

# Country Report: Cyprus



**2018  
Update**



CYPRUS  
REFUGEE  
COUNCIL

## Acknowledgements & Methodology

This report was written by Corina Drousiotou, Coordinator and Senior Legal Advisor and Manos Mathioudakis, Senior Social Advisor, of the Cyprus Refugee Council. The report was edited by ECRE.

All information provided in this report is based on direct assistance provided to asylum seekers and beneficiaries of international protection as well as information received for advocacy interventions and studies/assessments, and on information obtained from the authorities. Information on detention is based on biweekly visits to Menogia Detention Centre and information on the Kofinou Reception Centre and the Kokkinotrimithia Emergency Centre from regular monitoring visits.

The information in this report is up-to-date as of 31 December 2018, unless otherwise stated.

## The Asylum Information Database (AIDA)

The Asylum Information Database (AIDA) is coordinated by the European Council on Refugees and Exiles (ECRE). It aims to provide up-to date information on asylum practice in 23 countries. This includes 20 EU Member States (AT, BE, BG, CY, DE, ES, FR, GR, HR, HU, IE, IT, MT, NL, PL, PT, RO, SE, SI, UK) and 3 non-EU countries (Serbia, Switzerland, Turkey) which is accessible to researchers, advocates, legal practitioners and the general public through the dedicated website [www.asylumineurope.org](http://www.asylumineurope.org). The database also seeks to promote the implementation and transposition of EU asylum legislation reflecting the highest possible standards of protection in line with international refugee and human rights law and based on best practice.



This report is part of the Asylum Information Database (AIDA), funded by the European Programme for Integration and Migration (EPIM), a collaborative initiative by the Network of European Foundations, and the European Union's Asylum, Migration and Integration Fund (AMIF). The contents of this report are the sole responsibility of ECRE and can in no way be taken to reflect the views of EPIM or the European Commission.



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## Glossary & List of Abbreviations

<b>Recourse</b>	Judicial review of administrative acts before the Administrative Court and the International Protection Administrative Court
<b>ARC</b>	Alien's Registration Certificate
<b>CAP</b>	Community Assessment and Placement Model
<b>CAT</b>	United Nations Committee against Torture
<b>CoE</b>	Council of Europe
<b>CPT</b>	European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment
<b>CRMD</b>	Civil Registry and Migration Department   Τμήμα Αρχείου Πληθυσμού και Μετανάστευσης
<b>CyRC</b>	Cyprus Refugee Council
<b>EASO</b>	European Asylum Support Office
<b>ECHR</b>	European Convention on Human Rights
<b>ECtHR</b>	European Court of Human Rights
<b>EDAL</b>	European Database of Asylum Law
<b>EMN</b>	European Migration Network
<b>EPIM</b>	European Programme on Integration and Migration
<b>FGM</b>	Female Genital Mutilation
<b>FWC</b>	Future Worlds Center
<b>IDC</b>	International Detention Coalition
<b>IPAC</b>	International Protection Administrative Court   Διοικητικό Δικαστήριο Διεθνούς Προστασίας
<b>IRCT</b>	International Rehabilitation Council for Torture Victims
<b>KISA</b>	Action for Equality, Support and Antiracism
<b>RoC</b>	Republic of Cyprus
<b>RRA</b>	Refugee Reviewing Authority   Αναθεωρητική Αρχή Προσφύγων
<b>UNCAT</b>	United Nations Committee against Torture
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNVFVT</b>	United Nations Voluntary Fund for the Victims of Torture
<b>URVT</b>	Unit for the Rehabilitation of Victims of Torture

## Statistics

### Overview of statistical practice

The Asylum Service, a department of the Ministry of Interior, is the authority responsible for asylum-related statistical collection in Cyprus. The below statistics have been provided by the Asylum Service and the Refugee Reviewing Authority respectively.

### Applications and granting of protection status at first instance: 2018

	Applicants in 2018	Pending at end 2018	Refugee status	Subsidiary protection	Rejection	Refugee rate	Subs. Prot. rate	Rejection rate
<b>Total</b>	7,761	8,545	191	1,011	1,260	7.76%	41.06%	51.18%

Breakdown by countries of origin of the total numbers

Syria	2,007	:	45	937	1	4.57%	95.32%	0.10%
India	883	:	0	0	265	0%	0%	100%
Bangladesh	637	:	0	0	207	0%	0%	100%
Pakistan	587	:	0	0	137	0%	0%	100%
Cameroon	507	:	25	2	30	43.85%	3.50%	52.63%
Vietnam	415	:	0	0	196	0%	0%	100%
Egypt	407	:	12	0	95	11.21%	0%	88.78%
Georgia	395	:	0	0	5	0%	0%	100%
Iraq	370	:	12	17	46	16%	22.66%	61.33%
Sri Lanka	278	:	0	0	110	0%	0%	100%

Source: Asylum Service

**Gender/age breakdown of the total number of applicants: 2018**

	Number	Percentage
<b>Total number of applicants</b>	7,765	-
Men	5,295	68.2%
Women	2,410	31.8%
Children	1,090	14%
Unaccompanied children	:	:

Source: Eurostat

**Comparison between first instance and appeal decision rates: 2018**

Statistics provided by the Refugee Reviewing Authority (RRA) refer to 863 decisions taken in 2018. No breakdown per type of decision is available.

As regards recourse before the Supreme Court in 2004-2016 and before the Administrative Court in 2016-2018, data are available for the entire period 2004-2018. Out of 2,929 decisions taken by the two courts, 44 (1.5%) were positive and 2,885 (98.5%) were negative.



## Overview of the legal framework

### Main legislative acts relevant to asylum procedures, reception conditions, detention and content of protection

Title in English	Original Title (GR)	Abbreviation	Web Link
Refugee Law 2000 (6(I)/2000) <i>Amended by:</i> Refugees (Amendment) Law 2016 105(I)/2016 <i>Amended by:</i> Refugees (Amendment) Law (No 2) 2016, 106(I)/2016	Ο περί Προσφύγων Νόμος του 2000 (6(I)/2000) <i>Τροπ:</i> Ο περί Προσφύγων (Τροποποιητικός) Νόμος του 2016 105(I)/2016 <i>Τροπ:</i> Ο περί Προσφύγων (Τροποποιητικός) Νόμος του 2016 (Αρ. 2) 106(I)/2016	Refugee Law	<a href="http://bit.ly/1O3Odb4">http://bit.ly/1O3Odb4</a> (GR)
State Medical Institutions and Services General Regulations 2000-2013	Οι Περί Κυβερνητικών ιατρικών Ιδρυμάτων και Υπηρεσιών Γενικοί κανονισμοί του 2000-2013		<a href="http://bit.ly/1RwrE4U">http://bit.ly/1RwrE4U</a> (GR)
Medical Institutions and Services (Regulations and Fees) 1978-2013	Οι Περί ιατρικών Ιδρυμάτων και Υπηρεσιών (Ρύθμισης και Τέλη) Νόμοι του 1978 έως 2013		<a href="http://bit.ly/1M8fOWd">http://bit.ly/1M8fOWd</a> (GR)
Aliens and Immigration Law (Cap.105)	Ο περί Αλλοδαπών και Μεταναστεύσεως Νόμος (ΚΕΦ.105)	Aliens and Immigration Law	<a href="http://bit.ly/1IXTPnM">http://bit.ly/1IXTPnM</a> (GR)
Rights of Persons who are Arrested and Detained Law 2005	Ο περί των Δικαιωμάτων Προσώπων που Συλλαμβάνονται και Τελούν υπό Κράτηση Νόμος του 2005 (163(I)/2005)		<a href="http://bit.ly/1IXTWQj">http://bit.ly/1IXTWQj</a> (GR)
Legal Aid Law 2002 (165(I)/2002) <i>Amended by:</i> Legal Aid (Amendment) Law 111(I)/2016	Ο Περί Νομικής Αρωγής Νόμος του 2002 (165(I)/2002) <i>Τροπ:</i> Ο Περί Νομικής Αρωγής (Τροποποιητικός) Νόμος του 2002 111(I)/2016	Legal Aid Law	<a href="http://bit.ly/1CEeWu6">http://bit.ly/1CEeWu6</a> (GR)
Advocates Law Cap. 2	Ο περί Δικηγόρων Νόμος (ΚΕΦ.2)		<a href="http://bit.ly/1K4yryl">http://bit.ly/1K4yryl</a> (GR)
General Administrative Law Principles Law 1999	Ο περί των Γενικών Αρχών του Διοικητικού Δικαίου Νόμος του 1999 (158(I)/1999)		<a href="http://bit.ly/1Gjthap">http://bit.ly/1Gjthap</a> (GR)
Law on the establishment and operation of the Administrative Court (131(I)/2015)	Ο περί της Ίδρυσης και Λειτουργίας Διοικητικού Δικαστηρίου Νόμος του 2015 (131(I)/2015)	Administrative Court Law	<a href="http://bit.ly/1VsDv68">http://bit.ly/1VsDv68</a> (GR)
Law on the establishment and operation of the Administrative Court for International Protection (73(I)/2018)	Ο περί της Ίδρυσης και Λειτουργίας Διοικητικού Δικαστηρίου Διεθνούς Προστασίας Νόμος του 2018 (73(I)/2018)	IPAC Law	<a href="https://bit.ly/2ttWcwb">https://bit.ly/2ttWcwb</a> (GR)
Civil Registry Law, (141(I)/2002)	Ο Περί Αρχείου Πληθυσμού Νόμος του 2002 (141(I)/2002)	Civil Registry Law	<a href="http://bit.ly/2IC2uDr">http://bit.ly/2IC2uDr</a> (GR)

The Minimum Guaranteed Income and the General Provisions on Social Benefits Law of 2014 (109 (I) / 2014)	Ο Περί Ελάχιστου Εγγυημένου Εισοδήματος και Γενικότερα περί Κοινωνικών Παροχών Νόμος του 2014 (109(I)/2014)	GMI Law	<a href="http://bit.ly/2ETLIE1">http://bit.ly/2ETLIE1</a> (GR)
Council Regulation (EC) No 866/2004 on a regime under Article 2 of Protocol No 10 of the Act of Accession as last amended by Council Regulation (EC) No 587/2008 (OJ L 163/1)		Green Line Regulation	<a href="https://bit.ly/2BHUVQ4">https://bit.ly/2BHUVQ4</a> (EN)

**Main implementing decrees relevant to asylum procedures, reception conditions, detention and content of protection**

Title in English	Original Title (GR)	Abbreviation	Web Link
Ministerial Decision 186/2017 pursuant to Article 9Θ(1)(b) of the Refugee Law	Απόφαση δυνάμει του άρθρου 9Θ(1)(β) των περί Προσφύγων Νόμων του 2000 έως 2016, Κ.Δ.Π. 186/2017		<a href="http://bit.ly/2EZIKE8">http://bit.ly/2EZIKE8</a> (GR)
Ministerial Decree 187/2017 pursuant to Article 13A(1A) of the Refugee Law	Διάταγμα δυνάμει του άρθρου 13Α(1Α) των περί Προσφύγων Νόμων του 2000 έως 2016, Κ.Δ.Π. 187/2017		<a href="http://bit.ly/2G5dSDs">http://bit.ly/2G5dSDs</a> (GR)
Ministerial Decree Κ.Δ.Π. 308/2018 pursuant to Article 9Θ(1)(b) of the Refugee Law	Απόφαση δυνάμει του άρθρου 9Θ(1)(β) των περί Προσφύγων Νόμων του 2000 έως 2018		<a href="https://bit.ly/2V7Wu7A">https://bit.ly/2V7Wu7A</a> (GR)

## Overview of the main changes since the previous report update

The report was previously updated in **February 2018**.

### *Asylum procedure*

- ❖ **Asylum applications:** The number of asylum applications has significantly increased in recent years with 2,871 in 2016, 4,459 in 2017, and 7,761 in 2018, bringing Cyprus first in the per capita number of applications among the 28 EU Member States. The upward trend has continued in early 2019 with 1,090 persons applying in January 2019 compared to 440 in January 2018.
- ❖ **Appeal:** The law on the establishment and operation of the International Protection Administrative Court (IPAC) was enacted in 2018. The new Court is expected to start operating in May 2019 and will take over from the Administrative Court. It has yet to be clarified if the existing backlog of the Administrative Court, which is reported at the end of 2018 to be 555 cases, will be transferred on to the new Court; as had happened in 2016 when the backlog of asylum cases was transferred from the Supreme Court to the Administrative Court, which hampered the speedy examination of asylum cases. If the backlog is indeed transferred it is expected to have similar results.
- ❖ The Refugee Reviewing Authority remains in operation and continues to receive new cases, with a backlog of 1,490 cases, despite a significantly low number of staff. There is no indication as to when it will cease to receive new cases.

### *Reception conditions*

- ❖ **Destitution:** In 2018, securing private accommodation became even more difficult for asylum seekers the majority of which live in the community. The combination of highly restrictive policy relating to the level of allowance, the sharp increase in rent prices as well as the reluctance on behalf of homeowners to rent properties to refugees has resulted in an alarming homelessness problem as well as asylum seekers living in appalling conditions.
- ❖ **Conditions in reception facilities:** Substantial efforts have been made to improve the conditions in Kofinou. Steps taken so far include mainly infrastructural improvements and repairs, as well as an increase of the number of allocated administrative and support staff, including the appointment by the Ministry of Interior of a director and an assistant director onsite for the first time. Furthermore, following a long period of temporary arrangements, a private company was selected to provide management and other services in the Centre. Further monitoring is required with regard to coordination between governmental and civil society actors and the effectiveness of social, psychological and medical services.
- ❖ **Access to labour market:** Toward the end of 2018 access to the labour market for asylum seekers was reduced from 6 months to 1 month. The relevant Ministries, Interior and Labour, Welfare and Social Insurance had also publicly announced that the sectors would also be increase. However, in early 2019 this had yet to materialise. Furthermore, no provisions were made for vulnerable asylum seekers or asylum seekers who are not able to work e.g. due to lack of language skills. As a result, the initially positive development of providing early access to the labour market did not lead to a substantial increase of asylum seekers accessing employment but rather an increase in administrative obstacles to access material assistance as all asylum seekers are now obliged to register at the Labour Office and actively seek employment upon one month, at which time registration of the asylum application is in most cases incomplete.

### *Detention of asylum seekers*

- ❖ **Duration of detention:** In 2018 there was an increase in the number of asylum seekers detained under the Refugee Law. As detention under the Refugee Law is indefinite, coupled with the suspension of the fast-track examination of asylum seekers in detention in late 2017, there was a rise in the number of asylum seekers in detention throughout the year, as well as a rise in the duration of detention. By April 2018 the number of detainees in Menogia had reached maximum capacity which eventually led to the release of detainees, however the duration and the criteria upon which asylums seekers are released are still not clear.

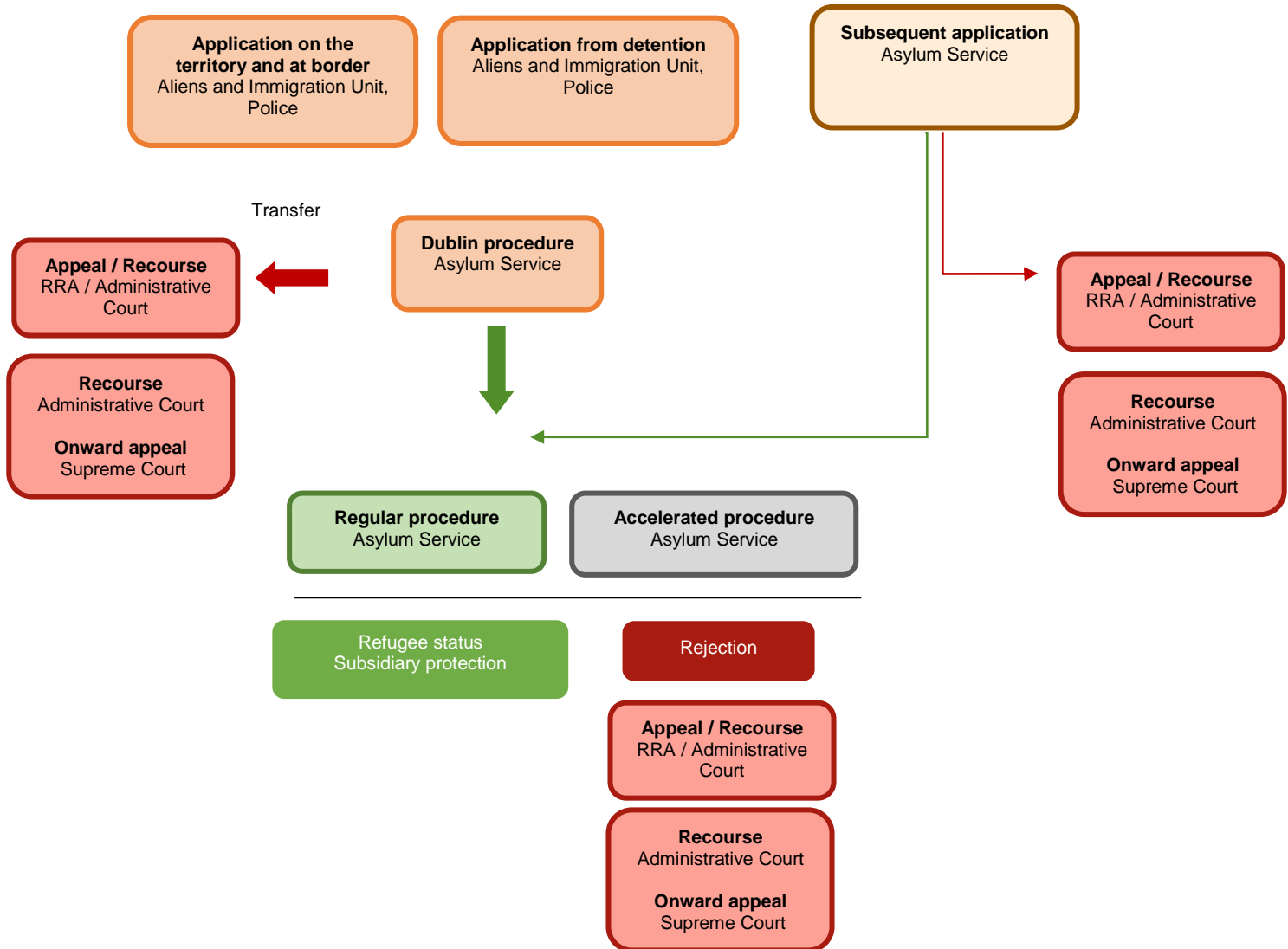
### *Content of international protection*

- ❖ There were no developments relating to content of international protection. The serious gaps remain with regard to the absolute prohibition to the right of family reunification for persons granted subsidiary protection; which is still granted to the majority of Syrian nationals. The lack of an effective travel document for holders of subsidiary protection also remains an issue.

# Asylum Procedure

## A. General

### 1. Flow chart



## 2. Types of procedures

### Indicators: Types of Procedures

Which types of procedures exist in your country?

- |                                         |                                         |                                        |
|-----------------------------------------|-----------------------------------------|----------------------------------------|
| ❖ Regular procedure:                    | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No            |
| ▪ Prioritised examination: <sup>1</sup> | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No            |
| ▪ Fast-track processing: <sup>2</sup>   | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No            |
| ❖ Dublin procedure:                     | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No            |
| ❖ Admissibility procedure:              | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No            |
| ❖ Border procedure:                     | <input type="checkbox"/> Yes            | <input checked="" type="checkbox"/> No |
| ❖ Accelerated procedure: <sup>3</sup>   | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No            |
| ❖ Other:                                |                                         |                                        |

Are any of the procedures that are foreseen in the law, not being applied in practice? ☒ Yes ☐ No

Although an accelerated procedure is foreseen in national legislation, in practice it is not applied. In 2018 in view of the sufficient rise in asylum applications there have been discussions on the use of the accelerated procedure.<sup>4</sup> However, to date this has not been observed in practice.

Prioritised examination of well-founded cases, as well as fast-track processing, is carried out within the regular procedure.

## 3. List of the authorities that intervene in each stage of the procedure

Stage of the procedure	Competent authority (EN)	Competent authority (GR)
Application at the border	Aliens and Immigration Unit, Police	Υπηρεσία Αλλοδαπών και Μετανάστευσης
Application on the territory	Aliens and Immigration Unit, Police	Υπηρεσία Αλλοδαπών και Μετανάστευσης
Dublin procedure	Asylum Service	Υπηρεσία Ασύλου
Accelerated procedure	Asylum Service	Υπηρεσία Ασύλου
Refugee status determination	Asylum Service	Υπηρεσία Ασύλου
Administrative appeal	Refugee Reviewing Authority	Αναθεωρητική Αρχή Προσφύγων
Judicial appeal	Administrative Court	Διοικητικό Δικαστήριο
Onward appeal	Supreme Court	Ανώτατο Δικαστήριο
Subsequent application (admissibility)	Asylum Service	Υπηρεσία Ασύλου

<sup>1</sup> For applications likely to be well-founded or made by vulnerable applicants. See Article 31(7) recast Asylum Procedures Directive.

<sup>2</sup> Accelerating the processing of specific caseloads as part of the regular procedure.

<sup>3</sup> Labelled as “accelerated procedure” in national law. See Article 31(8) recast Asylum Procedures Directive.

<sup>4</sup> Reporter, ‘Στη τρίτη θέση από τις χώρες της Ε.Ε. με προβλήματα στον αριθμό αιτούντων άσυλο, η Κύπρος’, 27 October 2018, available in Greek at: <https://bit.ly/2tth1Yr>. See also Philenews, ‘Γίναμε προορισμός στο μεταναστευτικό’, 16 September 2018, available in Greek at: <https://bit.ly/2Emahlx>.

#### 4. Number of staff and nature of the first instance authority

Name in English	Number of staff	Ministry responsible	Is there any political interference possible by the responsible Minister with the decision making in individual cases by the first instance authority?
Asylum Service EASO	15 6	Ministry of Interior	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

The Asylum Service consists of the Director, 2 Senior Coordinators, 13 administrative officers of which 6 are caseworkers but are also responsible for other issues: Dublin, unaccompanied children, trafficking, emergency arrivals.

In the course of 2018 the European Asylum Support Office (EASO) deployed a total of 49 different experts in Cyprus, of which 12 Member State experts and 37 locally recruited ("interim") experts.<sup>5</sup> At the end of 2018, 6 caseworkers supported the Asylum Service. Toward the end of the year, EASO initiated recruitment procedures to recruit interim officers locally for the examination of asylum applications in order to limit the number of caseworkers deployed from other EU Member States; the caseworkers took up duties in February 2019. In early 2019 the Asylum Service also initiated procedures to recruit staff on a four-year contract, 13 administrative officers out of which 8 are expected to be caseworkers and 8 administrative assistants.

In most cases the Asylum Service decides independently without interference from the Ministry of Interior. However, from time to time the Minister of Interior will have input in setting the policy for asylum seekers from specific countries of origin such as when there is an influx of asylum seekers from a country in conflict (i.e. Iraq, Syria). Additionally there have been cases where the Minister of Interior has inquired about individual cases and requested them to be given priority or special attention.

#### 5. Short overview of the asylum procedure

The asylum procedure in Cyprus is a single procedure whereby both refugee status and subsidiary protection status is examined. In accordance with the Refugee Law, an asylum application is addressed to the Asylum Service (Department of the Ministry of Interior) and is lodged at the Aliens and Immigration Unit (Department of the Police) of the city in which the applicant is residing. One such office exists in each of the 5 districts in Cyprus (**Nicosia, Limassol, Larnaca, Paphos, Ammochostos**). In cases where the applicant is in prison or detention, the application is made at the place of imprisonment or detention. For people in detention asylum applications are received directly within the detention facilities, while for people in prison who have requested to lodge an asylum application the Aliens and Immigration Unit will be notified and will send one of their police officers to receive the asylum application.

Approximately half of f asylum seekers enter Cyprus from the areas not controlled by the RoC, at the north of the island, and then cross the "green line" / no-man's land to the areas under the control of the RoC. The "green line" is not considered a border, and although there are authorised points of crossing along it, these are not considered official entry points into the RoC. A certain number may enter at legal entry points and then apply for asylum, whereas about half of applicants are persons already in the country who have entered and stayed under other statuses such as domestic workers, students etc. and apply for asylum when their initial residence permit has expired.

When persons present themselves to the Aliens and Immigration Units, stating the intention to apply for asylum, they are often given appointments to return on another day to submit the application. The

<sup>5</sup> Information provided by EASO, 13 February 2019.

period before the appointment varies depending on the influx of refugees and the city; toward the end of 2018 the period was on average 2 weeks but at times reached up to 2 months in some cases. During this time persons have no proof that they intended to apply, however rarely are there reports of this leading to the arrest of the persons concerned. Toward the end of 2018 a new practice was implemented by which documents titled “Verification of intention to submit application for asylum” were issued to persons who expressed such intention but the Aliens and Immigration Unit did not have the time to proceed with the lodging of the application. However, the practice has not been applied holistically but mainly for persons residing temporarily at the Emergency Centre in Kokkinotrimithia and some cases in Paphos. Another development noted at the end of 2018 and early 2019 was the referral to Kokkinotrimithia of groups of persons entering irregularly and stating their intention to apply for asylum.

Once an application is lodged by the Aliens and Immigration Unit, it is registered in the common data system which is managed by the Asylum Service and fingerprints are taken. A person is considered an asylum seeker from the day the asylum application is lodged up to the issuance of the final decision and enjoys such rights. Persons holding the “Verification of intention to submit application for asylum” are not considered to have lodged the application and do not have access to all rights attached to asylum seeker status.

Specifically, the following procedures exist:

**Regular and accelerated procedure:** The Refugee Law provides for a regular procedure and an accelerated procedure. The Asylum Service, a department of the Ministry of Interior, is responsible for the first instance examination of asylum applications, including the examination of the Dublin Regulation criteria. In addition the Asylum Service is responsible for the management of the Kofinou reception centre, as well as the overall coordination on issues related to asylum, asylum seekers and persons under international protection. However, such coordination has never been undertaken in practice by the Asylum Service. The decision issued by the Asylum Service can lead to refugee status, subsidiary protection status or a rejection. Until the April 2014 amendment to the Refugee Law, the Asylum Service could also grant humanitarian status, but the examination and granting of this status has been moved to the Civil Registry and Migration Department (CRMD).

The Asylum Service is responsible for both the regular and accelerated procedures and asylum seekers are entitled to material reception conditions during both these procedures. The accelerated procedure has a specific time limit for the issuance of the decision and shorter time limits for the submission of an appeal. In practice the accelerated procedure is never used; the Ministry of Interior expressed its intention to start using this procedure to tackle the large backlog of cases in late 2018, but this had not materialised at the time of publication. Asylum applications from countries considered safe or countries facing a humanitarian crisis are often prioritised through a fast-track procedure.

**Dublin / admissibility procedure:** According to Article 11(B)(2) of the Refugee Law, during the procedure to identify the Member State responsible under the Dublin Regulation a person is considered an asylum seeker. Regarding asylum seekers returned to Cyprus under the Dublin Regulation, if the refugee status determination procedure was not concluded this will resume at the stage it was left off. The current practice leading on from the end of 2014 indicates that Dublin returnees whose final decision is pending are not detained upon return but instead are transferred to Kofinou Reception Centre. For Dublin returnees who have a final decision, there is a possibility that they could be detained upon return. However, there have been no such cases to indicate the practice.<sup>6</sup>

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<sup>6</sup> Information provided by the Cyprus Refugee Council, previously the Humanitarian Affairs Unit of Future Worlds Center, which carries monitoring visits to Kofinou reception centre and provides free legal support to asylum seekers since 2008 and assists an average of 400 cases per year.



**Admissibility of a subsequent application / new elements:** When a rejected asylum seeker submits a subsequent application or new elements to the initial claim, authorities will first examine the admissibility of such an application or elements. During the admissibility procedure the person is not considered an asylum seeker. If the new application or new elements are admitted then the person is considered an asylum seeker and the new application or new elements are examined under the regular procedure. This procedure has been at a standstill since 2017 due to the disagreement between the Asylum Service and the Refugee Reviewing Authority (RRA) as to which is the competent authority to examine subsequent applications or new elements to the initial claim.

**Appeals:** In order to ensure that asylum seekers in Cyprus have a right to an effective remedy, the relevant authorities have taken steps to modify the asylum procedure as follows; abolish the RRA, which is a second level first-instance decision-making authority that examines recourses (appeals) on both facts and law, but is not a judicial body, and instead provide judicial review on both facts and law before the Administrative Court.

However, as the RRA has yet to be abolished, currently, following a negative decision on the asylum application by the Asylum Service, asylum seekers have the following options: (a) they may file an appeal at the RRA within 20 calendar days,<sup>7</sup> and if rejected by the RRA, they have the right to submit a recourse<sup>8</sup> before the Administrative Court within 75 calendar days. The second option the applicant has is (b) to bypass the RRA stage and submit a recourse directly before the Administrative Court within 75 calendar days. All decisions issued by the Administrative Court can be appealed before the Supreme Court within 42 days.

The appeal before the RRA and the Administrative Court has suspensive effect,<sup>9</sup> and both examine facts and points of law. There is no specific time limit set for the issuance of a decision but the law provides that a decision must be issued as soon as possible.<sup>10</sup> The onward appeal before the Supreme Court examines only points of law and does not have suspensive effect.

The procedure before the RRA is administrative, not judicial, and applicants have a right to submit an appeal without legal representation. The procedure before the Administrative Court is judicial and applicants are encouraged to enlist the services of a registered Lawyer to represent them before the Court. However, it is possible to appear without legal representation. In both appeals the chances of succeeding without legal representation are extremely limited. In view of the problematic access to legal aid, it is questionable how many applicants have access to this remedy.

In 2018 it was decided that a specialised court will take on the cases related to international protection and a new court was established, named the International Protection Administrative Court (IPAC),<sup>11</sup> which is expected to start operations in May 2019. It is still not clear if the backlog of the Administrative Court will be transferred on to the new court.

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<sup>7</sup> Article 28ΣΤ(2) Refugee Law (this has been deleted from the law but still used in practice).

<sup>8</sup> Administrative recourse under Article 146(1) of the Constitution of the Republic of Cyprus. This provision provides as follows: "the Supreme Constitutional Court shall have exclusive jurisdiction to rule on any appeal against a decision by the Administrative Court which has exclusive jurisdiction to decide at first instance on any action condition being a decision, measure or any organ failure, authority or person exercising any executive or of the administration of on-the because this is contrary to the provisions of the Constitution or of any law or is made in excess or in abuse of powers vested in such organ or authority or person."

<sup>9</sup> Article 8 Refugee Law.

<sup>10</sup> Article 31Γ(5) Refugee Law.

<sup>11</sup> Law N. 73(I)/2018 on the establishment of the Administrative Court for International Protection.

## B. Access to the procedure and registration

### 1. Access to the territory and push backs

#### Indicators: Access to the Territory

1. Are there any reports (NGO reports, media, testimonies, etc.) of people refused entry at the border and returned without examination of their protection needs? ☒ Yes ☐ No

Approximately half of asylum seekers enter Cyprus from the areas not controlled by the Republic of Cyprus (RoC), in the north of the island, and then cross the “green line” / no-man’s land to the areas under the control of the RoC. The “green line” is not considered a border and although there are authorised points of crossing along it, these are not considered official entry points into the RoC. Crossing of the “green line” is regulated under the “Green Line” Regulation.<sup>12</sup> A certain number may enter at legal entry points and then apply for asylum, whereas about half of applicants are persons already in the country who have entered and stayed under other statuses such as domestic workers, students etc and apply for asylum when their initial residence permit has expired.

If a person has entered the areas in the north without permission from the authorities there, they may be arrested and returned to Turkey and possibly from there returned to their country of origin. As the *acquis* is suspended in the areas in the north,<sup>13</sup> there is no asylum system in force. In order to cross the “green line” through the points of crossing a person needs a valid visa and will be checked by police acting in the north and then by RoC Police. As the majority of persons seeking asylum do not have such a visa, they cross the “green line” in an irregular manner often with the help of smugglers.

In 2018 it was noted that the number of persons irregularly crossing the line increased,<sup>14</sup> and that the situation needs to be monitored carefully.<sup>15</sup> If a person who has entered the north in an irregular manner is able to cross at these points and expresses the intention to apply for asylum to the RoC police officers, he or she will then be referred to the Aliens and Immigration Unit in order to lodge an application. If the person has been in the RoC before and had been forcefully or voluntarily returned, but had remained irregularly, they may be arrested and detained, but they will be given access to the asylum procedure in most cases and if requested.

Besides arrivals from the north, a smaller number of asylum seekers enter the RoC at official points of entry (ports and airports). Since 2016, there have also been small boat arrivals of about 15-45 persons on each boat reaching either the areas in the north – with persons then passing into the areas under the control of the RoC – or arriving directly in the areas under the control of the RoC. The majority of boats come from Turkey and a smaller number from Lebanon or Syria. In 2017 there were 9 such arrivals whereas in 2018 the number of such boat arrivals was over 30. A sufficient number of persons arriving by these boats are relatives of persons already residing in Cyprus and include spouses and underage children. This is partly due to the fact that the vast majority of Syrians are granted subsidiary protection and this status since 2014 does not have access to [Family Reunification](#).

<sup>12</sup> Council Regulation (EC) No 866/2004 on a regime under Article 2 of Protocol No 10 of the Act of Accession as last amended by Council Regulation (EC) No 587/2008.

<sup>13</sup> EU Accession Treaty - Protocols on Cyprus, available at: <http://bit.ly/2m6QXjG>. The Protocol on Cyprus, attached to the Treaty of Accession signed on 16 April 2003 by the Republic of Cyprus, provides for the suspension of the application of the *acquis* in those areas of the Republic of Cyprus, where the Government of the Republic does not exercise effective control.

<sup>14</sup> Associated Press, ‘Cyprus sees surge in migrants crossing from breakaway north’, 10 December 2018, available at: <https://bit.ly/2BKDiph>; The Guardian, “Cyprus is saturated” - burgeoning migrant crisis grips island’, 11 December 2018, available at: <https://bit.ly/2Qsx2Mu>.

<sup>15</sup> European Commission, *Fourteenth report on the implementation of Council Regulation (EC) No 866/2004 and the situation resulting from its application covering the period 1 January until 31 December 2017*, COM(2018) 488, 22 June 2018, available at: <https://bit.ly/2BHUvQ4>.

Additionally the route of arrival through the north has become harder and/or more expensive to access. Therefore, for many people irregular boat arrivals are seen as the cheaper way or the only way to bring their immediate family.

People apprehended by the police within areas under the control of the RoC before applying for asylum may be arrested for irregular entry and/or stay, regardless of whether they were intending to apply for asylum, even if they were on their way to apply for asylum and have only been in the country for a few days. Since 2014, this does not apply to Syrian nationals who will not be arrested even if they have not regularised their stay, with the exception of a small number of Syrians who entered the RoC by boat arrivals and were arrested upon arrival due to previously being in Cyprus and still listed as “prohibited immigrants”. In 2017, following advocacy on the issue, a shift has been noted in this practice and, although such persons may initially be arrested, they are not prosecuted or the prosecution does not proceed and they are soon released.

## 2. Registration of the asylum application

### Indicators: Registration

1. Are specific time limits laid down in law for asylum seekers to lodge their application?  
☒ Yes ☐ No
2. If so, what is the time limit for lodging an application?  
6 working days

### 2.1. Making and registering an application

According to the Refugee Law,<sup>16</sup> an asylum application is addressed to the Asylum Service, a department of the Ministry of Interior, and made at the Aliens and Immigration Unit (Department of the Police), of the city in which the applicant is residing. The Unit then has no later than 3 working days after the application is made to register it and must then refer it immediately to the Asylum Service for examination. In cases where the applicant is in prison or detention, the application is made at the place of imprisonment or detention.<sup>17</sup> The law also states that if the application is made to authorities who may receive such applications but are not competent to register such application, then that authority shall ensure that the application is registered no later than 6 working days after the application is made.<sup>18</sup> Furthermore, if a large number of simultaneous requests from third country nationals or stateless makes it very difficult in practice to meet the deadline for the registration of the application as mentioned above then these requests are registered no later than 10 working days after their submission.<sup>19</sup>

The law does not specify the time limits within which asylum seekers should make their application for asylum; it only specifies a time limit between making and lodging an application.<sup>20</sup> According to the Refugee Law,<sup>21</sup> applicants who have entered irregularly are not subjected to punishment solely due to their illegal entry or stay, as long as they present themselves to the authorities without undue delay and provide the reasons of illegal entry or stay. In practice the majority of persons entering or staying in the country irregularly will not be arrested when they present themselves to apply for asylum unless there is an outstanding arrest warrant or if they were in the country before and there is a re-entry ban. In limited cases persons may be arrested when they present themselves to apply due to their irregular entry or stay even if there is no arrest warrant or re-entry ban (see [Access to the Territory](#)).<sup>22</sup>

<sup>16</sup> Article 11(1) Refugee Law.

<sup>17</sup> Article 11(2)(a) Refugee Law.

<sup>18</sup> Article 11(2)(b) Refugee Law.

<sup>19</sup> Article 11(2)(c) Refugee Law.

<sup>20</sup> Article 11(4)(a) Refugee Law.

<sup>21</sup> Article 7 Refugee Law.

<sup>22</sup> Information provided by the Cyprus Refugee Council based on monitoring visits to the detention centre.

