





RECEPTION ARRANGEMENTS

CONTENTS

Introduction	98
Operationalizing reception arrangements: Suggestions for stakeholders and support UNHCR can provide to partners	0.0
stakenoiders and support UNHCR can provide to partners	99
4.1 RECEPTION ARRANGEMENTS PROVIDED IN RECEPTION CENTRES	100
4.1.1 Location	100
4.1.2 Administration	100
4.1.3 Staff training	100
4.1.4 Conditions in reception centres and access to appropriate services	100
4.1.5 Open, semi-open or closed reception centres	101
4.2 PRACTICAL EXAMPLES OF RECEPTION ARRANGEMENTS	102
4.2.1 Europe	102
Europe: Blue Dots, children and family protection support hubs	102
Europe: Protection checklist to identify gaps in reception, prevention and response services	104
4.2.2 Southeast Asia	105
Indonesia: Reception arrangements for those rescued at sea in the context	
of the Bay of Bengal and Andaman Sea Crisis	105
4.2.3 Central America	107
Mexico, Guatemala, Honduras and El Salvador: Improving reception facilities	107
4.2.4 Africa	109
Djibouti: Migration response centre	109

INTRODUCTION

This chapter provides practical guidance on reception arrangements for persons arriving as part of irregular mixed movements. "Reception arrangements" consist of measures adopted by a host country in order to meet the immediate needs of new arrivals. These measures are provided to all persons, regardless of status, in order to ensure their welfare and their referral to appropriate processes and procedures. This chapter does not address medium- or longer-term arrangements that may subsequently become necessary and that vary depending on an individual's status in the host country.

Reception arrangements in the immediate period following arrival generally have two important goals:

- To address basic material and psychosocial needs of all arrivals (e.g. accommodation, food, clothing, and medical services); and
- To distinguish between various categories of persons, including persons seeking international protection and those with specific needs.

This chapter focuses on the first goal. The second goal, which relates to the processing and procedural aspects of reception, is addressed in Chapters 5 and 6. Since reception arrangements in practice generally address both goals, the examples provided in Chapter 5 are also relevant to this chapter.

The use of designated "reception centres", where a range of necessary services can be provided by qualified staff, has been a particularly useful way to manage reception arrangements for large groups or in locations with frequent arrivals of asylum-seekers and migrants. This can be advantageous for new arrivals, as their needs are met by qualified staff, as well as for the authorities, as reception centres provide an organized setting that allows them to target their responses. Depending on the specific situation, however, reception arrangements that facilitate living independently in the community, in smaller group homes or in private accommodation, may be more appropriate than large reception centres. In all instances, adequate support by caseworkers and other qualified staff, to ensure access to basic services and appropriate legal options for each individual, should be guaranteed.

The practical examples in this chapter provide suggestions on the location and administration of reception arrangements, the conditions and services available at reception centres (if applicable), and the training of reception staff. Some of the examples provided address reception arrangements for asylum-seekers more specifically. The examples also show the crucial role that civil society actors often play in providing services.

OPERATIONALIZING RECEPTION ARRANGEMENTS: SUGGESTIONS FOR STAKEHOLDERS AND SUPPORT UNHCR CAN PROVIDE TO PARTNERS





SUGGESTIONS FOR STAKEHOLDERS

- → Engage with relevant actors on appropriate services required as part of reception arrangements to address the immediate needs of all arrivals.
- → Support the development of open reception centres with appropriate safeguards and conditions that meet human rights standards.
- → Advocate for access to all reception centres, including places where detention for immigration-related purposes take place, for relevant international organizations or NGOs to assess protection and assistance needs.
- → Provide information to all arrivals on, for example, their rights and obligations in the host country, reception arrangements, available services and legal options (including asylum procedures).
- → Provide support services to address the immediate needs of arrivals.
- → Conclude agreements or standard operating procedures on the roles and responsibilities of the various governmental, non-governmental and international organizations involved in reception arrangements.
- → Establish monitoring mechanisms to ensure protection-sensitive reception arrangements and to assess the quality of the services provided.

