

STATISTICAL DATA ON IMMIGRANTS IN GREECE:

AN ANALYTIC STUDY OF AVAILABLE DATA AND RECOMMENDATIONS FOR CONFORMITY WITH EUROPEAN UNION STANDARDS



A study conducted for **IMEΠΟ** [Migration Policy Institute], Greece
by

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Acknowledgments

We would like to thank the many people in various ministries and state agencies who unstintingly gave up their time in assisting us with this project. In particular, we are grateful to all of the personnel with whom we came into contact in the Ministry of Interior, without whose considerable contribution this research would not have been possible. We are also indebted to the staff of the Statistical Service of Greece for their help in compiling data and assisting us in many other ways.

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OBJECTIVES OF THE STUDY

The purposes of this scientific study are basically twofold:

- to prepare the first-ever authoritative analytical report on immigrants in Greece, using all possible datasources;
- to map Ministry and other statistical datasets relating to immigration and immigrants, and to evaluate their potential compliance with the draft EU Regulation on migration statistics.

The Report is in two sections, with **Part A** utilising older published data, as well as some new government data supplied specifically for this project, in order to reach some conclusions on the immigration phenomenon in Greece. **Part B** details what is known about the government datasets, the quality and reliability of the data, and their apparent compliance with the proposed EU Regulation. The latest draft version of the *EU Regulation on Migration Statistics* is attached as **Appendix A**, and our correspondence with the Ministry of Public Order is given in **Appendix B**. Additional detailed electronic datasets derived from the 2001 Census and provided to us by the National Statistical Service of Greece are included as **Appendix C**.

METHODOLOGY

The Mediterranean Migration Observatory was able to build upon five years of research on immigration into Greece and other southern European countries^{*}, and on this basis to supplement pre-existing datasets with our specific requests to various state agencies for new, previously unpublished data. These requests were made in detail, either in writing

^{*} Available at <http://www.mmo.gr>

or in personal contact and also through extended interviews, as appropriate. The state agencies approached were:

- Ministry of Interior
- Ministry of Labour
- Ministry of Education
- Ministry of Public Order
- Ministry of Foreign Affairs
- National Statistical Service of Greece
- IKA Foundation

The results of these requests for data are detailed in Part B. In Part A, we merely use the available data in order to provide as accurate a picture as possible of the patterns and trends of immigration into Greece since 1990. In particular, the recently-constructed database of the Ministry of Interior has been invaluable in providing new detailed information on the immigration phenomenon. The 2001 Census is also a landmark in such data, although has the usual limitations of any census. IKA data are also proving to be useful, but still somewhat narrow in scope. Other sources have been used for analytical purposes here, despite their doubtful reliability. Reservations on accuracy are expressed, as appropriate, in Part A in order to qualify the reliability of our analysis.

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PART A

AN ANALYTICAL STUDY OF STATISTICAL DATA ON IMMIGRATION INTO GREECE, 1990-2004

Introduction

Following the beginning of mass illegal immigration into Greece in the early 1990s, largely as a result of disintegration of the former Communist bloc, Greece has struggled not only with immigration policy but also with acquiring even approximate data on the extent and type of immigration into the country.

After several years of mass illegal immigration, accompanied by mass (illegal) deportations of mainly Albanians, Bulgarians and Romanians, Greece reluctantly initiated in 1997 its first legalization programme for illegal immigrants. The 6-month White Card was granted to almost all 372.000 applicants, and at that time yielded the only reliable data on immigrants. Its successor programme, the 1-3 year Green Card, laid substantial impediments in the way of applicants, and the number of applicants was only 228.000 with heavily delayed bureaucratic procedures.

The 2001 Census had a total of 762.000 registrants normally resident and without Greek citizenship, but this figure supposedly included ethnic Greeks [*homogeneis*], EU nationals, and children. A dataset compiled for us by the Statistical Service (see Part B, below) should have revealed more information on the number of *homogeneis* without Greek citizenship. According to the Census, there are only six persons with this status: this conflicts with our understanding of the unknown but large number of persons awarded the 3-year *homogeneis* card by the Ministry of Public Order. Unofficial sources suggest that the number is 150-200.000 such cards awarded.

A new Immigration Law in 2001 was accompanied by another legalisation, which attracted a total of 368.000 applications, although press reports claim that only 220.000 were eventually accepted. No data on numbers, characteristics of the applicants, or

anything at all were ever provided by OAED. Only IKA social insurance contributions – some 328.000 active registrations in 2002 – provided any indication of immigrants' role in the economy and society.

Finally, in 2004, the Ministry of Interior database on residence permits became fully operational. It is these unpublished data which constitute the most crucial new information on immigrants in Greece. The results of our analysis of the dataset are provided below, providing a much clearer picture of the situation than was available previously. However, there remain some quite serious difficulties with this dataset, which are discussed in Part B of this Report.

The confused situation regarding ethnic Greeks [*palinostoundes* or *homogeneis*]

'Ethnic Greeks' or those claiming Greek descent but without Greek citizenship through *ius sanguinis*, are not defined or given rights within Greece under the Greek Constitution, but are treated preferentially on the basis of political decisions. The Treaties of Lausanne and of Ankara contain special procedures for the definition of citizenship: these relate mainly to 'ethnic minorities' in Greece and elsewhere in the regions of the former Ottoman Empire.

A joint Ministerial Decision (Defence and Interior) of 1990 allowed immigrants claiming Greek descent to remain in Greece without documentation; Law 2130 of 1993 defined the concept of 'repatriated Greeks' and established a rapid process for the granting of Greek citizenship to claimants. This was supplemented by Law 2790 of 2000 and Ministerial Decision 4864/8/8γ/2000 which gave special rights, support structures and another distinct procedure for the rapid granting of Greek citizenship to ethnic Greeks from the CIS. Ethnic Greeks from elsewhere, or those who fail to get citizenship, are given special permits by the Ministry of Public Order and are not required to have normal residence permits. These are defined for nationals of the CIS by the above legislation; for Albanians (who are generally denied Greek citizenship) the relevant law is Ministerial Decision 4000/3/10-λÉ/2001. The number of both types of these special permits is suppressed by the Ministry of Public Order for "reasons of national security".

The biggest problem with this racially discriminatory approach to the regulation of immigrants is that the whole picture has been concealed and involves very large numbers of immigrants. From 1990, immigrants claiming Greek ethnicity were allowed to remain undocumented in Greece: they were, in effect, indistinguishable from illegal immigrants. The award of citizenship to CIS nationals has been done surreptitiously, and there are no proper data: however, it seems that some 150.000 persons have benefited from it. Finally, the award of *homogeneis* cards since 2000 with twin statuses attached to it, has been shrouded in secrecy since its inception. Nevertheless, a reliable source assures us that the number awarded is currently around 200.000. Thus, from tolerated illegality in the 1990s, it seems that some 350.000 ethnic Greek immigrants have either been given Greek citizenship or awarded 3-year *homogeneis* cards. It is impossible, without detailed annual data, to distinguish between this transformation of undocumented ethnic Greek aliens to legal residents and the presence in Greece of non-Greek undocumented immigrants.

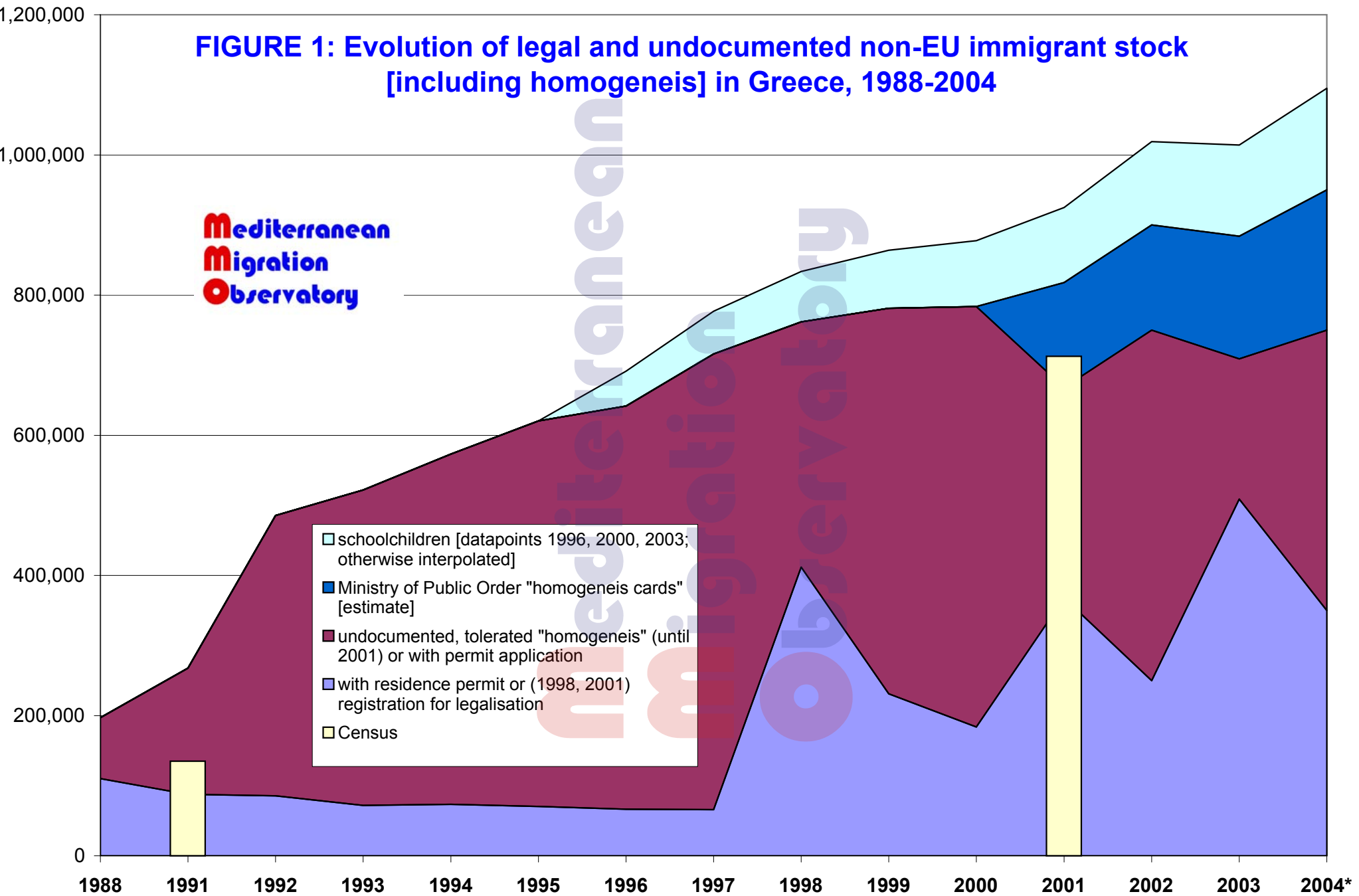
Trends in Immigration into Greece

Up until this Report, there has been no attempt to present a quantified picture of immigration trends into Greece. This deficit has been caused by three distinct problems: the great extent of illegal (and therefore unmeasurable) immigration; the extreme chaos surrounding the three legalisation programmes, and a lack of reliable data relating to these; the holding of discrete datasets by separate Ministries with little or no communication between them, and in particular, the problem with *homogeneis*. **Figure 1** is the first attempt to show immigration trends into Greece. The diagram has been constructed with extreme difficulty, using all available published data, plus unpublished data garnered for this project. As the importance of Figure 1 is high, a detailed explanation of the methodology of its construction is given here, as Endnote 1.¹

As can be seen from Figure 1, the rate of increase of immigration into Greece since 1988 has been phenomenal, multiplying the stock of immigrants fivefold. From 1991 to 1997, the number of residence permits awarded by the Ministry of Public Order actually declined in the face of mass immigration. The legalisation programmes (1997, 2001)

FIGURE 1: Evolution of legal and undocumented non-EU immigrant stock [including homogeneis] in Greece, 1988-2004

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made an impact on the illegality of migrants, but of a transitory nature and leaving a large minority in illegal status.

The 1991 Census significantly under-recorded immigrant residents, finding only EU residents and those with legal status. The 2001 Census, however, made an explicit attempt to capture a record of all immigrants – legal or undocumented – and according to Figure 1 had success in so doing, with fewer than 100.000 people not participating. However, if we add the estimated number of *homogeneis* who were recorded as Greek nationals, Figure 1 is significantly changed. On the one hand, *homogeneis* are invisible in the Census data, and on the other hand are indistinguishable from illegal immigrants in other data. If we add to this, the problem of delayed residence permit procedures and the non-appearance of legal immigrants in the permit data, there is only one conclusion possible. *We cannot estimate other than crudely how many illegal or even legal immigrants are present in Greece, or what the total of immigrants might be.*

Finally, Figure 1 shows how significant immigrant children are, not only in Greek schools, but also as a component of immigration flows. This is the result of three coinciding factors: the primacy of Albanian immigration into Greece, the larger family size and relative youth of Albanian married couples, and the increased grants of family reunification to immigrants. Thus, foreign schoolchildren constitute some 13% of immigrants in Greece, and a similar proportion of total schoolchildren, with Albanians as the overwhelming majority nationality.

Thus, by 2004 the immigrant population (with a conservative estimate of illegal stocks) stands at around 900.000 non-EU/EFTA or non-homogeneis persons, and including EU nationals this takes the total to about 950.000 immigrants. This latter figure is about 200.000 more than recorded in the 2001 Census, and takes the immigrant/total population ratio up to about 8,5%. If we add the estimated number of ethnic Greeks with *homogeneis* cards, this takes the figure up to 1,15 million persons – about 10,3%. However, without proper data on all legal immigrants in Greece, plus detailed accounts of citizenship awards, these figures are highly unreliable.

Profile of immigrants in Greece: information from the 2001 Census

The Census recorded 762.191 persons normally resident in Greece and without Greek citizenship, constituting around 7% of total population. Of these, 48.560 are EU or EFTA nationals; there are also 17.426 Cypriots with privileged status. The residual is around 690.000 persons of non-EU or non-*homogeneis* status, whose adult members all require standard residence permits.

Nationalities

Figure 2 shows the distribution of all immigrants by nationality, with Albanians constituting some 56% of total immigrants, followed by Bulgarians (5%), Georgians (3%) and Romanians (3%). Americans, Cypriots, British and Germans appear as sizeable foreign communities at around 2% each of total foreign population. However, Greece is unique in the EU in having one dominant immigrant group in excess of 50% of its immigrant population.

Gender balance

The gender balance of immigrant groups varies widely, as shown in Figure 3. Overall, the sexes are well-balanced, but certain nationalities have highly skewed profiles. The Asian countries in particular (Pakistan, Bangladesh and India) have almost exclusively male immigrants in Greece, and the Arab countries also tend in this direction. Syria and Egypt have 80% male presence in Greece. Other nationalities have a predominantly female presence, the Ukraine, Philippines and Moldavia especially so at around 70% female. Albania shows some 60% male presence, along with Romania. The other leading nationalities (Bulgaria, Georgia, USA, Cyprus, Russia, UK, Germany, Poland) are 50-60% female, until we reach Pakistanis at 1,4% of foreign population.

Age profiles by nationality

Around 80% of immigrants are of working age (15-64), which contrasts with the Greek ratio of only 68%. The principal difference with the Greek population is the presence of many elderly Greeks, although there is a slightly higher ratio of children than amongst Greeks (17% as opposed to 15%).

Table 1 shows summary data by geographical region of origin of immigrant and Greek populations, by age group and sex. For both sexes, Central Europe (i.e. Albania, along

FIGURE 2: Principal nationalities, Census 2001

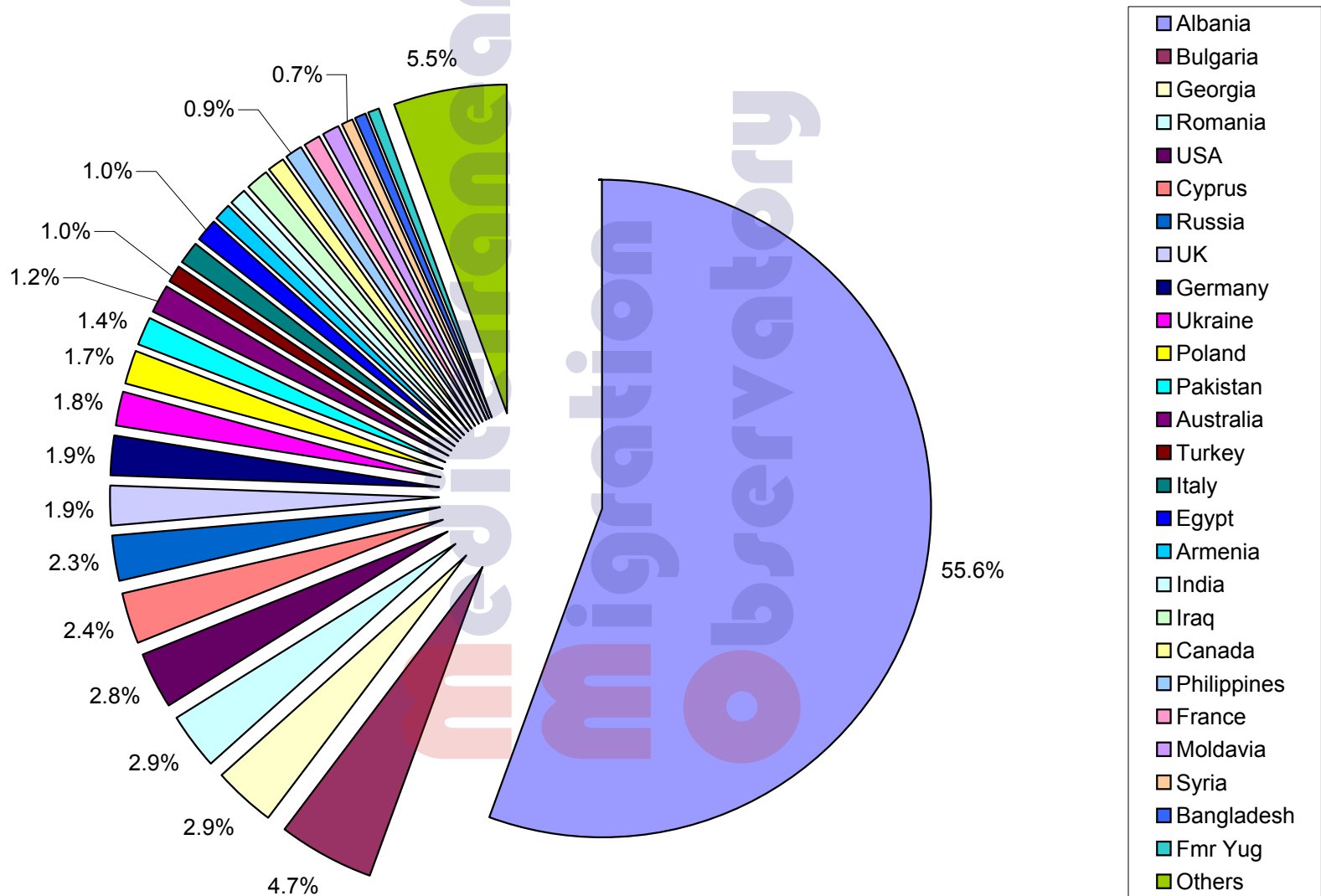


FIGURE 3: Gender balance of immigrant groups, Census 2001



TABLE 1: Usual resident population of Greece in 2001, by sex, region of citizenship and age group (from Census data)

	Age group	Total	0-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75-79	80-84	85+																							
																						Males																					
																							Country of citizenship																				
1	EUROPE	5,333,676	268,909	277,880	302,226	376,112	426,851	422,649	428,742	382,753	380,847	351,808	335,150	269,247	296,481	290,253	246,061	144,173	78,406	55,128																							
11	Parent	4,997,874	251,336	258,167	281,107	346,375	380,799	372,993	386,245	350,475	354,341	333,834	323,120	262,509	291,375	286,650	243,634	142,780	77,625	54,509																							
12	other EU	18,810	956	1,082	1,074	1,087	1,121	1,337	1,688	1,777	1,626	1,475	1,482	1,236	1,167	737	475	279	136	75	15,698																						
13	EFTA	574	46	50	56	25	28	33	30	48	34	48	42	35	35	36	16	8	4	0	422																						
14	Central Europe	292,437	16,082	17,754	18,828	26,788	40,828	45,729	38,390	28,265	22,811	14,672	9,038	4,752	3,268	2,339	1,480	701	382	330																							
																						European New Independent States																					
15	States	11,680	348	655	946	962	1,222	1,505	1,382	1,308	1,191	871	495	226	229	125	85	65	35	30																							
																						Remainder of Europe																					
16	Europe	12,301	141	172	215	875	2,853	1,052	1,007	880	844	908	973	489	407	366	371	340	224	184																							
																						EUROPE minus GREEKS																					
		335,802	17,573	19,713	21,119	29,737	46,052	49,656	42,497	32,278	26,506	17,974	12,030	6,738	5,106	3,603	2,427	1,393	781	619																							
2	ASIA	51,838	1,253	1,435	1,845	2,938	7,786	10,095	8,935	6,438	4,635	2,858	1,566	715	571	353	222	105	51	37																							
3	AMERICA	12,708	458	661	876	923	1,110	1,207	987	967	817	693	754	666	706	664	576	370	176	97																							
4	AFRICA	10,417	440	270	204	241	838	1,731	2,323	1,782	1,110	607	370	193	109	58	56	39	28	18																							
5	OCEANIA	4,193	129	193	237	249	325	443	489	351	203	148	237	266	306	265	216	74	38	24																							
		414,958	19,853	22,272	24,281	34,088	56,111	63,132	55,231	41,816	33,271	22,280	14,957	8,578	6,798	4,943	3,497	1,981	1,074	795	348,552	332,432																					
																						Females																					
																							Country of citizenship																				
1	EUROPE	5,464,251	255,945	262,225	278,182	342,431	393,732	404,770	420,991	384,352	388,565	353,442	346,042	287,216	340,117	330,356	296,807	183,566	109,201	86,311																							
11	Parent	5,174,032	239,629	244,124	259,446	320,163	361,153	366,991	386,091	355,245	363,072	334,692	333,191	280,241	334,643	326,626	293,715	181,527	108,053	85,430																							
12	other EU	28,087	946	980	939	1,175	1,480	2,328	3,613	4,165	3,327	2,438	2,091	1,603	1,216	670	476	351	158	131	25,222																						
13	EFTA	1,099	50	54	40	41	50	79	123	158	150	90	84	61	48	31	17	11	7	5	955																						
14	Central Europe	222,433	14,870	16,203	16,610	17,528	26,175	30,638	27,108	20,901	17,834	12,638	8,186	4,229	3,235	2,370	1,840	1,036	602	430																							
																						European New Independent States																					
15	States	25,537	320	706	960	1,076	2,472	4,057	3,402	3,017	3,184	2,772	1,782	666	503	190	202	135	44	49																							
																						Remainder of Europe																					
16	Europe	13,063	130	158	187	2,448	2,402	677	654	866	998	812	708	416	472	469	557	506	337	266																							
																						EUROPE minus GREEKS																					
		290,219	16,316	18,101	18,736	22,268	32,579	37,779	34,900	29,107	25,493	18,750	12,851	6,975	5,474	3,730	3,092	2,039	1,148	881																							
2	ASIA	31,379	1,092	1,363	1,645	1,921	2,639	3,480	4,115	4,039	3,695	2,853	1,787	852	774	452	328	175	88	81																							
3	AMERICA	14,548	405	576	719	854	1,119	1,533	1,632	1,508	1,293	1,019	932	664	636	559	537	309	136	117																							
4	AFRICA	5,265	398	228	215	231	594	902	863	626	378	270	177	115	69	62	61	35	22	19																							
5	OCEANIA	4,827	131	195	214	223	337	507	747	537	343	239	304	268	290	211	145	69	41	26																							
		346,238	18,342	20,463	21,529	25,497	37,268	44,201	42,257	35,817	31,202	23,131	16,051	8,874	7,243	5,014	4,163	2,627	1,435	1,124	285,904	259,727																					
																						SOURCE: National Statistical Service of Greece																					
																							M + F																				

with Bulgaria, Romania and Poland) dominates all age brackets – even the 85+ group. Table 1 is also able to show us how many non-EU immigrants are over 18 by 2004, and thus require residence permits. The calculations are shown on the right, yielding 592.159 persons aged 15+ in 2001 who need residence permits.

