International Organization for Migration European Migration Network

> Responses to long-term irregularly staying migrants: practices and challenges in EU Member States and Norway

2020/4

EMN STUDY







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Legal and political context. The scale of long-term irregularly staying migrants in the Republic of Lithuania is low, therefore no separate strategies targeting specifically long-term irregularly staying migrants have been adopted. On 22 January 2014, the Government of the Republic of Lithuania approved the Lithuanian Migration Policy Guidelines, which deal with migration policy issues, including combating irregular migration; however, long-term irregularly staying migrants are not discussed when assessing the overall migration situation and its tendencies in Lithuania. The main document establishing the legal status of such migrants is the Law on the Legal Status of Foreigners.

Overview of the situation in Lithuania. There are no precise statistics on the annual number of long-term irregular migrants in each category indicated in this study in 2015-2020, and it is not possible to determine the number of irregular migrants whose illegal stay has not yet been detected, however, the scale of long-term irregularly staying migrants can be judged on the basis of the number of voluntary return decisions and forced return decisions and the number of these decisions which have not been enforced or concerning which there are no reliable data. Between 2015 and September 2020, an average of 1 804 voluntary return decisions and 170 forced return decisions were issued each year. Each year, an average of 236 voluntary return decisions were not enforced or there are no reliable data concerning their enforcement, and an average of 15 forced return decisions were not enforced each year. At the same time, it should be noted that the mere fact that a third-country national's visa or residence permit has expired or that there is no reliable evidence as to whether the third-country national has complied with the voluntary return decision does not mean that the third-country national has not left the Republic of Lithuania and is staying there illegally (for example, the third-country national may have left the Schengen area at the external border of another Member State).

Categories of long-term irregularly staying migrants. Lithuanian legislation does not contain criteria for distinguishing irregularly staying foreigners between short-term irregularly staying migrants and long-term irregularly staying migrants. All categories of long-term irregularly staying migrants as indicated in this study exist in the Republic of Lithuania:

- third-country nationals subject to return decisions which cannot be enforced for legal or practical reasons;
- · third-country nationals whose asylum applications have been rejected and who have absconded;
- third-country nationals whose visa or residence permit has expired;
- other irregular migrants whose illegal stay has not yet been detected.

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It is important to note that if an irregularly staying foreigner is issued a temporary residence permit on the grounds provided for in the Law on the Legal Status of Foreigners, such a person is not considered as illegally staying during the period of validity of the temporary residence permit.

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Attention should also be drawn to the fact that there still remain foreigners residing in the Republic of Lithuania for almost 28 years who do not hold a residence permit. Between 2015 and September 2020, an average of 7 foreigners applied each year for a permanent residence permit on this ground, having established in court the legal fact of residence in the Republic of Lithuania before 1 July 1993.

Accessibility of services. Accessibility of public services to persons of this category is restricted: irregularly staying migrants are not entitled to take up employment, only emergency healthcare is provided free of charge, special accommodation facilities are available only to unaccompanied third-country nationals and third-country nationals who have been granted the cooling-off period in accordance with the procedure specified by the Government of the Republic of Lithuania, during which they, as a present or former victims of crimes related to trafficking in human beings, must take a decision on cooperation with a pre-trial investigation body or the court.

Issue of residence permits. If an unaccompanied minor third-country national is not returned to a foreign state, the third-country national cannot leave the Republic of Lithuania for humanitarian reasons, he or she cannot be returned in the cases specified in the Law of the Republic of Lithuania on the Legal Status of Foreigners or the enforcement of forced return is suspended due to the circumstances specified in the Law on the Legal Status of Foreigners, the third-country national is issued a temporary residence permit valid for not longer than one year, during the period of validity of which the third-country national is entitled to take up employment. However, the number of temporary residence permits issued on this ground is very small, about 18 each year. It is also important to note that such issue of a temporary residence permit should not be considered as a legalisation scheme for irregularly staying migrants, i.e. a foreigner, even holding a temporary residence permit, should leave the Republic of Lithuania immediately if the circumstances due to which return/expulsion could not be enforced disappear.

Measures aimed at resolving the issue of long-term illegal stay. It is not possible to distinguish between measures promoting the return of long-term irregularly staying migrants and measures discouraging illegal stay, as general measures apply, including prevention and control of irregular migration, promotion of legal migration and identification of cases of abuse of legal migration, reduction of opportunities for abuse of legal migration, adequate control of the enforcement of voluntary return decisions and, where there are grounds for believing that a third-country national may abscond in order to avoid return, refusal to grant a period for voluntary return and detention of the third-country national.

Public and policy debate. The scale of long-term irregularly staying migrants in the Republic of Lithuania is low. There is therefore no policy or legislative debate on this issue, nor has there been published any research or studies on the accessibility of public services to such migrants.

1.

National legal and policy framework

1.1. CATEGORIES OF LONG-TERM IRREGULAR MIGRANTS AT THE NATIONAL LEVEL

Question (further – Q) 1. a) Is there a distinction between 'short-term' irregular migrants and 'long-term' irregular migrants in Lithuania?
☐ Yes
⊠ No.

Lithuanian legislation does not contain criteria for distinguishing irregularly staying foreigners between short-term irregularly staying migrants and long-term irregularly staying migrants. The Law of the Republic of Lithuania on the Legal Status of Foreigners defines what constitutes unlawful entry, illegal stay, unlawful residence and unlawful departure.

However, it is important to mention that legal acts¹ distinguish a category of foreigners who resided in the Republic of Lithuania before 1 July 1993 and currently reside in the Republic of Lithuania but do not hold a residence permit.

- b) Are different categories of long-term irregular migrants stemming from law or practice present in Lithuania?

 - ☐ No
- c) If yes to Q1b, are these:
 - ☐ irregular migrants subject to a return decision but the return cannot be enforced due to legal obstacles (e.g. non refoulement, medical or humanitarian reasons, etc.)?
 - irregular migrants subject to a return decision but the return cannot be enforced due to practical obstacles (cooperation of the person concerned, problems with travel documents, etc.)?
 - ☐ former (rejected) applicants for international protection who absconded?
 - ★ third-country nationals whose short-stay visa, residence permit expired and/or was not renewed?

 - other (e.g. long-term irregular migrants with a criminal record, dependant family members)?

These are foreigners who resided in the Republic of Lithuania before 1 July 1993 and currently reside in the Republic of Lithuania but do not hold a residence permit.

¹ Article 2 of the Law of the Republic of Lithuania Implementing the Law on the Legal Status of Foreigners, https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/TAIS.232379?positionInSearchResults=0&searchModelUUID=6345697b-886e-49dd-b2a7-01ff7248fdcd.

d) If yes to Q1b, please also provide, if possible, an estimation of the numbers of persons (for each category identified in Q1a, 1b and 1c, as relevant) in Lithuania, annually since 2015.

In Lithuania, there exist all categories of long-term irregularly staying migrants as listed in the answer to Q1c. There are no precise statistics on the annual number of persons in each category. It is also impossible to determine the number of irregular migrants who have not yet been detected by migration authorities; however, the scale of long-term irregularly staying migrants can be judged on the basis of the number of return decisions which have not been enforced or concerning which there are no reliable data and on the basis of the number of foreigners who, having established the legal fact of lawful residence in the Republic of Lithuania before 1 July 1993, have applied for a permanent residence permit on this ground.

It should be noted that the mere fact that a third-country national's visa or residence permit has expired or that there is no reliable evidence as to whether the third-country national has complied with the voluntary return decision does not mean that the third-country national has not left Lithuania and the Schengen area and is staying there illegally (e.g. the third-country national may have left the Schengen area at the external border of another Member State).

Table 1. Data on issued voluntary return, forced return decisions and (possible) failure to enforce these decisions

	2015	2016	2017	2018	2019	2020 (until 30 September)
Number of issued voluntary return decisions	1 469	1 571	2 008	2 378	2 274	1 126
Number of voluntary return decisions concerning which there are no reliable data that they have been enforced	150	164	226	376	285	217
Number of issued forced return decisions	434	209	116	148	92	19
Number of non-enforced forced return decisions	6	34	13	12	27	0
Number of foreigners applying for a permanent residence permit on the ground of residing in the Republic of Lithuania before 1 July 1993	12	13	5	8	2	2

Data source: Foreigners' register

f) If no to Q1b, please explain why this is not the case:

Not applicable.

Q2. If a third-country national is subject to a return decision but there are legal obstacles to return (i.e. for non-refoulement reasons, medical reasons, etc.), can they receive:

The Law of the Republic of Lithuania on the Legal Status of Foreigners stipulates that in cases other than the following:

- a. an asylum application lodged by a foreigner who has entered the Republic of Lithuania from a safe third country is not examined and he is returned (voluntary return) or is expelled from the Republic of Lithuania (forced return) to the safe third country;
- b. a foreigner is refused asylum, except for the case when the decision is issued upon examination of the application for asylum as a matter of urgency, the examination of his application for asylum is terminated or the granted asylum is withdrawn and he is expelled from the Republic of Lithuania (forced return) or returned (voluntary return) to a foreign state, the enforcement of a return decision appealed against to an administrative court may be suspended by a ruling of the respective administrative court on the measures securing the claim. In such a case, the foreigner receives the court's ruling. There are no statistical data available, but on average up to 10 each year (when enforcement is suspended both upon appeal and under a separate court ruling).

