GRC Emergency Sheltering Guidelines on Emergency Sheltering for Refugees in Germany

Presented by Sonia Molina Metzger
Monthly Request for Asylum in Germany from January 2015

476,649 Asylum Requests only in 2015;
Nearly 1Mio since 2013
**STEPS for Asylum Request:**

1. **REPORT TO PUBLIC AUTHORITY**
   - ACCOMMODATION INTO NEAREST RECEPTION CENTRE

2. **ALLOCATION IN A SPECIFIC FEDERAL STATE** (EASY PROCEDURE)
   - ACCOMODATION INTO SECOND RECEPTION CENTRE

3. **SUBMISSION OF ASYLUM APPLICATION**

4. **CHECK OF NO DUPLICITY OF ASYLUM REQUEST IN EU TERRITORY** (DUBLIN PROCEDURE)

5. **CHECK IF ELIGIBLE FOR ASYLUM IN GERMANY**
   - In case application is valid:
     6. **TEMPORARY RESIDENCE PERMIT WILL BE ISSUED**
        - ACCOMMODATION INTO COLLECTIVE ACCOMODATION
   - In case application is refused asylum seeker will be invited to leave the country / repatriated.
<table>
<thead>
<tr>
<th>TYPE OF ACCOMODATION</th>
<th>TOPIC</th>
<th>SHORT TERM</th>
<th>MID TERM</th>
<th>LONG TERM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Official name</td>
<td>(First) Reception Centre</td>
<td>(Secondary) Reception Centre</td>
<td>Collective Centre</td>
<td></td>
</tr>
<tr>
<td>German terminology</td>
<td>Warteraum, Aufnahmeeinrichtung</td>
<td>Aufnahmeeinrichtung, Erstaufnahmeeinrichtung, Notunterkunft, Übergangseinrichtung</td>
<td>Kommunaleinrichtung, Gemeinschaftsunterkunft</td>
<td></td>
</tr>
<tr>
<td>Length of stay</td>
<td>up to 3 days</td>
<td>up to 3 months</td>
<td>Longer than 3 months</td>
<td></td>
</tr>
<tr>
<td>Type of use</td>
<td>First reception for refugees arriving in Germany</td>
<td>temporary accommodation while asylum request is being processed</td>
<td>Accommodation until the asylum request has been reviewed and the status verified.</td>
<td></td>
</tr>
<tr>
<td>Function</td>
<td>Registration, Information and assignment to the specific Federal State (EASY distribution)</td>
<td>Information, accommodation, subsistence and health care while waiting if request can be proceed in Germany (Dublin Procedure) and decision on application.</td>
<td>Information, accommodation and subsistence (benefits) while waiting a permanent settlement permit.</td>
<td></td>
</tr>
<tr>
<td>Purpose to refugees</td>
<td>Cover essential needs of refugees and identify vulnerable groups</td>
<td>Cover basic needs and provide dignified accommodation while waiting</td>
<td>Facilitate integration into the new country</td>
<td></td>
</tr>
<tr>
<td>Provision of services</td>
<td>sleeping arrangement, food, basic NFI, first medical screening</td>
<td>Accommodation, food, basic NFI, health care</td>
<td>Accommodation, food or access to kitchen, basic NFI</td>
<td></td>
</tr>
<tr>
<td>Refugees legal status</td>
<td>Certificate of registration as an asylum seeker („Bescheinigung über die Meldung als Asylsuchende“).</td>
<td>Provisional residence permit (&quot;Aufenthaltsgenehmigung&quot;)</td>
<td>Temporary residence permit (&quot;befristeten Aufenthaltstitel&quot;)</td>
<td></td>
</tr>
<tr>
<td>Management</td>
<td>Federal Government or Federal States</td>
<td>Federal States</td>
<td>Usually Municipality</td>
<td></td>
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</tbody>
</table>
GRC response to refugee crisis in Germany in relation to shelter

- Management of two main first reception centres (“Warteraum”) in Bavaria with a planned capacity of 10,000 people with national and international RC/RC delegates and support.

WARTERAUM ERDING

WARTERAUM FELDKIRCHEN
GRC response to refugee crisis in Germany in relation to shelter

- GRC Federal State and District branches are in charge of over 470 mid and long-term accommodations all around the country to provide accommodation to over 140,000 people.
GRC response to refugee crisis in Germany in relation to shelter

- Mobilization of over 20,000 volunteers and allocation of over 200 staff between August to December 2015.