Location in Greece

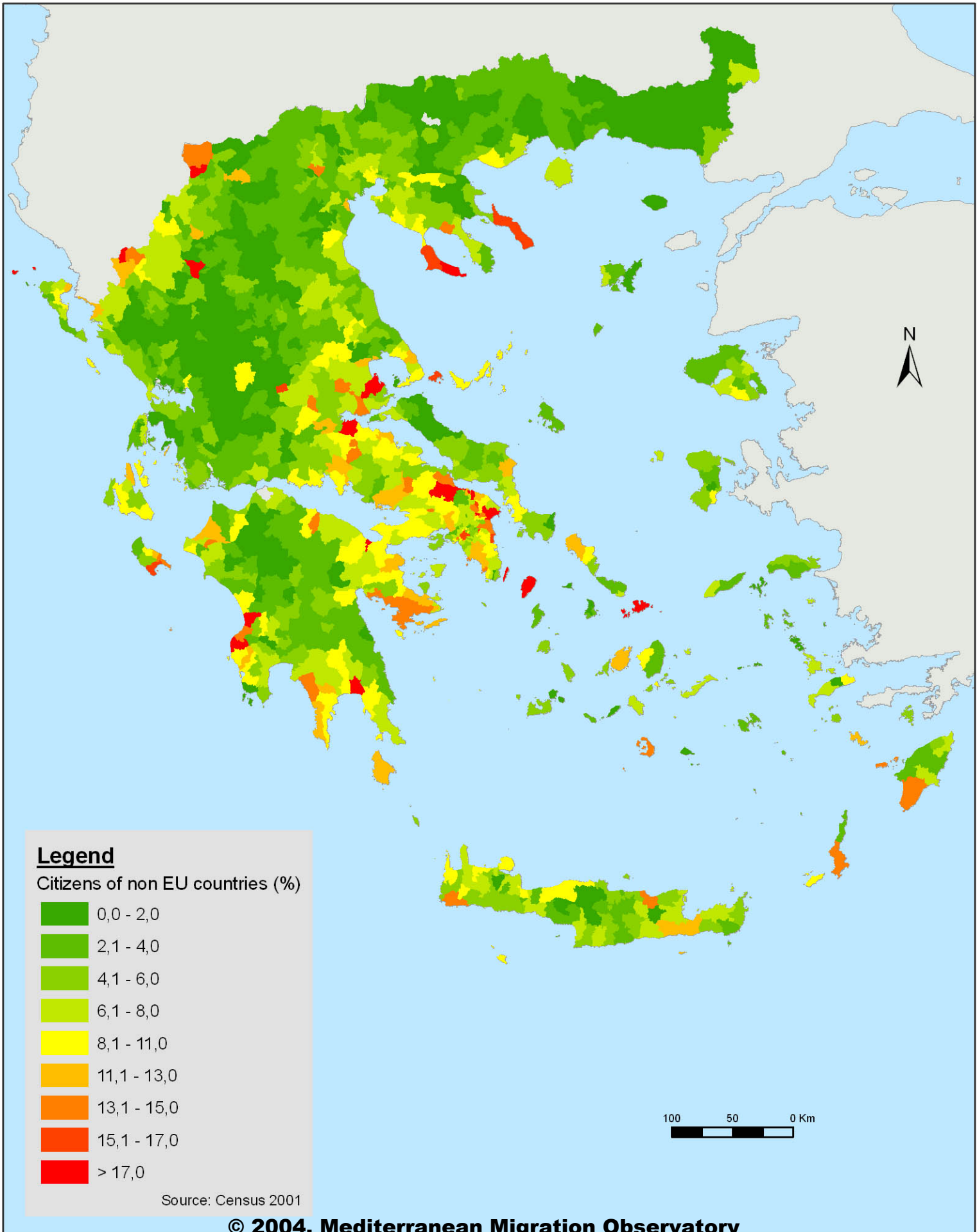
For the first time, detailed accounts of the location of immigrants in Greece have become available from the Statistical Service. **Maps 1 and 2** show these by municipality level, revealing a wide range of immigrant population densities going from 0% to 25%. Looking at non-EU population densities, the highest (13-25%) seem to be generally on islands (Mikonos, Kea, Skiathos, Zakynthos), in Attika and close to Athens, or the northwestern Greek border. The lowest (0-1,7%) are in the northeast of Greece, around Alexandroupoli and also a few economically disadvantaged regions of the country. **Maps 3 and 4** show the non-EU and EU immigrant population ratios for the Attika region, one of the most important for immigrant location in Greece.

The greatest cluster of non-EU immigrant population is in the Municipality of Athens – some 132.000 immigrants, at 17% of local population. Thessaloniki is the second largest cluster, with 27.000 – but reaching only 7% of local population. After this, the predominant areas of location are the Athens environs. Islands also show large numbers of immigrants, particularly on Kriti, Rodos, Kerkyra and Zakynthos.

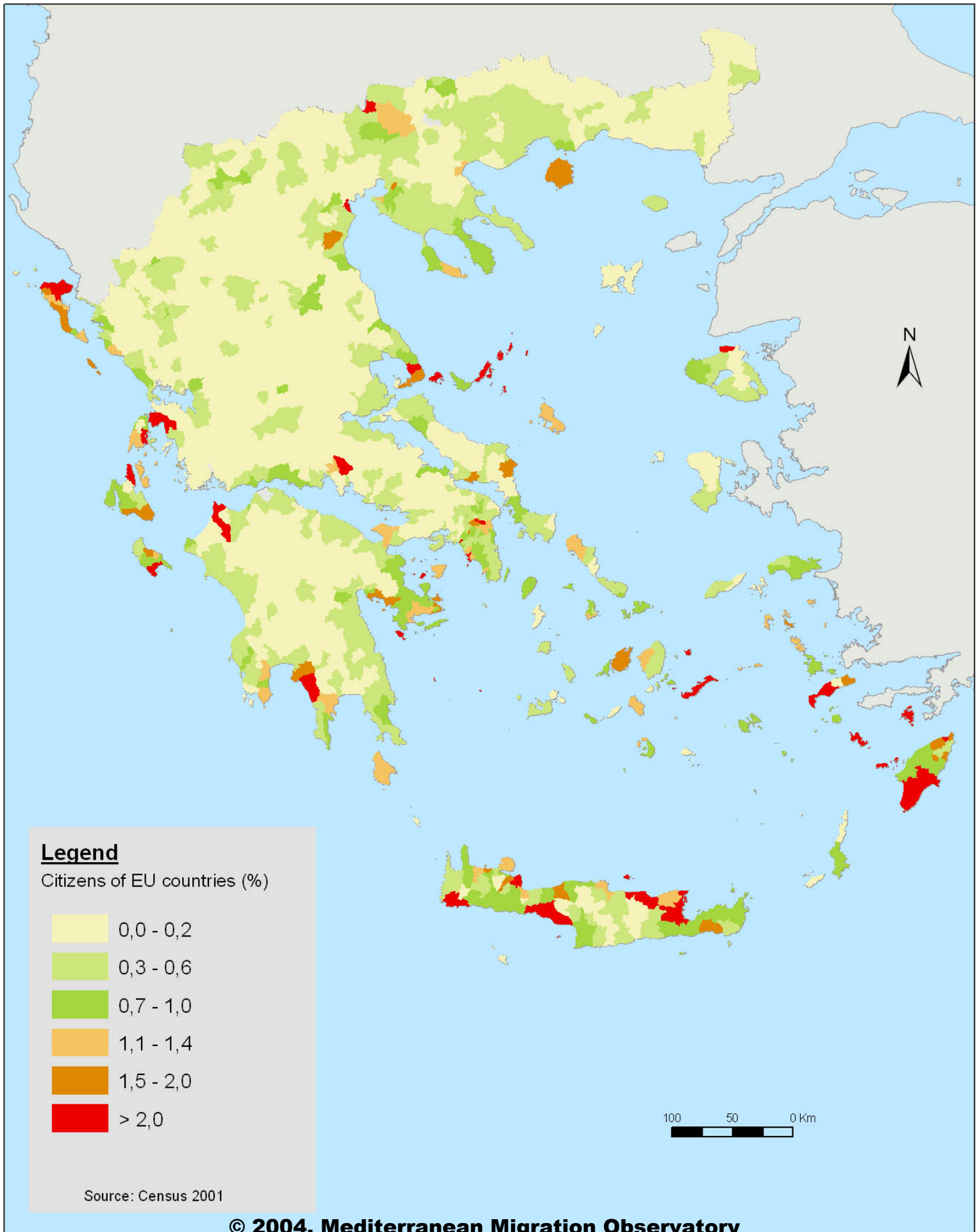
EU migrant population ratios are low, although reaching 6,4% in the island of Alonissos, and tend to be in the richer suburbs of Athens and many Greek islands (South Rodos and Lindos, Symi, Amorgos, Skiathos, Spetses). EU migrant clusters are in Athens, followed by Thessaloniki, and again focused on islands (Rodos, Kerkyra, Kos) and richer suburbs of Athens such as Glyfada, Kifissia, Voula.

Looking at major population centres in Greece, it is apparent that these attract both EU and non-EU immigrants; however, the population density of immigrants varies with a clear geographical pattern. Northern Greece, even where there are quite large numbers of immigrants, has a low concentration (e.g. around 1-3% in Serres, Drama, Komotini,

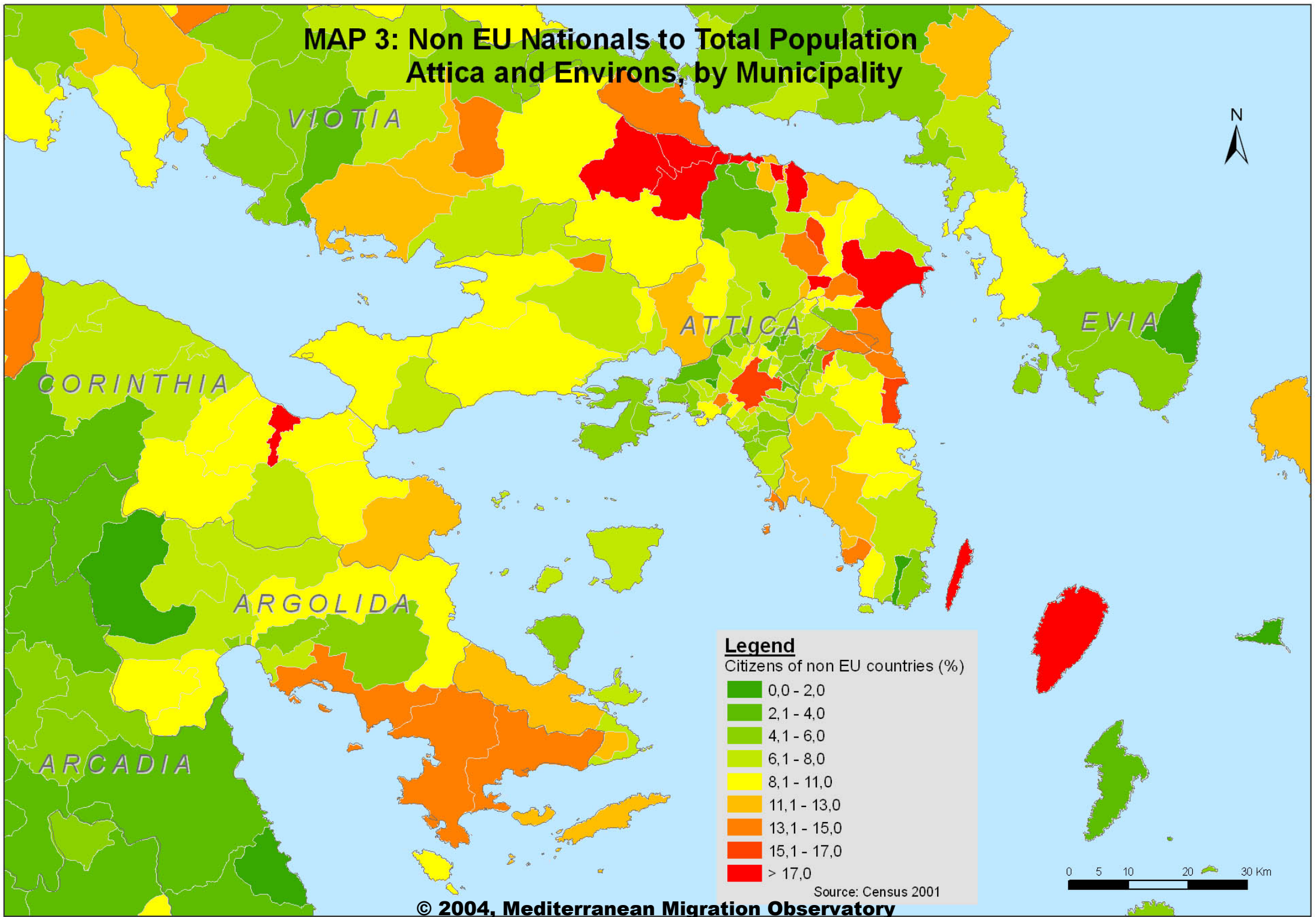
MAP 1: Immigrants to Total Population Ratios by Municipality (Non EU Nationals)



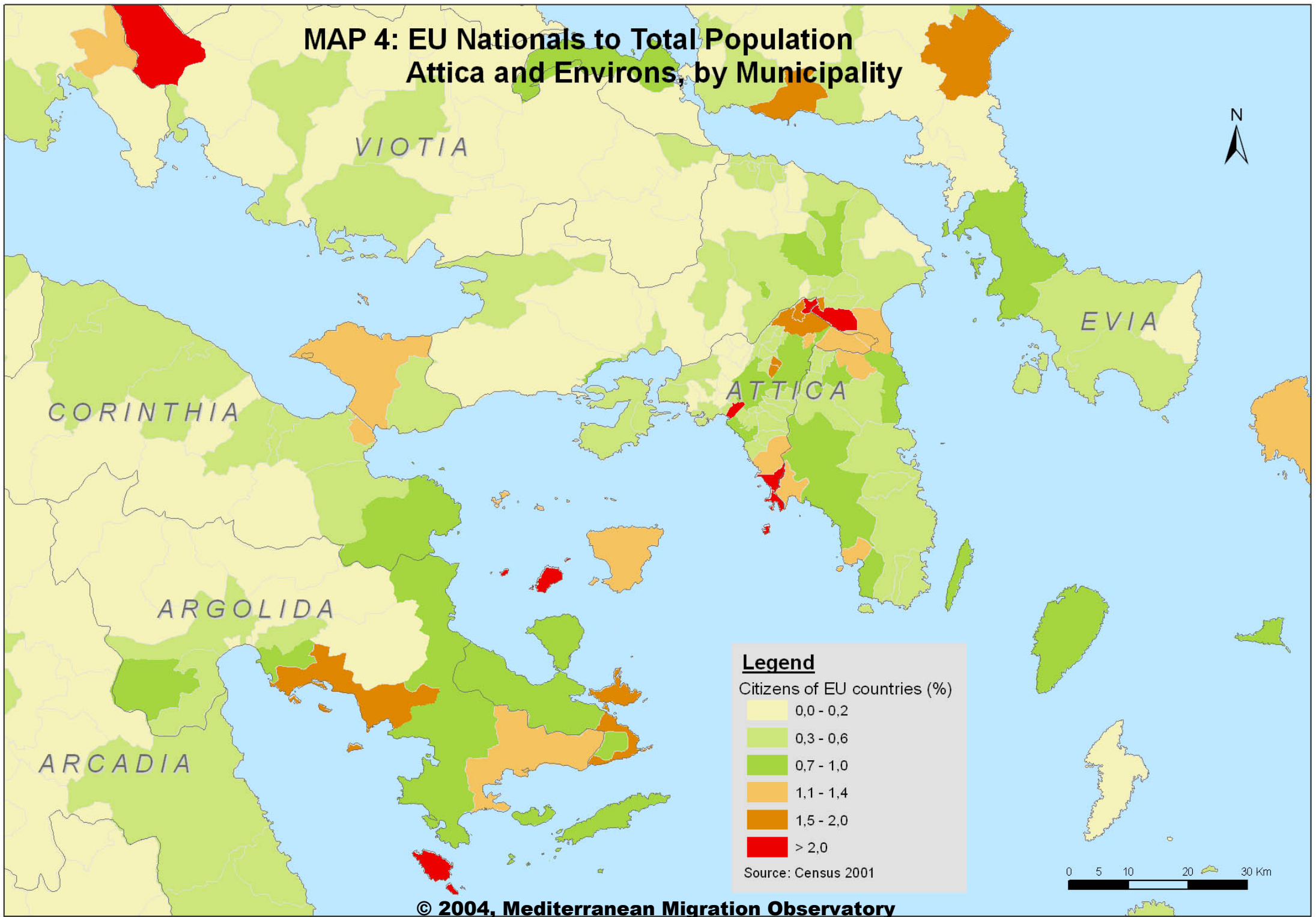
MAP 2: Immigrants to Total Population Ratios by Municipality (EU Nationals)



MAP 3: Non EU Nationals to Total Population Attica and Environs, by Municipality



MAP 4: EU Nationals to Total Population Attica and Environs, by Municipality



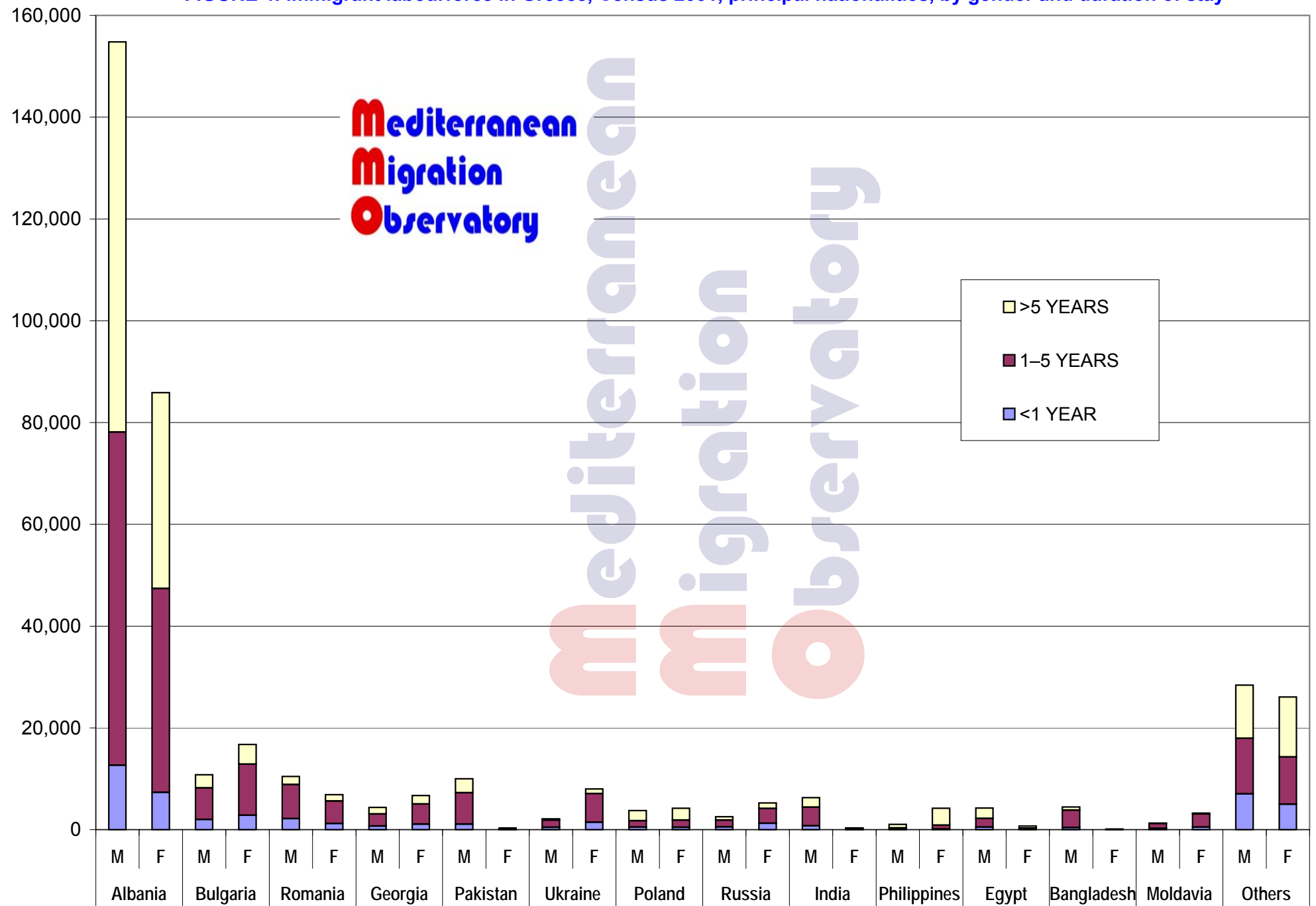
Alexandroupoli), with even Thessaloniki at only 7%. Attika and some island regions (e.g. Chania, Rodos) have around 8%, with central Athens at 17%.

Length of residence in Greece

Given the absence of any official data on this point – even of documented migrants – a question in the Census asks self-declared migrant workers how long they had been resident in Greece, giving three options of: less than a year, 1-5 years, and over 5 years. **Figure 4** shows the results for the principal non-First World countries. About half of Albanian men claimed to have been in Greece for more than 5 years, and about 40% of Albanian women similarly. Migrants from the Philippines, and to some extent from Egypt and Poland, show a large proportion having resided for more than 5 years. Recent labour migrants from the Balkan and European region answered predominantly 1-5 years, as did the migrants from Pakistan, India and Bangladesh. Only Moldavians, along with Ukrainian males, had few people with residence of more than 5 years.

These results are highly consistent with known migratory patterns of the national groups, and first observations of their presence in Greece: the data, therefore, appear to be quite reliable. If most of these immigrants have remained in Greece since 2001, then the corollary is that about half the immigrant population of Greece has been here in excess of 8 years, and probably some 80% for at least 5 years.

