

3.1.1. Access to territory

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The main trends related to the interplay between border protection and access to territory remained similar to 2022, with EU+ countries – whether at the external borders of the EU or not – strengthening cooperation with third countries and aiming to prevent irregular migration and smuggling.

EU+ countries reinforced policies and legal frameworks to reduce irregular arrivals. For example, cooperation agreements concluded with third countries in 2023 and early 2024 included objectives to reduce irregular migration, such as Germany with Georgia,[235](#) Spain and the EU with Mauritania,[236](#) Spain with Senegal,[237](#) and Italy with Albania.[238](#) Many countries intensified or extended border checks, for example Czechia,[239](#) Germany[240](#) and Slovakia.[241](#) Continuing with targeted information campaigns like in previous years, Belgium set up a campaign to combat irregular migration from Guinea in response to their increased number of applications. According to the Belgian authorities, three-quarters of the Guineans who apply for international protection appear, after an assessment, to have no need for such protection.[242](#)

Austria reported a decrease in the number of applications received between January-July 2023 compared to January-July 2022. The authorities attributed this to consistent border controls; cooperation with Hungary, Serbia and Montenegro to fight smugglers and traffickers; countering trafficking networks inside Austria so that traffickers avoid Austria; faster asylum procedures; and successful international cooperation with countries of origin to ensure returns.[243](#)

The impact of the Russian invasion of Ukraine and the situation along the borders with Belarus continued to put pressure on the EU's eastern borders. Countries responded by amending certain laws to formalise existing practices at the border. Lithuania maintained the state of emergency as it continued to experience increased pressure at the external borders related to the instrumentalisation of migrants by the Belarusian regime.[244](#) To this end, Frontex provided on-the-ground support by contributing personnel to assist Lithuanian border guards.[245](#)

Lithuanian border guards continued to help Latvian counterparts to ensure the protection of the border with Belarus, and the two governments agreed on closer cooperation to address increased secondary movements from Latvia to Lithuania.[246](#)

In Estonia, the Police and Border Guard Board (PBGB) signed a cooperation agreement with UNHCR in August 2023, which aims to ensure that the treatment of refugees arriving in Estonia complies with all applicable rights. Through the agreement, the PBGB will identify people in need of international protection and ensure their access to Estonian territory and to the asylum procedure.[247](#)

In Poland, the Ministry of the Interior and Administration extended controls at the border with Slovakia until 2 March 2024 (controls ended at midnight that day). Crossings were possible at designated areas only.[248](#) The Ombudsperson in Poland submitted comments to the authorities on several instances, stating that the regulations allowing the return of third-country nationals at the Polish border with Belarus were contrary to international, EU and Polish laws. The authorities replied that the regulations addressed a migration threat,

they ensured the necessary guarantees of human rights protection, and listed the considerations taken to balance ensuring state security and upholding fundamental rights.²⁴⁹ Concerns were also raised by the UN Special Rapporteur on the human rights of migrants,²⁵⁰ as well as civil society organisations.²⁵¹

The Helsinki Foundation for Human Rights, a civil society organisation, presented its opinion before the Council of Europe's Committee of Ministers on Poland's implementation of the ECtHR judgment in the case of *M.K. and Others v Poland*. A common submission was also made by the Association for Legal Intervention and the Rule of Law Institute.²⁵² All three organisations urged Poland to introduce procedural guarantees to access the asylum procedure.²⁵³

The Voivodship Administrative Court in Bia?ystok allowed the action brought by a Yemeni national against the Polish border guard after he was returned to Belarus. The court noted that the lack of evidence in the case was a consequence of the actions of the border guard.

The Voivodship Administrative Court in Warsaw confirmed that the authorities should register an application for international protection within 3 working days. The case concerned an applicant who had orally expressed the wish to apply for international protection but whose application was only registered by the Border Guard in Lesznowola over 3 weeks later.²⁵⁴ The Border Guard noted that an applicant has the right to interpretation, as well as the right to request an attorney. For rare languages, when few interpreters are available, the registration time may need to be prolonged to ensure the availability of the interpreter. Similarly, registration activities are adjusted to accommodate the availability of the attorney.

