EUROPE: PUSHBACK PRACTICES AND THEIR IMPACT ON THE HUMAN RIGHTS OF MIGRANTS AND REFUGEES

AMNESTY INTERNATIONAL SUBMISSION TO THE UNITED NATIONS (UN) SPECIAL RAPPORTEUR ON THE HUMAN RIGHTS OF MIGRANTS, FEBRUARY 2021

In response to the questionnaire of the Special Rapporteur on the human rights of migrants on “pushback practices and their impact on the human rights of migrants”, Amnesty International is pleased to provide the following input on select patterns of pushbacks of migrants and refugees in Europe with a focus on Bosnia-Herzegovina, Croatia, Cyprus, France, Greece, Italy, Malta, Slovenia and Spain. This submission is largely based on previously published research by Amnesty International, links to which are available in the Annex.

1. QUESTION NO. 3: “[…] INFORMATION ON EXISTING RESTRICTIONS OR LIMITATIONS…IN RELATION TO THE RIGHT TO CLAIM AND SEEK ASYLUM AT INTERNATIONAL BORDERS.”

BOSNIA AND HERZEGOVINA (BIH)

Only 1.6 per cent of around 16,000 refugees and migrants who transited through BiH in 2020 managed to formally lodge asylum claims. Numerous bureaucratic obstacles impede effective access to the procedure. The time afforded to formally lodge asylum claims is unreasonably short. In places with high numbers of people, as in Una-Sana Canton, the initial registration can be difficult. Meanwhile, asylum recognition rates remain extremely low and processing times are long.

CROATIA

Access to asylum is heavily impacted by the increase in unlawful returns and collective expulsions. In 2020 the Danish Refugee Council (DRC) documented almost 16,000 pushbacks, compared to almost 7,000 in 2019. Migrants and refugees apprehended in Croatia are often held in custody by police and returned to BiH. In nearly all cases, their explicit requests for asylum have been ignored before they were dropped off near the BiH border – away from official border crossing, without any formal procedure.

Nearly half of all migrants and refugees experience violence and abuses by Croatian police, ranging from humiliation and verbal intimidation to physical violence and the deprivation of personal possessions.

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FRANCE\textsuperscript{11}
Since the end of 2015, France reinstated border checks at the French-Italian border. This, coupled with the misuse of other security measures for migration management purposes - extension of the border strip to 20km, the practice of “random and mobile” checks by the police in this strip and the lack of infrastructure to apply for asylum at the border - have forced migrants and refugees to use more dangerous routes.

Individuals coming from Italy and apprehended by the French police in the strip have been summarily returned to Italy with a “refusal of entry” document. They have not had the opportunity to apply for asylum, nor to access interpretation or legal counselling. EU law safeguards for the return of third country nationals have not been applied.

GREECE\textsuperscript{12}
In 2019 and 2020 Greece introduced legislative changes reducing safeguards across asylum procedures.\textsuperscript{13}

In February 2020, in response to Turkey’s unilateral opening of the border, Greece strengthened border control at land and sea and the EU Border and Coast Guard (FRONTEX) deployed two rapid border intervention teams. In October 2020, more border control measures were announced including a new fence near Feres and the hiring of 400 border guards.\textsuperscript{14} In Evros, pushbacks, arbitrary detention and violence are widely reported by NGOs. Amnesty first documented them in 2013.\textsuperscript{15} The Council of Europe’s anti-torture committee (CPT) considered evidence of pushbacks at Evros ‘credible’.\textsuperscript{16}

The majority of persons enduring these violations are neither registered nor given access to asylum.

On 2 March 2020, a legislative act suspended the registration of asylum claims submitted by individuals who had entered the country irregularly for a month from 1 March. New arrivals on the Aegean islands were held arbitrarily and in substandard conditions.\textsuperscript{17} The suspension of the asylum service’s operations due to Covid-19, between March-May 2020, compounded the situation.

Pushbacks and dangerous practices by the Hellenic Coast Guard at the Aegean sea were increasingly reported by NGOs from spring 2020,\textsuperscript{18} also hindering access to asylum.