FIGURE 4: Immigrant labourforce in Greece, Census 2001, principal nationalities, by gender and duration of stay



Characteristics of the immigrant population from residence permit data, 2003-4

The Ministry of Interior database for Residence Permit data is a dynamic one, with significantly different results being obtained according to the date of printout. In our view, this factor has not been comprehended by the Ministry and has led to incorrect data being given out by the Ministry to journalists and others. The problem is discussed in Part B in some detail, but we mention it here in order that recent data are not taken to be accurate.

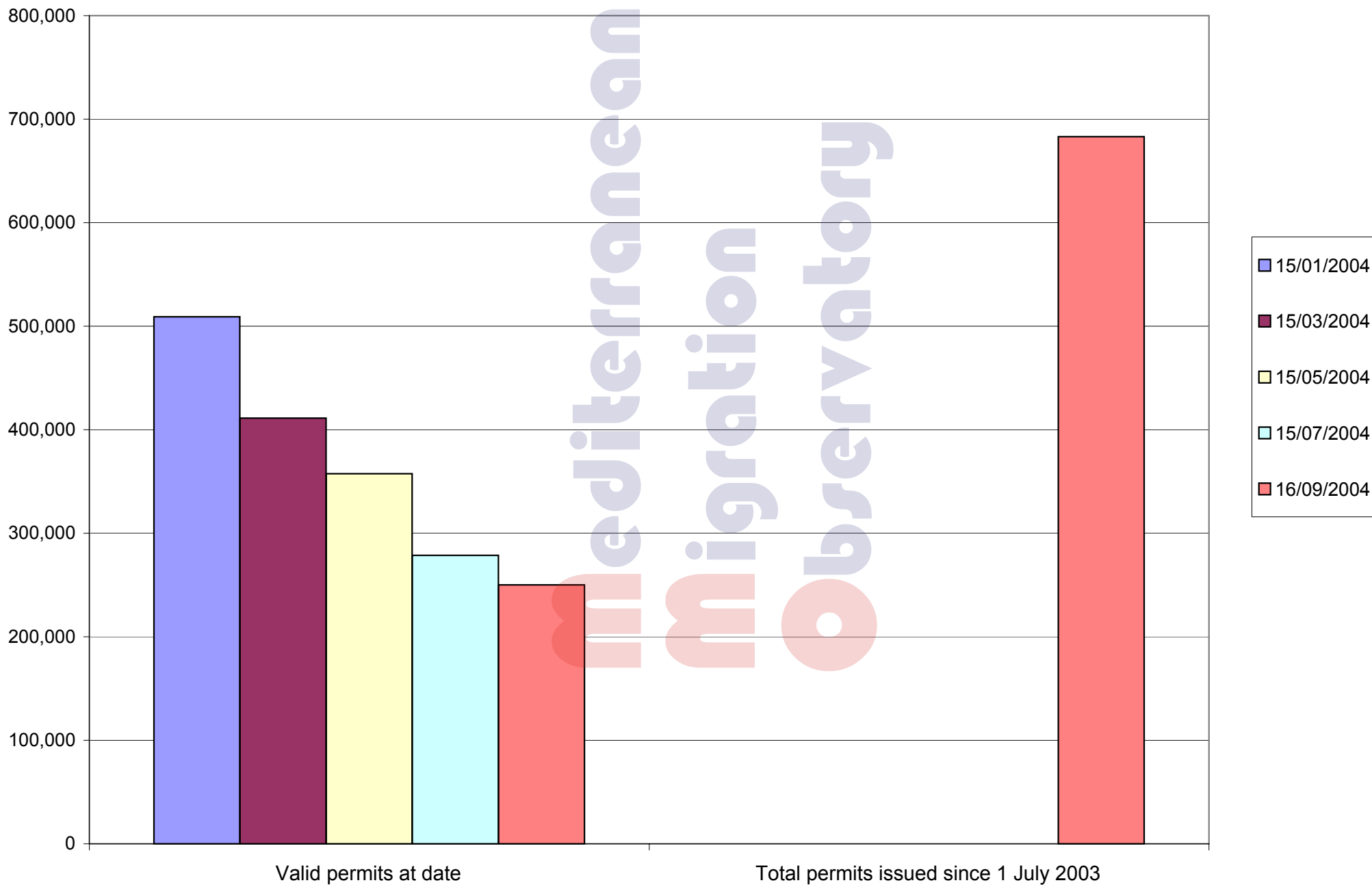
Two sorts of data have been provided to us:

- I. Valid permits by nationality and gender, at reference date
- II. Detailed listings of cumulatively issued permits [since 1 July 2003] at reference date, by nationality, gender, and permit type

Type I data have been provided, on 6 October 2004, for the reference dates 15/01/04, 15/03/04, 15/05/04, 15/07/04 and 16/09/04.

Type II data have been provided with great detail for the reference date 16 September 2004. Summary data for both types of data are displayed in **Figure 5**, which shows a cumulative total of 683.324 permits issued, and apparently a continuing decline in the number of valid permits throughout 2004 [from 509.168 in January down to 250.068 in September]. This decline we now believe to be illusory, and is *either* the result of an administrative defect in statistical collation *or* it shows the issue of expired and semi-expired permits, both rendering invalid all of the recent data. However, we are of the opinion that the *cumulative data* are useful, even though they refer to expired permits: as of 16 September 2004, there were apparently 432.932 expired permits out of the 683.324 issued. The reasons for this problem are documented in Part B and will not be discussed here: what is important, is that the cumulative data provide valid information about the permits which were issued in 2003 and early 2004.

FIGURE 5: Cumulative total and total valid residence permits, 2004



The number of legal immigrants in Greece

As should be evident from the above discussion, this number cannot be provided for recent data. It is possible that the figure for January 2004 (509.000) is reliable, but this is not assured. However, by October 2004 some 700.000 permits had been issued. This figure is higher than the Census figure of 592.159 adults requiring permits. Although children aged 14-17 not in the education system require their own permits, this does not significantly alter the fact that Greece has handed out more residence permits than appeared in the Census. The cumulative data show Albanians granted permits as numbering 432.120 – a figure also considerably above the Census figure of 344.526 persons aged 15+ in 2001.

Figure 6 shows the proportions of nationalities granted residence permits 2003-4, using the cumulative dataset. After the usual predominance of Albanians, there are Bulgarians at 66.787, Romanians at 29.108, Ukrainians at 23.008. All nationalities show a marked increase in permits compared with the Census, except for Polish [a marked reduction] and Philippino [roughly the same]. Despite increased numbers of almost all nationalities, several nationalities have altered their ranking in migrant group presence in Greece, presumably owing to recent immigrations: these include Bulgarians, Ukrainians, Georgians, Moldovans, Macedonians and Chinese. Looking at broad geographical region of origin, **Figure 7** shows the overwhelming importance of Central Europe, followed by Asia [principally, Pakistan, Georgia, India, Philippines, Bangladesh, Armenia and China]. The European New Independent States are also important, at 6,7%: these are Ukraine, Moldova and Russia.

A comparison of immigrants granted residence permits with those recorded in the Census should enable us to gain a better picture of developments. **Figure 8** shows this by region of origin, for persons aged 15+ in the Census and holders of residence permits. Clearly there are some 120.000 more persons from Central Europe, but also small recorded increases for the European New Independent States, Asia and North Africa.

FIGURE 6: Principal nationalities of residence permit holders in Greece, 2003-4

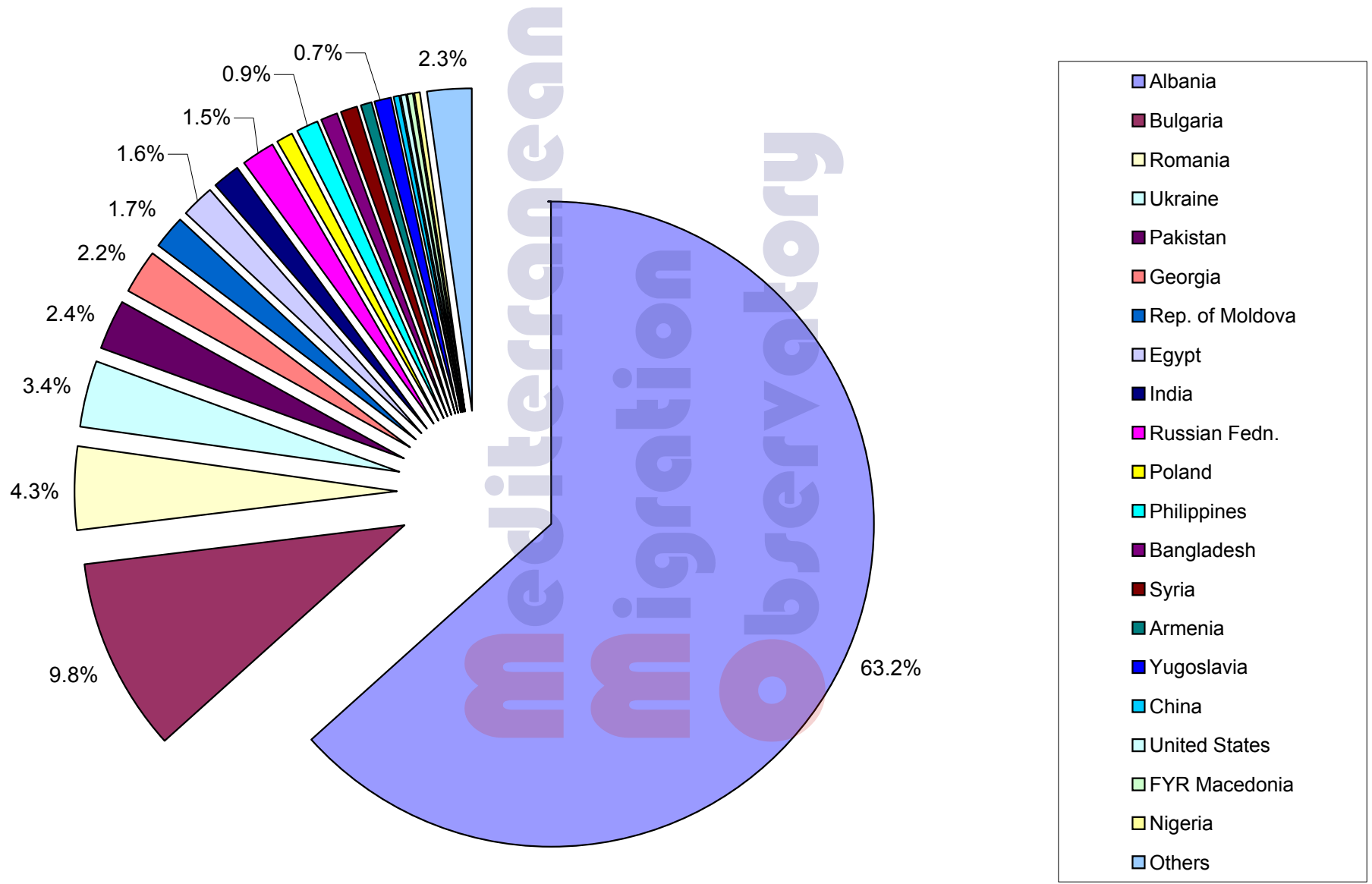


FIGURE 7: Region of origin of residence permit holders in Greece, 2003-4

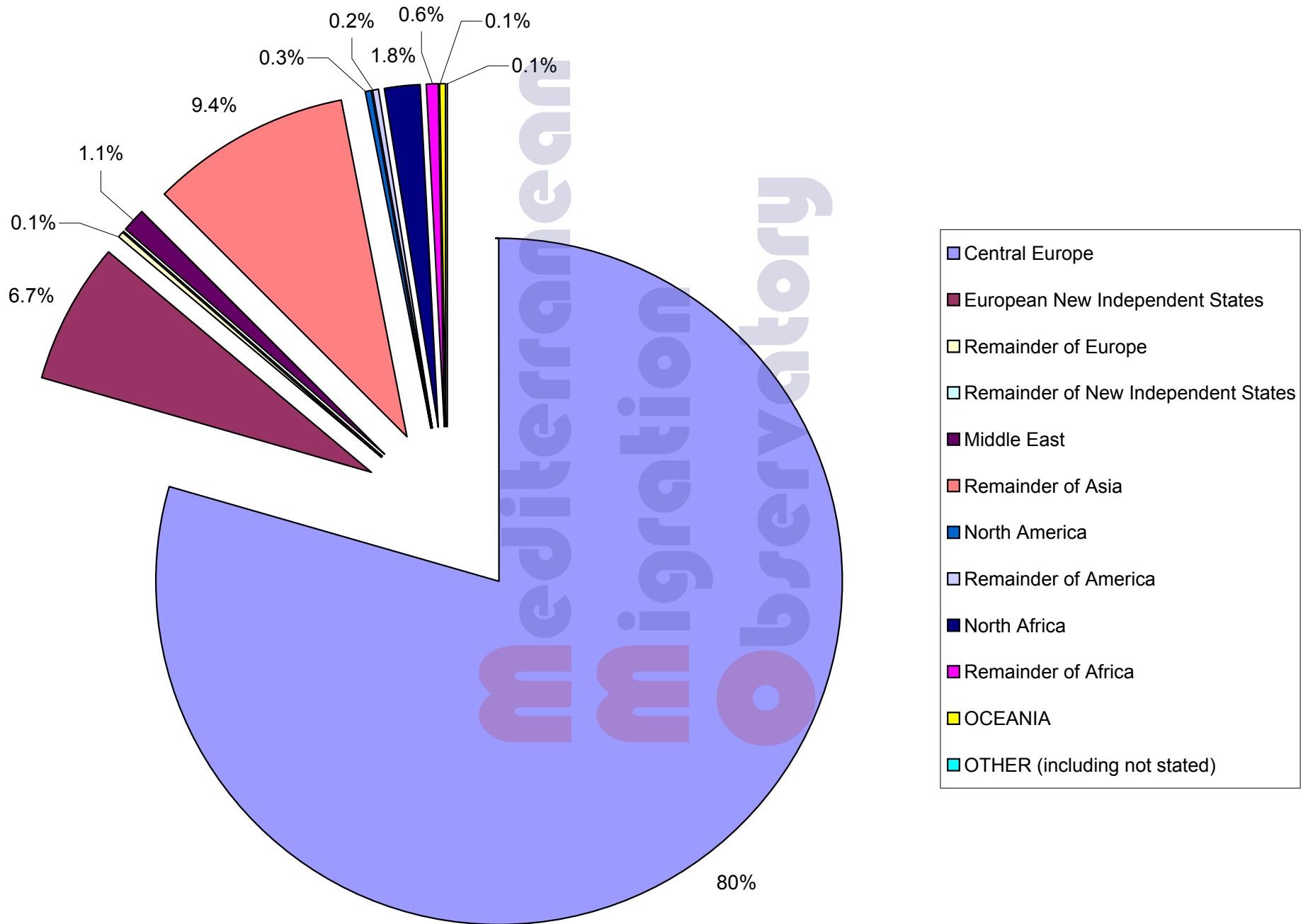
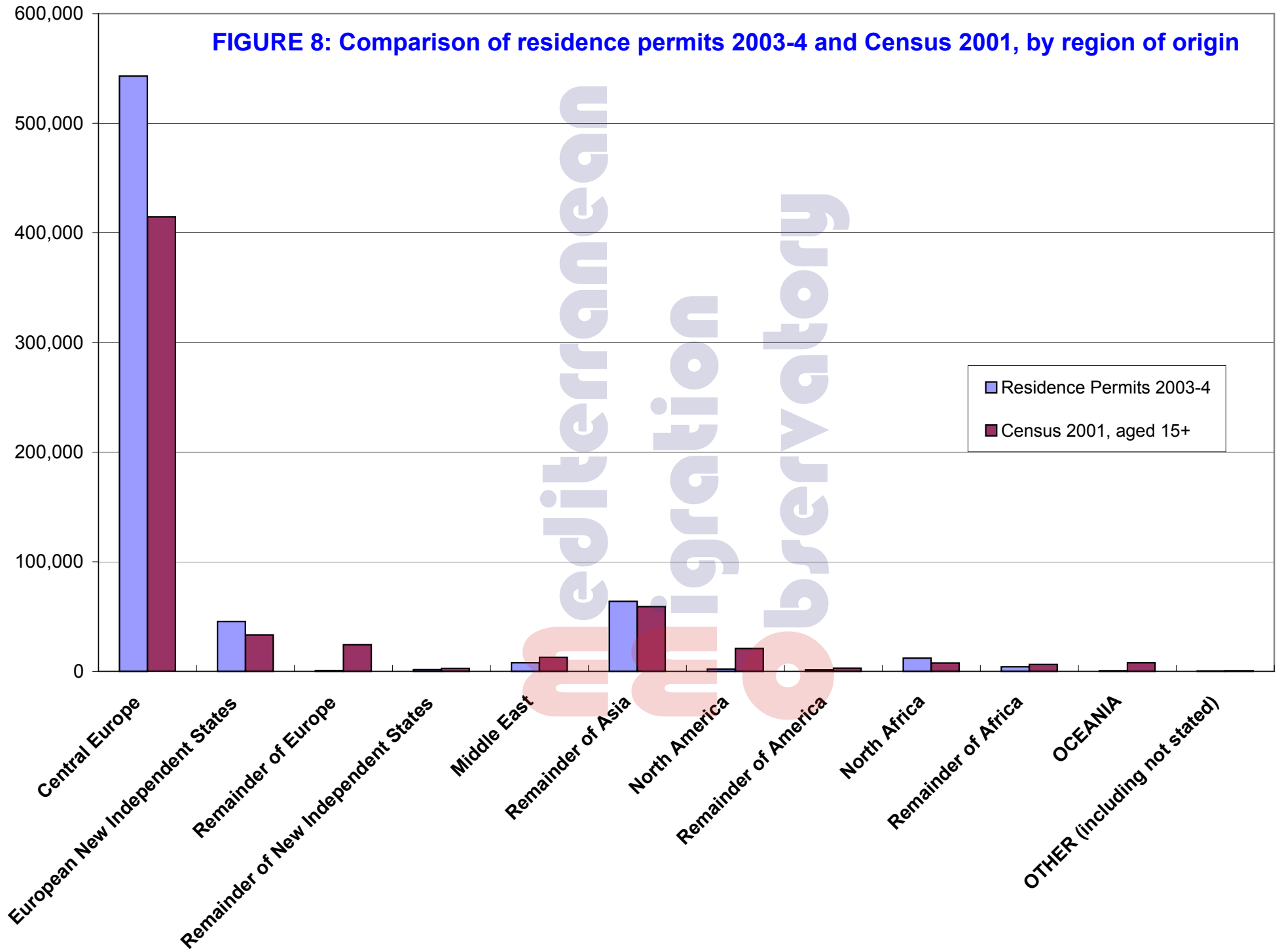


FIGURE 8: Comparison of residence permits 2003-4 and Census 2001, by region of origin



Gender balance of immigrant groups

Given the distinct characteristics of national groups' gender ratios, this should be a matter of some interest. **Figure 9** shows the gender balances for the principal nationalities. There are some surprises here. Although Pakistan, Bangladesh and Syria show the expected male predominance, several countries have worsened in comparison with the Census data (see Figure 3). In particular, Syria shows 90% male, Egypt over 90%, Romania now over 60%, and Albania up from 58% to 76%. This trend suggests increased use of heavy male labour, and is consistent with extensive construction work over the last two years, for the Olympic Games. The gender imbalances for nationalities with female bias have also deteriorated, according to these data: migrants from the Philippines, Ukraine and Russia are now over 80% female [in Census data, 60-75%]. It is likely that this also can be explained by the emphasis on employment for legal status in Greece, which as well as attracting new labour migration may be leaving others (who are without stable work) as illegal residents.

Reasons for award of permits

For the first time, it is now possible to provide what are usual statistical data in other countries! Using the cumulative permit dataset, we have calculated by broad category the legal reason for granting the residence permit. **Figure 10** shows this diagrammatically, and also with absolutes. The principal reason for award of residence permits is dependent employment, at 68% of the total. Following this, roughly equal at 12% each, are family reunification and self-employment. Spouses of EU [presumably, mainly Greek] nationals follow at 2,7%, along with seasonal workers [from Bulgaria, Albania and Egypt] at 2,4%. The remaining categories are rather small numbers, apart from a composite category of "Others", which includes more than 10 diverse and specialised types.

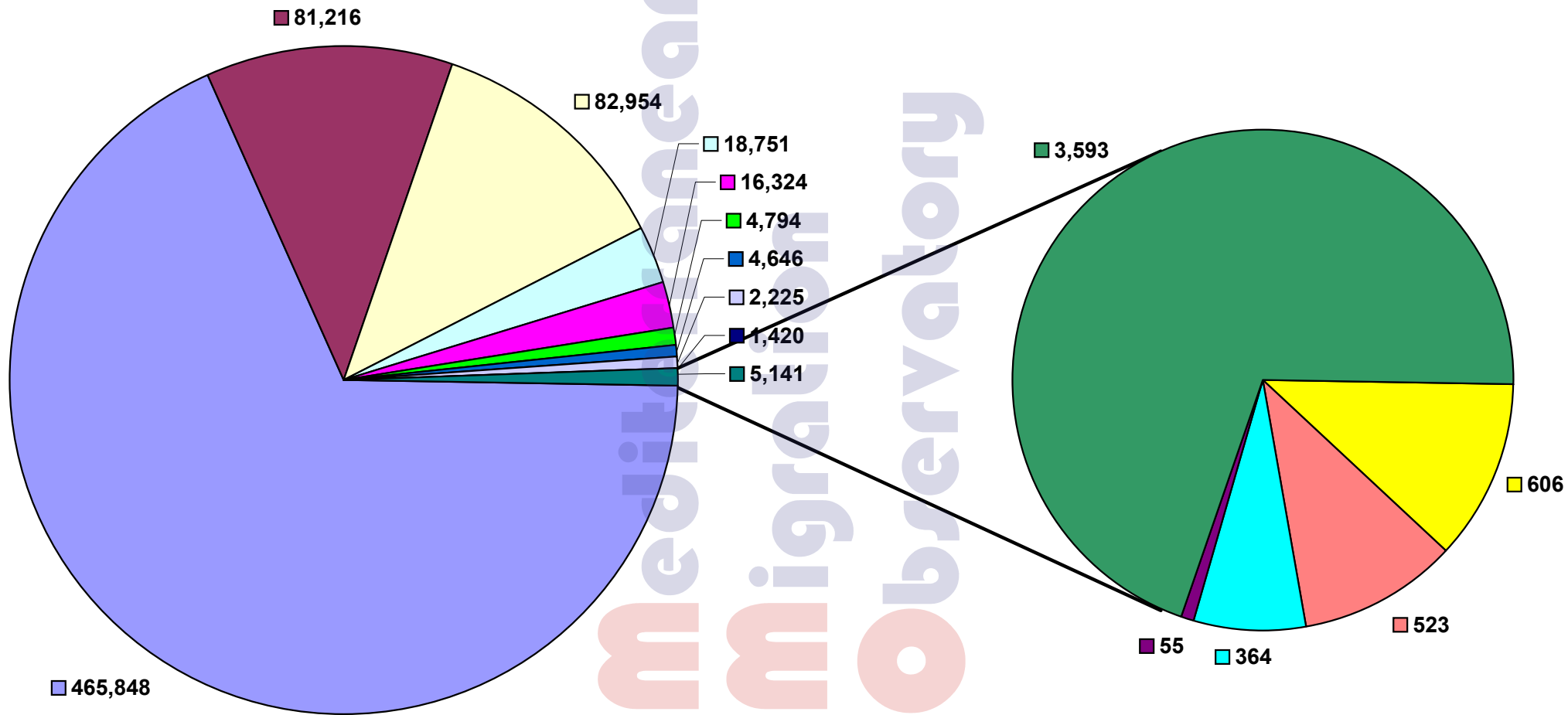
Looking at the categories of permits awarded by geographical region of origin of the immigrant, some very interesting patterns emerge. **Figure 11** shows for the 10 regions of the world* the proportions of 14 different permit types awarded. Five regions of the world have 80% or more of permits awarded for work: these are Central Europe, European New Independent States, Asia, North Africa and Remainder of Africa.