According to the Refugee Law,<sup>23</sup> if an asylum seeker did not make an application for international protection as soon as possible, and without having a good reason for the delay, the **Accelerated Procedure** can be applied, yet in practice this is never implemented. The fact that an asylum application was not made the soonest possible by an asylum seeker who entered legally or irregularly will often be taken into consideration during the substantial examination of the asylum application and as an indication of the applicant's lack of credibility and/or intention to delay removal.

All asylum applications are received by the Aliens and Immigration Unit, which is an office within the Police. One such office exists in each of the 5 districts in Cyprus (**Nicosia, Limassol, Larnaca, Paphos, Ammochostos**). For persons in detention, their asylum applications are received directly within the detention facilities, whereas for persons in prison who have requested to lodge an asylum application, the Aliens and Immigration Unit will be notified and will send one of their police officers to receive the asylum application. In the past, this led to delays but in the past year there has been sufficient improvement.<sup>24</sup>

Prior to 2018, there was no distinction between making and lodging an application in practice. When persons presented themselves to the Aliens and Immigration Unit, stating the intention to apply for asylum, they were either permitted to immediately lodge the application in accordance with the procedure set out below, or requested to return on another day, at times given an appointment.

Previously, if persons were requested to return on another day, to lodge the application, they were not necessarily provided with evidence that they had stated an intention to apply for asylum nor were they registered by the Unit in any way. The waiting period for an appointment varies depending on the influx of asylum seekers and the city; toward the end of 2018 it was on average 2 weeks but could reach up to 2 months in some cases. During this time asylum seekers do not have access to reception conditions or proof of their status in the country, however rarely are there reports of this leading to arrest.

As of summer 2018, EASO deploys registration assistants to support the Aliens and Immigration Units in **Nicosia, Limassol** and **Paphos**. A total of 5 assistants have been made available throughout the year.<sup>25</sup>

Since then, a new practice is being implemented whereby the registration and lodging of asylum applications are discrete procedural stages. However the practice is not uniform throughout the country according to the monitoring carried out by the Cyprus Refugee Council and in many cases there is still no distinction between making and lodging an application, and no evidence is provided that people have stated an intention to apply for asylum nor are they registered by the Unit in any way. Upon registration of the application by EASO or the Aliens and Immigration Unit, the asylum seeker receives an A4 paper form entitled "Verification of intention to apply for International Protection", which indicates personal details such as name, date of birth and date of request. The asylum seeker is given an appointment date to reappear before the police in order to lodge their asylum claim and provide fingerprints.

Another development noted throughout 2018 and early 2019 was the referral to the Emergency Reception Centre in **Kokkinotrimithia** ("Pournara") of groups of persons and at times individuals entering irregularly and stating their intention to apply for asylum. This is linked to the "Nafkratis" plan established by the Ministry of Interior for management of mass arrivals, according to which all persons entering the country irregularly, upon stating their intention to apply for asylum, are to be transferred to the centre where they will remain for 72 hours to undergo registration and a medical examination.<sup>26</sup> It is also linked to the plans announced in 2018 by the authorities to establish, with the support of EASO, a

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<sup>23</sup> Article 12Δ(4)(i) Refugee Law.

<sup>24</sup> Information provided to the Cyprus Refugee Council on persons who applied for asylum while in prison.

<sup>25</sup> Information provided by EASO, 13 February 2019.

<sup>26</sup> Ministry of Interior, *Προσφυγική κρίση*, available in Greek at: <https://bit.ly/2ttkhTE>.

first reception centre in Kokkinotrimithia, expected to be fully operational by the end of 2019.<sup>27</sup> The centre will undergo upgrading of existing infrastructure with the replacement of tents with prefabricated constructions and all reception services will be carried out at the centre (see [Types of Accommodation](#)).

## 2.2. Lodging an application

The applicant must lodge the application within 6 working days from the date the application was “made” at the place that it was made, provided that it is possible to do so within that period.<sup>28</sup> If an application is not lodged within this period, then the applicant is considered to have implicitly withdrawn or abandoned his or her application.<sup>29</sup> Finally, within 3 days from lodging the application, a confirmation that an application has been made must be provided.<sup>30</sup>

According to the law fingerprints should be taken when an application is made.<sup>31</sup> However, in practice fingerprints are usually taken by the Aliens and Immigration Unit when an application is lodged. Fingerprints are taken of the applicant and all dependants aged 14 and over.

When lodging the application, the applicant is provided with an A4 paper form entitled “Confirmation of Submission of an Application for International Protection”. This document includes a photograph in addition to personal details. The Aliens and Immigration Unit of the Police will also immediately register the application in the common asylum database which is managed by the Asylum Service.

The applicant is also at this stage expected to proceed with medical examinations at a state hospital. Upon receiving results or at a given appointment they are expected to return to the Aliens and Immigration Unit and submit medical results. The Unit in the meantime will have registered the applicant in the aliens’ register and upon submitting medical results they will receive an “Alien’s Registration Certificate” (ARC) in booklet form, which contains a registration number. This is also referred to as “Alien’s Book”. Full access to reception conditions are provided subject to the issuance of an ARC number.

Overall registration is slow and ineffective in practice. Due to capacity shortages and increasing numbers of arrivals in 2018, asylum seekers face considerable delays along every step of the registration and documentation process: (i) before undergoing registration; (ii) between registration and lodging; and (iii) between lodging and the issuance of an ARC.

Newly arrived persons may wait for one, often two months to have their claims lodged,<sup>32</sup> although practice is not always consistent. The issuance of the ARC can also take two to three months from the receipt of the “Confirmation of Submission of an Application for International Protection”.<sup>33</sup> These delays prevent timely access to reception conditions, specifically an asylum seeker can apply for welfare benefits only with the “Confirmation of Submission of an Application for International Protection” and will receive an emergency benefit while the application for welfare benefits is being examined (see [Criteria and Restrictions to Access Reception Conditions](#)). Until they have an ARC number they do not have access to a medical card except in emergency cases and they cannot register at the Labour Office as unemployed. Registration at the Labour Office was not an issue in the recent past as [Access to the Labour Market](#) was provided after 6 months, until which time asylum seekers would have their ARC. As

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<sup>27</sup> Note that the EASO Operating Plan 2019 refers to the centre being opened as of 5 November 2018: EASO, *Operational & Technical Assistance Plan to Cyprus 2019*, December 2018, available at: <https://bit.ly/2SbCSxv>, 4.

<sup>28</sup> Article 11(4)(a) Refugee Law.

<sup>29</sup> Article 11(4)(c) Refugee Law.

<sup>30</sup> Article 8(1)(b) Refugee Law.

<sup>31</sup> Article 11A Refugee Law.

<sup>32</sup> Information provided by Caritas Cyprus, 29 November 2018.

<sup>33</sup> Information provided by MiHub, 27 November 2018.

of the end of 2018 access to the labour market is provided within 1 month, at which time an ARC has not yet been provided.

## C. Procedures

### 1. Regular procedure

#### 1.1. General (scope, time limits)

##### Indicators: Regular Procedure: General

- |                                                                                                                                          |                                                                     |
|------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------|
| 1. Time limit set in law for the determining authority to make a decision on the asylum application at first instance:                   | 6 months                                                            |
| 2. Are detailed reasons for the rejection at first instance of an asylum application shared with the applicant in writing? <sup>34</sup> | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| 3. Backlog of pending cases at first instance as of 31 December 2018:                                                                    | 8,545                                                               |

According to the law, the Asylum Service shall ensure that the examination procedure is concluded as soon as possible, without prejudice to an adequate and complete examination.<sup>35</sup> Furthermore the Asylum Service shall ensure that the examination procedure is concluded within 6 months of the lodging of the application.<sup>36</sup> In instances where the Asylum Service is not able to issue a decision within 6 months, it is obliged to inform the applicant of the delay and, upon request, of the applicant, provide information on the reasons for the delay and on the time-frame in which a decision on the application is expected.<sup>37</sup>

The 6 month time-frame can be extended for a period not exceeding a further 9 months, where: (a) complex issues of fact and/or law are involved; (b) a large number of third-country nationals or stateless persons simultaneously apply for international protection, making it very difficult in practice to conclude the procedure within the 6-month time limit; (c) where the delay can clearly be attributed to the failure of the applicant to comply with his or her obligations as provided for under the law.<sup>38</sup> By way of exception, the Asylum Service may, in duly justified circumstances, exceed the time limits laid down by a maximum of 3 months where necessary in order to ensure an adequate and complete examination of the application.<sup>39</sup>

The Head of the Asylum Service may postpone concluding the examination procedure where the Asylum Service cannot reasonably be expected to decide within the time limits laid down, due to an uncertain situation in the country of origin which is expected to be temporary. In such a case, the Asylum Service shall conduct reviews of the situation in that country of origin at least every 6 months; inform the applicants concerned within a reasonable time of the reasons for the postponement; inform the European Commission within a reasonable time of the postponement of procedures for that country of origin.<sup>40</sup>

Finally, the law states that in any event, the Asylum Service shall conclude the examination procedure within a maximum time limit of 21 months from the lodging of the application.<sup>41</sup>

<sup>34</sup> Only upon request of the applicant. The applicant must review the file which is in Greek. A copy of the detailed reasons is not provided to the applicant or to legal representative.

<sup>35</sup> Article 13(5) Refugee Law.

<sup>36</sup> Article 13(6)(a) Refugee Law.

<sup>37</sup> Article 13(6)(b) Refugee Law.

<sup>38</sup> Article 13(7) and Article 16 Refugee Law.

<sup>39</sup> Article 13(8) Refugee Law.

<sup>40</sup> Article 13(9) Refugee Law.

<sup>41</sup> Article 13(10) Refugee Law.



In practice, the time required for the majority of decisions on asylum applications exceeds the 6 month period, and in cases of well-founded applications, the average time taken for the issuance of a decision takes approximately 2-3 years. It is not uncommon for well-founded cases to take up to 3-4 years of waiting time before asylum seekers receive an answer.<sup>42</sup> While there has been a substantial improvement in processing times for fast-tracked nationalities (see section on [Regular Procedure: Fast-Track Processing](#)), for other nationalities there are still long delays.

There are no consequences from the delays mentioned above and the Asylum Service does not inform the asylum seeker of the delay as provided for in the law, unless the applicant specifically requests information on the delay. Even when such a request is submitted to the Asylum Service, the written response mentions briefly that the decision will be issued within reasonable time, yet no specific time frame or reasons for the delay are provided to the applicant.

In 2017 and 2018, efforts have been made to address the backlog and the time in which cases are examined. Under its Support Plan to Cyprus,<sup>43</sup> EASO has continued to deploy caseworkers to support the Asylum Service, and provided 21 caseworkers in the course of 2018, of which 3 Member State experts and 18 locally recruited interim experts.<sup>44</sup> Under the recently signed Operating Plan for 2019, EASO will provide 8 caseworkers for a 12-month period and another 10 for a 7-month period to support the Asylum Service.<sup>45</sup> Toward the end of 2018 EASO initiated recruitment procedures to locally recruit officers for the examination of asylum applications; the caseworkers took up duties in February 2019. In early 2019, the Asylum Service also initiated procedures to recruit staff on a four year contract, 13 administrative officers out of which 8 are expected to be case workers.

The Asylum Service issued 2,669 decisions in 2018, based on a recommendation issued either by Asylum Service caseworkers or EASO caseworkers. EASO drafted 724 recommendations on asylum applications in 2018.<sup>46</sup>

However, the backlog of pending cases remains high and increased to 8,545 applicants at the end of 2018, compared to 3,843 at the end of 2017.

## **1.2. Prioritised examination and fast-track processing**

The Refugee Law includes a specific provision for the prioritised examination of applications, within the regular procedure, applicable where:<sup>47</sup>

- (a) the application is likely to be well-founded;
- (b) the applicant is vulnerable,<sup>48</sup> or is in need of special procedural guarantees, in particular unaccompanied minors.

Although efforts are made to ensure such prioritisation is given especially to vulnerable cases such as to victims of torture, violence or trafficking, it does not necessarily imply that other important safeguards are followed, such as the evaluation of their vulnerability and psychological condition and how this may affect their capability to respond to the questions of the interview. There are examiners that are better trained or sensitised to carry out the interview in an appropriate manner, yet overall, prioritisation of a vulnerable individual's case does not necessarily ensure that the interview is carried out under the

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<sup>42</sup> Information provided by the Cyprus Refugee Council.

<sup>43</sup> EASO, *Special support plan to Cyprus – Amendment No 4*, December 2017, available at: <http://bit.ly/2DWSHm9>, Measure CY 8.1.

<sup>44</sup> Information provided by EASO, 13 February 2019.

<sup>45</sup> EASO, *Operational & Technical Assistance Plan to Cyprus 2019*, December 2018, Measure CY 3.0.

<sup>46</sup> Information provided by EASO, 13 February 2019. EASO does not take the actual decision on the application, as this remains within the remit of the Asylum Service.

<sup>47</sup> Article 12E Refugee Law.

<sup>48</sup> Within the meaning of Article 9KΔ Refugee Law.

appropriate procedures specified in accordance to vulnerability (see section on [Special Procedural Guarantees](#)). In addition these cases may start out prioritised but there are often delays due to lack of interpreters or requirements for other examinations to be concluded before a decision can be made such as examination of victims of torture by the Medical Board or victims of trafficking by the Anti Trafficking Department of the Police and there is not always.

In 2017, within the EASO Special Support Plan, applications were screened to identify vulnerable cases so that they could be prioritised as well as allocated to an EASO expert specialised in vulnerable groups.<sup>49</sup> By the end of 2018 it was not clear how effective this measure was, as there are no statistics on the number of cases that were considered vulnerable and were prioritised and examined by an EASO expert. Moreover, EASO experts on vulnerability, provided by other Member States, were not consistently present in the country as they were deployed for periods of 6 weeks

Further to the instances of prioritisation mentioned in the Refugee Law, the Asylum Service continues to prioritise certain caseloads and examines them within the regular procedure and not the accelerated procedure, under three circumstances:

- (1) When the country of origin is deemed generally safe;<sup>50</sup>
- (2) If a conflict is taking place in the country of origin, such as Iraqi cases in the past and Syrian cases currently.

In 2018, the time required for the examination of cases of Syrians and Palestinians ex Syria increased in comparison to previous years, from an average of 12 months to 18 months.

### 1.3. Personal interview

#### Indicators: Regular Procedure: Personal Interview

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the regular procedure? ☒ Yes ☐ No  
 ❖ If so, are interpreters available in practice, for interviews? ☒ Yes ☐ No
2. In the regular procedure, is the interview conducted by the authority responsible for taking the decision? ☒ Yes ☐ No
3. Are interviews conducted through video conferencing? ☐ Frequently ☐ Rarely ☒ Never

According to the law, all applicants including each dependent adult are given the opportunity of a personal interview.<sup>51</sup> The personal interview on the substance of the application may be omitted where:<sup>52</sup>

- (a) The Head of the Asylum Service is able to take a positive decision with regard to refugee status on the basis of available evidence; or
- (b) the Asylum Service is of the opinion that the applicant is unfit or unable to be interviewed owing to enduring circumstances beyond his or her control. When in doubt, the Asylum Service shall consult a medical professional to establish whether the condition that makes the applicant unfit or unable to be interviewed is of a temporary or enduring nature.

In practice, all asylum seekers are interviewed, and in the majority of cases the interview takes place 1-2 years after the application has been submitted, including cases that are being prioritised under fast-track processing (see section on [Regular Procedure: Fast-Track Processing](#)). In 2017 the Asylum Service informed that they had omitted the interview in cases where the applicant was unfit or unable to

<sup>49</sup> EASO, *Special support plan to Cyprus – Amendment No 4*, December 2017, Measure CY 8.1.

<sup>50</sup> Note that this is also a ground for using the accelerated procedure.

<sup>51</sup> Article 13A(1) Refugee Law.

<sup>52</sup> Article 13A(2) Refugee Law.



be interviewed owed to enduring circumstances beyond his or her control.<sup>53</sup> No information is available for 2018.

The Refugee Law also permits, where simultaneous applications by a large number of third-country nationals or stateless persons make it impossible in practice for the determining authority to conduct timely interviews on the substance of each application by the Asylum Service, the Ministerial Council to issue an order, published in the Gazette, providing that experts of another Member States, who have been appointed by EASO or other related organisation, be temporarily involved in conducting such interviews.<sup>54</sup> In such cases, the personnel other than the Asylum Service, shall receive in advance the relevant training and shall also have acquired general knowledge of problems which could adversely affect an applicant's ability to be interviewed, such as indications that the applicant may have been tortured in the past.

This provision was triggered in 2017 through Ministerial Decree 187/2017, enabling EASO experts to conduct in-merit interviews between May 2017 and January 2018, due to the number of simultaneous asylum applications made in Cyprus and the inability of the Asylum Service to conduct those in time.<sup>55</sup> EASO presence continued throughout 2018. The presence of the EASO examiners initially sped up the examination of applications but has not impacted the backlog (see [Regular Procedure: General](#)).

All interviews are carried out at the Asylum Service, which is the authority responsible for taking decisions on asylum applications, by local staff or EASO experts; EASO caseworkers conducted 730 interviews in 2018, mainly covering asylum seekers from Syria, Egypt, Iraq, Nepal, Cameroon, Iran, Turkey, Democratic Republic of Congo and the Gambia.<sup>56</sup>

### Quality of interview

According to the law,<sup>57</sup> the Asylum Service shall take appropriate measures to ensure that personal interviews are conducted under conditions that allow the applicant to explain in detail the reasons for submitting the application for asylum, and in order to do so the Asylum Service shall:

- (a) Ensure the competent officer who conducts the interview is sufficiently competent to take account of the personal or general circumstances surrounding the application, including the applicant's cultural origin, cultural origin, gender, sexual orientation, gender identity or vulnerability;
- (b) Wherever possible, provide for the interview with the applicant to be conducted by a person of the same sex if the applicant so requests, unless the Asylum Service has reason to believe that such a request is based on grounds which are not related to difficulties on the part of the applicant to present the grounds of his or her application in a comprehensive manner;
- (c) Select an interpreter who is able to ensure appropriate communication between the applicant and the competent officer who conducts the interview. The communication shall take place in the language preferred by the applicant unless there is another language which he or she understands and in which he or she is able to communicate clearly. Wherever possible, an interpreter of the same sex is provided if the applicant so requests, unless the Asylum Service has reasons to believe that such a request is based on grounds which are not related to difficulties on the part of the applicant to present the grounds of his or her application in a comprehensive manner
- (d) Ensure that the person who conducts the interview on the substance of an application for international protection does not wear a military or law enforcement uniform;

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<sup>53</sup> Information provided by the Cyprus Refugee Council.

<sup>54</sup> Article 13A(1A) Refugee Law.

<sup>55</sup> Ministerial Decree 187/2017 of 9 June 2017 pursuant to Article 13A(1A) of the Refugee Law, available at: <http://bit.ly/2G5dSDs>.

<sup>56</sup> Information provided by EASO, 13 February 2019.

<sup>57</sup> Article 13A(9) Refugee Law.

- (e) Ensure that interviews with minors are conducted in a child-appropriate manner.

Furthermore when conducting a personal interview, the Asylum Service shall ensure that the applicant is given an adequate opportunity to present elements needed to substantiate the application in accordance with the law<sup>58</sup> as completely as possible. This shall include the opportunity to give an explanation regarding elements which may be missing and/or any inconsistencies or contradictions in the applicant's statements.<sup>59</sup>

In practice the quality of the interview, including the structure and the collection of data differs substantially depending on the individual examiner;<sup>60</sup> the absence of Standard Operating Procedures and mechanisms for internal quality control to date contribute to the diverse approaches.

As regards the EASO experts, cases are allocated according to expertise and a standardised interview structure is followed. However, based on cases represented by the Cyprus Refugee Council in 2018, there have been issues such as lack of expertise for complex cases..

Regarding the gender of the examiner and the interpreter, in practice, if applicants make such a request and it is usually granted. However, due to the absence of information and legal advice or representation (see [Regular Procedure: Legal Assistance](#)) most applicants do not have knowledge of this right in order to make such a request.

## Interpretation

Asylum Service caseworkers often conduct interviews in English, using interpretation where needed; this is often due to the fact that it is easier to identify interpreters that can speak the applicant's language and English rather than Greek. This, however, often affects the quality of interviews where the caseworker would arguably be more comfortable using Greek instead of English and the language barrier is often visible in the interview transcript and the recommendation, which often have several grammar, spelling and syntax mistakes, statements may be misunderstood or passages are poorly drafted or unclear.<sup>61</sup>

In cases examined by EASO, caseworkers conduct interviews in English, using interpretation where needed. This is also the case for Greek-speaking interim experts who could also be more comfortable using Greek instead of English. The language barrier is at times visible in some of the recommendations, where some passages are poorly drafted or unclear and have several grammar, spelling and syntax mistakes.

Although interpreters are always present in interviews, they are not professional interpreters nor adequately trained, and there is no code of conduct for interpreters.<sup>62</sup> Asylum seekers often complain about the quality of the interpretation as well as the impartiality / attitude of the interpreter, yet such complaints are seldom addressed by the Asylum Service.<sup>63</sup> During monitoring of interviews at the Asylum Service, it has been noted that although asylum seekers are asked by the interviewing officer whether they can understand the interpreter, most of the time they are reluctant to admit that there is an issue with understanding and prefer to proceed with the interview as they feel they have no other choice or are unwilling to wait for a longer period of time (sometimes months) for another interview to be

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<sup>58</sup> Article 16(2)(a) and Article 18(3)-(5) Refugee Law.

<sup>59</sup> Article 13A(10) Refugee Law.

<sup>60</sup> Based on review of cases between 2006-2018 by the Cyprus Refugee Council and previously the Humanitarian Affairs Unit of the Future Worlds Center.

<sup>61</sup> Based on review of cases between 2006-2018 by the Cyprus Refugee Council and previously the Humanitarian Affairs Unit of the Future Worlds Center.

<sup>62</sup> KISA, *Comments and observations for the forthcoming 52<sup>nd</sup> session of the UN Committee against Torture*, April 2014, available at: <http://bit.ly/1I2c0K3>, 39-40.

<sup>63</sup> Information provided by the Cyprus Refugee Council.

scheduled.<sup>64</sup> In addition, there have been cases where the applicant has complained about the interpreter regarding the quality of interpretation or attitude, and this has been perceived as lack of cooperation on behalf of the applicant.

In the case of interviews carried out by EASO caseworkers, the interpreters are often provided under the EASO Support Plan and may have been brought to Cyprus for this purpose. These interpreters seem to have received training and follow Standard Operating Procedures.

### **Recording and transcript**

The Refugee Law permits audio / video recordings.<sup>65</sup> However, in practice only a verbatim transcript of the interview is drafted.

The law also provides that the examiner must provide an opportunity to the applicant to make comments and/or provide clarifications orally and/or in writing with regard to any mistranslations or misconceptions appearing in the written report or in the text of the transcript at the end of the personal interview or within a specified time limit before take a decision on the Head of the request.<sup>66</sup> Furthermore, the legal representative / lawyer can intervene once the interview is concluded,<sup>67</sup> and this is the only stage at which corrections are permitted. However, in practice the situation varies between the examining officers, as some officers will allow such corrections and will only take into consideration the corrected statement, whereas others will allow such corrections but then consider the initial statement and the corrected statement to be contradictory and have often used this as evidence of lack of credibility on behalf of the applicant. In some cases the officer has not accepted any corrections at all.

There are often complaints by asylum seekers that the transcript does not reflect their statements, which is attributed either to the problematic interpretation or to problems with the examining officer, such as not being appropriately trained especially for the examination of vulnerable persons or sensitive issues, not being impartial, having a problematic attitude and not allowing corrections or clarifications on the asylum seeker's statements.

According to the law before the decision is issued on the asylum application the applicant and/or the legal advisor / lawyer has access to the report of the personal interview or the text of the audio and/or visual recording of the personal interview.<sup>68</sup> When an audio and/or visual recording of the personal interview is carried out, access is provided only if the applicant proceeds with a judicial review of the asylum application before the Administrative Court,<sup>69</sup> with the exception of applications examined under the accelerated procedure.

As audio / video recording is not used in practice, access should be provided to the report of the personal interview, prior to the issuance of the decision. According to the Asylum Service such access is provided and applicants are informed of this right during the personal interview, however very few applicants seem to be aware of this right and there is no evidence of anyone accessing this right, to the knowledge of the Cyprus Refugee Council. Access entails reviewing the report which is in Greek or sometimes in English, without translation / interpretation and without having a right to receive a copy of it, which may also contribute to applicants not accessing this right.

In the case of the legal advisor / lawyer accessing it prior to the issuance of the decision, very few applicants have a legal advisor / lawyer at the first instance examination, and even if they do, not many

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<sup>64</sup> Information from legal advisors of the Cyprus Refugee Council present at the interviews.

<sup>65</sup> Article 18(2A)(a)(i) Refugee Law.

<sup>66</sup> Article 18(2A)(a)(iii) Refugee Law.

<sup>67</sup> Article 18(1A) Refugee Law.

<sup>68</sup> Article 18(2B)(a) Refugee Law.

<sup>69</sup> Article 18(2B)(b) Refugee Law.

lawyers are familiar with the asylum procedure. However, in the rare cases where access is requested, it has been granted, as seen from cases represented by the Cyprus Refugee Council.

Furthermore access to the file, including the report of the personal interview is not provided to the applicant after the decision has been issued but only to the legal advisor/lawyer again a copy is not provided but only the right to review the file and its contents.

Regarding asylum applications examined whilst in detention, the overall quality of the asylum examination is not particularly affected by the fact that the applicant is in detention, as the examination, including the personal interview, is carried out by an officer / caseworker from the Asylum Service with the assistance of an interpreter. However, it is evident that the psychological state of individuals who are in detention is rarely taken into consideration during the interviewing process, including possible victims of torture, trafficking or violence. The majority of interviews are carried out at the offices of the Asylum Service, as with all asylum seekers; even if carried out in the detention centre it will be in a private room by the caseworkers of the Asylum Service.

#### 1.4. Appeal

##### Indicators: Regular Procedure: Appeal

- |                                                                                                     |                                              |                                                    |
|-----------------------------------------------------------------------------------------------------|----------------------------------------------|----------------------------------------------------|
| 1. Does the law provide for an appeal against the first instance decision in the regular procedure? | <input checked="" type="checkbox"/> Yes      | <input type="checkbox"/> No                        |
| ❖ If yes, is it                                                                                     | <input checked="" type="checkbox"/> Judicial | <input checked="" type="checkbox"/> Administrative |
| ❖ If yes, is it suspensive                                                                          | <input checked="" type="checkbox"/> Yes      | <input type="checkbox"/> No                        |
| 2. Average processing time for the appeal body to make a decision:                                  | Not available                                |                                                    |

##### 1.4.1. Appeal bodies

In order to ensure that asylum seekers in Cyprus have a right to an effective remedy against a negative decision before a judicial body on both facts and law in accordance with Article 46 of the recast Asylum Procedures Directive, the relevant authorities have taken steps to modify the procedure as follows: abolish the Refugee Reviewing Authority (RRA), which is a second level first-instance decision-making authority that examines recourses (appeals) on both facts and law, but is not a judicial body, and instead provide judicial review on both facts and law before the Administrative Court.

- Regarding the RRA, which has been the second instance administrative authority, and in view of this the 2016 amendment to the Refugee Law removed all articles that concern the operations of the RRA. However, the Refugee Law also states that the termination of operations of the RRA will enter into force on a date that is to be defined by the Council of Ministers and published in the Gazette, yet to date no such decision has been issued.

Furthermore, in view of the intention to abolish the RRA in recent years, most officers of the RRA have been transferred to other authorities, leaving only five examining officers for a backlog that doubled from 650 cases in 2016 to 1,123 cases – concerning 1,407 persons – at the end of 2017, many of which have been pending for several years.

In early 2019, the RRA was still operating and receiving new appeals – 965 in 2017 and 961 in 2018 – with no clear indication as to when operations will cease. This also hinders the effectiveness of the EASO Support Plan that has been set up to address the backlog of the Asylum Service,<sup>70</sup> as the negative decisions that are appealed before the RRA will remain pending for another 2-3 years approximately.

<sup>70</sup> EASO, *Special support plan to Cyprus – Amendment No 3*, February 2017, available at: <http://bit.ly/2tfNcvU>.

- Regarding, the Administrative Court, it was established in 2015 and started operating on 1 January 2016, taking over from the Supreme Court as the first-instance judicial review authority for asylum cases.<sup>71</sup> The backlog of asylum cases from the Supreme Court was transferred on to the Administrative Court with the exception of cases that were at the final stage of examination pending a decision.

The Administrative Court only examines applications made on 20 July 2015 onwards on both facts and law. For applications made prior to the given date, the Administrative Court will only examine on points of law, as did the Supreme Court. As a result, applicants who applied prior to 20 July 2015 will never have access to an effective remedy before a court or tribunal, as required by the recast Asylum Procedures Directive. In addition, the Administrative Court comprises of only five judges without any legal assistants who must determine any judicial review pertaining to an administrative decision, not just asylum decisions, which has raised concern on the capacity of the Court to deal with such a workload.

In 2018, it was acknowledged that the Administrative Court could not fulfil its mandate toward asylum cases. This led to the establishment of a new, specialised court to take on international protection cases, named the International Protection Administrative Court (IPAC).<sup>72</sup> The IPAC is expected to start operations in May 2019. Currently it is not clear if the IPAC will take on the backlog from the Administrative Court, which at the end of 2018 was 555 cases.<sup>73</sup> If so, this could again raise concerns about the timely examination of cases.

In practice, at the time of writing, following a negative decision on the asylum application by the Asylum Service, an asylum seeker has the following options:

- (a) He or she may file an appeal at the RRA within 20 calendar days,<sup>74</sup> and if rejected by the RRA, he or she has the right to submit a recourse<sup>75</sup> before the Administrative Court within 75 calendar days.
- (b) The second option the applicant has is to bypass the RRA stage and submit a recourse directly before the Administrative Court within 75 calendar days. All decisions issued by the Administrative Court can be appealed before the Supreme Court within 42 days.

#### 1.4.2. Rules and time limits

Asylum seekers are informed about their right to appeal either before the RRA or before the Administrative Court, and this is included in the first instance decision. The appeal before the RRA and the Administrative Court has suspensive effect,<sup>76</sup> and both examine both facts and points of law. There is no specific time limit set for the issuance of a decision but rather the law provides that a decision must be issued as soon as possible.<sup>77</sup> The onward appeal before the Supreme Court examines only points of law and does not have suspensive effect.

During 2017 a policy changed was noted whereby beneficiaries of subsidiary protection who submit an “upgrade appeal before” the RRA against the decision that rejected their application for refugee status

<sup>71</sup> Law N. 131(I)/2015 on the establishment and operation of the Administrative Courts, 21 July 2015.

<sup>72</sup> Law N. 73(I)/2018 on the establishment of the Administrative Court for International Protection.

<sup>73</sup> Information provided by the RRA, February 2019.

<sup>74</sup> Article 28ΣΤ(2) Refugee Law (this has been deleted from the Law but still used in practice).

<sup>75</sup> Administrative recourse under Article 146(1) of the Constitution of the Republic of Cyprus. This provision provides as follows: “the Supreme Constitutional Court shall have exclusive jurisdiction to rule on any appeal against a decision by the Administrative Court which has exclusive jurisdiction to decide at first instance on any action condition being a decision, measure or any organ failure, authority or person exercising any executive or of the administration of on-the because this is contrary to the provisions of the Constitution or of any law or is made in excess or in abuse of powers vested in such organ or authority or person.”

<sup>76</sup> Article 8 Refugee Law.

<sup>77</sup> Article 31Γ(5) Refugee Law.

remain asylum seekers until a decision on the appeal was issued as the decision granting them subsidiary protection is suspended. This does not apply to beneficiaries of subsidiary protection who submit an appeal before the Administrative Court. Furthermore, cases were identified where beneficiaries of subsidiary protection who submit an appeal before the RRA were informed that they were asylum seekers are not entitled to assistance provided to beneficiaries of international protection but the CRMD continued to issue them with a [Residence Permit](#) that stated them to be subsidiary protection holders. However, it has been noted that the overall interest in appealing decisions granting subsidiary protection is low including among Syrians, the majority of whom receive subsidiary protection but it is not clear if this is due to fear of reverting to the status of asylum seeker, the low success rate in appeals, or the lack of access to legal representation.

The Refugee Law allows access before a decision is issued on the asylum application, to the interview transcript, assessment / recommendation, supporting documents, medical reports and country of origin information that have been used in support of the decision.<sup>78</sup> However, the vast majority of asylum seekers as well as legal advisors / representatives are not aware of this right and do not exercise it. Access to the aforementioned documents is also provided after rejection of the asylum application. Again, the vast majority of asylum seekers and legal advisors / representatives are not aware of this right or do not exercise it. Access consists of reviewing the file and taking notes of the documents before an administration officer of the Asylum Service; copying or scanning the documents is strictly prohibited. As documents are mostly in Greek and some in English, such as country of origin information reports, it is in fact impossible for an asylum seeker to effectively access their file as they will not be able to understand the content or take copies for someone to translate.

The procedure before the RRA is administrative, not judicial, and applicants have a right to submit an appeal without legal representation. However, if they do not have legal representation the chances of succeeding are extremely limited. Due to the fact that legal aid is not provided by the state at this stage of the asylum procedure (see section on [Regular Procedure: Legal Assistance](#)), only a small number of applicants are represented and are able to submit well-argued appeals against the decision of the Asylum Service. Before the 2016 amendment to the Refugee Law,<sup>79</sup> it was provided that it is up to the discretion of the RRA to provide for a hearing. Although the article has since been removed from the law, it is still followed in practice. In fact, a hearing is very rarely provided for. Such hearings are not carried out in public and the decisions are not published, however a detailed decision is sent to the applicant.

The RRA can grant refugee status or subsidiary protection to asylum seekers. The average time taken to issue a decision varies depending on the case. As in the first instance examination for well-founded cases, it is not unusual for the RRA to take over 3 years to issue a decision. In 2017 due to the rising backlog, the processing time before the RRA has increased even more, with no improvements in 2018. If rejected by the RRA, an asylum seeker has the right to submit a recourse before the Administrative Court within 75 calendar days.

The procedure before Administrative Court is judicial. Applicants can submit an application without legal representation. However, this is not widely known in general and it is discouraged by the Court itself as the procedures are very complicated. Moreover, in view of the problematic access to legal aid (see [Regular Procedure: Legal Assistance](#)) it is questionable how many applicants will actually be able to access this remedy. Regarding the procedural rules followed by the Court, there are gaps concerning issues related to asylum claims such as the examination of expert witnesses. The situation is expected to be similar when the IPAC becomes operational.

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<sup>78</sup> Article 18(2B) and (7A) Refugee Law.

<sup>79</sup> Article 28Z(4) Refugee Law, deleted from the Law.



## 1.5. Legal assistance

### Indicators: Regular Procedure: Legal Assistance

1. Do asylum seekers have access to free legal assistance at first instance in practice?  
☐ Yes      ☐ With difficulty      ☒ No  
❖ Does free legal assistance cover:  
☐ Representation in interview  
☐ Legal advice
2. Do asylum seekers have access to free legal assistance on appeal against a negative decision in practice?  
☐ Yes      ☒ With difficulty      ☐ No  
❖ Does free legal assistance cover  
☒ Representation in courts  
☒ Legal advice

Asylum seekers have a right to legal assistance throughout the asylum procedure, if they can cover the cost, as free legal assistance is not easily available and *pro bono* work by lawyers is prohibited by the Advocates Law,<sup>80</sup> and may lead to disciplinary measures against lawyers.

### 1.5.1. Legal information and assistance at first instance

For the first instance examination the Refugee Law imposes an obligation on the state to ensure, upon request, and in any form the state so decides, that applicants are provided with legal and procedural information free of charge, including at least information on the procedure in the light of the applicant's particular circumstances and in case of a rejection of the asylum application information that explains the reasons for the decision and the possible remedies and deadlines.<sup>81</sup>

According to the law,<sup>82</sup> such information can be provided by:

1. Non-governmental organisations;
2. Professional public authorities, provided that they secure the consent of the state authorities;
3. Specialised government agencies, provided that they secure the consent of the specialised government agencies;
4. Private lawyers or legal advisers;
5. The Asylum Service officers who are not involved in processing applications.

Finally the Head of the Asylum Service has the right to reject a request for free legal and procedural information provided that it is demonstrated the applicant has sufficient resources. The Head may require for any costs granted to be reimbursed wholly or partially if and when the applicant's financial situation has improved considerably or if the decision to grant such costs was taken on the basis of false information supplied by the applicant. If the applicant refuses or fails to satisfy this requirement, the Head may take legal action to recover the relevant amount due as a civil debt to the RoC.<sup>83</sup>

According to the Asylum Service, an officer from the Asylum Service who does not examine asylum applications has been designated to provide such information by way of appointments. However, there is no evidence indicating that applicants are aware of this service, nor has anyone mentioned accessing it so far.<sup>84</sup> For cases before the RRA, no such information is provided.

In practice the only free legal assistance available at the administrative stages is extremely limited and under funded projects. Due to the lack of state-provided legal assistance, UNHCR has funded consistently the project "Strengthening Asylum in Cyprus", implemented by the NGO Future Worlds

<sup>80</sup> Article 17(9) Advocates Law.

<sup>81</sup> Article 18(7Γ)(a) Refugee Law.

<sup>82</sup> Article 18(7Γ)(c) Refugee Law.

<sup>83</sup> Article 18(7Γ)(d) and (e) Refugee Law.