SUPPORT UNHCR CAN PROVIDE TO PARTNERS

- → Advise States on appropriate legal and policy frameworks for reception arrangements.
- → Assist States in establishing reception arrangements that comply with international human rights standards.
- → Approach donors for financial support to improve reception conditions.
- → Encourage the use of open reception centres and other community placement options, as appropriate.
- → Help improve reception standards by providing technical advice in cooperation with other agencies such as the International Committee of the Red Cross (ICRC), International Federation of Red Cross and Red Crescent Societies (IFRC), IOM and UNICEF.
- → Train staff involved in reception arrangements on refugee law and international protection considerations, and help to develop standard operating procedures.
- → Act as the point of referral and support for persons in reception centres who may be in need of international protection.
- → Lobby for access to closed reception centres and other places where detention for immigration-related purposes take place, to enable new arrivals to be registered and provided with temporary documentation, especially where a high percentage of new arrivals may be refugees.

4.1

Reception arrangements provided in reception centres

The use of designated reception centres may be a useful way to meet the needs of new arrivals travelling as part of mixed movements, particularly in the event of larger numbers of, or frequent, arrivals. Note, however, that reception centres may not always be an appropriate or necessary way to provide reception arrangements, and alternatives such as smaller group homes, community placements or private accommodation may be more suitable. Where reception centres are used, the following considerations apply.

4.1.1 Location

The location of reception centres depends on the entry points and modes of transport being used by migrants and refugees travelling as part of mixed movements to arrive in the transit or destination country. The advantage of organizing reception arrangements for new arrivals close to a border, port or other entry point is that it is more accessible to arrivals and authorities are better able to provide immediate assistance to them.

4.1.2 Administration

Reception centres can be managed by government authorities, NGOs and/or international organizations. Private contractors are also sometimes employed to help manage reception centres.

Support services are often provided by a number of different actors according to their respective mandates and areas of expertise, including by national or international NGOs. A formal agreement among various stakeholders helps to promote a consistent, coordinated and comprehensive approach to manage the centre and address the needs of arrivals. It also helps to define the roles and responsibilities of the actors and to develop standard operating procedures. Agreements can include guidelines on standards of treatment of reception centre residents and provisions for monitoring by independent entities in order to ensure compliance with human rights standards.

4.1.3 Staff training

Staff involved in the day-to-day activities of a reception centre can benefit from training on the principles of international refugee and human rights law, standards of treatment and care (e.g. cultural sensitivity and conflict management) and on how to assist persons with specific needs such as, women at risk, unaccompanied and separated children, victims of trafficking, torture and trauma, and people with disabilities.

4.1.4 Conditions in reception centres and access to appropriate services

Security and respect for the dignity of all those accommodated at the reception centre are best guaranteed through, for example, limits on the number of persons accommodated in the reception centre, adequate space and privacy in sleeping arrangements, access to recreational activities, separate washing facilities for men and women, sanitary and hygienic conditions, access to health services as appropriate, the adoption of measures

to identify traffickers and smugglers, and regular maintenance of facilities including ventilation, heating and cooling systems. Specific support should always be provided for persons and groups with specific needs or who are in a particularly vulnerable situation (including children, whether unaccompanied, separated or accompanied by family members).

An integral component of dignified reception arrangements is access to appropriate services. These services include regular meals that are sufficient in quantity and that respect dietary, cultural and religious requirements; timely distribution of basic non-food items such as clothing, sanitary products, blankets, and towels; medical check-ups upon arrival, including identification and treatment of persons with acute medical needs; counselling and psychosocial assistance; and information on legal options such as asylum procedures and procedures for persons with specific needs, such as victims of trafficking, unaccompanied and separated children, and women and girls at risk.

Individuals arriving at reception centres can make better use of reception arrangements and available services if they are provided with practical information about, for example, their rights and obligations as residents of the centre; time and location of meals; facilities for religious and cultural practices; access to communication devices including telephones, internet services and directories; and confidential and accessible complaints procedures.

4.1.5 Open, semi-open or closed reception centres

In principle, reception arrangements should be open. To avoid arbitrariness, any use of detention in the context of border-management procedures, including as part of reception arrangements, must be in accordance with and authorized by law, and in line with international standards. Detention should always be an exceptional measure and it should be used only as a last resort. Any decision to detain must be necessary, reasonable, and for a legitimate purpose. Alternatives to detention should always be considered first, particularly in the case of vulnerable or at-risk persons.

