



### **LITHUANIA**

# SUBMISSION TO THE UN COMMITTEE AGAINST TORTURE, 72<sup>ND</sup> SESSION NOVEMBER-DECEMBER 2021 ISSUES RELATED TO REFUGEES, PEOPLE SEEKING ASYLUM, AND IMMIGRATION DETENTION

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Joint submission from:

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### **ABOUT THE HUMAN RIGHTS MONITORING INSTITUTE**

Human Rights Monitoring Institute (HRMI) is a Lithuania-based non-governmental, not-for-profit public advocacy organization with a mission to strengthen an open and democratic society by contributing to the protection and fostering of human rights and freedoms. Since its establishment in 2003, HRMI has been advocating for full compliance of national laws, policies and practices with international human rights obligations and working to ensure that rights are real and effective in practice.

### **ABOUT THE GLOBAL DETENTION PROJECT**

The Global Detention Project (GDP) is a non-profit organisation based in Geneva that promotes the human rights of people who have been detained for reasons related to their non-citizen status. Our mission is:

- To promote the human rights of detained migrants, refugees, and asylum seekers;
- To ensure transparency in the treatment of immigration detainees;
- To reinforce advocacy aimed at reforming detention systems;
- To nurture policy-relevant scholarship on the causes and consequences of migration control policies.

### LITHUANIA

# **Submission to the Committee against Torture 72<sup>nd</sup> Session, November-December 2021**

# Issues Related to Migrants, Refugees, People Seeking Asylum, and Immigration Detention

### 1. INTRODUCTION

- 1.1 The Human Rights Monitoring Institute (HRMI) and the Global Detention Project (GDP) welcome the opportunity to provide information relevant to the review of Lithuania with respect to the implementation of the UN Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (Convention against Torture) during the Committee against Torture's seventy-second session.
- 1.2 The submission focuses on human rights concerns relating to Lithuania's treatment of migrants, refugees, and people seeking asylum, including its use of immigration detention.
- 1.3 Previously (in 2014), the Committee addressed numerous concerns regarding the mistreatment of people in migration-related detention in the country and issued relevant recommendations, some which appear not to have been fully addressed.
- 1.4 This submission aims to focus particular attention on growing concerns about Lithuania's treatment of migrants and asylum seekers in response to recent increases in border crossings from Belarus. Lithuania's response has included stranding vulnerable migrants and asylum seekers, including children, in dire conditions at border regions and approving legislation that significantly extends detention time periods for asylum seekers and limits access to legal procedures. Recent testimonies provided by detained migrants and asylum seekers include numerous allegations of torture and mistreatment by security officials (see below for details about the allegations). Additionally, the European Union Home Affairs Commissioner has expressed concern "about reports of people including children stuck in forests in dire situation at external EU borders with Belarus" while the UN High Commissioner for Refugees has sharply criticized the new legislation, affirming that the "detention of asylum seekers should not be used by default or mandatorily for all arrivals, but rather remain the exception." 2
- 1.5 The recent moves to further restrict asylum procedures and expand detention powers appear to aggravate earlier concerns sparked by Lithuania's response to the COVID-19 pandemic, in particular its lengthy border closures and its implementation of quarantine measures for asylum seekers.<sup>3</sup>
- 1.6 Lithuania previously operated one dedicated immigration detention centre, the Pabrade Detention Centre (also known as the Foreigners Registration Centre), which is located northeast of Vilnius. The facility has attracted widespread criticism for many years due to its poor conditions, repeated allegations of disproportionate use of force, and over-crowding. The centre is reprotedly undergoing renovations, which are due to be completed by 2022.<sup>4</sup> The renovation reportedly will cost approximately 6.4 million EUR, 90 percent of which is to be provided by the EU.<sup>5</sup>

