

HUMAN RIGHTS INFRINGEMENTS FACING REFUGEES AND DISPLACED PEOPLE IN BELGIUM

ACKNOWLEDGEMENTS

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INTRODUCTION

AHEAD OF THE CONSIDERATION OF THE SIXTH PERIODIC REPORT SUBMITTED BY BELGIUM ON 15 OCTOBER 2019 AT THE 127TH SESSION OF THE HUMAN RIGHTS COMMITTEE. REFUGEE RIGHTS EUROPE (RRE), IN **COLLABORATION WITH LA** PLATEFORME CITOYENNE **DE SOUTIEN AUX RÉFUGIÉS** AND OTHERS. SUBMITTED A **VERSION OF THIS REPORT TO** THE UNITED NATIONS.

The following report is an updated and expanded version of our evidence submission, based on Refugee Rights Europe's independent field research investigating and documenting the treatment of asylum seekers and refugees in Belgium during

2018, as well as desk research, evidence and input from La Plateforme Citoyenne de Soutien aux Réfugiés, Vluchtelingenwerk Vlaanderen, and Refugee Community Kitchen.

The civil society actors that have contributed to this updated and expanded version of the report represent a diverse range of sectors and organisational structures: from national and international NGOs to small volunteer-based aid groups and grassroots organisations. These organisations, many of which are operating on the frontlines of the refugee situation within Belgium, are intimately familiar with the reality of life within the labyrinthine and often inhumane asylum system that is in place there.

THIS REPORT FINDS EVIDENCE OF THE SWEEPING **HUMAN RIGHTS VIOLATIONS OCCURRING AGAINST DISPLACED PEOPLE AND REFUGEES.**

There are well over 1000 displaced people in Brussels, including families and unaccompanied minors. Many people are effectively homeless with no guarantee of shelter, whilst others are living in refugee camps. The state is failing to provide adequate food distributions to displaced people in

Belgium, with NGOs and volunteers attempting to fill these gaps as far as possible; although if someone is missed then it is likely that they will not eat on that day.

The asylum process is Belgium is usually very long, and there is a widespread lack of access to information and support in making an asylum claim, which appears to be endemic throughout the community in displacement in Brussels. This protracted state of limbo can have a catastrophic effect on the physical health and mental wellbeing of the people involved, some of whom said they were actually unaware of their right to apply for asylum. There are also alarming reports that incorrect information has been circulated that seems to be designed to deter people from claiming asylum in Belgium. Any information that is made available will not necessarily be presented in an accessible language or format, rendering it useless to many of the people who need it. Interpreting services when provided have been wholly inadequate in many reported cases of individuals attending interviews in connection with their asylum





Belgium can be shown to have violated the international principle of non-refoulement on several occasions, and there are ongoing reports that this practice continues. As well as the forced returns of people who are thought to have subsequently faced violence and risk-to-life, deportations are also reported to have been made to countries that are known to carry out the practice of refoulement, putting even more lives at risk.

IMMIGRATION DETENTION IS REPORTEDLY A COMMON AND WIDESPREAD PRACTICE WITHIN BELGIUM, DESPITE THE FACT THAT IN LAW, THIS SHOULD ONLY OCCUR WHEN THE ALTERNATIVES HAVE BEEN EXHAUSTED.

Conditions within detention facilities are also of grave concern, with reports of pregnant women as well as people with medical conditions and mental health issues being placed in detention without access to adequate care. There are reports of officials using racist language towards individuals and an overall lack of privacy, along with limited access to sanitation facilities in some cases.

Poor quality food that may be insufficient in quantity or portion size has also been widely

reported within detention facilities in Belgium.

There is a common feeling amongst minors in displacement in Brussels that the asylum process is lengthy and confusing, which leaves them living in an indefinite state of uncertainty. Children are legally exempt from being placed in immigration detention, however their age is frequently disputed by officials, in which case they will face being detained as adults. There are alarming reports that young people presenting as minors are facing a presumption of adulthood, and it has further been alleged that some children are being arbitrarily placed in detention without having their age verified at all.

When children are placed in reception centres that are designed to accommodate minors and are considered to be separate from adult detention facilities, they reportedly face overcrowding, cultures clashes, language barriers and even violence in some cases.

Police treatment of people in displacement is also a serious concern. There are reports of beatings taking place in public areas as well as at the police station following arrest. Inhumane treatment has also been recorded, including the use of aggressive

tactics in removing people from their sleeping spaces and confiscating personal possessions.

ARBITRARY ARRESTS, THE INJECTION OF SEDATIVE DRUGS WITHOUT CONSENT AND EXCESSIVE PHYSICAL FORCE EMPLOYED DURING FORCED REMOVALS HAVE ALL BEEN REPORTED.

Overall, the findings of this report suggest that displaced people in Belgium continue to be confronted by a hostile environment, that is characterised by uncertainty, violence and neglect. In order that their human rights are upheld, this report concludes with a set of urgent recommendations that should be implemented on both national and EU levels.

LIVING CONDITIONS

IN MID-2019, IT WAS ESTIMATED BY GROUPS OPERATING ON THE GROUND THAT THERE WERE BETWEEN 1.000 AND 1.200 DISPLACED PEOPLE IN THE BELGIAN CAPITAL CITY OF BRUSSELS. POSSIBLY MORE. INDIVIDUALS **WERE PREVIOUSLY ABLE TO SEEK SHELTER IN THE GARE** DU NORD TRAIN STATION. **HOWEVER THIS PLACE OF** REFUGE IS REGULARLY EVICTED. WITH DISPLACED PEOPLE BEING DRIVEN AWAY WITH NOWHERE ELSE TO GO.

It is estimated that there are around 800 people sleeping around the Maximillian Park area. Around 350 are hosted within a large camp that is managed by Plateforme Citoyenne de Soutien aux Réfugiés, with a further 250

people including families living in a smaller camp and around 100 people sleeping outside of these unofficial camps. As a result, several small camps are now dotted around the city in places such as Namur and Liege, whilst citizens have also stepped in to house refugees in their homes, mainly through the invaluable work of the Plateforme Citoyenne de Soutien aux Réfugiés.