* see the Glossary, Page 23, for a list of all countries by geographical region

FIGURE 9: Gender balance of major immigrant groups with residence permits, 2003-4



FIGURE 10: Reasons for award of residence permits in Greece, 2003/4



- | | | |
|--------------------------------|------------------------|------------------------|
| ■ employment | ■ family reunification | ■ self-employment |
| ■ spouse of EU national | ■ seasonal worker | ■ widows/children = 18 |
| ■ study | ■ company executive | ■ parent of Greek |
| ■ family member of EU national | ■ spouse of homogeneis | ■ indefinite duration |
| ■ >6-year residence | ■ Other | |

However, within this group there are differences regarding the remaining 20% or so of permits: Central Europe [mainly Albania] has very high family reunification, whereas European New Independent States has a mix of family reunification and marriage to EU nationals, Asia has higher work dependency but a similar mix of the remainder to European New Independent States, North Africa has high seasonal work [Egypt] with some family reunification and marriage to EU nationals, and Africa has low family reunification and higher study and marriage to EU nationals.

A second category consists of the Middle East, with 70% work, and a mix of family reunification, study, marriage to EU nationals, and company executives.

The Remainder of New Independent States is a distinct third type, with 55% employment, low family reunification and high marriage to EU nationals [30%] along with 5% as parents of Greeks.

South America can be classed as a fourth category, with only 25% employment related, 40% spouses of EU nationals, and nearly 10% parents of Greeks.

The fifth type consists of North America and Oceania [countries with high numbers of *homogeneis*] where employment permits are below 10%, marriage to EU nationals high at 25-40%, and very high “Others” category permits. These latter are principally “public interest”, whose definition we are not currently aware of.

Specific reasons for stay in Greece, other than employment

As we have seen in Figure 10, the vast majority of permits (80%) are awarded for employment reasons. Given the very different patterns observed above (by region of origin) for residence in Greece, it is useful to look at some specific smaller categories.

Table 2 shows principal nationalities for reasons of family reunion, study, business (company executives) and marriage to an EU national.

Family reunion is dominated by Albanians at 80% of the total – well above their recorded presence in the immigrant population of Greece. Residence for study purposes, although with Albanians as the leading nationality at only 17%, is much more diverse. Other

TABLE 2: Some specific reasons for stay in Greece according to residence permit data 2003-4, principal nationalities

Family reunion	N	%	Study	N	%	Company Executives	N	%	Spouses of EU nationals	M+F	%	Males	N	Females	N
Albania	66,563	82.0	Albania	827	17.8	Philippines	394	17.7	Albania	3,143	16.8	Albania	633	Albania	2,510
Bulgaria	4,189	5.2	Bulgaria	473	10.2	FR Yugoslavia	230	10.3	Bulgaria	2,059	11.0	Georgia	412	Bulgaria	1,942
Romania	1,690	2.1	Romania	311	6.7	Lebanon	196	8.8	Russia	1,796	9.6	Egypt	365	Ukraine	1,597
Ukraine	1,399	1.7	China	266	5.7	India	189	8.5	Ukraine	1,699	9.1	Russia	274	Russia	1,522
Georgia	915	1.1	FR Yugoslavia	223	4.8	USA	131	5.9	Romania	1,323	7.1	USA	263	Romania	1,222
Russia	862	1.1	Syria	195	4.2	Russia	121	5.4	Georgia	1,164	6.2	Armenia	193	Georgia	752
Rep. of Moldova	700	0.9	Jordan	187	4.0	Ukraine	106	4.8	Poland	820	4.4	Syria	156	Poland	726
India	620	0.8	Ukraine	180	3.9	Jordan	89	4.0	USA	695	3.7	Turkey	149	Rep. of Moldova	557
Egypt	608	0.7	Armenia	178	3.8	Bulgaria	65	2.9	Rep. of Moldova	564	3.0	Pakistan	139	FR Yugoslavia	437
Poland	564	0.7	Russia	160	3.4	Sri Lanka	59	2.7	Armenia	560	3.0	Bulgaria	117	USA	432
FR Yugoslavia	537	0.7	FYR Macedonia	146	3.1	Bosnia-H.	57	2.6	FR Yugoslavia	538	2.9	India	108	Armenia	367
Armenia	408	0.5	Georgia	145	3.1	Egypt	53	2.4	Egypt	440	2.3	Ukraine	102	Kazakhstan	199
Syria	407	0.5	Palestine	122	2.6	Japan	50	2.2	Turkey	286	1.5	Romania	101	FYR Macedonia	192
Others	1,754	2.2	Others	1,233	26.5	China	48	2.2	Kazakhstan	284	1.5	FR Yugoslavia	101	Uzbekistan	164
TOTAL	81,216		TOTAL	4,646		Iraq	47	2.1	FYR Macedonia	237	1.3	Others	946	Philippines	147
						Others	390	17.5	Syria	206	1.1	TOTAL	4,059	Turkey	136
						TOTAL	2,225		Uzbekistan	203	1.1			Brazil	132
									Others	2,734	14.6			Czech Rep.	129
									TOTAL	18,751				Dominican Rep.	111
														Slovakia	101
														Others	1,317
														TOTAL	14,692

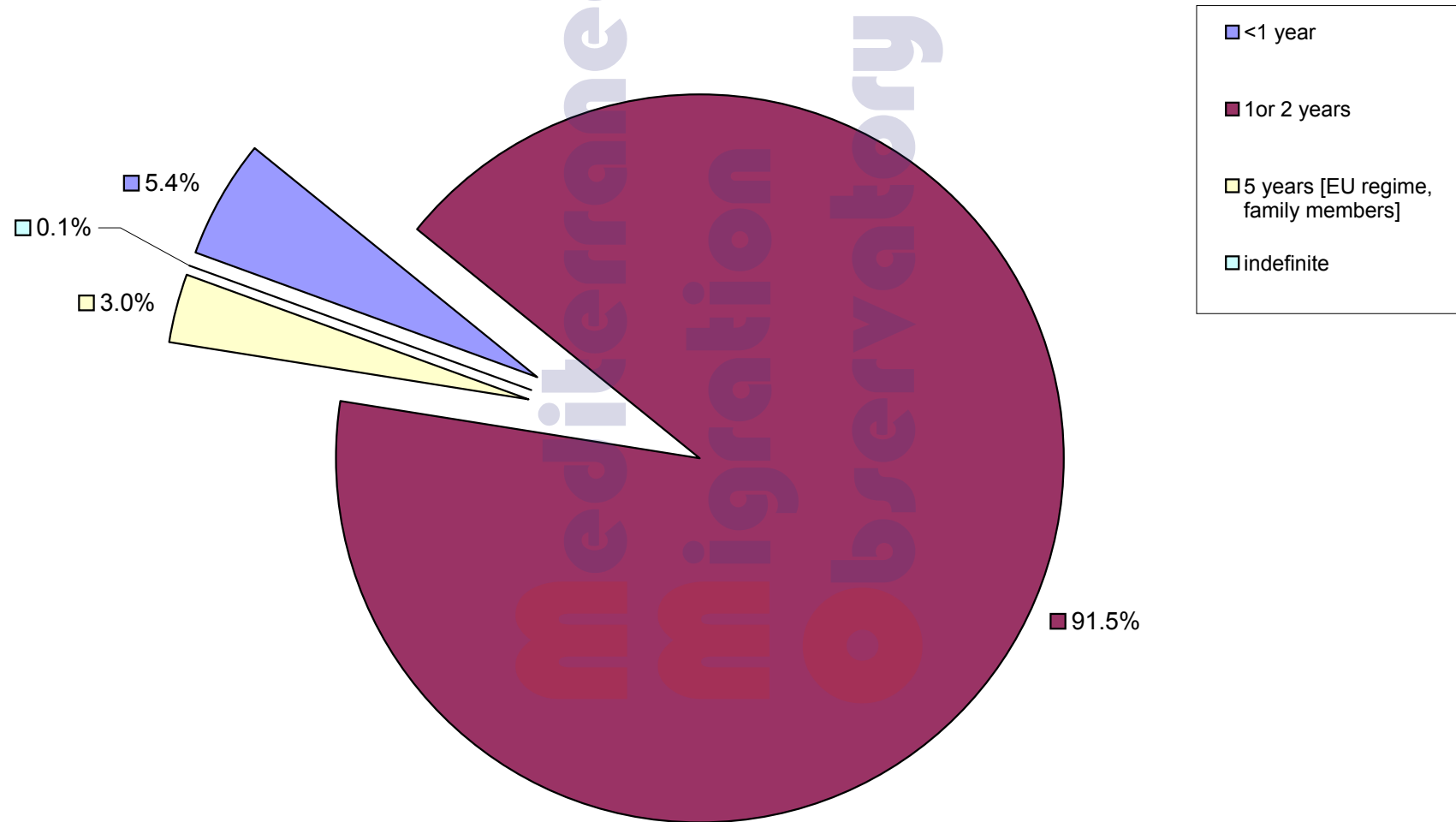
Balkan countries are proportionately present, but Chinese, Yugoslavs, Syrians and Jordanians are over-represented, as are Palestinians. Not evident in the Table is the large presence of African students, but with small numbers from each country. Company Executives show a remarkable mix of businesspeople from less developed countries, with the Philippines taking 18% of such permits, and apart from Yugoslavia an under-representation of Balkan countries.

Finally, spouses of EU nationals is an interesting category, as it implies some measure of integration of different ethnic groups into Greek society. Albanians are under-represented, at 17%, while Bulgarians are proportionately represented. The other principal nationalities are significantly over-represented: Russians (10%), Ukrainians (9%), Romanians (7%) and Georgians (6%). These latter compare with proportions of 2,2% to 4,3% of total permits. Looking at gender differences, the Table shows that it is women from Albania, Bulgaria, Ukraine, Russia and Romania who have married Greek men. The much smaller numbers of foreign men who have married Greek women are Albanians, Georgians, Egyptians, Russians and Americans, although with quite a few over-representations of other nationalities, such as Armenian, Syrian, Turkish. Marriage of Pakistani and Indian men to Greeks is with very small numbers, compared to their presence in Greece.

Duration of residence permits

As noted previously, these data have never been available before. With some difficulty, it has been possible to calculate the duration of the permits from the permit reasons, although we are not able to distinguish between one and two year permits. **Figure 12** gives a breakdown of permit durations. 92% are for one or two years; 5,4% are for less than one year – these are seasonal workers [6-9 months] and temporary family reunification permits [3 months]. 3% of permit holders benefit from the EU regime for EU family members, with 5-year permits; and only 0,1% have indefinite permits.

FIGURE 12: Duration of residence permits issued, Greece 2003/4



Immigrants in the Greek Labour Market

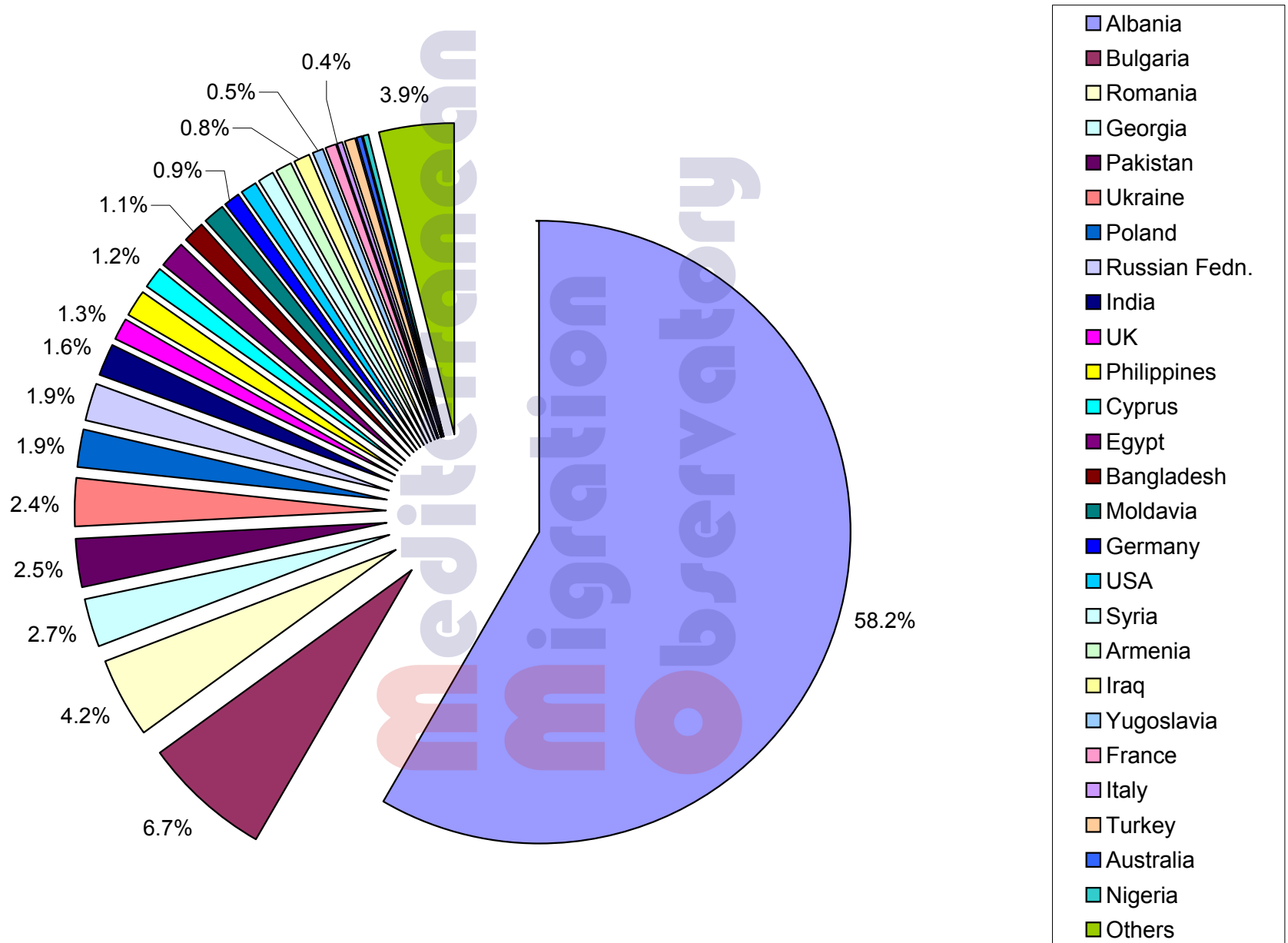
Despite the earlier legalisations of immigrants, in particular the Green Cards which required employment contracts and social insurance registration, almost nothing about immigrant employment is known from official records prior to the 2001 Census. The only three reliable and comprehensive sources of information, as of late 2004, consist of the Census, residence permit data and IKA data. There is absolutely nothing available from the Ministry of Labour – the responsible ministry for managing three legalisations and currently for work permit awards in Greece.

The geographical distribution of non-EU immigrants in Greece follows, with some exceptions, the general pattern of other countries: immigrants go to where there is work available, which tend to be the economically developed regions. Therefore, immigrant concentrations [as shown in Maps 1 and 3] are in Attika and tourist areas, such as islands. The principal exception is the border region with Albania, where some areas have large numbers of Albanians: the exact nature of their employment is not known from official data.

The Census revealed some 413.000 immigrants who declared that they had come to Greece to work: **Figure 13** shows the distribution by nationality, including EU citizens. Albanians constitute the vast majority at 240.000 persons (58%), followed by Bulgarians at 28.000 and Romanians at 17.000. Comparing the self-declared foreign workforce with the total foreign population of the Census [Figure 2], one can see that certain nationalities are over-represented in the labour force. In fact, this group consists of most non-EU or non-Greek immigrants – namely, Albania, Bulgaria, Romania, Pakistan, Ukraine, Poland, India. Thus, the participation rate of these nationalities is considerably higher than that of Greeks and even EU migrants. Among the principal immigrant groups, only Georgia shows a lowish participation rate: whereas Georgians constitute 2,9% of the immigrant population [as do Romanians], they are only 2,7% of the workforce compared with Romanians' 4,2%.

Gender balances tend to follow the pattern of the national group [shown in Figure 3 from the Census, and Figure 9 for residence permits]. This is important, because

FIGURE 13: Self-declared migrant workers, Census 2001 [N=413,241]



immigrants in Greece follow very stereotypical and rigid employment possibilities – determined by nationality and gender. Thus, the labour market is highly segmented and non-competitive.

Looking from Census data at male immigrants' main occupations, **Figure 14** shows the primacy of Albanian men in the immigrant labour market. Up until 2001, the principal employment has been in building construction, followed by agriculture, industry and tourism. **Figure 15** gives percentage breakdowns of occupation by nationality. The very different characteristics of each national group are clearly visible: Bulgarians and Indians with a very high presence in agriculture [although of different types]; Bangladeshi and Pakistanis are specialised in industry; Polish, Georgians and to a lesser extent Albanians tend to work in construction. With different national emphases, and different specific niches in the labour market, non-EU immigrant male employment is concentrated in construction, agriculture and industry – although with some presence also in tourism.

Female employment is shown in **Figure 16** – again, with a massive presence of Albanians, but this time a more significant presence of other nationalities such as Bulgarian, Ukrainian, Georgian, Romanian, Russian and Filipina. **Figure 17** gives percentage breakdowns, with the category of “Other” dominating all but one national group. This we suppose to be live-in housekeeping and cleaning, not specifically identified in the Census questions: it constitutes more than 50% of employment for all migrant women other than Romanian. The latter have a large presence in agriculture, as do Bulgarians, but also in tourism.

Immigrants' insurance with IKA

It will be recalled that around 70% of residence permits have been awarded for dependent employment, with self-employment at only 12%. This means that the principal social insurance agency for employees – IKA – should be able to provide important information on the activities of the vast majority of immigrant workers. The latest IKA data contain more detail than previously on employment by sector: **Figure 18** shows this for 60 sectors, with Greek and non-Greek employment. In only one sector – housekeeping – do immigrants outnumber Greeks, but the actual figure is very low at 25.000 total. The other major area (as shown also by the Census data) is building