MÜLHEIM AN DER RUHR
MAIN DIFFICULTIES faced during planning and managing of sheltering for asylum seekers

- Improvisation and lack of prediction
- Uncertainty about the number of refugees arriving
- Transitional accommodation
- Strict building and fire-safety codes and regulation
- Cold weather condition
- Limited skilled staff resources
- Absence of written contracts
Country codes and regulations

Germany has four administrative divisions:

1. Gemeinde-Ebene (community / city level)
2. Kreis-Ebene (district level)
3. Länder-Ebene (state level)
4. Bundes-Ebene (federal level)
The Guideline

Emergency Sheltering
Guidelines on emergency sheltering for refugees in Germany
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MINIMUM STANDARDS AND INDICATORS TABLE

MAPPING OF GRC SHELTERLING IN GERMANY

• SHORT TERM ACCOMODATION (Erding, Feldkirchen, Solingen, LSTE, DOKI)
  1. DESCRIPTION
  2. SERVICES OFFERED
  3. SHELTER OPTIONS
  4. LESSONS LEARNED AND RECOMMENDATION

• MID TERM ACCOMODATION (Potsdam, Unterschleuse 2, Solingen)
  1. DESCRIPTION
  2. SERVICES OFFERED
  3. SHELTER OPTIONS
  4. LESSONS LEARNED AND RECOMMENDATION

• LONG TERM ACCOMODATION (Mülheim)
  1. DESCRIPTION
  2. SERVICES OFFERED
  3. SHELTER OPTIONS
  4. LESSONS LEARNED AND RECOMMENDATION
Use of Sphere Project: Settlement typologies and cross-cutting considerations

**Settlement typologies**

<table>
<thead>
<tr>
<th>DISPLACED POPULATION</th>
<th>SETTLEMENT TYPOLOGIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Temporary or transitional shelter</td>
<td>Short-term land, house or apartment tenant</td>
</tr>
<tr>
<td>Dispersed self-settlement with no legal status</td>
<td>Hosting by families</td>
</tr>
<tr>
<td>Self-settled unplanned camps</td>
<td>Collective Centres</td>
</tr>
<tr>
<td>Planned and managed camps</td>
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</tbody>
</table>

**Cross-cutting consideration**

**Key actions:**

- Coordination and collaboration
- Protection of vulnerable groups
- Protection of environment
- Feedback and complain mechanism
- Construct barrier free
3.3.4. SLEEPING ARRANGEMENTS

STANDARD 4: SLEEPING ARRANGEMENTS *

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

*The Sphere Project 2011: Shelter and Settlement Standard 3; page 258.
RATIONALE: The Sphere Project key indicator for shelter is 3.5m² (excluding access) per person and according the UNHCR handbook for Emergencies 4.5m² should be provided in cold climates. Experience indicates that in European context the minimum provided for personal sleeping space in mid and long term accommodations should rather be higher. Based on average calculations from the existing facilities, and the experience in European context, 5m² per person in mid-term accommodations and 6m² in long term accommodations (not including aisle space) are recommended. Leading factors are larger sized bedding, space for personal belongings and comfortable separation distance to reduce the spread of respiratory infections as well as minimize conflicts. The psychosocial benefits in mid and long term accommodations of ensuring adequate space provision and privacy should be maximized.
KEY ACTIONS:

• Produce an overall layout indicating the reception capacity for all designated emergency shelters and include in local disaster management plans if required.

• Assess the specific climatic conditions for all seasons to provide good thermal comfort, ventilation and protection: heaters, air condition or ventilation system might be needed.

• Assure division of space for, safe separation and privacy between sexes, different age groups and families.

• Decision on the type of beds to be provided and the acquisition and management of bedding and linen. Consider laundry services for used linen especially in short and mid-term facilities.

• Coordinate and agree actions and decisions with competent authority to ensure usage license is obtained.

• Assess and mitigate potential risks from the use of heaters or other electric devices in sleeping spaces.
GUIDANCE NOTES:

- There may be space restrictions in the first days of an emergency or high influx of refugees which do not allow reaching the indicated minimum surface per person (3.5 m² for ST; 5 m² for MT; 6 m² for LT). This should not be an impediment to shelter people and safe lives, but efforts should be made reach the indicators as soon as possible to minimise adverse impacts on the health and well-being of affected people.

- Consider cultural background of people and vulnerable groups who need to be lodged when deciding type of shelter, distribution of sleeping spaces, type of beds or construction of specific private spheres. For example: Women might need more privacy to take off scarf or clothes, men might not accept someone sleeping over them, cradles might be needed, disabled or elderly might need special sleeping arrangements, etc. Separated sleeping arrangements for men and women as well as for families are recommended for ST, but are essential in MT and LT.

- To reach adequate air quality and temperature inside the shelters, mechanical ventilation and heaters may be necessary. The temperature of 16-18°C is meant for sleeping spaces. In case the shelter is used as day room, temperature should be increased to 20-22°C. Children, elderly or sick people will require more temperature in sleeping arrangements than adults.

- Sleeping spaces should have enough healthy lighting through daylight or artificial light at night.

- In cold climates heavyweight constructions with high thermal capacity is preferred for shelters that are occupied throughout the day. Lightweight constructions with low thermal capacity and substantial insulation and heating are more appropriate to be occupied only at night. Minimise air flow, particularly around the door and window openings, to ensure personal comfort while also providing adequate ventilation. The loss of heat through the floor should be mitigated through floor insulation and raised beds.

- Efforts should be made to control and reduce the noise in the sleeping areas. This might not be always easy in collective shelters, but good sleep and rest is essential for the well-being and recovery of occupants. Openings (windows and doors) and walls / partitions should be isolated as good as possible from noise. Strict noise regulations should be established in the sleeping area.