Arrivals continued by sea and through the land border in the Mediterranean region. On the 10th anniversary of the Lampedusa shipwreck, UNHCR urged for further efforts to strengthen cooperation in search and rescue activities; provide life-saving assistance; end criminalisation, obstruction or deterrence of those providing humanitarian assistance; and establish effective regular pathways to seek asylum.²⁵⁵

In Greece, a shipwreck off the coast of Pylos in June 2023 resulted in the deaths of more than 80 persons with hundreds missing.²⁵⁶ The Greek Ombudsperson opened an official investigation into the incident, raising questions on the action of the Greek Coast Guard.²⁵⁷ The Ombudsperson's announcement was welcomed by the Council of Europe's Commissioner for Human Rights.²⁵⁸ Forty survivors of the shipwreck filed a criminal complaint against all responsible parties before the Naval Court of Piraeus.²⁵⁹

The Greek National Commission on Human Rights (GNCHR) presented the first results of the Recording Mechanism of Incidents of Informal Forced Returns in January 2023. The Recording Mechanism, established in 2021 by the GNCHR, aims to monitor, record and report incidents of informal forced returns of third-country nationals from Greece to other countries, through personal interviews with the alleged victims and through a common, transparent and scientific recording methodology.²⁶⁰ In its report, the Recording Mechanism recorded 50 incidents of informal forced returns from Greek territory between April 2020 and October 2022, according to statements by alleged victims.²⁶¹ This initiative was supported by UNHCR and welcomed by the IOM, FRA and the Fundamental Rights Officer of Frontex.²⁶² The Ministry of Migration and Asylum established an individual complaints mechanism under the Fundamental Rights Officer, who must handle and examine, at a preliminary stage, complaints of alleged violations of human rights with access to territory, in reception or during asylum procedures.²⁶³

In 2023, the CJEU General Court actions for damages brought by Syrian refugees against Frontex in two separate cases (see [here](#) and [here](#)) after they were returned from Greece to Türkiye. At the same time, a civil society organisation reported obstacles to access the territory and highlighted discrepancies between declarations made by Greek authorities and reports by civil society organisations and people involved in different capacities in the asylum process.²⁶⁴

In the eastern Mediterranean region, similar allegations were made concerning practices in Cyprus that could lead to chain *refoulement*. International and civil society organisations cautioned against sending asylum

seekers back to Lebanon, where they are commonly deported back to Syria unlawfully and, thus, are exposed to inhuman and degrading treatment and torture.[265](#)

In the central Mediterranean region, there were a number of developments in Italy, starting in February 2023 with the renewal of the Memorandum of Understanding between Italy and Libya.[266](#) The agreement outlines their continued cooperation with training, equipment, funding and other technical support being provided to the Libyan authorities in the field of migration. Civil society organisations, however, claimed that the agreement, through which Libyan authorities receive equipment and training, may encourage indirect *refoulement* to Libya.[267](#)

A new law in Italy increased the penalty for facilitating irregular migration and a new crime of “death or injury as a consequence of crimes in the field of illegal immigration” was introduced. A person would be punished even when the death or injury of another occurs outside the national territory. UNHCR made recommendations on the law, excluding the criminal provisions,[268](#) and a number of civil society organisations complained to the European Commission that the new legislation violates EU law and the obligations of EU+ countries in search and rescue activities at sea.[269](#) Italian authorities noted that these concerns remained at the level of political observations so far and no concerns were raised at the judicial level yet.

The ECtHR and national courts ruled on practices and procedures in place in Italy and highlighted that they may inhibit effective access to territory.[270](#) National authorities underlined that these judgments happened against the background of Italy remaining one of the EU+ countries with the highest number of applications and compared the high number of registered applications with the low number of judgments finding breaches.