- 1.7 In addition to the Pabrade centre, non-citizens who apply for asylum at the border and are subject to accelerated asylum procedures may be held at border crossing points and in transit zones for up to 28 days. According to UNHCR, the border procedure may fall short of international standards because it does not have sufficient safeguards against unlawful or arbitrary detention. According to the ombudsman, the State Border Guard Service oversees 70 facilities where non-citizens may be detained in the course of border procedures.<sup>6</sup>
- 1.8 The COVID-19 pandemic and the recent pressures stemming from cross-border movements from Belarus appear to have spurred a substantive increase in Lithuania's migration-related detention operations and infrastructure. These include new de facto and ad hoc detention sites, the deprivation of liberty of asylum seekers in forced quarantine as a purported COVID-19 mitigation measure, and the use of closed accommodation in abandoned schools and other derelict facilities since the onset of the tensions along the border with Belarus. It is important to mention in this regard the recent remarks made by the chair of the Subcommittee for the Prevention of Torture affirming that "places of quarantine are places of 'detention' for the purposes of the [Optional Protocol to the UN Convention against Torture]."
- 1.9 The submission is provided in light of numerous recent authoritative opinions issued by UN human rights bodies concerning the human rights violations that are inherent in many migration-related detention practices. These include the 2017 General Comment by the Committee on the Rights of the Child (issued jointly with the Committee on Migrant Workers) affirming that the migration-related detention of children is inherently a violation of children's' human rights and thus must be abolished<sup>8</sup>; and the Special Rapporteur on Torture's 2018 report, which found that "systematic and open-ended detention of people simply because they are migrants has nothing to do with legitimate border protection but amounts to arbitrary deprivation of liberty" and that "Such detention can even amount to torture, especially when it is intentionally used to deter, intimidate, or punish migrants or their families."

### 2. RELEVANT RECOMMENDATIONS FROM THE CONCLUDING OBERSERVATIONS OF THE COMMITTEE AGAINST TORTURE'S THIRD PEROIDIC REPORT ON LITHUANIA

- 2.1 During CAT's 3<sup>rd</sup> periodic review in 2014, it made the following observations and recommendations:
  - 17.The Committee is concerned about the detention of all asylum seekers, throughout the asylum procedure, at the Foreigners' Registration Centre in Pabrade, which lacks adequate reception conditions, including social, psychological and rehabilitation services. Traumatized persons and those with specific needs, including women, are not housed separately. The Centre is also used as an administrative detention facility for migrants in an irregular situation. It is also in need of renovation. (arts. 3, 14 and 11)
  - (a) Refrain from detaining asylum seekers and illegal immigrants for prolonged periods and use the detention of asylum seekers only as a measure of last resort for as short a period as possible;
  - (b) Promote alternatives to detention and revise policy in order to bring it into line with the Guidelines on the Applicable Criteria and Standards relating to the Detention of Asylum Seekers and Alternatives to Detention published by the Office of the United Nations High Commissioner for Refugees;
  - (c) Put in place a mechanism to identify persons with special needs and possible victims of torture, and provide legal and practical mechanisms to ensure full redress for torture victims;
  - (d) Proceed with the announced reconstruction of the Foreigners' Registration Centre, in which vulnerable persons will be offered separate accommodation .

18.The Committee is concerned at the absence of specific methodologies to evaluate the effectiveness, including the impact on the number of cases of torture and ill-treatment, of the training and educational programmes on provisions of the Convention for law enforcement personnel, prison staff, border guards, medical personnel, prosecutors and judges. It is also concerned that training on the Manual on the Effective Investigation and Documentation of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (the Istanbul Protocol) is not provided to all medical professionals dealing with persons deprived of liberty and asylum seekers. (art. 10)

r) ratify the core United Nations human rights treaties to which it is not yet a party, namely ICRMW and the Convention on the Rights of Persons with Disabilities; ratify the International Convention for the Protection of All Persons from Enforced Disappearance.

