

4.8.2. Recourse to detention

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Recourse to detention was one of the primary concerns raised by NGOs. In a number of countries, concerns were expressed over the practice of detaining applicants at the border⁷⁰⁸ or in general *de facto* detention while newly-arriving third-country nationals were waiting to lodge an application.⁷⁰⁹ Doctors Without Borders highlighted in May 2022 the prolonged detention of more than 2,500 asylum seekers and migrants in inhuman conditions in Lithuania, 9 months after they crossed the border from Belarus.⁷¹⁰ The organisation called on the government to end the prolonged detention as soon as possible and to ensure an equal asylum system that respects the dignity of people seeking security.⁷¹¹

Amnesty International also pointed to the arbitrary detention of thousands of people in militarised centres in Lithuania and stated that they were held in inhuman conditions, tortured and ill-treated.⁷¹² In reply, the Minister of the Interior noted that they cooperated openly in providing information for the report yet it reflects the views and testimonies of only one side.⁷¹³

In Greece, four NGOs issued a joint statement on the prolongation of *de facto* detention in CCACs following a court decision that the exit ban for an applicant, who had been detained for 1.5 months, be immediately revoked.⁷¹⁴ Several concerns were also raised about detaining applicants from a safe third country, despite the lack of prospects for readmissions to Türkiye.⁷¹⁵

In Malta, aditus continued to share concern over the prolonged and illegal detention of migrants,⁷¹⁶ while court actions were initiated for the immediate release of detainees.^{717'718} In view of the national elections, the organisation put forward a number of proposals in 2022 with regard to rescues at sea and disembarkation, administrative detention, reception, family reunification, the regularisation of undocumented migrants, the statelessness determination procedure and the decriminalisation of illegal entry for refugees and asylum seekers.⁷¹⁹

In Italy, NGOs called to discontinue the illegal use of quarantine vessels for migrants since emergency measures were suspended on 30 April 2022 for all individuals arriving legally and a legal basis no longer existed for the *de facto* detention.⁷²⁰ The use of quarantine vessels was provisionally extended by the authorities until the end of May 2022, with two boats being used for migrants arriving by sea or crossing the borders illegally.

The Organisation for Aid to Refugees voiced concern about immigration detention being used as a routine tool of migration control in Czechia.

Similar issues were noted by independent monitoring bodies. The CPT published a report following its visit to Switzerland in 2021.⁷²¹⁷²² It found that foreigners were placed in a detention centre for several days before being relocated to administrative places for foreigners. The CPT recommended to the Swiss authorities to speed up the procedure to ensure an earlier transfer to administrative detention centres and enhance relevant conditions.

The placement of detained third-country nationals in isolation was also noticed by CPT in the case of Sweden. The organisation recommended a review of the legal framework and the practice of placing detained foreign nationals in isolation, in addition to terminating the practice of placing persons detained under aliens' legislation in prisons.⁷²³

The Council of Europe's Commissioner for Human Rights published report on its visit to Malta, calling on the authorities to prevent the detention of vulnerable asylum seekers and migrants and any arbitrary detention, to invest in alternatives to detention, immediately end the detention of migrant children, protect migrants from ill treatment and abuse, and provide independent monitoring bodies and NGOs unhindered access to detention places.⁷²⁴

National independent bodies contribute significantly to the monitoring of detention conditions in the field of international protection. For example, during a visit to the detention centre in August 2022, the Bulgarian Ombudsperson noted the detention of unaccompanied minors who were under investigation arrest in Ruse for a long duration in very poor conditions.⁷²⁵ In Italy, the National Guarantor for the Rights of Persons Detained or Deprived of Liberty expressed concern over what was considered *de facto* detention in transit zones, noting the persisting practice at air or port borders where the effective rejection of the foreign citizen at a border crossing does not take place immediately and people are blocked for days in the transit area. The National Guarantor was concerned over the lack of a judicial review of detention and the conditions of detention.⁷²⁶

In Estonia, the Chancellor of Justice (Ombudsperson) issued a position on the detention of a foreigner who had been refused entry, noting that the current conditions of Tallinn Airport may not be suitable for detention for more than 24 hours or overnight.⁷²⁷ The Ombudsperson asked the PBGB to consider whether the current practice could be made more flexible and to align the agency's activities with the standards and principles of international organisations dealing with the detention of foreigners.

In Lithuania, the Seimas Controller concluded in a report that the conditions in the Medininkai FRC residential container camp amounted to *de facto* detention and inhuman and degrading treatment due to the nature and degree of restrictions applied to all foreigners for a long

duration without the right to freely leave the territory.⁷²⁸ The National Guarantor for the Rights of Persons Detained or Deprived of Liberty noted in its annual report to the parliament that Italy continued to adopt practices of closing borders, criminalisation and detention of migrants.⁷²⁹
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The lawfulness or excessive use of detention is often under a judicial review. In a number of cases, the ECtHR questioned the unlawfulness of detention, for example in [Dshijri v Hungary](#), [R.M.](#) and [Others v Poland](#) in the course of a Dublin procedure, [Nikoghosyan and Others v Poland](#) for the administrative detention of asylum seekers at the Polish border, [M.B.K and Others v Hungary](#) for the confinement of Afghan applicants in the Rösztke transit zone, and [Komissarov v Czech Republic](#) due to serious delays in processing an asylum application and delays in the extradition procedure leading to unlawful detention.

At the national level, courts ordered the review of detention decisions in [Germany](#), [Lithuania](#), [Malta](#), [Poland](#), Slovenia ([here](#) and [here](#)), [Switzerland](#), the immediate release of detainees in [Malta](#) and granted compensation to detainees in [Poland](#).

The courts also play an important role in interpreting relevant rules. For instance, the Court of Cassation in Belgium [ruled](#) in one case that appeals and appeals in cassation concerning the legality of detention could not be considered devoid of purpose in the case of a release or withdrawal of the detention order, in conformity with previous ECHR case law. In Estonia, the Supreme Court [clarified](#) how the time limits for detention outlined in the Dublin III Regulation should be interpreted in conjunction with national law. The Migration Court of Appeal in Sweden [ruled](#) that, if an applicant returns to the country after a removal and a new detention order is issued, it cannot be considered as a review of a previous detention order.

On the prolongation of detention, the Lithuanian Supreme Administrative Court [concluded](#) that an applicant's right to free movement cannot be restricted after a period of 6 months solely based on the fact that they entered the territory illegally and do not have a confirmed legal status. At the same time, applicants for international protection should be [held in detention](#) for the shortest time possible.

These rulings reaffirm the role of the courts as the supreme guarantor of the rights of asylum seekers at the national and European levels.

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