In accordance with the Law of the Republic of Lithuania on the Legal Status of Foreigners and the legal act implementing the relevant provisions of this Law, the entity which has issued a decision on expulsion/forced return issues a decision to suspend the enforcement of the decision on expulsion until the disappearance of the grounds for suspension of the enforcement of the decision and provides the foreigner with a copy of the decision if, inter alia, the following circumstance transpires and does not disappear within 10 days of its transpiration – the foreigner is in need of basic medical care, the necessity of which is confirmed by a medical advisory committee of a healthcare institution.

☐ Temporary/tolerated stay:

The Law of the Republic of Lithuania on the Legal Status of Foreigners stipulates that a foreigner is issued a temporary residence permit valid for not longer than one year on the grounds provided for this purpose where, inter alia:

- It is prohibited to return the foreigner to a country where his life or freedom is in danger
 or where he may be subjected to persecution on grounds of race, religion, nationality,
 membership of a certain social group or political opinion or to a country from where he may
 later be expelled to such country (these provisions do not apply to a foreigner who, for serious
 reasons, represents a threat to the security of the Republic of Lithuania or who has been
 convicted by an effective court judgment of a grave crime and constitutes a threat to the
 community).
- The foreigner is not to be returned to a country where there are serious grounds for believing that in that country the foreigner will be tortured, subjected to cruel, inhuman or degrading treatment or punishment.
- 3. The foreigner is not to be returned to a foreign state if he or she has been granted the cooling-

off period in accordance with the procedure established by the Government of the Republic of Lithuania, during which he or she, as a present or former victim of crimes related to trafficking in human beings, must take a decision on cooperation with a pre-trial investigation body or the court.

- 4. If an unaccompanied minor foreigner is not returned to a foreign state.
- 5. If the foreigner cannot leave the Republic of Lithuania for humanitarian reasons.
- 6. If the enforcement of a decision on the foreigner's expulsion (forced return) is suspended, inter alia, due to the following circumstance: the foreigner is in need of necessary medical care, the necessity of which is confirmed by a medical advisory committee of a healthcare institution.

In cases 1-3 and 5, a temporary residence permit valid for a period not longer than one year is issued, entitling a foreigner to take up employment during the period of validity of the permit. In case 4, an unaccompanied minor foreigner is issued a temporary residence permit valid for a period not longer than one year. In case 6, if the enforcement of expulsion is suspended and the circumstances due to which the enforcement of the decision has been suspended have not disappeared within one year and the foreigner has not been detained, he or she is issued a temporary residence permit valid for a period not longer than one year, entitling the foreigner to take up employment during the period of validity of the permit.

Table 2. Number of issued decisions to issue/renew a temporary residence permit in the cases referred to in answers to Q2 and Q3

2015	2016	2017	2018	2019	2020 (until 30 September)
25	15	15	15	17	20

Data source: Foreigners' register

☐ Extension of the short-stay visa

The Law of the Republic of Lithuania on the Legal Status of Foreigners stipulates that the voluntary departure period may be extended due to the following circumstances (however, the total length of the period may not exceed 60 days):

- taking into account the length of the foreigner's stay in the Republic of Lithuania; the family
 relationship with persons residing in the Republic of Lithuania; existing social, economic
 and other ties with the Republic of Lithuania, also whether the foreigner has minor children
 studying under a formal education programme/programmes in the Republic of Lithuania;
- if the foreigner is in need of necessary medical care, the necessity of which is confirmed by a medical advisory committee of a healthcare institution;
- if the foreigner cannot leave for objective reasons (the foreigner is not in possession of a valid travel document, there are no possibilities to obtain travel tickets, etc.).

No return decision issued (for administrative or other reasons including non-refoulement)

The Law of the Republic of Lithuania on the Legal Status of Foreigners stipulates that:

- It is prohibited to return a foreigner to a country where his or her life or freedom is in danger or where he or she may be subjected to persecution on grounds of race, religion, nationality, membership of a certain social group or political opinion or to a country from where he or she may later be expelled to such country (these provisions do not apply to a foreigner who, for serious reasons, represents a threat to the security of the Republic of Lithuania or who has been convicted by an effective court judgment of a grave crime and constitutes a threat to the community).
- 2. A foreigner is not to be returned to a country where there are serious grounds for believing that in that country the foreigner will be tortured, subjected to cruel, inhuman or degrading treatment or punishment.
- 3. A foreigner is not to be returned to a foreign state if he or she has been granted the cooling-off period in accordance with the procedure established by the Government of the Republic of Lithuania, during which he or she, as a present or former victim of crimes related to trafficking in human beings, must take a decision on cooperation with a pre-trial investigation body or the court.
- 4. A decision on voluntary return of a foreigner may be not taken if, under an international agreement on the readmission of persons residing without authorisation concluded by the Republic of Lithuania, a foreigner illegally staying in the Republic of Lithuania is taken back: by a Member State of the European Union, if this agreement entered into force before 13 January 2009, or a country which is not a Member State of the European Union.
- 5. An unaccompanied minor foreigner will not be returned to a foreign state if he or she is not duly taken care of in the foreign state to which an unaccompanied minor could be returned taking into consideration his or her needs, age and level of independence.
- 6. A decision on the return of a foreigner may not be issued where the foreigner has been imposed a measure of restraint or is subject to an interim protection measure which restricts the foreigner's right to leave the Republic of Lithuania.

It is also established practice that a return decision is also not to be taken if there are serious grounds for believing that a foreigner resided in Lithuania before 1 July 1993 and currently resides in the Republic of Lithuania but does not hold a residence permit, or that the foreigner is unable to leave the Republic of Lithuania for humanitarian reasons.

Other (e.g. no other form of certificate/tolerated stay/residence permit granted)

Article 139 of the Law of the Republic of Lithuania on the Legal Status of Foreigners stipulates that the enforcement of a return decision appealed against to an administrative court is suspended where:

a. an asylum application lodged by a foreigner who has entered the Republic of Lithuania from a safe third country is not examined and he or she is returned (voluntary return) or is expelled from the Republic of Lithuania (forced return) to the safe third country;

b. a foreigner is refused asylum, except for the case when the decision is issued upon examination of the application for asylum as a matter of urgency, the examination of his or her application for asylum is terminated or the granted asylum is withdrawn and he or she is expelled from the Republic of Lithuania (forced return) or returned (voluntary return) to a foreign state.

In such cases, no separate confirmation that the enforcement of the decision has been suspended is issued, unless the foreigner himself or herself lodges a separate application for the issue of a certificate concerning his or her legal status in the Republic of Lithuania.

Q3. If a third-country national is subject to a return decision but there are practical obstacles to return (i.e. lack of means of transportation, lack of identification or travel documents, lack of cooperation of the third-country national, absconding, etc.), can they receive:

A written confirmation of postponement of return (please briefly explain the procedure, conditions below):

In accordance with the Law of the Republic of Lithuania on the Legal Status of Foreigners and the legal act implementing the relevant provisions of this Law, the entity which has issued a decision on expulsion/forced return issues a decision to suspend the enforcement of the decision on expulsion until the disappearance of the grounds for suspension of the enforcement of the decision and provides the foreigner with a copy of the above decision if, inter alia, the following circumstances transpire and do not disappear within 10 days of their transpiration:

- the foreign state to which the foreigner may be expelled refuses to accept him or her;
- the foreigner cannot be expelled for objective reasons (the foreigner is not in possession of a valid travel document, there are no possibilities to obtain travel tickets, etc.).

Table 3. Number of decisions to suspend the enforcement of a decision on the expulsion (forced return) due to the above circumstances

2015	2016	2017	2018	2019	2020 (until 30 September)
0	29	7	8	5	0

Data source: Foreigners' register

☐ A temporary/tolerated stay

The Law of the Republic of Lithuania on the Legal Status of Foreigners stipulates that a foreigner is issued a temporary residence permit valid for not longer than one year if, inter alia, the enforcement of a decision on the expulsion (forced return) of the foreigner is suspended, inter alia, due to the following circumstances:

- the foreign state to which the foreigner may be expelled refuses to accept him or her;
- the foreigner cannot be expelled for objective reasons (the foreigner is not in possession of a valid travel document, there are no possibilities to obtain travel tickets, etc.),

Q7. a) Has the issue of long-term irregular migrants been subject to public del media/NGOs) in Lithuania since 2015?	oate (i.e.
☐ Yes	
⊠ No	
b) If yes to Q7a, (i) please indicate the main stakeholders involved (ii) the circumstances of the debate and (iii) if there has been any change in the since 2015?	
Not applicable.	
Q8. Has the issue of long-term irregularly staying migrants been subject to public debate in Lithuania specifically in connection with the measures responses to COVID-19 and their impacts?	
No. The issue of long-term irregularly staying migrants has not been subject to policy debate in Lithuania.	or public
Q9. Are there any planned changes in law/policy/practice regarding long-term i migrants in Lithuania?	rregular
☐ Yes, there are planned changes in law	
☐ Yes, there are planned changes in policy	
☐ Yes, there are planned changes in practice	
⊠ No	

2.