Alternatives to detention (such as registration, bond or bail systems, reporting conditions, community supervision or designated residence) can also be effective tools to help manage irregular arrivals, helping to reduce costs associated with detention, ensure compliance with international standards, and support the case resolution of irregular migrants, asylum-seekers and refugees. Any measure that restricts the freedom of movement of individuals – including measures characterized as alternatives to detention – need to be governed by appropriate laws and regulations and comply with human rights standards. Most notably, alternatives to detention should not be used as alternative *forms* of detention.

¹ UN High Commissioner for Refugees (UNHCR), "Guidelines on the applicable criteria and standards relating to the detention of asylum-seekers and alternatives to detention", 2012, available at: http://www.refworld.org/docid/503489533b8.html.

² Article 31 of the 1951 Refugee Convention, specifically provides for the non-penalization of refugees (and asylum-seekers). Article 26 further provides for the freedom of movement and choice of residence for refugees lawfully in a territory. Asylum-seekers are considered lawfully in a territory for the purposes of – and so are entitled to the benefits of – this provision. Furthermore, the right to seek asylum, the principle of non-penalization of asylum-seekers for irregular entry or stay, and the rights to liberty and security of person and of freedom of movement, considered together, underscore that detention of asylum-seekers and refugees should always be a measure of last resort, with liberty being the default position.



Children receive assistance at the Blue Dot child and family protection support hub in Gevgelija in the former Yugoslav Republic of Macedonia. © UNHCR / S. Rich / February 2016

4.2

Practical examples of reception arrangements

4.2.1 Europe

FEBRUARY 2016-PRESENT

Europe: Blue Dots, children and family protection support hubs



Background and rationale

At the outset of the European crisis, different national and international actors established a number of services for children and families along the route between Turkey and European destination countries. Following the roll-out of services, these actors identified a number of risks and challenges faced by refugees and migrants on the move that could be better addressed through a more coordinated approach to service delivery, which was often scattered, not visible, not predicable and thus less accessible. Child and family protection support hubs, "Blue Dots", were established to address these shortcomings, and in particular to offer a level of predictability, certainty, and safety for children and families on the move.

B Actors

- UNHCR
- UNICEF
- International Committee of the Red Cross (ICRC)
- Various national and international partner organizations

Actions

- → UNHCR and UNICEF launched this joint initiative on 26 February 2016, announcing the establishment of 20 Blue Dots along the most frequently used migration routes in Europe. The Blue Dots are located at selected strategic sites such as border entry and exit points, registration sites and urban centres.
- → Child and family protection support hubs offer improved accessibility and quality of a standardized minimum package of services provided by different organizations, as well as the predictability of these services through a recognizable label the Blue Dot. The minimum set of services includes access to a safe space, a child-friendly space, mother and baby/toddler areas, private rooms for psychosocial support, legal counselling, services to restore family links and an information desk.
- → Blue Dot service delivery points are marked with large signs which carry the Blue Dot logo.
- → UNHCR, UNICEF and ICRC jointly developed standard operating procedures for the identification and referral of persons with specific needs. These outline a set of key principles in operating services under the Blue Dot label, and ensure standardized procedures and safeguards to ensure confidentiality, accountability and informed consent.
- → A "service mapping" tool was jointly developed to facilitate the referral of vulnerable individuals to relevant agencies. It outlines available health services and specific services for children and for victims of sexual and gender-based violence in each location, along with the contact information for relevant agencies.

Review

The Blue Dots significantly improve access of children and families to child-friendly services along the most frequently used migration routes in Europe. The jointly developed standard operating procedures and the service mapping tool have two key functions: ensuring standardized procedures and safeguards, and establishing informal site-based coordination mechanisms. The standard operating procedures also function as a blueprint of minimum services against which gaps in service provision can be identified.

Further information

Blue Dots standard operating procedures for the identification and referral of persons with specific needs are available at: http://goo.gl/HBUWMs.

The Blue Dots service mapping tool is available at: http://goo.gl/ARgpNp.