## 3. RECENT DEVELOPMENTS CONCERNING CROSS-BORDER MOVEMENTS FROM BELARUS AND GOVERNEMNT'S REPONSE TO COVID-19 PANDEMIC<sup>10</sup>

- 3.1 In July 2021, Lithuania accused Belarus of using vulnerable migrants and asylum seekers as political pawns in its ongoing spat with the EU by pushing them across the border into Lithuania and other neighbouring countries. The EU had previously imposed sanctions on Belarus in June over an "escalation of serious human rights violations and the violent repression of civil society, democratic opposition and journalists." In response, Belarus stated they would allow migrants to cross into Lithuania, which subsequently reported a significant increase in the numbers of people crossing the Lithuania-Belarus border. As of mid-August 2021, 4,110 people had been detained at the border (2,882 detained in July alone), compared to the 81 apprehended during all of 2020.
- 3.2 Lithuania's Parliament approved new laws tightening the rules on migration and asylum in July 2021, with the intention to deter high numbers of asylum seekers crossing Lithuania's border with Belarus. The amendments to the legislation introduced significant changes including limiting access to asylum procedures, thus giving rise to the automatic detention of applicants and the restriction of their appeal rights. Also, the legislation provides for the deportation of migrants while their appeals are still under consideration. Observers reported that when the amendments were made, Lithuania's parliament set a detention period of six months for people arriving irregularly, which can be extended for up to two years by a court, during any "declared state of emergency." UNHCR criticised these moves, arguing that "detention of asylum seekers should not be used by default or mandatorily for all arrivals, but rather remain the exception."
- 3.3 Government officials who process asylum claims reported being pressed to conduct sham interviews and to coerce applicants into voluntarily returning to their countries. One official told the Lithuanian national broadcaster: "we had at most a minute or two [...] to ask why they are in Lithuania." Following a 20 minute interview, employees have to quickly decide whether to register the person as "illegal" or an "asylum seeker", which would determine their future claim. Anti-migrant rhetoric spiked on social media as well, including from Lithuania's Foreign Minister, Gabrielius Landsbergis, who in one post promised that Lithuania would grant asylum to "virtually no-one."
- 3.4 In September 2021, Lithuania's Interior Ministry reportedly began re-considering authorising the indefinite detention of irregular migrants, removing the current limit of six months. The proposal had initially been made by the Interior Ministry in July, but it had not been adopted because of concerns about the impact of indefinite detention on vulnerable people. Under current rules, if a person's asylum claim is rejected but Lithuania is unable to deport them, that person would have to be provided with a temporary residence permit. Dovile Šakalienė, a Social Democrat member of the Parliamentary Security and Defence Committee, proposed

- considering the introduction of a new migration status: "illegal migrant." In these cases, foreign nationals would be permitted to reside in Lithuania but they would be prohibited from leaving.
- 3.5 On 16 March 2020, the Lithuanian government announced a nationwide COVID-19 related quarantine and other measures including closing borders, education institutions, bars, restaurants, and shops. The Migration Department announced that non-citizens whose period of legal residence expired during the declared quarantine and who were unable to depart from Lithuania in due time through no fault of their own, would not be subject to return decisions or administrative liability for illegal stay. The Department added that these individuals "as well as those with respect to whom the decision regarding the return has been adopted, but the period for the voluntary departure expired during the quarantine, may stay in Lithuania during the quarantine. However, they will be required to depart after the end of the quarantine within the established period of toleration." The government subsequently announced, in August 2020, plans to prepare new premises to quarantine arriving refugees as a COVID-19 response measure, though few details about this plan seem to have been released since then.