National policies and approaches regarding long-term irregularly staying migrants

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2.1. RIGHTS AND ACCESS TO SERVICES OF LONG-TERM IRREGULAR **MIGRANTS**

Q10. What services are accessible to long-term irregular migrants who were issued a return decision, but return cannot be implemented for legal or practical obstacles?

Table 1. Rights and services available to long-term irregularly staying migrants who have been issued a return decision

Type of service	Service provided? (Y/N)	Is the provision of service mandatory or discre- tionary?	Brief description: 1. Does this access stem from: • national law or practice? • local (regional, municipal) rules or practice? 2. Which authorities (NGO, charities, private entities, etc.) are competent to provide access to services?	Please briefly assess and explain if the rights and access to services are more limited, same or more favourable than those of legal migrants or of nationals?
Accommod	ation			Less □ Same⊠ More □
Accommodation	N	Not applicable	As a rule, long-term irregularly staying foreigners are not provided with accommodation, except for unaccompanied minors and victims of crimes related to trafficking in human beings who have been granted the cooling-off period (see below).	As a rule, lawfully residing foreigners are not provided with accommodation, except for certain categories of migrants (e.g. unaccompanied minors, persons who have been granted asylum, etc.).
Special accom- modation facilities (i.e. shelter for victims	Y	Mandatory	Unaccompanied minor foreigners not applying for asylum are accommodated at the Refugee Reception Centre (state budgetary institution) by a decision of the State Child Rights Protection and Adoption Service under the Ministry of Social Security and Labour.	
of violence, children, etc.)		Depends on the situation	If a foreigner has been granted, in accordance with the procedure specified by the Government of the Republic of Lithuania, the cooling-off period during which he or she, as a present or former victim of crimes related to trafficking in human beings, must take a decision on cooperation with a pre-trial investigation body or the court and if he or she is in need of residential premises, he or she is also provided with accommodation at the Refugee Reception Centre.	

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the commodation or shelter or specialised center the state Border Guard Service. A foreigner may not be detained for a period in excess of 6 months, except for the cases when he or she does not cooperate in the process of his or her expulsion from the Republic of Lithuania, in which case the period of detention may be extended for an additional period not exceeding 12 months. Healthcare Healthcare Emergency healthcare W Mandatory Basic medical care. First medical aid is provided first, followed by emergency medical services are provided to all patients, regardless of their legal status in the Republic of Lithuania. Emergency medical services include the following first medical aid. Emergency medical care. First medical aid is provided first, followed by emergency medical care. First medical aid is provided first, followed by emergency medical care. Foreigners accommodated at the Refugee Reception Centre (in this case – unaccompanied minor foreigners and present or former victims of crimes related to trafficking in human beings who have been granted the cooling-off period) are entitled to receive healthcare services in accordance with the procedure specified by the Minister of Health. Mandatory Mandatory Depends on the situation with the procedure specified by the Minister of Health. Foreigners detained at the Foreigners' Registration Centre are provided with primary outpatient personal healthcare services and necessary medical care, including the possibility of vaccination according to the National Immunisation Programme implemented in the Republic of Lithuania on the vaccess and necessary medical care, including the possibility of vaccination according to the National Immunisation Programme implemented in the Republic of Lithuania on the vacces and necessary medical care including the possibility of vaccination according to the National Immunisation Programme implemented in the Republic of Lithuania on the provided at private and public healthcare institutions, as such migrants are not covered by comp					
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all patients, regardless of their legal status in the Republic of Lithuania. Emergency medical services include the following: first medical aid, emergency medical care. First medical aid is provided in the provided pr	Healthcare	:			
medical care Mandatory Foreigners accommodated at the Refugee Reception Centre (in this case – unaccompanied minor foreigners and present or former victims of crimes related to trafficking in human beings who have been granted the cooling-off period) are entitled to receive healthcare services in accordance with the procedure specified by the Minister of Health. Mandatory Foreigners detained at the Foreigners' Registration Centre are provided with primary outpatient personal healthcare services and necessary medical care, including the possibility of vaccination according to the National Immunisation Programme implemented in the Republic of Lithuania. Depends on the situation migrants are not covered by compulsory health insurance, basic medical care services at public healthcare institutions, as such migrants are not covered by compulsory health insurance, basic medical care services at public healthcare institutions on a paid basis, provided that the person holds a valid identity document and sufficient funds to pay for the services. Specialised care services are provided at private and public healthcare institutions on a paid basis, provided that the person holds a valid identity document and sufficient funds to pay for the services. Specialised care services are provided at private and public healthcare institutions on a paid basis, provided that the person holds a valid identity document and sufficient funds to pay for the services. Specialised care services are hospitalised and/or isolated, tested and/or treated in accordance with the procedure laid down by the Law of the Republic of Lithuania on the Prevention and Control of Communicable		Y	Mandatory	all patients, regardless of their legal status in the Republic of Lithuania. Emergency medical services include the following: first medical aid, emergency medical care. First medical aid is provided	are provided in Lithuania to all patients, regardless of their legal status. The provision of other healthcare services (e.g. medical treatment, specialised care, etc.) at public
the situation free of charge to basic medical care services at public healthcare institutions, as such migrants are not covered by compulsory health insurance. If a person is not covered by compulsory health insurance, basic medical care services may be provided at private and public healthcare institutions on a paid basis, provided that the person holds a valid identity document and sufficient funds to pay for the services. Specialised Care Y Mandatory The foreigners suspected of suffering from dangerous or especially dangerous communicable diseases are hospitalised and/or isolated, tested and/or treated in accordance with the procedure laid down by the Law of the Republic of Lithuania on the Prevention and Control of Communicable	medical	Y		ception Centre (in this case – unaccompanied minor foreigners and present or former victims of crimes related to trafficking in human beings who have been granted the cooling-off period) are entitled to receive healthcare services in accordance with the procedure specified by the Minister of Health. Foreigners detained at the Foreigners' Registration Centre are provided with primary outpatient personal healthcare services and necessary medical care, including the possibility of vaccination according to the National Immunisation Programme implemented in	of charge is directly linked to whether or not the person is covered by compulsory health insurance. If a person is not covered by compulsory health insurance, certain healthcare services may be provided at private and public healthcare institutions on a paid basis, provided that the person holds a valid identity document and sufficient funds to pay for
from dangerous or especially dangerous communicable diseases are hospitalised and/or isolated, tested and/or treated in accordance with the procedure laid down by the Law of the Republic of Lithuania on the Prevention and Control of Communicable			the situa-	free of charge to basic medical care services at public healthcare institutions, as such migrants are not covered by compulsory health insurance. If a person is not covered by compulsory health insurance, basic medical care services may be provided at private and public healthcare institutions on a paid basis, provided that the person holds a valid identity document and sufficient funds to pay for the	
		Υ	Mandatory	from dangerous or especially dangerous communicable diseases are hospitalised and/or isolated, tested and/or treated in accordance with the procedure laid down by the Law of the Republic of Lithuania on the Prevention and Control of Communicable	

	Υ	Depends on the situation	Other irregular migrants do not have access free of charge to specialised care services at public healthcare institutions, as such migrants are not covered by compulsory health insurance. If a person is not covered by compulsory health insurance, certain specialised care services may be provided at private and public healthcare institutions on a paid basis, provided that the person holds a valid identity document and sufficient funds to pay for the services.	
Other healthcare services	Y	Mandatory Depends on the situation	Physicians working at the Foreigners' Registration Centre carry out health promotion of foreigners detained at the Centre on the issues of drug addiction, sexually transmitted infections, HIV and other communicable diseases. Other irregular migrants do not have access free of charge to other healthcare services at public healthcare institutions, as such migrants are not covered by compulsory health insurance. If a person is not covered by compulsory health insurance, some healthcare services not specified above could be provided at private and public healthcare institutions on a paid basis, provided that the person holds a valid identity document and sufficient funds to pay for the services.	
Social assis	stance			Less ⊠ Same □ More □
Are long- term irregularly staying migrants entitled to receive social ben- efits?	N	Not applicable	Irregular migrants are not entitled to receive social benefits.	In Lithuania, social assistance consists of cash social assistance and social services. The Law of the Republic of Lithuania on Social Services stipulates that the right to receive social services (i.e. services aimed at providing assistance to a person (family) who, by reason of his or her age, disability, social problems, partially or completely lacks, has not acquired or lost the abilities or possibilities to independently care for his or her private (family) life and to participate in society) is granted, inter alia, to foreigners, including stateless persons, who hold a residence permit in the Republic of Lithuania. ²

				Applications for cash social assistance for low-income persons (household allowances; social benefits; reimbursement of heating costs, cold and hot water costs, etc.) may be lodged by foreigners holding a permit of a long-term resident of the Republic of Lithuania to reside in the European Union. ³
Employmer	it			Less ⊠ Same □ More □
Are there circum- stances in your MS where long-term irregularly staying mi- grants are entitled to access to the labour market?	N	Not applicable	A foreigner's employment is considered to be illegal irrespective of whether income is received or not, if he or she is employed while staying illegally in the Republic of Lithuania, therefore, irregularly staying migrants are not entitled to access to the labour market.	Lawfully residing migrants are entitled to access to the labour market.
Education				Less □ Same ⊠ More □
Education Do (long-term irregular migrant) children have access to compulsorry education?	Y	Mandatory	The Law of the Republic of Lithuania on Education stipulates that the State takes measures to ensure that in Lithuania each child studies according to pre-primary, primary, basic, secondary education curricula. This provision applies to all children, regardless of their legal status in Lithuania.	