FEBRUARY 2016-PRESENT

Europe: Protection checklist to identify gaps in reception, prevention and response services



Background and rationale

UNHCR developed a protection checklist in the context of the European crisis to serve as a tool to map available services and identify gaps in reception, prevention and response services. The checklist helps UNHCR to monitor the progress of the implementation of the regional refugee and migrant response plan for Europe.

B Actors

• UNHCR

Actions

- → UNHCR developed the checklist which requires simple yes or no responses and takes 20 minutes to complete. It includes questions related to the availability and standards of services in 12 categories (e.g. care arrangements for unaccompanied and separated children, access to medical services, education, food and non-food item distribution).
- → Assessments based on data gathered through use of the protection checklist were initially rolled out in Greece and Sweden, and subsequently extended Europe-wide.
- → Assessments are repeated every three to four months at each site.
- → The results are tracked for each category and indicator, analyzed and compared across sites.

Review

The protection checklist was developed in line with UNHCR standards and EU Directive 2013/33, which defines standards for the reception of applicants for international protection. Use of the protection checklist helps to track standards over time and identify gaps, and permits a comparison of sites along the route. The results of the assessments enable evidence-based adjustments of operational responses and informs where priorities need to be set within the region.

Further Information

The UNHCR protection checklist is available at: http://goo.gl/WGOYIE.



CHAPTER 4

4.2.2 Southeast Asia

MAY 2015-PRESENT

Indonesia: Reception arrangements for those rescued at sea in the context of the Bay of Bengal and Andaman Sea Crisis



Background and rationale

In May 2015, about 1,800 refugees and migrants arrived in Indonesia after boats on which they were traveling were abandoned by smugglers. Among those who disembarked from these boats in Indonesia, approximately 1,000 were refugees and migrants from Myanmar who identified themselves as Rohingya, 55 per cent of whom were under the age of 18. The majority of the Rohingya refugees who arrived at that time have since spontaneously departed Indonesia, with many now reported to be in Malaysia. As of October 2016 the number of those left in Indonesia stands at 268 persons.

With the sudden increase of refugees and migrants arriving, Indonesia required support to improve reception conditions and to ensure the early identification of individuals with specific needs and their timely referral to appropriate services. UNHCR, IOM and partner agencies immediately responded with a range of protection interventions, undertaking needs assessments and mapping of partner activities, and assisting the Government in ensuring effective coordination.

Actors

- Government of Indonesia
- UNHCR
- IOM

- International Committee of the Red Cross and the Indonesian Red Cross
- National NGOs

Actions

- → UNHCR reunited family members who had disembarked in different parts of Indonesia through use of UNHCR registration records.
- → ICRC and the Indonesian Red Cross facilitated contact between Rohingya refugees in Indonesia and their relatives in Myanmar, Malaysia and Bangladesh.
- → UNHCR submitted requests to the Governments of Malaysia and Bangladesh to facilitate reunification of Rohingya refugees with close relative in those countries.
- → UNHCR and IOM provided refugees and migrants, upon disembarkation, with information on asylum procedures, their rights and responsibilities, and other matters such as sanitation and hygiene. Considering the high level of illiteracy among the group, comprehensive information sessions were organized, and many of the materials distributed used illustrations to effectively convey messages.
- → UNHCR registered all refugees and asylum seekers who arrived in Indonesia and issued individual documentation. As part of this process, UNHCR referred vulnerable individuals to IOM and government partners for medical and psychosocial assistance.

- → The Government of Indonesia organized the distribution of food and water, and provided healthcare, psychosocial support, and emergency shelter with assistance from UNHCR, IOM and national NGOs. IOM and national NGOs constructed semi-permanent shelters in three locations, while the Government's Social Affairs Department allocated existing shelters in a fourth location for use by women and children. In all locations, the Government has continued to provide food, healthcare, and other basic necessities with support from IOM, while IOM and national NGOs have organized education and psychosocial support programmes. Throughout the response, UNHCR has taken the lead in the area of protection, including monitoring, individual protection intervention, awareness raising on sexual and gender-based violence, capacity building, identification of durable solutions, and assisting the Government in coordination of activities.
- → UNHCR conducted initial best interests assessments for all unaccompanied and separated children, followed by best interests determinations for those identified for resettlement.
- → UNHCR's maritime monitoring unit played a key role in profiling arrivals, and interviewed over 600 persons who disembarked in Indonesia. Interviewees spent an average of 76 days at sea and on average paid or committed USD 1,400 to smugglers. The total amount paid or committed to smugglers by all passengers on the three vessels that disembarked in Indonesia is estimated to be USD 2.5 million.