FIGURE 14: Male immigrant occupations, Census 2001 - absolutes

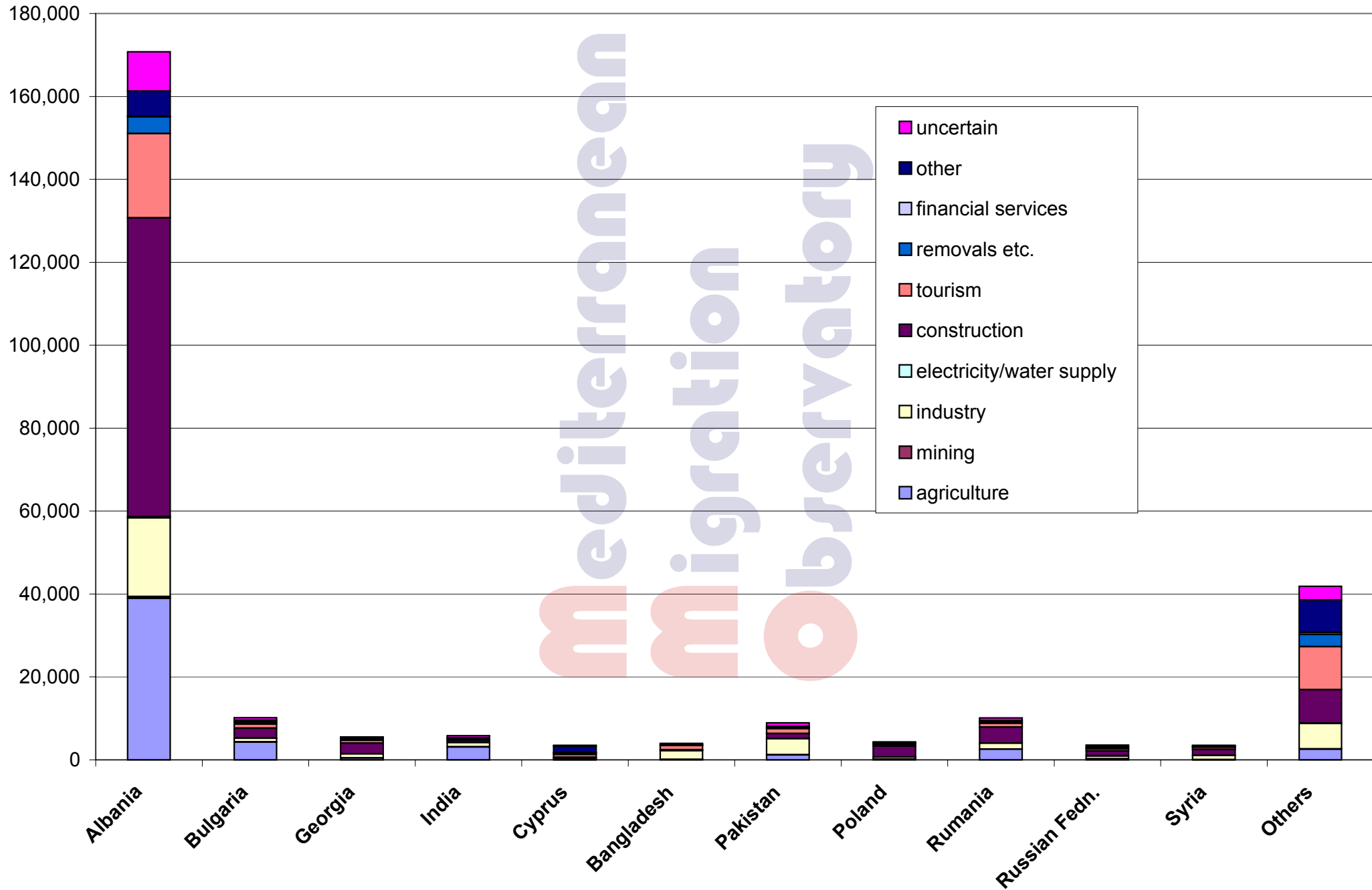


FIGURE 15: Male immigrant occupations, Census 2001 - percentages

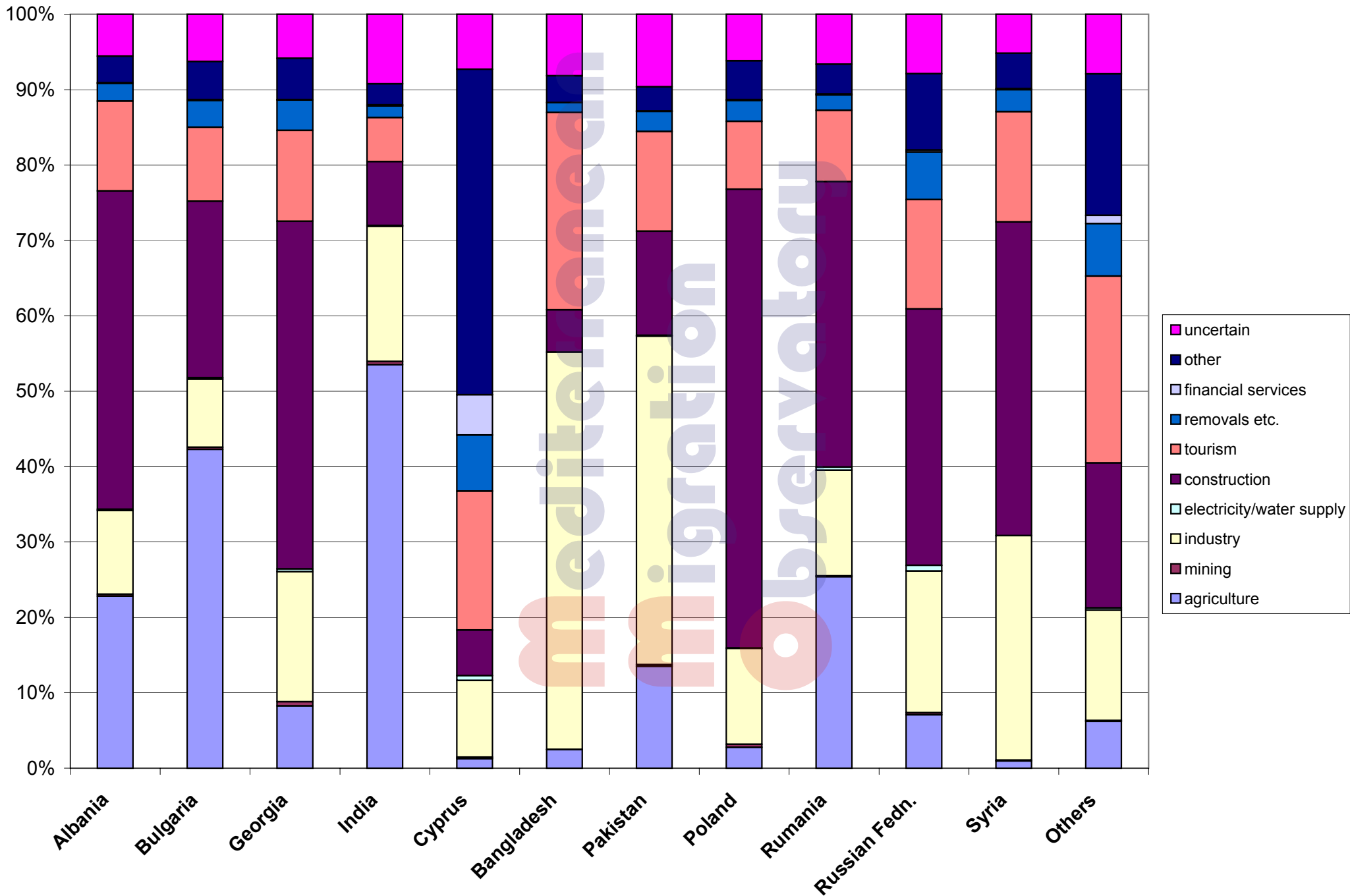


FIGURE 16: Female immigrant occupations, Census 2001 - absolutes

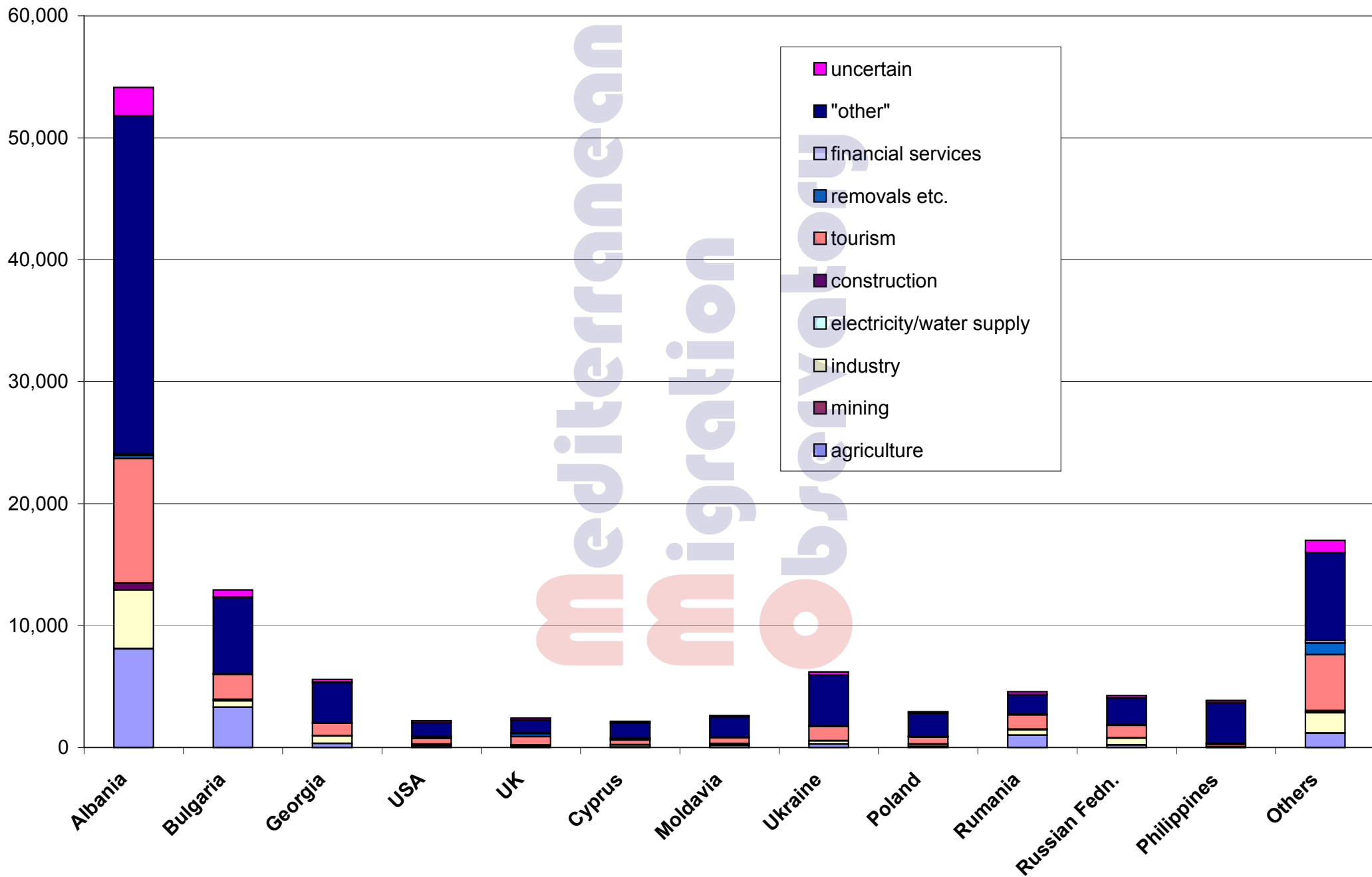


FIGURE 17: Female immigrant occupations, Census 2001 - percentages

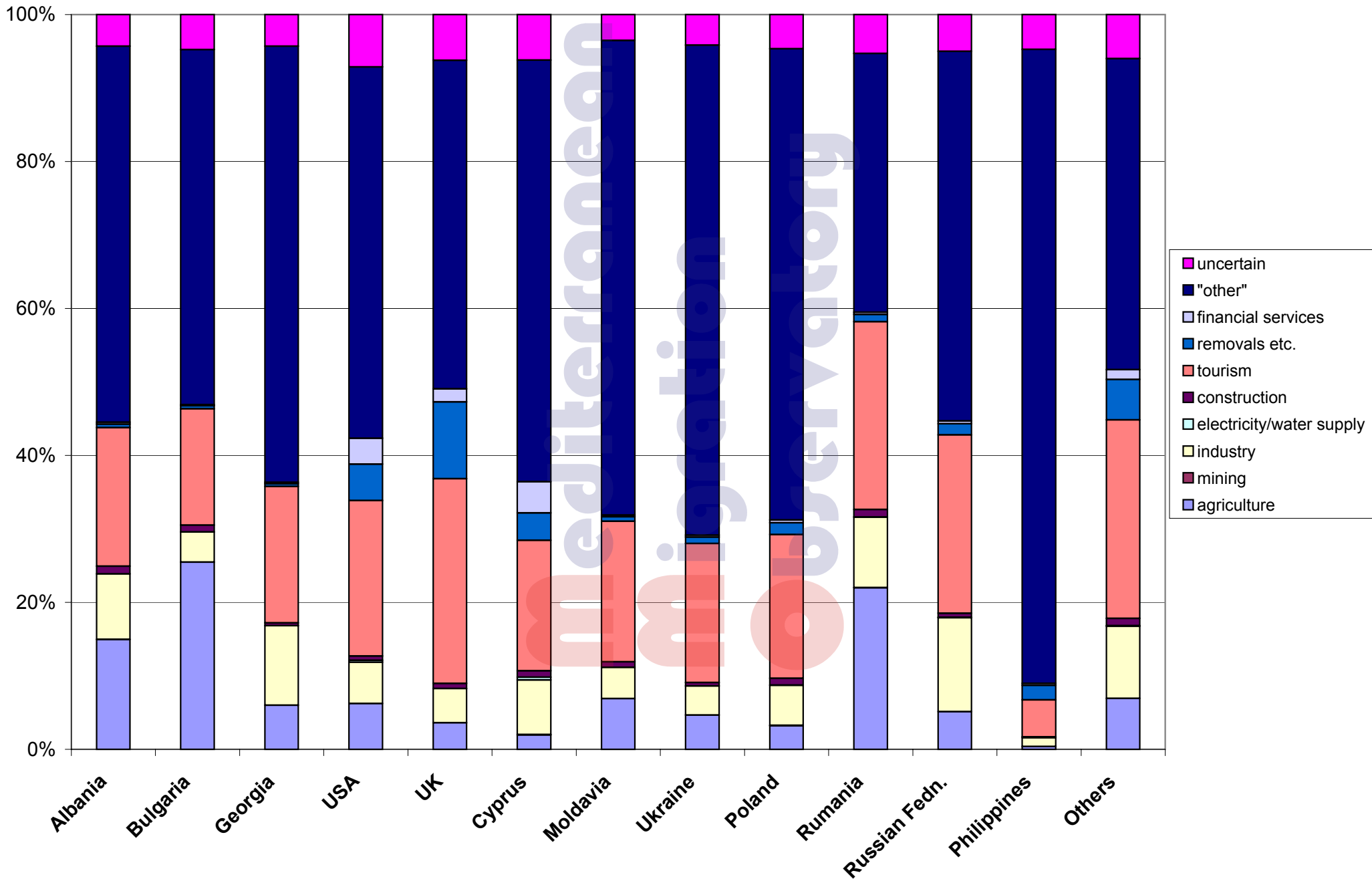
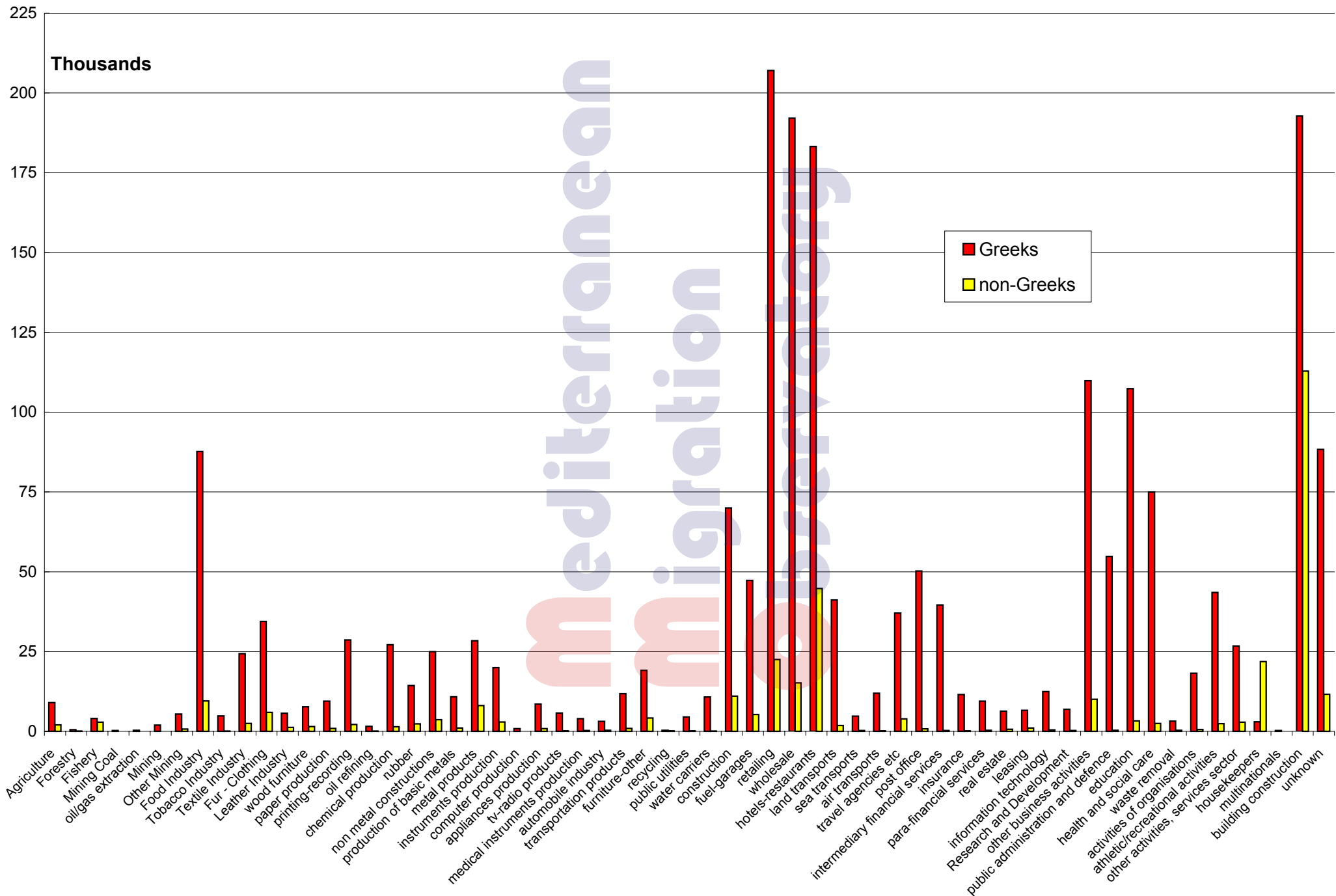


FIGURE 18: Greek and immigrant IKA registrations, by economic activity, 2003



construction, which insured over 110.000 immigrants in 2003. Also important is the sector of hotels/restaurants, presumably coinciding with the category of tourism in the Census: this employed around 45.000 immigrants in 2003. Other sectors with significant immigrant presence are retail, wholesale, food industry, metal products, "other construction", other businesses. The sectors with near-zero immigrant presence are financial services activities and the state sector generally [although there is a small presence in education and health/social care].

Looking at non-construction IKA registrations by nationality and gender, **Figure 19** shows the top 17 nationalities for 2002 and 2003. The general pattern is a small increase in IKA membership over 2002-3 for all national groups other than Russians. The largest absolute increase is by Albanians, although proportionately Pakistani and Indian registrations increased significantly.

The employment of male immigrants by economic sector is shown in **Figure 20**. Out of a total of 231.750 IKA registrations, the overwhelming importance of construction [approaching 50% of all male employment] stands out; other important sectors are retailing (7%), hotels and restaurants (7%), "other construction" (4%), metal products (3%) and the food industry (3%).

Registrations by economic sector are shown in **Figure 21**, out of a total of 102.012 female immigrants. Surprisingly, the largest share is in hotels and restaurants (28%), with housekeeping at only 20%. Following some way below this are wholesale at 7%, retail at 6% and the food industry at 4%. Unhelpfully, there are large numbers in "unknown" (7%) and "other" (6%).

Making sense of employment data from the Census, IKA statistics and residence permits

Allowing for less than full employment, limited insurance with other agencies and other factors, the IKA data are broadly in line with the numbers of foreign declared workers in the Census; but the very small number of women insured for housekeeping is not. Of course, we assumed (on the strength of published empirical research) that the "Other" category in the Census data largely means housekeeping: it is possible, though, that housekeeping was only one of several occupations covered by this category. Another

FIGURE 19: IKA registrations, non-construction work in 2002 and 2003, by nationality and gender