### 4. RECENT ON-THE-GROUND OBSERVATIONS CONCERNING LITHUANIA'S RESPONSE TO CROSS-BORDER MOVEMENTS FROM LITHUANIA

### 4.1. Human Rights Monitoring Institute (HRMI)

- 4.1.1 From 24-26 August 2021, HRMI representatives visited seven places of detention and accommodation of migrants and asylum seekers, who had crossed the border of Belarus-Lithuania. The places visited included: four border guard stations (temporary tent camps) (Padvarionių 44 people, Švenčionių 50 people, Adutiškio 76 people, Tverečiaus 30 people); one state border guard school (Medininkai 141 people); and two defunct schools (Kazitiškis 121 people, Linkmenys 67 people). The perimeter around the tent camps and the border guard stations as well as around the school buildings was fenced and guarded by State border guard service officers or public security service officers. The residents were not able to leave the fenced perimeter.<sup>11</sup> The residents of the defunct school in Kazitiškis were locked inside the building from 9-10 PM until morning. The residents of the Linkmenys defunct school were held in a school gym and were locked inside throughout the day, and could leave the gym and walk in the fenced yard in groups of five men and five women for 10-15 minutes a day. The residents claimed that some time ago they were not allowed to go outside at all.
- 4.1.2 A group of residents in Adutiškis tent camp claimed that the day before the visit there was a search of tents carried out by armed security officers. They were looking for mobile phones and a knife. The residents (young women) claimed that the officers shouted at them and scared them, told them to "shut up and sit down," and searched the tent. When talking about this experience, one resident was visibly distressed. One male resident claimed that during the search he was subjected to physical force.

### 4.2. Refugee Council of Lithuania (RCL)

- 4.2.1 On 1 September 2021, the Refugee Council of Lithuania (RCL) visited Lipliūnai temporary tent camp and published a report online. The residents complained of poor living conditions: according to them, 50 per cent of them did not have beds and were sleeping on the floor wrapped in their sleeping bags, it was cold and wet inside the tents, and for some time they received no hot food, only dry rations.
- 4.2.2. On 3 September 2021, RCL visited Verebiejai temporary camp (a defunct school) and published a report online.<sup>13</sup> During the visit, the residents reported a protest that was held on 26 July 2021 about poor living conditions. According to the report, the residents claimed that

the morning following the protest, on 27 July, at approximately 4:30 AM when all the refugees were sleeping, a group of 5-6 armed and masked people in uniforms entered the camp, put male refugees in one room, tied their hands from behind and beat them severely. After allegedly torturing all male refugees, the same morning 16 young males were taken away by the group in uniforms and as of 3 September relatives and friends of the disappeared refugees did not know on their whereabouts. On 6 of September 2021, a RCL representative managed to contact one of the 16 refugees who had been taken away and placed in the Pabradė detention centre. According to the report, he said that "they were tortured for long time and then delivered into two separate camps. He was afraid to provide the full list of all 16." The State border guard service claimed that the 16 people in question had allegedly organized a riot in Verebiejai camp and a criminal investigation had been launched; the media reported that they organised a protest, refused food, did not allow the cleaner to enter, and demanded more freedom.<sup>14</sup>

- 4.2.3 According to a RCL report, on the night of 22 August 2021, three Chechen detainees attempted to escape from the Verebiejai camp. <sup>15</sup> One person was caught by the guards and was returned to the camp. According to the report, early in the morning of 23 August 2021, "five masked armed staff led by police guard leader without previous notification entered the Chechens' sleeping room and started to beat all four Chechens (27, 32, 41 and 45 years old). Even those three, who did not attempt to run away, were beaten by the masked armed group. Police guard leader was swearing rudely. Magomed (32 y.o.), who tried to express disagreement to police guard leader, was clasped to his bed and beaten by all five military, so that his folding bed was deformed. When leaving they also sprayed pepper liquid on their beds."
- 4.2.4 On 20 September 2021, a journalist reported on Facebook a case of a young asylum seeker in Verebiejai camp, who was suffering from pain for two days; the pain killers did not help, he could not eat and could barely move. 16 According to the other residents, the guards refused to call for an ambulance and said that a doctor will arrive on Monday and will perform a check-up (it was Sunday). The ambulance was called only after the intervention of the journalist and the representative from the Refugee Council of Lithuania, and arrived only late in the evening.