<sup>84</sup> Information provided by the Cyprus Refugee Council.

Center from 2006-2017 and by the Cyprus Refugee Council for 2018 and 2019.<sup>85</sup> The project provides for only 2 lawyers for all asylum seekers and beneficiaries of international protection and therefore concentrates on precedent-setting cases. A project funded under the European Refugee Fund (ERF) which provided free legal assistance specifically to asylum seekers was implemented once for the first 6 months of 2013, then for the first 6 months of 2014 and for another 6 months until June 2015 by the NGO Future Worlds Center.<sup>86</sup> Although legal assistance is included as a priority under the Asylum, Migration and Integration Fund (AMIF) at a national level,<sup>87</sup> a relevant call for proposals has not been issued since the introduction of the AMIF. The lack of legal assistance provided by the state, the lack of funding for non-state actors to provide such assistance combined with the lack of any information provided currently by the state (see section on [Information for Asylum Seekers and Access to NGOs and UNHCR](#)) leads to a major gap in the asylum procedures in Cyprus.

Asylum seekers reach NGOs providing legal assistance primarily through word of mouth, especially since the information available to asylum seekers is often not available or outdated (see section on [Information for Asylum Seekers and Access to NGOs and UNHCR](#)) or via other NGOs that may not have legal assistance and may refer asylum seekers to NGOs that do. Individual officers working in various departments of the government that come in contact with asylum seekers may refer them to NGOs to receive legal assistance, whereas asylum seekers residing in the reception centre may be referred by the staff working there. In the case of asylum seekers in detention they come in contact with NGOs again through other detainees but also by NGOs carrying out monitoring visits to the detention centre.<sup>88</sup>

### 1.5.2. Legal assistance in appeals

Legal aid is offered by the state only at the judicial examination of the asylum application before the Administrative Court, which has taken over the judicial review of asylum applications as of January 2016.<sup>89</sup> The application for legal aid is subject to a “means and merits” test.<sup>90</sup> According to this test, an asylum seeker applying for legal aid must show that he or she does not have the means to pay for the services of a lawyer. This claim will be examined by an officer of the Social Welfare Services who submits a report to the Administrative Court. In the majority of cases, asylum seekers are recognised not to have sufficient resources.

Regarding the “merits” part of the test, which is extremely difficult to satisfy, the applicant must show that the “the appeal has a real chance of success”. This means that asylum seekers must convince the judge, without the assistance of a lawyer, that there is a possibility the Court may rule in their favour if it later examines the appeal. Additionally in this process the state lawyer representing the Republic acts as opponent and always submits reasons why the appeal does not have a real chance of success and why Legal Aid should not be provided, which leads to an extremely unequal process. As a result it remains nearly impossible for a person with no legal background to satisfy this requirement and since the 2010 amendment of the law for Legal Aid which extended legal aid to the asylum procedure, very few applications for legal aid have been submitted and even less granted.<sup>91</sup> Indicatively, since the start of operations of the Administrative Court, the following decisions were issued:

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<sup>85</sup> For an overview, see FWC, *Strengthening Asylum*, at: <http://bit.ly/1L9ypGb>.

<sup>86</sup> For an overview, see FWC, *Provision of Free Legal Advice to Asylum Seekers in Cyprus*, available at: <http://bit.ly/1Mahy6e>.

<sup>87</sup> Ministry of Interior, *European Funds*, available at: <http://bit.ly/2mcB4sq>.

<sup>88</sup> Information provided by the Cyprus Refugee Council, which carries out weekly visits to the detention centre.

<sup>89</sup> Article 6B(2) Legal Aid Law.

<sup>90</sup> Article 6B(2)(b)(bb) Legal Aid Law.

<sup>91</sup> According to a search carried out on the [Cylaw database](#), for 2010-2017, approximately 87 applications for legal aid submitted by asylum seekers were found, out of which 9 were granted.



Administrative Court decisions on legal aid in asylum cases			
	2016	2017	2018
Granting legal aid	2	2	0
Refusing legal aid	20	13	5
Total decisions	22	15	5
Success rate	9.1%	13.3%	0%

Source: Search carried out on the [Cylaw database](#), 2016-2018.

Furthermore, in cases where legal aid is granted the court fees which are approximately 140 € need to be covered up front. This amount along with other expenses will be reimbursed after the conclusion of the case but with extremely long delays; such delays occur in all court cases and are not limited to asylum-related cases, however this also acts as a deterrent to lawyers to take up cases under legal aid.

The UN Committee against Torture (UNCAT) has stated in its fourth report on Cyprus that it considers that the criteria are overly restrictive to legal aid of asylum seekers and undocumented immigrants and places them at risk of unwarranted *refoulement* and illegal detention,<sup>92</sup> while the report of the Working Group on the Universal Periodic Review of Cyprus included a recommendation to ensure that asylum seekers have free legal aid throughout the asylum procedure.<sup>93</sup> The Council of Europe Commissioner for Human Rights, Nils Muižnieks,<sup>94</sup> after a visit to Cyprus in December 2015 and in the subsequent report issued March 2016 also raised his concerns about the lack of legal aid for asylum seekers during the administrative stages of the asylum procedure, and the very limited access to legal aid during relevant judicial proceedings. In his report, he urged Cyprus to introduce in law and practice effective remedies concerning the detention of migrants, including asylum seekers, and their deportation.

## 2. Dublin

### 2.1. General

#### Dublin statistics: 2018

Outgoing procedure			Incoming procedure		
	Requests	Transfers		Requests	Transfers
<b>Total</b>	150	15	<b>Total</b>	91	6

Source: Asylum Service

#### Application of the Dublin criteria

The applicant is interviewed by Dublin Regulation officers and all documents and information are collected in collaboration with him or her. For unaccompanied minors, both the interview and family tracing is done in the presence and with the collaboration of the Social Welfare Service's officers. Following this, the request is submitted via 'DubliNet' to the relevant Member State.

In practice the evidential requirements that are needed to prove family links are mostly documents that prove familial relationship with the individual in question are requested from the asylum seeker, such as

<sup>92</sup> UNCAT, *Concluding Observations on the Fourth Report of Cyprus, Committee against Torture*, 21 May 2014.

<sup>93</sup> UN Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Cyprus, Twenty-sixth session*, 4 April 2014.

<sup>94</sup> Council of Europe Commissioner for Human Rights, *Report following the visit to Cyprus from 7 to 11 December 2015*, CommDH(2016)16, 31 March 2016, available at: <http://bit.ly/2mcxpec>.

identity documents, family registration documents, birth / marriage certificates, photographs, any documents available and when necessary DNA tests. The authorities conducting the Dublin procedure will apply the family provisions even if the asylum seeker has not indicated the existence of family members in another Member State from the outset.<sup>95</sup>

The criteria most frequently used in practice for incoming requests are previous applications for international protection and for outgoing requests, family unity for unaccompanied minors.

### **The dependent persons and discretionary clauses**

The humanitarian clause may be applied when the other criteria are not applicable and humanitarian reasons arise, whereas the sovereignty clause may be applied when the transfer is not going to be implemented within the time limits for reasons not foreseen in the Regulation i.e. health issues.<sup>96</sup> No statistics for 2017 or 2018 have been shared by the Asylum Service.

## **2.2. Procedure**

### **Indicators: Dublin: Procedure**

1. On average, how long does a transfer take after the responsible Member State has accepted responsibility? 3-6 months

All asylum seekers applying for asylum aged 14 and over as well as their dependants, also aged 14 and over, are systematically fingerprinted and checked in Eurodac.<sup>97</sup> There is no specific policy in place for cases where applicants refuse to be fingerprinted, nor have there been cases to indicate practice.

The Dublin procedure is systematically applied in all cases;<sup>98</sup> when lodging an application for asylum, the applicant also fills in a Dublin questionnaire where he or she has to state any previous travels or any relatives present in another Member State. Should he or she have travelled through another Member State or have relatives present in one Member State, the Dublin Unit invites the applicant for an interview.

In 2018, the Asylum Service faced difficulties in issuing “take charge” requests for family reunification within the 3-month deadline.

### **Individualised guarantees**

The Dublin Unit seeks individualised guarantees that the asylum seeker will have adequate reception conditions and access to the asylum procedure upon transfer for countries facing difficulties in their asylum systems.<sup>99</sup> Such guarantees are sought after the responsible Member State has agreed to take charge of / take back the applicant.

### **Transfers**

When another EU Member State accepts responsibility for the asylum applicant, it takes on average 3-6 months (based on estimations from practical experience) before the applicant is transferred to the responsible Member State. Asylum seekers are not detained for the purpose of transfer, whereas the actual transfer takes place under supervision or when necessary under escort.

<sup>95</sup> Information provided by the Dublin Unit, October 2015. This practice remains valid as of 2017.

<sup>96</sup> *Ibid.*

<sup>97</sup> Article 11A Refugee Law.

<sup>98</sup> Article 11B Refugee Law.

<sup>99</sup> Information provided by the Dublin Unit, July 2017.

In 2016, Cyprus carried out 62 outgoing transfers, mainly to the UK, Germany and Sweden. In 2017, it carried out 12 outgoing transfers and in 2018 15 outgoing transfers.

### 2.3. Personal interview

#### Indicators: Dublin: Personal Interview

☒ Same as regular procedure

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the Dublin procedure? ☒ Yes ☐ No
  - ❖ If so, are interpreters available in practice, for interviews? ☒ Yes ☐ No
2. Are interviews conducted through video conferencing? ☐ Frequently ☐ Rarely ☒ Never

The interview for the Dublin procedure is carried out by the Dublin Unit of the Asylum Service. These interviews are conducted in the same manner as the regular procedure, meaning that an interpreter is always available when needed and applicants can choose the gender of the interpreter and/or interviewer. It is also recorded in the same way as the regular procedure, meaning only a written transcript is produced as audio/video recording is not used (see section on [Regular Procedure: Personal Interview](#)).

The interview for the Dublin procedure focuses on determining the Member State responsible for examining the application for international protection. For possible “take back” cases, questions focus on the applicants’ entry into other Member States prior to reaching Cyprus, whether or not they have applied for asylum in said countries and the reasons for applying, duration of stay along with specific dates of entry, reason for leaving the country. For family unity reasons, questions focus on whether the individual has family members in other member states, as well the relationship with the individual in question, their relatives’ status in the country and whether they can obtain any documents proving the familial relationship. All applicants are also informed on the Dublin procedure, what it entails, the possibilities and effect on the case.<sup>100</sup>

### 2.4. Appeal

#### Indicators: Dublin: Appeal

☐ Same as regular procedure

1. Does the law provide for an appeal against the decision in the Dublin procedure?
 

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
❖ If yes, is it	<input checked="" type="checkbox"/> Judicial <input checked="" type="checkbox"/> Administrative
❖ If yes, is it suspensive	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

The procedure for appeals against Dublin decisions is identical to appeals in the regular procedure (see [Regular Procedure: Appeal](#)), except for the suspensive effect of the appeal before the RRA. Whereas an appeal in the regular procedure before the RRA has automatic suspensive effect, in the case of an appeal against a decision in the Dublin procedure it does not suspend the decision, unless the RRA so determines.<sup>101</sup> According to information provided by the Asylum Service, the RRA has so far suspended all transfers until a decision has been issued on appeal. As in the regular procedure, a judicial review is available before the Administrative Court,<sup>102</sup> during which the applicant has a right to remain.

<sup>100</sup> Information provided by testimonies of individuals who have undergone a Dublin interview.

<sup>101</sup> Article 11B(3) Refugee Law.

<sup>102</sup> Article 31Γ(3) Refugee Law.

The majority of cases in Cyprus that may be transferred to other Member States are not challenged by asylum seekers, as the great majority of the cases are related to family unity reasons and their preference is to not remain in Cyprus.

## 2.5. Legal assistance

### Indicators: Dublin: Legal Assistance

☒ Same as regular procedure

1. Do asylum seekers have access to free legal assistance at first instance in practice?
 

<input type="checkbox"/> Yes	<input type="checkbox"/> With difficulty	<input checked="" type="checkbox"/> No
------------------------------	------------------------------------------	----------------------------------------

  - ❖ Does free legal assistance cover:
 

<input type="checkbox"/> Representation in interview
<input type="checkbox"/> Legal advice
  
2. Do asylum seekers have access to free legal assistance on appeal against a Dublin decision in practice?
 

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> With difficulty	<input type="checkbox"/> No
------------------------------	-----------------------------------------------------	-----------------------------

  - ❖ Does free legal assistance cover
 

<input checked="" type="checkbox"/> Representation in courts
<input checked="" type="checkbox"/> Legal advice

There is no access to free legal assistance from the state before the Asylum Service and RRA during the Dublin procedure. However, such cases can be assisted by the free legal assistance provided for by NGOs under project funding, but the capacity of these projects is extremely limited (see [Regular Procedure: Legal Assistance](#)). Legal aid is offered by the state only at the judicial examination of the Dublin decision before the Administrative Court.<sup>103</sup> The application for legal aid is subject to a “means and merits” test and is extremely difficult to be awarded (see [Regular Procedure: Legal Assistance](#)). However, asylum seekers, as stated above, extremely rarely submit appeals against the Dublin transfer and as such no free legal assistance has ever been requested during the appeal procedure so as to have statistics on the matter.

## 2.6. Suspension of transfers

### Indicators: Dublin: Suspension of Transfers

1. Are Dublin transfers systematically suspended as a matter of policy or jurisprudence to one or more countries?
 

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
------------------------------	----------------------------------------

  - ❖ If yes, to which country or countries?

The majority of cases that fall under the Dublin procedure in Cyprus are requests from other Member States for Cyprus to take responsibility (“take back” requests) and seldom will an asylum seeker leave another Member State and come to Cyprus. In case a transfer is not possible within the time limits foreseen by the Dublin Regulation, Cyprus will assume responsibility for examining the asylum application and asylum seekers will have full access to reception conditions and all other rights enjoyed by asylum seekers.

There are no national court rulings on Dublin transfers.

## 2.7. The situation of Dublin returnees

Asylum seekers transferred back from another Member State whose final decision is pending are not detained. In the case they have no place on their own to stay, they are transferred to Kofinou Reception Centre, which is an open centre for asylum seekers.<sup>104</sup>

<sup>103</sup> Article 68(8) Legal Aid Law.

<sup>104</sup> Information provided by the Cyprus Refugee Council which carries visits to Kofinou reception centre.

For asylum seekers transferred back from another state, if a final decision was not issued prior to them leaving Cyprus, the asylum procedure resumes where it was left off, whereas if a final decision was issued then deportation procedures are initiated.

The Dublin Unit has not been requested to provide individual guarantees for incoming transfers so far.<sup>105</sup>

Only 6 persons have been returned to Cyprus throughout 2018, compared to 5 persons in 2017 and 4 in 2016.

### 3. Admissibility procedure

#### 3.1. General (scope, criteria, time limits)

The Refugee Law provides that an application for international protection is inadmissible only where:<sup>106</sup>

- (a) another Member State has granted international protection;
- (b) a country which is not a Member State is considered as a **First Country of Asylum** for the applicant;
- (c) a country which is not a Member State is considered as a **Safe Third Country** for the applicant;
- (d) the application is a **Subsequent Application**, where no new elements or findings relating to the examination of whether the applicant qualifies as a beneficiary of international protection have arisen or have been presented by the applicant; or
- (e) a dependant of the applicant lodges an application, after he or she has consented to have his or her case be part of an application lodged on his or her behalf, and there are no facts relating to the dependant's situation which justify a separate application.

Furthermore, where an application is considered inadmissible, the Head of the Asylum Services closes the file and stops the examination of the application by a decision which is taken and registered in the file without following the regular or accelerated procedure.<sup>107</sup>

To the knowledge of the Cyprus Refugee Council, the inadmissibility grounds are not applied in practice.

#### 3.2. Personal interview

##### Indicators: Admissibility Procedure: Personal Interview

☐ Same as regular procedure

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the admissibility procedure? ☒ Yes ☐ No
- ❖ If so, are questions limited to identity, nationality, travel route? ☐ Yes ☒ No
  - ❖ If so, are interpreters available in practice, for interviews? ☒ Yes ☐ No

2. Are interviews conducted through video conferencing? ☐ Frequently ☐ Rarely ☒ Never

According to the law, before the decision on admissibility is taken, the Asylum Service allows the applicant to state his or her views on the application of the grounds and for this purpose carries out a personal interview on the admissibility of the application. In practice a short interview will be carried out always in the presence of an interpreter.

<sup>105</sup> Information provided by the Dublin Unit, July 2017.

<sup>106</sup> Article 12B-quater(2) Refugee Law.

<sup>107</sup> Article 12B-quater(1) Refugee Law.

### 3.3. Appeal

#### Indicators: Admissibility Procedure: Appeal

☒ Same as regular procedure

1. Does the law provide for an appeal against the decision in the admissibility procedure?
- |                                              |                                                    |
|----------------------------------------------|----------------------------------------------------|
| <input checked="" type="checkbox"/> Yes      | <input type="checkbox"/> No                        |
| <input checked="" type="checkbox"/> Judicial | <input checked="" type="checkbox"/> Administrative |
| <input checked="" type="checkbox"/> Yes      | <input type="checkbox"/> No                        |
- ❖ If yes, is it  
❖ If yes, is it suspensive

The law permits for an appeal against inadmissibility decisions.<sup>108</sup> The rules and procedure are the same as in the [Regular Procedure: Appeal](#).

### 3.4. Legal assistance

#### Indicators: Admissibility Procedure: Legal Assistance

☒ Same as regular procedure

1. Do asylum seekers have access to free legal assistance at first instance in practice?
- |                              |                                          |                                        |
|------------------------------|------------------------------------------|----------------------------------------|
| <input type="checkbox"/> Yes | <input type="checkbox"/> With difficulty | <input checked="" type="checkbox"/> No |
|------------------------------|------------------------------------------|----------------------------------------|
- ❖ Does free legal assistance cover:
- |                                                      |
|------------------------------------------------------|
| <input type="checkbox"/> Representation in interview |
| <input type="checkbox"/> Legal advice                |
2. Do asylum seekers have access to free legal assistance on appeal against an inadmissibility decision in practice?
- |                              |                                                     |                             |
|------------------------------|-----------------------------------------------------|-----------------------------|
| <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> With difficulty | <input type="checkbox"/> No |
|------------------------------|-----------------------------------------------------|-----------------------------|
- ❖ Does free legal assistance cover
- |                                                              |
|--------------------------------------------------------------|
| <input checked="" type="checkbox"/> Representation in courts |
| <input checked="" type="checkbox"/> Legal advice             |

There is no access to free legal assistance from the state before the Asylum Service and RRA during any procedure, including admissibility procedure. However, such cases can be assisted by the free legal assistance provided for by NGOs under project funding, although the capacity of these projects is extremely limited (see [Regular Procedure: Legal Assistance](#)).

## 4. Border procedure (border and transit zones)

There is no border procedure in Cyprus.

## 5. Accelerated procedure

### 5.1. General (scope, grounds for accelerated procedures, time limits)

As in the regular procedure, the Asylum Service is the authority responsible for taking decisions at first instance in accelerated procedures.

Article 12Δ of the Refugee Law provides that an accelerated procedure is applied by order of priority and within 30 days after the asylum application is made, where the responsible officer considers that the applicant:

- (b) Comes from a country where there is no serious risk of persecution;<sup>109</sup>
- (c) Comes from a safe third country;<sup>110</sup>
- (d) Comes from a safe European third country;<sup>111</sup>
- (e) Comes from a safe country of origin;<sup>112</sup>

<sup>108</sup> Articles 12B-quater(1) and 18(7)-(7E) Refugee Law.

<sup>109</sup> Article 12A Refugee Law.

<sup>110</sup> Article 12B Refugee Law.

<sup>111</sup> Article 12B-bis Refugee Law.

- (f) Lodges an inadmissible application;<sup>113</sup>
- (g) Comes from a first country of asylum;<sup>114</sup>
- (h) Meets one of the following criteria:<sup>115</sup>
  - i. the applicant, in submitting his/her application and presenting the facts, has only raised issues that are not relevant or of minimal relevance to the examination of whether he or she qualifies as a refugee;
  - ii. the applicant is from a safe country of origin within the meaning of the Law;<sup>116</sup>
  - iii. the applicant has misled the authorities by presenting false information or documents or by withholding relevant information or documents with respect to his or her identity and/or nationality that could have had a negative impact on the decision;;
  - iv. it is likely that, in bad faith, the applicant has destroyed or disposed of an identity or travel document that would have helped establish his or her identity or nationality;
  - v. the applicant has made clearly inconsistent and contradictory, clearly false or obviously improbable representations which contradict sufficiently verified country-of-origin information, thus making his or her claim clearly unconvincing in relation to whether he or she qualifies as a beneficiary of international protection by virtue of the Law;
  - vi. the applicant has introduced a subsequent application for international protection that is not inadmissible in accordance with Article 16Δ;
  - vii. the applicant is making an application merely in order to delay or frustrate the enforcement of an earlier or imminent decision which would result in his or her removal;
  - viii. the applicant entered the territory of the Republic unlawfully or prolonged his or her stay unlawfully and, without good reason, has either not presented himself or herself to the authorities or not made an application for international protection as soon as possible, given the circumstances of his or her entry;
  - ix. the applicant may, for serious reasons, be considered a danger to the national security or public order, or has been forcibly expelled for serious reasons of public security or public order under national law;
  - x. the applicant refuses to comply with an obligation to have his or her fingerprints taken in accordance with the Eurodac Regulation.

In practice the accelerated procedure is never used. Due to this, there is no available information on the consequences on the responsible authority not abiding by the stricter time limits, nor are there any available statistics on this procedure. In 2018 there were statements by the authorities indicating that such procedures will be initiated but to date they have not.

## 5.2. Personal interview

### Indicators: Accelerated Procedure: Personal Interview

☒ Same as regular procedure

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the accelerated procedure? ☐ Yes ☐ No
  - ❖ If so, are questions limited to nationality, identity, travel route? ☐ Yes ☐ No
  - ❖ If so, are interpreters available in practice, for interviews? ☐ Yes ☐ No
2. Are interviews conducted through video conferencing? ☐ Frequently ☐ Rarely ☐ Never

<sup>112</sup> Article 12B-ter Refugee Law.

<sup>113</sup> Article 12B-quater Refugee Law.

<sup>114</sup> Article 12B-quinquies Refugee Law.

<sup>115</sup> Article 12Δ(4) Refugee Law.

<sup>116</sup> Article 12B-ter Refugee Law.



As is the case during the regular procedure, interviews of applicants during the accelerated procedure are to be carried out by the Asylum Service.<sup>117</sup> The personal interview on the substance of the application may be omitted where:<sup>118</sup>

- The Head of the Asylum Service is able to take a positive decision with regard to refugee status on the basis of available evidence;
- The Asylum Service is of the opinion that the applicant is unfit or unable to be interviewed owing to enduring circumstances beyond his or her control. When in doubt, the Asylum Service shall consult a medical professional to establish whether the condition that makes the applicant unfit or unable to be interviewed is of a temporary or enduring nature.

Once a decision is issued under the accelerated procedure, access to the report or to the transcript of the audio/visual recording of the interview, where applicable, the registration is granted is granted at the same time the decision is made.

As the accelerated procedure is not applied in practice, it is not possible to comment on the nature of the interview.

### 5.3. Appeal

#### Indicators: Accelerated Procedure: Appeal

☐ Same as regular procedure

1. Does the law provide for an appeal against the decision in the accelerated procedure?

- |                            |                                              |                                                    |
|----------------------------|----------------------------------------------|----------------------------------------------------|
| ❖ If yes, is it            | <input checked="" type="checkbox"/> Yes      | <input type="checkbox"/> No                        |
| ❖ If yes, is it suspensive | <input checked="" type="checkbox"/> Judicial | <input checked="" type="checkbox"/> Administrative |
|                            | <input checked="" type="checkbox"/> Yes      | <input type="checkbox"/> No                        |

There is no separate procedure for appealing against a decision in the accelerated procedure. As is the case with the regular procedure, an administrative appeal that has suspensive effect is submitted to the RRA and a judicial review before the Administrative Court.

The only difference from the appeal in the regular procedure are the different time limits set for lodging an appeal and the stricter time limits set for the authorities to issue a decision. The time limit within which an appeal must be lodged is 10 working days instead of 20 calendar days as with the regular procedure. The stricter time limit does not apply when the accelerated procedure is imposed under Article 12Δ(4)(a) of the Refugee Law, which concerns claims that are likely to be well-founded or the applicant has specific needs. In accordance with the law,<sup>119</sup> the RRA must issue a decision within 15 days, while under the regular procedure decisions must be issued “as soon as possible”.

As in the regular procedure, an appeal is available before the Administrative Court is available, however the right to remain is not automatic for decisions made with the accelerated procedure but is decided by the Court with the submission of a relevant application by the applicant.

Due to the fact that the accelerated procedure is never used there is no information on the submission of appeals.

### 5.4. Legal assistance

See the section on [Regular Procedure: Legal Assistance](#).

<sup>117</sup> Article 12Δ(2) Refugee Law.

<sup>118</sup> Article 13A(2) Refugee Law.

<sup>119</sup> Article 28H Refugee Law.



## D. Guarantees for vulnerable groups

### 1. Identification

#### Indicators: Identification

1. Is there a specific identification mechanism in place to systematically identify vulnerable asylum seekers? ☐ Yes ☐ For certain categories ☒ No  
❖ If for certain categories, specify which:
2. Does the law provide for an identification mechanism for unaccompanied children? ☐ Yes ☒ No

The Refugee Law defines the categories of persons considered as vulnerable similar to Article 21 of the recast Reception Conditions Directive:<sup>120</sup>

“[M]inors, unaccompanied minors, disabled people, elderly people, pregnant women, single parents with minor children, victims of human trafficking, persons with serious illnesses, persons with mental disorders and persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, such as victims of female genital mutilation.”

#### 1.1. Screening of vulnerability

The Refugee Law sets out an identification mechanism. Specifically it provides that an individual assessment shall be carried out to determine whether a specific person has special reception needs and/or requires special procedural guarantees, and the nature of those needs.<sup>121</sup> These individualised assessments should be performed within a reasonable time period during the early stages of applying for asylum, and the requirement to address special reception needs and/or special procedural guarantees applies at any time such needs are identified or ascertained.

The Refugee Law also provides that any special reception / procedural needs of applicants, identified by any competent governmental authority upon exercising its duties, need to be reported to the Asylum Service. It also provides a basic overview of the procedure to be followed: specifically, the competent officer at the place where the claim of asylum is made fills a special document indicating any special reception and/or procedural needs of the claimant as well as the nature of such needs. The type of that document is not specified in the law but according to the Asylum Service it has been provided.

The Refugee Law also provides that during the preliminary medical tests which are performed to all asylum seekers, a report will be prepared by the examining doctor, a psychologist or another expert, indicating any special reception / procedural needs of the applicant and their nature. Furthermore, within a reasonable time period from the admission of a claimant in a reception centre and following personal interviews, the social workers and psychologists working in the facility will prepare a relevant report to Asylum Service indicating any special reception needs as well as their nature. Finally, the Social Welfare Services are required to identify any special reception needs and report them to Asylum Service, but that applies in case an asylum seeker presents him or herself to Social Services and “whenever this is possible”.

The above amendments acknowledge the need of timely identifying and addressing the special reception and procedural needs of vulnerable persons and introduce a basic framework of operation. However, further elaboration is required in order for an effective mechanism to be set up. In the absence of specific legislative or procedural guidelines, the identification and assessment of special reception and procedural needs take place fragmentally, while the assessment tools and approaches to

<sup>120</sup> Article 9ΚΓ Refugee Law.

<sup>121</sup> Articles 9ΚΔ(a) and 10Α Refugee Law.

be used are neither defined nor standardised. Relevant to that, there is no provision for training of the staff engaged in the identification and assessment procedure, and the role of Social Welfare and Health Services – being the most competent state authorities in relation to evaluating the needs of vulnerable persons – is rather confined. No monitoring mechanism of the overall procedure is foreseen which could contribute to the efficient and timely coordination among the involved agencies.

According to the Asylum Service, they have provided a relevant form and trained the authorities where asylum applications are made as well as other authorities (Labour Office, Social Welfare Services, and others) to identify vulnerable persons or indications that a person may be vulnerable. However, this is limited to visible signs and there is no other assessment tool used. Training is also provided by UNHCR from time to time and EASO as part of the Special Support Plan, and has been planned under the Operating Plan 2019 with a focus on victims of trafficking.<sup>122</sup> Regardless of the trainings, vulnerable persons and their special reception and/or procedural needs are still identified in a non-standardised manner. This might happen during people's contact with the Welfare Services, during the interview for the examination of the asylum application and by local NGOs offering community services and support. There are no available statistics or official information on the effectiveness of this procedure. From information provided by vulnerable asylum seekers, it is not effective.<sup>123</sup>

The lack of an effective identification procedure prevents or delays (depending on the specific vulnerability and support consequently required) access to any available support, which in itself is limited. In cases of victims of torture or violence, the lack of access to support will often impair the efficient examination of asylum applications, since they do not receive prior counselling psychological or legal that may assist them to present their asylum claim adequately. The lack of effective measures for the timely identification specifically of victims of torture was recently noted by the UN Committee against Torture,<sup>124</sup> and more recently by the Council of Europe Commissioner for Human Rights, Nils Muižnieks,<sup>125</sup> who also raised his concerns on issues related to unaccompanied children and specifically the lack of identification procedure of vulnerable persons, including unaccompanied children.

In 2018, EASO deployed 3 vulnerability experts.<sup>126</sup> However, it is still not clear if all such cases are being identified in a timely and effective way, namely due to the fact that EASO vulnerability experts provided by other Member States were not always available given the 6-week duration of deployments.

For newly arrived asylum seekers referred to the emergency centre in **Kokkinotrimithia** in 2018 as part of the "Nafkratis" plan (see [Registration](#)) for a period of 72 hours, no in-depth medical or vulnerability screening is conducted. Asylum seekers undergo a "Mantoux" test for tuberculosis, after which – usually within 72 hours – they leave the facility. In early 2019 the Asylum Service appointed a psychologist at Kokkinotrimithia who has among other the responsibility to carry out vulnerability assessments. However, it was not clear how effective this was and what actions are then taken upon identifying vulnerable persons. In view of the intention to establish a first reception centre at **Kokkinotrimithia** by the end of 2019 that will provide all first reception services, including identification and assessment procedures, it remains to be seen if this will lead to improvements on the issue.

The Asylum Service collects statistics on asylum seekers identified as members of vulnerable groups and disaggregates those per type of vulnerability. Figures were provided in 2017 but were not made available in 2018.

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<sup>122</sup> EASO, *Operational & Technical Assistance Plan to Cyprus 2019*, December 2018, Measure CY 1.0.

<sup>123</sup> Ombudsman, *Support of a woman, single mother, victim of torture and gender-based violence*, 5/2016, cited in *Annual Report 2017*, available in Greek at: <https://bit.ly/2SdKmF5>, 28-30; Reporter, 'Απάνθρωπη αντιμετώπιση κακοποιημένης μάνας από την... ευρωπαϊκή Κύπρο', 31 January 2019, available in Greek at: <https://bit.ly/2T1KdEC>.

<sup>124</sup> UNCAT, *Concluding Observations on the Fourth Report of Cyprus*, 21 May 2014.

<sup>125</sup> Council of Europe Commissioner for Human Rights, *Report following the visit to Cyprus from 7 to 11 December 2015*, CommDH(2016)16, 31 March 2016, available at: <http://bit.ly/2mcxpec>.

<sup>126</sup> Information provided by EASO, 13 February 2019.

## 1.2. Age assessment of unaccompanied children

The Refugee Law provides that the Asylum Service may use medical examinations to determine the age of an unaccompanied child, within the examination of the asylum application when, following general statements or other relevant evidence, there are doubts about the age of the applicant.<sup>127</sup> If, after conducting the medical examination, there are still doubts about the age of the applicant, then the applicant is considered to be minor. Furthermore the law provides that any medical examination shall be performed in full respect of the unaccompanied child's dignity, carried out by selecting the less invasive exams and carried out by trained professionals in the health sector so as to achieve the most reliable results possible.

The Asylum Service also has the obligation to ensure unaccompanied children are informed prior to the examination of the application in a language which they understand or are reasonably supposed to understand, about the possibility of age determination by medical examinations. Such information shall include information on the method of examination, the potential impact of the results of the medical examinations on the examination of the application and the impact any refusal of an unaccompanied child to undergo medical examinations. Furthermore, the Asylum Service must ensure that the unaccompanied child and/or representative have consented to carry out an examination to determine the age of the child, and the decision rejecting an application of an unaccompanied child who refused to undergo such medical examination shall not be based solely on that refusal.

In practice, not all unaccompanied children are sent for an age assessment, while those for whom there are doubts regarding age will first have an interview, which is considered by the authorities as a psychosocial assessment, to determine if they should be sent for medical examinations. The psychosocial assessment is carried out by an Asylum Service caseworker, in the presence of a social worker / guardian. The caseworker carrying out the assessment will have received training for this purpose but is not necessarily a qualified social worker or psychologist. The assessment also includes questions related to the asylum application. In Dublin cases, a child may be sent for medical examination when the country to which he or she wants to transfer requires a medical age assessment as part of the examination of the Dublin request. The medical examination comprises of a wrist X-ray, jaw-line X-ray and a dental examination. A clinical examination by an endocrinologist to determine the stage of development, upon consent of the child is also mentioned in the procedure. However, in practice such examination does not seem to be used due to its invasive nature.<sup>128</sup>

According to the authorities, the doctors that are currently carrying out some of the dental examinations have been trained by EASO. However, the training of all professionals carrying out the age assessment does not seem to be ongoing and in view of such governmental departments rotating professionals, it is not clear if doctors who have since taken up such responsibilities are also trained.<sup>129</sup>

Furthermore, there is no procedure in place to challenge the findings of the age assessment, and the Asylum Service refuses to give access to the file and documents relevant to the age assessment. As soon as the results are announced to the individuals, they are usually assisted to apply for material reception conditions and then asked to leave the shelter for children the soonest possible.

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<sup>127</sup> Article 10(1Z)(a) Refugee Law.

<sup>128</sup> Commissioner of Children's Rights, *Έκθεση της Επιτρόπου Προστασίας των Δικαιωμάτων του Παιδιού, Λήδας Κουρσουμπά, αναφορικά με την εκτίμηση της ηλικίας των ασυνόδευτων ανηλίκων αιτητών ασύλου*, December 2018, available in Greek at: <https://bit.ly/2U2P7hW>, 18 and 32.

<sup>129</sup> *Ibid*, 29.

The Commissioner of Children's Rights issued an updated report on age assessment of unaccompanied children at the end of 2018,<sup>130</sup> in which she states as a positive development the procedure that has been adopted since 2014 when the last report had been issued.<sup>131</sup> However, the Commissioner notes important gaps that still remain such as: the lack of an overall multidisciplinary approach of the procedure and the decision, noting especially the gaps in the psychosocial aspect of these; the absence of best interest determinations when deciding to initiate the age assessment procedure; the lack of remedy to challenge the decision that determines the age; issues relating to the role of the guardian and the representative in the age assessment procedures and the conflict of interest that arises as both roles are carried out by the same authority as well as the lack of independency of both of these roles as they also act on behalf of the national authority they represent.

The Ombudsman has also called for a dignified procedure and that the procedures be applied as a last resort, without being part of the standard or usual practice.<sup>132</sup> The Council of Europe Commissioner for Human Rights,<sup>133</sup> after a visit to Cyprus in December 2015, had also raised his concerns on issues related to unaccompanied children and specifically the age assessment methods used in Cyprus.

There is no official information on the number on the children that underwent an age assessment, but only of those finding the applicant to be over the age of 18. This concerned 32 persons in 2017. However, evidence from monitoring visits to shelters for unaccompanied children suggests that not all children undergoing age assessment are found to be adults as was the case in previous years.

## 2. Special procedural guarantees

### Indicators: Special Procedural Guarantees

1. Are there special procedural arrangements/guarantees for vulnerable people?

☒ Yes

☐ For certain categories

☐ No

❖ If for certain categories, specify which:

### 2.1. Adequate support during the interview

The Refugee Law lays down procedural guarantees and provides that if the Asylum Service finds that an applicant is in need of special procedural guarantees, they are provided with adequate support, including sufficient time, so that the applicant can benefit from the rights and comply with the obligations provided in the Refugee Law, throughout the asylum procedures and to make it possible to highlight the elements needed to substantiate the asylum application.<sup>134</sup> The exact level, type or kind of support is not specified in the law.

No other procedural guarantees are provided in the law or administrative guidelines or practice to accommodate the specific needs of such asylum seekers.

Cases that are identified as vulnerable will be allocated to an examiner who has training for vulnerable cases and in most cases the applicant will receive an appropriate interview. Issues arise when cases are not identified as vulnerable and are examined by examiners that do not have the necessary training or in complicated cases where the examiner does not have the required expertise. Furthermore there are

<sup>130</sup> *Ibid.*

<sup>131</sup> Commissioner of Children's Rights, *Position Paper on the first-stage handling of cases of unaccompanied minors, The results of the investigation of complaints, consultation with NGOs and interviews with unaccompanied minors*, November 2014.

<sup>132</sup> Ombudsman, *Report on the protection and guardianship system for unaccompanied minors*, 41/2015, 24 August 2015, available in Greek at: <http://bit.ly/2ISKFDK>.