Review

Registration and the issuance of documentation to those rescued at sea in Indonesian waters were carried out in a timely manner. Arrivals were provided with assistance and support by various actors under the direction of the Government, which set up task forces in each location to ensure effective coordination. Standard operating procedures were developed through a consultative process involving all actors.

Soon after their arrival, UNHCR carried out best interests assessments for all unaccompanied and separated children to identify specific protection needs, including for the purposes of family reunification. Generally, tracing of family members in other countries has not been necessary, as most refugees were aware of the locations of their family members. Through its Restoring Family Links programme, ICRC, together with the Indonesian Red Cross, has assisted members of the group in re-establishing contact with their relatives in Myanmar, Bangladesh, and Malaysia

UNHCR has advocated for the reunification of Rohingya refugees in Indonesia with close relatives in Malaysia and Bangladesh (including refugees with families registered in the camps there), though unfortunately no progress has been made. Accordingly, the operations in Jakarta and Kuala Lumpur are currently pursuing reunification of a limited number of these separated family members through resettlement to a third country.

Responding to a request from the Government of Indonesia, UNHCR is working to facilitate the resettlement of the Rohingya refugees who remain in the country. All Bangladeshi migrants have already returned through IOM's Assisted Voluntary Return and Reintegration programme.

3 Further information

The UNHCR Indonesia factsheet, "Response to the Rohingya situation in Aceh and North Sumatera", February 2016, is available at: http://www.refworld.org/docid/58208e224.html.

CHAPTER 4

4.2.3 Central America

2012-PRESENT

Mexico, Guatemala, Honduras and El Salvador: Improving reception facilities



Background and rationale

In the Northern Triangle of Central America – Guatemala, Honduras, El Salvador – activities of organized gangs have forced people to flee within country and in many cases to cross borders in search of international protection. The number of asylum applications from the Northern Triangle has sharply increased in the last few years.

Mexico is one of the main recipients of undocumented migrants, asylum-seekers and refugees coming from the Northern Triangle. Many of these people resort to smuggler networks thus putting themselves in serious jeopardy at the hands of organized gangs that commit acts of exploitation, extortion, kidnapping, and sexual violence.

Over this period, the number of children traveling alone increased at an alarming rate. Although the precise number of unaccompanied and separated children crossing the southern border of Mexico is unknown, they are very vulnerable and are at particular risk of abuse and human trafficking.

Actors

- UNHCR
- General Directorate of Migration of El Salvador
- Secretariat of Social Welfare in Guatemala
- NGOs in El Salvador, including Instituto Salvadoreño para el Desarrollo de la Mujer (Institute for the Development of Women), Instituto Salvadoreño para el Desarrollo Integral de la Niñez y la Adolescencia (Institute for the Development of Children and Adolescents), Cristosal, and Cáritas
- NGOs in Guatemala, including Human Mobility Pastoral and Refugio de la Niñez (Shelter for Children)
- NGOs in Honduras, including World Vision, Casa Alianza, Scalabrinian Sisters

Actions

UNHCR provides support to shelters in southern Mexico, Guatemala, Honduras and El Salvador to improve reception facilities, reinforce capacity for the identification and referral of persons in need of international protection to refugee status determination procedures, and provide access to legal and emergency humanitarian assistance.