There is no daily state provision of food for destitute displaced people in and around Brussels. Hence, and in line with a common trend that has emerged across Europe, it is the grassroots organisations that have stepped in to fill this aid gap in Belgium. Calais-based organisation Refugee Community Kitchen (RCK) make weekly trips to Brussels in order to distribute food, and report as follows:

> "At the moment no one serves food in Brussels on a Thursday, which is why we need to be there each week to fill that slot. The numbers that we see in Brussels tend to be around 800-900 each week but it's estimated that there are anything between 1,000-1,200 displaced people in Brussels, possibly more." (RCK volunteer)

Another organisation, called Deux Euros Cinquante, works in Belgium amongst other European locations, primarily serving food to help to fill the gap that is being left by the authorities. Other groups, such as Serve the City, Cuistots Solidaires and Hope Forever, as well as some citizen led initiatives, including Groupe Citoyen 'Solidarité avec les Réfugiés de la Gare du Nord.

THE EXPERIENCES OF RCK VOLUNTEERS CONCUR WITH THE EVIDENCE PRESENTED BY REFUGEE RIGHTS EUROPE IN THEIR 2018 REPORT, WITH 72.6% OF RESPONDENTS TELLING RESEARCHERS THAT THEY WERE NOT GUARANTEED SUFFICIENT ACCESS TO FOOD EVERY DAY. WHILST THE MAJORITY RELY ON HANDOUTS FROM VOLUNTEER GROUPS. THIS DOES NOT FILL THE GAP SUFFICIENTLY. PEOPLE ALSO TOLD RRE THAT IF THEY MISSED THE DISTRIBUTION BY THESE **VOLUNTEER GROUPS. THEY WOULD THEN NOT EAT** ALL DAY.2



https://refugeerights.org.uk/wp-content/uploads/2018/09/RRE_LeftInBetween.pdf



ACCESS TO INFORMATION AND ASYLUM

A KEY AREA OF CONCERN FOR DISPLACED PEOPLE IN **BELGIUM APPEARS TO BE** THE LACK OF ACCESS TO INFORMATION AND ACCESS TO THE ASYLUM PROCEDURES.

With regard to access to asylum, the application procedure is a very long process, which sometimes lasts for several years. People are left to wait in open centres, where some individuals report to local organisations that they feel as if they have been forgotten. La Plateforme reports a case in which several people were left waiting for more than a year and had still not been invited for their initial interview. Fedasil has reported several times that the lack of personnel leads to long asylum procedures and a saturated reception network. Apart from the long duration of the procedure, the lack of information and guidance should be highlighted here; some asylum seekers are reportedly only seen by their lawyers for half-an-hour, usually a few days before their second interview. Reportedly, at the beginning of the decade,

several funding cuts meant that social service staff numbers were reduced, which in turn has led to challenges in the adequate follow-up of asylum cases. Interpretation services for the interviews also represents a major challenge. Reportedly, these services are not always adequate, for instance in the case of Arabic speakers, dialectical differences are not always taken into account, meaning that a Sudanese individual might receive a Syrian interpreter, who accordingly may not understand everything that is being said.

IN PRACTICE, DURING A PERIOD LASTING FOR SEVERAL WEEKS FROM 22ND OF NOVEMBER 2018 **ONWARDS, ONLY A FEW DOZEN APPLICATIONS** WERE ACCEPTED, WITH WOMEN TRAVELLING ALONE, MINORS AND FAMILIES BEING GIVEN PRIORITY, WHICH MEANT THAT NO MEN WHO WERE TRAVELLING ALONE WERE ABLE TO APPLY FOR

On the issue of access to information, when Refugee Rights Europe interviewed 118 displaced people during June 2018 in and around Maximilian Park, it was found that displaced people in Brussels had very little access to information on how to change their situation and on the European asylum system generally, which obstructs them from finding constructive solutions to the precarious situation in which they currently find themselves 3

A WORRYING 79.8% OF RESPONDENTS DID NOT HAVE ACCESS TO INFORMATION ABOUT THEIR

RIGHTS AND OPPORTUNITIES, WHILST 75.2% STATED THAT THEY WERE UNABLE TO ACCESS INFORMATION ABOUT EUROPEAN IMMIGRATION AND ASYLUM RULES. INCLUDING INFORMATION ABOUT FAMILY REUNION. FOR EXAMPLE. THE BELGIAN **GOVERNMENT HAS ADMITTED TO DISTRIBUTING** LETTERS DISCOURAGING IRAQI AND AFGHAN NATIONALS FROM APPLYING FOR ASYLUM.4

Moreover, the government allegedly launched a communications campaign on a major social network that attempted to dissuade asylum seekers from coming to Belgium, claiming that they would be arrested or deported to their country of origin if they did, without any mention of the right to seek asylum.5 Grassroots organisations on the ground report that they are often astounded by the severe lack of information that individuals actually have access to, and this applies to both asylum-seekers and those without status. Many individuals with whom La Plateforme made contact with in Maximilian Park are unaware of the possibility of asking for asylum in Belgium. With the exception of the support provided by aid associations and volunteers, the only information individuals have access to is that provided by police officers at the time of arrest, or by social workers in detention centres, who appear to be encouraging 'voluntary returns' under the Dublin Regulation or even back to the country of origin. However, more recently, in October 2019, Fedasil launched an info website available at www. fedasilinfo.be, with information available in 12 languages, 8 of which include an audio version.6



- 3. Refugee Rights Europe, Left in Between, 2018: https://refugeerights.org.uk/wp-content/uploads/2018/09/RRE_LeftInBetween.pdf. Hereinafter, 'Left in Between'
- ^{5.} See for example NVA, October 2018: https://francais.n-va.be/actualite/une-campagne-sur-facebook-deconseille-aux-transmigrants-de-venir-en-belgique
- 6. https://www.fedasil.be/en/news/awareness/fedasil-launches-website-asylum-seekers

SAFETY AND NON-REFOULEMENT

THERE APPEARS TO BE THE **COMMON AND CONSTANT** FEAR AMONGST DISPLACED PEOPLE IN BELGIUM OF BEING REMOVED TO ANOTHER **EUROPEAN COUNTRY UNDER** THE DUBLIN REGULATION. AND/OR BEING DEPORTED TO THEIR COUNTRY OF ORIGIN. **DESPITE THE INTERNATIONAL** NON-REFOULEMENT PROVISION WHICH PROHIBITS STATES FROM RETURNING **ASYLUM SEEKERS TO PLACES** WHERE THEIR LIVES AND SAFETY WOULD BE AT RISK.