<sup>133</sup> Council of Europe Commissioner for Human Rights, *Report following the visit to Cyprus from 7 to 11 December 2015*, CommDH(2016)16, 31 March 2016, available at: <http://bit.ly/2mcxpec>.

<sup>134</sup> Article 10A Refugee Law.

complaints of examiners not taking into consideration the vulnerabilities or sensitivities of the applicant; not being impartial and having a problematic attitude. Due to the absence of a complaints mechanism there is no recourse to address such issues.

Regarding the procedure followed during the examination of the asylum application, in recent years there have been improvements noted in the personal interview as well as training of officers / caseworkers carrying out the interview and examining asylum claims. There are no specialised units within the Asylum Service for these groups. However, there are 4 specialised case officers deal with claims from vulnerable persons, including 1 officer for unaccompanied children and 1 for vulnerable groups such as victims of trafficking and gender-based violence<sup>135</sup> However, specific interview techniques are not systematically used and practice still depends on individual officers / caseworkers conducting interviews. In addition, due to the lack of an adequate identification mechanism, in many cases the interview will be carried out by an officer / caseworker who lack the necessary training and as there is no internal procedure to refer cases, they will often continue with the interview and examination of the application. There are also still complaints about interviews being carried out in an interrogatory manner.

In 2018, EASO also deployed 3 vulnerability experts.<sup>136</sup> The EASO support since 2017 has led to more cases being examined in a timely and appropriate manner, yet it is still not clear if all such cases are being identified and receiving appropriate examination. Based on cases represented by the Cyprus Refugee Council in 2018, there have been issues relating to the duration of the interview with cases identified of vulnerable persons that last five hours and, in a case of a victim of torture with ongoing physical pain, eight hours.

## 2.2. Exemption from special procedures

The law also provides that where such adequate support cannot be provided within the framework of the [Accelerated Procedure](#), in particular where it is considered that the applicant is in need of special procedural guarantees as a result of torture, rape or other serious forms of psychological, physical or sexual violence, the head of the Asylum Service shall not apply, or shall cease to apply the accelerated procedure.

Asylum applications submitted by vulnerable groups of asylum seekers such as victims of torture, severe forms of violence and unaccompanied children follow the regular examination procedure. However, in accordance to Article 12Δ(4)(a) of the Refugee Law, officers are given discretionary power to exercise the accelerated examination procedure when an applicant is deemed to have special needs, although in practice this is never used. Generally, the accelerated procedure is not used by the Asylum Service.

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<sup>135</sup> Information provided by the Asylum Service, January 2018.

<sup>136</sup> Information provided by EASO, 13 February 2019.

### 3. Use of medical reports

#### Indicators: Use of Medical Reports

1. Does the law provide for the possibility of a medical report in support of the applicant's statements regarding past persecution or serious harm?  
☐ Yes ☒ In some cases ☐ No
2. Are medical reports taken into account when assessing the credibility of the applicant's statements?  
☒ Yes ☐ No

The Refugee Law contains number of provisions related to medical reports, which should be taken into consideration when assessing the credibility of statements, as well as past persecution or serious harm. Firstly, according to the law, asylum applications are examined and decisions are taken individually, objectively and impartially taking into account, among other, the relevant statements and documents submitted by the applicant including information on whether the applicant has been or may be subject to persecution or serious harm.<sup>137</sup> Such documents include medical reports.

Other instances where medical reports should be taken into account for the assessment of credibility as well as past persecution or serious harm are the following:

- ❖ As part of the initial medical examination to which the applicant is submitted the examining physician, psychologist or other specialist prepares a report on the existence of any special reception needs and/or special procedural guarantees of the applicant and the nature of those needs;<sup>138</sup>
- ❖ The personal interview may be omitted if the Asylum Service is of the opinion that the applicant is unfit or unable to be interviewed owing to enduring circumstances beyond his control, When in doubt, the Asylum Service shall consult a medical professional to establish whether the condition that makes the applicant unfit or unable to be interviewed is of a temporary or enduring nature;<sup>139</sup>
- ❖ Where the examining officer considers it relevant for the evaluation of the application shall, subject to the applicant's consent, arrange for a medical examination of the applicant concerning signs that might indicate past persecution or serious harm, as well as symptoms and signs of torture or other serious acts of physical or psychological violence, including acts of sexual violence The results of the medical examinations shall be assessed by the determining authority along with the other elements of the application;<sup>140</sup>
- ❖ The personnel examining applications and taking decisions have the possibility to seek advice, whenever necessary, from experts on particular issues, such as medical, cultural, religious, child-related or gender issues.<sup>141</sup>

In practice, there are inconsistencies in the way each officer/caseworker interprets medical reports and in the way these are evaluated. Specifically, medical reports provided by private doctors in Cyprus or from the country of origin of the asylum seeker are often viewed as non-credible and not taken into consideration by certain officers/caseworkers, whereas others may evaluate them and include them in the assessment. In addition, the costs for reports from private doctors are borne by the applicant. Medical reports from public hospital doctors are usually considered more credible, but even with such reports, there are discrepancies in the way they are assessed. Currently there are no NGOs providing medical reports. The only available report from an NGO is the one that may be provided under the specialised services for victims of torture implemented by the Cyprus Refugee Council,<sup>142</sup> which is a

<sup>137</sup> Article 18(3) Refugee Law.

<sup>138</sup> Article 9KΔ(3)(b) Refugee Law.

<sup>139</sup> Article 13A(2)(b) Refugee Law.

<sup>140</sup> Article 15 Refugee Law.

<sup>141</sup> Article 18(7A)(b)(ii) Refugee Law.

<sup>142</sup> For more information, see Cyprus Refugee Council, *Our projects*, available at: <https://bit.ly/2DV3s9c>.



psychological report that may be drafted as part of the rehabilitation services offered to victims of torture.

Regarding victims of torture, the law provides for an examination by a state Medical Board which has been appointed to evaluate torture claims within the asylum procedure.<sup>143</sup> When a claim of torture is made by the asylum seeker or identified by the eligibility officer of the Asylum Service or the Refugee Reviewing Authority, the claimant is referred to this Board for examination. The Board will arrange the appointment with the individual, in most cases several months after the referral has been made by the Asylum Service. Considering that the initial interview by the Asylum Service which leads to the referral is usually conducted 1-2 years after the submission of the asylum application, this leads to a considerably delayed medical examination of victims of torture etc., which will inevitably affect the Board's findings. In the past the operation of this Board has been problematic with regards to the procedures/methodology followed, as well as in aspects of essential expertise. None of the members had sufficient training on issues of torture and did not follow a specific methodology or procedure for the examination of victims of torture, such as the Istanbul Protocol or other internationally accepted procedures. In addition, the examination itself took 20 minutes and there were no interpreters present during the examination. The UN Committee against Torture noted in its 2014 report the insufficient interpretation during the medical assessment, and referred to reports that children of victims of torture assumed the role of interpreters.<sup>144</sup>

Furthermore until 2016, the Board did not include a psychological / psychiatric assessment and all reports issued concluded that "the Board is not in a position to determine the cause of the findings."<sup>145</sup> The UN Committee against Torture had expressed its concern in a relative report.<sup>146</sup> Following the criticism the national Ombudsman carried out consultations in 2015 and 2016 with the responsible authorities to improve the procedures followed by the state Medical Board for the evaluation of victims of torture.

In early 2017 the Ministry of Health in collaboration with EASO and the International Rehabilitation Council for Torture Victims (IRCT) organised trainings for all professionals that will be part of the procedure, which will include a psychological assessment. Throughout 2018 the procedure continues to be extremely slow with most cases reaching a year to conclude. The procedure being followed is in line with training received and closer to that described under the Istanbul Protocol.

A medical report reviewed at the end of 2018 in a case represented by the Cyprus Refugee Council stated the physical findings (scars) and also mentions that the applicant had symptoms that indicate PTSD, which indicates that indeed a psychological assessment is now carried out. Furthermore the report concludes that the findings could be the result of torture. In the subsequent decision on the asylum application issued by the Asylum Service based on a recommendation by an EASO caseworker, the applicant is found to be credible on the injuries sustained, noting that the medical document confirms these, but the applicant is found to be non-credible on the reasons for which the attack took place. As for the PTSD it is stated that it was taken into consideration but that it is not adequate to excuse the non-satisfactory internal credibility of the applicant's statements and the application is rejected.

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<sup>143</sup> Article 15 Refugee Law.

<sup>144</sup> UNCAT, *Concluding Observations on the Fourth Report of Cyprus*, 21 May 2014.

<sup>145</sup> This is a standard phrase used in individual cases and this information is based on cases represented by the Cyprus Refugee Council.

<sup>146</sup> UNCAT, *Concluding Observations on the Fourth Report of Cyprus*, 21 May 2014.

#### 4. Legal representation of unaccompanied children

##### Indicators: Unaccompanied Children

1. Does the law provide for the appointment of a representative to all unaccompanied children?

☒ Yes

☐ No

According to the law, when an application for asylum is lodged by an unaccompanied child, the Aliens and Immigration Unit, which is the authority responsible for receiving asylum applications, must immediately notify the Head of the Asylum Service, who must immediately notify the Director of Social Welfare Services.<sup>147</sup> In practice there is no proper identification mechanism, save for the police officers at the Aliens and Immigration Unit having to verify the ages on the asylum applications in order to identify children. However, this is not done systematically, nor is there a procedure to identify children who may have entered the country on false documents that show them to be over 18. Due to the lack of information both at the Unit where asylum applications are made as well as in detention centres, unaccompanied children are not always aware that it is to their benefit to report their real age.

The law provides that the Director of Social Welfare Services acts, in person or via an officer of the Social Welfare Services, as representative of unaccompanied children in the procedures provided in the Refugee Law. For judicial proceedings, the Social Welfare Services ensure the representation of unaccompanied children pursuant to the Commissioner for the Protection of Children's Rights (Commissioner Appointment by the Court as Child Representative) Procedural Rules of 2014.<sup>148</sup> Therefore representation remains with the Social Welfare Services throughout the asylum procedures except for judicial proceedings where the Commissioner for Children's Rights is responsible to appoint legal representation. In view of this the Commissioner for Children's Rights is currently in the process of setting up a procedure where a lawyer will be appointed to represent where needed unaccompanied children in the judicial proceedings of the asylum procedure.

According to the law, guardianship has automatic and immediate effect, without a decision or act, whereas representation must be taken up and carried out as soon as possible. There is no procedural formality for the Social Welfare Services to take up either appointment and these appointments apply for all procedures.

The role of the representative entails assistance and representation during the administrative examination of the asylum application. In addition, the law provides that the Asylum Service shall ensure that the representative is given the opportunity to inform the unaccompanied child about the meaning and possible consequences of the personal interview and, where appropriate, how to prepare themselves for the personal interview. The Asylum Service permits the representative to be present at the first instance interview and ask questions or make comments, within the framework set by the responsible officer / caseworker who conducts the interview. On the other hand, the guardian is responsible for the overall well-being of the child, including accommodation, school arrangements, and access to healthcare.

Regarding the representation carried out by the Social Welfare Services, the appointed officer does not have adequate knowledge or training on legal or asylum issues, rarely meets with the child before the interview and, even in cases where they do, often no information is provided on the interview, the meaning of the interview and possible consequences of it. It has been noted that the children are often taken to their interviews on the scheduled day, without prior notice. During the interview the representative is always present, but as they usually have no prior contact with the child and no knowledge about the specific case, they are not in a position to contribute in a substantial way. In all cases monitored by the Cyprus Refugee Council,<sup>149</sup> the representative has never asked any questions

<sup>147</sup> Article 10 Refugee Law.

<sup>148</sup> Procedural Rules 3/2014, available at: <http://bit.ly/2mKdxvp>.

<sup>149</sup> Information provided by the Cyprus Refugee Council.



or made any comments after the interview, and further actions are rarely taken on behalf of the child, such as following up on the case in case of delay or keeping the child informed about the procedure. Also regarding the Dublin procedure, there have been cases where the representative of the child did not inform the Asylum Service of the existence of relatives in other European countries, leading to the expiration of three month deadline to lodge a Dublin request.

In instances where the asylum application is rejected, the representative does not have the required legal knowledge to prepare the administrative appeal before the RRA, whereas until recently the law did not provide for representation in the judicial proceedings. Since the recent amendment to the Refugee Law, where an unaccompanied child needs to proceed with a judicial review of the asylum decision the Commissioner for Children's Rights appoints a lawyer for this purpose. In 2017, trainings were carried out by the Commissioner to selected lawyers on the representation of children in asylum cases. All such cases are pending before the Court at the time of writing.

The legal and policy framework for unaccompanied children has been repeatedly criticised by the national Ombudsman, who has issued two reports on the issue,<sup>150</sup> stating the gaps in both policy and practice. The main issues, raised by the Ombudsman are the lack of early identification of unaccompanied children, their detention (this has since been resolved, as seen in [Detention of Vulnerable Applicants](#)) the care provided by the Social Welfare Services as the legal guardian, as well as the lack of an effective legal representative that is also provided by the Social Welfare Services, the lack of coordination between the relevant authorities, delays in the examination of their asylum applications and the age assessment procedure. The Council of Europe Commissioner for Human Rights, after a visit to Cyprus in December 2015, also raised his concerns on issues related to unaccompanied children and legal representation.<sup>151</sup>

At the end of 2018 the Commissioner for the Rights of the Child issued a series of three reports related to unaccompanied children, including a report on the representation of unaccompanied children.<sup>152</sup> In this report the Commissioner once again raises serious concerns on many issues related to representation and considers the existing framework to be in violation of the Asylum Directives. Such issues include the lack of representation for unaccompanied children with regard to access to reception conditions; legal representation before the Court is limited to asylum cases and not reception conditions; the law provides that unaccompanied children and their representative are provided with free legal and procedural information but the law does not foresee who provides such information; the Law does not provide for legal representation and the existing representation by the Social Welfare Service is problematic and the dual role of the Social Welfare service that acts as Guardian and representative.

221 unaccompanied children applied for asylum in 2017. Information for 2018 is not available.

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<sup>150</sup> Ombudsman, *Intervention regarding the treatment of unaccompanied children*, 29 May 2014; *Report regarding the system of protection and representation of Unaccompanied Minors*, 24 August 2015, 41/2015, available in Greek at: <http://bit.ly/1iZeaPB>.

<sup>151</sup> Council of Europe Commissioner for Human Rights, *Report following the visit to Cyprus from 7 to 11 December 2015*, CommDH(2016)16, 31 March 2016, available at: <http://bit.ly/2mcxpec>.

<sup>152</sup> Commissioner for the Rights of the Child, *Έκθεση της Επιτρόπου, αναφορικά με την εκπροσώπηση των ασυνόδευτων ανηλίκων αιτητών ασύλου*, December 2018, available in Greek at: <https://bit.ly/2F8OIL8>.

## E. Subsequent applications

### Indicators: Subsequent Applications

1. Does the law provide for a specific procedure for subsequent applications? ☒ Yes ☐ No
2. Is a removal order suspended during the examination of a first subsequent application?
  - ❖ At first instance ☒ Yes ☐ No
  - ❖ At the appeal stage ☒ Yes ☐ No
3. Is a removal order suspended during the examination of a second, third, subsequent application?
  - ❖ At first instance ☒ Yes ☐ No
  - ❖ At the appeal stage ☒ Yes ☐ No

All subsequent applications must go through an admissibility procedure as provided for in the law.<sup>153</sup> Under the Refugee Law, the competent authority for the examination of a subsequent application is the Asylum Service.

According to the law, if an applicant submits a subsequent application or new elements or findings on their claim after a final decision was made, the competent authority does not treat these cases as a new application, but as further steps on the initial application.<sup>154</sup> In relation to the admissibility of the application, the Asylum Service has to conduct a preliminary examination to assess whether the submitted information constitutes new elements or findings which the Asylum Service did not take into consideration when deciding on the initial claim.<sup>155</sup>

When the Asylum Service decides that the subsequent application or new elements or findings are admissible, it will continue with the substantive examination of these, during which the applicant is considered an asylum seeker. According to the law, the decision will only be considered as a new decision if the elements increase the chances of the applicant receiving international protection, and if the competent authority is satisfied that the applicant could not submit these elements in the initial examination, and especially during the stage of a recourse to the Administrative Court under Article 146 of the Constitution, due to no fault of his or her own.

There are no specific time limits within which the Asylum Service must issue a decision on the admissibility of the subsequent application or new elements or findings, and the applicant is not considered an asylum seeker during this procedure. Consequently he or she does not have access to any reception conditions. As a result, the applicant may remain for a considerable time without regular status or any rights while the Asylum Service decides on the admissibility of the subsequent application or new elements.

It should be noted that, whereas in the previous version of the Refugee Law, there was explicit provision of the Refugee Reviewing Authority (RRA) as competent authority for the examination of a subsequent application, the Refugee Law as amended makes no reference to the RRA due to plans to abolish it (see [Regular Procedure: Appeal](#)). However, as the RRA continues to operate, the procedure regarding subsequent applications or new elements or findings initially did not change and the RRA continued to receive and examine. During 2017 the RRA decided that all subsequent applications or new elements or findings on a claim must be submitted to the Asylum Service and transferred all its pending files of subsequent applications or new elements or findings on a claim to the Asylum Service to be examined at first instance. As the Asylum Service does not agree with the RRA's position on this, it has not proceeded with the examination of these cases, including cases of Syrian nationals, leading to many subsequent applications pending for 3-4 years.

<sup>153</sup> Article 16Δ Refugee Law.

<sup>154</sup> Article 16Δ(2) Refugee Law.

<sup>155</sup> Article 16Δ(3)(a) Refugee Law.

Furthermore, during the admissibility procedure for the examination of subsequent applications, the person is not considered an asylum seeker and does not have access to reception conditions or any other rights.

The law provides that a personal interview is to be carried out by the Asylum Service and that the procedural guarantees for asylum seekers, as applied during the initial examination, must be observed.

An important obstacle in submitting a subsequent application is the asylum seekers' lack of knowledge of the right to do so or the procedure that must be followed in regards to the competent authority to examine the admissibility of such an application.<sup>156</sup>

According to the law, if the Asylum Service takes a negative decision after the substantial examination, an appeal can be submitted before the Administrative Court, which ought to examine both points of law and substance.

The subsequent application procedure continues to be predominantly followed by Syrians as well as Iranians, rejected asylum seekers with long-standing (mainly irregular) residence in Cyprus and Muslim born Christian converts from different national backgrounds.

The following numbers of asylum seekers lodged subsequent applications in 2018:

Subsequent asylum applicants in Cyprus: 2018			
Asylum Service level		RRA level	
Country of origin	Number	Country of origin	Number
Syria	31	India	17
Bangladesh	22	Pakistan	15
India	14	Vietnam	15
Georgia	10	Iran	15
Vietnam	10	Egypt	14
Pakistan	9	Bangladesh	12
<b>Total</b>	<b>147</b>	<b>Total</b>	<b>143</b>

Source: Asylum Service; RRA

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<sup>156</sup> *Ibid.*

## F. The safe country concepts

### Indicators: Safe Country Concepts

- |                                                                                      |                                                                     |
|--------------------------------------------------------------------------------------|---------------------------------------------------------------------|
| 1. Does national legislation allow for the use of “safe country of origin” concept?  | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| ❖ Is there a national list of safe countries of origin?                              | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| ❖ Is the safe country of origin concept used in practice?                            | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| 2. Does national legislation allow for the use of “safe third country” concept?      | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| ❖ Is the safe third country concept used in practice?                                | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| 3. Does national legislation allow for the use of “first country of asylum” concept? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |

### 1. Safe country of origin

Article 12B-ter of the Refugee Law defines safe country of origin with reference to the recast Asylum Procedures Directive. This includes countries set out in a common EU list,<sup>157</sup> as well as the possibility to designate additional countries based on a range of sources of information, as per Article 37 of the recast Asylum Procedures Directive.

The “safe country of origin” concept may be used as a ground for channelling the application in the accelerated procedure.<sup>158</sup>

However there is no national list of safe countries of origin published or being used.

### 2. Safe third country

The definition of safe third country is defined in Article 12B of the Refugee Law mirrors the provision of Article 38 of the recast Asylum Procedures Directive. This may be used as a ground for inadmissibility and a ground for using the accelerated procedure.

### 3. First country of asylum

The definition of first country of asylum is defined in Article 12B-quinquies of the Refugee Law which mirrors the provision of Article 35 of the recast Asylum Procedures Directive. This may also be used as a ground for inadmissibility and a ground for using the accelerated procedure.

In practice these concepts do not seem to be applied, since the accelerated procedure is not applied (see section on [Accelerated Procedure](#)).

<sup>157</sup> While the recast Asylum Procedures Directive currently provides no legal basis for an EU list, this could be done through the adoption of the Commission proposal for a Regulation establishing a common EU list of safe countries of origin.

<sup>158</sup> Article 12A(1) Refugee Law.

## G. Information for asylum seekers and access to NGOs and UNHCR

### Indicators: Information and Access to NGOs and UNHCR

1. Is sufficient information provided to asylum seekers on the procedures, their rights and obligations in practice? ☐ Yes ☒ With difficulty ☐ No  

❖ Is tailored information provided to unaccompanied children? ☐ Yes ☒ No
2. Do asylum seekers located at the border have effective access to NGOs and UNHCR if they wish so in practice? Not applicable
3. Do asylum seekers in detention centres have effective access to NGOs and UNHCR if they wish so in practice? ☒ Yes ☐ With difficulty ☐ No
4. Do asylum seekers accommodated in remote locations on the territory (excluding borders) have effective access to NGOs and UNHCR if they wish so in practice? ☒ Yes ☐ With difficulty ☐ No

In accordance with the law,<sup>159</sup> the Asylum Service shall issue a leaflet (*φυλλάδιο*) in a language which the applicants understand or are reasonably supposed to understand concerning, the benefits to which they have a right to in relation to reception conditions and the procedures required to access these benefits; the obligations with which they must comply in relation to the reception conditions; the organisations or groups of persons that provide specific legal assistance and organisations that might be able to help or inform the applicant about existing reception conditions, including health care.

The Refugee Law also provides that the leaflet is given to applicants when they lodge their application by the responsible person at the authority responsible for receiving asylum applications, which is the Immigration Unit, as well any other necessary information regarding reception conditions, which may be provided orally or in writing in a language that they understand or are reasonably supposed to understand the applicant.<sup>160</sup> The law also states that the Asylum Service must ensure that the above information is provided within a reasonable time not exceeding 15 days from lodging the application and for this purpose provides the necessary guidance.

In practice, in recent years the information leaflet provided by the Asylum Service was outdated and rarely provided to asylum seekers. As of 2018, the information leaflet has been updated and issued.<sup>161</sup>

Applicants are given a leaflet on the Dublin procedures which includes general information on the Dublin procedure, the individual's rights along with a small paragraph on how it applies to unaccompanied minors and also to adults.<sup>162</sup> The leaflet also includes contact numbers.

From time to time there are other information materials produced by NGOs or private companies, such as information leaflets, booklets and websites,<sup>163</sup> regarding the asylum procedure, asylum seekers' rights and obligations and available support services. However, these are not always available nor are they updated consistently, since they are often prepared within the framework of various European-funded projects. These leaflets/booklets may be available at various access points for asylum seekers only if the implementing agencies take the initiative to disseminate them or if the asylum seekers come into contact with the NGOs providing direct assistance.

<sup>159</sup> Article 9A Refugee Law.

<sup>160</sup> Article 9A(2) Refugee Law.

<sup>161</sup> Asylum Service, *Information leaflet for applicants for international protection*, available at: <https://bit.ly/2NhHaCL>.

<sup>162</sup> Asylum Service, *Information leaflets on the Dublin and Eurodac Regulations*, available at: <http://bit.ly/2GLI9GJ>.

<sup>163</sup> Future Worlds Center, *Information on Seeking Asylum in Cyprus*, available at: <http://bit.ly/1HzLDFR>, prepared in the framework of the ERF-funded "Info Bus" project. See <http://bit.ly/1V6deI2>.

Towards the end of 2017 the UNHCR Representation in Cyprus launched an online information platform for asylum seekers and refugees. Topics covered include: information on the asylum procedures; the rights and duties of asylum seekers and refugees; and information about government programmes and NGOs that offer various types of assistance and integration support.<sup>164</sup> Currently the platform is only available in English but UNHCR is in the process of providing it in other languages.

The UNHCR online information platform includes specific information for unaccompanied children.<sup>165</sup> However, as it is recently launched and only available in English, there is no information yet on whether it is accessed by children; it is still too early and there is no alternative source of information available at present on this aspect.

Regarding decisions, in accordance with the law,<sup>166</sup> the Head of the Asylum Service must inform the applicant about the decision of the examination of asylum application and timeframe to exercise their right to lodge a recourse (judicial review) in a language that the asylum seeker understands or may reasonably be considered to understand. In practice the decision of the Asylum Service is provided in written form, the first page is provided in Greek or English and in a language understood by the asylum seeker, and includes whether a status has been granted or not, as well as the relevant legal provisions. Attached to this first page is a half-page summary of the reasoning of the decision and this is provided only in Greek or rarely in English. A detailed reasoning of the decision exists in the file at the Asylum Service, as well as the interview transcript. Both can be accessed by the asylum seeker (see [Regular Procedure: Appeal](#)) and reviewed in order to prepare an appeal, however these are also available only in Greek or English and there is no available free translation / interpretation. Furthermore, access to these documents consists of reviewing them without the possibility of taking a copy (see [Regular Procedure: Personal Interview](#)).

Except for basic information and contact details included in the Asylum Service leaflet, there is no up-to-date information provided by the Refugee Reviewing Authority on their procedures and no available information provided regarding the judicial appeal before the Administrative Court or the application for legal aid.

Currently there is no information provided by the state on the procedure for the submission of a subsequent application or new elements, which includes an admissibility procedure. The lack of information for this procedure often acts as a deterrent for people who wish to submit a subsequent application or new element.<sup>167</sup> Considering that during the admissibility procedure for subsequent applications or new elements the person is not an asylum seeker and does not enjoy a status or reception conditions, he or she is at risk of arrest and deportation (see section on [Subsequent Applications](#)).

### **Information in detention**

In the main detention centre and in prisons, there are leaflets available on the general rights and obligations of detainees, but no information available on the asylum procedure. This often leads to persons not understanding that they may have an asylum claim or not understanding the asylum procedures, right to apply for legal aid and/or access to remedies. According to the Refugee Law, each detained applicant should be informed immediately in writing, in a language which he or she either understands or reasonably is supposed to understand, the reasons for detention, judicial remedies and the possibility of applying for free legal assistance and representation in such proceedings in

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<sup>164</sup> UNHCR, *UNHCR Help – Cyprus*, available at: <http://help.unhcr.org/cyprus/>.

<sup>165</sup> UNHCR, *If you are under 18*, available at: <http://bit.ly/2rsW9IY>.

<sup>166</sup> Article 18(7E) and (7B) Refugee Law.

<sup>167</sup> Information provided by the Cyprus Refugee Council.

accordance with the Legal Aid Law.<sup>168</sup> In practice detainees are provided with a detention order that includes the articles of the law based on which they are detained and in brief the remedies available. There is no justification on the individual reasons or fact or on procedures to access the available remedies.

According to the Rights of Persons who are Arrested and Detained Law,<sup>169</sup> every detainee has the right to have meetings with his or her lawyer. Lawyers appointed by detainees, legal representatives of NGOs working on asylum issues or UNHCR representatives, can visit asylum seekers in the detention centre and hold meetings with detainees confidentially. No major obstacle has been identified in the process of visitation of lawyers, however representatives of NGOs or UNHCR are obliged to send prior notification of their intention to visit the detention centre or a detainee, whereas lawyers are not.

## H. Differential treatment of specific nationalities in the procedure

### Indicators: Treatment of Specific Nationalities

1. Are applications from specific nationalities considered manifestly well-founded? ☒ Yes ☐ No  
❖ If yes, specify which: Syria, Eritrea, Iraq (certain regions)
2. Are applications from specific nationalities considered manifestly unfounded?<sup>170</sup> ☒ Yes ☐ No  
❖ If yes, specify which: Bangladesh, Sri Lanka, Pakistan, Philippines, Vietnam

The Asylum Service gives priority to the examination of asylum applications in two cases: cases that are likely to be unfounded because of the country of origin of the applicant and countries that are going through a political or humanitarian crisis and are likely to be well-founded. In the first case the Asylum Service examines asylum applications from countries such as **India, Bangladesh, Sri Lanka, Pakistan, Philippines** and **Vietnam** soon after they have been submitted. The procedure followed is the regular procedure and all formalities that apply to the regular procedure apply to these cases, including interpretation, deadlines, appeals and legal representation.

Following Syria, **India** (883), **Bangladesh** (637) and **Pakistan** (587) were the main nationalities of asylum seekers in 2018. Although there is no known system between the Asylum Service and EASO as to the allocation of profiles of cases interviewed by their respective caseworkers, it appears that asylum seekers from India, Bangladesh and Pakistan were handled by the Asylum Service, as these nationalities do not figure in the top ten countries of origin of applicants interviewed by EASO in 2018.<sup>171</sup> All three nationalities were subject to a 0% recognition rate.

In cases of asylum seekers from countries that are going through a political or humanitarian crisis, the examination of their asylum applications are usually put on hold initially until the authorities decide the policy that will be followed in these cases. Examples of this occurred in the past with Iraqi asylum seekers and with Syrian asylum seekers. In both instances the examination of the asylum applications were on hold for approximately 2 years, but once examination resumed, priority was given to these cases.

Subsidiary protection is granted as a matter of policy to Syrian applicants, as only 17 persons received refugee status in 2017 whereas 967 received subsidiary protection. In 2018, 45 persons received refugee status and 937 subsidiary protection. Since 2015 Palestinians from Syria receive refugee status.

<sup>168</sup> Article 95T(8) Refugee Law.

<sup>169</sup> Article 12 Rights of Persons who are Arrested and Detained Law.

<sup>170</sup> Whether under the “safe country of origin” concept or otherwise.

<sup>171</sup> Information provided by EASO, 13 February 2019.



The policy to grant subsidiary protection instead of refugee status to **stateless Kurds** from Syria led to a protest by stateless Kurds, two of whom went on a hunger strike and at a later stage thirst strike in May 2015.<sup>172</sup> The protesters considered that as stateless Kurds the decision to grant them subsidiary protection instead of refugee was legally unfounded. In addition, other factors that led to the protest was also the insecurity the protesters felt being stateless and under the status of subsidiary protection, as in 2011 this status was ceased for many Iraqis and Palestinians ex Iraq, as well as the differences in the rights under each status, as subsidiary protection in Cyprus does not enjoy the right to family reunification nor a travel document. The two protesters were eventually granted citizenship through **Naturalisation**, whereas other protesters were assured by the authorities that their citizenship applications would be examined favourably. The authorities also assured them that arrangements are being made for **Travel Documents** to be issued to persons under subsidiary protection by the end of the 2015. However, the new travel document has yet to be issued to date. In 2017 another strike was initiated again from Kurds from Syria, some of whom had taken part in the 2015 strike as their citizenship applications had been rejected.

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<sup>172</sup> KISA, 'The lives of the strikers must be protected', <http://bit.ly/1Ukfudu>; FWC *et al*, 'Hunger strike of stateless Kurds from Syria is escalating – Position of NGO group regarding the regulation of the status and rights of Ajanib Kurds from Syria', 12 May 2015, available at: <http://bit.ly/1RqFqSX>.



## Reception Conditions

### A. Access and forms of reception conditions

#### 1. Criteria and restrictions to access reception conditions

##### Indicators: Criteria and Restrictions to Reception Conditions

1. Does the law make material reception conditions available to asylum seekers in the following stages of the asylum procedure?
 

❖ Regular procedure	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Dublin procedure	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Accelerated procedure	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ First appeal	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Onward appeal	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Subsequent application	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
2. Is there a requirement in the law that only asylum seekers who lack resources are entitled to material reception conditions?
 

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
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During the administrative and judicial instance of the procedure, asylum seekers have the right to access material reception conditions.

Specifically, according to national legislation, asylum seekers are entitled to material reception conditions as follows:

**Regular and accelerated procedure:** Asylum seekers are entitled to material reception conditions during both these procedures, although in practice the accelerated procedures are never used. For both procedures asylum seekers are entitled to reception conditions from the making of the application up to the issuance of a decision of the Administrative Court.

**Dublin procedure:** During the determination procedure to identify the Member State responsible under the Dublin Regulation, a person is considered an asylum seeker.<sup>173</sup> According to this if a person arrives in Cyprus and there is a possibility that another Member State is the responsible state, then he or she is considered an asylum seeker and enjoys all such rights including material reception conditions. Regarding asylum seekers returned to Cyprus under the Dublin Regulation, if their asylum case is still under examination, they will be entitled to material reception conditions and are usually transferred to Kofinou Reception Centre. If their asylum application has been determined, they are not entitled to reception conditions and may be detained.

**Appeals:** Appeals before the Administrative Court entail access to reception conditions until the issuance of the court's decision.

**Subsequent application:** When a rejected asylum seeker submits a subsequent application or new elements to his or her initial claim, the authorities will first examine the admissibility of such an application or new elements. During this stage people are not considered asylum seekers and are not entitled to reception conditions. If the application or new elements are considered admissible then the person resumes status as an asylum seeker for the substantial examination of the new application or new elements and is entitled to material reception conditions.

According to the Refugee Law,<sup>174</sup> when an application is made, the Aliens and Immigration Unit refers the applicant to the district Social Welfare Office and by presenting a Confirmation that the application

<sup>173</sup> Article 11(B)(2) Refugee Law.

<sup>174</sup> Article 9IA(3) Refugee Law.

has been made,<sup>175</sup> the applicant has a right to submit an application for the provision of material reception conditions. However according to another provision of the law,<sup>176</sup> the Confirmation that the application has been made is provided 3 days after the application is actually lodged. Furthermore the law allows 6 days to elapse between making and lodging an application.<sup>177</sup> The transposition of the recast Reception Conditions and Asylum Procedures Directives into the Refugee Law is problematic as regards the distinction between “making” and “lodging” an application and as a result also the point in time when access to reception conditions is actually provided.

As of 2018, there is a distinction between making and lodging an application where the applicant is not permitted to lodge the claim on the same day at the Aliens and Immigration Unit of the Police. In such a case, the asylum seeker receives a “Verification of intention to submit application for asylum”, however this practice is not uniform throughout the country (see [Registration](#)). This document does not allow the person to access material reception conditions, health care and employment.

In cases of emergency, it should be noted that people have been referred to the reception centre without possessing this document. Yet, this does not apply when it comes to accessing reception conditions from Welfare Services.

In the previous version of the Refugee Law, the conditions for granting and the level of material conditions were not provided by the law, but instead were included in an application form for the provision of material reception conditions,<sup>178</sup> issued as a Notification by the Council of Ministers.<sup>179</sup> This Notification has always been considered problematic as it sets additional requirements not foreseen in the law. In addition, the Regulations did afford to the Council of Ministers the power to determine the conditions and the level of assistance provided.<sup>180</sup> Therefore the conditions as well as the level of assistance foreseen in the Notification also lack any legal basis. With the 2016 amendment to the Refugee Law,<sup>181</sup> the Notification and the relevant application form are no longer in effect, however the application and all elements included are still used in practice.

The law provides that material reception conditions are provided to applicants to ensure an adequate standard of living capable of ensuring the subsistence and physical and mental health. No other provisions are included in the law determining the conditions and level of assistance provided. According to the relevant authorities as before, a decision will be made at ministerial level determining both the conditions and level of assistance, which will once again be beyond the provisions of the law. This decision has not yet been issued.

### 1.1. Sufficient resources

As mentioned above the eligibility requirements, the level of assistance and reasons for the termination of material assistance are regulated in the Notification,<sup>182</sup> which albeit no longer in effect is still used in practice.

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<sup>175</sup> The confirmation provided is titled ‘Confirmation of Submission of an Application for International Protection’.

<sup>176</sup> Article 8(1)(b) Refugee Law.

<sup>177</sup> Article 11(4)(a) Refugee Law.

<sup>178</sup> KDP/2013 Published on 9/7/2013 in the Official Gazette of the Republic of Cyprus as a Notification by the Council of Ministers by virtue of Regulation 14(3) Refugee (Asylum Seekers’ Reception Conditions) Regulations 2005-2013.

<sup>179</sup> Ministry of Labour and Social Insurance, *Application for Material Reception Conditions of Applicants for International Protection* (Αίτηση για Κάλυψη Υλικών Συνθηκών Υποδοχής Σε Αιτητές Διεθνούς Προστασίας), available at: <http://bit.ly/1Sp11tQ>.

<sup>180</sup> Refugee (Asylum Seekers’ Reception Conditions) Regulations 2005-2013.

<sup>181</sup> Note 35(1)(δ) Refugee Law.

<sup>182</sup> Ministry of Labour and Social Insurance, *Application for Material Reception Conditions of Applicants for International Protection* (Αίτηση για Κάλυψη Υλικών Συνθηκών Υποδοχής Σε Αιτητές Διεθνούς Προστασίας), available at: <http://bit.ly/1Sp11tQ>.

The Welfare Services also require the applicant to submit the alien registration number, which may be issued a few weeks after the issuance of the Confirmation of Submission of an application for International Protection, as well as other documents which may not be available at the time of the application for reception conditions. Although the requirement of submitting those documents is no longer in effect since the 2016 reform, it still applies in practice.