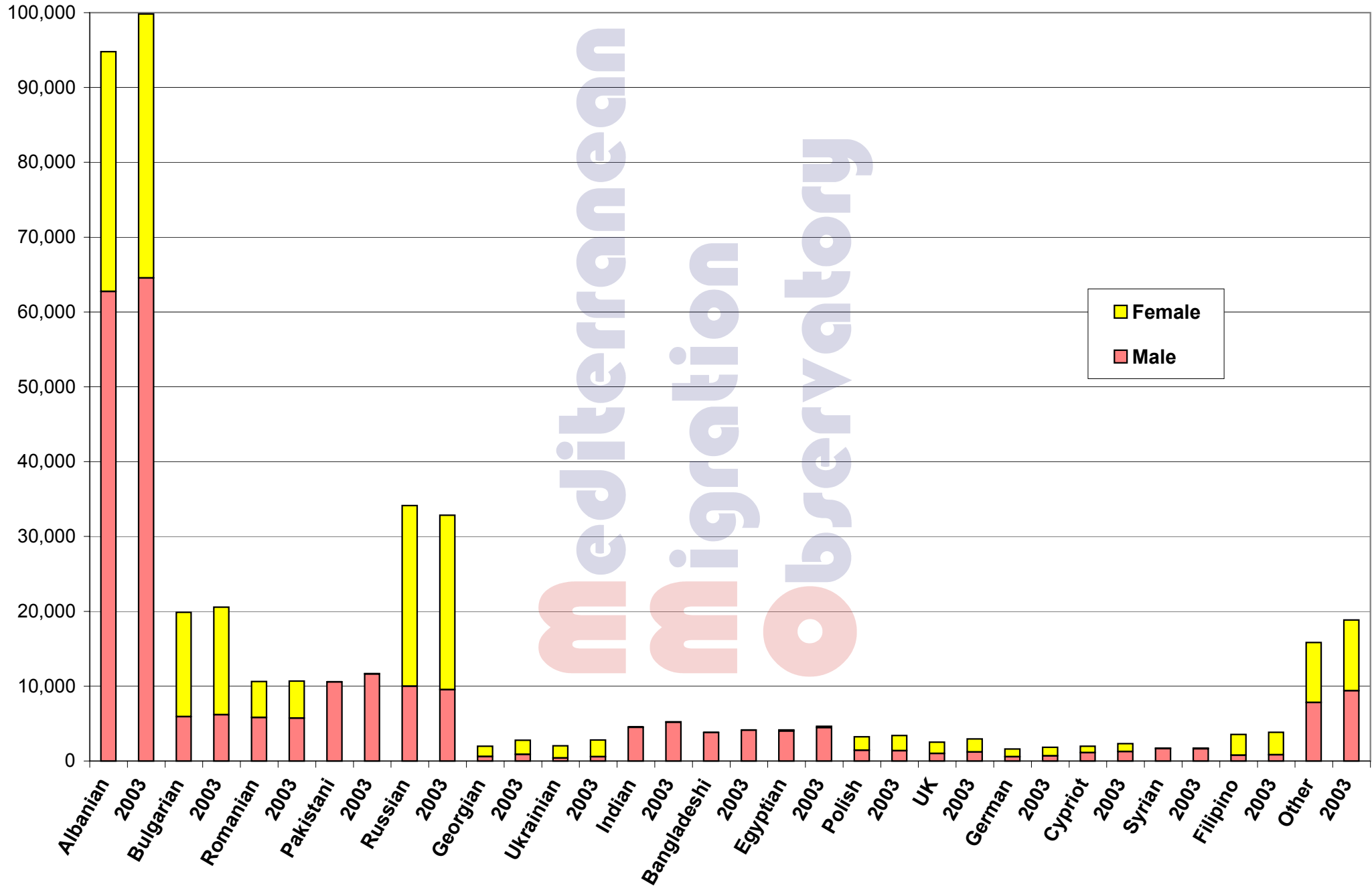
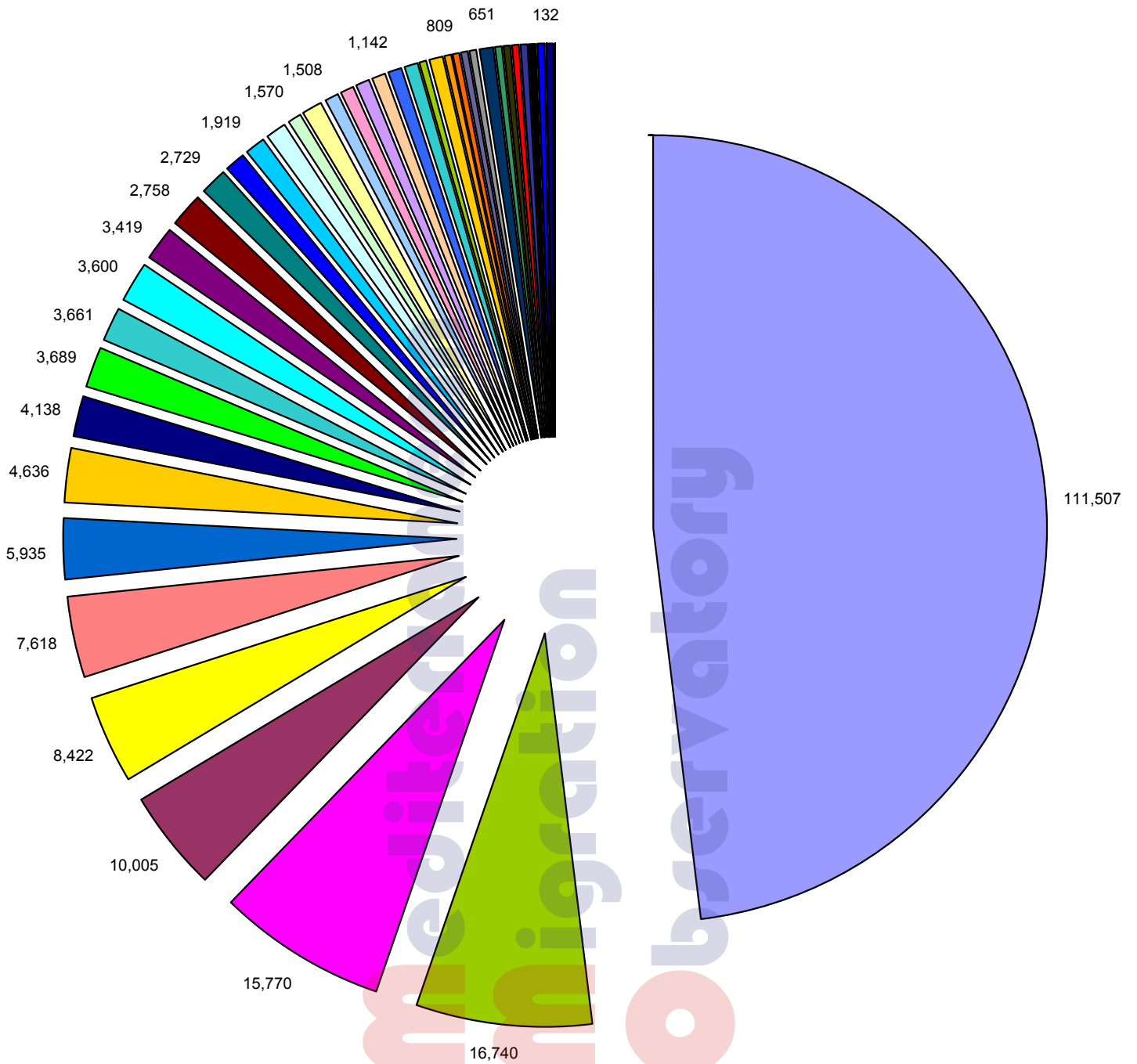
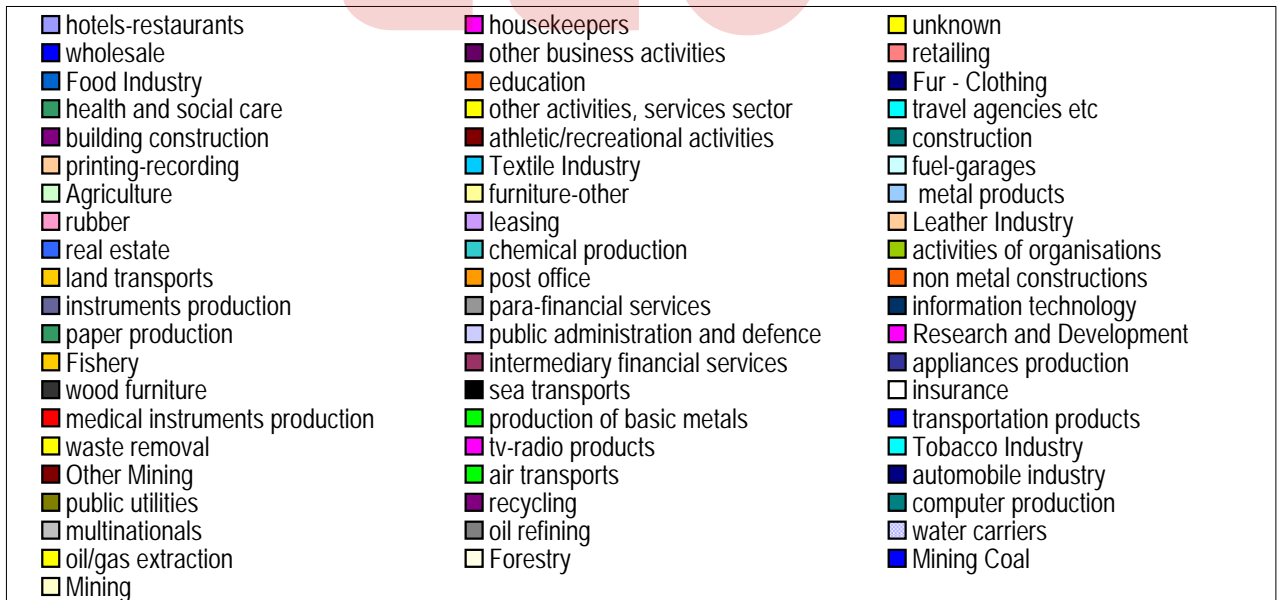
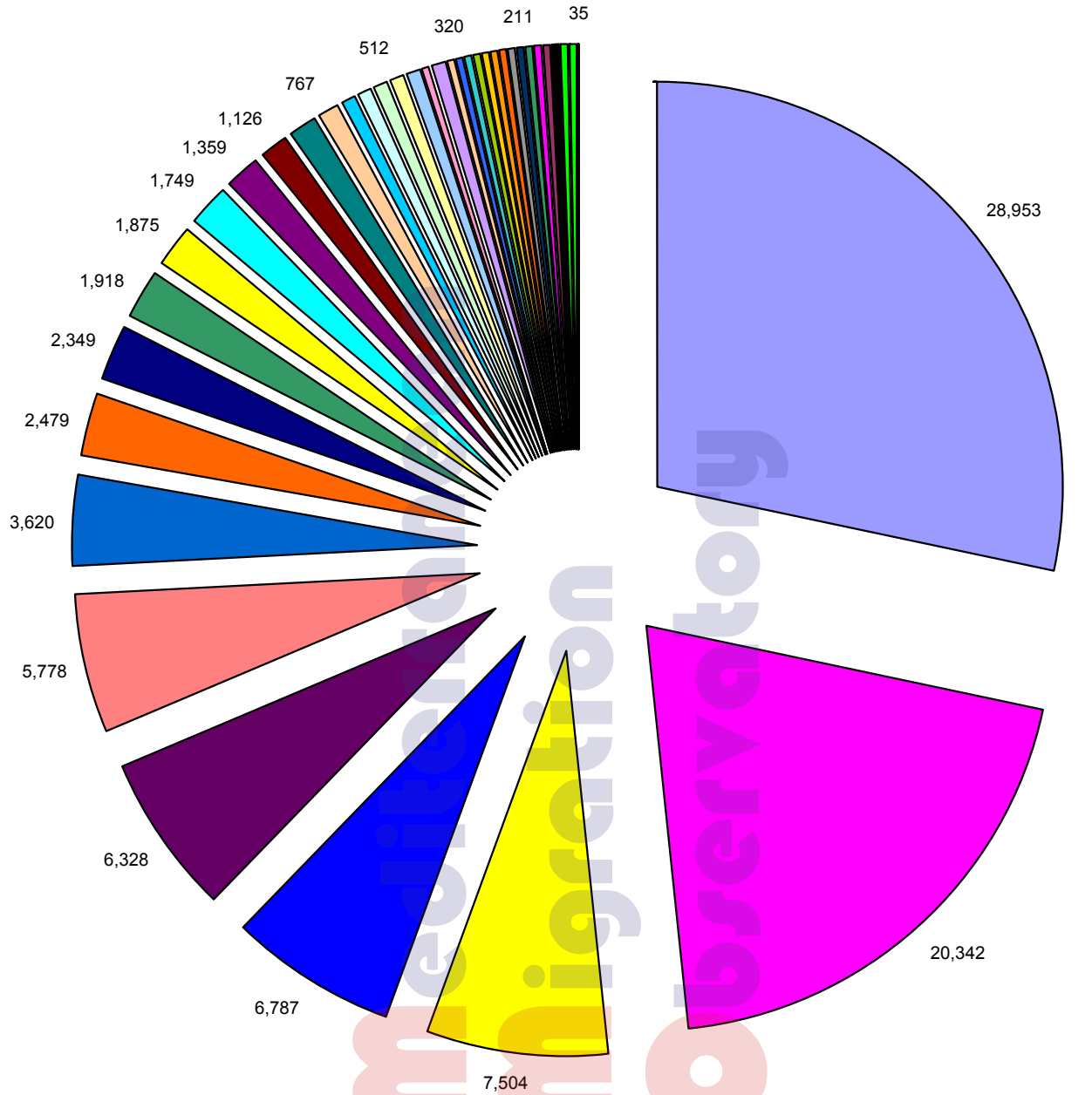


FIGURE 20: Male immigrant IKA registrations, by economic sector, 2003



- | | | |
|--------------------------------|-----------------------------------|----------------------------------|
| building construction | retailing | hotels-restaurants |
| construction | wholesales | metal products |
| Food Industry | fuel-garages | unknown |
| other business activities | furniture-other | Fur - Clothing |
| non metal constructions | Fishery | instruments production |
| travel agencies etc | rubber | Textile Industry |
| land transports | housekeepers | Agriculture |
| wood furniture | printing-recording | athletic/recreational activities |
| chemical production | other activities, services sector | production of basic metals |
| Leather Industry | transportation products | education |
| appliance production | paper production | leasing |
| Other Mining | health and social care | post office |
| automobile industry | activities of organisations | real estate |
| information technology | waste removal | intermediary financial services |
| medical instruments production | public administration and defence | Research and Development |
| sea transports | public utilities | recycling |
| para-financial services | tv-radio products | air transports |
| Forestry | insurance | oil refining |
| Tobacco Industry | water carriers | Mining Coal |
| Mining | oil/gas extraction | computer production |
| multinationals | | |

FIGURE 21: Female immigrant IKA registrations, by economic activity, 2003



possibility is that immigrant women have shifted their employment to other sectors, owing to the difficulty of being insured by Greek employers – a requirement enforced by the Ministry of Labour for renewal of work permits. Another possibility is that many women have withdrawn from the formal labour market, if they have been able to acquire family reunification residence rights. Thus, housekeeping work may have continued to exist largely in the informal economy.

Examining IKA registrations by nationality, **Table 3** compares residence permits issued for dependent employment over the period 2003-4 with IKA registrations in 2003. In total, there is a shortfall of about 120.000: it seems unlikely that this could be filled by OGA or other social insurance registrations. On the other hand, we know that work permits have not been issued without extensive social insurance contributions being paid: all residence permits for dependent employment require such work permits.

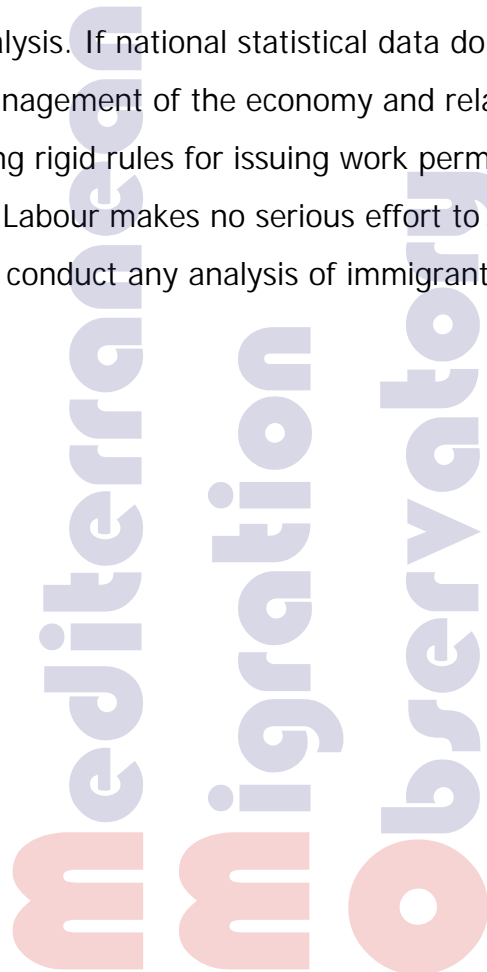
Looking by nationality at Table 3, some strange patterns emerge. Some nationalities have very low IKA registration compared with permits: these are Ukrainian, Georgian, Moldavian and Armenian. Apart from Armenians, these nationalities have high proportions of women – 65-80%. It is possible that non-payment of IKA for housekeeping employment is one reason for the low IKA registration. According to IKA, late “voluntary” payments made by immigrants to renew their work permits cannot appear in the published IKA data.

Another strange inconsistency to be found in Table 3, is over-representation in IKA registrations. This appears with Russians, Polish and Syrians. There seem to be three possible explanations. For Russians, many are holders of the *homogeneis* permits, and therefore do not appear in residence permit data, which record only 10.000 for this period. For the Polish, their incipient EU membership may have allowed them to bypass the whole permit procedure altogether but still to participate in IKA. For Syrians, as with Polish, a very large number are in self-employment – about 40%. It is conceivable that their employment status permits IKA membership, although we do not know if this is possible.

TABLE 3						
Comparison of IKA registrations with Permits for dependent employment, 2003						
	IKA 2003	Dependent Employment permits, 2003-4				% of total permits
		M+F	M	F		
Albania	185,636	298,529	255,442	43,087	69	
Bulgaria	23,469	46,464	18,880	27,584	70	
Romania	17,174	20,630	13,228	7,402	71	
Ukraine	3,167	15,279	3,054	12,225	66	
Pakistan	13,905	14,445	14,410	35	86	
Georgia	3,750	10,896	4,098	6,798	72	
India	6,050	8,565	8,486	79	81	
Rep. of Moldova	1,339	7,829	2,445	5,384	68	
Egypt	7,097	6,373	6,234	139	58	
Russian Federation	40,477	5,661	1,121	4,540	56	
Bangladesh	4,264	5,164	5,134	30	90	
Philippines	3,872	4,523	858	3,665	75	
Poland	5,084	3,366	1,827	1,539	50	
Armenia	885	3,299	1,695	1,604	64	
Syria	4,050	3,201	3,138	63	58	
Others	25,851	11,624				
Total	346,070	465,848				

SOURCES: IKA Statistics and Ministry of Interior database

Overall, the nominal IKA membership levels look a little too low compared with residence permit data. In particular, the insured employment of housekeepers seems strangely low. Furthermore, the 2003 legislative amendment “allowing” immigrants to pay their employers’ missing social insurance contributions is a contributory factor in obscuring the economic realities of immigrants’ work. Not only is it a discriminatory transfer of financial obligation from (Greek) employers onto the immigrant workers, functioning as an additional form of tax which Greeks themselves do not have to pay, it is also a serious problem for economic analysis. If national statistical data do not reliably reflect the economic reality, then management of the economy and related issues becomes near impossible. Whilst imposing rigid rules for issuing work permits and payment of social insurance, the Ministry of Labour makes no serious effort to collect the data for which it is responsible, nor does it conduct any analysis of immigrants’ role in the Greek labour market.



Immigrant children in Greek state schools

In the initial phase of mass immigration into Greece in the early 1990s, there seemed to be few immigrant children: certainly, those who had arrived were not generally admitted into the state schooling system, as they were the children of illegal immigrants. However, there was always – and remains – a serious problem of exploitation of Albanian and other children for begging and prostitution.

Since the mid-1990s, there has been a highly visible increase in the number of immigrant children recorded in state schools. This is partly because of more recent toleration of the undocumented status of their parents (as required by the UN Convention on the Rights of the Child), partly because of the legalisation programmes since 1997, and partly through the advent of family reunification measures allowed by the Greek state. Thus, Greece has started to move into a new phase of immigration, where family settlement is becoming evident – and most especially of Albanian families. Of course, since the influxes of ethnic Greeks in the 1980s, along with “returning Greeks” from the USA and elsewhere, the Ministry of Education has had some programme for rapid language acquisition in the so-called Intercultural Schools. However, with declining school rolls of Greeks, it is the non-Greek immigrants especially who are making up for the demographic decline of the Greek population.

There is no reliable time-series of even global figures for immigrant children in Greek schools, although we have tried to assemble a crude time series as illustrated in Figure 1. According to our unofficial data, there has been a rapid increase in total foreign student numbers (including *homogeneis*) from 44.000 in primary and secondary education in 1996, through 86.000 in 2000, and reaching 119.000 in 2003. With declining numbers of Greek children, this has meant an even bigger increase in the proportion of foreign students in the school system. However, the ratio of 10,6% in primary education for 2002/3 can be expected to increase in the next few years, if the residence permit data for 2003-4 are accurate, since they imply much higher numbers of total immigrants and especially Albanians.

The Ministry of Education has published data for the school year 2002/3, showing some 97.000 non-ethnic Greek children and 31.000 ethnic Greek children in the state school system. In both cases, although much more so for *allogeneis*, the majority are in primary school; also, for both *homogeneis* and *allogeneis*, the drop-out rate of male students before high school or TEE is indicated by the significantly higher number of female students at that level.

Data on foreign students remain patchy and inconsistent, especially with regard to nationality. Table 4 shows the latest data from the Ministry of Education, where country of birth is used as a proxy for citizenship. The vast majority of immigrant children in the state school system are Albanian – over 72%, as compared with 56% of foreign population in the Census. This high proportion is partly because Albanian immigrants tend to be younger and with larger families, and also because some other nationalities, such as American or British, tend to send their children to expensive private schools. Other ethnic groups also have their own schools, such as the Polish and Arabic schools in Athens.

Looking at Table 4, there are few surprises – if one accepts the country of birth as a proxy for citizenship of the children. However, over 10% [some 10.000 children] have been born in Greece. It is unlikely that more than a few, of mixed marriages, have acquired Greek citizenship: therefore, their actual citizenship is unknown. Presumably, the vast majority are Albanian, but some data on this are urgently needed. In particular, the nationalities of both parents should be included in such data, as this is essential information not only for the condition and reality of the child's homelife, but also for public policy.

TABLE 4: Non-ethnic Greek foreign children in Greek state schools, 2002-3

Country of birth	Male	Female	M+F	%
Albania	36,672	33,208	69,880	72.4
Greece	5,240	5,052	10,292	10.7
Bulgaria	1,485	1,388	2,873	3.0
Georgia	1,113	1,017	2,130	2.2
Russia	1,050	985	2,035	2.1
Ukraine	686	802	1,488	1.5
Romania	587	556	1,143	1.2
Armenia	555	489	1,044	1.1
Moldavia	314	371	685	0.7
Poland	261	282	543	0.6
Iraq	215	199	414	0.4
Yugoslavia	182	186	368	0.4
Germany	178	180	358	0.4
Kazakhstan	141	135	276	0.3
USA	146	115	261	0.3
Syria	155	99	254	0.3
UK	126	120	246	0.3
Egypt	118	98	216	0.2
Uzbekistan	49	68	117	0.1
Turkey	58	56	114	0.1
Philippines	51	56	107	0.1
Nigeria	50	48	98	0.1
Italy	34	41	75	0.1
Canada	27	41	68	0.1
FYR Macedonia	33	35	68	0.1
Cyprus	40	25	65	0.1
France	25	33	58	0.1
Brazil	29	27	56	0.1
Pakistan	34	22	56	0.1
Netherlands	26	28	54	0.1
Australia	23	29	52	0.1
India	33	16	49	0.1
Iran	34	13	47	0.0
Lebanon	19	22	41	0.0
Ethiopia	20	18	38	0.0
Belarus	23	14	37	0.0
Sweden	16	15	31	0.0
Jordan	14	16	30	0.0
Dominica	12	15	27	0.0
Switzerland	13	14	27	0.0
Belgium	11	11	22	0.0
Czech Rep.	8	13	21	0.0
South Africa	10	10	20	0.0
Israel	10	9	19	0.0
Viet Nam	5	11	16	0.0
Others	297	310	607	0.6
TOTAL	50,228	46,298	96,526	100.0

SOURCE: ΙΝΟΔΕ

Inflows and outflows of non-EU nationals

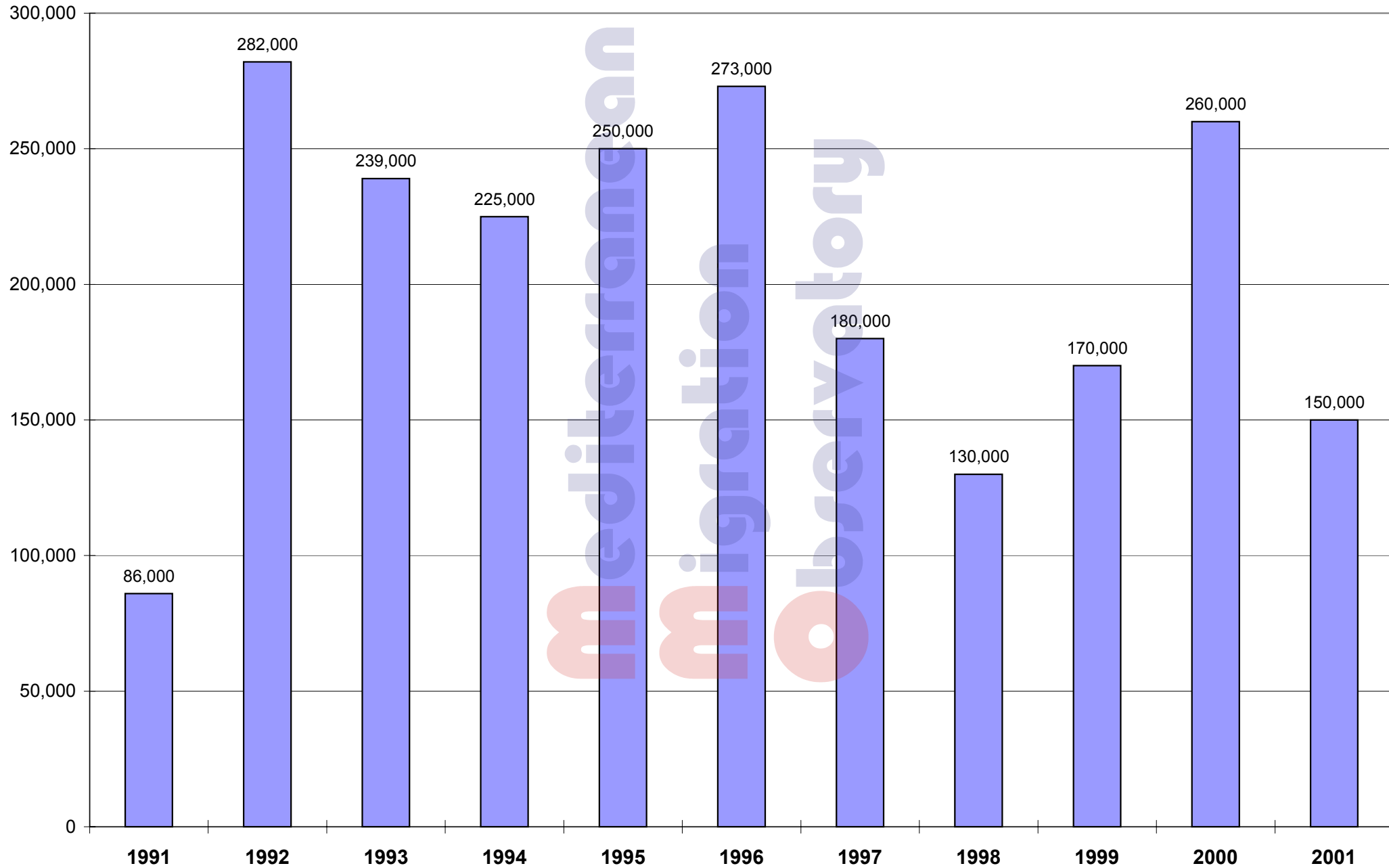
The initial mass immigration into Greece from 1991 onwards was, of course, unknown in quantity. However, the regular police sweeps for undocumented immigrants throughout the 1990s resulted in mass expulsions of foreigners, exclusively to neighbouring Balkan countries. These “redirections” were massive in scale, have been denounced as unlawful by the Ombudsman, and supposedly have been discontinued. The Ministry of Public Order now denies that there were ever any data, but informally data on these expulsions have been provided by them for many years. **Figure 22** shows total annual figures, 1991-2001. No other European country has been able to circumvent legal process and expel large numbers [over 200.000 per annum, 1992-6] of immigrants in this fashion, notwithstanding the bilateral agreements on repatriation of other countries' nationals. The vast majority of persons “redirected” were Albanians: supposedly, most simply re-crossed the border to return to Greece at a later date.