For instance, in Brussels in September 2017, the Belgian authorities detained 99 Sudanese nationals, 47 of whom they aimed to return to Sudan,

with the remaining 52 to be returned to the EU country where they were first registered. Ultimately, nine Sudanese individuals were forcibly returned to Khartoum, where they were allegedly detained and subjected to beatings by the Sudanese authorities.7

Similarly, according to a 2018 report by Amnesty International,8 Belgium has violated the principle of non-refoulement in the following ways:

- The individuals who are returned might have come from conflict areas, and those returned were subjected to ill-treatment;
- The Belgian authorities conducted only 'summary reviews' of the risks to the detained upon return, rather than a thorough analysis;
- The Belgian authorities invited Sudanese officials to interview and identify individuals who may have needed international protection; and in at least two cases granted them access to sensitive information without properly considering the risks to these people upon return.





- AIDA, Belgium National Country Report, Update 2017, pp. 96-97
- https://www.amnesty.org/en/documents/eur14/7811/2018/en/
- AIDA, Belgium National Country Report, Update 2017, pp. 96-97
- 10. https://www.skmr.ch/frz/domaines/migration/nouvelles/refoulement-somalie.html
- $Case study provided by representative from La Plateforme Citoyenne de Soutien aux Réfugiés. See also: \\https://france3-regions.francetvinfo.fr/nouvelle-aquitaine/correze/mobilisation-representative from La Plateforme Citoyenne de Soutien aux Réfugiés. See also: \\https://france3-regions.francetvinfo.fr/nouvelle-aquitaine/correze/mobilisation-representative from La Plateforme Citoyenne de Soutien aux Réfugiés. See also: \\https://france3-regions.francetvinfo.fr/nouvelle-aquitaine/correze/mobilisation-representative from La Plateforme Citoyenne de Soutien aux Réfugiés. See also: \\https://france3-regions.francetvinfo.fr/nouvelle-aquitaine/correze/mobilisation-representative from La Plateforme Citoyenne de Soutien aux Réfugiés. See also: \\https://france3-regions.francetvinfo.fr/nouvelle-aquitaine/correze/mobilisation-representative from La Plateforme Citoyenne de Soutien aux Réfugiés. See also: \\https://france3-regions.francetvinfo$ contre-expulsion-pirate-somalien-menace-mort-son-pays-1668819.html

In February 2018, the Commissioner General for Refugees and Stateless Persons (CGRS) issued a report following a general inquiry into the above events, which concluded that it could not determine whether torture or inhuman and degrading treatment had occurred following the forced returns. However, it did conclude that Article 3 of the European Court of Human Rights had been insufficiently upheld and thus proposed recommendations, which are currently under consideration.9

DESPITE THE EUROPEAN COURT OF HUMAN RIGHTS' STIPULATION THAT EXTREMELY RIGOROUS STANDARDS BE MAINTAINED WHEN CONTEMPLATING A FORCED RETURN TO SOMALIA, 10 THERE ARE ALARMING REPORTS OF THE BELGIAN **AUTHORITIES SEEKING TO RETURN FAILED ASYLUM** SEEKERS WHO WOULD THEN FACE ALMOST CERTAIN DEATH.

A recent case involves three failed attempts at the return of a young Somali boy, the most recent of which was thwarted when passengers on his flight from Istanbul to Djibouti refused to board the plane upon learning of the young man's credible fears.11

According to representatives from La Plateforme Citoyenne de Soutien aux Réfugiés, Belgium deports individuals to countries that frequently engage in refoulement, such as France, the Netherlands and Sweden. In addition, there are examples of endless and perverse cycles of deportations under the Dublin III Regulation, as evidenced by the following case study provided by the online information platform Getting the Voice Out:

> "S. arrives in Italy and is sent to Switzerland as part of the European resettlement plan. His asylum application in Switzerland has been rejected. He continues his way to Belgium. On his way to enquire about a possible asylum application in Belgium, he was arrested at Brussels-Midi station and brought to a closed centre. Fifteen days later he is sent back to Switzerland without being able to warn anyone and is then deported to Italy. He returns to Belgium and goes to the Office des étrangers on 28 June 2019 to register. He is told to come back in a month. On 22 July 2019 he goes back to the Office des étrangers. From the moment he sets foot there, no more news... disappeared! Appeal to find him has been made but unsuccessful in all centres. On 27 July 2019, five days later, he tells us that he has been released from a prison in Rome!"12

As recently as 28 August 2019, there has been the tragic case of an Iraqi man who was found dead in the North Sea after reportedly applying for asylum in Belgium and being rejected at least five times.13 Overall, the lack of information and complex asylum procedures have an extremely damaging impact on the emotional and psychological wellbeing of asylum seekers, as evidenced by the following case study:

> "I prefer to die in my country over this life in Belgium" says my M. who is once again locked up in a closed centre. His face is drawn. As if something is eating him up inside. I saw him only five days ago but nevertheless, I almost don't recognise him. He barely looks at me and his hand squeezes mine so hard that I can feel the bones in my fingers. As soon as we sit down, he announces that he wants to ask to be sent back to Sudan. There, he would be put in prison where at last, Allah Karim, he might not have to worry any more. Not at all. For once, in front of him, I do not succeed to



hide my tears. They fall on the formica table, in the canteen where the visits take place. Over the course of a year-and-a half, he has become a bit like a son to me. He bends forward towards me to try and catch my tears before they hit the table, where he will eat tonight. At the end of the visit, he promises that he will not do anything until we have spoken to the solicitor. I know he is doing this for me. He does not like to see me cry."14

http://www.gettingthevoiceout.org/repeated-deportations-19082019/

Standaard, August 2019: https://www.standaard.be/cnt/dmf20190827_04577703

Case study provided by representative from La Plateforme Citoyenne de Soutien aux Réfugiés.17. Witness testimony, 23rd March 2019

IMMIGRATION DETENTION AND POLICE VIOLENCE

THE USE OF IMMIGRATION DETENTION. ALONG WITH THE **CONDITIONS AND TREATMENT** WITHIN DETENTION **FACILITIES. APPEAR TO BE** TWO VERY CRITICAL ISSUES FACING DISPLACED PEOPLE IN BELGIUM.