Cooperation continued between Italy and Malta in the prevention of irregular migration and combating migrant smuggling.[271](#) At the same time, Malta intensified its efforts to enhance cooperation with third countries, particularly with Libya, which received training on maritime border management and law enforcement.[272](#) Civil society organisations continued to allege that Malta ignored distress calls from boats at sea.[273](#) The Maltese authorities continued to strongly rebut any allegations of arbitrary delays in responding to distress calls. Malta stressed that it abides with international obligations and responded to all distress calls in its Search and Rescue Region, whereby all notifications are investigated, assessed, prioritised and actioned accordingly.

In the western Mediterranean region, Human Rights Watch stated in June 2023 that there had been no credible investigation or justice for the victims of violence and the deaths of asylum seekers and migrants at the border between Morocco and the Spanish enclave of Melilla in 2022. The organisation called on Spain to take the lead in pushing for an approach that respects rights, including safe and legal routes, accountability for border abuses and human rights as conditions for cooperation with other countries.[274](#) A number of actors continued to express concern about effective access to the procedure at the border with Morocco.[275](#)

In Croatia, the Office of the Ombudsman published a report in April 2023, which states that in 2022 there was a decrease in the number of complaints with allegations of pushbacks, but it still received a large number of notifications from third-country nationals who were already on Croatian territory and wished to submit an application for international protection.[276](#) The report for 2023 was published in March 2024, with similar conclusions.[277](#) Civil society organisations continued to report on collected testimonies of asylum seekers who were allegedly prevented from entering the territory and seeking international protection.[278](#) Concerns about pushbacks and access to the procedure led to debates in other countries about transferring applicants to Croatia under the Dublin III Regulation, with courts taking different approaches (see [Section 3.2.5.2](#)).

The Croatian Ministry of Internal Affairs continued with the implementation of its project on the “Independent Monitoring Mechanism for the Protection of Fundamental Human Rights” in 2023. The project observes the actions of police officers of the ministry who work on border protection, illegal migration and

international protection.²⁷⁹ The project was funded earlier by the European Commission under direct funding (emergency assistance), while in the current financial period it was moved under the Croatian Border Management and Visa Instrument programme. The Independent Monitoring Mechanism (IMM), which focuses on monitoring actions related to border surveillance, is based on a cooperation agreement between the Ministry of the Interior and the Croatian Academy of Medical Sciences, the Croatian Academy of Legal Science, the Centre for Cultural Dialogue, the Croatian Red Cross and Prof Iris Goldner Lang. The mechanism has served as a blueprint, and the Croatian Ministry of Internal Affairs highlighted that this is the first and currently only such monitoring mechanism in the EU.

The ECtHR ruled on practices in Hungary. In *Alhowais v Hungary*, the ECtHR found violations of Articles 2 and 3 of the ECHR when the national authority failed to protect the life of a migrant during a river disembarkation from Serbia to Hungary and failed to conduct an effective investigation into the events.

In the Netherlands, the Court of the Hague [referred](#) questions to the CJEU concerning the effective date of a residence permit issued to refugees in relation to the date of application for international protection.

²³⁵ Federal Ministry for the Interior and Community | Bundesministerium des Innern und für Heimart, & Federal Ministry for the Interior | Bundesministerium für Inneres. (2023, December 15). *Migrationsabkommen mit Georgien unterzeichnet [Migration agreement signed with Georgia]*.

²³⁶ European Commission. (2024, February 8). *Joint press statement by the President of the Islamic Republic of Mauritania, the President of the European Commission and the Prime Minister of the Spanish government*.

²³⁷ Ministerio de Asuntos Exteriores, Union Europea y Cooperacion | Ministry of Foreign Affairs, European Union and Cooperation. (2023, December 15). *Albares visits Senegal and Mauritania to strengthen migration cooperation* [Press release].

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²³⁸ Ministry of Foreign Affairs and Cooperation | Ministero degli Affari Esteri e della Cooperazione Internazionale. (2023, November 5). *Protocollo tra il governo della Repubblica italiana e il consiglio dei Ministri della Repubblica di Albania per il rafforzamento della collaborazione in materia migratoria* [Protocol between the Government of the Italian Republic and the Council of the Albanian Republic].