In practice, the sufficiency and adequacy of resources cannot provide for a dignified standard living, which has been repeatedly raised by NGOs and UNHCR in 2018.<sup>183</sup> This has led to many asylum seekers including families with young children living in conditions of destitution and heavily relying on charities to cover basic needs such as food. The same applies for housing, as the sharp increase of rents in urban areas as well as the lack of networking capacity among newcomers, results in increased numbers of homeless people.<sup>184</sup>

Even in the rare cases where applicants are able to secure employment, the provision of material reception conditions is immediately terminated without taking into account the sufficiency of the remuneration to cover the basic and/or special needs of applicants and their family members, again forcing asylum seekers into destitution.

A positive shift in practice was observed in 2017 in relation to the conditions under which material conditions are granted to some vulnerable persons. More specifically, and following an assessment by Social Welfare Services, single mothers of children up to 2-years-old who are unable to take up work due to child care may be exempted from the duty of registering with the Labour Department without a disruption in the provision of benefits. This applies until the children reach the age of 2. Further monitoring is required in relation to the implementation of this practice.

Information from the competent authorities suggests that this practice will also apply for other vulnerable persons such as persons with medical issues lacking medical certification and victims of trafficking, although further monitoring is required in practice.

## 1.2. Practical obstacles to access to reception

A number of major obstacles are encountered by asylum seekers in accessing material reception conditions that ultimately hinder access to reception conditions:

- ❖ **Submission of documentation in order to apply for material reception conditions:** If there is no vacancy in the reception centre, an application form for the provision of material reception conditions can be lodged at Social Welfare Services. Denial on behalf of the asylum seeker to accept the referral to the reception centre results in termination of any assistance.

The abovementioned application requires the mandatory submission of 8 types of documentation for the applicant and each member of his or her family before the Social Welfare Services start

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<sup>183</sup> See e.g. UNHCR and University of Nicosia, *The living conditions of asylum-seekers in Cyprus*, May 2018, available at: <https://bit.ly/2IWKnsM>; UNHCR, 'Homelessness is becoming an increasing issue for asylum-seekers in Cyprus', 23 April 2018, available at: <https://bit.ly/2IVRQIU>; 'Asylum-seekers complain to UNHCR about their deteriorating living conditions', 15 December 2017, available at: <http://bit.ly/2oxwNPi>; 'Η ζωή αιτητών ασύλου στην Κύπρο - Μαρί \*, μητέρα και μηχανικός αυτοκινήτων', 10 August 2017, available in Greek at: <http://bit.ly/2GLIyZL>; 'Λάουρα \*, επιστήμονας και τραγουδοποιός', 24 May 2017, available in Greek at: <http://bit.ly/2qmjdxG>; 'Η ζωή αιτητών ασύλου στην Κύπρο - Αγία\*, Νεαρή μητέρα από τη Σομαλία', 9 May 2017, available in Greek at: <http://bit.ly/2rimizX>.

<sup>184</sup> UNHCR et al., 'Joint Statement on the growing problem of homelessness among asylum-seekers in Cyprus', 9 May 2018, available at: <https://bit.ly/2Uk557g>.

the examination process.<sup>185</sup> These include: an unemployment card from the District Labour office or medical certificate of inability to work from the Public Healthcare Unit; a rent/lease agreement although the claimant may be homeless; confirmation of school attendance of the dependents; and a confirmation from the Asylum Service that there is no availability at the reception centre to host the claimant. Also, in order for rent to be subsidised, the landlord is expected to submit tax details on the rented property, otherwise asylum seekers can be deprived from their right to secure housing. The obligation to secure the above documentation can impede the access of asylum seekers to material conditions.

It should be noted that currently, following a Ministerial Decision in 2018,<sup>186</sup> the unemployment card is not required for asylum seekers who have not completed one month from the date of submission of their application for asylum. Also the confirmation that there is no availability at the reception centre to host the claimant by the Asylum Service is often secured by direct telephone communication between Welfare Services and the Asylum Service. Finally, it is necessary to note that the Notification regarding the abovementioned documentation is no longer in effect, following the amendment of the law. However, it is still used in practice until the issue is regulated.

- ❖ **Systematic delays in examining the application and granting the assistance:** Currently, the average processing time of the application for material reception conditions at Social Welfare Services is 2-3 months, due to various administrative difficulties including staff shortage and delays in the issuance of the Alien's Registration Certificate (ARC) by the Aliens and Immigration Unit of the Police. In practice, most delays are regarding the provision of rent subsidies and the issuance of an allowance to cover electricity, water and minor expenses. During 2018, delays were also observed in the issuance of vouchers (see [Forms and Levels of Material Conditions](#)).

The application for material assistance can be submitted without a residential address. In the cases of newcomers, Social Services grant an emergency payment in order to secure shelter. However, this process is time-consuming and the granted amounts are far from adequate in order to secure proper shelter arrangements. In addition, practical difficulties in obtaining certain requirements such as a rental agreement deposit and/or advance payments (which are not covered by Social Services) continue to pose risks in relation to securing shelter for applicants. Reports of landlords unwilling to provide housing to asylum seekers are frequent. The rapid rise in demand for housing in urban areas throughout 2018 has led to a sharp increase in rent prices, making the gap between the allocated resources and rent prices even greater.

Additionally, it is important to note that in practice, asylum seekers are permanently denied access to material assistance by Social Welfare Services, in instances where they refuse to take up accommodation and material reception conditions offered at the reception centre. Due to lack of adequate screening and assessment procedures, this may include vulnerable persons for whom the reception centre is not suitable and may not cover adequately their needs either due to the facilities itself or the fact that it is located in a remote area far from services. Although there have been a few instances where vulnerable persons – following identification, support and advocacy by the Cyprus Refugee Council and other NGOs – were allowed to receive material conditions in the community, the aforementioned practice is still dominant.

Coverage of material conditions by Welfare Services is terminated when an asylum seeker and/or his or her spouse is deemed “wilfully unemployed”, upon referral to a job by the Employment office. A person can be deemed wilfully unemployed in instances where he or she rejects a job offer, regardless of the

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<sup>185</sup> Ministry of Labour and Social Insurance, *Application for Material Reception Conditions of Applicants for International Protection* (Αίτηση για Κάλυψη Υλικών Συνθηκών Υποδοχής Σε Αιτητές Διεθνούς Προστασίας), available at: <http://bit.ly/1Sp11tQ>.

<sup>186</sup> Ministerial Decision 308, 26 October 2018.

reason. Such reasons may include not being able to immediately take up work because it is located in a remote place with no transportation available (bus, car etc.), not being able to move to a new property near work due to lack of funds, not being able to secure a written answer from an employer regarding the outcome of a referral, even when it is the employer's fault, not being able to immediately secure childcare due to lack of funds etc.

All the above apply in the cases of single parent families with children over the age of 2. Single mothers of children below the age of 2 may be granted an exemption allowing them to refrain from active job-seeking. Further monitoring is needed to assess whether such an exemption also applies to other vulnerable groups.

Usually, two "unjustified" denials of employment are needed to terminate the material assistance provided by the Welfare Services (outside a reception facility). In such cases, the only alternative for the person/family is either to move to the reception centre (if there is a vacancy) or wait for approximately 6 months before being able to apply again to Welfare Services. The exact time of waiting before a new application can be lodged varies between Welfare Officers and the district office where the application is submitted. This is a very common reason for file termination in Welfare Services and according to the Cyprus Refugee Council's experience, the most frequent reason for exclusion from accessing reception conditions by asylum seekers. Although the above policy is no longer in effect since the amendment of the Refugee Law, it is still implemented in practice until further notice.

## 2. Forms and levels of material reception conditions

### Indicators: Forms and Levels of Material Reception Conditions

1. Amount of the monthly financial allowance/vouchers granted to asylum seekers as of 31 December 2018 (in original currency and in €):

❖ Single adult	€320
❖ Family of 4 or more	€735

Within the framework of the Refugee Law, material reception conditions refer to accommodation, food, clothing, and a daily allowance.<sup>187</sup> Material assistance can be provided in kind and/or in vouchers and if this is not possible, through financial aid.<sup>188</sup> In practice, if there is no vacancy in the Reception Centre, asylum seekers are allowed to file an application to the Social Welfare Services.

In relation to residents in the community being entitled to reception conditions, food and clothing are provided through vouchers, rent allowance is payable directly to landlords and the financial allowance to cover the cost of electricity, water and minor expenses is provided by cheque to the applicants. Residents of the reception centre are granted 2 hot meals per day and supplies to prepare breakfast.

The Refugee Law does not set the amount of material assistance provided to asylum seekers. It refers to assistance that would ensure "an adequate standard of living capable of ensuring their subsistence and to protect their physical and psychological health."<sup>189</sup> It also provides that the amount of the assistance provided should be in accordance to the amounts granted for securing an adequate living standard to nationals.<sup>190</sup> Asylum seekers may be subjected to less favourable treatment compared to Cypriot citizens, especially when the amounts granted to the latter aim to secure a living standard which is higher than the one determined in the Refugee Law for asylum seekers.<sup>191</sup>

<sup>187</sup> Article 2 Refugee Law.

<sup>188</sup> Article 9IB Refugee Law.

<sup>189</sup> Article 9IA(1) Refugee Law.

<sup>190</sup> Article 9IB(2)(a) Refugee Law.

<sup>191</sup> Article 9IB(2)(b) Refugee Law.

Due to the amendment of the Refugee Law in 2016, the Notification setting the exact amounts of the financial assistance is yet to be issued. Currently, in practice, the former decision is still being implemented. Therefore, in the application form for the provision of material reception conditions and the accompanying general information, the level of assistance is determined on that basis.

The detailed breakdown of the amounts granted to asylum seekers are as follows:<sup>192</sup>

Number of persons	Food, clothing and footwear (in voucher)	Rent allowance	Allowance for electricity, water and minor expenses	Total amount of assistance granted
1	€150.00	€100.00	€70.00	€320.00
2	€225.00	€100.00	€95.00	€420.00
3	€300.00	€150.00	€130.00	€580.00
4+	€375.00	€200.00	€160.00	€735.00

Although the Refugee Law has incorporated the recast Reception Conditions Directive's provisions regarding the timely identification assessment and address of special reception needs, there are no specific procedural guidelines/regulations or documentation governing the implementation of those provisions yet. Thus, currently, the needs assessment does not include any special needs such as disability, therefore these are not taken into account. The officially ceased, but still used in practice, "Application for Material Reception Conditions of Applicants for International Protection" and the general requirements do not seek for any information on specific needs and/or vulnerable circumstances the applicant and their family may have.

Up until 2013 all recipients of social benefits including nationals and asylum seekers received the exact same financial support and this was regulated under the same law, the Public Allowance Law. After 2013, the coverage of asylum seekers' needs has been regulated by distinct legislation and the allowance provided to them is no longer commensurate with the minimum social support provided to EU citizens. Currently, the amount to cover basic needs for nationals / EU citizens is regulated by the Guaranteed Minimum Income (GMI) law and it is set at €480 (in cash) per month for one person, while the corresponding amount for asylum seekers is €220 (in vouchers and cash).

The foreseen monthly rent allowance for nationals / EU citizens when it comes to a single person or a couple varies between €96.25 and €154, depending on the area where the person resides and it is increased to €140-€224 for a family of 3. The exact amount may be further adjusted due to the presence of special needs and the exact composition of the household.

For asylum seekers, rent is set at €100 for single persons and couples. It is increased to €150 for a family of 3 and can reach up to a maximum of €200 in case of families of 4 and above, without any further adjustment. The Notification, which is officially ceased but still used in practice, provides that non-related persons sharing a residence are also entitled to the same amounts for rent. This provision started being implemented by Social Welfare Services towards the end of 2017, although not uniformly across district.

The maximum amount of material assistance for asylum seekers is capped at €735 (out of which €200 is for rent), irrespective of the number of family members. The rent allowance is directly payable to the landlords upon the submission of necessary documentation (e.g. IBAN, confirmation from Inland Revenue Department). Vouchers for food and clothing can be redeemed at specific local shops located

<sup>192</sup> Ministry of Labour and Social Insurance, *Application for Material Reception Conditions of Applicants for International Protection* (Αίτηση για Κάλυψη Υλικών Συνθηκών Υποδοχής Σε Αιτητές Διεθνούς Προστασίας), available at: <http://bit.ly/1Sp11tQ>.



in different cities. In the case of nationals, under the new Guaranteed Minimum Income legislation, rent allowance is also paid directly to landlords. However, recipients do not receive any part of the allowance in vouchers as asylum seekers do.

The material assistance enumerated in the Notification is far from sufficient to cover the standard cost of housing in Cyprus, as repeatedly highlighted by NGOs and UNHCR.<sup>193</sup> Such inadequacy emerges clearly when looking at the difference between the rent allowance amounts for nationals and asylum seekers, and undermines the obligation to ensure dignified living condition for asylum seekers. Such difference is also evident in the case of the allowances for daily expenses, food and clothing. Property analysts and other stakeholders report an annual increase of 18% in rent prices.<sup>194</sup> Therefore, the maximum amount of €200, which was set in 2013 and is provided irrespective of the number of the applicant's family members, is inadequate to secure appropriate housing. The combination of highly restrictive policy relating to the level of allowance and sharp increase in rent prices has resulted in an alarming homelessness problem.<sup>195</sup>

Asylum seekers are not entitled to any other social benefits granted to nationals such as: grants / benefits under the Ministry of Finance, i.e. child benefits, which are proportional to the number of dependent children in the household, student grants, given to nationals who secure a position in university, the single parent benefit, in cases of single parent households, or the birth benefit given to single mothers if they are not eligible for a similar benefit from the Social Insurance office. Asylum seekers are also excluded from the grants / benefits of the Department for Social Inclusion of Persons with Disabilities, under the Ministry of Labour and Social Insurance, which include various benefits aimed to help disabled persons, notably, any special allowance for blind people, mobility allowance, financial assistance schemes for the provision of technical means, instruments and other aids, care allowance schemes for paraplegic / quadriplegic persons etc.

### 3. Reduction or withdrawal of reception conditions

#### Indicators: Reduction or Withdrawal of Reception Conditions

1. Does the law provide for the possibility to reduce material reception conditions?  
☒ Yes ☐ No
2. Does the legislation provide for the possibility to withdraw material reception conditions?  
☒ Yes ☐ No

Reception conditions may be reduced or withdrawn by a decision of the Asylum Service following an individualised, objective and impartial decision, which is adequately justified and announced to the applicant.<sup>196</sup> Such a decision is subject to the provisions of the Convention on the Rights of the Child as the latter is ratified in national legislation.<sup>197</sup> However, there are no guidelines regulating the implementation of that possibility and, in practice, the enjoyment of reception conditions by children is depended upon their parents' eligibility to access them.

Under the Refugee Law, reception conditions may be reduced or – in exceptional and duly justified cases – withdrawn by the Asylum Service, where:<sup>198</sup>

- (a) The applicant's place of residence has been determined by a decision issued by the Minister of Interior for reasons of public interest or public order when necessary for the swift processing and effective monitoring of the person's application and such a decision has been breached;

<sup>193</sup> See e.g. UNHCR, 'Asylum-seekers complain to UNHCR about their deteriorating living conditions', 15 December 2017, available at: <http://bit.ly/2oxwNPi>.

<sup>194</sup> RICS, *Cyprus Property Price Index Q2 2018*, available at: <https://bit.ly/2J7cg1k>.

<sup>195</sup> UNHCR et al., 'Joint Statement on the growing problem of homelessness among asylum-seekers in Cyprus', 9 May 2018, available at: <https://bit.ly/2Uk557g>.

<sup>196</sup> Article 9KB(1)(a) Refugee Law.

<sup>197</sup> Article 9KB(1) Refugee Law.

<sup>198</sup> Article 9KB(1)(a) Refugee Law.

- (b) The applicant fails to comply with the obligation to timely inform the authorities in regards to changes of his or her place of residence;
- (c) For a period longer than two weeks, and without adequate justification, the applicant does not appear for a personal interview or does not comply with a request of the Asylum Service to provide information concerning the examination of the asylum application;
- (d) The applicant has submitted a subsequent application;
- (e) The applicant has concealed financial resources;
- (f) The applicant has not lodged an application “as soon as reasonably practicable”. The Refugee Law only allows for reduction of reception conditions in such a case. However, monitoring is required in order to assess how the provision is applied.

In the case of people residing in the community, the Social Welfare Service can also reject, in full or in part, an application for reception conditions, or can cease in full or in part, the provision of reception conditions, if the applicant has sufficient resources to secure his or her subsistence and provide an adequate standard of living from a health perspective (see [Criteria and Restrictions to Access Reception Conditions](#)).

In practice, there is no assessment of the risk of destitution by Social Welfare Services, either during the examination of the application for assistance or before a decision is issued to terminate assistance. With the exception of single mothers with children up to the age of 2, the sufficiency and adequacy of resources that can ensure a dignified standard of living are not taken into account. For example, if any of the applicants secure employment, the provision of material reception conditions are immediately terminated without taking into account the sufficiency of the remuneration to cover the basic and/or special needs of applicants and their family members. This situation often forces asylum seekers into destitution. For persons who are found to have concealed details about their financial situation, usually, there is no other action taken on behalf of the Welfare Services, apart from the termination of their welfare file.

Being considered wilfully unemployed is one of the most frequent reasons for exclusion from Welfare aid. A person can be deemed wilfully unemployed upon any refusal of an employment offer, even if there is total lack of transportation to/from the workplace, inability to pay for child care in order to attend work etc.

Although any decision regarding reduction or withdrawal of the reception conditions should be based on the particular situation of the vulnerable persons, taking into account the principle of proportionality,<sup>199</sup> in practice this is only implemented for single mothers of children up to the age of 2 who are not able to take up work due to child care. Information from the authorities on the application of such an exception to other vulnerable groups requires further monitoring in practice. Therefore, currently, vulnerable persons residing in the community might as well find themselves without any coverage of reception conditions.

Refusal to move into the reception centre, upon referral by Asylum Service or Welfare Services, leads to permanent exclusion from any other type of material assistance (i.e. assistance offered by the Welfare Services, outside of the reception facility) regardless the reason of the denial. The applicant's only choice is to decide to enter the reception facility. This is still a practice, despite the fact that a small number of cases identified, supported and advocated for by the Cyprus Refugee Council and other NGOs have been allowed to receive reception conditions in the community.

Partial restriction of reception conditions only applies to persons not residing in a reception centre, and in particular persons receiving aid from Welfare Services. For those persons, rent allowance can be rejected if they are not able to submit all the required documents regarding the property they are

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<sup>199</sup> Article 9KB(2) Refugee Law.



renting. That means that they can receive vouchers and money for electricity, bills and daily expenses, but not rent.

Decisions revoking Welfare aid are often, but not always, communicated in writing, but do not include detailed information on the reasons. The assessment is performed by Welfare Officers. As the decision is administrative decision it can be challenged judicially before the Supreme Court and the Administrative Court, however no such cases were ever brought before the courts, as they were considered difficult to challenge in practice and such cases were not eligible for legal aid. The Legal Aid Law allows persons to apply for legal aid against such decisions,<sup>200</sup> however as in the asylum procedures (see [Regular Procedure: Legal Assistance](#)) a ‘means and merits’ has been included, according to which, an asylum seeker applying for legal aid must show that he or she does not have the means to pay for the services of a lawyer and that “the appeal has a real chance of success”. A similar test is required for legal aid applications for asylum decisions as well as detention orders and the ‘merit’ requirement has proven extremely difficult to satisfy. To date there is no information of applications for legal aid or cases being submitted in relation to reception conditions.

People who have lost access to reception conditions because of their refusal to move to the reception centre cannot regain access, unless they decide to move into a centre. For people who have been rejected by Welfare Services and are not referred to a reception centre, there is no uniform policy on when they will be able to have access again to reception conditions. Often, a 6-month ban is applied but this varies between welfare officers and cities. For any of the decisions described above, there is no assessment regarding the risk of destitution.

People who reside in reception centres can be evicted if they do not comply with the centre’s operation rules, as described in the Refugee Law. The Refugee Law provides that for all asylum seekers whose reception conditions have been reduced or withdrawn, including persons who were evicted by the Reception Centre for breaching its rules of operation, a dignified standard of living is secured as well as access to care and support.<sup>201</sup> Although this provision has been implemented in at least one case, further monitoring is required.

There has not been any limitation to the provision of reception conditions in relation to large numbers of arrivals.

#### 4. Freedom of movement

##### Indicators: Freedom of Movement

1. Is there a mechanism for the dispersal of applicants across the territory of the country?  
☐ Yes ☒ No
2. Does the law provide for restrictions on freedom of movement? ☒ Yes ☐ No

The Refugee Law grants asylum seekers the right to free movement and choice of residence in the areas controlled by the Republic of Cyprus (RoC).<sup>202</sup> Therefore asylum seekers cannot cross the “green line” to the northern areas not under the control of the RoC, although other third-country nationals who are legally in Cyprus either as visitors or under some form of residence, employment or student permit do have the right to cross.

<sup>200</sup> Article 6A(6) Legal Aid Law.

<sup>201</sup> Article 9Δ Refugee Law.

<sup>202</sup> Article 9KB(2) and (4) Refugee Law.

The Minister of Interior may restrict freedom of movement within some the controlled areas, and decide on the area of residence of an asylum seeker for reasons of public interest or order.<sup>203</sup>

Asylum seekers currently reside where they choose, as to date there have been no decisions issued by the Minister of Interior appointing the area of residence of asylum seekers for reasons of public interest or order. They are obliged to report any changes of living address to the authorities either within 5 working days or the soonest possible after changing their address.<sup>204</sup> If they fail to do so, they may be considered to have withdrawn their asylum application, although in practice the Cyprus Refugee Council has not received such complaints. There is no legislative differentiation regarding the provision of material conditions based on the area of residence.

However, newly arrived asylum seekers in 2018 have been directed to the Emergency Reception Centre in **Kokkinotrimithia** to undergo identification and a medical (tuberculosis) screening. Their movement is restricted within the premises of the facility for 72 hours, until the results of the tuberculosis screening ("Mantoux" test).

So far, the only dispersal scheme was performed in 2011 with regard to Palestinians from Iraq who were residing in **Larnaca**. It was conducted by the Asylum Service aiming at the geographical dispersal of both beneficiaries of international protection and asylum seekers residing in the city.<sup>205</sup> The community of Palestinians from Iraq included around 2,000 persons at that time, of which a small number of people was working. Following intense public debate concerning the allowances granted to asylum seekers/refugees and in the absence of a coherent and effective integration policy, the authorities asked Palestinians to move to other cities (mainly Nicosia and Limassol). The goal was to increase the chances of the refugee population to secure employment and to release the pressure felt by part of the local Cypriot community which was showing signs of intolerance towards that particular group. There is no clear information on whether this scheme actually led to increased employment opportunities for those refugees.

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<sup>203</sup> Article 9E(1) Refugee Law.

<sup>204</sup> Article 8(2)(a) Refugee Law.

<sup>205</sup> European Migration Network (EMN), *The Organisation of Reception Facilities for Asylum Seekers in the different Member States: Cyprus*, 2013, available at: <http://bit.ly/1f71AM1>; UNHCR Cyprus, *The needs of refugees and the integration process in Cyprus*, May 2013, available at: <http://bit.ly/1HAdoOF>, 97.

## B. Housing

### 1. Types of accommodation

#### Indicators: Types of Accommodation

1. Number of reception centres:<sup>206</sup> 2
2. Total number of places in the reception centres: 800
3. Total number of places in private accommodation: Not available
4. Type of accommodation most frequently used in a regular procedure:  
☒ Reception centre ☒ Hotel or hostel ☒ Emergency shelter ☒ Private housing ☐ Other
5. Type of accommodation most frequently used in an accelerated procedure: N/A

#### 1.1. Emergency Reception Centre

The Emergency Reception Centre in **Kokkinotrimithia** (Pournara) hosts newcomers, usually for up to 72 hours, for the purposes of registration and coverage of arrival emergency needs. The facility is currently being transformed into a First Reception Centre, to become operational in the course of 2019. The current capacity is 350-400 places. With the expansion, capacity will reach approximately 800 persons, with some 530 in prefabricated containers and the rest, need be, in tents.

#### 1.2. Reception Centre for Asylum Seekers

Apart from Kokkinotrimithia, there is one reception centre, at the area of **Kofinou** in Larnaca District, with a nominal capacity of approximately 400 people (the actual number varies depending on the composition of the residents). The reception centre is located in a remote area (around 25km from the nearest city, Larnaca), with absolutely nothing around it except dry fields and sparse trees. It is near a village with a population of approximately 1,300 people. There are bus routes connecting the reception centre with the cities either directly in the case of Larnaca or through regional bus stations from where another bus can be used to reach other destinations.

Most asylum seekers reside in private houses/flats, which they are expected to find on their own.

Welfare Services first exhaust the possibility of placing asylum seekers in the Kofinou reception centre upon their application for assistance. If the referral is impossible, usually due to lack of available space, the Welfare Services bear the responsibility of processing applications and addressing asylum seekers' needs, including the allocation of an allowance to cover housing expenses. The asylum seeker is expected to find accommodation and provide all necessary documentation. Although this documentation is included in the Notification which is no longer in force due to the amendment of the Refugee Law, it is still used in practice.

Regarding the referral criteria of asylum seekers to the reception centre and since May 2018, the Asylum Service has decided to refer families and single women only. This decision was taken after an outburst of small-scale riots and the subsequent eviction of about 35 relocated residents (mostly men) from a specific ethnic group, members of which were allegedly involved in the riots. It also came after a media-covered public discussion and a joint statement of UNHCR and local NGOs, sharing concerns over increasing rates of homelessness among asylum seekers living in the community. This decision did not affect single men already residing in the centre who were still able to remain in the facility.

In 2017, the Asylum Service had announced that families with strong ties to the community will be excluded from the obligation to receive material support in the reception centre. This decision was not

<sup>206</sup> Both permanent and for first arrivals.

implemented uniformly and there were instances reported where asylum seekers refusing a referral to the reception centre were excluded from future assistance. However, it is not possible to monitor this practice at the moment, as the centre operates at full or near-full capacity, therefore few asylum seekers are referred to it.

In several instances during 2018, emergency short-term housing arrangements were made by Social Welfare Services for some persons who were unable to secure housing, predominately newly arrived families with minor dependants. Following, most of the time, interventions by local NGOs, those persons were usually placed in budget hotels for a very short period and the cost of the hotel was deducted from the already low amount allocated for covering their reception conditions.

During 2018, Social Welfare Services were not engaged in any way in identifying private housing for homeless or at risk of becoming homeless beneficiaries. However, it was recently observed that such engagement started taking place, although in a non-uniform manner across district Social Welfare Services offices. As the exact criteria regarding selection of persons and exact housing arrangements are not clear, further monitoring is required.

## 2. Conditions in reception facilities

### Indicators: Conditions in Reception Facilities

1. Are there instances of asylum seekers not having access to reception accommodation because of a shortage of places? ☒ Yes ☐ No
2. What is the average length of stay of asylum seekers in the reception centres? Not available
3. Are unaccompanied children ever accommodated with adults in practice? ☒ Yes ☐ No

The main form of accommodation used by asylum seekers is private accommodation secured independently. There are no standards or conditions regulated for rented accommodation in Cyprus. Therefore, asylum seekers living in private accommodation may often be living in appalling conditions.<sup>207</sup>

### 2.1. Overall living conditions in the Kofinou Reception Centre

The Asylum Service is responsible for the overall operation and financial management of the Kofinou reception centre. The daily management of the centre, following lengthy procedures, was recently assigned to a private company which holds experience in the implementation of refugee-related projects, while some services such as catering and security are provided by contractors.

The centre can host about 400 people but the actual number of maximum residents varies according to the composition of the population. Current configuration allows for a maximum accommodation of approximately 250-280 persons and for most part of the year the centre has been operating at full or close-to-full capacity. The existing infrastructure and arrangements in the centre have been criticised by various asylum related actors during 2017 and early 2018 as being inadequate to meet the needs of such a number of residents.

More specifically, the Cypriot Human Rights Commissioner and UNHCR representative in Cyprus stated in a joint letter of January 2017 that living conditions in Kofinou had gradually deteriorated and that health and safety problems had risen due to overcrowding, while the number of staff remains the

<sup>207</sup> Based on reports from asylum seekers to Cyprus Refugee Council social advisors and home visits carried out by the advisors.

same.<sup>208</sup> With no improvement in conditions since a report of the Children's Rights Commissioner,<sup>209</sup> in May 2017 MPs urged the authorities to step up efforts to improve living conditions for children.<sup>210</sup>

In February 2018, a group of volunteers working in Kofinou called on the authorities to address the appalling conditions in the centre which have become a health risk for residents, and requested assistance from the public to secure private accommodation for families with children suffering from health conditions.<sup>211</sup> A few days later, Eritrean refugees who had arrived in Cyprus through the EU relocation scheme and were living in Kofinou set fire to the offices of the centre in an act of demonstration for the termination of their benefits which would have enabled them secure accommodation out of Kofinou.<sup>212</sup> The Ministry of Interior emphasised that the reasons for these acts were unrelated to living conditions, but NGOs have cited this event as an indication for an overall reassessment of reception policy in Cyprus.<sup>213</sup>

Following this incident, in March 2018, the parliamentary Committee on Human Rights and on Equal Opportunities for Men and Women addressed the issues of living standards in the centre. In the same month, the Council of Ministers issued a decision authorising measures in order to address challenges regarding living conditions, to expand and facilitate the provision of support services to residents and to establish better coordination between governmental authorities and related actors.<sup>214</sup> In May 2018, a report by the Ombudsman was published, providing an overview of the situation in the centre as well as highlighting the need to drastically and timely improve living conditions and support services, in light of the decision of the Council of Ministers.<sup>215</sup>

Steps taken so far include mainly infrastructural improvements and repairs, as well as an increase of the number of allocated administrative and support staff. Further monitoring is required with regard to coordination between governmental and civil society actors and the effectiveness of social, psychological and medical services. On the positive side, the monthly stipend provided to residents was raised from 40 to 100 € for the head of the family and from 10 to 50 € for every other family member.

Kofinou Reception Centre consists of containers (mobile / temporary structure), with rooms designated to accommodate 2-4 persons depending on their size. There have been reports of more than 4 members of a family having to reside in one room, but not on a regular basis. Families do not share their rooms, while single persons do. Single men and single women use separate toilets/bathrooms in three detached rooms. Families are placed in containers with two rooms (one for each family) where a common *en-suite* bathroom / toilet is shared. In the cases of a family with many members, both rooms (i.e. the whole container) can be allocated.

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<sup>208</sup> Cyprus Mail, 'Conditions at Kofinou asylum centre remain substandard, human rights officials say', 4 January 2017, available at: <http://bit.ly/2F75Ufm>.

<sup>209</sup> Cyprus Mail, 'Dire conditions continue at Kofinou', 24 May 2017, available at: <http://bit.ly/2FzxOXQ>.

<sup>210</sup> Children's Rights Commissioner, 'Έκθεση της Επιτροπής, αναφορικά με τη διασφάλιση των δικαιωμάτων των ανηλίκων αιτητών ασύλου που φιλοξενούνται στο Κέντρο Υποδοχής και Φιλοξενίας Αιτητών Διεθνούς Προστασίας (ΚΥΦΑΔΠ) στην Κοφίνου σε θέματα Εκπαίδευσης και Φιλοξενίας', 16 January 2017, available in Greek at: <http://bit.ly/2CKoQLF>.

<sup>211</sup> Al Jazeera, 'Inside Kofinou asylum centre, a life of grim uncertainty', 25 February 2018, available at: <http://bit.ly/2Co9GjJ>; 24h, 'Άθλιες οι συνθήκες διαβίωσης όσων διαμένουν στο Κέντρο Υποδοχής Αιτητών Ασύλου στην Κοφίνου', 14 February 2018, available in Greek at: <http://bit.ly/2BQEWXm>; Signalive, 'Τριτοκοσμικές συνθήκες σε Κέντρο Αιτητών Ασύλου στην Κοφίνου', 14 February 2018, available in Greek at: <http://bit.ly/2CAGlhp>.

<sup>212</sup> Fileleftheros, 'Εξέγερση αιτητών ασύλου στην Κοφίνου', 17 February 2018, available in Greek at: <http://bit.ly/2GMf9yQ>.

<sup>213</sup> KISA, 'The miserable conditions at Kofinou expression of the wrong reception policy for asylum seekers', 17 February 2018, available at: <http://bit.ly/2ESRnjZ>; Διαδράσεις, 'Cyprus asylum centre conditions remain substandard', 21 February 2018, available in Greek at: <http://bit.ly/2ottCJn>.

<sup>214</sup> Council of Ministers, Decision 84.554 of 14 March 2018, available in Greek at: <https://bit.ly/2J7xPio>.

<sup>215</sup> Ombudsman, 'Τοποθέτηση αναφορικά με τις Συνθήκες Φιλοξενίας και Στήριξης στο Κέντρο Υποδοχής και Φιλοξενίας Αιτητών Διεθνούς Προστασίας στην Κοφίνου', 22 May 2018, available in Greek at: <https://bit.ly/2NTFb7S>.

According to reports of residents to the Cyprus Refugee Council, cleaning of shared toilets / bathrooms has improved. Families must clean their own toilets. Towards the end of 2018, previously reported shortages in personal hygiene supplies and severe failures in the sewage system were minimised. Complaints of not having enough hot water throughout the day still persist but are rare. There are often reports of insects and snakes appearing in the premises, due to the location of the Centre.

Residents are able to use 2 common kitchen areas and equipment. The overall condition of those areas is mostly reported as satisfactory by the residents. Three meals are provided per day. Complaints regarding quality, quantity and variety of the food offered pertain but the overall situation in regards to the catering is reported as improved. Pork is not served in the centre, although Muslim residents from time to time have expressed their mistrust on whether there is any trace of pork in the food they eat. Cases of residents with special dietary arrangements, are accommodated.

The operation of the centre at maximum capacity translates to increased material needs in clothing, shoes and kitchen equipment. Volunteer individuals, NGOs and other institutions / organisations provide regularly supplies throughout the year, covering most of the demand, although the lack of consistency creates a sense of insecurity among the residents especially families.

Residents are allowed to go out when they want, provided that they are not out of the centre for prolonged periods of time. In regards to religious practices, a room has been allocated for that purpose.

## **2.2. Staff and activities**

In May 2018, following the relevant decision of the Council of Ministers in March 2018, a director was appointed by the Ministry of Interior for the first time in Kofinou. There is also an assistant director appointed and both placements are stationed onsite. Following a long period of temporary arrangements, a private company was selected to provide management and other services in the Centre. Their staff includes 16 persons, specifically 11 reception officers covering 24-hour shifts throughout the week, 2 social workers, 2 administrators and one secretary.

EASO staff is also being deployed again in the centre with current set-up including 2 social workers. EASO had withdrawn its personnel after the incident took place in February 2018. Other staff members in the centre include 5 cleaners, 3 maintenance technicians and 24/7 security officers.

In relation to Health Services provided, there are currently two nurses offering services on a daily basis. No psychological services are provided anymore and the same applies for medical and psychiatric support, which is provided in the community. Regarding interpretation services, current configuration includes 3 persons providing Arabic interpretation, one offering Sorani and one offering French on a daily basis.

During 2018, Cyprus Refugee Council was occasionally receiving complaints related to the number of staff as well as the quality and efficiency of their interaction and communication, but overall those were reduced towards the end the reporting period. As there is new staff placed, further monitoring is required in that regards.

Most In regards to educational/leisure activities in the Centre, those are organised and implemented mainly by non-governmental actors, such as NGOs, voluntary organisations and individual volunteers. Activities offered throughout the year included language courses cultural art and school support classes for children, sewing, gardening and gymnastics classes, as well as recreational /educational excursions. The frequency and variety of educational / leisure activities offered in the centre is still reported as low by the residents.



Other facilities currently include two open-space playgrounds and gym equipment. There is Wi-Fi coverage in the centre but there are often complaints regarding broadband speed/coverage. There is no internet connection in the computer room, resulting in poor interest on the part of residents in using the available computers. The computer room remains locked unless there is a specific activity taking place.

### 2.3. Duration of stay

There is no specific duration of stay for asylum seekers in the reception centre. As long as the claimant of material reception conditions retains the status of an asylum seeker, he or she may be referred or obliged to stay in the centre. Based on the Cyprus Refugee Council's experience, the timeframe for the examination of asylum applications is on average 2 years. Upon the issuance of a final negative decision, the person is usually notified to make necessary arrangements to depart from Cyprus at once. In that case people are allowed to remain in the reception centre until their removal.

In light of the centre reaching its maximum capacity and as a way to free up resources, the Asylum Service had announced that residents who complete 6 months of residence in the centre will be given the possibility to apply for reception conditions in the community and move out upon being granted support from the Social Welfare Services. However, due to the unsatisfactory levels of support provided to welfare recipients, residents are reluctant to move into the community.

## C. Employment and education

### 1. Access to the labour market

#### Indicators: Access to the Labour Market

1. Does the law allow for access to the labour market for asylum seekers? ☒ Yes ☐ No  
 ❖ If yes, when do asylum seekers have access the labour market? 1 month
2. Does the law allow access to employment only following a labour market test? ☒ Yes ☐ No
3. Does the law only allow asylum seekers to work in specific sectors? ☒ Yes ☐ No  
 ❖ If yes, specify which sectors: Agriculture, fishery, manufacture, waste management, trade repairs, cleaning industry, food delivery et al.
4. Does the law limit asylum seekers' employment to a maximum working time? ☐ Yes ☒ No  
 ❖ If yes, specify the number of days per year
5. Are there restrictions to accessing employment in practice? ☒ Yes ☐ No

According to the Refugee Law and Ministerial Decision 308/2018 issued at the end of October 2018, asylum seekers are permitted to access the labour market one month after the submission of an asylum application.<sup>216</sup> The Refugee Law affords the Minister of Labour, Welfare and Social Insurance, in consultation with the Minister of Interior, the power to place restrictions and conditions in the right to employment, without hindering asylum seekers' effective access to the labour market.<sup>217</sup>

Currently, asylum seekers have limited access to specific employment sectors as defined by the provisions of a previous Ministerial Decree issued in 2008. According to information conveyed by the Labour Department since mid-2018, there is going to be a revision, and probably expansion, of the allowed sectors for asylum seekers. However, no such decision has been announced to date.

