] depends on specific cultural, social, environmental and economic factors.'

United Nations Centre for Human Settlements (UN-HABITAT) (1996), section IV B

While this definition is detailed in every other aspect, it doesn't specifically mention the right of an individual to live in a family unit within a community

Housing

'Having a secure place to live is one of the fundamental elements for human dignity, physical and mental health and overall quality of life, which enables one's development'

(UNHCHR 2005)

Since the adoption of the Universal Declaration of Human Rights (by the League of Nations) in 1948, the right to adequate housing has been reaffirmed and explicitly recognised in a wide range of international instruments as a component of the right to an adequate standard of living, and joined the body of universally accepted and applicable international human rights law.

The Office of the United Nations High Commissioner for Human Rights (OHCHR1991) lists the characteristics of 'adequate housing' as follows:

- legal security of tenure
- availability of services, materials, facilities, and infrastructure
- affordability
- habitability
- accessibility
- location
- cultural adequacy.

International human rights law

International human rights law provides an overarching framework within which transitional settlement durable solutions are implemented. However, the practical application and enforcement of human rights in the field during emergencies is often difficult, if not impossible.

The strongest reference to housing rights in the international legal context is the right to adequate housing as enshrined in Article 25 of the Universal Declaration of Human Rights and article 11 (1) of the International Covenant on Economic, Social, and Cultural Rights (ICESCR).

The 1967 Protocol Relating to the Status of Refugees (UNHCR 1951/1967), in Article 21 on Housing, states:

The Contracting States...shall accord to refugees lawfully staying in their territory treatment as favorable as possible and, in any event, not less favorable than that accorded to aliens generally in the same circumstances.

(Geneva Convention Article 20, 1951)

In other words this means that countries not providing shelter rights to foreigners are not obliged to provide shelter to refugees.

European legal context

The Charter of Fundamental Rights of the European Union, guarantees property rights at article 17, and its article 34 mentions that: 'the Union recognises and respects the right to social support and to housing support [...]' (UE, 2000).

In the aftermath of 2015 crisis, the European Commission proposed a set of measures under the European Agenda on Migration to support Member States:

The **'hotspot' approach** - a common platform for support by EU Agencies and other Member States (FRONTEX, European Asylum Support Office (EASO), Europol and Eurojust) to frontier countries in times of crisis.

This platform is dedicated to the registration and preliminary screening of migrants and their referral to relevant national authorities and EASO for the asylum application ⁸¹.

⁸¹NORCAP/NRC (2016), 'Dignified Reception Guidelines, Key essentials to dignified reception of refugees and asylum seekers in Europe'

The **refugee relocation system** is a system for transfer of persons who are in need of international protection, from one EU Member State to another EU Member State. The successful implementation of the European Agenda for Migration is based on the assumption that a functional and dignified reception capacity exists, that it is adaptable to the different transit times dictated by differing migrants relocation procedures.

Schengen agreement and temporary border controls

Agreement concerning the gradual abolition of common border controls by Member States (1985) and related Convention (1990). The Schengen Agreement and Convention were initially signed by some Member States of the European Community and later extended to all Member States. They were later further extended to the European Union system with the Amsterdam Treaty (1997). The objective of the Schengen Agreements is freedom of movement for nationals of signatory countries. To this effect internal borders checks are moved towards external frontiers, a single visa is established and a common immigration policy is organised to fight illegal immigration. Schengen Agreements equally contain measures relating to the examination of asylum applications. Such measures have been replaced by the Dublin Convention (1990) and later by the European Regulation «Dublin II»(2003), «Dublin III» (2013).