ITALY\textsuperscript{19}
Since 2016, EU states and institutions boosted the co-operation with Libya, to ensure that refugees and migrants are intercepted at sea by Libyan authorities and disembarked in Libya, circumventing the prohibition of pushbacks. People disembarked in Libya – over 60 thousand since 2016 – face arbitrary detention, torture, enforced disappearances, sexual violence, exploitation and trafficking.

Italy and EU institutions have provided Libyan maritime authorities with at least 16 speedboats and with the training of at least 477 personnel, mostly through EU naval operation EUNAVFOR MED Sophia. Italy also deployed personnel and ships in Libya to assist in the co-ordination of maritime operations and has supported the Government of National Accord in the declaration of a Libyan Search and Rescue (SAR) region. On this basis, EU states have increasingly deferred the coordination of distress calls to the Libyan authorities, knowing that these would instruct private vessels to proceed to Libya. Although even private vessels cannot lawfully disembark in Libya refugees and migrants rescued at sea, several cases of such ‘privatized pushbacks’ have been reported.\textsuperscript{20}

In a positive development, an Italian court ordered the Italian government to issue visas as a form of reparation for individuals who had been previously pushed back to Libya.\textsuperscript{21}

MALTA\textsuperscript{22}
In 2020, the Maltese government has resorted to unlawful measures to avoid responsibilities to rescue and accept the disembarkation of refugees and migrants, which increased risks to life for hundreds of them. These include pushbacks from the Maltese SAR region, delayed

\textsuperscript{11} ‘Punishing compassion’, p.34-47, Annex.
\textsuperscript{12} ‘Europe: Caught in a political game’, p. 12-15, Annex.
\textsuperscript{15} “Frontier Europe”, Annex.
\textsuperscript{16} https://rm.coe.int/1680ae6a86
\textsuperscript{17} For details see: ‘Caught in a political game’ p.13-15, Annex.
\textsuperscript{22} “Malta: Waves of impunity” in Annex.
or denied rescues, redirection of boats to Italy’s SAR region, denial of a place of safety to disembark, and arbitrary detention at sea of refugees and migrants.

SLOVENIA
In the first 10 months of 2020, thousands of people have been pushed back/deported in coordinated actions from Italy to Slovenia, Slovenia to Croatia and finally to BiH. These practices restrict access to asylum in the country. Forcible returns between Italy-Slovenia and Slovenia-Croatia happen under their bilateral readmission agreements, providing for the “informal return” of those who entered the country irregularly and did not express intention to seek asylum. Such returns must be executed within 72 hours and do not require any formal procedure. Between January and October 2020 over 1300 people were readmitted to Slovenia from Italy without having a chance to seek international protection.

Recent jurisprudence in Slovenia and Italy found returns under the bilateral readmission agreement in violation of EU law.

SPAIN
Since 2015, the special regime applied in Ceuta and Melilla allows officials to carry out “border rejections” of foreign nationals trying to enter Spain irregularly from Morocco, preventing them from accessing protection.

In February 2020, the European Court of Human Rights found that Spain’s practice did not violate the prohibition of collective expulsion, considering that asylum applications could be made at the official border crossing point, despite third party interve


tors raising issues regarding accessibility.

Relying on this judgement, Spain’s constitutional Court upheld the constitutionality of the ‘border rejections’ regime, provided that certain safeguards and conditions apply.

2. QUESTION NO. 4: “PLEASE PROVIDE INFORMATION ON ANY CONCRETE INSTANCES OF PUSHBACKS…”

CROATIA – BOSNIA AND HERZEGOVINA
In November 2019: Croatian police shot migrants and refugees trying to cross the border, injuring one of them critically.

In May and June 2020: Amnesty International and The Guardian newspaper documented a case of serious ill-treatment and torture, including severe beating and humiliations of a group of restrained men and a case of degrading treatment where migrants and refugees had their heads allegedly spray-painted with orange crosses by Croatian police.

The CoE CPT investigated the cases (report forthcoming).