Some examples in each country include:

- → Mexico: In response to the increasing number of asylum-seekers arriving in Mexico, UNHCR's work focusses on expanding the protection network through which asylum-seekers can be more effectively identified and referred to asylum procedures. UNHCR has initiated several infrastructure projects to improve shelters and reception facilities and provide asylum-seekers with access to required protection services.
- → Honduras: UNHCR dedicated emergency funding to improve the reception conditions for children in El Belén, a shelter run by the State Government in San Pedro Sula, as well as the reception conditions for adults in the Casa del Migrante in Ocotepeque. UNHCR provided support to the Honduran Red Cross, which ran the migrant care module from July 2012 until September 2015 in Corinto, assisting migrants and refugees at the Honduran-Guatemalan border.
- → El Salvador: UNHCR provided material support to the Integral Attention Centre for Migrants and to airport reception centres through the purchase of furniture and basic equipment. Additionally, UNHCR is improving the infrastructure of a new shelter for women at risk run by the Institute for the Development of Women, the State institution for the protection of women.
 - UNHCR has provided assistance to three centres for children, adolescents and their families, which were set up to decentralize the reception of returned children and to establish a protection network to respond to the needs of this vulnerable population. In an effort to bolster protection capacity, UNHCR has hosted a series of workshops to facilitate discussion, strengthen coordination and encourage the exchange of information between service providers and State institutions at the local level.
- → Guatemala: UNHCR supported the construction of a shelter for refugees and migrants in Izabal, situated 20 kilometres from the border with Honduras. It also helped construct a third floor at a shelter in Ciudad, allowing for designated child friendly and family spaces at the shelter, and purchased furniture and basic equipment for child reception centres run by the Secretariat of Social Welfare in Quetzaltenango and Ciudad.

Review

Shelters play a large role in improving the human rights situation of a significant number of people moving through Mexico and the Northern Triangle of Central America. UNHCR has undertaken a range of activities in line with its priority to enhance the reception capacity through the provision of infrastructural support and the development of protection protocols, in particular to provide targeted assistance to vulnerable individuals (such as women, children and adolescents, LGBTI persons) including those that may have international protection needs.

FEBRUARY 2011-PRESENT

Djibouti: Migration response centre



Background and rationale

IOM, through its Regional Mixed Migration Programme in the Horn of Africa, operates a network of migration response centres along irregular migration corridors in Ethiopia, Djibouti, Somaliland, and Puntland, while supporting similar initiatives in Sudan and Yemen. Migration response centres provide individualized, direct assistance to migrants in need at strategic locations along key migratory routes. In addition, IOM has put in place cooperation agreements with various Government, UN and NGO partners that set out the specific roles and responsibilities of each actor involved in the identification and referral of migrants in need to specialized services. The purpose of the programme is to support stranded migrants and to build the capacity of governments to respond to the challenges of mixed migration.

B Actors

- IOM
- Government of Djibouti

Actions

The migration response centre in Obock, Djibouti provides a range of support services in response to immediate needs, along with referrals for additional services. Among the services provided by the centre are the following:

- → Registration of migrants and conduct of preliminary screenings to identify immediate needs for referrals to relevant services;
- → Provision of basic assistance to migrants, including of water, food and shelter;
- → Provision of first aid and basic medical assistance, and referrals for more complex cases to the nearby medical centre in Obock;
- → Distribution of non-food items such as clothing, blankets, and other necessities;
- → Provision of information on the risks of irregular migration and the conditions for migrants en route and in countries of intended destination;
- → Referral of migrants willing to return to their countries of origin to assisted voluntary return programmes;
- → Facilitation of liaisons between migrants and their national embassies to enable identity verifications and issuance of travel documents; and
- → Organization of recreational activities for youth.

Review

Given its location on a significant migratory route to and from Yemen, the Obock migration response centre is one of the busiest reception centres in the region. Obock continues to be a transit hub for migrants going to Yemen as well as for large numbers of refugees and migrants arriving from Yemen. The centre provides vital assistance to vulnerable individuals arriving in Djibouti, including victims of trafficking and unaccompanied minors. In addition, the migration response centre also receives migrants evacuated from Yemen following IOM evacuation missions, before facilitating the return to their country of origin. As such the centre in Obock has a dual function as both reception and transit centre and plays a critical role in addressing mixed migration in the region.

Further Information

More information on IOM's activities in Djibouti is available at: http://ronairobi.iom.int/djibouti.

The IOM report on its August 2016 regional meeting on migration response centres is available at: http://goo.gl/BBRZrX.