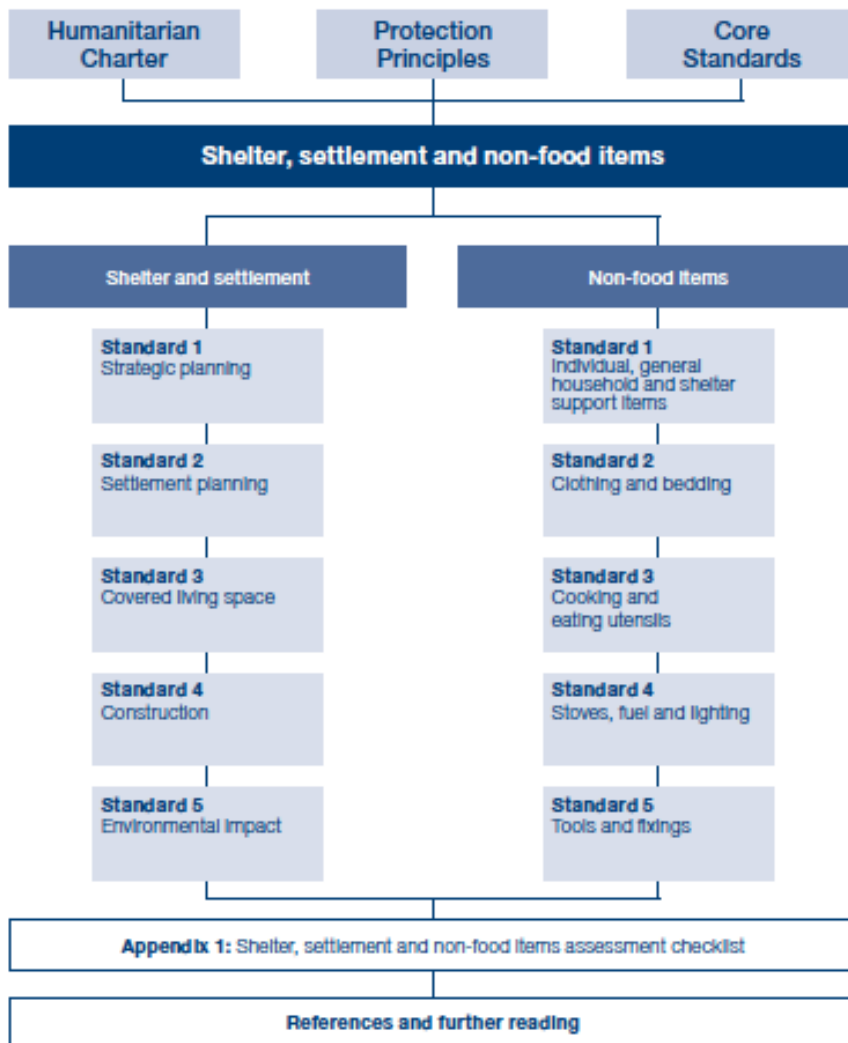
The Dublin regulations

The Regulations aim at avoiding on one hand that asylum seekers are shuttled from one State to the other without their claim being examined, and on the other hand it aims at preventing an applicant to submit applications to multiple European States. The « Dublin II » Regulations apply to EU States, to Norway and Iceland, while some provisions temporarily apply to Switzerland

Other reference regulations and directives

The EURODAC regulation
2011/95/EU Directive (Qualifications)
2013/32/EU Directive (Asylum procedures)
2013/33/EU Directive (Reception conditions)
2008/115/EU Directive (Return)
2003/86/EU Directive (Family reunification)

Annex 4 Sphere Standards⁸²



⁸² SPHERE (2011), 'The Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response'

Annex 5 PERCO and EASO

*PERCO (Platform for European Red Cross Cooperation on Refugees, Asylum seekers and Migrants) “Guidelines on the reception of asylum seekers”, p.23-26

*EASO (European Asylum Support Office) – “Guidance on reception conditions: operational standards and indicators”, p.13-29