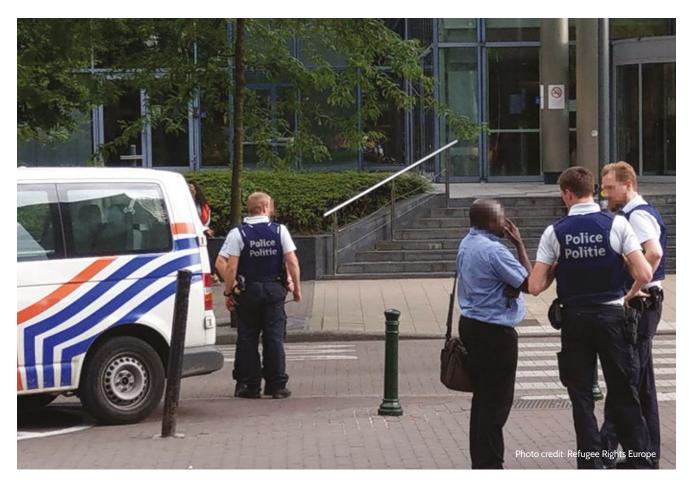
By way of context, two laws underpin the detention of migrants and the conditions in detention centres: the Entry, Stay, Settlement and Removal of Foreign Nationals law or 'Aliens Act' (1980); and the Reception Act (2007).15 Article 7 of the Aliens Act permits the detention of foreign nationals 'unless other

sufficient but less coercive measures can be applied effectively'. Removal orders can be issued to foreign nationals who are staying in the country irregularly, pose a threat to public order and security,16 have been readmitted to Belgium or are about to be removed,¹⁷ present false information regarding their situation to authorities or are awaiting the fulfilment of a removal order and are considered likely to impede the fulfilment of that order.¹⁸ Under Article 74(5), foreigners can be placed in detention for unauthorised entry at the border by border officials. Asylum seekers who have had a claim rejected can be detained, as well as those who are being investigated under the Dublin Regulation, in order to prevent them from 'absconding'.19

ACCORDING TO VLUCHTELINGENWERK VLAANDEREN. THE TIME LIMIT FOR DETENTION UNDER BELGIAN LAW IS SIX MONTHS. WITH AN EXTENSION OF UP TO EIGHT MONTHS IN CASES WHERE THE INDIVIDUAL IS DEEMED A DANGER

TO HIMSELF OR TO SOCIETY. THE MAXIMUM PERIOD PERMITTED UNDER EUROPEAN LAW IS 18 MONTHS.²⁰ HOWEVER. THIS TIME LIMIT CAN EASILY BE EXCEEDED IF THE NATURE OF THE INDIVIDUAL'S CLAIM CHANGES. IF. FOR EXAMPLE. AN INDIVIDUAL DECIDES TO LODGE AN ASYLUM CLAIM IN LIEU OF REPATRIATION, ANY TIME THEY SPENT IN **DETENTION DURING THE REPATRIATION DECISION WOULD NOT BE COUNTED AGAINST A TOTAL PERIOD** OF 18 MONTHS IN DETENTION, EFFECTIVELY, THE **CLOCK STARTS OVER.**

The Aliens Act prohibits detention within a closed centre of families travelling with minor children. Instead, they must be placed in facilities with conditions that 'meet their needs', although these conditions are not currently defined by law.²¹ Until recently, in unique circumstances, for example if the family fled from the return home, limited detention of 14 days was permitted with the possibility of an additional 14-day extension.



- 15. https://www.globaldetentionproject.org/countries/europe/belgium
- Article 52(4)
- Articles 7(9) and 7(10)
- Articles 27(3) and 74(6) respectively.
- https://www.globaldetentionproject.org/countries/europe/belgium
- 20. Article 15, Directive 2008/115/EC of the European Parliament and of the Council of 16 December 2008 on Common Standards and Procedures in Member States for Returning Illegally Staying Third-Country Nationals
- 21. http://www.asylumineurope.org/sites/default/files/resources/181205_myriadoc_detention_2018.pdf

On 14 August 2018, a single mother and her four children were detained for 28 days, the maximum period, before being transferred to a 'return home'. After subsequently leaving the return home, the family was again placed in detention. Only on 9 October were they released, a period which amounted to more than 50 days of detention in the family units.22

BETWEEN AUGUST 2018 AND JANUARY 2019. A TOTAL OF 19 CHILDREN WERE DETAINED WITH THEIR FAMILIES IN CLOSED FAMILY UNITS.²³ FOLLOWING A RULING OF THE COUNCIL OF STATE. THE BELGIAN STATE COUNCIL SUSPENDED THIS PRACTICE IN APRIL 2019.24

Unaccompanied minors are the only group exempt from detention by law. In accordance with the Reception Act, unaccompanied minors apprehended at the border are to be transported to Observation and Orientation Centres (OOC) for unaccompanied children. However, this only applies to unaccompanied minors whose age claims have not been disputed, leaving many children at risk of being unlawfully detained in Belgium.²⁵ A representative from Vluchtelingenwerk Vlaanderen asserted that "these classic age tests are really quite

inconclusive.26 They are based on outdated science and the individuals don't enjoy the benefit of the doubt. They are presumed adults until proven otherwise".27 A 17-year-old boy from Somalia detailed his experience with the stateadministered age test in a report for UNICEF:

> "As regards age, it's not a fair situation; no one knows, except our parents. I was 16 when I arrived, I'm sure of my age, they told me 'you're 18' and it's written 18 in the letter. I think this method isn't fair, I find it difficult that someone else is telling you how old you are. The fact that we don't receive any explanation about the results makes it all very difficult to understand."28

In August 2015, the Belgian authorities began to exempt from detention asylum applicants with a high chance of receiving protection status, e.g. Syrian nationals and those with particular vulnerabilities, assigning them instead to special NGO reception sites.²⁹ However, no vulnerability assessment is carried out before detaining asylum seekers at the border or within Belgium. According to Vluchtelingenwerk Vlaanderen in its report

for the Asylum Information Database, "organisations visiting detention centres have reported pregnant women and persons with mental and physical health conditions inside detention centres, without adequate access to healthcare".30

WHILST ARTICLE 7 OF THE **ALIENS ACT STIPULATES THAT DETENTION SHOULD BE USED ONLY WHEN LESS COERCIVE** MEASURES ARE EXHAUSTED. **JUDGES WHO OVERSEE CASES** OF MIGRANT DETENTION **ARE LIMITED TO CHECKING** WHETHER DETENTION IS STRICTLY LEGAL.31