<sup>216</sup> Article 90(1)(b) Refugee Law; Ministerial Decision 308/2018, 26 October 2018.

<sup>217</sup> Article 90(2)(a)-(b) Refugee Law.

At the moment, according to the 2008 Decree, the permitted fields of employments for asylum seekers are the following:<sup>218</sup>

Permitted sectors and posts for asylum seekers	
Sectors of labour market	Permitted occupations
Agriculture; animal husbandry; fishery	Labourers
Manufacture	Forage productions labourers
Waste management	Drainage and waste processing labourers Garbage and trash collection and processing labourers Recycling labourers Animal Waste Processing labourers
Wholesale trade-repairs	Gas stations and carwash labourers Freight handlers of wholesale trades
Other fields	Building and outdoors cleaners Distributors of advertising and informative materials Food delivery

Job referrals are usually given on a form along with the details of potential employers. Applicants are required to contact them directly, and the employer is expected to provide a written report on the outcome of the meeting. The form does not provide space for the asylum seekers' statements on the outcome of the meeting, including, for instance, the reasons why it was not possible for the asylum seeker to be offered the job. Candidates need to report to the Labour Office following their contact with employers. If employment is secured, a contract needs to be signed and stamped by the District Labour Office. All employers recruiting asylum seekers are required to be authorised by the Labour Department to employ third-country nationals.

The terms and conditions, including remuneration of the occupations in animal farming and agricultural sectors is regulated based on the Collective Agreement of Agriculture and Animal Farming. At present, the salary is €455 (gross) per month. Accommodation and food may be provided by the employer. The salary may increase up to €769 per month if the employee is considered to be skilled for the position, or if there is a specific agreement with a trade union. However, in practice, asylum seekers are employed as unskilled labourers and in businesses where there is no presence of unions. Therefore, their wages remain at minimum levels.

Additionally, all applicants and recipients of material reception conditions, who are physically and psychologically able to take up employment are required to be registered as unemployed, after the initial 1 month period and show that they are actively seeking employment. A labour card is issued to the asylum seekers and their unemployment status is confirmed on a monthly basis.

There is no formal limitation of working hours. The standard remuneration for farms and agricultural jobs is set for 80 working hours per fortnight, spread over 6 working days a week.

In practice, asylum seekers still face significant obstacles in accessing the labour market. The major obstacles are the following:

- ❖ **Low wages and lack of supplementary material assistance:** This is particularly problematic for asylum seekers with families. Remuneration from employment in agriculture and animal farming is highly insufficient to meet the basic needs of a family. Labour conditions such as taking up accommodation at the place of work often lead to splitting up the family. These jobs

<sup>218</sup> Ministry of Labour and Social Insurance, *Employment of Asylum Seekers*, available at: <http://bit.ly/1CFH2p2>.



are often offered to any single parent with children up to the age of 2 without taking into consideration the care of children or possible supplementary assistance for childcare support.

- ❖ **Distance and lack of convenient transportation:** Given the nature of employment that asylum seekers are permitted to take up, workplaces are often situated in remote rural regions and working hours may start as early as 4 or 5am. Asylum seekers have reported difficulties in commuting to these workplaces using low-cost transportation (e.g. public buses). Remuneration does not cover travel expenses.
- ❖ **Language barriers:** Lack of communication skills in Greek and English often impede the efficient communication between officials of Labour Offices as well as potential employers. Many asylum seekers are unable to understand their prospective employers' opinion during meetings and/ or the employers' opinions on their job referral forms.
- ❖ **Lack of interest from employers** in the agricultural and farming sectors in employing asylum seekers. In fact, many employers in these sectors often prefer to employ third-country nationals who arrive in the country with an employment permit and are authorised to work for a period up to 4 years. In order to receive a license for the employment of third-country nationals, an employer is required to register at the Labour Office in addition to actively seeking for employees locally, nationally or within the EU.<sup>219</sup> As asylum seekers are referred to them by the Labour Office, the employers may try to avoid recruiting them, hoping that if they do not hire an asylum seeker, they will be able to invite/hire other workers on a working visa. Thus, they often place the responsibility of refusing the employment on the asylum seekers.
- ❖ **Lack of gender and cultural sensitivity in the recruitment procedure:** Female asylum seekers often face difficulties accessing employment for reasons related to cultural barriers.<sup>220</sup> For example, many women have never worked before and especially when it comes to the conditions in the sectors of agriculture and animal farming (remoteness, staying overnight, male dominated work spaces) there is a need for gradual and facilitated transition to employment. Women from Muslim backgrounds wearing visible symbols of their religious identity e.g. *hijab* / *niqab* report to have faced difficulties accessing the labour market, as in some cases, they were considered as unable to maintain employment due to their attire, according to the experience of the Cyprus Refugee Council.

In addition to the above issues, the increase in the delays in the issuance of the Alien's Registration Certificate (ARC) number for new asylum seekers along with the permission to enter the labour market after one month from the lodging of their asylum application, has led to reports of people not being able to register at Labour Offices until they have an ARC number allocated.

According to Article 9I(1) and (2) of the Refugee Law, asylum seekers are permitted to take part in vocational trainings linked to employment contracts, relevant to the permitted sectors of employment for asylum seeker, unless otherwise authorised by the Minister of Labour, Welfare and Social Insurance. In practice, there are no professional training schemes available for those specific sectors.

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<sup>219</sup> Circular on the Strategy for the employment of third-country nationals (Στρατηγική για την Απασχόληση Αλλοδαπών), May 2008, available at: <http://bit.ly/1LbedON>.

<sup>220</sup> See also Ombudsman, *Report on access of female asylum seekers to employment and social welfare*, 1799/2016, 11 November 2016, available in Greek at: <http://bit.ly/2kmGMDG>.

## 2. Access to education

### Indicators: Access to Education

- |                                                                              |                                                                     |
|------------------------------------------------------------------------------|---------------------------------------------------------------------|
| 1. Does the law provide for access to education for asylum-seeking children? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| 2. Are children able to access education in practice?                        | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |

The Refugee Law provides that all asylum seeking children have access to primary and secondary education under the same conditions that apply to Cypriot citizens, immediately after applying for asylum and no later than 3 months from the date of submission.<sup>221</sup> In practice, the vast majority of children access public education. However as there is no systematic monitoring of children's registration at school, there have been cases of children remaining out of the education system for more than 3 months, mainly for reasons related to difficulty of families accessing certain schools, lack of information / timely arrangements, limited schools' capacity at a given period to accommodate additional students etc. There is also a lack of official data on dropout rates regarding asylum-seeking children.

Children residing in the reception centre are attending regular schools in the community. Article 9H(1) of the Refugee Law allows for education arrangements to be provided in the reception centre and such arrangements took place for high school students from the beginning of 2017 until the end of the school year in June 2017. This practice was implemented following an incident of discourse between students in a local school where residents of Kofinou Centre attend. However, this practice has not been repeated since and all children attend schools in the community.

The right of enrolled students to attend secondary education is not affected by reaching the age of 18.<sup>222</sup> However, almost all new students over 18 years old who wish to enrol for the first time in secondary education, are denied access to free public schools by the Ministry of Education. Cyprus Refugee Council interventions for specific cases have resulted in enrolment but further monitoring is required.

The age of students and their previous academic level is taken into consideration when deciding the grade where they will be registered. Classes at public schools are taught in Greek. Should they wish to attend a private school (usually for reasons of attending courses in English) it is possible at their own cost. The provisions for children asylum seekers are the same as for every non-Greek speaking student. In order to deal with the language barrier, the Ministry of Education has developed transitional classes for non-Greek speakers in the first 3 years of secondary education (gymnasium) where 18 hours of Greek per week are provided. In the last 3 years of secondary education (lyceum) 4 extra hours of Greek per week will be provided. Classes take place in appointed public schools in each district. With the exception of the Greek classes which are tailored to the needs of non-Greek speakers, asylum-seeking students attend mainstream classes at all other times.

Students are expected to succeed in the final exams in order to proceed to the next grade. Students at the age of 15 and above may also attend evening Greek classes offered by the Ministry of Education in the community through life-learning schemes (Adult Education Centres and State Institutes of Further Education) or other EU-funded arrangements.

Linguistic and cultural barriers are still significant obstacles for young students, especially those entering secondary education. In 2018, in an effort to provide options for young students, UNHCR KASA, a private educational organisation, concluded a Memorandum of Understanding to jointly work in the protection of refugee children in the Republic of Cyprus by ensuring them access to quality learning,

<sup>221</sup> Article 9H(1) and (3)(a) Refugee Law.

<sup>222</sup> Article 9H(2) Refugee Law.

education, and skill-building opportunities.<sup>223</sup> Under this agreement, KASA, offers places to refugees and asylum seekers who wish to obtain a high school diploma. Interested individuals of 16 years or above with a good command of English are eligible to apply and, if selected – following a test and interview – attend the programme, the duration of which is minimum 3 years of study and leads to a recognised high school diploma.

As currently, the provisions of the Refugee Law regarding the identification and address of special reception needs are not implemented yet, there is no preliminary monitoring or assessment of the vulnerability of the children. Special needs of students are usually evaluated and taken into consideration by the Ministry of Education upon registration into schools, and sometimes through the intervention of NGOs. Depending on the nature and the seriousness of the disability, different arrangements are offered. The available schemes by the Ministry of Education for students with special needs are: placement in a regular class and provision of additional aid; placement in a special unit which operates within the regular school; placement in a special school (for more severe cases); placement in alternatives to school settings.

Adequately assessing the needs of children is time-consuming, and in addition there is often the need to receive important treatments (physiotherapy, occupational therapy, speech therapy) outside of the school context (in public hospital or privately). There are often delays and/or financial constraints in accessing these services.

Children entering the shelters at a time when existing schools arrangements are not able to accommodate them are referred to attend evening classes of Greek language and math at the State Institutes of Further Education Those Institutes operate under the Ministry of Education, mainly as lifelong learning institutions.

## D. Health care

### Indicators: Health Care

1. Is access to emergency healthcare for asylum seekers guaranteed in national legislation?  
☒ Yes ☐ No
2. Do asylum seekers have adequate access to health care in practice?  
☐ Yes ☒ Limited ☐ No
3. Is specialised treatment for victims of torture or traumatised asylum seekers available in practice?  
☐ Yes ☒ Limited ☐ No
4. If material conditions are reduced or withdrawn, are asylum seekers still given access to health care?  
☒ Yes ☐ Limited ☐ No

Asylum seekers without adequate resources are entitled to free medical care in public medical institutions covering at minimum, emergency health care and essential treatment of illnesses and serious mental disorders.<sup>224</sup> Welfare beneficiaries and residents in the reception centre are explicitly eligible for free medical care and in that respect they have access to free health care. The level of resources needed to receive free medical care in the case of asylum seekers not receiving welfare assistance is not specified.

Free access to health care is granted upon the presentation of a “Type A” Hospital Card, issued by the Ministry of Health. This document is provided to all residents of the Kofinou Reception Centre, while for persons residing in the community, a welfare dependency report indicating lack of resources is required by the Ministry of Health. This dependency report must be submitted by the individual applying for the

<sup>223</sup> UNHCR, ‘UNHCR and the KASA High School join forces for refugee education’, 14 March 2018, available at: <https://bit.ly/2VSw6PD>;

<sup>224</sup> Article 91F(1)(a) Refugee Law.

hospital card. However, evidence suggests that lack of information and coordination between Welfare Services and Ministry of Health has deprived persons from securing free health care as they are not aware of such right.<sup>225</sup> Asylum seekers are no longer able to apply for the Hospital Card at local hospitals and are required to commute to the Ministry of Health in **Nicosia** in order to obtain it.

As currently many asylum seekers do not receive welfare assistance, difficulties in securing a hospital card have been reported. However, in practice, the vast majority of asylum seekers do receive a hospital card, which grants them access to public health institutions with some charges also applying to nationals since 2013. More specifically, applicants are required to pay €3-6 in order to visit a doctor and an additional €0.50 for each medicine / test prescribed, with a maximum charge of €10. Emergency care remains free for holders of medical cards, otherwise it costs €10.

Asylum seekers who need to receive essential treatment which is not available in the RoC are not included in the relevant scheme introduced by the Ministry of Health transposing the Directive on patients' rights in cross-border healthcare. In practice, however, the Ministry has covered the costs, upon approval of the Minister of Health, for several cases of children asylum seekers to receive medical treatment outside the country.

In a number of cases, asylum seekers reported to Cyprus Refugee Council that they faced racist behaviour from medical staff, often in relation to their poor Greek language skills and the reluctance of the latter to communicate in English.

### Specialised health care

Asylum seekers without adequate resources who have special reception needs are also entitled to free of charge necessary medical or other care, including appropriate psychiatric services.<sup>226</sup> The Refugee Law incorporates the provision of the recast Reception Conditions Directive in relation to the identification and address of special reception needs, including victims of torture. However, in practice, due to the recent amendment as well as lack of specific guidelines or procedures, the provisions are not implemented yet. There are no specialised facilities or services, except for the ones available to the general population within the public health care system. Currently, there is only one NGO, the Cyprus Refugee Council, offering specialised social and psychological support to victims of torture, operating through the funds of United Nations Voluntary Fund for the Victims of Torture (UNVFVT) and the EU.<sup>227</sup>

## E. Special reception needs of vulnerable groups

### Indicators: Special Reception Needs

1. Is there an assessment of special reception needs of vulnerable persons in practice?
- ☐ Yes ☒ No

The Refugee Law extends the categories of persons considered as vulnerable to include those mentioned in Article 21 of the recast Reception Conditions Directive:<sup>228</sup>

“[M]inors, unaccompanied minors, disabled people, elderly people, pregnant women, single parents with minor children, victims of human trafficking, persons with serious illnesses, persons with mental disorders and persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, such as victims of female genital mutilation.”

<sup>225</sup> Ombudsman, *Report on access of an asylum seeker to the social welfare system and medical services*, 1553/2013, December 2016, available in Greek at: <http://bit.ly/2k3pfzv>.

<sup>226</sup> Article 91Γ(1)(b) Refugee Law.

<sup>227</sup> For more information see Future Worlds Center, *UNVFVT*, available at: <http://bit.ly/1HQVYfJ>.

<sup>228</sup> Article 9KΓ Refugee Law.

The law also introduces an identification mechanism, specifically it provides that an individual assessment shall be carried out to determine whether a specific person has special reception needs and/or requires special procedural guarantees, and the nature of those needs.<sup>229</sup> These individualised assessments should be performed within a reasonable time period during the early stages of applying for asylum, and the requirement to address special reception needs and/or special procedural guarantees applies at any time such needs are identified or ascertained. As described in [Identification](#), however, there is no adequate identification mechanism operating in practice.

Unaccompanied children who have applied for asylum are not placed in the reception centre and are referred to shelters for children run or funded by the State. There have been few cases of unaccompanied children being placed in foster families or with other adults on a temporary basis. There are no reported instances of potential children placed into common accommodation with adults while undergoing age assessment procedures.

Families, single women and traumatised people are placed in the reception centre under the same conditions applicable to all other residents. However, for the most part of 2018 no new single men were admitted. Single men who were already residing in the Centre and single women are placed in different rooms in distinct sections, while families do not share their living space with others. Regarding family unity, overall efforts are made to keep families together. When it comes to welfare services and reception centres, families are treated as an entity.

In relation to preventing gender-based violence in the reception centre, the Refugee Law provides that the competent authorities shall take into consideration gender and age-specific concerns and the situation of vulnerable persons and that appropriate measures shall be taken in order to prevent assault and gender-based violence, including sexual assault and harassment.<sup>230</sup> Up until today, there are no specific guidelines or procedures in effect to guarantee the efficient implementation of those provisions and further monitoring is required.

For the purpose of receiving proper education, the needs of children with disabilities are identified and assessed by the Ministry of Education in the context of their obligation towards children with special needs.

## **F. Information for asylum seekers and access to reception centres**

### **1. Provision of information on reception**

In accordance with the Refugee Law, the Asylum Service is obliged to ensure that all asylum seekers are given access to information regarding the asylum procedure, their rights to access material reception conditions, organisations/services offering legal and social assistance to asylum seekers as well as their legal obligations so as they can maintain their legal status. This information should be provided in the form of a booklet/leaflet in a language the applicant can understand.

In practice, the only information available and provided to asylum seekers is that described in the section [Information for Asylum Seekers and Access to NGOs and UNHCR](#). Residents of the reception centre are currently provided with a leaflet by the Asylum Service regarding the Dublin Regulation.

There is no leaflet / information booklet available at the District Welfare offices and District Labour Offices concerning the access of asylum seekers to material assistance and employment. Information

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<sup>229</sup> Articles 9KΔ(a) and 10A Refugee Law.

<sup>230</sup> Article 9IΔ(7) Refugee Law.

concerning employment can be found only on the site of the Labour Department of the Ministry of Labour and Social Insurance.<sup>231</sup>

## 2. Access to reception centres by third parties

### Indicators: Access to Reception Centres

1. Do family members, legal advisers, UNHCR and/or NGOs have access to reception centres?

☒ Yes

☐ With limitations

☐ No

The Refugee Law allows relatives, advocates or legal advisers, representatives of UNHCR and formally operating NGOs to communicate with the residents of the reception centre.<sup>232</sup> The visits of any of the official bodies must be notified to the Asylum Service. Visitors are required to register at the entrance of the reception centre. There is no limitation in the number of visits each asylum seeker can have.

Asylum seekers residing in the reception centre communicate with the aforementioned actors either via phone or through physical visits to their offices. However, given the remote location of the reception centre, transportation to the major cities including Nicosia is often inconvenient and the public transportation vouchers offered by the administration of the reception centre is subjected to justifications (e.g. limitations may apply if the visit concerns non-governmental sectors/personal visits). Asylum seekers residing in reception centre usually rely on their personal mobiles for communication.

## G. Differential treatment of specific nationalities in reception

No differences in treatment, based on asylum seekers' nationality are observed. However, due to a much higher number of Arabic speakers in the reception centre, the Asylum Service provides interpreters for Arabic on a daily basis, whereas for other languages there may be no interpreters at all or very sparsely. This has led to complaints by residents who feel that Arabic speakers are given more attention.

<sup>231</sup> Ministry of Labour and Social Insurance, *Employment of Asylum Seekers*, available at: <http://bit.ly/1CFH2p2>.  
<sup>232</sup> Article 9IΔ(6) Refugee Law.

## Detention of Asylum Seekers

### A. General

#### Indicators: General Information on Detention

1. Total number of asylum seekers detained in 2018:	Not available
2. Number of asylum seekers in detention as of the end of 2018:	Not available
3. Number of detention centres:	1
4. Total capacity of detention centres:	128

In Cyprus, most asylum seekers are not systematically detained. In September 2014, a policy regarding the detention of asylum seekers was initiated, which reduced the instances that asylum seekers can be detained. As a result of the policy the majority of asylum seekers that are detained are those who have submitted an application for asylum after they have been arrested and detained, under the presumption that all such applications are submitted in order to frustrate the removal process although no individual assessment is carried out and even where the persons have recently entered the country (see [Grounds for Detention](#)). In many such cases, persons have been arrested for irregular stay or are detained as a consequence of a criminal law sanction and apply for asylum once they are in prison or detention. However, there are still cases of persons being arrested soon after they have arrived in the country even though they presented themselves to the authorities to apply for asylum.

There are no official numbers available for the total number of asylum seekers who are detained. Based on monitoring visits carried out during 2017, the number of detained asylum seekers has been steadily at any time around 40, whereas in 2018 the number had increased to an average of 60 and in June 2018 reached 91.<sup>233</sup> The only official number available from authorities is the number of asylum seekers who have applied for asylum in detention:

Applications submitted from detention: 2013-2017					
	2013	2014	2015	2016	2017
Applications submitted	118	134	114	187	238

Source: Ministry of Interior.

Observations from weekly monitoring of the detention centre indicate that the number of asylum seekers detained in 2017 is close to the number of applications submitted from detention.

<sup>233</sup> Information based on monitoring visits carried out to Menogia Detention Centre by the Cyprus Refugee Council.



## B. Legal framework of detention

### 1. Grounds for detention

#### Indicators: Grounds for Detention

1. In practice, are most asylum seekers detained
  - ❖ on the territory: ☐ Yes ☒ No
  - ❖ at the border: N/A
2. Are asylum seekers detained in practice during the Dublin procedure?  
☐ Frequently ☒ Rarely ☐ Never
3. Are asylum seekers detained during a regular procedure in practice?  
☐ Frequently ☒ Rarely ☐ Never

The Aliens and Immigration Law regulates detention in accordance with the provisions of the Return Directive, while the Refugee Law provides for the detention of asylum seekers in accordance with the recast Reception Conditions Directive.

#### 1.1. Detention under the Refugee Law

The Refugee Law prohibits detention of asylum applicants for the sole reason that “he” is an applicant,<sup>234</sup> and also prohibits detention of children asylum applicants.<sup>235</sup> Detention of asylum seekers under the Refugee Law is based on an administrative order and not a judicial order,<sup>236</sup> as was previously the case, and is permitted for specific instances that reflect those in the recast Reception Conditions Directive.

According to the law, unless it is possible to effectively apply other less coercive alternative measures, based on an individual assessment of each case, the Minister of Interior may issue a written order to detain the applicant for any of the following reasons:

- (a) to establish his identity or nationality;
- (b) to identify those elements on which the application is based, which could not be obtained otherwise in particular when there is a risk of absconding of the applicant;
- (c) to decide, in the context of a procedure, on the applicant’s right to enter the territory;
- (d) when held within the scope of the return procedure under Articles 18OF up 18ΠΘ of the Aliens and Immigration Law, in order to prepare the return and / or carry out the removal process, and the Minister substantiates on the basis of objective criteria, including the fact that the person has already had the opportunity of access to the asylum procedure, that there are reasonable grounds to believe that the person is submitting the application for international protection merely in order to delay or frustrate the enforcement of the return decision;
- (e) where necessary to protect national security or public order;
- (f) in accordance with Article 28 of the Dublin III Regulation.

In addition, in 2018, the Refugee Law was amended to include provisions regulating the detention of asylum seekers under the Dublin Regulation, and in particular specifying when it is considered that a significant risk of absconding is present, in which case the detention of an asylum seeker may be ordered. These include: non-compliance with a return decision; non-compliance with or obstruction of a Dublin transfer, or a reasonably verified intention of non-compliance; provision of false or misleading information; previous expulsion or return; false statements on the person’s address of usual residence; previous absconding; abandonment of a reception centre; unfounded statements in the course of the

<sup>234</sup> The female gender has not been included in the Refugee Law, although this was requested by UNHCR and NGOs during consultations carried out prior to the amendment of the Law.

<sup>235</sup> Article 9ΣΤ Refugee Law.

<sup>236</sup> *Ibid.*

Dublin interview; deliberate destruction of identity or travel documents and failure to cooperate with the Cypriot authorities with a view to establishing identity or nationality.<sup>237</sup>

Furthermore, there is no evidence that there is an effective procedure in place to examine less coercive alternative measures, based on an individual assessment of each case.

In late 2017, the first detention orders were published under the Refugee Law since the article was introduced in October 2016. Throughout 2018 there was an increase in the issuance of detention orders under the Refugee Law, however the practice was not uniform as some asylum seekers were detained under the Refugee Law and others under the Aliens and Immigration Law. In early 2019 there were indications that a new policy was initiated according to which all detainees, regardless of the initial basis for detention, once applying for asylum will be issued a detention order under the Refugee Law, including persons with criminal convictions.<sup>238</sup>

All detention orders reviewed include only the wording of the article and, although it is stated that an individual assessment has been carried out, there are no individual facts or reasons for detention or any other reference, justification or findings of an individual assessment. Furthermore, the detention order refers to “objective criteria” but there is no mention or analysis on what those objective criteria are and how they are applied or justified in the individual case.

## 1.2. Detention as “prohibited immigrant”

The Aliens and Immigration Law provides that a person can be detained if declared a “prohibited immigrant” and provides 13 instances under which a person may be declared a “prohibited immigrant”. Out of these 13 instances, the ones that are most commonly applied to asylum seekers are the following:

- (a) When a person is deported from the RoC;<sup>239</sup>
- (b) When a person enters or remains in the RoC in breach of any prohibition, terms, restrictions or reservations included in the Aliens and Immigration Law, or any Regulations issued based on that Law, or any permit issued based on that Law or Regulations;<sup>240</sup>
- (c) Where a person is considered a prohibited immigrant based on the provisions of the Aliens and Immigration Law.<sup>241</sup>

According to the Aliens and Immigration Law, a “prohibited immigrant” found in the RoC is guilty of a criminal offence and is subject to imprisonment for period that does not exceed 3 years or to a fine which does not exceed 5,000 Cypriot pounds (approx. €8,500), or to both imprisonment and a fine.<sup>242</sup> The Law also foresees the offences of entering the RoC on a temporary permit and remaining beyond the expiration of that permit;<sup>243</sup> remaining in the RoC on a permit and violating any conditions of that permit or taking on any form of work without the necessary permit;<sup>244</sup> and violating a condition or restriction imposed by the Aliens and Immigration Law or the Refugee Law.<sup>245</sup>

Persons convicted of an offence are declared a “prohibited immigrant” and a detention and deportation administrative order is issued. If the person applies for asylum, the deportation order is suspended but the detention order is not, and he or she continues to be detained as a “prohibited immigrant” under the

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<sup>237</sup> Article 9ST-bis Refugee Law, inserted by Law No 80(I)/2018 of 12 July 2018.

<sup>238</sup> Information based on monitoring visits carried out to Menogia Detention Centre by the Cyprus Refugee Council.

<sup>239</sup> Article 6(1)(θ) Aliens and Immigration Law.

<sup>240</sup> Article 6(1)(κ) Aliens and Immigration Law.

<sup>241</sup> Articles 6(1) and 14(1)(μ) Aliens and Immigration Law.

<sup>242</sup> Article 19(2) Aliens and Immigration Law.

<sup>243</sup> Article 19(λ) Aliens and Immigration Law.

<sup>244</sup> Article 19(κ) Aliens and Immigration Law.

<sup>245</sup> Article 19(v) Aliens and Immigration Law.

Aliens and Immigration Law. In late 2017, the practice had started to change and it was often noted that once the person has applied for asylum a new detention order was issued under the Refugee Law under the presumption that the person is submitting the application for international protection merely in order to delay or frustrate the enforcement of the return decision and detention is thereby justified.<sup>246</sup>

### 1.3. Detention for the purpose of removal

Asylum seekers can also be detained under separate provisions of the Aliens and Immigration Law that transpose the Returns Directive,<sup>247</sup> for the purpose of return, although the return order is suspended until the asylum application has been decided on. These provisions do not apply to persons subject to a return decision as a criminal law sanction or as a consequence of a criminal sanction; in such cases they will be detained as a “prohibited immigrant”, as described above.

In practice, many cases of asylum seekers are detained based on the “prohibited immigrant” provisions and not the provisions transposing the Returns Directive and therefore many provisions upon which detention could be challenged do not apply, such as access to legal aid, the lack of reasonable prospect of return or the 18-month maximum detention limit under the Returns Directive. In late 2017, the practice has changed as a new detention order under the Refugee Law is issued once the person has applied for asylum, under the presumption that that the person is submitting the application for international protection merely in order to delay or frustrate the enforcement of the return decision.

The administrative orders for the detention of asylum seekers are issued by the Civil Registry and Migration Department (CRMD), which is under the Ministry of Interior and is responsible for the removal of persons with irregular status. The Asylum Service does not issue such orders and can only recommend an asylum seeker is released.

Asylum seekers are mainly detained on the territory. Cyprus, being an island, has no external borders and asylum seekers are rarely detained at entry points (ports, airports). People apprehended by the police within RoC territory before applying for asylum are often arrested for irregular entry and/or stay, regardless of whether they were intending to apply for asylum, even if they were on their way to apply for asylum and have only been in the country for a few days. Since 2014 and to date, this does not apply to Syrian nationals who will not be arrested even if they have not regularised their stay, with the exception of a number of Syrians who entered the RoC by boat arrivals and were arrested, convicted and sentenced to prison for irregular entry due to previously being in Cyprus and still listed as “prohibited immigrants.”<sup>248</sup> Throughout 2016, in a number of boat arrivals, Syrian nationals were arrested and charged with illegal stay due to prior entry bans. However, for some the case was withdrawn upon intervention, whereas in another boat arrivals they were convicted and given 4-month prison sentences. From April 2017 onwards, the practice of arresting and prosecuting Syrian refugees arriving on boats for illegal entry due to their irregular stay in the past has ceased.

Around the same time, in another case, an Iranian applicant who had spent many years in Cyprus throughout his childhood and had then been returned to Iran with his family, was arrested for violating a re-entry ban when he returned to Cyprus and presented himself to the authorities to submit an application for international protection. The Court accepted that the reason of entry was to submit an application for international protection and therefore acquitted him on the charges of illegal entry.<sup>249</sup>

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<sup>246</sup> Article 9ΣΤ(δ) Refugee Law.

<sup>247</sup> Article 18ΠΣΤ Aliens and Immigration Law.

<sup>248</sup> See KISA, ‘The imprisonment of refugees is a crime’, 15 November 2016, available at: <http://bit.ly/2kABSTr>.

<sup>249</sup> District Court of Ammochostos, *Seyed Ramtin Salehi*, Case No 2073/2016, 14 November 2016, available in Greek at: <http://bit.ly/2kATouV>. See also KISA, ‘The imprisonment of refugees is a crime’, 15 November 2016.

The vast majority of asylum seekers enter Cyprus through the territories in the north (see section on [Access to the Territory](#)). But as the “green line” between them is not considered a border, there are no official “entry points”. There are no detention facilities near the green line.

During the determination procedure to identify the Member State responsible under the Dublin Regulation, the applicant has the right to remain and enjoys the rights afforded to applicants for international protection.<sup>250</sup> In practice, if a person arrives in Cyprus and there is a possibility that another Member State is the responsible state then they are considered an asylum seeker and enjoy all such rights and will not be detained for this reason alone. Although the 2014 detention policy has no reference or information on this, in practice Dublin returnees whose final decision has not been issued yet are not detained but instead are transferred to Kofinou Reception Centre. For Dublin returnees who have a final decision there is the possibility to be detained upon return, although there have been no cases to indicate the policy.<sup>251</sup>

In the case of the admissibility procedure for subsequent applications / new elements, persons can be detained under the Aliens and Immigration Law as a “prohibited immigrant” or under the Refugee Law, if the application / new elements are considered to have been submitted in order to delay or frustrate the enforcement of the return decision. In practice during this admissibility procedure, persons will not necessarily be detained but if they are already in detention they will remain in detention or if apprehended by the police for any reason, as they are irregular at this stage, they will most likely be arrested and detained.

## 2. Alternatives to detention

### Indicators: Alternatives to Detention

1. Which alternatives to detention have been laid down in the law?  
☒ Reporting duties  
☐ Surrendering documents  
☒ Financial guarantee  
☒ Residence restrictions
2. Are alternatives to detention used in practice?  
☐ Yes ☒ No

The Aliens and Immigration Law, since the transposition of the Returns Directive in 2011, refers to alternatives to detention and states that detention is used as a last resort, yet alternatives to detention are not listed and the relevant article has never been implemented in practice.<sup>252</sup> As of October 2016, the Refugee Law includes a non-exhaustive list of recommended alternatives to detention:<sup>253</sup>

- ❖ Regular reporting to the authorities;
- ❖ Deposit of a financial guarantee;
- ❖ Obligation to stay at an assigned place, including a reception centre; and
- ❖ Probation.

However, these alternatives are not subject to a statutory time limit or a proportionality test and there are no implementing regulations or guidelines for their application. Due to this it is not clear how alternatives are implemented and, even though detention orders issued under the Refugee Law make

<sup>250</sup> Article 9(1)(b) Refugee Law.

<sup>251</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council to the Kofinou Reception Centre.

<sup>252</sup> Article 18ΠΣΤ Aliens and Immigration Law.

<sup>253</sup> Article 9ΣΤ(3) Refugee Law.

reference to an individualised assessment and the CRMD states that such assessments are indeed carried out, no cases have been identified to confirm such practice.<sup>254</sup>

The decision to detain is not based on an assessment of the asylum seeker's individual circumstances or the risk of absconding, and the CRMD issues and renews detention and deportation orders simultaneously, without considering less restrictive alternatives to immigration detention.<sup>255</sup> This applies for all detainees, including asylum seekers whose case is still pending. The Council of Europe (CoE) Commissioner for Human Rights, Nils Muižnieks, after a visit to Cyprus in December 2015, urged Cyprus to:

“[S]trictly limit the practice of migrant detention and to enhance its law and practice concerning the application of alternatives to detention in order to avoid excessively lengthy deprivations of liberty and the suffering of migrants.”<sup>256</sup>

In early 2019 the Supreme Court delivered a positive decision on a Habeas Corpus application with reference to alternatives to detention, ordering the immediate release of an asylum seeker who was detained for nearly one year.<sup>257</sup> Specifically the Court clarified that the possibility to order less coercive alternatives exists not only upon the issuance of the detention order but during the entire period of detention, and should be examined when detention exceeds reasonable time limits.

At the end of 2015, the project “Promoting and Establishing Alternatives to Immigration Detention in Cyprus” was initiated by FWC under European Programme on Integration and Migration (EPIM) funding, with the aim of identifying and promoting alternatives to detention that can be implemented in the Cypriot context. The findings of FWC’s research show *inter alia* that the existing framework needs to be reformed so as to create an effective and functioning mechanism which will primarily safeguard the rights of irregular migrants, as well as asylum seekers, protect them from the risk of arbitrary detention and provide less strict and effective alternative measures through a clearly established procedure and specific criteria. The report also emphasises the need for an individualised evaluation for each case, based on pre-determined procedures and criteria, and identifies a range of alternative measures that may be imposed instead of detention. Finally, the project recommends the adoption of the revised Community Assessment and Placement (CAP) Model,<sup>258</sup> and provides an example of how it can be adjusted and implemented in the Cypriot context, emphasising the need for a holistic approach that will lead to case resolution.

In an effort to continue the conversation on alternatives to detention in the Cypriot context a pilot-project was implemented starting March 2016 by the Future Worlds Center under EPIM funding, which continued in 2018 under the Cyprus Refugee Council. The pilot-project has built on the work carried out under the previous project by promoting the adoption of the CAP model developed by the International Detention Coalition (IDC) within the procedures followed in Cyprus, with the aim to promote alternatives to detention, as well as the overall resolution of cases. This has been carried out by offering working examples of case management and trainings on the model.

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<sup>254</sup> Information based on monitoring visits to Menogia Detention Centre by the Cyprus Refugee Council and interventions carried out as part of the case management under the Pilot Project on the Implementation of alternatives to detention in Cyprus, available at: <https://www.atdnetwork.org/>.

<sup>255</sup> See FWC, *Promoting and Establishing Alternatives to Immigration Detention in Cyprus*, November 2016, available in Greek at: <http://bit.ly/2kAN5aG>, 44-45 See also summary in English at: <http://bit.ly/2jEHGLz>.

<sup>256</sup> Council of Europe Commissioner for Human Rights, *Report by Nils Muižnieks following his visit to Cyprus (7 to 11 December 2015)* (hereafter “Cyprus report”), CommDH(2016)16, 31 March 2016, available at: <http://bit.ly/2jm0zlC>, para. 1.3.

<sup>257</sup> Supreme Court, Application 1/2019, 24 January 2019, available in Greek at: <https://bit.ly/2GgJeKM>. See also Philenews, ‘Ανώτατο: Άμεση αποφυλάκιση αιτητή πολιτικού ασύλου’, 5 February 2019, available in Greek at: <https://bit.ly/2RJefrX>.

<sup>258</sup> See International Detention Coalition, *The Revised Community Assessment and Placement (CAP) Framework*, available at: <http://idcoalition.org/cap/>.

The Cyprus Refugee Council is also member of the [European Alternatives to Detention Network](#) which aims at reducing and ending immigration detention in Europe – for vulnerable groups – by building evidence and momentum on engagement-based alternatives. The network links NGOs running case management-based alternatives to detention pilot projects in Europe with regional / global advocacy organisations, and conducts and facilitates advocacy, learning and evidence generation among network members.