Theme :	PERCO*	EASO*
Location	<p>*centres should not be situated in areas of tension or far away from urban infrastructure. If the centre is set up in a remote location.</p> <p>*centres should not be set up in military or industrial areas, or in areas with racial or ethnic tensions, or where the local population’s social situation is especially harsh.</p> <p>*the centre should be linked to the existing local infrastructure. The distance between public institutions (such as doctors, shops, schools, kindergartens, etc.) and the centre must be manageable and reflect local conditions.</p>	<p>*geographic access to relevant services, such as public services, school, health care, social and legal assistance, a shop for daily needs - maximum duration of the journey by public transport shouldn’t exceed 1.5 hours or 1 hour for health care or shopping for daily needs</p> <p>*the facility is located at a reasonable walking distance from relevant services and the available infrastructure is safe for walking; or relevant services are accessible by public transport and the duration of the journey is reasonable.</p>
Sécurité		<p>*adequate security measures are introduced based on the outcome of the risk assessment.</p> <p>*the site boundary is fenced</p> <p>*24/7 presence of a staff member</p> <p>*sufficient light is provided in the outside areas of the housing premises</p> <p>*a video monitoring system is available</p> <p>*restricted public access where needed for the safety of the applicants</p> <p>*possible to report security issues (e.g. theft, violence, threats, hostility from external community) to the personnel responsible in a safe manner.</p> <p>*security measures also focus on the detection and prevention of sexual and gender-based violence.</p> <p>*the numbers for emergency calls are displayed in a visible place and a phone is available.</p>

Theme :	PERCO*	EASO*
Kitchen and restoration	<p>*Residents should have access to a kitchen and the possibility to prepare their own food</p> <p>*Residents should be able to use the kitchens at any time, but at least between 6h00 and 24h00.</p> <p>*Mothers with infants and people who are ill should have access to the kitchen at all times.</p> <p>*In every centre, kitchens should be equipped with sufficient household appliances (i.e., at least one electric cooker per eight residents and sufficient refrigerators in which residents can keep their own food).</p> <p>*If a self-catering kitchen is not available, a cafeteria must provide the residents with food and also take into consideration the culinary customs of different religions and ethnic origins.</p> <p>*A catering service should be made available for residents who are unable to prepare their own food</p> <p>*because of age or acute and chronic illnesses.</p>	<p>*The furniture in the common/ living area includes a sufficient number of tables and chairs.</p> <p>*In facilities where applicants are asked to cook for themselves:</p> <ul style="list-style-type: none"> - sufficient refrigerator volume per person (specifying the number of litres or shelves available per person/family) - sufficient shelf space per person/family - a minimum access to a stove per person/family - a minimum number of dishes, cups, cooking utensils and cutlery per person.
Education, recreation and information facilities	<p>*The centre should have rooms of adequate size for general use. One of the rooms must be suitable</p> <p>*for residents' meetings and group work.</p> <p>*If the residents include children, the centre should provide at least one playroom and playground, and appropriate space for schoolchildren to do their homework.</p> <p>*At least one television set for general use should be supplied per centre</p>	<p>*An area which is suitable for leisure activities exists inside the housing or nearby within public space.</p> <p>*Gender, age and the cultural and religious needs of the applicants should be taken into account when setting up rooms for leisure activities in collective housing.</p> <p>*If the facility hosts children, a safe room/area exists for them to play and to engage in open air activities in the housing itself or within public space nearby.</p> <p>*facilitate access to a television with channels in at least two languages most widely spread among applicants in the particular housing</p>

Theme :	PERCO*	EASO*
Communication	<p>*Residents should have access to relevant communication facilities. *A correct and prompt postal delivery must be guaranteed.</p>	<p>*Access to a telephone is possible at least for calls concerning procedural, legal, medical or educational issues. *Daily access to at least one telephone per housing unit. *The number of phones to be installed in the premises will depend on the number of applicants residing in them. *Applicants can take calls in a private setting, i.e. other applicants cannot hear the conversation. *Applicants have access to the internet in the housing itself or in the nearby public space at least four times a week. *Providing a Wireless network seems appropriate (it could be charged according to allowances received). *Ensure applicants have the possibility to charge their communication devices. - at least one plug available and accessible per bedroom to charge up electronic devices. *provide applicants with the possibility to copy or print documents relevant for the asylum procedure or medical issues free of charge.</p>
People with reduced mobility		<p>*The housing is located: (a) on the ground floor; OR (b) an elevator adapted for use by persons with reduced mobility exists; OR (c) stairs are not more than a maximum number, according to the degree of reduced mobility. * The external approaches such as paths or drives have a firm, level surface. * The entrance is designed to allow for the access of applicants with reduced mobility.</p>