They are not tasked with determining whether the vulnerability of the detainee was taken into consideration or whether alternatives existed. This limited mandate stands in contrast to that of the same



- 22. AIDA, Belgium National Country Report, 2018 Update, p. 97. See also Myria, 'Myriadoc 8: Retour, détention et éloignement, December 2018': https://www.myria.be/files/181205_Myriadoc_ de%CC%81tention_2018.pdf, p. 43.
- 24. Information provided by Vluchtelingenwerk Vlaanderen. https://www.vluchtelingenwerk.be/nieuws/raad-van-state-beslist-dat-kinderen-niet-meer-opgesloten-mogen-worden; http://www.raadvanstate.be/arr.php?nr=244190
- http://www.asylumineurope.org/reports/country/belgium/detention-asylum-seekers/legal-framework-detention/detention-vulnerable and the second second
- Ibid.
- Personal communication with representative from Vluchtelingenwerk Vlaanderen.
- UNICEF Belgium, What Do You Think? The Voice Of Migrant And Refugee Children Living In Belgium, 2018, p. 70: https://emnbelgium.be/publication/what-do-you-think-voice-migrant-andrefugee-children-living-belgium-unicef. Hereinafter: 'What Do You Think?'.
- AIDA, Belgium National Country Report December 2015, p. 62.
- AIDA, Belgium National Country Report 2018 Update, p. 98.
- As stipulated in Art. 72(2) of the Aliens Act.

judge in reviewing the detention of a Belgian national in prison. As noted by a representative from Vluchtelingenwerk Vlaanderen:

> "You can come before the same judge but in one case the judge can take into consideration your health and the opportunities to avoid detention. In immigration cases, the same judge can only check the legality-whether it was made in the right manner, whether the articles were followed, even though the law stipulates that detention should only occur if all other options are exhausted."32

During interviews with displaced people conducted by RRE in Brussels in 2018, 54% of respondents reported having been arrested or detained during their stay in Belgium. A large percentage of these people had been subjected to physical and verbal abuse by the police. This often took the form of intimidation tactics, in an attempt to uproot people from their sleeping places. Respondents also stated that the police frequently confiscated their belongings, including shoes, clothes, money and phones.33 Moreover, some participants claimed to have been injected with sedatives or asked to strip off their clothing in an underground room with very cold temperatures.

Some respondents were under the impression that the police can arrest and detain 'without reason". A number of interviewees stated that individuals sometimes provide false names when detained due to fear. This leads to further complications as local charities



and friends are thus unable to trace and help them once they are detained.34

ONE SUDANESE MINOR TOLD RESEARCHERS THAT HIS BROTHER HAD BEEN DETAINED FOR APPROXIMATELY FOUR MONTHS. HE DID NOT KNOW WHERE HIS BROTHER WAS BEING HELD OR HOW HE **COULD CONTACT HIM.**

A 16-year-old Eritrean similarly described that he had witnessed the Belgian police detaining people in unknown locations and that people could go missing for several weeks and sometimes months. This was confirmed by numerous Sudanese respondents. Other interviewees added that when the police release individuals from detention, they often do this at night and in locations that are far away from the Brussels city centre,35 leaving them in an extremely vulnerable situation.

Furthermore, RRE also received disconcerting reports of some unconventional forms of abuse. For instance, respondents claimed that police would sometimes inject refugees at the police station with sedatives that caused side-effects in the aftermath, such as mental health issues and prolonged drowsiness. Individuals were issued with no medical records of what substances had been injected and those administering the doses did not check whether they might be allergic or intolerant to the drugs, which raises serious health and safety concerns. A 26-year-old Sudanese man recounted his interaction with the police: "I got beaten by police when I was in the station and in

the park." Other respondents, including female interviewees, reported that the police had taken them "underground" and made them take off their clothes. One 17-year-old Eritrean girl had allegedly been arrested, placed in handcuffs and made to 'go underground' where she faced very cold conditions.36

A 16-YEAR-OLD ERITREAN BOY SIMILARLY COMMENTED ON THE EXTENT OF POLICE VIOLENCE, REPORTING THAT HE HAD BEEN 'GRABBED' BY POLICE AND THAT TWO OF HIS FRIENDS HAD BEEN DETAINED WHILST WALKING TO THE TRAIN STATION.

The local host of a group of young Ethiopian asylum seekers recounted an episode of police violence endured by one of her wards:

> "About twelve days ago, he found himself without a ticket on board a train with four friends. Following a ticket inspection, three policemen in plain clothes arrived. The young people were taken to the toilets, where they had to take turns undressing themselves - permitted only to keep their underwear on - while their clothing was 'searched'. One of the policemen found a small kitchen knife in A.'s pocket. He grabbed him by the throat and started to strangle him. A. explained to me that he could not breathe. Then, the policeman hit him by the mouth with his fist and told him "if I see you again, I will kill you".37

^{32.} Personal communication with representative from Vluchtelingenwerk Vlaanderen.

^{33.} RTBF, September 2018: https://www.rtbf.be/info/societe/detail_deux-policiers-flamands-accuses-de-vol-d-argent-sur-un-migrant?id=10015868

^{34.} Refugee Rights Europe, Left in Between, p. 18.

^{35.} Ibid.

^{36.} Ibid, p. 16.

^{37.} Case study provided by La Plateforme Citoyenne de Soutien aux Réfugiés.



According to Belgian law,38 individuals subject to detention should have access to free legal assistance for the judicial review of the detention decision. However, according to AIDA, reporting in 2018, aside from the closed centre in Vottem and Brugge:

> "(The) centres have no first-line legal assistance service 39 and the assignment of a lawyer depends entirely on the social services in the centre. The "Transit Group" coordinates a system of regular visitors that monitors migrants entering detention, provides them with free first-line advice and refers them to an NGO for more specialised assistance if necessary. In practice, asylum seekers are often referred to inexperienced lawyers... The system organised by the law does not offer sufficient means to enable lawyers to specialise themselves in migration and asylum law. This creates a structural shortage of qualified legal aid."40

There are concerning reports of detainees being unaware of their right to free legal representation. According to La Plateforme Citoyenne de Soutien

aux Réfugiés, when this right is invoked, certain pro bono lawyers will accept cases, but ultimately fail to represent their clients. Reportedly, some officials working in the detention centres fail to accurately share detainees' information with lawyers. Still more alarming are accounts of detainees being intentionally fed misinformation to prevent them from invoking their rights, including being told that recourse to a lawyer prolongs detention, that lawyers share their clients' information with the police, or that recourse to a lawyer can only be invoked after five days in detention, when in fact detainees have five days to challenge their detention under Belgian law.41

AFTER BEING DETAINED. ASYLUM SEEKERS ARE INFORMED IN WRITING OF THE DETENTION DECISION. THE REASON FOR THEIR DETENTION AND THE ABILITY TO LODGE AN APPEAL. HOWEVER. THE REASONS GIVEN FOR DETENTION ARE OFTEN GENERALISED, AND TRANSLATION OF THE DECISION IS NOT REQUIRED BY LAW.