### 3. Detention of vulnerable applicants

#### Indicators: Detention of Vulnerable Applicants

1. Are unaccompanied asylum-seeking children detained in practice?  
☐ Frequently   ☐ Rarely   ☒ Never  
 ❖ If frequently or rarely, are they only detained in border/transit zones? ☐ Yes   ☒ No
2. Are asylum seeking children in families detained in practice?  
☐ Frequently   ☐ Rarely   ☒ Never

The Refugee Law prohibits the detention of all asylum-seeking children.<sup>259</sup>

Under the Aliens and Immigration Law, there are no provisions relating to the detention of children, except for those that transpose the Returns Directive, according to which children can be detained as a last resort and for the least possible time.<sup>260</sup> In practice, overall unaccompanied children are not detained, except for cases where unaccompanied children are arrested with false / forged documents that show them to be over 18, usually in an attempt to leave the country on these documents. In such instances they are detained as adult “prohibited immigrants”. However, since 2016, even in such cases they are often released when they state that are in fact under 18, especially if an NGO intervenes.<sup>261</sup>

Detention of vulnerable persons is not prohibited and victims of torture, trafficked persons and pregnant women are detained with no special safeguards in place. Indeed, due to the lack of an effective identification mechanism, lack of individual assessment and reluctance to implement alternatives to detention, vulnerable asylum seekers are often identified in detention. Even when these cases are communicated to the CRMD they are not released, including cases of asylum seekers who have recently arrived in the country and there is sufficient evidence that they intend to remain engaged with the procedures.<sup>262</sup>

<sup>259</sup> Article 9ΣΤ(1) Refugee Law.

<sup>260</sup> Article 18ΠΓ(1) Aliens and Immigration Law.

<sup>261</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council to the Youth Hostels where unaccompanied children are accommodated and to Menogia Detention Centre.

<sup>262</sup> Information based on monitoring visits to Menogia Detention Centre by the Cyprus Refugee Council and interventions carried out as part of the case management under the Pilot Project on the Implementation of alternatives to detention in Cyprus, available at: <https://www.atdnetwork.org/>.



#### 4. Duration of detention

##### Indicators: Duration of Detention

- |                                                                            |            |
|----------------------------------------------------------------------------|------------|
| 1. What is the maximum detention period set in the law (incl. extensions): |            |
| ❖ Pre-removal detention                                                    | 18 months  |
| ❖ Asylum detention                                                         | None       |
| 2. In practice, how long in average are asylum seekers detained?           | 5-6 months |

The Refugee Law allows the detention of asylum seekers subject to no time limit.

In January 2019, however, the Supreme Court ordered the immediate release of an asylum seeker who was detained under the Refugee Law for nearly one year. The Court noted that, although asylum detention has no specified maximum time limit, Article 9ΣΤ(4)(a) of the Refugee Law provides that detention shall be imposed for the shortest period possible and shall be carried out without undue delay. Therefore delays in processing the asylum application of a person in detention which cannot be imputed to the applicant do not justify the continuation of detention.<sup>263</sup>

Prior to 2014, asylum seekers were detained under the Aliens and Immigration Law and would usually be held for the entire duration of the examination of the asylum procedure which led to very lengthy detention, at times exceeding 12 months. With the implementation of the 2014 policy, applications of detained asylum seekers were submitted to a fast-track examination, which meant that detainees who applied for asylum while in detention would not be immediately released but the asylum application had to be examined in 30 days by the Asylum Service and, if an appeal was submitted before the Refugee Reviewing Authority,<sup>264</sup> another 15 days. In the event that due to the complexity of a case a decision could not be reached within 30 days by the Asylum Service or 15 days by the RRA, the detainee was released.<sup>265</sup> This led to a reduction of the number of asylum seekers in detention, with an average of 40 persons at any time, and also a reduction in the duration of detention as the aforementioned deadlines were overall followed.

In late 2017, the practice changed. Once the person has applied for asylum, a new detention order is issued under the Refugee Law under the presumption that that the person is submitting the application for international protection merely in order to delay or frustrate the enforcement of the return decision. This ended the fast-track examination of asylum applications of persons in detention, with the expectation that it would lead to an increase in the duration of detention for asylum seekers.

Indeed in 2018 an increase in the number of asylum seekers in detention was observed, reaching an average of 70-75 asylum seekers. Moreover, an increase in the duration of detention was noted, reaching an average of 5-6 months, with certain cases exceeding this. This included asylum seekers who had recently entered the country and had applied for asylum. There was no indication that the change in practice discouraged persons in detention from applying for asylum.

<sup>263</sup> Supreme Court, Application 1/2019, 24 January 2019, available in Greek at: <https://bit.ly/2GgJeKM>. See also Philenews, 'Ανώτατο: Άμεση αποφυλάκιση αιτητή πολιτικού ασύλου', 5 February 2019, available in Greek at: <https://bit.ly/2RJefrX>.

<sup>264</sup> Article 33 Refugee Law provides for the end of operations of the RRA, effective with the issuance of a decision of the Council of Ministers. At the date of writing, the RRA was still receiving and examining asylum applications.

<sup>265</sup> Information provided by the Ministry of Interior, January 2018.



## C. Detention conditions

### 1. Place of detention

#### Indicators: Place of Detention

1. Does the law allow for asylum seekers to be detained in prisons for the purpose of the asylum procedure (i.e. not as a result of criminal charges)? ☐ Yes ☒ No
2. If so, are asylum seekers ever detained in practice in prisons for the purpose of the asylum procedure? ☐ Yes ☒ No

Most asylum seekers are detained in **Menogia**. The Detention Centre of Menogia, located in the district of Larnaca, started operating in January 2013 with the purpose of detaining persons under return procedures. However, it is also used for the detention of asylum seekers. The official capacity of Menogia was initially 256 but has been lowered to 128, following recommendations made by monitoring institutions such as the Ombudsman's Office and the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT).<sup>266</sup> Since its operation, there have been no issues of overcrowding. In the detention centre, asylum seekers are always detained with other third-country nationals as well as EU nationals pending removal.

In addition to Menogia, third-country nationals can also be held temporarily in **police stations** around the country, which in the past were used for lengthy stays. In recent years and due to recommendations from monitoring institutions, the majority of detained asylum seekers are usually transferred within 2-3 days to Menogia, however as reported by the Ombudsman's Office in April 2018 there are cases where the stay reaches 8 days.<sup>267</sup> In police stations, they may also be held with persons detained upon committing an offence and pending trial. However, such persons are usually transferred to a unit in the Central Prison for persons pending trial, and cases of serious offences will usually be transferred to this unit once the Court has ordered their detention.

### 2. Conditions in detention facilities

#### Indicators: Conditions in Detention Facilities

1. Do detainees have access to health care in practice? ☒ Yes ☐ No  
❖ If yes, is it limited to emergency health care? ☐ Yes ☒ No

The following section summarises findings of regular monitoring visits by the Cyprus Refugee Council in Menogia throughout 2017, as well as reports from other monitoring bodies as cited.

#### 2.1. Overall living conditions

##### State of the facilities

Menogia Detention Centre as well as the holding cells are under the management of the Police, therefore the guards are police officers. In the last three years, there have been sufficient improvements

<sup>266</sup> CPT, *Report on the visit to Cyprus from 23 September to 1 October 2013*, CPT/Inf (2014) 31, 9 December 2014, available at: <http://bit.ly/2jIWcXx>.

<sup>267</sup> Ombudsman, *Έκθεση ως Εθνικός Μηχανισμός Πρόληψης των Βασανιστηρίων αναφορικά με την επίσκεψη που διενεργήθηκε στα Αστυνομικά Κρατητήρια Ορόκλινης στις 30 Νοεμβρίου 2017*, ΕΜΠ 2.17, 3 April 2018, available in Greek at: <https://bit.ly/2ta6SzT>.

to the conditions in **Menogia**,<sup>268</sup> following recommendations made by the CPT, the Committee against Torture (CAT),<sup>269</sup> and the national Commissioner for Administration and Human Rights (Ombudsman)'s Office, which have led to less complaints about custodial staff behaviour, food or outdoor access. However, as reported by the Council of Europe Commissioner for Human Rights, detainees in Menogia complain about the lack of activities, as well as the length of their detention, some of them experiencing re-detention.<sup>270</sup> The Commissioner also noted that detainees deprived of their liberty for months without any prospect of either deportation or release do not understand the purpose of their continuous detention and feel treated as criminals.<sup>271</sup> This leads to high levels of stress, leading to a number of hunger strikes in Menogia in recent years,<sup>272</sup> mostly by irregular migrants and rejected asylum seekers, along with a few asylum seekers.

In Menogia, there are no serious deficiencies in the sanitary facilities provided, except from occasional reports on some toilets and showers being faulty. Most detainees are satisfied with the general state of the facilities and mentioned that there is hot water and they can shower at ease without time restrictions.<sup>273</sup> Overall the cleanliness of the detention centre seems to be of a decent standard.

Since Menogia began operating there have not been any reports regarding overcrowding however the overall capacity was deemed to be too high and conditions in the cells/rooms that accommodate detainees cramped, as there were 8 persons / 4 bunk beds in an 18m<sup>2</sup> room. The capacity has since been reduced from 256 to 128 places and the cells / rooms now accommodate 4 persons with 2 bunk beds per room.

The provision of clothing in Menogia has improved in recent years, with the Red Cross Cyprus as well as other volunteer organisations providing clothes.

However, conditions in the **holding cells** of the various police stations vary. In a report issued by the Ombudsman's Office following a monitoring visit of the holding cell in **Oroklini**, Larnaca the conditions were found to be below accepted standards and included issues related to lack of access to open-air spaces, overall cleanliness and hygiene issues, access to information and access to full set of rights.<sup>274</sup>

Detained asylum seekers in **Menogia** have access to open-air spaces once or twice a day for about an hour or one hour and 15 minutes at a time, once in the morning and once in the afternoon. The size of the outdoor space is approximately the size of a basketball court.<sup>275</sup> Regarding the **holding cells** at the various police stations, many lack sufficient open-air spaces and there are reports of detainees having extremely limited time outside. The holding cells do not have any recreational facilities. Regarding the **holding cells** at the various police stations, many lack sufficient open-air spaces and there are reports of detainees having extremely limited time outside. The holding cells do not have any recreational facilities.

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<sup>268</sup> CoE Commissioner for Human Rights, *Cyprus report*, 31 March 2016, para 1.3.2. See also KISA, 'Improvements regarding detention conditions – significant problems regarding detention and deportation practices', 29 January 2017, available at: <http://bit.ly/2jJhL82>.

<sup>269</sup> CAT, *Concluding Observations on the Fourth Report of Cyprus*, 21 May 2014, available at: <http://bit.ly/2jEBJOC>.

<sup>270</sup> CoE Commissioner for Human Rights, *Cyprus report*, 31 March 2016, para 1.3.2.

<sup>271</sup> *Ibid.*

<sup>272</sup> See KISA, 'Abuse of power is leading detained migrants to desperate acts', 5 April 2016, available at: <http://bit.ly/2jmsIOB>.

<sup>273</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council.

<sup>274</sup> Ombudsman, *Έκθεση ως Εθνικός Μηχανισμός Πρόληψης των Βασανιστηρίων αναφορικά με την επίσκεψη που διενεργήθηκε στα Αστυνομικά Κρατητήρια Ορόκλινης στις 30 Νοεμβρίου 2017*, ΕΜΠ 2.17, 3 April 2018, available in Greek at: <https://bit.ly/2ta6SzT>.

<sup>275</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council.

## Food

In **Menogia**, detainees mentioned that pork is not included in the menu and the meat provided is mainly chicken.<sup>276</sup> It was also mentioned that during Ramadan the religious dietary requirements are accommodated. Other dietary needs for medical reasons are also accommodated, although it is not clear if this applies to cases of pregnant women and women breastfeeding, as in recent years there have been no such cases to monitor the issue. . Regarding both quality and quantity, , the level of satisfaction varied among detainees. Some detainees mentioned that the food tends to be repetitive for prolonged periods of time, with only the side dish varying. Some detainees drink tap water that is available at the centre (safe to drink in Cyprus), other prefer to buy water from the water dispenser machine located in the centre yard; at approximately 1 € for 20lt. There are also vending machines available in every wing of the detention centre.

The situation in **holding cells** is similar to that in the Menogia detention centre regarding the accommodation of dietary requirements for religious or medical reasons, but quality and quantity varies from one cell to another.

## 2.2. Activities

Detainees in **Menogia** have access to a television located in the communal area, and there are also some magazines and books provided by the Red Cross Cyprus. However these are very limited in number and are mostly available in English. Detainees have access to computers in the communal areas.<sup>277</sup> As of the end of 2016, detainees have access to internet via free WiFi through their mobile phones.<sup>278</sup> During access to open-air spaces detainees can engage in recreational activities such as basketball, football, card playing, chess, and backgammon. Instructors for drawing, dancing and a physical trainer carry out activities on a weekly basis, however detainees reported either not knowing of these or showed lack of motivation or interest to attend.

In **holding cells** there are no reading materials or internet access.

## 2.3. Health care in detention

According to the Law on Rights of Persons who are Arrested and Detained, a detainee has a right to medical examination, treatment and monitoring at any time during detention.<sup>279</sup> The relevant law does not limit this right to emergency situations and, from the testimonies of detainees, it can be concluded that they indeed have access to medical examinations, treatment and monitoring in situations which cannot be classified as emergencies. However, the law provides for the criminal prosecution of a detainee who, if proven, abuses the right to medical examination, treatment and monitoring, requesting it without suffering from a health complication which requires medical examination, treatment or monitoring.<sup>280</sup> If a detainee is found guilty of this offence, he or she is liable to 3 years in prison, or a fine of up to €5,125.80. In practice it does not seem to be used and the CPT has recommended that it be removed from the Law.

Upon entry in **Menogia**, detainees are given medical examinations for specific contagious diseases e.g. Mantoux test for tuberculosis, HIV and hepatitis tests, but not a full assessment on physical and mental health issues.

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<sup>276</sup> *Ibid.*

<sup>277</sup> KISA, 'Improvements regarding detention conditions – significant problems regarding detention and deportation practices', 29 January 2017, available at: <http://bit.ly/2jJhL82>.

<sup>278</sup> *Ibid.*

<sup>279</sup> Article 23 Rights of Persons who are Arrested and Detained Law.

<sup>280</sup> Article 30 Rights of Persons who are Arrested and Detained Law.

The Medical Centre of Menogia is staffed with a General Practitioner on a full time basis, from Monday to Friday from 07:30 to 15:00, and a nurse is assigned to the Centre, three days per week for 5 hours per day. A clinical psychologist appointed by the Department of Mental Health Services visits the Centre twice a week. In cases of emergency or where it is deemed necessary, detainees are transferred to **Kofinou** Hospital or **Larnaca** General Hospital. During transportation, detainees are handcuffed, with the exception of certain cases of persons with disabilities, usually for the entire duration of transportation, and there is no indication that an individual security assessment is carried out. Depending on the examining doctor, they may be handcuffed during the medical examination as well, and usually a policeman or policewoman – depending on the gender of the detainee – is present or close by throughout the medical examination.

According to the law, any communication between the detainee and members of staff or police for purposes of medical examinations is deemed an “important” interaction and therefore authorities are obliged to ensure communication in a language which the detainee understands.<sup>281</sup> Based on the testimonies of detainees, due to the lack of interpreters available during the medical examination, other detainees are requested to escort to serve as interpreters.<sup>282</sup> Although detainees seem to willingly provide such assistance, in view of the sensitivity of medical information it cannot be considered to satisfy the requirement of the law.

With regards to psychological support this is provided in Menogia by a clinical psychologist appointed by the Department of Mental Health Services

For a detainee to receive medical care and be examined by a doctor during detention, a written request must be lodged on behalf of the detainee. These requests, if submitted in English or Greek, are attended to in a timely manner and with a prompt response, and there were no complaints regarding the time it took for a request to be processed and for the detainee to see a doctor. There is no available information of anyone attempting to submit such a request in another language so as to know if it would be accepted and if there are procedures in place to have it translated. Most detainees who do not write Greek or English, or who are illiterate will ask a fellow detainee or an officer to fill this request for them.<sup>283</sup>

Regarding access to medical care for detainees including asylum seekers being held in **holding cell** at police stations, they are taken to state hospitals in a manner similar to that described above. However the way in which such requests are handled may vary from one holding cell to another.

## 2.4. Special needs in detention

Families are not detained, and the plan to create a wing in **Menogia** for the purpose of detaining families with children has not moved forward until now. In the last 2 years, unaccompanied children are not detained, nor are mothers of young children. Women are always detained separately from men but there are no special provisions for vulnerable persons in detention.

There is no effective mechanism in detention centres (or out of detention centres) to identify and assess persons with special needs. Persons categorised as vulnerable before detention or during their detention will still be detained. There are designated sanitary spaces, i.e. toilets and showers, for persons with disabilities. There is no indication of other support provided for vulnerable persons.

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<sup>281</sup> Articles 18 and 25 Rights of Persons who are Arrested and Detained Law.

<sup>282</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council.

<sup>283</sup> *Ibid.*

### 3. Access to detention facilities

#### Indicators: Access to Detention Facilities

1. Is access to detention centres allowed to

- |                   |                                         |                                             |                             |
|-------------------|-----------------------------------------|---------------------------------------------|-----------------------------|
| ❖ Lawyers:        | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Limited            | <input type="checkbox"/> No |
| ❖ NGOs:           | <input type="checkbox"/> Yes            | <input checked="" type="checkbox"/> Limited | <input type="checkbox"/> No |
| ❖ UNHCR:          | <input type="checkbox"/> Yes            | <input checked="" type="checkbox"/> Limited | <input type="checkbox"/> No |
| ❖ Family members: | <input type="checkbox"/> Yes            | <input checked="" type="checkbox"/> Limited | <input type="checkbox"/> No |

Under the law, every detainee is allowed to have personal private interviews with a lawyer in a private space without the presence of any member of the police.<sup>284</sup> This right can be exercised any day or time and the Head of the Detention Centre has an obligation to not prevent, obstruct, or limit access. In practice this is mostly adhered to, however there would probably be an issue if a lawyer attempted to visit past the hour detainees are restricted to their rooms. In the case of UNHCR or NGO visits, there are restrictions as they must give prior notice and will be given access during regular hours. Police officers are present during interviews with detainees and NGOs, whereas lawyers maintain client / lawyer privilege and can meet in private.

The media are restricted from accessing detention centres and must request permission which would most probably not be granted. As mainstream media show little interest in such issues, there is not a lot of information with regard to media attempts to enter detention facilities. Less mainstream media would definitely not be given access and any video footage that has surfaced was shot without permission. Politicians have access to detention centres but are also required to give prior notice.

Under the law every detainee has the right to daily visits with any person of their choice for the duration of one hour.<sup>285</sup> These are held in the presence of police. When asked, no detainee reported a problem with the visiting procedure, apart from the fact that police presence during these meetings with relatives and friends, is very evident. The same would apply to religious representatives.

NGOs and UNHCR monitor detention centres, but in order to carry out monitoring visits and to be given access to areas besides those for visitors, approval is needed from the Head of Police or the Ministry of Justice and Public Order. Throughout 2016, the Police carried out consultations with NGOs and have signed a Memorandum of Understanding in March 2017 which remains in effect, in order to facilitate better collaboration and communication between all parties including access to places of detention and exchange of information. This has indeed led to more effective access and faster information exchange.<sup>286</sup>

In **Menogia**, detainees are permitted to have mobile phones and use them at any time. Detainees report that they must pay for credit for their mobile phone with their own money that is held for them in the centre. Money sources include what was in their possession at the time of arrest or from friends or family. This money is used for all their necessities. This creates a communication barrier for detainees who did not carry any money at the moment of their arrest or who have used all of their funds. Detainees report that in such cases they borrow money from other detainees or use another detainee's mobile. In recent years access to free WiFi has increased communication via mobile applications, however the quality for voice calls is not always adequate. According to the management of the centre detainees can request to use the centre's landline however such a request must be submitted in writing and approved by the Director which usually takes 24 hours, and this includes calls to lawyers. Detainees did not seem to know about this option or report that it was easier to borrow another

<sup>284</sup> Article 12 Rights of Persons who are Arrested and Detained Law.

<sup>285</sup> Article 16 Rights of Persons who are Arrested and Detained Law.

<sup>286</sup> Information based on the Cyprus Refugee Council's access to Menogia within the scope of a pilot project on alternatives to detention.

detainee's mobile. As the centre is in a remote area, it is not easy for lawyers to access it, therefore detainees use faxes or mobile applications to send documents or written communication to lawyers, NGOs or other organisations; this is facilitated by the management of the Centre and usually happens within 24 hours. There have also been reports by detainees that the documents are checked by the detention staff before they are allowed to send them,<sup>287</sup> however in most cases the documents are sent out.<sup>288</sup>

The situation in holding cells varies, in some there are stricter rules regarding the use of a mobile phone, however in others it is easier to access the landline and send faxes.

## D. Procedural safeguards

### 1. Judicial review of the detention order

#### Indicators: Judicial Review of Detention

1. Is there an automatic review of the lawfulness of detention? ☐ Yes ☒ No
2. If yes, at what interval is the detention order reviewed?

Asylum seekers in detention will often not have the (latest) detention order on them. If they request the detention order which is kept in individual files in the offices of the centre they will be provided with it. There is often a time lapse between the date the order is issued and its actual arrival at the detention centre, especially in case where detention orders are renewed.

The detention orders include a summary of the articles of the law upon which the detention is based but does not include the facts and/or reasons for detention.<sup>289</sup> They also include a brief description of the right to challenge the order by recourse before the Administrative Court but not the right to submit a Habeas Corpus application to challenge the duration of detention. Moreover, there is no information on the procedure to be followed to access these remedies. The administrative order is usually issued in English and/or in Greek, and it is never provided in a language the applicant is known to understand.

In **Menogia**, detainees are given a list of lawyers and a general leaflet which is available in many languages informing them of their rights and obligations in detention but this does not include information on the right to legal challenges and the right to legal aid and how to access this. Furthermore, from discussions with detainees it is evident that they do not have knowledge of the reasons for their detention or the legal challenges and legal options available and how to go about these.<sup>290</sup> In spite of claims by the CRMD that detainees are always provided written information regarding the grounds of their detention and their rights to challenge the detention orders, and that every reasonable effort is made to ensure that detainees receive the information in a language they understand,<sup>291</sup> little improvement has been made and the situation remains as reflected in older reports.<sup>292</sup>

<sup>287</sup> KISA, *Detention conditions and juridical overview on detention and deportation mechanisms in Cyprus*, January 2014.

<sup>288</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council.

<sup>289</sup> *Ibid.*

<sup>290</sup> *Ibid.*

<sup>291</sup> *Ibid.*

<sup>292</sup> Ombudsman, *Report on the visits to Menogia on 14 February, 3 April, and 19 April 2013*, 16 May 2013; KISA, *Comments and Observations for the forthcoming 52nd session of the UN Committee against Torture*, April 2014, 10.



According to national legislation, there are two legal remedies available to challenge detention for immigration purposes, and these can be used by asylum seekers in detention as they are usually detained for immigration purposes. The same legal remedies are also available if an asylum seeker is detained under the Refugee Law.<sup>293</sup>

### 1.1. Recourse

Firstly, if the administrative order is issued based on the asylum seeker being declared a “prohibited immigrant” (see section on [Grounds for Detention](#)),<sup>294</sup> the order can be challenged by recourse under Article 146 of the Constitution before the Administrative Court. Although this is not provided for in the Aliens and Immigration Law, it is derived from the wording of Article 146 of the Constitution, as it is the case with all executive decisions issued by the administration. If the administrative order is issued based on the articles of the Aliens and Immigration Law that transpose the Returns Directive,<sup>295</sup> or based on the Refugee Law,<sup>296</sup> then again the order can be challenged under Article 146 of the Constitution before the Administrative Court and this instance is provided for specifically in the Law.<sup>297</sup>

The deadline to submit a recourse, regardless of the legal basis, is 75 days upon receiving notification of the decision.

There are no time limits within which the Administrative Court is obliged to examine a recourse, except when detention is ordered under the Refugee Law, in which case the Court is obliged to issue a decision within 4 weeks and in order to do so may instruct legal representatives to submit oral arguments instead of written arguments as the procedure usually requires.<sup>298</sup> Not many cases have been brought before the Court to challenge detention orders issued under the Refugee Law so as to observe whether the 4-week deadline is observed. Indicatively, in one case the deadline was observed only after it was brought to the attention of the judge by the lawyer representing the person.<sup>299</sup>

For the cases where the law does not prescribe a time limit, priority is supposed to be given to cases of detention. However, in practice the time it takes to examine such cases is still lengthy and lasts on average 8 months.<sup>300</sup> The submission of recourse does not have suspensive effect, meaning the detainee can be returned to the country of origin within this time period. In the cases of asylum seekers, however, the deportation order is suspended for the duration of the examination of the asylum application and this also includes the judicial examination of the asylum application. If the recourse is successful, the detention order will be annulled.

### 1.2. Habeas Corpus application

The second remedy, which is available before the Supreme Court, is a Habeas Corpus application provided for under Article 155(4) of the Constitution, which challenges the lawfulness of detention, but only on grounds relating to length of detention. This remedy is not mentioned in the Aliens and Immigration Law when detention is ordered as a “prohibited immigrant”, but is derived from the Constitution, whereas there are specific provisions in the provisions transposing the Returns Directive and the recently amended Refugee Law that refer to this remedy.<sup>301</sup>

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<sup>293</sup> Article 9ΣΤ(6)(a) Refugee Law.

<sup>294</sup> Article 14 Aliens and Immigration Law.

<sup>295</sup> Article 18ΟΓ Aliens and Immigration Law.

<sup>296</sup> Article 9ΣΤ(2) Refugee Law.

<sup>297</sup> Article 18ΠΣΤ(3) Aliens and Immigration Law and Article 9ΣΤ(6)(a) Refugee Law.

<sup>298</sup> Article 9ΣΤ(6)(b)(i) Refugee Law.

<sup>299</sup> Information provided by the Cyprus Refugee Council based on a case brought before the Court in collaboration with a private lawyer.

<sup>300</sup> ECtHR, *M.A. v. Cyprus*, Application No 41872/10, 23 July 2013, para 167.

<sup>301</sup> Article 18ΠΣΤ(5) Aliens and Immigration Law; Article 9ΣΤ(7)(a)(i) Refugee Law.



A Habeas Corpus application can be submitted at any time. When detention is ordered under the Refugee Law, a detained asylum seeker is entitled to submit more than one Habeas Corpus application if the detention is prolonged or when relevant circumstances arise or when new elements arise which may affect the legality of the duration of detention.<sup>302</sup>

In early 2019 the Supreme Court delivered a positive decision on a Habeas Corpus application ordering the immediate release of an asylum seeker who was detained for nearly one year. The Supreme Court held that the absence of a maximum detention time limit in Article 9ΣΤ of the Refugee Law does not preclude the duration of return proceedings from affecting the legality of detention. That is since detention is not an end in itself but a means to enforce removal, which in this case includes the processing and rejection of an asylum application made solely to delay or frustrate the enforcement of the return decision. The Court found that delays in the asylum procedure which cannot be imputed to the applicant, i.e. delays due to the workload of the Asylum Service, do not justify the continuation of detention. It also held that the principle of proportionality is also relevant to the assessment of legality and that the possibility to order less coercive alternatives exists not only upon the issuance of the detention order but during the entire period of detention, and should be examined when detention exceeds reasonable time limits.<sup>303</sup>

While the maximum **Duration of Detention** of 18 months does not apply if detention is ordered based on the asylum seeker being declared a “prohibited immigrant”, a Habeas Corpus application can be submitted if it is possible to establish that the length of detention is excessive. Although, this is more difficult to substantiate, the Supreme Court delivered a ruling on 22 August 2016 in a recent Habeas Corpus application.<sup>304</sup> The applicant, a failed asylum seeker, had been detained for a total of 4 years in this case. The Supreme Court held that non-collaboration on behalf of the applicant could not be used as a basis for his indefinite detention and that the Ministry of Interior erroneously considered that detention orders that do not fall within the scope of Article 18 ΠΣΤ of the Aliens and Immigration Law, transposing the Returns Directive, can entail indefinite detention without complying with the non-arbitrariness requirement of Article 5(1)(f) ECHR. Given that there was no reasonable prospect of removal of the applicant, as conceded by the Police to the Ministry of Interior, the applicant's prolonged detention was arbitrary and in violation of the ECHR and the Cypriot Constitution.

There are no time limits within which the Supreme Court is obliged to examine the Habeas Corpus application, and the examination may take 1-3 months. By way of exception, for cases which fall under the Refugee Law, the Supreme Court is obliged to issue a decision within 3 weeks and may give necessary instructions to do speed up the process.<sup>305</sup> The number of Habeas Corpus applications submitted is extremely low, but from those submitted it seems that the Court adheres to the prescribed deadline.<sup>306</sup>

The submission of a Habeas Corpus application does not have suspensive effect, meaning the detainee can be returned to the country of origin within this time period. However, for asylum seekers, the deportation order is suspended for the duration of the examination of the asylum application, which includes the judicial examination of the asylum application. If a Habeas Corpus application is successful, the detainee should be immediately released.

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<sup>302</sup> Article 9ΣΤ(7)(a)(ii) Refugee Law.

<sup>303</sup> Supreme Court, Application 1/2019, 24 January 2019, available in Greek at: <https://bit.ly/2GgJeKM>. See also Philenews, ‘Ανώτατο: Άμεση αποφυλάκιση αιτητή πολιτικού ασύλου’, 5 February 2019, available in Greek at: <https://bit.ly/2RJefrX>.

<sup>304</sup> Supreme Court, *Azar v Republic of Cyprus*, Case No 54/2016, 22 August 2016, EDAL summary available at: <http://bit.ly/2jmoP73>.

<sup>305</sup> Article 9ΣΤ(7)(b)(i) Refugee Law.

<sup>306</sup> Supreme Court, Application 1/2019, 24 January 2019.

Detention based on the Refugee Law or the Aliens and Immigration Law as a “prohibited immigrant” has no time limit or automatic review and can only be challenged judicially. Detention based on the Aliens and Immigration Law, under the articles that transpose the Returns Directive, has a maximum limit of 18 months and provides for periodic reviews of the lawfulness of detention or review of this upon request of the detainees but in practice, this does not take place. Instead, the initial motivation is repeated, usually stating a lack of cooperation by the detainee for the issuance of travel documents, regardless of whether the detainee is an asylum seeker and without stating any reasoning or facts to support the claim of lack of cooperation. Even when the applicant or his or her legal representative requests a review, in most cases the administration does not even respond to the request.

In a ruling of 24 August 2016 concerning detention for the purpose of removal, the Supreme Court recalled that an order prolonging detention must be issued in writing and provide reasons for such prolongation, even if the maximum time limit of 18 months permitted by Article 18ΠΣΤ of the Aliens and Immigration Law has not yet been reached.<sup>307</sup> However this has not had impact on the practice.

The judicial review of detention is not considered effective due the lack of suspensive effect as well as the length of time to issue a decision. This was confirmed by the ECtHR in *M.A. v. Cyprus* where the Court held that the applicant did not have an effective remedy with automatic suspensive effect to challenge his deportation.<sup>308</sup> The applicant was not deported to Syria only because of an interim measure issued by the Court under Rule 39 of its Rules of Court to the Cypriot Government indicating that he should not be removed until further notice. The Court concluded that there was a lack of effective remedy to challenge lawfulness of detention, as the only recourse in domestic law that would have allowed the applicant to have had the lawfulness of his detention examined would have been one brought under Article 146 of the Constitution. The Court held that the average length of such proceedings, standing at 8 months, was undoubtedly too long for the purposes of Article 5(4) ECHR, and rejected the argument of the Government that it was possible for individuals to speed up their actions by reaching an agreement with the Government. The Court ruled Cyprus had violated Article 5(4) ECHR (relating to lawfulness of detention) and that domestic remedies must be “certain”, and speediness, as an indispensable aspect of Article 5(4) ECHR, should not depend on the parties reaching an agreement.

The above position was confirmed in July 2015 in the recent ECtHR cases concerning the detention and deportation of 17 Syrian Kurdish asylum seekers from Cyprus to Syria, *HS and Others v Cyprus* and *KF v Cyprus*,<sup>309</sup> where the Court held Cyprus responsible for the inadequate mechanisms and ineffective remedies that are in place to challenge the lawfulness of detention, and which violate Article 5(1) ECHR. In the context of the duration of detention, the Court concluded that the lack of a ‘speedy’ procedure of judicial review of the lawfulness of the applicants’ detention, amounted to a violation of Article 5(4) of the Convention.

The UN Committee against Torture (CAT) has also expressed its concern concerning the lack of protection against *refoulement* during the judicial review process, and stated that Cyprus should abide by its commitment to provide for an effective judicial remedy before a court with automatic suspensive effect over deportation of asylum seekers and other undocumented migrants.<sup>310</sup> The Council of Europe Commissioner for Human Rights, Nils Muižnieks, after a visit to Cyprus in December 2015, also raised

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<sup>307</sup> Supreme Court, *Nessim v. Republic of Cyprus*, Case No 66/2016, 24 August 2016, EDAL summary available at: <http://bit.ly/2ka8UwE>.

<sup>308</sup> ECtHR, *M.A. v. Cyprus*, paras 169-170.

<sup>309</sup> ECtHR, *H.S. and Others v. Cyprus*, Application No 41753/10, Judgment of 21 July 2015; *K.F. v. Cyprus*, Application No 41858/10, Judgment of 21 July 2015. For an analysis, see Mary Zalokosta, ‘Analysis of the Strasbourg case-law on Kurdish asylum seekers in Cyprus and the controversial practice of detention’, 28 August 2015, EDAL, available at: <http://bit.ly/1lxXROy>.

<sup>310</sup> CAT, *Concluding Observations on the Fourth Report of Cyprus*, 21 May 2014.

concerns on the lack of an effective judicial remedy due to the lengthy procedures and the lack of automatic suspensive effect against deportations including of asylum seekers. In his report, he urged Cyprus to introduce in law and practice effective remedies concerning the detention of migrants, including asylum seekers, and their deportation.<sup>311</sup>

There have been sufficient improvements in recent years regarding the detention of asylum seekers who now have the right to remain on the territory throughout the first instance judicial examination of the asylum application and the majority will not be placed in detention (see [Access to the Territory](#)). However, the remedies offered to challenge detention, remain lengthy and, combined with the ineffective access to legal aid, continue to render access to an effective remedy against detention problematic. Furthermore, detention of asylum seekers under the Refugee Law which carries no limitation in duration has increased the number of cases in need of an effective remedy.

## 2. Legal assistance for review of detention

### Indicators: Legal Assistance for Review of Detention

1. Does the law provide for access to free legal assistance for the review of detention?
 

❖ Detention under the Refugee Law	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
❖ Detention for the purpose of removal	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
❖ Detention as “prohibited immigrant”	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
2. Do asylum seekers have effective access to free legal assistance in practice?
 

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
------------------------------	----------------------------------------

According to the law, an application for legal aid can be submitted for the judicial review of detention (see [Recourse](#)) before the Administrative Court only when detention is ordered under the provisions of the Refugee Law.<sup>312</sup> When detention is ordered under the Aliens and Immigration Law transposing the Returns Directive,<sup>313</sup> legal aid is available to challenge return, removal and entry ban decisions but not deportation or detention decisions.<sup>314</sup> If detention is ordered based on the asylum seeker being declared a “prohibited immigrant”, then he or she is not eligible for legal aid.

For [Habeas Corpus](#) applications before the Supreme Court, legal aid can be applied for only if detention has been ordered under the Refugee Law,<sup>315</sup> but not when detention is ordered under the articles of the Aliens and Immigration Law transposing the Returns Directive,<sup>316</sup> or when detained as a “prohibited immigrant”.<sup>317</sup> Legal aid is also not provided to challenge or request a review of detention before the authorities through administrative procedures e.g. request for review, challenge of purpose, length, and lawfulness.

When detention has been ordered under the Refugee Law, applications for legal aid either for the judicial review of detention (see [Recourse](#)) before the Administrative Court or the length of detention with the submission of a Habeas Corpus applications are subject only to a “means” test. According to the means test, the detainee applying for legal aid must show that he or she does not have the means to pay for the services of a lawyer and this will be examined by a Welfare Officer who will submit a report to the Court. In most cases of detention, this limb of the test will be met. Prior to 2018, no detention orders were issued under the Refugee Law; in 2018 such detention orders were increasingly

<sup>311</sup> CoE Commissioner for Human Rights, *Cyprus report*, 31 March 2016, para 1.1.3.

<sup>312</sup> Article 9ΣΤ(2) Refugee Law.

<sup>313</sup> Article 6Γ Legal Aid Law.

<sup>314</sup> Administrative Court, *Yilmaz*, Application 2/2019, 23 January 2019, available in Greek at: <https://bit.ly/2Gx123s>.

<sup>315</sup> Article 6B(7)(b) Legal Aid Law.

<sup>316</sup> Article 6Γ Legal Aid Law.

<sup>317</sup> Article 6B and 6Γ Legal Aid Law.

issued and although the number of legal aid applications remained low, all submitted were granted.<sup>318</sup> In early 2019 there were indications that all asylum seekers in detention, regardless of the initial basis for detention, once applying for asylum will be issued a detention order under the Refugee Law, including persons with criminal convictions.<sup>319</sup>

Even when a legal aid application is successful there are additional issues such as the detainee not been notified of the decision,<sup>320</sup> or the requirement for the court expenses to be paid upon submission of the application to challenge detention, as the judicial review requires court expenses of approximately €150 and for a Habeas Corpus application €800. In view of the long delays in lawyers receiving payment for legal aid cases, lawyers are often not willing to take up these cases.

The main obstacles to accessing legal assistance in detention is the lack of resources on behalf of the detainee to contract the services of a lawyer, the lack of access to legal aid if detained under provisions of the Aliens and Immigration Law and the lack of information and counselling to access legal aid. NGO lawyers may provide assistance to prepare legal aid applications,<sup>321</sup> but they are not permitted to appear before the court.