Theme :	PERCO*	EASO*
People with reduced mobility		<p>*Doorways and passageways inside the housing are wide enough for wheelchair users.</p> <p>*Grab rails exist for support in rooms and places that are used by applicants with reduced mobility.</p> <p>*Adapted sanitary infrastructure exists, including, for example, walk-in showers, grab rails, sinks and toilets at appropriate height for wheelchair users and a surface of bathroom and toilet rooms sufficient for wheelchairs.</p>
Sanitation	<p>*Toilets, showers and washrooms for men and women must be separated.</p> <p>*Every room should have a washbasin. If this is not possible, there should be at least one washing facility for every six people.</p> <p>*There should be at least one shower for every eight residents.</p> <p>**One urinal and a toilet for every eight men, and one toilet per five women must be provided.</p> <p>*Families should have access to their own sanitation facilities.</p> <p>*Electricity and hot running water must be supplied at all times in kitchens and sanitation facilities. Residents should be able to adjust the temperature of the water.</p>	<p>* sufficient, adequate, and functioning sanitary infrastructure in the housing</p> <p>* All applicants should have access to a shower/bath, a sink with hot and cold water and a functional toilet.</p> <p>* At least one functioning and lockable toilet per 10 applicants is accessible 24/7.</p> <p>* least one functioning shower or bath with hot and cold water exists per 12 applicants and is accessible for a minimum of 8 hours/day. If more than one shower is located in the bathroom, visual separation is ensured.</p> <p>* At least one functioning sink with hot and cold water per 10 applicants is accessible 24/7.</p> <p>* Separate toilets, sinks and shower facilities exist according to sex (visibly and understandably marked) except for small housing facilities..</p> <p>* Arrangements are in place to ensure that clothes and towels can stay dry while applicants are taking a shower.</p> <p>* daily access to a baby bath is possible for children under 2 years. It is considered good practice: to place the toilet in the same building as the bedroom and common areas and not outside;</p>

Theme :	PERCO*	EASO*
Hygiene		<p>*to ensure that the shower facilities are individually lockable and that access is not restricted in time;</p> <p>* to pay attention to gender issues and women’s safety, such as locating the sanitary installations in the vicinity or at a safe distance with well-lit access.</p> <hr/> <p>* Ensure that private and common areas are kept clean (The cleanliness is checked on a regular basis).</p> <p>* The housing facility observes a cleaning schedule. For each area, it is specified how often and to what standard it must be cleaned. It is considered good practice in accommodation centres to introduce a cleaning schedule which is written down in a clearly visible manner and verifiable by applicants.</p> <p>* The cleanliness is checked when people move to another room or to a different housing facility.</p> <p>* Where applicants are responsible for cleaning, they have access to necessary cleaning products and items as well as protection equipment such as gloves and masks.</p>
Laundry	<p>*Residents should have access to washing machines and facilities for drying their laundry</p>	<p>* Ensure that the applicants are able to do their laundry or have it done on a regular basis.</p> <p>* When the bed linen and towels are provided in kind and washed by the housing facility, they should be washed on a regular basis.</p> <p>* As a minimum, this should be once every 2 weeks for bed linen and once per week for towels.</p>

Theme :	PERCO*	EASO*
		<ul style="list-style-type: none">* Applicants should be able to do the laundry at least once a week* Provide a sufficient number of washing machines and dryers per person.* The laundry service should be sufficiently accessible, for example during at least 5 days per week (including the weekend).