In some centres, detainees can request interpreters.⁴² Owing to the complex linguistic, administrative and geographical context in Belgium, NGOs report that pro bono lawyers are frequently

unable to appeal before the relevant courts. As a result, the practice of challenging detention occurs infrequently.43

Access to medical care varies among the detention centres and depends largely on the medical infrastructure and the doctor in place. There are reports of limited care available for individuals with mental health issues.44 In 2018, inadequate conditions at the detention centre 127 Bis contributed to the decision by four police unions to go on strike. According to Thierry Belin, national secretary of the police union SNPS:

> "People arrive in terrible sanitary conditions. They only get looked at by the doctor if they show any outward sign of disease."45

^{38.} Articles 39(56) and Article 90 Aliens Act.

^{39. &}quot;The so-called "first line assistance" is organised by local commissions for legal assistance, composed of lawyers representing the local bar association and the public centres for social welfare (CPAS / PCSW). There, first legal advice is given by a lawyer or a person is referred to a more specialised instance, organisation or to "second line assistance", completely free of charge, regardless of income or financial resources. The first line assistance is organised in each judicial district by the Commission for Legal Assistance. Besides these lawyers' initiatives, there are also other public social organisations and NGOs providing this kind of first line legal assistance."

AIDA, National Country Report, Update 2018, p. 105.

^{41.} Information provided by La Plateforme Citoyenne de Soutien aux Réfugiés.

AIDA, National Country Report, Update 2018, p. 103.

^{43.} Caritas International, CIRÉ, Ligue des Droits de l'homme, MRAX, Centres Fermés Pour Étrangers - État Des Lieux, December 2016: https://www.cire.be/presse/communiques-de-presse/lescentres-fermes-pour-etrangers-un-mal-non-necessaire-communique-de-presse-23-janvier-2017.

AIDA, National Country Report, Update 2018, p. 102.

 $^{45. \ \ \,} https://www.infomigrants.net/en/post/12585/belgium-s-controversial-migrant-detention-center-they-don-t-even-have-access-to-showers and other posts of the controversial and the controve$

A representative from La Plateforme Citoyenne de Soutien aux Réfugiés shared similar observations about inadequate medical care in closed centres: them and placing them in solitary confinement. These incidents are underreported because asylum seekers fear retaliation. The story of A., a Sudanese man, illustrates the violence:

"To my knowledge, people detained in closed centres do not have access to psychological support and often claim to be suffering from [mental] troubles linked to prolonged detention. They also claim to be medicated without understanding what the treatment is. Guards distribute blue pills "under the table" to help them sleep."46

Within the detention centres, dubbed "theatres of violence," by La Plateforme Citoyenne de Soutien aux Réfugiés, there are worrying reports of the authorities employing racist and hateful language against detainees, hitting and slapping

"A. was arrested in Belgium in January 2019 and placed in the Bruges centre. He has not had his fingerprints taken anywhere. Two other Sudanese men who arrived in Bruges at the same time are in the same situation. On his arrival in the centre, A. is summoned to an assistant who explains to him that because he does not have fingerprints, he will have to claim asylum in Belgium from the centre. A., who is aware of the manner in which asylum claims are processed through the closed centre (very low chance of success, no support, etc.), refuses. He leaves the office and returns to his room (shared room for six, linked to a common room). Two guards come to fetch him and tell him that he is expected for his asylum claim interview (by videoconference, with an officer from the Foreigners Office (l'Office des Étrangers) based in Brussels). He refuses. The guards call for backup. Six guards try to take him to the interview room but A. resists. He is beaten and during the assault one of the guards twists or breaks his wrist.

A. is taken to a cell and the guards threaten the two other Sudanese men with the same treatment, if they do not accept to go to the asylum interview. They therefore accept. A. is left in the cell for 48 hours (maybe more) and does not receive any care for his wrist, which is swollen and painful. He is not authorised to file a complaint about his injury, under the pretext that it is the weekend and neither the doctor nor the director are present. In the days that follow, he requests a medical consultation and is eventually attended to by the medical assistant, who records his request and declares that he has hurt himself during a football match. Finally, he is examined by the doctor with a fellow detainee who acts as a translator. During the medical consultation, the doctor gets annoyed with A., asking him to move his hand. The doctor grips A.'s hand and moves it by force. A. moves due to the pain and the doctor hits him in the face violently with the flat of his hand. A. falls off his chair. The episode is overheard by guards and other detainees in the waiting room. The guards, who think A. has hit the doctor, rush in and when they discover the situation they laugh and make



^{46.} Information provided by a representative from La Plateforme Citoyenne de Soutien aux Réfugiés.