³Law of the Republic of Lithuania on Cash Social Assistance for Low-Income Residents, https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/ TAIS.215633. Cash assistance is also available to foreigners who have been granted asylum in the Republic of Lithuania or temporary protection; nationals of Australia, Japan, the United Kingdom of Great Britain and Northern Ireland, the United States of America, Canada, New Zealand and South Korea and their family members who have been issued temporary residence permits in the Republic of Lithuania.

² Law of the Republic of Lithuania on Social Services, https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/TAIS.270342/asr.

⁴Law of the Republic of Lithuania on Employment, https://www.e-tar.lt/portal/lt/legalAct/422c8b5042b811e6a8ae9e1795984391/asr.

Legal aid o	r assis	tance		Less ⊠ Same □ More □
Do long- term irregular migrants have access to legal aid or assistance type of services?	Y	Depends on the situation	Legal aid or assistance services may be provided to the following categories of irregular migrants: unaccompanied minor foreigners have access to state-guaranteed legal aid, irrespective of the legitimacy of their stay on the territory of the Republic of Lithuania; during the hearing of a motion for detention of a foreigner or provision to him or her of an alternative to detention, the foreigner is entitled to state-guaranteed legal aid; foreigners accommodated at the Refugee Reception Centre (unaccompanied minors and present or former victims of crimes related to trafficking in human beings who have been granted the cooling-off period). It should also be noted that the cooperation agreement signed in June 2020 between the State Border Guard Service and the Lithuanian Red Cross Society provided the latter with a possibility to provide legal aid to foreigners who are accommodated or detained at the Foreigners' Registration Centre under the State Border Guard Service or at border crossing points, regardless of their legal status.	Legal services available to irregular migrants and described in the left column are not relevant for lawfully residing migrants. Foreigners holding a temporary residence permit are eligible to participate in the activities of integration centres in Vilnius, Kaunas and Klaipėda, where foreigners are provided with various services, including legal services. Applications for state-guaranteed legal aid may be lodged by natural persons lawfully residing in the Republic of Lithuania. 5
Other?				Less □ Same □ More ⊠
Are any other rights relevant to mention here?	Y	Mandatory	Foreigners accommodated at the Refugee Reception Centre (including unaccompanied minors and victims of crimes related to trafficking in human beings who have been granted the cooling-off period) are provided, inter alia, with the following assistance: a monthly allowance for food and petty expenses in the amount of 0.7 of state-supported income is paid to the foreigners ⁶ ; translation services are ensured; teaching of the Lithuanian language, courses in knowledge of Lithuanian culture and vocational guidance are organised. Foreigners accommodated at this centre are, inter alia, entitled: to access a psychologist's services provided at the centre;	The services indicated in the left column are provided to all foreigners accommodated at the Refugee Reception Centre (e.g., asylum applicants, displaced persons, persons who have been granted asylum). It is not feasible to compare other categories of migrants and the services available to them, as such foreigners are not accommodated at the Refugee Reception Centre.

⁵ Law of the Republic of Lithuania on State-Guaranteed Legal Aid, https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/TAIS.98693/asr.

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 to receive free translation assistance; to receive reimbursement for the use of means of public transport. 	

Table 2. Services available to long-term irregularly staying migrants who were unknown to migration authorities (e.g. overstayers, irregular entry)

Type of service	Service provided? (Y/N)	Is the provision of service mandatory or discre- tionary?	Brief description: 1. Does this access stem from: • national law or practice? • local (regional, municipal) rules or practice? 2. Which authorities (NGO, charities, private entities, etc.) are competent to provide access to services?	Please briefly assess and explain if the rights and access to services are more limited, same or more favourable than those of legal migrants or of
Accommod	ation		Less More	
Accommodation	N	Not applicable	As a rule, foreigners who have been issued temporary residence permits in the cases referred to in answers to Q2 and Q3 are not provided with accommodation, except for unaccompanied minors and victims of crimes related to trafficking in human beings who have been granted the cooling-off period (see below).	As a rule, lawfully residing foreigners are not provided with accommodation, except for certain categories of migrants (e.g. unaccompanied minors, persons who have been granted asylum, etc.).
Special accom- modation facilities (i.e. shelter for victims of violence, children, etc.)	Y	Mandatory	Unaccompanied minor foreigners not applying for asylum are accommodated at the Refugee Reception Centre (state budgetary institution) by a decision of the State Child Rights Protection and Adoption Service under the Ministry of Social Security and Labour. If an unaccompanied minor foreigner is not returned to a foreign state, he or she is issued a temporary residence permit valid for a period not longer than one year. However, also in this case, unaccompanied minor foreigners may continue living at the Refugee Reception Centre.	
		Depends on the situation	If a foreigner has been granted, in accordance with the procedure specified by the Government of the Republic of Lithuania, the cooling-off period during which he or she, as a present or former victim of crimes related to trafficking in human beings, must take a decision on cooperation with a pre-trial investigation body or the court, he or she is issued a temporary residence permit valid for one year. If such a foreigner is in need of residential premises, he or she is also provided with accommodation at the Refugee Reception Centre.	

 $^{^{6}}$ As of 1 January 2020, the amount of state-supported income is EUR 125, thus foreigners are paid EUR 87.5.

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Employment Service as unemployed persons,

as well as to minor family members (i.e. the list-

ed persons are covered by compulsory health

			If a person is not covered by compulsory health insurance, certain specialised care services could be provided at private and public healthcare institutions on a paid basis, provided that the person has sufficient means to pay for these services.	
Other healthcare services	Y	Depends on the situation	Other healthcare services are available at public healthcare institutions free of charge to foreigners who have been issued temporary residence permits in the cases referred to in answers to Q2 and Q3, only if such foreigners are employed or were employed for at least 6 months and have been registered with the Employment Service as unemployed persons, as well as to minor family members (i.e. the listed persons are covered by compulsory health insurance).	
			If a person is not covered by compulsory health insurance, certain supplementary healthcare services could be provided at private and public medical institutions on a paid basis, provided that the person has sufficient means to pay for these services.	
Social assis	tance			Less ⊠ Same □
Social assis	tance			Less ⊠ Same □ More □
Are long- term	tance Y	Not applicable –	In Lithuania, social assistance consists of cash social assistance and social services.	
Social assis Are long- term irregularly staying migrants entitled to receive social ben- efits?				More □

⁷ Law of the Republic of Lithuania on Social Services, https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/TAIS.270342/asr.

⁸ Law of the Republic of Lithuania on Cash Social Assistance for Low-Income Residents, https://www.e-tar.lt/portal/lt/legalAct/
TAR.3EEE59417F13/asr. Cash assistance is also available to foreigners who have been granted asylum in the Republic of Lithuania or temporary protection; nationals of Australia, Japan, the United Kingdom of Great Britain and Northern Ireland, the United States of America, Canada, New Zealand and South Korea and their family members who have been issued temporary residence permits in the Republic of Lithuania

Employmen	it			Less ☐ Same ☒ More ☐
Are there circum-stances in your MS where long-term irregularly staying migrants are entitled to access to the labour market?	Y	Not applicable – the person is entitled to access to the labour market, however this is not mandatory	Foreigners who have been issued temporary residence permits in the cases referred to in answers to Q2 and Q3 are entitled to take up employment during the period of validity of this residence permit and are exempt from the obligation to obtain a work permit.	Lawfully residing migrants are entitled to access to the labour market.
Education				Less □ Same ⊠ More □
Do (long- term irregular migrant) children have access to compulso- ry educa- tion?	Y	Mandatory	The Law of the Republic of Lithuania on Education stipulates that the State takes measures to ensure that in Lithuania each child studies according to pre-primary, primary, basic, secondary education curricula. This provision applies to all children, regardless of their legal status in Lithuania.	Children's entitlement to education is guaranteed to all children, regardless of their legal status in Lithuania.
Are adult long-term irregularly staying migrants entitled to participate in educational programmes and/or professional training?	N	Not applicable – the person is entitled to participate in educational programmes and professional training, however this is not mandatory	The Law of the Republic of Lithuania on Education stipulates that every foreigner who has the right of permanent or temporary residence in the Republic of Lithuania has the right to study, attain an education level and a qualification. The State guarantees to each foreigner who has the right of permanent or temporary residence in the Republic of Lithuania pre-primary, primary, basic and secondary education, access to higher education study programmes or professional training programmes that result in the acquisition of the first qualification. This service is therefore available also to foreigners who have been issued temporary residence permits in the cases referred to in answers to Q2 and Q3. The Employment Service also organises professional training of unemployed persons and employed persons, and these services are available to third-country nationals who hold a residence permit and who are exempted from the obligation to obtain a work permit under legal acts of the Republic of Lithuania. This service is therefore available to foreigners to whom temporary residence permits have been issued in the cases referred to in answers to Q2 and Q3.	(see answer in the left column)

⁹ Law of the Republic of	Lithuania on Employment	https://www.e-tar.lt.	/portal/lt/legalAct/42	.2c8b5042b811e6a8ae9e1	795984391/asr.