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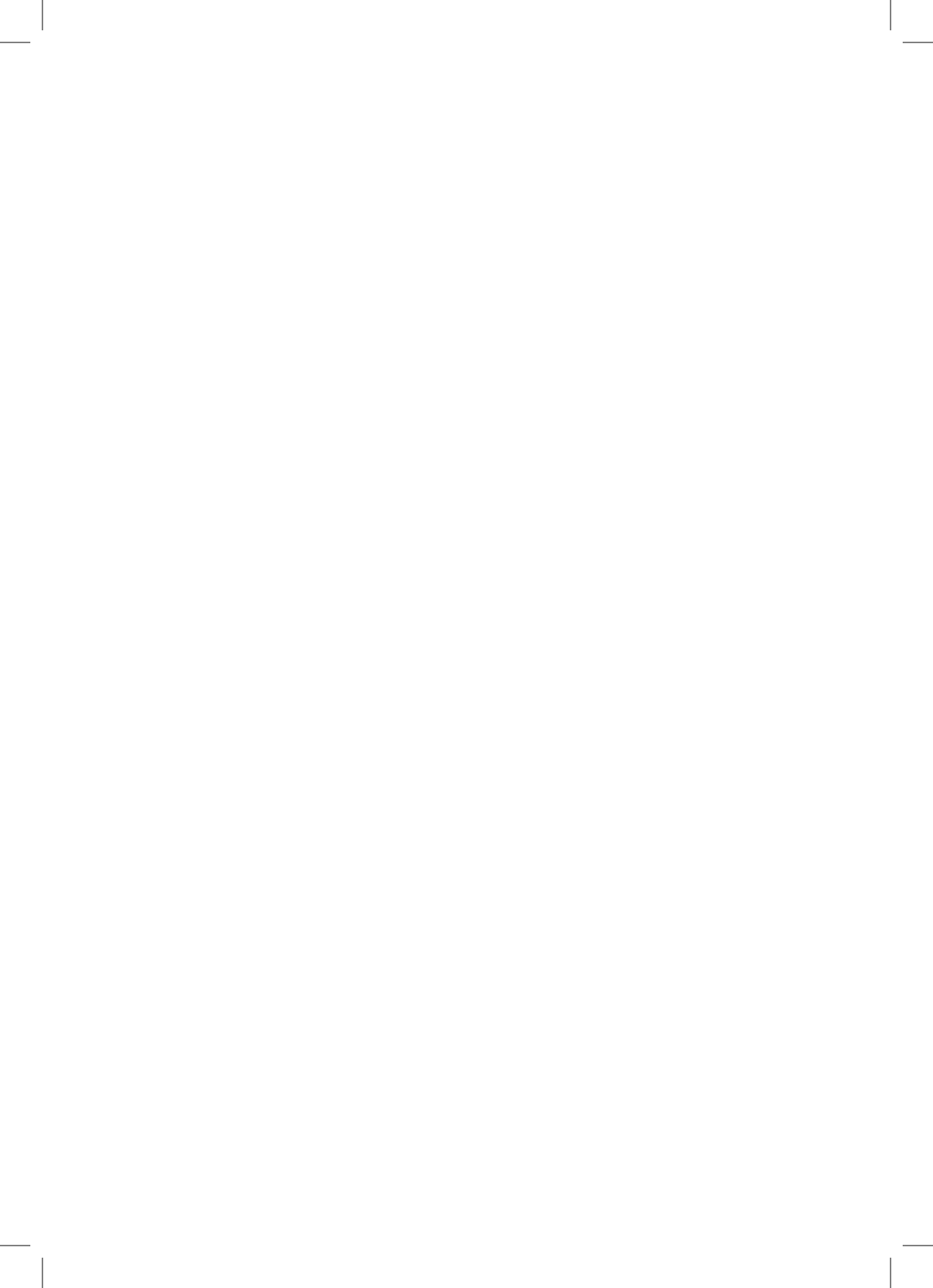
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