### 5. RECOMMENDATIONS

- The Lithuanian government should cease all pushbacks at its border and uphold its
  obligations under Article 3 of the Convention against Torture and Article 33 of the 1951
  Convention Relating to the Status of Refugees not to return anyone to a country where their
  life or freedom would be threatened and where they could face serious human rights
  violations and torture.
- Journalists, NGOs and independent human rights monitors should be given full and free access to observe what is happening to asylum seekers and migrants on the Belarus – Lithuania border.
- The government of Lithuania should repeal recent legislation which allows for the automatic detention of asylum seekers on arrival in the country, extends the length of detention and limits access to asylum procedures, including allowing for the deportation of asylum seekers while they are still appealing decisions on their claim. The government should also resist calls to allow for indefinite detention of asylum seekers and migrants, which would be in contravention of international human rights standards.
- Asylum seekers should have access to a full and fair hearing of their claims, with adequate legal representation, and should be able to appeal decisions before they are returned to their country of origin. Expedited asylum procedures without the right to appeal could result in asylum seekers being returned to countries where they could face serious human rights violations and torture.
- The Lithuanian government should cease the automatic and mandatory detention of asylum seekers on arrival in Lithuania. This practice is in direct contradiction with the Committee against Torture's recommendations in 2014 that detention of asylum seekers and migrants

should be "a measure of last resort for as short a period as possible," as well as recommendations by UNHCR that the "detention of asylum seekers should not be used by default or mandatorily for all arrivals, but rather remain the exception," and the Special Rapporteur on Torture who has asserted that the "systematic and open-ended detention of people simply because they are migrants ... can even amount to torture, especially when it is intentionally used to deter, intimidate, or punish migrants or their families."

- The government should cease the detention of asylum seeker and migrant children and their families, and release children being held in detention, in line with the judgement of the Committee on the Rights of the Child and the Committee on Migrant Workers that the migration-related detention of children is inherently a violation of children's' human rights and thus must be abolished.<sup>19</sup>
- The government should cease the forced, lengthy quarantine of asylum seekers as a COVID-19 mitigation measure, taking into account the conclusion of the Subcommittee for the Prevention of Torture affirming that "places of quarantine are places of 'detention' for the purposes of the [Optional Protocol to the UN Convention against Torture]."20
- Safe and adequate temporary accommodation should be provided to asylum seekers
  crossing the Belarus border into Lithuania, with appropriate and separate accommodation
  for children and families. Asylum seekers should be provided with safe and adequate shelter,
  sleeping arrangements, food, and health care on arrival. NGOs should be given full and free
  access to provide assistance to new arrivals where needed.
- An immediate investigation should be carried out into the events at Verebiejai temporary camp on 27 July, when male asylum seeker residents were allegedly rounded up, restrained, beaten, and tortured by a group of armed people in uniform and 16 males were taken from the camp; the beating of a group of Chechen refugees at Verebiejai camp on 23 August by masked, armed staff; and other accounts of beating, harrasment, ill-treatment and denial of medical care provided in this submission. Those people responsible for these actions should be held to account through a transparent and fair investigative process. The chain of command behind these egregious actions should also be fully investigated and necessary action taken to bring those responsible to account.
- Fully implement all the CAT recommendations from the 3<sup>rd</sup> periodic review in 2014 relating to the detention of asylum seekers and migrants and specifically provide an update on the renovations of the Foreigners Registration Centre in Pabrade.
- As per the 2014 recommendations of the Committee, Lithuania has ratified the Convention on the Rights of Persons with Disabilities and the International Convention for the Protection of All Persons from Enforced Disappearance. However, it has yet to implement the Committee's recommendation to ratify the Convention on the Human Rights of Migrant Workers and Their Families. We urge Lithuania to adopt this important treaty. Additionally, we urge Lithuania to adopt the Optional Protocols to the Convention on the Rights of the Child and the International Covenant on Economic Social and Cultural Rights relating to individual complaints procedures.

#### **ENDNOTES**

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- <sup>9</sup> Human Rights Council, "Report of the Special Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment," A/HRC/37/50, 26 February 2018, https://www.ohchr.org/Documents/Issues/Torture/A\_HRC\_37\_50\_EN.pdf <sup>10</sup> Sources for this section include:
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