Legal aid or	assist	ance	Le		Same ⊠	
			М	lore 🗆		
Do long- term irregular migrants have access to legal aid or assistance type of	Y	Mandatory Mandatory	The Law on the Legal Status of Foreigners stipulates that unaccompanied minor foreigners, regardless of the legitimacy of their stay on the territory of the Republic of Lithuania, have the right to receive stateguaranteed legal aid, unless laws of the Republic of Lithuania provide otherwise. Foreigners accommodated at the Refugee Reception Centre are entitled to receive legal	Foreigners holding a temporary residence permit are eligible to participate in the activities of integration centres in Vilnius, Kaunas and Klaipėda, where foreigners are provided with various services, including legal services.		
services?		Not applicable – foreigners participate in the activities of integration cen- tres voluntarily	advice. Foreigners holding a temporary residence permit are eligible to participate in the activities of integration centres in Vilnius, Kaunas and Klaipėda, where foreigners are provided with various services, including legal services.	guarantee lodged by lawfully re	ons for state- ed legal aid may be / natural persons asiding in the of Lithuania. ¹⁰	
Othor?			Le		Same □	
Other?			М	lore 🗆		
Are any other rights relevant to mention here?	Y	Mandatory	Foreigners accommodated at the Refugee Reception Centre are provided, inter alia, with the following assistance: • a monthly allowance for food and petty expenses in the amount of 0.7 of state-supported income is paid to the foreigners; • translation services are ensured; • teaching of the Lithuanian language, courses in knowledge of Lithuanian culture and vocational guidance are organised. Foreigners accommodated at this centre are, inter alia, entitled: • to access a psychologist's services provided at the centre; • to receive free translation assistance; • to receive reimbursement for the use of means of public transport.	provided accommo ugee Rece asylum ap persons, p been grar not appro other cate and the se them, as s not accom	e services are to all foreigners dated at the Ref- eption Centre (e.g., oplicants, displaced opersons who have opersons who have opersons who have operate to compare operate to compare operates available to such foreigners are operated at the eleception Centre.	
		Not applicable - foreigners participate in the activities of integration cen- tres voluntarily	Foreigners holding a temporary residence permit are eligible to participate in the activities of integration centres in Vilnius, Kaunas and Klaipėda, where foreigners are provided with various services: information, counselling, intermediation, representation, social, legal, psychological, vocational guidance, teaching of the Lithuanian language, civic integration; seminars on the development of personal competences (presentation to the employer, communication skills, motivation, etc.) are organised.	es are pro	tion centres, servic- ovided to foreigners ssiding in Lithuania.	

 $^{^{10}} Law\ of\ the\ Republic\ of\ Lithuania\ on\ State-Guaranteed\ Legal\ Aid,\ https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/TAIS.98693/asr.$

Q11. What services are accessible to other long-term irregular migrants who were not issued a return decision, and remained unknown to migration authorities (see answer to Q1)?

Table 3: Services available to long-term staying migrants who were unknown to migration authorities (e.g. overstayers, irregular entry)

Type of service	Service provided? (Y/N)	Is the provision of service manda- tory or discretio- nary?	Brief description Please consider for each type of services the long-term irregular migrants are entitled or have access to: 1. Does this access stem from: • national law or practice? • local (regional, municipal) rules or practice? 2. Which authorities (NGO, charities, private entities, etc.) are competent to provide access to services?	Please briefly assess and explain if the rights and access to servi- ces are more limited, same or more favourable than those of legal migrants or of nationals?
Accommod	ation			Less □ Same ⊠ More □
Accommo- dation	N	Not applicable		
Special accommo- dation facilities (i.e. shelter for victims of violence, children, etc.)	Т			As a rule, lawfully residing fo- reigners are not provided with accommodation, except for certain categories of migrants (e.g. unaccompanied minors, persons who have been gran- ted asylum, etc.).
Other forms of accommo- dation or shelter or specialised centre	N	Not applicable		
Healthcare				Less ⊠ Same □
				More
Emergency healthcare	Y	Mandatory	Emergency medical services are provided to all patients, regardless of their legal status in the Republic of Lithuania.	Emergency medical services are provided in Lithuania to all patients, regardless of their legal status. The provision of other heal-thcare services (e.g. medical treatment, specialised care, etc.) at public healthcare institutions free of charge is directly linked to whether or not the person is covered by compulsory health insurance.

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N			Irregularly staying foreigners are not covered by compulsory health insurance.
Y	Mandatory	The persons suspected of suffering from dangerous or especially dangerous communicable diseases are hospitalised and/or isolated, tested and/or treated in accordance with the procedure laid down by the Law of the Republic of Lithuania on the Prevention and Control of Communicable Diseases in Humans.	If a person is not covered by com- pulsory health insurance, certain healthcare services may be provi- ded at private and public healthcare institutions on a paid basis, provi- ded that the person holds a valid identity document and sufficient funds to pay for the services.
N	Not applicable		
tanco			Less ⊠ Same □
tance			More □
N	Not applicable	Irregularly staying foreigners do not have access to social assistance.	In Lithuania, social assistance consists of cash social assistance and social services.
			The Law of the Republic of Lithuania on Social Services stipulates that foreigners, including stateless persons, holding a residence permit in the Republic of Lithuania are entitled to social services. ¹¹
			Foreigners who hold a permit of a long-term resident of the Republic of Lithuania to reside in the European Union may apply for cash social assistance for low-income residents. ¹²
			Less ⊠ Same □
IL.			More ⊠
N	Not applicable	A foreigner's employment is considered to be illegal, irrespective of whether income is received or not, if he or she is employed while staying illegally in the Republic of Lithuania, therefore, irregularly staying migrants are not entitled to access to the labour market.	Lawfully residing migrants are entitled to access to the labour market.
	N N N	Y Mandatory N Not applicable tance N Not applicable	Y Mandatory The persons suspected of suffering from dangerous or especially dangerous communicable diseases are hospitalised and/or isolated, tested and/or treated in accordance with the procedure laid down by the Law of the Republic of Lithuania on the Prevention and Control of Communicable Diseases in Humans. N Not applicable Irregularly staying foreigners do not have access to social assistance. A foreigner's employment is considered to be illegal, irrespective of whether income is received or not, if he or she is employed while staying illegally in the Republic of Lithuania, therefore, irregularly staying migrants are not entitled to access to the

¹¹ Law of the Republic of Lithuania on Social Services, https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/TAIS.270342/asr.

¹² Law of the Republic of Lithuania on Cash Social Assistance for Low-Income Residents, https://www.e-tar.lt/portal/lt/legalAct/TAR.3EE-E59417F13/asr. Cash assistance is also available to foreigners who have been granted asylum in the Republic of Lithuania or temporary protection; nationals of Australia, Japan, the United Kingdom of Great Britain and Northern Ireland, the United States of America, Canada, New Zealand and South Korea and their family members who have been issued temporary residence permits in the Republic of Lithuania.

Education				Less
Do (long- term irregular migrant) children have access to compulso- ry educa- tion?	Y	Mandatory	The Law of the Republic of Lithuania on Education stipulates that the State takes measures to ensure that in Lithuania each child studies according to pre-primary, primary, basic, secondary education curricula. This provision applies to all children, regardless of their legal status in Lithuania.	Children's entitlement to education is guaranteed to all children, regardless of their legal status in Lithuania.
Are adult long-term irregularly staying migrants entitled to participate in educational programmes and/or professional training?	N	Not applicable	Irregularly staying migrants are not entitled to participate in educational programmes and professional training.	Lawfully residing foreigners are entitled to participate in the educational system. The Employment Service also organises professional training of unemployed persons and employed persons, however, these services are only available to those third-country nationals who are in possession of a residence permit and who are exempted from the obligation to obtain a work permit under legal acts of the Republic of Lithuania. ¹³
Legal aid o	r assist	tance		Less ⊠ Same □ More □
Do long- term irregular migrants have access to legal aid or assistance type of services?	N	Not applicable	Irregular migrants do not have access to legal aid or assistance type of services provided by the State.	Foreigners who hold a temporary residence permit are eligible to participate in the activities of integration centres in Vilnius, Kaunas and Klaipėda, where foreigners receive various services, including legal services. Applications for state-guaranteed legal aid may be lodged by natural persons lawfully residing in the Republic of Lithuania.
Other?				Less

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Q12. Do authorities (at central or local level) need to check the migration status (or the lack thereof) before providing access to a service (e.g. accommodation, healthcare, education), or are there 'firewall provisions' allowing persons concerned to access services without fear of being apprehended?