In October 2020: in only one week, DRC documented dozens of pushbacks, involving severe beatings, torture and a sexual assault against groups of migrants and refugees from Bangladesh, Afghanistan and Pakistan.

CYPRUS
On 20 March the Cyprus Coast Guard was reported pushing back a boat carrying 175 Syrian refugees. Further incidents were reported in


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GREECE38

**February - March 2020.** Amnesty International interviewed 23 men and women summarily returned after crossing into Greece in the first week of March 2020. 15 men said that they had suffered beatings. 15 people said that they were held after being apprehended and deprived of possessions. None had been given an opportunity to seek asylum during their detention.

A Syrian woman, referred to as ‘Fatma’ in the report, is missing and presumed dead after, according to her husband’s testimony, Greek soldiers fired shots towards her as she attempted to reach her children on the Greek side of the river Evros on 29 February 2020. 39

Through ongoing research, Amnesty has documented new incidents of pushbacks at the Evros river occurred in the last six months of 2020. Testimonies point to widespread use of illegal practices by the Greek forces, often accompanied by the tactics described above. The information collected is consistent with findings reported by other NGOs and actors, suggesting a pattern of violations. 40

**ITALY41**

Since 2016 over 60 thousand people have been intercepted at sea by EU-supported Libyan authorities and disembarked in Libya.

In other instances, Italian-flagged private vessels disembarked in Libya people they had rescued at sea. One such case, on 30 July 2018, involved the commercial vessel Asso Ventotto, which disembarked in Libya 101 people it had rescued in international waters, upon instructions of the Libyan Coast Guard. Legal proceedings in this case are ongoing in Italy. 42

**MALTA43**

The **El Hiblu 3 case.** In March 2019, the authorities arrested and prosecuted three teenage individuals on suspicion of having hijacked the ship which, after rescuing them and over 100 others, tried to take them back to Libya. Pending a formal indictment, they have been charged with serious offences, including under anti-terrorism legislation. Had they and the other rescued people not protested to be taken to a place of safety, they would have been disembarked in Libya. 44

**Redirections to Italy.** In some cases, Maltese authorities redirected boats found in the Maltese SAR region towards Italy, instead of proceeding to their rescue and disembarkation in Malta. One such case, involving one boat departed from Libya on 9-10 April 2020, was confirmed by the Italian Foreign Ministry. Prosecutors in Italy have opened an investigation into facilitation of irregular migration in two such cases, involving two boats that reached Sicily on 12 and 13 April.

**The “Easter Monday” case.** On 15 April 2020, 51 people - part of a group of reportedly 63 who had left Libya on 9 April – were rescued in Malta’s SAR region by a Libyan flagged vessel, unlawfully returned to Tripoli and subsequently placed in detention. On arrival, five people were dead and seven more were reported missing at sea. Maltese authorities confirmed having coordinated the operation. Although Maltese, Italian, and Libyan authorities and Frontex were aware of the distress situation of that group since 10 April, rescue operations were only initiated between 13-14 April. In November 2020 the survivors, and the families of some of the victims, initiated court proceedings in Malta to be given asylum there and reparation.

**Arbitrary detention at sea:** Between 30 April and 6-7 June 2020, Maltese authorities confined about 425 people, rescued by or under the coordination of Maltese authorities, on ferry boats outside territorial waters. Access of lawyers, NGOs, UNHCR was prevented. The Prime Minister of Malta maintained that “ferry boats were used as a quarantine area”, however the holding of refugees and migrants on the ferry boats was never devised as a form of quarantine. In fact, to Amnesty International’s knowledge, no end date was ever set for the detention of those rescued and no legal grounds ever articulated, making the measure an unlawful deprivation of liberty.

NGO Alarm Phone documented further incidents of pushbacks and delayed rescues in March 2020 and October 2019.

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38 “Caught in a political game”, p. 7-9, Annex.
39 Ibid. p. 9. The woman’s real name, Nadera Almonla, has later been made public including through a social media campaigned joined by Amnesty International: https://twitter.com/amnesty/status/1270024331226230784.
40 Research forthcoming.
41 ‘Between the devil and the deep blue sea’, p. 20-21, Annex.