- Experience has shown that due to potential fire risks, sockets should be avoided in sleeping areas in ST and MT accommodation.

SHORT TERM DISTINCTIVE FEATURE

- In the case of big collective halls evaluate carefully the capacity of lodging people taking into account gender and age. In the case of big groups of young men from different countries, aggression level can be reduced by providing more space. The minimum indicator of 3.5 m² floor space should be revised upwards and lower density ensured.

MID TERM DISTINCTIVE FEATURE

- Minimum surface of 5 m² per person on sleeping arrangement can be reached progressively starting from 4 m² per person. It is also important to consider that in shelter with massive partitions where privacy and security is better given, surface can stay at a minimum. In shelters where partitions are with light materials, provision of more space per person is recommended.

LONG TERM DISTINCTIVE FEATURE

- It is indicated to have maximum 4 beds in one room but this number should ideally be lower to ensure sufficient privacy. In the case of a family unit with 2
- Sleeping arrangements (beds) and rooms should be comfortable to sleep and live there for a longer period of time. Some additional furniture besides the bed should be included in the room planning to make the space more usable and comfortable.

- Separate rooms and family units are preferred to ensure privacy and safety. In case this is not possible and rooms need to be shared, consider low occupancy and independency for families. Look at cultural background (religion and habits) of people and vulnerable groups who need to be accomodated and wherever possible ask people about their needs, when deciding type of shelter, distribution of sleeping spaces, type of beds or construction of specific private spheres. Separation of spaces only for women, only for men and family areas might be convenient.

- Rooms should be lockable to ensure privacy and every person should have access to a lockable cupboard in their private space, ideally also provide letter box with key at the compound.

- Additional individual reading lamps should be provided in the sleeping rooms. Include as well shutters or blinds on the windows for privacy and light control.

- Sleeping rooms can be equipped with individual electric sockets to charge electric devices (e.g. mobile phones).
PRACTICAL EXAMPLE:
SLEEPING ARRANGEMENTS INSIDE HANGARS
OF THE SHORT TERM ACCOMMODATION
IN ERDING

The reception centre (short-term accommodation) in Erding is located inside a large army ground and has capacity for 5000 refugees distributed in 16 unused plane hangars and 6 light weight halls. The hangars of 420 m² each have been refurbished and adapted to the new use. This meant to construct wooden front walls, clean and disinfect, inside painting, construction of inside partitions, electric installation for lightning and ventilation, and adaptation to fire safety regulations. Coordinated effort between the GRC, THW and the "Helfende Hände" ("Helping Hands") division of the federal Army, allowed quick refurbishment of these hangars.

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

One bunk bed with mattresses and disposable linen is assign to every refugee. The sleeping space per person is less than 3 m², but counting as well aisles and open spaces to socialise we have 4,1 m² per person. No socket or additional furniture is provided.
WATER

△ SHORT TERM
○ MID TERM
■ LONG TERM

PUBLIC WATER NETWORK

WARM AND COLD WATER SUPPLY

AT LEAST 15 LITRES

11 LITRES OTHER PURPOSE

4 LITRES OF DRINKING WATER

WATERPOINT INSIDE THE BUILDING

STATE REGULATIONS

DRINKING WATER QUALITY

DRAINAGE SYSTEM

SEWAGE (WASTE WATER) SYSTEM

1 TAP FOR EVERY 250 PEOPLE

1 BASIN FOR EVERY 100 PEOPLE

1 BASIN FOR EVERY 8 PEOPLE

ONE SHOWERHEAD FOR EVERY 100 PEOPLE

1 SHOWERHEAD FOR EVERY 50 PEOPLE

1 SHOWERHEAD FOR EVERY 8 PEOPLE

1 LAUNDRY FACILITY FOR EVERY 100 PEOPLE

1 LAUNDRY FACILITY FOR EVERY 12 PEOPLE

20 m

50 m
SANITATION

- **SHORT TERM**
- **MID TERM**
- **LONG TERM**

**FAMILY TOILETS**

**PUBLIC SEWAGE SYSTEM**

**QUALITY**

**PROTECTION**

**GUARDIAN**

**INSIDE**

**ADDITIONAL**

**AT LEAST 2 TOILETS**

**2 PER 800 PEOPLE**

**WOMEN HYGIENE**

**INFANTS NAPPY CHANGE FACILITIES**

**USAGE INSTRUCTIONS**

**MAINTENANCE**

**CLEAN**

1 PER 50 PEOPLE

1 PER 20 PEOPLE

1 PER 8 PEOPLE

1 PER 20 PEOPLE

1 PER 8 PEOPLE

20 m

50 m

60

61
SOLID WASTE MANAGEMENT

- **240 L** per 30 people for domestic waste per day
- **120 L** family bin additionally
- **4.5 m³** communal container per 50 people per week

NON FOOD ITEMS (NFIS)

- **Clothing and bedding** adequate materials
- **Hygiene items**
- **Basic furniture and adequate leisure material**
- **Basic cooking and eating utensils**
THANK YOU
Any question?

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