Decisions on the accommodation of foreigners at the Refugee Reception Centre are taken only considering their legal status in the Republic of Lithuania.

Healthcare services, other than emergency medical services, are provided on presentation of an identity document and a document evidencing health insurance coverage or on payment for the services provided. Neither healthcare institutions, nor research and educational institutions, nor public organisations are under the obligation to report to migration authorities on a foreigner illegally staying in the Republic of Lithuania.

Q13. Is cooperation to return to the country of origin an obligation if one of the services are provided (under Q10 and Q11) to the long-term irregularly staying migrant?

Yes

⊠ No

Q14. Are there any specific projects and/or (ad-hoc) programmes implemented at local level (by municipalities, regions, etc.) in Lithuania specifically targeting the access to services for long-term irregularly staying migrants?

Yes

⊠ No

Q15. a) With the exception of organisations acting as a service provider for public authorities (Q10 and Q11), are other entities or organisations (e.g. NGOs, charities, other private entities) involved in providing or facilitating access to services for long term irregularly staying migrants?

No

There are no special projects or programmes involved in this area, however the Vilnius Archdiocese Caritas provides accommodation, food and counselling within their means and capabilities if a person refers to them.

Following the signing of the cooperation agreement with the State Border Guard Service in June 2020, representatives of the Lithuanian Red Cross Society have a possibility to provide legal aid to foreigners who are accommodated or detained at the Foreigners' Registration Centre under the State Border Guard Service or at border crossing points, regardless of their legal status.

 $^{^{13}} Law of the Republic of Lithuania on Employment, https://www.e-tar.lt/portal/lt/legalAct/422c8b5042b811e6a8ae9e1795984391/asr.$

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b) Do these entities or organisations need to report on the migration status (or the lack thereof) before providing access to a service (e.g. accommodation, healthcare, education), or are there 'firewall provisions' allowing persons concerned to access services without fear of being apprehended?

Decisions on the accommodation of foreigners at the Refugee Reception Centre are taken only with regard to their legal status in the Republic of Lithuania.

Healthcare institutions, research and educational institutions as well as other agencies and organisations are not under the obligation to report to migration authorities on a foreigner illegally staying in the Republic of Lithuania.

Moreover, if non-governmental organisations provide assistance to irregular migrants, they are not under the obligation to report to migration authorities on a foreigner illegally staying in the Republic of Lithuania.

Q16. If a long-term irregular migrant is a victim of or witness to an offence (e.g. labour exploitation, domestic violence, etc.), are there any available 'safe reporting' channels between the TCN concerned and public authorities to report the incident without divulging their situation of illegal stay?

Yes
 No
 No

Persons who are victims of trafficking in human beings or who suspect that they or their relatives are or were intended for trafficking may refer to a law enforcement institution or to the Trafficking in Human Beings Investigation Unit of the Lithuanian Criminal Police Bureau or to organisations providing assistance to victims. Information provided to organisations providing assistance is considered to be confidential and is not communicated to police officers without the consent of the person concerned.

If a victim of domestic violence refers directly to a specialised assistance centre rather than to the police, the centre must ensure the protection of personal data and confidentiality of the provision of assistance. Information is communicated to the police only with the person's consent.

Organisations providing assistance are not under the obligation to report a person's legal status in Lithuania to migration authorities.

Q17. Are there any assisted voluntary return (AVR) projects or programmes implemented in Lithuania that also specifically foresee support to access to services (in the host (Member) State, thus before departure) for long-term irregular migrants?

 \square N

Assisted voluntary return is implemented by IOM Vilnius Office. The project, which pursues the aim of promoting and providing voluntary return assistance to third-country nationals or stateless persons staying in Lithuania by ensuring their safe and dignified return to their country of origin, is being implemented from 1 July 2018 until 31 December 2020. The project targets not only any third-country nationals or stateless persons who enjoy any form of protection in Lithuania, but also irregularly staying third-country nationals in respect of whom a voluntary return decision has been issued. Prior to departure, they receive basic assistance which best suits their individual needs: counselling, receipt of necessary travel documents, organisation of travel and purchase of tickets. If necessary, temporary accommodation, meals, medical care, as well as escort, assistance in the transit country or welcome upon arrival is provided.

Q18. Please provide if applicable illustrative (and anonymised) case(s) of measures adopted by authorities (a) at central, (b) regional and (c) local level (e.g. municipalities) to provide access to services (e.g. accommodation, health, etc) – up to two examples.

Example: accommodation of unaccompanied minors at the Refugee Reception Centre

Context

The Minister of Social Security and Labour of the Republic of Lithuania, the Minister of the Interior of the Republic of Lithuania and the Minister of Heath of the Republic of Lithuania approved in 2014 by a joint order the Description of the Procedure for Assessment of the Age of Non-asylum Seeking Unaccompanied Minor Foreigners Identified in the Republic of Lithuania, Accommodation and Taking of Other Procedural Actions in Respect Thereof and Provision of Services Thereto.

Process

In accordance with this Description, an institution or agency which has detected an unaccompanied minor on the territory of the Republic of Lithuania transfers him or her to the State Border Guard Service under the Ministry of the Interior. The State Border Guard Service informs about an unaccompanied minor the State Child Rights Protection and Adoption Service under the Ministry of Social Security and Labour, the territorial division of this service, which, not later than within 6 hours, decides on the accommodation of the unaccompanied minor at the Refugee Reception Centre, the Refugee Reception Centre, the National Health Insurance Fund under the Ministry of Health and the Migration Department under the Ministry of the Interior and escorts and transfers the unaccompanied minor to the Refugee Reception Centre. The Migration Department, in cooperation with non-governmental or international organisations and a representative of the child, immediately organises the search for the family members of the unaccompanied minor and, not later than within 2 days of the receipt of information on the detected unaccompanied minor, issues to him or her a foreigner's registration certificate. If it is established that it is impossible to return the minor to his country of origin, he or she is issued a temporary residence permit valid for one year, which may be renewed, unless the circumstances change.

In Lithuania, all unaccompanied minors, regardless of their legal status, have the following rights:

- 1. to be provided with free accommodation and be supported in the Republic of Lithuania;
- to study according to a general education programme/programmes or a vocational training programme/programmes;
- 3. to receive free medical aid:

¹⁴ Centre on Migration, Policy and Society, ™Safe reporting" of crime for victims and witnesses with irregular migration status in the USA and Europe", https://www.compas.ox.ac.uk/project/safe-reporting-of-crime-for-victims-and-witnesses-with-irregular-migration-status-in-the-usa-and-europe/.

- 4. to be provided with free social services;
- 5. to receive state-guaranteed legal aid;
- to contact representatives of non-governmental organisations of the Republic of Lithuania or international organisations.¹⁵

As mentioned in previous answers, all unaccompanied minors are accommodated at the Refugee Reception Centre, regardless of their legal status. Inhabitants of the Refugee Reception Centre are paid a monthly cash allowance for food and petty expenses. An unaccompanied minor, accompanied by a social worker, goes shopping and decides together with him how to spend this amount of money. The monthly allowance for food and petty expenses is equal to 0.7 of the state-supported income amount¹⁶. Unaccompanied minors are also provided with seasonal clothes and footwear, essential personal hygiene items, household goods and appliances. Pupils are provided with all the necessary school supplies.¹⁷

The Refugee Reception Centre provides counselling by a psychologist and a social worker (such counselling is not mandatory), courses in the Lithuanian language and knowledge of Lithuania (lessons and courses are mandatory), assessment of professional skills and job counselling, nonformal educational activities, medical services and state-guaranteed legal aid. All these measures target all unaccompanied minors regardless of their status in Lithuania.¹⁸

Q19. Did any change happen in relation to access of long-term irregular migrants to social services as described above, as consequence of measures taken in response to the COVID-19 pandemic?

ΙV	P
, ,	C-

 \square No

Q20. Is there any research available in Lithuania on irregular migrants accessing rights and services listed above (conducted by relevant authorities, academics, NGOs, etc.)?

	ν	Δ	<
		L	$_{\circ}$

X No

2.2. COOPERATION MECHANISMS BETWEEN CENTRAL, REGIONAL AND LOCAL AUTHORITIES

Q21. Were specific measures (legislative, administrative, practices) implemented by central authorities to help regional and local authorities to anticipate and/or to respond to the situation of long-term irregular migrants in their territories?

The scale of long-term irregularly staying migrants in the Republic of Lithuania is low, therefore no separate strategies targeting specifically long-term irregularly staying migrants have been adopted.