²³⁹ Ministry of the Interior | Ministerstva vnitra. (2024, March 20). *?esko znovu prodloužilo namátkové kontroly na státní hranici se Slovenskem* [The Czech Republic has once again extended random checks at the state border with Slovakia].

²⁴⁰ Federal Ministry for the Interior and Community | Bundesministerium des Innern und für Heimart. (2023, November 2). *Border checks at Germany's land borders with Poland, the Czech Republic and Switzerland* [Press release].

²⁴¹ Ministry of the Interior of the Slovak Republic | Ministerstvo vnútra Slovenskej republiky. (2023, November 20). *Kontroly na hraniciach s Ma?arskom potrvajú do 23. decembra* [Controls at the border with Hungary will last until December 23] [Press release].

²⁴² European Migration Network. (2023, November 2). *Nicole de Moor launches a prevention campaign to combat irregular migration from Guinea*.

243 Federal Ministry for the Interior and Community | Bundesministerium des Innern und für Heimart. (2023, August 27). *Rückgang bei Asylanträgen im Juli um mehr als 50 Prozent* [Asylum applications fell by more than 50 percent in July].

244 State Border Guard Service under the Ministry of the Interior of the Republic of Lithuania | Valstybės sienos apsaugos tarnyba prie Lietuvos Respublikos vidaus reikalų ministerijos. (2023, March 21). *Ne?leist? neteis?t? migrant? statistika* [Statistics of illegal migrants denied entry].

245 Ministry of Internal Affairs of the Republic of Lithuania | Lietuvos Respublikos vidaus reikalų ministerija. (2023, April 3). *Naujasis Frontex vadovas ?vertino Lietuvos pastangas stiprinant sienos apsaug?* [The new head of Frontex appreciated Lithuania's efforts in strengthening border protection].

246 Ministry of Internal Affairs of the Republic of Lithuania | Lietuvos Respublikos vidaus reikalų ministerija. (2023, September 27). *Lietuvos ir Latvijos vidaus reikalų ministrai aptarė antrin?i? migracijos situacij?* [The ministers of interior affairs of Lithuania and Latvia discussed the situation of secondary migration].

247 UNHCR Nordic and Baltic Countries. (2023, August 15). *Estonian Police and Border Guard Board working with UNHCR to help refugees - UNHCR Nordic and Baltic Countries.*

248 Ministry of Internal Affairs and Administration | Ministerstwo Spraw Wewnętrznych i Administracji. (2023, November 2). *Przed?u?enie tymczasowej kontroli na granicy polsko-s?owackiej do 22 listopada br* [Extension of temporary control at the Polish-Slovak border until November 22 this year].

249 Commissioner for Human Rights | Rzecznik Praw Obywatelskich. (2023, August 28). *Rzecznik: wyeliminowa? pushbacki z polskiego prawa. Odpowied? MSWiA* [Spokesman: eliminate pushbacks from Polish law. Reply of the Ministry of Interior and Administration].

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252 Association of Legal Intervention | Stowarzyszenie Interwencji Prawnej. (2023, February 27). *Communication of the Association for Legal Intervention and the Rule of Law Institute on the execution of the M.K and Others v. Poland judgment.*

253 Helsinki Foundation for Human Rights | Helsi?ska Fundacja Praw Cz?owieka. (2023, March 14). *HFHR opinion on Poland's implementation of the judgment of the European Court of Human Rights in the case M.K. and Others v. Poland Helsinki Foundation For Human Rights.*

254 Association of Legal Intervention | Stowarzyszenie Interwencji Prawnej. (2023, April 27). *Bezczynno?? Komendanta SG w przyjmowaniu wniosku o ochron? mi?dzynarodow?* [Inaction of the Border Guard Commander in accepting the application for international protection].

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256 European Border and Coast Guard Agency. (2023, February 16). *Frontex statement following tragic shipwreck off Pylos*;

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262 Greek National Commission for Human Rights. (March 2023). *Observations by the GNCHR on State's draft reply to the list of issues prior to the submission of the third periodic report of Greece on the implementation of the ICCPR*.

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