More recent data on refusals at the border show much smaller numbers: 16.000 in 2001, 19.000 in 2002 and 13.000 in 2003. Similarly, data on persons found illegally present and awaiting expulsion show 20.000 in 2001, 27.000 in 2002, and 30.000 in 2003. By European standards, these are rather more normal figures than the hundreds of thousands recorded in the 1990s. Figures from the Ministry of Merchant Marine also show small numbers of immigrants caught illegally entering Greece. Despite the dramatic coverage by the mass media, these figures peaked in 2001 with just under 7.000 persons arrested, and reduced markedly down to 4.000 for 2002 and 2.400 for 2003.

Legal inflow data are actually largely absent. For recruitment of temporary seasonal workers, the data from the Ministry of Interior show a cumulative figure over 2003-4 of some 16.000: we assume this to cover two seasons, therefore it averages to 8.000 per year. The nationalities are Bulgarian (8.000), Albanian (7.000) and Egyptian (1.200).

Temporary visitors are covered by visa arrangements, administered by Greek embassies and consulates abroad. **Table 5** shows data for 2003, from the Ministry of Foreign Affairs. These data do not indicate the nationality of applicants, but the consulate where

FIGURE 22: Expulsions [without legal process] from Greece, 1991-2001



SOURCES: Baldwin-Edwards and Fakiolas (1999); Linos (2001); Migration News Sheet, 1/2002. Original data from Ministry of Public Order.

Table 5: Visas issued by Greece in 2003

	VISA A	VISA B	VISA C	VISAS VTL B	TOTAL VISAS A + B + C	VISA D	VISA D+C	TOTAL VISAS A+B+C+D	VISAS NOT ISSUED	Applicant A+B+C+D	REJECTION RATE (%)
ALBANIA - GJIROKASTER	0	23	6,198	0	6,221	4,081	0	10,302	1,355	11,657	11.62
ALBANIA - TIRANA	0	118	12,490	6	12,614	18,190	0	30,804	518	31,322	1.62
ALBANIA - KORYTSA	0	40	13,397	0	13,437	14,687	0	28,124	5,091	33,215	15.33
ALGERIA - ALGIERS	0	1	1,195	40	1,236	4	0	1,240	771	2,011	38.64
ARGENTINA - BUENOS AIRES	0	1	3	0	4	14	0	18	0	18	0
ARMENIA - YEREVAN	0	7	1,905	3	1,915	154	0	2,069	1,058	3,127	33.83
AUSTRALIA - ADELAIDE	0	0	0	3	3	0	0	3	0	3	0
AUSTRALIA - CAMBERRA	0	0	10	0	10	3	0	13	0	13	0
AUSTRALIA - MELBOURNE	0	7	51	0	58	6	0	64	0	64	0
AUSTRALIA - PERTH	0	0	7	0	7	0	0	7	0	7	0
AUSTRALIA - SYDNEY	0	0	47	0	47	9	0	56	3	59	5.08
AUSTRIA - VIENNA	0	5	8	255	268	0	0	268	0	268	0
AZERBAITZAN - BAKU	0	19	1,800	0	1,819	3	0	1,822	55	1,877	2.93
BELARUS - MINSK	0	0	0	0	0	0	0	0	0	0	0
BELGIUM - BRUSSELS	0	1	30	0	31	1	0	32	0	32	0
BOSNIA-H. SARAJEVO	0	365	3,259	0	3,624	77	0	3,701	295	3,996	7.38
BRAZIL - BRAZILIA	0	0	5	0	5	2	0	7	0	7	0
BRAZIL - RIO	0	0	0	0	0	4	0	4	7	11	63.64
BRAZIL - SAO PAULO	0	2	19	0	21	13	0	34	2	36	5.56
BULGARIA - PLOVDIV	0	1	48	0	49	8,823	0	8,872	0	8,872	0
BULGARIA - SOFIA	0	26	781	19	826	6,075	0	6,901	37	6,938	0.53
CAMEROON - YAOUNDE	0	0	320	11	331	18	0	349	313	662	47.28
CANADA - MONTREAL	4	95	55	0	154	8	0	162	0	162	0
CANADA - OTTAWA	1	66	26	0	93	1	0	94	2	96	2.08
CANADA - TORONTO	0	147	204	0	351	8	0	359	0	359	0
CANADA - VANCOUVER	0	8	58	0	66	5	0	71	0	71	0
CHILE - SANTIAGO	0	2	5	0	7	3	0	10	0	10	0
CHINA - BEIJING	0	64	1,703	27	1,794	214	0	2,008	509	2,517	20.22
CHINA - HONG KONG	0	0	132	7	139	0	0	139	0	139	0
CONGO - KINSHASA	0	0	130	3	133	26	0	159	105	264	39.77
CROATIA - ZAGREB	0	2	24	9	35	29	0	64	0	64	0
CUBA - HAVANA	0	29	322	0	351	0	0	351	0	351	0
CYPRUS - NICOSIA	6	33	1,201	64	1,304	15	0	1,319	0	1,319	0
CZECH REPUBLIC - PRAGUE	0	1	569	0	570	125	0	695	0	695	0
DENMARK - COPENHAGEN	0	4	17	0	21	1	0	22	0	22	0
EGYPT - ALEXANDRIA	0	208	601	2	811	72	0	883	495	1,378	35.92
EGYPT - CAIRO	0	323	2,863	50	3,236	1,660	0	4,896	713	5,609	12.71
ETHIOPIA - ADDIS ABEBA	0	0	335	0	335	106	0	441	210	651	32.26
FINLAND - HELSINKI	0	0	25	3	28	2	0	30	0	30	0
FRANCE - MARSEILLE	0	3	1	10	14	0	0	14	0	14	0
FRANCE - PARIS	0	0	89	0	89	0	0	89	0	89	0
FYROM - SKOPJE	0	0	2,196	88,345	90,541	8	0	90,549	102	90,651	0.11
GEORGIA - TBILISI	0	141	4,941	26	5,108	324	0	5,432	1,024	6,456	15.86
GERMANY - BERLIN	0	16	52	0	68	0	0	68	0	68	0
GERMANY - DUSSELDORF	0	0	0	195	195	0	0	195	0	195	0
GERMANY - FRANKFURT	0	3	24	234	261	0	0	261	0	261	0
GERMANY - HAMBURG	0	0	0	29	29	0	0	29	0	29	0
GERMANY - HANNOVER	0	0	0	59	59	2	0	61	0	61	0
GERMANY - KOLN	3	27	90	0	120	0	0	120	0	120	0
GERMANY - LEIPZIG	0	4	2	0	6	0	0	6	0	6	0
GERMANY - MUNICH	5	109	207	0	321	0	0	321	0	321	0
GERMANY - STUTTGART	0	43	231	0	274	0	0	274	0	274	0
HOLLAND - HAGUE	0	0	0	0	0	0	0	0	0	0	0
HOLLAND - ROTTERDAM	2	8	2	24	36	0	0	36	0	36	0
HUNGARY - BUDAPEST	0	3	473	0	476	125	0	601	19	620	3.06
INDIA - N. DELHI	0	566	2,298	18	2,882	611	0	3,493	1,124	4,617	24.34
INDONESIA - JAKARTA	0	161	675	0	836	349	0	1,185	0	1,185	0
IRAN - TEHERAN	0	2	2,052	148	2,202	8	0	2,210	433	2,643	16.38
IRAQ - BAGHDAD	0	0	0	0	0	0	0	0	0	0	0
IRELAND - DUBLIN	0	0	187	6	193	5	0	198	2	200	1
ISRAEL - JERUSALEM	0	6	595	638	1,239	85	0	1,324	0	1,324	0
ISRAEL - TEL AVIV	0	1	120	3	124	40	0	164	1	165	0.61
ITALY - MILAN	0	0	1	23	24	1	0	25	0	25	0
ITALY - NAPOLI	0	2	0	226	228	1	0	229	0	229	0
ITALY - ROME	0	0	0	11	11	0	0	11	0	11	0
ITALY - VENICE	0	0	19	0	19	1	0	20	0	20	0
JAPAN - TOKYO	0	0	146	0	146	56	0	202	0	202	0
JORDAN - AMMAN	0	2	1,236	138	1,376	243	0	1,619	66	1,685	3.92
KAZAKHSTAN - ALMATY	0	0	2,057	0	2,057	81	0	2,138	105	2,243	4.68
KENYA - NAIROBI	0	0	268	0	268	19	0	287	0	287	0
KUWAIT	0	34	1,450	83	1,567	0	0	1,567	92	1,659	5.55

	VISA A	VISA B	VISA C	VISAS	TOTAL	VISA D	VISA D+C	TOTAL	VISAS	Applicant	REJECTION
				VTL B	VISAS			VISAS	NOT	A+B+C+D	RATE (%)
				VTL C	A + B + C			A+B+C+D	ISSUED		
LEBANON - BEIRUT	0	126	5,406	393	5,925	42	0	5,967	282	6,249	4.51
LIBYA - BENGHAZI	0	0	0	0	0	0	0	0	0	0	0
LIBYA - TRIPOLI	0	0	1,388	2	1,390	0	0	1,390	8	1,398	0.57
LUXEMBOURG	7	0	5	0	12	0	0	12	0	12	0
MEXICO - MEXICO CITY	0	0	36	0	36	14	0	50	3	53	5.66
MOROCCO - CASABLANCA	0	3	462	0	465	20	0	485	430	915	46.99
NZ - WELLINGTON	0	0	20	0	20	1	0	21	3	24	12.5
NIGERIA - LAGOS	0	0	2,751	0	2,751	129	0	2,880	978	3,858	25.35
NORWAY - OSLO	0	0	0	8	8	0	0	8	0	8	0
PAKISTAN - ISLAMABAD	0	52	713	0	765	95	0	860	0	860	0
PERU - LIMA	0	2	589	0	591	98	0	689	217	906	23.95
POLAND - WARSAW	0	4	261	6	271	271	0	542	0	542	0
PORTUGAL - LISBON	0	1	18	0	19	2	0	21	0	21	0
ROMANIA - BUCHAREST	3	6	227	24	260	551	0	811	47	858	5.48
ROMANIA - CONSTANZA	0	1	40	0	41	58	0	99	0	99	0
RUSSIA - MOSCOW	0	242	100,792	0	101,034	370	0	101,404	1,302	102,706	1.27
RUSSIA - NOVOROSIYSK	0	57	7,438	16	7,511	212	0	7,723	299	8,022	3.73
RUSSIA - ST PETERSBURG	0	208	10,673	0	10,881	13	0	10,894	28	10,922	0.26
S. KOREA - SEOUL	0	0	18	0	18	40	0	58	0	58	0
S. AFRICA - DURBAN	0	34	584	17	635	1	0	636	0	636	0
S. AFRICA - CAPETOWN	1	69	1,840	0	1,910	9	0	1,919	11	1,930	0.57
S. AFRICA - JOHANNESBURG	6	285	3,102	10	3,403	7	0	3,410	32	3,442	0.93
S. AFRICA - PRETORIA	0	127	883	0	1,010	0	0	1,010	3	1,013	0.3
SAUDI ADABIA - JEDDAH	8	32	1,433	11	1,484	0	0	1,484	83	1,567	5.3
SAUDI ADABIA - RIYADH	0	0	1,096	52	1,148	5	0	1,153	20	1,173	1.71
SERBIA-MONT.-BELGRADE	0	183	41,434	21	41,638	0	0	41,638	1,979	43,617	4.54
SERBIA-MONTENEGRO-NIS	0	7	5,799	4	5,810	15	0	5,825	19	5,844	0.33
SERBIA-MONT.-PODGORICA	0	11	2,979	52	3,042	35	0	3,077	151	3,228	4.68
SLOVAKIA - BRATISLAVA	0	1	39	0	40	41	0	81	0	81	0
SLOVENIA - LJUBLJANA	0	1	53	0	54	19	0	73	2	75	2.67
SPAIN - BARCELONA	0	0	8	0	8	0	0	8	0	8	0
SPAIN - MADRID	0	0	3	1	4	4	0	8	0	8	0
SUDAN-KHARTOUM	0	0	540	0	540	11	0	551	15	566	2.65
SWEDEN - STOCKHOLM	0	0	1	40	41	0	0	41	0	41	0
SWITZERLAND-BERNE	0	18	1,401	280	1,699	1	0	1,700	3	1,703	0.18
SWITZERLAND-GENEVA	2	12	58	77	149	0	0	149	0	149	0
SYRIA - DAMASCUS	0	214	2,494	224	2,932	213	0	3,145	900	4,045	22.25
THAILAND - BANGKOK	0	58	1,302	0	1,360	149	0	1,509	55	1,564	3.52
TUNISIA-TUNIS	0	14	677	17	708	62	0	770	214	984	21.75
TURKEY-ADRIANOUPOLIS	0	67	2,742	11	2,820	0	0	2,820	201	3,021	6.65
TURKEY - ANKARA	0	694	6,080	8	6,782	63	0	6,845	672	7,517	8.94
TURKEY - ISTANBUL	1	833	22,868	49	23,751	74	0	23,825	474	24,299	1.95
TURKEY - SMIRNI	0	408	7,800	0	8,208	37	0	8,245	323	8,568	3.77
UK - LONDON	6	48	5,458	130	5,642	5	0	5,647	5	5,652	0.09
UKRAINE - KYIV	0	28	6,223	97	6,348	296	0	6,644	1,363	8,007	17.02
UKRAINE - MARIUPOL	0	460	3,323	0	3,783	270	0	4,053	2,957	7,010	42.18
UKRAINE - ODESSA	0	2,434	5,182	124	7,740	296	0	8,036	823	8,859	9.29
UAE - ABU DHABI	152	166	1,413	92	1,823	10	0	1,833	68	1,901	3.58
URUGUAY - MONTEVIDEO	0	0	3	0	3	0	0	3	0	3	0
USA - ATLANTA	0	8	233	0	241	40	0	281	0	281	0
USA - BOSTON	0	3	423	0	426	56	0	482	0	482	0
USA - CHICAGO	0	0	416	1	417	0	0	417	0	417	0
USA - HOUSTON	0	0	150	0	150	43	0	193	0	193	0
USA - LOS ANGELES	2	0	274	2	278	41	0	319	0	319	0
USA - NEW ORLEANS	1	0	64	0	65	19	0	84	0	84	0
USA - NEW YORK	2	17	885	28	932	144	0	1,076	26	1,102	2.36
USA - SAN FRANCISCO	0	0	190	0	190	27	0	217	0	217	0
USA - WASHINGTON	0	2	1,467	2	1,471	195	0	1,666	0	1,666	0
VENEZUELA - CARACAS	0	0	59	0	59	22	0	81	3	84	3.57
ZIMBABWE - HARARE	0	39	270	0	309	3	0	312	13	325	4
	212	9,704	331,341	92,517	433,774	60,527	0	494,301	28,519	522,820	5.45%
KEY											
High migration inflows											
Medium migration inflows											
High rejection rate											
VISA A	transit [airport only]										
VISA B	transit through country										
VISA C	tourism/short stay; multiple entry										
VTL VISAS	"strong" passport visa										
VISA D	long stay, <3 months										

the applications were processed. They are, therefore, a proxy only of nationality of applicants. There is no clear indication in the data for the reason of entry.

As can be seen from the Table, the most important points of legal entry to Greece are: Moscow, Skopje, Belgrade, Albania and Istanbul. The total of visas granted for 2003 was just under 500.000: clearly, overstayers out of this number could reach significant levels on an annual basis. As far as we know, there is no information available on departures from Greece, in contrast with some other EU countries (such as Spain) which record these data. Countries whose nationals are thought likely to overstay or apply for asylum are subjected to greater scrutiny in the visa process, and rejection rates are higher: these are indicated in red on the Table. They include, in order of rejection rate, Brazil, Morocco, Ukraine, Cameroon, Congo, Algeria, Egypt, Armenia, Ethiopia, Nigeria, India, Peru, Syria.



NOTES

¹ METHODOLOGY USED IN COMPILING Figure 1: Evolution of legal and undocumented non-EU immigrant stock

Census data:

Total normally resident population without Greek citizenship, **minus** EU (15) population. These figures therefore should include *homogeneis* and minors; however, our research has revealed that the 2001 Census did not record *homogeneis* as foreign nationals [see Part B, below].

With residence permit or registration for legalisation:

1988-1997, valid residence permits for non-EU/EFTA residents, issued by the Ministry of Public Order.

1998-2001, small numbers of MPO permits added to other data.

1998: applications for White Card.

1999: applications for Green Card.

2000: applications for Green Card **minus** expired and unrenewed Green Cards [calculations from global data on Green Card award and renewal rates].

2001: applications for Green Card II

2002: reported total of accepted applications for Green Card II

2003: Ministry of Interior valid permits, as of 15 January 2004 [includes some minors, aged 14-17]

2004: Ministry of Interior valid permits, as of 16 June 2004 [**figure in extreme doubt** – see Part B below]

Undocumented, tolerated *homogeneis* or with permit application:

1988-1997, global estimates of number of illegal migrants in Greece, various sources and years, as reported in Baldwin-Edwards and Fakiolas (1998)

1998-2002: **assumption** of stable stock of total migrants, with small annual increases: figure then reduced by number of applicants for legalisation, and also by estimated number of *homogeneis* cards.

2003-2004: figure derived from total number of residence permits issued since 1 July 2003 **minus** total valid.

This category of merged data is highly unsatisfactory as it relies almost completely upon estimates for the following reasons:

- (1) *Until 2000 and 2001, *homogeneis* were statistically and legally undifferentiated from illegal immigrants: in practice, of course, there was a distinction.*
- (2) *Since the invention of the 'homogeneis card', no data have been provided by the Ministry of Public Order – on the grounds of "national security".*
- (3) *The Ministry of Interior does not record for statistical purposes received applications for permits and applications for permit renewals: such persons thus appear as undocumented immigrants.*

Schoolchildren:

Data for immigrant and *homogeneis* children are used for 1995-6, 1999-2000 and 2002-3. Interpolation is made for other years, plus one extrapolation for 2004. These data are needed because schoolchildren are not counted in any dataset other than the Census, although they are covered by their parents' residence permits.

*All years of these data are highly suspect, with contradictory datasets, massive confusions over *homogeneis* and *allogeneis* schoolchildren, and country of birth of children used as a proxy for nationality.*

'Homogeneis Cards':

These important data are concealed by the Ministry of Public Order: our estimates are based on unofficial leaks of information. There is no information on nationalities, but we imagine that Albanians predominate.

GLOSSARY OF GEOGRAPHICAL REGIONS OF THE WORLD

Central Europe

Albania
Bosnia-Herzegovina
Bulgaria
Croatia
Czech Republic
Estonia
FYR Macedonia
Hungary
Latvia
Lithuania
Poland
Romania
Slovakia
Slovenia
Fed. Rep. of Yugoslavia

European New Independent States

Belarus
Republic of Moldova
Russian Federation
Ukraine

Remainder of Europe

Andorra
Cyprus
Malta
Monaco
San Marino
Holy See (Vatican City)
Turkey

Remainder of New Independent States

Kazakhstan
Kyrgyzstan
Tajikistan
Turkmenistan
Uzbekistan

Middle East

Bahrain
Iraq
Israel
Jordan
Kuwait
Lebanon
Oman
Qatar
Saudi Arabia
Syria
United Arab Emirates
Yemen

Remainder of Asia

Afghanistan
Armenia
Azerbaijan
Bangladesh
Bhutan
Brunei Darussalam
Cambodia
China
East Timor
Georgia
India
Indonesia
Iran
Japan
Korea, Dem. P. Rep.
Korea, Republic of
Laos, P. Dem. Rep.
Malaysia
Maldives
Mongolia
Myanmar
Nepal
Pakistan
Philippines
Singapore
Sri Lanka
Thailand
Viet Nam
West Bank and Gaza

North America

Bermuda
Canada
United States

Remainder of America

Antigua and Barbuda
Argentina
Bahamas
Barbados
Belize
Bolivia
Brazil
Chile
Colombia
Costa Rica
Cuba
Dominica
Dominican Republic
Ecuador

El Salvador
Grenada
Guatemala
Guyana
Haiti
Honduras
Jamaica
Mexico
Nicaragua
Panama
Paraguay
Peru
St Christopher & Nevis
Saint Lucia
St Vincent & Grenadines
Suriname
Trinidad and Tobago
Uruguay
Venezuela

North Africa

Algeria
Egypt
Libyan Arab Jamahiriya
Morocco
Tunisia
Western Sahara

Remainder of Africa

Angola
Benin
Botswana
Burkina Faso
Burundi
Cameroon
Cape Verde
Central African Republic
Chad
Comoros
Congo,
Congo, Republic of
Cote d'Ivoire
Djibouti
Equatorial Guinea
Eritrea
Ethiopia
Gabon
Gambia
Ghana
Guinea
Guinea-Bissau

Kenya
Lesotho
Liberia
Madagascar
Malawi
Mali
Mauritania
Mauritius
Mozambique
Namibia
Niger
Nigeria
Rwanda
Sao Tome and Principe
Senegal
Seychelles
Sierra Leone
Somalia
South Africa
Sudan
Swaziland
Tanzania, United
Togo
Uganda
Zambia
Zimbabwe

OCEANIA

Australia
Fiji
Kiribati
Marshall Islands
Micronesia (Federated)
Nauru
New Zealand
Palau
Papua New Guinea
Samoa
Solomon Islands
Tonga
US Minor Outlying Isles
Tuvalu
Vanuatu

Mediterranean Migration Observatory

PART B

GREEK GOVERNMENT DATASETS ON IMMIGRATION: Compliance with the Draft EU Regulation on Community Statistics on International Migration, Citizenship, Residence Permits and Asylum

Ministry contacts and responses

Ministry of Labour

Contact was made on 24 August 2004 with K. Kon. Chryssinis asking what datasets are compiled or available. The reply is that data are fragmented and incomplete, that they cannot supply any data, and do not know when they might be able to do so.

▶▶▶

Ministry of Foreign Affairs

Contact was made with K. Christodouloupoulou on 5 August 2004, a fax sent requesting all data on visa requests and grants, 1991-2004. This was approved by the Ministry and a reply received on 16 August with all data prepared according to Schengen requirements, but only for the years 2000-2003. The datasets vary substantially annually, with only that for 2003 giving much detail. This is included as **Table 5** in Part A. These data are not covered by the proposed Regulation, but should be of interest since they contain valuable information on legal temporary admissions onto Greek territory.

Our main concern is that the nationality, gender and age of the applicants are not collected in statistical data: presumably, these are not required by Schengen. Also, the reason for visiting Greece is not transparent in the data: this would be of some interest for policy-makers, especially differentiating between tourism, business activities and personal reasons.

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IKA Foundation

Contact was made with K. Skadas on 9 August, and 11 August 2004; faxes were received from IKA on 10 and 11 August. The datasets are summarised in **Figures 18-21** and in **Table 3**, Part A. There have been several telephone discussions on the datasets and related matters since then.