On 22 January 2014, the Government of the Republic of Lithuania approved the Lithuanian Migration Policy Guidelines, the provisions of which are applied by ministries, agencies of the Government of the Republic of Lithuania, agencies under the ministries and other state institutions and agencies accountable to the Government. At the same time, the Government recommended that municipalities and other state institutions and agencies not accountable to the Government of the Republic of Lithuania, as well as international and non-governmental organisations should participate in the implementation of the provisions of these Guidelines.

The Lithuanian Migration Policy Guidelines address migration policy issues, including combating irregular migration, however it should be noted that long-term irregularly staying migrants in Lithuania are not discussed when assessing the overall migration situation and its tendencies in Lithuania

The Ministry of the Interior coordinates the monitoring of migration processes and analyses these processes. To monitor and evaluate the migration processes, the Minister of the Interior has approved a list of criteria for monitoring migration processes based on separate areas of migration policies, including combating irregular migration.

The Ministry of the Interior collects and summarises data on the criteria for monitoring migration processes and other information received from responsible institutions and agencies, analyses developments with regard to the migration processes, challenges, possible negative consequences and submit annually by 1 May a report on the implementation of migration policy and conclusions to the Government.

It should also be noted that the State Border Guard Service carries out an analysis of the situation in the area of irregular migration and informs the relevant authorities accordingly.

Information	exchange	between	central	and	local	authorities	about	long-term
irregularly st	taying migr	ants						

] Guidance or any other form of established practice made available to regiona
and local authorities on how to assist long-term irregularly staying migrants
(e.g. training sessions, guidance (e.g. written instructions or guidelines), other)

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¹⁵ Article 32(2) of the Law of the Republic of Lithuania on the Legal Status of Foreigners.

¹⁶ As of 1 January 2020, the amount of state-supported income is EUR 125, thus foreigners are paid EUR 87.5.

¹⁷ Description of the Procedure for Providing State Support for the Integration of the Persons who have been Granted Asylum approved by Resolution No 998 of the Government of the Republic of Lithuania of 5 October 2016, 23 p.

¹⁸ Ibid

Q22. Do local authorities in Lithuania participate in horizontal cooperation networks (of local authorities) to develop good practices and/or programmes to address the situation of long-term irregular migrants?
☐ Yes
⊠ No
Q23. Were there any studies or research published on the effectiveness of any of the measures mentioned in Q21?
☐ Yes
⊠ No
2.3. GOOD PRACTICES
Q24. What are good practices regarding policy measures concerning long-term irregularly staying migrants?
□ Providing services (housing, health care, other measures)
The services provided to unaccompanied minors could be identified as an example of good practices. More information on the services provided to unaccompanied minors is provided in the answer to Q18.
☐ Exchanging information between national and local authorities on long-term irregularly staying migrants
☐ Exchanging information between Member States?
☐ Other good practices
Adequate guarding of the external borders of the European Union, continuous implementation of measures for the prevention and control of irregular migration of third-country nationals, closer interinstitutional and international cooperation (especially among neighbouring countries) help to

The conclusion of readmission agreements with their countries of origin and the signing of implementing protocols to readmission agreements is essential to ensure the effective return of irregularly staying third-country nationals.

ensure effective control of irregular migration.

For example, following a sharp increase in the number of irregular migrants from Vietnam, the Agreement between the Government of the Republic of Lithuania and the Government of the Socialist Republic of Vietnam on the readmission of citizens, which was signed on 8 January 2019, was ratified on 7 May 2019.

3.

Responses to end long term irregular stay

Responses to long-term irregularly staying migrants: practices and challenges in EU Member States and Norway

Q25. What options are available in Lithuania to end long-term illegal stay of third-country nationals (e.g. return, legalisation of stay, other)? Which are prioritized?

A decision in specific cases takes due account of all the circumstances of the case. Before issuing a return decision, account is taken of the length of a third-country national's stay in the Republic of Lithuania, the family relationship with persons residing in the Republic of Lithuania, existing social, economic and other ties with the Republic of Lithuania, the nature and extent of dangerousness of the committed offence. Thus, it is equally likely that a return decision will be issued and the possibility will be provided for an irregularly staying third-country national to legalise his or he residence in Lithuania, especially in cases when his or her family members lawfully reside in Lithuania.¹⁹

Thus, the following actions may be taken in respect of irregular migrants in Lithuania:

- A return decision may be issued;
- An expulsion decision may be issued;
- A temporary residence permit valid for not longer than one year may be issued if an
 unaccompanied minor foreigner is not returned to a foreign state, the foreigner is unable to
 leave the Republic of Lithuania for humanitarian reasons, the foreigner cannot be returned to
 a foreign state or expelled from the Republic of Lithuania;
- After consideration of all the circumstances of the case, it may be decided not to issue any of
 the above decisions, but to allow a foreigner to apply for a temporary residence permit or a
 permanent residence permit during illegal stay (if, of course, the foreigner so wishes). This is
 mainly the case when family members (spouses, minor children) lawfully reside in Lithuania.

3.1. MEASURES TO PROMOTE RETURN OR DISCOURAGE ILLEGAL STAY

Q26. What measures to promote return or discourage illegal stay are in place in Lithuania specifically for long term irregular migrants (as identified in this study)?

It is not possible to distinguish measures specifically targeting long-term irregularly staying migrants in Lithuania, as general measures are applied: prevention and control of irregular migration, promotion of legal migration and identification of cases of abuse of legal migration, reduction of opportunities for abuse of legal migration, adequate control of the enforcement of voluntary return decisions and, where there are grounds for believing that a third-country national may abscond in order to avoid return, refusal to grant a period for voluntary departure and detention of the third-country national.

Q27. a) What are the good practices as identified in your Member States to promote return or discourage illegal stay for long term irregular migrants identified in your (Member) State?

A voluntary return decision is issued only after taking due account of the real possibilities of a third-country national to comply with such a decision and to leave the country. If there are grounds for believing that the third-country national may abscond in order to avoid return, a period for voluntary departure is not granted and the third-country national is detained. Return decisions are issued only after establishing the identity of third-country nationals.

b) Is there any research available in your (Member) State on promotion of retuin	'n
or the discouragement illegal stay (conducted by relevant authorities, academic	S,
NGOs, etc.)?	

Yes

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⊠ No

Q28. Please provide illustrative example(s) of responses and/or good practices to promote return or discourage illegal stay adopted by authorities (a) at central level, (b) regional and/or (c) at local level (e.g. municipalities) – up to two examples, in the form of anonymised case studies of individual long-term irregularly staying migrants):

In 2016, there was a sharp increase in the number of irregular migrants from Vietnam. In 2016, the authorities failed to establish the identity of 23 Vietnamese migrants during the maximum period of detention (18 months), which also means failing to expel from Lithuania. However, in 2019, following the ratification on 7 May 2019 of the readmission agreement signed with Vietnam on 8 January 2019, the number of such cases fell to 3.

3.2. LEGALISATION OF STAY OPEN SPECIFICALLY TO LONG-TERM IRREGULAR MIGRANTS

Q29. Are options for legalisation of stay open specifically to long-term irregular migrants in Lithuania?

If yes, please briefly explain the criteria considered (e.g. integration in labour market, length of stay, language skills, absence of criminal record, social and family ties, having entered the country as a minor):

Foreigners who resided in the Republic of Lithuania before 1 July 1993 and currently reside in the Republic of Lithuania, though data on their place of residence in the Republic of Lithuania have not been entered in records of the place of residence in the Republic of Lithuania, must establish in court the legal fact of their residence in the Republic of Lithuania before the specified period and the fact of their current residence on the territory of the Republic of Lithuania. A foreigner must prove in court that he or she: has legal means of subsistence in the Republic of Lithuania and pays income and other taxes or contributions specified by laws and other legal acts of the Republic of Lithuania and possesses residential premises in the Republic of Lithuania.

¹⁹ According to the LLSF, family members mean the spouse or the person with whom a registered partnership has been contracted, minor children/adopted children (hereinafter: 'children), including the minor children of the spouse or the person with whom a registered partnership has been contracted, on condition that they are not married and are dependent, as well as direct relatives in the ascending line who have been dependent for at least one year and are unable to use the support of other family members residing in a foreign state.

It is important to note that temporary residence permits issued in the cases referred to in answers to Q2 and Q3 should not be considered as a scheme for legalising irregularly staying migrants. Although such foreigners are issued a temporary residence permit, a foreigner would have to leave the Republic of Lithuania immediately if the circumstances due to which a return/expulsion decision could not be enforced disappear. However, as mentioned in the answer to Q25, a decision in specific cases takes due account of all the circumstances of the case. Before issuing a return decision, account is taken of the length of the stay of a third-country national in the Republic of Lithuania, the family relationship with the persons residing in the Republic of Lithuania, existing social, economic and other ties with the Republic of Lithuania, the nature and extent of dangerousness of the committed offence. Thus, it is equally likely that a return decision will be issued or the possibility will be provided for an irregularly staying third-country nationals to legalise their residence in Lithuania, especially in cases when their family members lawfully reside in Lithuania.