Contacting a lawyer is not much of an issue and detainees do receive a list of lawyers and their telephone numbers as compiled by the Cyprus Bar Association and as required by law.<sup>322</sup> However, they rarely use this. Meetings with lawyers in detention are confidential and held in a specialised room which has been designated as the lawyer's room. The clients are contacted mainly through their mobile phones.

Asylum seekers in detention reach NGOs providing legal assistance primarily through word of mouth, especially since the information available to asylum seekers is often not available or outdated (see section on [Information for Asylum Seekers and Access to UNHCR and NGOs](#)), or by NGOs carrying out monitoring visits to the detention centre.<sup>323</sup> If an NGO visiting the detention centre cannot offer legal assistance, it often refers asylum seekers to NGOs that do offer such services. It has been noted that there is a general lack of use of interpreters during all procedures in the detention centre, which is problematic especially in relation to illiterate detainees. This makes communication for illiterate detainees nearly impossible and they are unable to make use of their rights relating to access to legal remedies, food, clothing and medical examinations. If an asylum seeker was represented prior to his or her detention, there may be a slightly better chance of challenging the detention. However, similar issues will arise, as an asylum seeker who was represented by a private lawyer prior to detention may not have funds to continue contracting the lawyer's services.

Besides the judicial review of detention, a legal representative can challenge the detention of an asylum seeker or request his or her release through administrative procedures that do not carry expenses. However, the lack of free legal assistance is again an obstacle for detainees to utilise this option.

Free legal assistance is available to asylum seekers in detention, as to all asylum seekers, by NGOs. However, the capacity is limited or the services not consistent as they depend on project funding. Furthermore, judicial review requires court expenses of approximately €150 and for a Habeas Corpus application €800, which often the NGO or the detainee are not in a position to provide.

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<sup>318</sup> According to a search carried out on the [Cylaw database](#), throughout 2017 only 2 applications for legal aid to challenge detention were submitted and none were accepted. In 2018, of 5 applications for legal aid where detention was ordered under the Refugee Law all were granted.

<sup>319</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council.

<sup>320</sup> *Ibid.*

<sup>321</sup> Administrative Court, *Alashkham*, Legal Aid Application 15/2018, 17 July 2018, available in Greek at: <https://bit.ly/2UTZUuT>.

<sup>322</sup> Article 8(3)(b) Rights of Persons who are Arrested and Detained Law.

<sup>323</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council.

## **E. Differential treatment of specific nationalities in detention**

There is no information that indicates specific nationalities being more susceptible to detention, systematically detained or staying longer in detention whilst holding the status of asylum seeker.<sup>324</sup>

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<sup>324</sup> Information based on monitoring visits carried out by the Cyprus Refugee Council.

### A. Status and residence

#### 1. Residence permit

##### Indicators: Residence Permit

- |                                                                                      |                               |
|--------------------------------------------------------------------------------------|-------------------------------|
| 1. What is the duration of residence permits granted to beneficiaries of protection? |                               |
| ❖ Refugee status                                                                     | 3 years                       |
| ❖ Subsidiary protection                                                              | 1 year, renewable for 2 years |

According to the Refugee Law,<sup>325</sup> recognised **refugees** are granted, the soonest possible, a residence permit valid for 3 years. The permit is renewable for 3-year periods only, and there is no possibility for this permit to be issued for longer periods. The law also allows for the residence permit to family members of beneficiaries of refugee status that do not qualify individually as refugees, to be valid for less than 3 years also renewable, however in practice this limitation is rarely applied.

In the case of beneficiaries of **subsidiary protection status** and their family members, the law states that a renewable residence permit valid for 1 year is issued the soonest possible,<sup>326</sup> after international protection has been granted. This permit is renewable for 2-year periods for the duration of the status. Again there is no possibility for such permits to be renewed for longer periods. At the end of 2017 two cases were identified where beneficiaries of subsidiary protection were notified by the authorities that due to the submission of an appeal before the RRA, against the decision that rejected their application for refugee status, the decision granting them subsidiary protection is suspended and they are asylum seekers until a decision on the appeal is issued. In one case the beneficiary was granted subsidiary protection in 2014 and was notified of the suspension of the status in 2017 and requested to return state benefits he had received as a beneficiary of subsidiary protection.<sup>327</sup> More such cases have been reported in 2018, confirming this practice. However, the overall interest in appealing decisions granting subsidiary protection is low but it is not clear if this is due to fear of reverting to the status of asylum seeker, the low success rate in appeals or the lack of access to legal representation.

According to the Refugee Law residence permits for both refugees and subsidiary protection beneficiaries provide the right to remain only in the areas under the control of the Republic of Cyprus (RoC), therefore excluding beneficiaries from the right to remain or even visit areas in the north of the island that are not under the control of the RoC.<sup>328</sup>

In practice, delays are systematically encountered in the issuance and renewal of residence permits for both refugees and beneficiaries of subsidiary protection that lead to obstacles in accessing rights. Specifically, a person, once granted international protection or in the case of renewal, will approach the responsible authority in order to apply for a residence permit and will be given an appointment to submit the application. The appointment is given within 2 weeks up to 2 months and during this time beneficiaries of international protection do not have access to all rights afforded by the law, such as access to state benefits and access to the labour office. Nevertheless, other rights are accessible during this time, including basic [Education](#) for children, [Health Care](#), as well as [Access to the Labour Market](#), as the decision granting the status will suffice as proof that the person has a right to work under the same conditions as nationals.

<sup>325</sup> Article 18A Refugee Law.

<sup>326</sup> Article 19(4) Refugee Law.

<sup>327</sup> Based on information from the representation of the cases by the Cyprus Refugee Council.

<sup>328</sup> Articles 18A and 19(4) Refugee Law.



From the submission of the application for the residence permit, another 3-4 months will often elapse until the permit is issued. However, during this period, and as a result of advocacy interventions from NGOs and UNHCR, the receipt that is given when the application for the permit is submitted, is accepted to access all rights. The only remaining issue during this period is the refusal of commercial banks to open bank accounts until the actual permit is issued, which in turn may affect access to state benefits as a bank account is required in order to submit the application for benefits.<sup>329</sup> There have been exceptions whereby one commercial bank opened an account with the receipt that the application for the permit has been submitted.

## 2. Civil registration

The procedure for the civil registration of children born in Cyprus is the same for all regardless of nationality or status.<sup>330</sup> In order to register the new-born child in the Birth Register, an application form must be completed and signed by the Doctor who delivered the child and a copy is kept at the hospital / clinic records, another copy is sent to the Competent District Administration Office by the hospital / clinic and a third copy is given to the child's parents, for them to submit it to the Competent District Administration Office. The registration of the child can take place in any District Administration Office, regardless of the district in which the child was born. If the parents of the child are not married then an affidavit is required by both parents confirming the father of the child.

Birth certificates are issued upon registering the birth and are issued at all the District Administration Offices. The payable fee for each certificate is 5 € , provided that the birth has been registered within the time period determined by the law which is 15 days from the birth of the child. If the birth is registered three months after the birth of the child the following is required: the Birth Registration Form, an affidavit in the prescribed form, and a fee of 150 €.<sup>331</sup>

A birth certificate is required in order to enjoy various rights, such as issuance of a medical card, registration in school, access to benefits such as child allowance, single parent allowance, minimum guaranteed income scheme.

There are no reports of difficulties in regards to civil registration of beneficiaries of international protection.

## 3. Long-term residence

### Indicators: Long-Term Residence

1. Number of long-term residence permits issued to beneficiaries in 2018: Not available

The criteria for applying for long-term resident status for all eligible persons, including persons under refugee status and subsidiary protection, are the following:<sup>332</sup>

1. Five years residence in the government-controlled areas.
2. Stable and regular resources sufficient to live without recourse to the social assistance system of Cyprus. In assessing the resources the following factors shall be taken into account:
  - a. the remuneration resulting by a wage-earning full time employment;

<sup>329</sup> Ombudsman, *Έκθεση της Αρχής Κατά των Διακρίσεων αναφορικά με την πρόσβαση σε τραπεζικές υπηρεσίες ευάλωτων ομάδων υπηκόων τρίτων χωρών*, 42/2016, 31 January 2017, available in Greek at: <https://bit.ly/2CsHb2L>.

<sup>330</sup> Article 8 Civil Registry Law.

<sup>331</sup> Article 16 Civil Registry Law.

<sup>332</sup> Article 18Θ Aliens and Immigration Law.



- b. the remuneration resulting by other stable and lawful sources;
  - c. the cost of living, including the rent that applies in the current market;
  - d. the contact of employment of at least 18 month duration or of an indefinite duration;
  - e. the availability of shelter for themselves and their dependent family members, which is considered adequate for a corresponding family residing in the same area and meets the general standards of safety and health and generally ensures a dignified living;
  - f. in case of intention to become self-employed, the financial sustainability of the business or activity, including skills and experience in the related field.
3. Adequate knowledge of the Greek language (at level A2, as prescribed in the Common European Framework of Reference for the Languages of the Council of Europe), and of basic data and information about the contemporary political and social reality of Cyprus. In exceptional cases these requirements may be waived.<sup>333</sup>
  4. Adequate health insurance covering the risks that are usually covered in insurance contracts involving Cypriot citizens.<sup>334</sup>
  5. The person must not constitute a threat to the public security or public order.
  6. Residence in the areas controlled by the Republic has been secured not as a result of fraud or misrepresentations

## Procedure

The application must be supported by the following official documents which prove that the preconditions for the acquisition of the long-term residency status are met. In particular:

1. A valid passport or other travel document which is in force for at least two years and certified copies of the aforementioned that include the pages of arrivals to and departures from the Government controlled areas of the Republic;
2. A valid resident permit with an address in the areas controlled by the Republic;
3. An employment contract;
4. Certificates of academic and professional qualifications, including professional licenses;
5. Tax statements of the previous five years and a certificate of settlement of any pending tax obligation;
6. A statement of social insurance contributions made at the Social Insurance Fund for the last five years where the payment of the social insurance is mandatory;
7. VAT statements of the last five years and a certificate of settlement of pending tax obligations, where the applicant in accordance with the provisions of the Value Added Tax Law, is subject to this tax;
8. Statement of bank deposits;
9. Proof of income derived from sources other than employment;
10. Property Titles or a lease with a description of the shelter and utility bills;
11. Health insurance contract;
12. Certificate of a criminal record;
13. Language certificate issued by the Education Ministry further to an oral examination meeting the level of language requirement or an equivalent certificate recognized by the Education Ministry. Participation in the test is permitted by application to the Service Examinations of the Ministry of Education and Culture and a fee of €25.

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<sup>333</sup> Article 18Q(2) Aliens and Immigration Law.

<sup>334</sup> A valid medical card issued by the Health Ministry can be considered as adequate health insurance.

The application is submitted to the Civil Registry and Migration Department (CRMD) that transfers it to the Migration Control Committee, which is the authority that examines and issues decisions on the applications.

Due to the low number of applications submitted for the status, it is not clear how long the examination takes or on what basis applications are accepted or rejected. From the limited information available, it seems that the criteria have proven extremely difficult to satisfy by any third-country national, including beneficiaries of international protection, with the exception of third-country nationals that are financially well off. Specifically, the most common obstacles reported are the requirements related to proving stable and regular resources, including the contact of employment of at least 18 month duration or of an indefinite duration; the mandatory requirement to show contributions to the Social Insurance Fund for the last five years; tax statements of the previous five years; the language certificate, as in practice no other certificate seems to be accepted and, although the required level A2 is supposed to be basic, two persons who took the examination failed it even though they have passed higher level of language examination from other acknowledged language institutions.

Due to these obstacles the status has not attracted many applications and overall beneficiaries of international protection do not consider it an option and do not bother to apply. Furthermore, the recent positive progress in granting nationality (see [Naturalisation](#)) has deterred even more beneficiaries of international protection of applying for long-term resident status.

There is no official information available on the number of beneficiaries of international protection receiving the Long-Term Residence status. However, since it was introduced in 2007 there is indication that only one refugee has received it.

#### 4. Naturalisation

Indicators: Naturalisation	
1. What is the waiting period for obtaining citizenship?	5 years
2. Number of citizenship grants to beneficiaries in 2018:	Not available

The requirements for applying for naturalisation under the Civil Registry Law are as follows:<sup>335</sup>

1. Five or seven consecutive years of residence, and uninterrupted stay in Cyprus during the last twelve months (e.g. holiday). The required residence period depends on the status of residency and beneficiaries of international protection fall under the category that requires five years.
2. Three guarantors who are of all Cypriot nationality;
3. Clear criminal record.

In practice, the application is submitted to the Civil Registry and Migration Department (CRMD) with a submission fee of €500. Until 2016, applications took on average 6-7 years to be examined and nearly no beneficiaries of international protection were granted citizenship. However, in 2015 and 2016 a sufficient improvement was noted and measures were taken to examine the backlog,<sup>336</sup> with the intention of speeding up the process.

Furthermore, there had been a sufficient rise in the number of beneficiaries of international protection receiving citizenship with an estimated 50 persons receiving in 2015 and 20-30 persons in 2016. However no information is available for 2017 or 2018 to indicate if the trend has continued.

<sup>335</sup> Table III (Article 111) Civil Registry Law, available at: <http://bit.ly/2IN0nAD>.

<sup>336</sup> The backlog is estimated to be between 5,000 and 6,000 applications.

## 5. Cessation and review of protection status

### Indicators: Cessation

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the cessation procedure? ☒ Yes ☐ No
2. Does the law provide for an appeal against the first instance decision in the cessation procedure? ☒ Yes ☐ No
3. Do beneficiaries have access to free legal assistance at first instance in practice? ☐ Yes ☒ With difficulty ☐ No

According to the Refugee Law,<sup>337</sup> **refugee status** ceases to exist if the refugee:

- Has voluntarily re-availed himself or herself of the protection of the country of nationality;
- Having lost his or her nationality, has voluntarily re-acquired it;
- Has acquired a new nationality, and enjoys the protection of the country that provided him or her with the new nationality;
- Has voluntarily re-established himself or herself in the country which he or she left or outside which he or she remained owing to fear of persecution; or
- Can no longer continue to refuse the protection of the country of nationality or habitual residence because, the circumstances that led to recognition as a refugee have ceased to exist.

The Asylum Service shall examine whether the change of circumstances is of such a significant and non-temporary nature that the refugee's fear of persecution can no longer be regarded as well-founded. However, cessation shall not apply to a refugee who is able to invoke compelling reasons arising out of previous persecution for refusing to avail himself or herself of the protection of the country of nationality or former habitual residence.<sup>338</sup>

In the case of beneficiaries of **subsidiary protection**, the Refugee Law provides that they shall cease to be eligible for subsidiary protection when the circumstances which led to the granting of subsidiary protection status have ceased to exist or have changed to such a degree that protection is no longer required.<sup>339</sup> As with refugee status, the Head of Asylum Service shall examine whether the change in circumstances is of such a significant and non-temporary nature that the person eligible for subsidiary protection no longer faces a real risk of serious harm. However, cessation shall not apply to a beneficiary of subsidiary protection status who is able to invoke compelling reasons arising out of previous serious harm for refusing to avail himself or herself of the protection of the country of nationality or former habitual residence.

The same procedure is followed to examine cessation of refugee status and subsidiary protection. Firstly, the examination for cessation of either status may commence provided that new elements or findings arise indicating that there are reasons to review the status.<sup>340</sup> When the Head of the Asylum Service examines the possibility of ceasing the status he or she must ensure that the person concerned is informed in writing that the Asylum Service is reconsidering whether the person in question satisfies the conditions required for the status. The person concerned must be given the opportunity to submit, in a personal interview in accordance with the **Regular Procedure**,<sup>341</sup> or in a written statement, reasons as to why international protection should not be withdrawn.<sup>342</sup>

<sup>337</sup> Article 6 Refugee Law.

<sup>338</sup> Article 6(1A-bis) Refugee Law.

<sup>339</sup> Article 19(3) Refugee Law.

<sup>340</sup> Article 6(1B) Refugee Law.

<sup>341</sup> Articles 13A and 18(1), (2), (2A), (2B) Refugee Law.

<sup>342</sup> Article 6(1Γ)(a)-(b) Refugee Law.

Within the cessation procedure, according to the law, the Head of the Asylum Service shall obtain precise and up-to-date information from various sources, such as, where appropriate, EASO and UNHCR, as to the general situation prevailing in the countries of origin of the person concerned.<sup>343</sup> Furthermore, where information on an individual case is collected for the purposes of reconsidering international protection, it is not obtained from the actor(s) of persecution or serious harm in a manner that would result in such actor(s) being directly informed of the fact that the person concerned is a beneficiary of international protection whose status is under reconsideration, or jeopardise the physical integrity of the person or his or her dependants, or the liberty and security of his or her family members still living in the country of origin.

If the Head of the Asylum Service after examining the case in accordance with the [Regular Procedure](#),<sup>344</sup> considers that one of the cessation grounds is substantiated, a decision is issued in writing and the person concerned notified.<sup>345</sup> The decision must include the facts and legal grounds on which it is based and information on the right to appeal the decision before the Administrative Court as well as the nature and form of the remedy and the deadline to submit the appeal.<sup>346</sup>

With cessation, any residence permit granted to the person as a refugee or beneficiary of subsidiary protection is cancelled and that person must surrender the identity card and travel documents.<sup>347</sup>

The procedure for appeals within the procedure for cessation is identical to that in the regular procedure (see [Regular Procedure: Appeal](#)). As in the regular procedure, the person concerned may submit an appeal before the Refugee Reviewing Authority (RRA) within 20 days upon receiving knowledge of the decision or may bypass this and submit a request for judicial review before the Administrative Court,<sup>348</sup> within 75 days upon receiving knowledge of the decision. If the person opts for the RRA and is rejected, he or she may then request judicial review before the Administrative Court within 75 days upon receiving knowledge of the decision issued by the RRA. During all forms of appeals the person concerned has a right to remain.

As in the regular procedure, there is no access to free legal assistance from the state before the Asylum Service and Refugee Reviewing Authority during the cessation procedure. However, such cases can be assisted by the free legal assistance provided for by NGOs under project funding, but the capacity of these projects is extremely limited. Legal aid is offered by the state only at the judicial examination of the cessation decision before the Administrative Court.<sup>349</sup> The application for legal aid is subject to a “means and merits” test and is extremely difficult to be awarded (see [Regular Procedure: Legal Assistance](#)). As there are very few cessation decisions, there are no statistics or information available on the success rate of appeals or legal aid applications.

There is no systematic review of protection status in Cyprus and currently cessation is not applied to specific groups of beneficiaries of international protection. However, in recent cases subsidiary protection has been suspended where the person has filed an upgrade appeal to obtain refugee status (see [Residence Permit](#)).

In the period 2011-2012 cessations were applied to Iraqis, including stateless Palestinians formerly residing in Iraq and Palestinians from the West Bank although many beneficiaries had been in the country for periods reaching up to 9 years. Many of the cessation decisions were challenged successfully upon appeal.

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<sup>343</sup> Article 6(1Δ) Refugee Law.

<sup>344</sup> Article 13 Refugee Law.

<sup>345</sup> Article 6(2) Refugee Law.

<sup>346</sup> Article 6(2) Refugee Law.

<sup>347</sup> Article 6(3) Refugee Law.

<sup>348</sup> Article 31Γ Refugee Law.

<sup>349</sup> Article 6B(3) Legal Aid Law.

## 6. Withdrawal of protection status

### Indicators: Withdrawal

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the withdrawal procedure? ☒ Yes ☐ No
2. Does the law provide for an appeal against the withdrawal decision? ☒ Yes ☐ No
3. Do beneficiaries have access to free legal assistance at first instance in practice?  
☐ Yes ☒ With difficulty ☐ No

According to the Refugee Law, the Head of the Asylum Service withdraws **refugee status** if it is found that:<sup>350</sup>

- The misrepresentation or omission of facts, including the use of false documents, on behalf of the person, was decisive for the granting of refugee status;
- The person should have been or is excluded from being a refugee in accordance with the exclusion clause under Article 5 of the Refugee Law;
- There are reasonable grounds for regarding the person as a danger to the security of the Republic; or
- The person concerned constitutes a danger to the Cypriot community, having been convicted by a final judgment of a particularly serious crime.

Regarding beneficiaries of **subsidiary protection**, the status is withdrawn if the Head of the Asylum Service finds in retrospect, based on events that are revealed, after the status has been granted, that the misrepresentation or omission of facts, including the use of false documents, on behalf of the person, was decisive for the granting of subsidiary protection status.<sup>351</sup>

The same procedure as that for **Cessation** is followed.

No available data on the number of withdrawals of international protection in 2018. There are no statistics or information available on the success rate of appeals or legal aid applications against withdrawal decisions.

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<sup>350</sup> Article 6A Refugee Law.

<sup>351</sup> Article 19(3A) Refugee Law.

## B. Family reunification

### 1. Criteria and conditions

#### Indicators: Family Reunification

1. Is there a waiting period before a beneficiary can apply for family reunification?  
☐ Yes ☒ No  
❖ If yes, what is the waiting period?
2. Does the law set a maximum time limit for submitting a family reunification application?  
To be exempt from material conditions ☒ Yes ☐ No  
❖ If yes, what is the time limit? 3 months
3. Does the law set a minimum income requirement? ☐ Yes ☒ No

The Refugee Law provides the right to family reunification only to **refugees**.<sup>352</sup> As of 2014, the right to family reunification for beneficiaries of **subsidiary protection** was removed from the law and only in extremely rare and exceptional cases has such a request been granted on humanitarian grounds.<sup>353</sup>

There is no waiting period for refugees to apply for family reunification and, according to the law, an application must be submitted to the Civil Registry and Migration Department (CRMD), in a form with and submission of fee as decided by the Director of the CRMD.<sup>354</sup> If the request is submitted within 3 months from the grant of refugee status, there are no requirements besides proving the family relations. In practice, there is no set form or fee and the CRMD requests that the refugee submit the request in a letter prepared by the refugee or representative.

The law provides that the request is accompanied by documentary evidence of the family relationship and accurate copies of the travel documents of the members of the family and if necessary, to prove the existence of the family relationship, the CRMD may conduct personal interviews with the refugee and/or family members and conduct any other investigation deemed necessary. Where a refugee cannot provide official documentary evidence of the family relationship, the CRMD examines other evidence of the existence of such relationship, which it assesses under Cypriot law. A decision refusing a request cannot be based solely on the absence of such documents.

The request for family reunification is submitted and examined only when the family members of a refugee are living outside the territory of the Republic. As soon as possible and in any event no later than 9 months from the date of the request, the Director of the CRMD shall decide on the request and notifies in writing the refugee who made the request as well as the Asylum Service. In exceptional circumstances linked to the complexity of the examination of the request, this period may be extended by written decision of the Director. The decision to reject the request must include the reasons for this. In the aforementioned procedure the best interests of the child must be taken into consideration.<sup>355</sup>

In practice, and up to mid-2016, the evidence required to prove family relations was in fact the information provided during the examination of the asylum application (e.g. asylum application, interview, supporting documents) and it was sufficient to provide copies of documents of family/civil record, marriage certificates, birth certificates and travel documents (where they exist) of the family members. In late 2016 and throughout 2017, the CRMD started requesting original documents instead of copies and also requested that the submitted documents be officially translated in Greek or English by the Public Information Office of Cyprus, and duly certified (apostilled or verified by the relevant

<sup>352</sup> Article 25(5)-(19) Refugee Law.

<sup>353</sup> IOM, 'IOM Helps Syrian Girl Reunite with Family in Cyprus', 23 February 2016, available at: <http://bit.ly/2IHbEQ8>.

<sup>354</sup> Article 25(6) Refugee Law.

<sup>355</sup> Article 25(7)-(11) Refugee Law.

foreign authorities and the consular authorities of the Republic of Cyprus). This led to serious delays in the process and in some cases it became an obstacle in the process. Overall in 2017 many complaints were made to the CRMD on the handling of family reunification cases and the delays in the process. Towards the end of the year assurances were given by the Department that the issues would be resolved and cases examined fairly and faster and there were some initial indications that such changes were taking place. Indeed by mid-2018 the process was back on track with the previous obstacles resolved, the backlog was addressed and by the end of the year cases were being examined timely.<sup>356</sup>

Where family reunification is possible in a third country with which the refugee and family member(s) have a special connection or when the request for family reunification is submitted later than 3 months after the refugee was granted refugee status, the Director of the CRMD may also require the following evidence to be submitted:

- (1) accommodation that is regarded as normal for a comparable family in the same region and which meets the general health and safety standards in force in Cypriot law;
- (2) health insurance for the refugee and members of his family which covers all risks normally covered for nationals; and
- (3) stable and regular resources which are sufficient to maintain the refugee and family members without recourse to the social assistance system of the Republic. The Director evaluates the listed resources as to their nature and regularity, and may take into account the level of minimum wages and pensions in the Republic, as well as the number of family members.<sup>357</sup> The Director may reject a family reunification request concerning a member of a refugee's family, for reasons of public policy, public security or public health.<sup>358</sup>

Once the Director approves a family reunification request, he or she immediately authorises entry for members of the refugee family into the areas under the control of the Republic and notifies the relevant consular authorities of the Republic so they may facilitate any necessary visas.<sup>359</sup>

There is no official information on the number of family reunification requests submitted or approved but it is estimated that the number is substantially low due to the low numbers of persons granted refugee status, as the vast majority of refugees from Syria (96% receive subsidiary protection and therefore do not have access to this right).

## **2. Status and rights of family members**

Although the law does allow family members to be granted lesser rights than the sponsor,<sup>360</sup> in practice this is rarely if ever applied, which may be due to the extremely low number of family reunification requests. In practice family members are issued the same residence permit as the sponsor, which states them to be refugees and they enjoy the same rights.

## **C. Movement and mobility**

### **1. Freedom of movement**

According to the Refugee Law, residence permits for both refugees and subsidiary protection beneficiaries provide the right to remain only in the areas under the control of the Republic of Cyprus, therefore excluding beneficiaries from the right to remain or even visit areas in the north of the island

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<sup>356</sup> Based on information from cases represented by the Cyprus Refugee Council.

<sup>357</sup> Article 25(12) Refugee Law.

<sup>358</sup> Article 25(13) Refugee Law.

<sup>359</sup> Article 25(14)(a) Refugee Law.

<sup>360</sup> Article 25(14) Refugee Law.



that are not under the control of the RoC,<sup>361</sup> even though other third-country nationals who are legally in Cyprus either as visitors or under some form of residence, employment or student permit do have the right to visit the areas in the north.

The law also permits dispersal schemes,<sup>362</sup> but these have never been implemented.

## 2. Travel documents

Convention Travel Documents are issued to persons granted **refugee status** with a 3-year validity.<sup>363</sup> The only limitation to the areas of travel is the country of origin of the refugee. In the current form, the Convention Travel Documents issued do not meet the requirements of the International Civil Aviation Organisation and, although to date this has not been an obstacle for refugees to travel to the Schengen Area, which is the most common destination, there are often complaints of being stopped by various airport immigration authorities at times for hours due to the travel document.

Beneficiaries of **subsidiary protection** are issued with one-page travel documents valid for a one-journey trip (*laissez passer*), which are very problematic as the vast majority of countries do not accept these, including the Schengen Area.

The authorities have stated since early 2016 that they are carrying out procurement procedures in order to issue Convention Travel Documents as well as Alien travel documents for beneficiaries of **subsidiary protection** in line with the requirements of the International Civil Aviation Organisation, however to date there are still pending. According to the relevant department, these travel documents are expected to be issued by the end of 2019.

## D. Housing

### Indicators: Housing

- |                                                                                |               |
|--------------------------------------------------------------------------------|---------------|
| 1. For how long are beneficiaries entitled to stay in reception centres?       | Not regulated |
| 2. Number of beneficiaries staying in reception centres as of 31 December 2018 | cc. 30        |

There is no set time frame regarding beneficiaries' right to stay in the Reception Centre, however persons are informed and urged by the Asylum Service in order to expedite their transition to the community. As the vast majority of people will not be able to secure employment immediately after receiving international protection, and in the absence of any special provisions facilitating their transition into the community e.g. one-off stipend for securing housing, covering family expenses etc., almost all persons will need to apply for financial aid through the national Guaranteed Minimum Income (GMI) scheme.

Following a roundtable consultation between the Ministry of Interior, the Ministry of Labour, UNHCR and the Future Worlds Center, under the auspices of the Ombudsman's office in 2015, it was decided that applications for GMI by beneficiaries who are still residing in the Reception Centre will be prioritised. Although efforts have been made, in practice, several months elapse before people are able to move out of the Reception Centre. This is partly due to the fact that the GMI scheme does not provide amounts for housing, unless a specific property has already been rented. Therefore beneficiaries will need to use the monthly allowances granted for the coverage of their personal needs in order to

<sup>361</sup> Article 18A and 19(4) Refugee Law.

<sup>362</sup> Article 21(1f) Refugee Law.

<sup>363</sup> Article 22 Refugee Law.

accumulate the amounts required for paying a deposit and rent from home owners. It should also be noted that rent deposits are not covered through the GMI scheme.

In February 2018, Eritrean refugees arriving in Cyprus through the EU relocation scheme, who were living in the Kofinou Reception Centre and had recently been granted refugee status, set fire to the offices of the centre as an act of demonstration against the termination of their GMI benefits which would have enabled them to secure accommodation out of Kofinou (see [Reception Conditions: Conditions in Reception Facilities](#)).

There have been no cases of people being evicted out of the Reception Centre before being able to secure housing. However, at the end of 2018 there was still a sufficient number of persons with international protection residing in Kofinou Reception Centre, indicating that transitioning out of the centre is problematic.

There are no schemes in effect providing housing to beneficiaries of international protection. Persons will need to secure private accommodation on their own. This is often a difficult task, due to language barriers and financial constraints related to high levels of unemployment, high rent prices and height of assorted allowances. In 2018, securing private accommodation became even more difficult for refugees who have recently been granted protection as well as refugees living in the community for a few years. The sharp rise in rents made it harder to identify appropriate accommodation as well as the reluctance on behalf of landlords to rent properties to refugees, including persons with a regular income.

## E. Employment and education

### 1. Access to the labour market

Beneficiaries of international protection are granted full access to the labour market under the same conditions that apply for nationals, immediately upon receiving international protection.<sup>364</sup> Recognised refugees and subsidiary protection holders have access to the labour market under the same conditions.

Beneficiaries have the right to register at the Public Employment Service offices for purposes of seeking employment. They also have the right to participate in vocational trainings offered by the competent state institutions. In practice, access to such vocational training is very limited due to insufficient language use, since courses are taught predominately in Greek, and lack of information and guidance.

There is no official data available regarding the participation of beneficiaries in vocational training. The same applies for the exact levels of unemployment rate among international protection beneficiaries.

In addition, employers are not adequately familiarised with beneficiaries' rights of full access to labour market, which places an additional obstacle to finding a job.

According to the Refugee Law, full access of beneficiaries who are unable to present documentary evidence of their titles, to appropriate programmes concerning the evaluation, ratification and certification of their previous education, needs to be facilitated by the State authorities.<sup>365</sup> In practice, accreditation of academic qualifications is possible through the same procedures available to nationals, therefore limitations apply, as persons who are not in a position to submit all required documentation cannot participate. The recast Qualification Directive provision foreseeing special measures concerning

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<sup>364</sup> Article 21A Refugee Law.

<sup>365</sup> Article 21(1A) Refugee Law.

beneficiaries' inability to meet the costs related to the recognition procedures has not been included in national legislation.

Access to professional experience certification and recognition procedures is also available for beneficiaries,<sup>366</sup> however under the same conditions applying to nationals. Therefore, due to lack of information and the fact that the vast majority of those procedures are held in Greek, participation of beneficiaries is extremely limited.

## 2. Access to education

International protection beneficiaries access the general education system and further training or re-training under the same conditions applying to nationals.<sup>367</sup> Minor beneficiaries are granted full access to all levels of the education system.

Beneficiaries completing secondary education have the right to participate to nationwide entry exams in order to secure placement at state universities, under the same conditions applying to nationals. Those who are able to secure a position in the state Universities study free of charge.

An important limitation is that beneficiaries are not eligible for the student sponsorship scheme provided by the State to nationals and EU citizens who secure placement in an accredited tertiary education institution in Cyprus and abroad. This is particularly relevant to beneficiaries who due to language barriers or inability to secure a position in state Universities, study in private universities or colleges in Cyprus and being subjected to the higher fees that apply for non-EU students.

## F. Social welfare

International protection beneficiaries, both refugees and subsidiary protection beneficiaries have access to the national social welfare system Guaranteed Minimum Income (GMI) at the same level and under the same conditions that apply to nationals. The only exception is the requirement of having 5 years of legal and continued residence in Cyprus, which international protection beneficiaries are exempted from. All applicants of GMI are required to reside in the government-controlled areas of RoC in order to be eligible for GMI. Other than that there are no requirements to reside in a specific place or region.

The Ministry of Labour, Welfare and Social Insurance and specifically the Welfare Benefit Management Service is the authority responsible for the administration of the GMI. In practice applicants for GMI, both nationals and beneficiaries of international protection, face long delays in the examination of their application with most cases reaching up to 5-6 months. For beneficiaries of international protection this period is extremely difficult as any benefits received as an asylum seeker are ceased upon issuance of a decision on the asylum application and there is no transitional assistance provided.

During this period and 1 month after the submission of the GMI application, an applicant of GMI has the right to apply for an emergency benefit at the District Welfare Office to cover basic needs. However the amount provided under the emergency benefit is extremely low at about 100-150 € for one person per month and app 150-280 € for a family per month. The amount cannot be determined in advance and depends on the amount that is provided to the welfare office every month by the Ministry of Labour, Welfare and Social Insurance. Furthermore the examination of the emergency application takes approximately 1-2 weeks and is subject to the approval of the supervisor of the welfare office. The application is valid only for 1 month and such application must be submitted every month, until the decision for the GMI is issued.

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<sup>366</sup> Article 21(1)(b)(iΓ) Refugee Law.

<sup>367</sup> Article 21(1)(b)(i) and (iB) Refugee Law.

In 2018, in view of improvements in the financial situation in Cyprus, which have led to an increase in employment opportunities, the GMI took a stricter stance toward all beneficiaries including refugees. Due to this, many refugees reported receiving notifications that the GMI is terminated with the justification that certain requirements have not been met, such as one of the spouses failure to register at the Labour Office as unemployed or not submitting required documentation.

## G. Health care

Beneficiaries of international protection are granted access to the health system under the same provisions applying to nationals.<sup>368</sup> Under those provisions, 3 years of social insurance contributions are required in order to secure a hospital card and be able to access public health institutions with the lowest possible fees. Exceptions apply for some population categories, such as unemployed persons, patients of chronic illnesses and pregnant women who are granted the hospital card even without three years of contributions.

The beneficiaries who do not fall in the above categories and have not completed 3 years of social insurance contributions can access public health facilities with significantly higher fees, a fact which hinders effective access to public health care.

The foreseen fees require visitors of state health facilities who hold a hospital card to pay €3-6 in order to visit a doctor and an additional €0.50 for each medicine/test prescribed, with a maximum charge of €10. Emergency care remains free for holders of medical cards, otherwise it costs €10.

Beneficiaries of international protection have access to the schemes of the Department for Social Inclusion of Persons with Disabilities, operating under the Ministry of Labour and Social Insurance. These schemes include various types of allowances and access to care and technical means. Since May 2018, following a decision of the Council of Ministers, international protection holders are granted access to the allowance scheme provided to HIV positive persons.<sup>369</sup>

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<sup>368</sup> Article 21(1)(b)(vii) Refugee Law.

<sup>369</sup> Council of Ministers, Decision 908/2018 of 30 May 2018, available in Greek at: <https://bit.ly/2VRPo7O>.

## ANNEX I – Transposition of the CEAS in national legislation

### Directives and other CEAS measures transposed into national legislation

Directive	Deadline for transposition	Date of transposition	Official title of corresponding act	Web Link
<b>Directive 2011/95/EU</b> Recast Qualification Directive	21 December 2013	15 April 2014	The Refugees (Amendment) Law of 2014 N. 58(I)/2014  The Refugees (Amendment) (No 2) Law of 2014 N. 59(I)/2014	<a href="http://bit.ly/1HwnhwB">http://bit.ly/1HwnhwB</a> (GR)  <a href="http://bit.ly/1LhRNPC">http://bit.ly/1LhRNPC</a> (GR)
<b>Directive 2013/32/EU</b> Recast Asylum Procedures Directive	20 July 2015 Article 31(3)-(5) to be transposed by 20 July 2018	14 October 2016	The Refugees (Amendment) Law of 2016 N. 105(I)/2016  The Refugees (Amendment) (No 2) Law of 2016 N. 106(I)/2016	<a href="http://bit.ly/2kbxgGD">http://bit.ly/2kbxgGD</a> (GR)  <a href="http://bit.ly/2jmEGCt">http://bit.ly/2jmEGCt</a> (GR)
<b>Directive 2013/33/EU</b> Recast Reception Conditions Directive	20 July 2015	14 October 2016	The Refugees (Amendment) Law of 2016 N. 105(I)/2016	<a href="http://bit.ly/2kbxgGD">http://bit.ly/2kbxgGD</a> (GR)
<b>Regulation (EU) No 604/2013</b> Dublin III Regulation	Directly applicable 20 July 2013	14 October 2016	The Refugees (Amendment) Law of 2016 N. 105(I)/2016	<a href="http://bit.ly/2kbxgGD">http://bit.ly/2kbxgGD</a> (GR)