Then A. is put into medical isolation for almost a week, until volunteers from an NGO accredited for visits. report the situation. The blow given by the doctor was acknowledged by the director of the Foreigners Office, but as far as we are aware, no administrative or legal follow-ups, nor any sanctions, have taken place. A. stayed in the Bruges centre for several more weeks, during which time he says he was put in a cell and beaten on several occasions. He was then removed, in a manner which todate has still not been explained, to Italy, where he had no fingerprints recorded.47

Detainees also reported a lack of privacy in detention centres, amid regular 'searches' of the facilities and infrequent access to showers. ⁴⁸ As reported by the NGO Info Migrants in their coverage of the police union strikes:

"Several of the cells aren't fit to house people: some lack windows, others daylight, and many lack video surveillance or means for the detained person to contact the guards in case of an emergency. Electrical wires hang loose in many of the cells". 49

In interviews conducted by Getting the Voice Out in 2012, individuals detained at 127 Bis centre reported on the quality of the food:

"What they give us for food is really a disaster. Food is insufficient, both in quantity and quality. Many people have lost weight here. It's misery". 50

One detainee stated:

"It's a shame, the situation for eating is really bad. There isn't enough. Imagine the best dish here is rice, it's rice alone! Some of us went on hunger strikes... but it doesn't change anything in the end".⁵¹

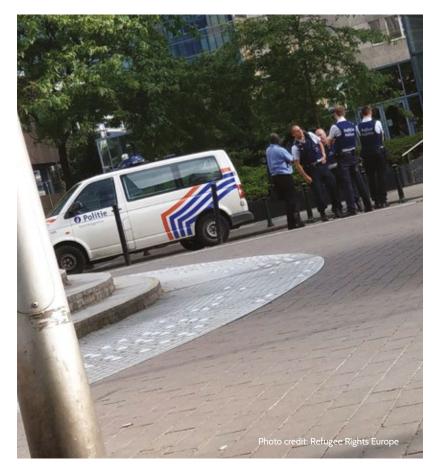
Another individual reported that he feared the food was being mixed with a sedative:

"As soon as you eat you get quieter and you sleep all the time. You are knocked out. Your body becomes weak. I think they put that in the soup or the bread. As soon as you take it, you calm down". 52

Vluchtelingenwerk Vlaanderen reports that it is often difficult to maintain contact with failed asylum seekers following repatriation. The circumstances of their repatriation and the treatment they receive during this process are therefore difficult to ascertain. Even so, there are concerning reports of excessive force being employed by police officers during forced returns. The following case studies are illustrative of such situations:

"The first example is that of a young Ethiopian who was removed during 2019 and who recounted the story of his deportation over the phone to his host. He was taken early one morning from his room in the centre at 127 Bis in Brussels and was then sedated and his hands and feet were tied up. He reports that he was gagged and hooded during most of the journey, and his restraints were only loosened several hours later.

A further example is G., a Kurdish national, who twice resisted against his removal to Romania. During the second attempt, the police officers hit him with batons. In accordance with the account he provided over the telephone, he still bore marks of the blows several weeks later. He asked to be seen by the centre's doctor, who refused. Without a solicitor, he has not been able to file a complaint about this mistreatment".53



^{47.} Case study provided by representative from La Plateforme Citoyenne de Soutien aux Réfugiés.

^{48.} Ibid.

^{49.} https://www.infomigrants.net/en/post/12585/belgium-s-controversial-migrant-detention-center-they-don-t-even-have-access-to-showers

^{50.} http://www.gettingthevoiceout.org/your-plane-leaves-tomorrow/

^{51.} http://www.gettingthevoiceout.org/i-dont-have-enough-courage-anymore/

^{52.} http://www.gettingthevoiceout.org/they-put-things-in-our-food-to-calm-down/

^{53.} Case study provided by representative from La Plateforme Citoyenne de Soutien aux Réfugiés.



UNACCOMPANIED MINORS

THE SITUATION FACING THE **UNACCOMPANIED MINORS** CIRCULATING IN BELGIUM IS PARTICULARLY CONCERNING. THE LACK OF LEGAL ROUTES AND SUFFICIENT ADVICE AND **GUIDANCE OFTEN FORCES** CHILDREN TO TAKE PERILOUS RISKS AND TO ENTRUST THEIR LIVES TO SMUGGLERS. WHO ARE OFTEN MEMBERS OF CRIMINAL NETWORKS. THERE IS DISTURBING EVIDENCE OF THE ABUSE AND EXPLOITATION OF MINORS. AND ESPECIALLY OF GIRLS, IN THE HANDS OF THESE CRIMINAL ORGANISATIONS.54

Once they arrive in Belgium, unaccompanied minors, whilst legally exempt from detention, face their own struggles as they attempt to navigate the opaque asylum system. A 15-year-old girl from Angola expressed her frustrations with the process in a report for UNICEF:

"The asylum procedure is difficult to understand. It's a difficult issue. Some young people have been here for four or five months and others for much longer, before receiving an answer: positive or negative. Why? Why do some people receive the decision more quickly? We would like there to be more clarity right from the start, as soon as we arrive. It would be clearer and we could start our lives."55

A group of young people between the ages of eight and 17 years, and coming from eight different countries, expressed similar anxieties regarding the unpredictable and lengthy asylum process:

"The procedure is very difficult for children who are alone here in Belgium. The procedure is far too slow. Some of them wait four, five, six years before getting an answer. In our group, some young people have been here for three years and still haven't got an answer. It's impossible to imagine the future in these conditions. You don't know where you'll have to go afterwards, you've studied, but what's the point in studying if you don't know where you're going to go? Everything is ruined. There should be a procedure limited to one or two years for unaccompanied children. [There] should also

be less time between the second interview and the answer. If we get an answer faster, we can start another procedure. If that takes more time, we should at least be told why it's taking so long. Children [who] have spent five years in Belgium and who arrived here when they were little, should receive papers, because they don't know their country of origin anymore."56

Unaccompanied minors are held in reception centres rather than detention facilities. However, they nonetheless struggle to adapt to these crowded and sometimes violent surroundings. An 18-year-old boy from Syria recalled his experiences of being housed within a large reception centre:

"Many things were difficult in the centre where I was living: the food, four people in the room, being far from home, the racism. My centre was very far away. Everything was far. You had to walk for five kilometres to go to the shop. There were four people from different countries in the room. We were all very different. We didn't eat the same things, we didn't speak the same language. I don't speak English." 57

There are further alarming reports of the police putting individuals in detention without first

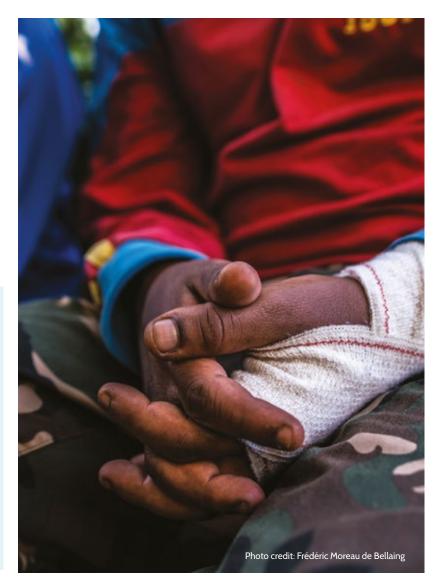


- 54. 'UNICEF Belgium, What Do You Think?, pp. 43-44.43.
- ^{55.} Ibid, p. 60.
- ^{56.} Ibid, p. 62.
- ^{57.} Ibid, p. 78.