Q30. a) What are the good practices as identified in Lithuania with regards to legalisation of stay identified in Lithuania?

The foreigners who exercise the right, as stipulated by the Law of the Republic of Lithuania on the Legal Status of Foreigners, of foreigners who resided in the Republic of Lithuania before 1 July 1993 and actually currently reside in it to be issued a permanent residence permit in the Republic of Lithuania are most often economically disadvantaged persons for whom the collection of documents and the payment of state fees for a residence permit prove to be a heavy burden, therefore the fact that municipalities/wards sometimes help such persons with paperwork and pay for them the state fees should be considered as a good practice.

b) Is there any research available in Lithuania on practices with regards to options for legalisation of stay available specifically to irregular migrants (conducted by relevant authorities, academics, NGOs, etc.)?

☐ Yes

No.

Q31. Please provide illustrative example(s) of responses and good practices related to the legalisation of stay measures adopted by authorities (a) at central level, (b) regional and/or (c) at local level (e.g. municipalities) – up to two examples, in the form of anonymised case studies of individual long-term irregularly staying migrants):

See the answer to O30a.

3.3. MEASURES TAKEN IN RESPONSE TO THE COVID-19 PANDEMIC

Responses to long-term irregularly staying migrants: practices and challenges in EU Member States and Norway

Q32. Were measures taken to end the situation of long-term irregular migrants specifically in connection to the responses to and impacts of the COVID-19 (e.g. legalisation of migrant workers employed in specific sectors)?

No return decisions were issued and no administrative liability for illegal stay was imposed against the foreigners whose period of legal stay in Lithuania expired during the quarantine declared on the territory of Lithuania (from 16 March 2020 until 16 June 2020, 24:00) and who were/are not able to leave Lithuania on time through no fault of their own. The mentioned foreigners, as well as those in respect of whom a return decision had been issued but the voluntary departure period expired during the quarantine were allowed to remain in Lithuania during the period of quarantine on the territory of Lithuania, however, after the end of the quarantine, they had to leave Lithuania until 17 August 2020, 24:00.

In each case, once it is established that a foreigner who has entered to lodge an application for the issue of a national visa or a residence permit or to collect an issued residence permit is staying illegally in Lithuania, due account is first taken of all circumstances relevant to the case. The foreigners whose period of legal stay in Lithuania expired during the quarantine declared on the territory of Lithuania and who were unable to leave Lithuania through no fault of their own were allowed to collect the issued residence permit until 17 August 2020, while staying illegally. Moreover, taking into consideration the factual circumstances that led to a third-country national's failure to leave Lithuania until the expiry of the period of his or her legal stay and the actual possibilities to leave, certain third-country nationals were allowed to submit documents for the issue of a national visa or a residence permit even while staying illegally.

Responses to long-term irregularly staying migrants: practices and challenges in EU Member States and Norway

4.

Challenges and future actions

Q33. What are the challenges regarding policy measures concerning long-term irregularly staying migrants?

egularly staying	migrants?	Ü	
☐ Providing s	services (e.g. housing, health care, etc.)		
	exchanging information and/or cooperation between orities on long-term irregularly staying migrants	nation	nal an
☐ Challenges	exchanging information between Member States?		
○ Other chall	lenges (e.g. other measures mentioned in section 3):		
Given that the scal challenges.	le of long-term irregularly staying migrants in Lithuania is low, there are	e no inst	titution

Q34. What are the challenges regarding policy measures concerning long-term irregularly staying migrants specifically linked to the reposes to and impacts of the COVID-19 pandemic?

Given that the scale of long-term irregularly staying migrants in Lithuania is low, there are no institutional challenges.

Q35. What are the challenges of promoting return or discouraging illegal stay concerning long-term irregularly staying migrants? Please describe any additional challenges specifically linked to the reposes to and impacts of the COVID-19 pandemic?

Given that the scale of long-term irregularly staying migrants in Lithuania is low, there are no challenges. However, it is likely that due to the COVID-19 pandemic, the number of such persons will increase as some countries have restricted entry, transport is complicated (no flights, increased ticket prices, etc.).

Q36. What are the challenges regarding the options for legalisation of stay available to long-term irregularly staying migrants? Please describe any additional challenges specifically linked to the reposes to and impacts of the COVID-19 pandemic?

Due to the COVID-19 pandemic, third-country nationals are facing challenges in obtaining new travel documents from their country when the documents in their possession expire.

Q37. According to (central and/or local) stakeholders in Lithuania, what actions could be taken at EU level to support Lithuania to effectively cooperate and overcome the challenges faced in relation to long-term irregularly staying migrants?

Improving the effectiveness of the EU's return system in relation to irregularly staying migrants also affects the scale of long-term irregularly staying migrants. The launch of the Entry/Exit system and the start of application of the Regulation of the European Parliament and of the Council on the use of the Schengen Information System for the return of illegally staying third-country nationals will improve the control of the short-term stay of third-country nationals and the enforcement of return decisions.

In order to prevent abuse of opportunities for legal migration, instruments should be developed allowing the Member States of the European Union to exchange information on annulled national visas, so that third-country nationals would be prevented from entering and staying on the territory of one Member State under an annulled national visa issued by another Member State.

Responses to long-term irregularly staying migrants: practices and challenges in EU Member States and Norway

5.

Conclusions

K38. With regard to the aims of this study (policy responses to long-term irregular migrants), what conclusions would you draw from your findings reached in elaborating your national contribution?

- The scale of long-term irregularly staying migrants in the Republic of Lithuania is low, therefore no separate strategies and measures targeting specifically long-term irregularly staying migrants have been adopted. There are no major institutional challenges, nor has there been any public or policy debate on this issue.
- 2. In Lithuania, there exist all categories of long-term irregularly staying migrants as indicated in this study. However, Lithuanian legislation does not contain criteria for distinguishing irregularly staying foreigners between short-term irregularly staying migrants and long-term irregularly staying migrants. The only category clearly identified in legal acts is foreigners who resided in the Republic of Lithuania before 1 July 1993 and currently reside in the Republic of Lithuania but do not hold a residence permit.
- 3. Usually a voluntary return or expulsion decision is issued in Lithuania with regard to irregular migrants. It may also be decided to transfer a foreigner under a readmission agreement. If the foreigner cannot be returned/expelled for certain reasons, a decision may be issued to issue a temporary residence permit valid for a period not longer than one year. In this case, the migrant is not considered to be illegally staying in the country during the period of validity of the temporary residence permit. In certain individual cases, having considered all the circumstances, it may be decided not to issue any of the above decisions, but to allow the foreigner to lodge an application for a residence permit even while staying irregularly, if the foreigner's family members lawfully reside in Lithuania.
- 4. Accessibility of public services to long-term irregularly staying migrants is restricted: medical care (except emergency medical services) is not provided free of charge, social benefits and educational services are not available, and foreigners are not entitled to take up employment while staying illegally in Lithuania. The irregularly staying migrants who have been issued a temporary residence permit have wider access to services and have in principle the same rights as other foreigners holding a temporary residence permit.
- Services provided to unaccompanied minors in the country (accommodation, medical, social and legal services and access to education) can be considered as good practices related to institutional measures targeting long-term migrants.
- 6. Legalisation possibilities as regards stay in Lithuania are available to foreigners who resided in the Republic of Lithuania before 1 July 1993 and currently reside in the Republic of Lithuania but do not hold a residence permit. Other foreigners, if their return or expulsion is not possible, may be issued a temporary residence permit valid for a period not longer than one year, however this should not be considered as a legalisation scheme for irregularly staying migrants. Such foreigners should leave the Republic of Lithuania immediately if the circumstances due to which a return/ expulsion decision could not be enforced disappear.
- 7. Lithuania's example demonstrates that general measures for the management of irregular migration, such as adequate guarding of the external borders, continuous implementation of measures for the prevention and control of irregular migration, closer interinstitutional and international cooperation, help to ensure effective control of irregular migration and a low scale of irregular migrants in the country. Nevertheless, one of the best practices which has helped to address the issue of long-term illegal stay of foreigners in Lithuania and which could be mentioned is the 2019 agreement between Lithuania and the Government of the Socialist Republic of Vietnam on readmission aimed at reducing the number of irregular migrants from Vietnam.

EMN is a Network composed of migration experts which aims to collect, analyse and provide upto-date, objective, reliable and comparable information on migration and asylum. By the decree of the Government of Republic of Lithuania International Organization for Migration Vilnius Office acts as the national coordinator for the EMN activities in Lithuania.

The EMN National Contact Point (NCP) in Lithuania is composed of representatives from the Ministry of the Interior, the Migration Department, the State border guard service as well as the International Organization for Migration (IOM) Vilnius office which acts the national co-ordinator for the EMN activities in Lithuania. EMN NCP in Lithuania also collaborates with other entities from governmental as well as non-governmental institutions working in the area of migration.