The IKA data constitute the only reliable dataset on employment of immigrants in Greece, as TEBE and OGA do not collect and collate their data and the Ministry of Labour cannot provide data derived from applications for work permits. The IKA data are useful, but do not cover age or regional location of immigrants [the actual IKA office receiving payments is recorded, but this is not a reliable indicator of region]. Perhaps a more serious problem is that IKA does not have the information about immigrants who supplemented their *ensima* contributions in order to receive work permits. Therefore, the real situation of immigrants' relations with the social security system is concealed. We do not consider this to be an acceptable manner in which to manage public policy relating to Greece's immigrant population, although the fault does not lie with IKA but with the Ministry of Labour.



National Statistical Service of Greece (ΕΣΥΕ)

We have had extensive telephone contact with the Population Head of Section, Ka. Zikou, and with the responsible for Censuses, K. Dimas. These have included telephone calls of 4 August, 9 August, leading to the collection of material from their Library on 11 August and to 2 meetings with K. Dimas on 31 August and 2 September. A formal meeting with the Director-General, Dr Kontopirakis, took place on 22 September, and an email requesting specific unpublished data from the 2001 Census was despatched on 23 September. The data requested were:

- (a) the number of persons declaring themselves as *homogeneis* in the Census
- (b) details of the housing conditions of immigrants
- (c) some disaggregation of the data on immigrants in the Municipality of Athens, as their number is very high (132.000), unlike other municipalities in Greece.

In principle, these data will be provided, but there is a problem with the ongoing relocation of the offices of the Service. As of 13 October 2004, only data on *homogeneis* [all but six with dual nationality] have been provided to us (on 11 and 12 October). The dataset is attached in **Appendix C**.

Emerging problems with the 2001 Census data collection

The recently-compiled data on *homogeneis* show some 87.000 persons claiming *homogeneis* status, out of a total of 850.000 answering the question "Are you *homogeneis*?: Yes/No". There are only 762.000 foreigners recorded in the Census, so this was something of a surprise. Upon investigation, the ΕΣΥΕ has replied that almost all the recorded *homogeneis* have dual nationality, and that there are only six *homogeneis* without Greek citizenship residing in Greece! Given that the Ministry of Public Order refuses to disclose the data on *homogeneis* permits, it is unclear how many should have appeared in the Census: in particular, Albanian *homogeneis* generally have been denied Greek citizenship, yet in the Census there were only 1.350 (dual nationals) who claimed to be ethnic Greeks. [Confidential sources have suggested to us that it should be around 150.000 permits for 2001.]

The clear [and unhappy] answer to this conundrum lies in the way in which the Census was conducted. The Census-takers asked at first sight: "Are you Greek?" [*Eiste Ellhnas*]; and did not make enquiry about citizenship or ask if the person had a *taftotita* or *homogeneis* card. Thus, it is more or less certain that all *homogeneis* without Greek citizenship have been recorded in the Census as Greek nationals, with the implication that there are 150-200.000 fewer Greek nationals, and the same number more immigrants than was thought until this revelation. Thus, we can apparently add about 150.000 immigrants to the 2001 Census data in Figure 1, adding about 1,3% to the total immigrant/population ratio. Other than this problem with *homogeneis*, the Census appears to have been a fairly reliable measure of the extent of immigrant stocks at that time.



Ministry of Public Order

Initial contact was made by telephone with Ka. Papandreou, on 6 August 2004, after which we sent a fax on 10 August. Further contacts were made by telephone with Ka. Papandreou on 23 August, with K. Tzeremes in the Minister's Office, Officer Tragoulias of the Immigration Section and a faxed letter to the *Dieuthinsi Allodapon* (Immigration Administration) – all on 24 August.

Owing to the primary role of this Ministry in dealing with immigration issues, and its responsibility under the draft Regulation for collecting and compiling data on EU nationals, asylum-seekers and refugees, illegal entry and residence, and “long-term immigration status other than residence permits” [namely, *homogeneis* permits], we drafted a detailed letter explaining the information required by us. This letter specified the exact data required by the draft Directive, and we requested two things relating to these:

- (i) the identity of the data [i.e. the variables included in the dataset]
- (ii) if possible, a printout of these actual data for 1991-2004

Our request was apparently approved by the Minister. However, the response of responsible officials was unhelpful, to say the least, and the information and data provided of little use in conducting our research. The exchange of correspondence – including the 2-page reply from the Ministry – is attached as **Appendix B**. This reply fails to provide any information at all on the identity of the data, does not even mention the existence of *homogeneis* permits, nor does it provide data on administrative expulsions or “redirections” of illegal immigrants. The data which are provided are not broken down by nationality, gender or age and are, therefore, of very low quality.

The data provided are of the following:

- Residence permits awarded by the Ministry, 1991-2001 [simple annual totals]
- EU residence permits, 1991-2003 [simple annual totals]
- Refusals of admission, 2000-2003 [simple annual totals]
- Asylum-seekers: applications and recognitions, 1991-2003
- Persons arrested and awaiting expulsion [simple annual totals]



Ministry of Education:

Data on immigrant schoolchildren are not explicitly covered by the draft Directive, but owing to extreme difficulty with all official data on immigrants in Greece, such data are needed to try to compile a coherent picture of the situation. As can be seen in Figure 1, immigrant schoolchildren are included as a separate category of immigrants quite simply because they are missing from all data other than the Census.

Our contacts with the Ministry consist of a telephone call on 16 August, and on 17 August to IPODE – a research branch of the Ministry, specialised in immigrant children in state schools. Dr Kyriakou paid a visit to the Ministry on 18 August, where we were provided with some data on intercultural schools. When IPODE re-opened after a summer break, we obtained on 27 August from IPODE itself some published data in 2 volumes.

The publications contain very detailed colour charts concerning immigrants in Greek schools for the schoolyear 2002/3. There is no time-series of comparable data, and we have some serious worries about the quality of the data. The actual nationalities of the children are not given: instead, there are proxies used of 'country of birth' and 'country of birth of the father'. Given that there is only a loose correspondence between these proxies and the legal citizenship of the child – in particular, all children born in Greece are clearly not Greek – this is a poor substitute for the actual nationality of the child. Other problems with the data include little hard data, but many tables of percentages and other unverifiable proportionate statistical data, which cannot be used for analytical purposes.



Ministry of Interior

We have had excellent co-operation with this Ministry within the parameters of this project, but also previously through Mr. Baldwin-Edwards' formal relations with the EU Monitoring Centre on Racism and Xenophobia. Other than frequent telephone contact, we have had one meeting with Ka. Markaki and her staff on 12 August, 2004, with Ka.

Koudouli and other staff on 17 September, and with K. Anastassiou [database management] on 8 October. In each of these three meetings, we have conducted interviews lasting 1-2 hours, and the responses have been as open and frank as anyone could wish.

In the first of these meetings, some preliminary data were supplied verbally concerning the number of valid residence permits, the total issued since July 2003, and their relationship with the 2001 Census data. The Ministry officials expressed concern that there are few obvious linkages between these – citing contemporaneous statistics of about 190.000 valid permits, a total of 510.000 issued, and a larger presence of immigrants recorded in the Census. At that point, Mr Baldwin-Edwards expressed his view that these data were completely consistent with each other, except that the low number of valid permits showed a problem with the renewal process.

Subsequently, we have assembled over one thousand sheets of paper print-out, compiled our own database in Excel format (covering 200 countries with 18 variables), at the reference date of 16 September 2004 and attempted to make sense of conflicting data. In particular, some older printouts given to us, for reference dates of 15 January 2004 and 20 May 2004, are inconsistent with printouts for the same reference dates but **compiled** later on 6 October. The later printouts show much higher figures, about which we puzzled for some time. In our discussions with K. Anastassiou, we concluded that the management of the database is of a very high standard – with minimal double-counting, effective cross-checking of data, and generally a serious attempt to provide a high-quality service. Thus, the inconsistencies and problems which we noted were rather perplexing.

Their explanation is now apparent to us: the database is a dynamic one and is not consolidated for any point in time. Since it is continuously being updated, anyone with data input access can add data for any period – even 6 or 9 months previously! The result of this is that current data do not reflect current reality, since many of the prefectures are probably entering their data on a low priority basis. Thus, only the oldest data for valid permits are likely to be correct: our oldest reference date is 15 January,

2004 with 509.168 valid permits recorded as of 6 October 2004. There should be a continuous decline in the recorded number of valid permits since that date, if this theory of delayed data entry is correct. Indeed, Figure 5 of Appendix A shows precisely this phenomenon. An alternative possibility, which is more worrying, is that this problem is caused by massive numbers of partially-expired permits being issued. We do not have sufficient information to comment on this, other than to note that it has been the subject of much discussion in the press and in the Ombudsman's Office.

The positive aspect of this lack of data quality is that **probably** there are far more valid permits than the Ministry thinks: the obvious problem is that nobody can actually know this for certain. We recommend that bureaucratic management reforms are urgently needed in order to correct this information deficit.

Other minor problems exist with the lack of statistical access to recorded data in the database: for example, the variables of:

- date of birth
- permit duration
- region of residence
- dependent children covered by the permit

Some data which would be helpful for grasping the realities of legal immigrant presence, are apparently not recorded. This is especially true of data relating to bureaucratic management, such as:

- if an expired permit is under renewal
- whether a permit is first-time or renewal
- date of first legal presence in Greece
- change of immigration or employment status



These summaries of the responses of state agencies, the sort of data provided, and information concerning data identity do not indicate the extent of compliance with the draft EU Regulation. This matter we address below, with reference to specific provisions of the draft Regulation itself.

Conformity with the draft EU Regulation

The latest version of the draft Regulation dated 19 May 2004 (attached as **Appendix A**) contains some important changes made after consultation with interested parties in the member states. The primary obligation to provide statistics to Eurostat will lie with the Statistical Service, which itself will be dependent upon the provision of data from relevant ministries and authorities. The Regulation is not expected to apply to data before 2006, and certain types of statistic – most notably residence permit data – are to be incorporated at a later date.

Article 3 of the revised draft stipulates the statistics required. These are:

- International immigration and emigration to and from the territory
- Citizenship and country of birth of persons usually resident on the territory
- Administrative and judicial procedures and processes relating to immigration, award of citizenship, asylum and other forms of protection, and the prevention of illegal immigration.

Article 4:

(a) International migration flows are already requested by Eurostat on an annual basis, and this change adds several disaggregations. It is not clear how EΣYE will handle these data requirements, but there are only two possible sources: the Ministry of Public Order and the Ministry of Interior. The data required are for emigrants and immigrants, disaggregated by:

- citizenship, by age and sex
- country of birth, by age and sex
- country of previous and next residence, by age and sex
- region of usual residence

As far as Ministry of Public Order data are concerned, we know nothing of their data holdings as they have refused to disclose them. Interior Ministry data do not include country of birth or country of previous residence; they do

cover age and region of residence, but at this time the database cannot access that information.

(b) Data on usual residence, disaggregated by:

- citizenship, by age and sex
- country of birth, by age and sex
- region of usual residence
- year of first arrival
- employment status, occupation, industry branch, level of education and training

These data could theoretically be derived from the 2001 Census, except that they are required on an annual basis (Article 10). It would seem that residence permit and work permit data are the only possible sources of annual data. At this time, the Interior Ministry can provide only citizenship by sex, but with some changes could also provide disaggregation by age and also data on region. The Ministry of Labour can provide no data, and appears to have no intention ever of doing so. Data on labour market issues could be derived from the Labour Force Survey, but sampled data are difficult to integrate with other data.

(c) Citizenship acquisition data, by former citizenship, age and sex.

These are the responsibility of the Interior Ministry: at present, the data are fragmented, owing to different procedures applying to *palinostoundes* and *allogeneis*, and regional procedures with poor data collation. The data are disaggregated by former citizenship and sex, but not by age. Furthermore, the central database cannot print out anything other than simple annual totals.

Article 5:

Asylum statistics are the responsibility of the Ministry of Public Order. Disaggregations are required by citizenship, age and sex. According to the quality of data provided to us by the Ministry, they will not be able to provide anything other than simple annual totals.

Article 6:

- (a) Refusals of entry at the border, by citizenship, age and sex
- (b) Persons found to be illegally resident, by citizenship, age and sex

Data on illegal entry and stay are also the responsibility of the Ministry of Public Order. They appear to be unable to provide any disaggregations.

Article 7:

- 1 (a) residence permits for non-EU/EFTA nationals, as follows:
 - (i) first issue permits in reference period, by citizenship, permit reason, duration of permit, age, sex
 - (ii) changed permit type in reference period, by citizenship, permit reason, duration of permit, age, sex
 - (iii) valid permits at reference date, by citizenship, permit reason, duration of permit, age, sex
- (b) number of EU long-term permits [after 5 years' residence]
- 2. Other long-term residence status for non-EU/EFTA

1 (a) The Interior Ministry database does not seem to be able to distinguish between first issue permits, changed permits, and renewed permits. It is also at this time unable to disaggregate by age or duration of permit. As discussed above, the data for valid permits are highly problematic, but presumably can be used after a substantial delay. However, for all of these data, the serious bureaucratic delays in renewing or granting permits mean that without any

record of applications/renewals in process, there appear to be too few legal immigrants.

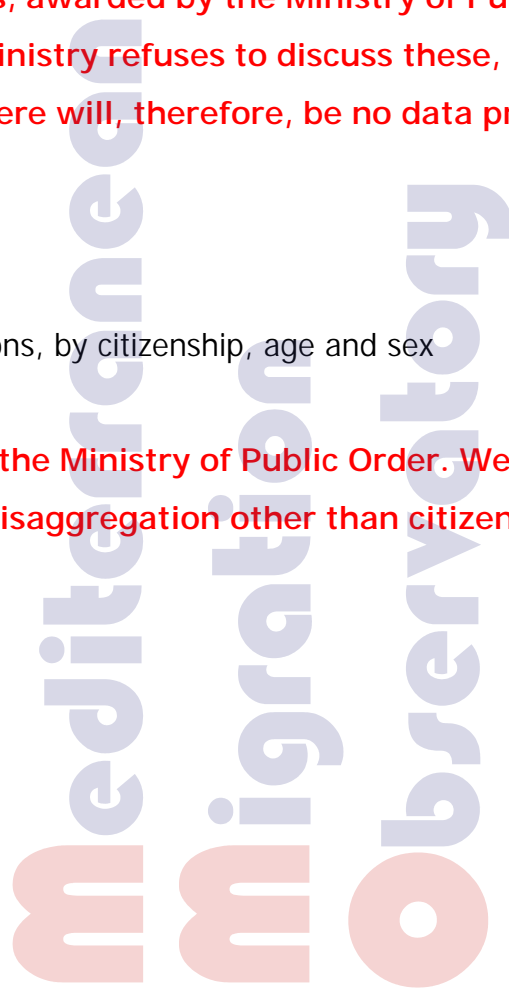
(b) Greece has not started to implement the EU Directive on Long Term Residence, and looks as if it will delay implementation well beyond the legal period allowed. There are, therefore, no statistics to collect.

2. *Homogeneis* permits, awarded by the Ministry of Public Order are clearly covered by this. The Ministry refuses to discuss these, on the grounds of "national security". There will, therefore, be no data provided.

Article 8:

Deportations and expulsions, by citizenship, age and sex

This is the province of the Ministry of Public Order. We do not believe that they can provide any disaggregation other than citizenship.



Recommendations for data collection, collation and compilation of migration statistics

Most of the problems observed with the provision of statistical data on immigrants in Greece can be classified as being of four different types. These are identified below:

1) Data collection problem:

The required data have never been collected, even though they are probably available. In submitting official data, for example, 'country of birth' is rarely, if ever, required.

2) Data collation problem:

In this category, the data have been collected but cannot be properly used for statistical compilation. There are two subcategories:

- (a) Data have been recorded manually, but not electronically
- (b) Data are held in different locations, with no central database

3) Data quality problem:

In this case, the data have been recorded electronically on a central database, but there are problems with the actual mechanism by which this has been done. The result is that the final statistical data do not adequately reflect reality. Causes include inconsistent approaches to the recording of data (e.g. too much discretion left to individuals or regional offices), heavily delayed or irregular compilations of electronic data submissions, and mistaken interpretations of manual records when entering the data electronically.

4) Data access problem:

With this category, the problem is most easily solved as it is a technical one: the data have been electronically recorded on a central database, but the computer software is unable to extract the data for statistical purposes. This is essentially a short-term issue, which normally can be fixed with time and relatively little money.

A fifth category exists, which is unique to the Ministry of Public Order – a reluctance to provide or compile data for the end-user. This seems to arise from a political control mentality traditional to that Ministry: this approach is, of course, completely incompatible with the requirements of Eurostat and Greece's membership of the European Union.

Looking at ministry datasets in turn, it is now possible to identify exactly what are the problems with statistical data in each. First, the **Ministry of Labour**: the fundamental issue with this Ministry is type (2) – with collation of data. Data are left at the level of prefecture or municipality, with not central database. There may also be problems of types (1) and (3) with collection and quality of data, but we are not able to evaluate that. The two datasets of relevance in the **Ministry of Interior** are the residence permit database and the citizenship acquisition database. The former is clearly the highest level of management of immigration data that Greece has ever achieved: however, there are temporal problems with data entry in the regions, type (3) problem. There are also some issues with data collection (type 1), and some less serious issues with access to the data (type 4), concerning age and dependent children, for example. The principal known problem with the **Ministry of Public Order** lies in its self-perception of its role in the Greek polity and society: we are not able to comment upon the datasets in an adequate manner. Other ministries do collect some data on immigrants, and there are some general provisions which we believe apply to all state agencies using such data.

IKA has made great steps forward with its immigration data, but there appears to be a data quality problem caused by the *ensima* requirements laid down by the Ministry of Labour and the accompanying late payments of such. These data corrections can only be made *post hoc*, and probably too late to use the data for policy guidance.

The Statistical Service is the principal authority for secondary data collation and publication, and is dependent on other state agencies actually to collect the data. However, with the Census data **EZYE** has complete control, and we have revealed a problem (type 3) with data on non-Greek citizen *homogeneis*.

RECOMMENDATION 1

The **Prime Minister's Office** should review why non-policing policy areas, such as the award of EU and *homogeneis* permits, or the management of political asylum applications, are the province of the Ministry of Public Order. The Ministry's lack of cooperation with other ministries and (it seems likely soon) with Eurostat is a serious impediment to the proper management of immigration into Greece. Non-provision of data is a remarkable exception to the general principles of public openness and accountability: we do not comprehend the claim of "national security reasons" as a justification for failing to provide immigration data.

In our view, it is imperative that all immigration issues be dealt with by one ministry: only through this mechanism is it possible for proper data collection and policy planning to be carried out. The database of the Interior Ministry is the most successful venture so far in collecting data on immigrants, despite its defects. The logical choice for ministerial competence in all immigration matters would be the Ministry of Interior.

RECOMMENDATION 2

The **Ministry of Labour** should act immediately to collate and process the data on work permits held across the regions of Greece. **This means, in the long-term, setting up a central database** and mechanisms for inputting reliable data from the regions. In the interim, the Ministry might request collaboration with the Interior Ministry to add a few employment variables to their central database: this would help to ameliorate what is actually a **very serious deficit of information**.

In particular, the unique registration number for each immigrant should be utilised systematically and without exception in the work permit application process. This is essential not only for security reasons, but also to enable cross-linking data with the Interior Ministry dataset. Other data required by Eurostat – and **which are the sole responsibility of the Labour Ministry to provide** – are detailed and up-to-date data on employment statuses, occupations, branch of industry, and levels of education and vocational training of all immigrants granted work permits. The preparation of

standardised data in these areas will be technically demanding and complex, and cannot be addressed here.

RECOMMENDATION 3

The **Interior Ministry** should try to reform the procedures for data-entry and the apparent serious time-lag in inputting data in the regions. This is essentially a bureaucratic problem, but we offer here some ideas:

- ✚ There should be a maximum permissible delay between award of a permit and its entry on the database, e.g. 7 days. Currently, there seems to be nothing preventing entry of data even as much as 6 months late.
- ✚ Exceptions to this rule should be authorised, on a case-by-case basis, by senior personnel.
- ✚ The database managers should monitor the temporal aspects of database entry, and determine the latest reliable data for policy purposes. It is damaging to the Ministry to issue recent data which are wrong, and which imply failures that may not exist.
- ✚ For the provision of statistical data to ΕΣΥΕ, the database management should define a cut-off point for data-entry in that year, and try to establish that all relevant data actually have been entered.

As it is possible that the late data entries are caused by the issuing of semi-expired permits, this matter should be addressed as appropriate. Recommendations have already been made on this point by the Ombudsman, namely that permits should be valid from the date of issue and not earlier.

RECOMMENDATION 4

The **Interior Ministry** should add to the data variables currently listed on the permits database. For administrative purposes, there should be clear distinction between applications for permits, first-time permits, permit permission change, renewed permits, and expired permits. The addition of these variables would enable the Ministry to calculate the extent of lapsed permits, for which nationalities they occur, and draw some conclusions concerning the presence of undocumented immigrants in Greece.

For other statistical purposes, including the Eurostat requirements, the following data will need to be collected:

- Year of first arrival in Greece
- Country of birth
- Country of previous residence
- Country of next residence [applies to holders of the EU long-term residence status]

RECOMMENDATION 5

The **Interior Ministry** should upgrade its computer software for the residence permits database in order to access detailed statistics which are already recorded, covering the following variables:

- Dependent children
- Age of permit holder
- Region of usual residence
- Permit duration

RECOMMENDATION 6

The **Interior Ministry** should address the very serious lack of reliable data on award of Greek citizenship. These data are required by Eurostat, but are also essential for policy purposes within the Greek state. There seem to be two major sorts of problem – data collation and data access. Thus, the compilation of all data on award of Greek citizenship should be prioritised, and a centralised database (like that for residence permits) established. In particular, the system should integrate data concerning the three different categories of citizenship award: to *allogeneis*, *homogeneis* from other than CIS countries, and to *homogeneis* from CIS countries.

The existing database on citizenship awards has serious problems of data access, and these should be corrected with computer software upgrades: otherwise, the database system itself should be replaced. Data on former citizenship, age and sex are required by Eurostat and cannot be provided at this time.

RECOMMENDATION 7

The **Statistical Service of Greece** should re-examine its Census data and consider a statistical “fix” for the problem of no recorded *homogeneis* without Greek citizenship. Access to the data on *homogeneis* permits held by the Ministry of Public Order would permit such an adjustment of data.

RECOMMENDATION 8

IKA should examine its statistical provision, and if necessary issue *post hoc* additional data in order to include the late voluntary payments of immigrants. Although far from ideal, this would represent an improvement on the current data provision.

RECOMMENDATION 9

A coherent approach across the public domain in the collection and management of data on non-Greek residents would confer advantage to the Greek state. We recommend that an **Inter-Ministerial Committee on Immigration Data Standards** be established, with some expert scientific participation, in order to agree a framework of types of data requested and formats used. In particular, such a committee could facilitate the general collection of data currently not available: these include ‘country of birth’, ‘country of former residence’, other nationalities held, etc. Ministries whose activities we have not examined here, such as Justice, Health or Education, are also continuously grappling with immigrant issues: the implementation of common standards on data collection would not only allow Greece to produce data to the standards of other EU countries, but also would provide policy-makers with a clearer picture of reality. Competent statistics are not a luxury for the privileged, but a normal tool in the pursuit of good governance.