verifying their age. Vluchtelingenwerk Vlaanderen also reports that police has apprehended minors on trains or during attempts to board boats, and rather than following the legal protocols that would grant these children guardianship and access to services until the age of 18, they simply put them back onto the streets.58

There are also disconcerting reports of officials across Europe, including in Belgium, delaying the launching of minors' asylum claims through bureaucratic means until the child turns 18. The following case study does not involve Belgium, but according to a representative from La Plateforme Citoyenne de Soutien aux Réfugiés, is representative of similar practices that are occurring there:

> "M., now aged 17, arrived in Europe at the age of 15. His fingerprints were taken in Italy, where he was not taken care of. He thus travelled to Luxembourg where he requested asylum as a minor. They refused his claim to be a minor and after a nine-month process he was sent back to Italy, where he was again not taken care of. He subsequently went to Holland, where he filed an asylum claim as a minor. He was by then 16 years old. His claim to be a minor was not accepted and he was sent back to Italy after a 10-month process. Today, he is almost 18 and is trying to cross the channel to the UK, where he hopes he will get a chance to submit an asylum claim that will be processed. He only has three months left to launch the claim as a minor and has little hope that he will succeed.59





Personal communication with representative from Vluchtelingenwerk Vlaanderen. See also Standaard, October 2018: https://www.standaard.be/cnt/dmf20181008_03820135

59. Case study provided by representative from La Plateforme Citoyenne de Soutien aux Réfugiés.

CONCLUSIONS AND RECOMMENDATIONS

CURRENT POLICIES AND PRACTICES IN PLACE IN **BELGIUM CONTRIBUTE TO A HOSTILE AND SOMETIMES** LIFE-THREATENING **ENVIRONMENT FOR** DISPLACED PEOPLE AND **ASYLUM SEEKERS IN WHICH** THEIR HUMAN RIGHTS ARE NOT UPHELD.

For the Belgian government to fulfil its stated commitment to human rights, a number of immediate changes are required. The research findings specifically suggest that there is an urgent need to address the following matters at both national and regional levels:

ACCESS TO INFORMATION AND ASYLUM

- The Belgian government must refrain from communications which aim to discourage individuals from coming to Belgium or discouraging certain nationalities from applying for asylum.
- Instead, the government should take steps to ensure that timely and accessible information is made available to refugees and displaced people in Belgium in a language and format that they can understand, in line with national and international law. We welcome the new website fedasilinfo.be as a recent good practice towards this end. Efforts should be made to ensure that those in transit or who are sleeping on the streets are made aware of such information and of their right to claim asylum.

NON-REFOULEMENT

- The Belgian government must urgently ensure that the international principle of nonrefoulement is upheld in all circumstances and that all cases are reviewed on an individual basis, with a thorough analysis of the risk of return, including the risk of secondary refoulement by another Member State, in line with Article 33 of the 1951 Geneva Convention and its optional protocol, Article 3 of the European Convention on Human Rights and Article 3 of the Convention Against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment.
- · At the European level, European institutions and Member States must take steps to ensure that the harmful cycle of deportations under the Dublin Regulation is minimised, which has a devastating impact on the mental and physical health of displaced individuals. To this effect, the Commission must continue to work with Member States on a functioning responsibility-sharing mechanism across Europe.

IMMIGRATION DETENTION

• Belgian authorities must ensure that the amount of time spent in immigration detention, regardless of whether an individual's claim changes during the detention period, does not exceed the 18 months that is designated under EU law.

- Belgian authorities should refrain from the detention of families with minor children, who must be hosted in specially designated facilities. Conditions in such places must be clearly defined in law in order to ensure that adequate standards are upheld which appropriately meet the needs of displaced families.
- Belgian authorities must urgently end the detention of children in all circumstances. When an individual presents as a child, they should be treated as such whilst age assessments, and any subsequent appeals, take place and provided with access to appropriate support and services in line with the Committee on the Rights of the Child, General Comment No. 6 (2005), par. 31(A) and the 2013 EU Asylum Procedure Directive 2013/32/EU (recast), Article 25(5).
- Detention must only ever occur as a matter of last resort and where there are no available 'less coercive' alternatives in line with national and international law. An assessment of vulnerability must take place and be taken into consideration before the decision to detain is made.
- Conditions in detention must be urgently improved, including access to free first-line legal advice, adequate living conditions and food, along with access to health care and medical treatment. In particular, Belgian authorities ought to be required to translate documents pertaining to the reasons for detention into languages and formats that can be understood.

POLICE VIOLENCE

- Through the Interior Ministry, the Belgian government must provide unequivocal instructions to its police forces not to resort to the disproportionate use of force, in particular against displaced people who are posing no threat, e.g. whilst being asleep, or in other similar circumstances.
- Reports of human rights abuses in detention centres must be urgently investigated to ensure that the rights of refugees and displaced people are upheld in line with international, EU and national law. The practice of forced fingerprinting must end immediately.
- The Belgian government must provide training for police forces to ensure awareness of, and compliance with, international human rights obligations, specifically Article 5 of the Universal Declaration of Human Rights and Article 4 of the Charter of Fundamental Rights of the European Union.
- The Belgian government should put in place monitoring and accountability processes to ensure that all allegations of police violence and abuse can be independently investigated, and that appropriate enforcement action is taken through a transparent process.

HEALTH

- In accordance with the UN Declaration of Human Rights, Article 25, the Belgian government must ensure that people in displacement are able to access essential health care without discrimination and regardless of their immigration status.
- In accordance with Article 19, paragraphs one and two of the 2013/33/EU Directive, the Belgian government must ensure that medical care, including mental health care and care for special needs, is provided to all asylum applicants within their jurisdiction, particularly those in transit and living with mental health problems.
- At the European level, the European Commission, through the Asylum, Migration and Integration Fund (AMIF) and other relevant funding mechanisms, must ensure that sufficient resources are made available to front-line civil society organisation providing emergency care, general health care, sexual and reproductive health services and mental health support to displaced people in Belgium.