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3. QUESTION NO. 6: “[…] CHALLENGES AND/OR OBSTACLES FACED BY GOVERNMENTAL INSTITUTIONS OR CIVIL SOCIETY ORGANIZATIONS […]”

CROATIA

From 2017, individuals and groups providing support services to refugees and migrants came under attack by the Ministry of Interior (MoI) through attempts to publicly defame and delegitimize the organizations’ work by accusing them of facilitating illegal migration and linking their activities with smuggling. Volunteers and activists have been intimidated, harassed, held by police without formal charges and threatened with criminal prosecution for speaking out about police violence.

In 2018 and 2019 the Government ended its cooperation with NGOs Center for Peace Studies (Centar za mirovne studije, CMS) and Are You Syrious (AYS), previously involved in migration-related activities.

In April 2018, the MoI pressed misdemeanor charges against an AYS volunteer who was assisting a family in applying for international protection.

Croatian authorities have also repeatedly denied the Office of Ombudsman access to migration-related information.

The MoI has not investigated the reports and, except for two minor cases, no disciplinary or criminal charges were filed against police officials or units accused of hundreds of documented violations against migrants and refugees. The Public attorney has not opened any investigations based on the number of complaints lodged by local NGOs, most notably the CMS.

FRANCE

In France, authorities have targeted human right defenders through smear attacks, police intimidation, court proceedings – often misusing the already flawed law on facilitation of irregular entry – and harassment, imposing undue restrictions to the right to defend human rights and violating the freedom of expression, association and assembly. While in Northern France authorities have hampered aid delivery through routine identity checks, fines and other forms of police harassment, at the French-Italian border authorities have abused security and counter-terrorism measures to crack down on solidarity.

GREECE

In various occasions Greece used anti-smuggling legislation against NGOs working in SAR or other activities. Three members of the Rescue NGO Proem-Aid, and two of the NGO Team Humanity, were accused of attempted human smuggling and acquitted in 2018.

The criminal proceedings against rescuers Sarah Mardini and Séan Binder, accused in 2018 of charges including facilitating the smuggling of migrants, remain pending to date. In October 2020, criminal charges related to smuggling and other offences were announced against 33 NGO members.

In April and September 2020, the country introduced rules that severely limit NGOs’ ability to work on migration and asylum and access official camps, in violation of freedom of association.

In October and November, independent refugee shelters were closed.

ITALY

Italy and Malta have engaged in a systematic criminalization of SAR NGOs in the central Mediterranean since 2017.

34, Annex.
36, Annex.
37, Annex.
38, Annex.
39, Annex.
40, Annex.
A code of conduct imposed by Italian authorities on SAR NGOs, in July 2017, has been used by prosecutors to strengthen criminal accusations and support criminal cases against NGOs. Several criminal investigations remain open against NGOs, including one involving charges of facilitation of irregular migration against the crew of the *Iuventa*.

Administrative procedures, including the seizing of ships, have also been used to hamper rescue NGOs activities. One case for alleged abuse of administrative powers to seize the *Sea-Watch 3* and the *Sea-Watch 4* was recently referred to the European Court of Justice.

At the same time, it is positive that recent rulings, including the one by the Italian Court of Cassation in the case involving the captain of the *Sea-Watch 3* Carola Rackete, have reaffirmed the duty to save lives at sea and the need to take into account the defense of state of necessity when examining NGOs activities.

**MALTA**

Maltese authorities refused to allow NGOs to disembark in or leave from Maltese ports on several occasions and took steps to obstruct their activities. In June 2018, Maltese authorities opened a criminal investigation against the captain of the Lifeline’s rescue vessel claiming that he had entered Maltese waters with a ship that had not been appropriately registered in its flag state and impounded it. An initial conviction was overturned in January 2020.

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54 “Italy: Crew of rescue ship face 20 years in jail on third anniversary of smuggling investigation”, Annex.
56 “Punishing Compassion”, p. 70-73; Annex.
Annex

Balkans (Bosnia – Croatia – Slovenia)

France

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