Country Report Greece

by Martin Baldwin-Edwards

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A. Key data sources and responsible institutions

Since 2001, the key data sources relevant to international migration and ethnicity have consisted of the decennial population and housing census (National Statistical Service – NSSG), the residence permits register (Ministry of the Interior), asylum applications, detected illegal entries, border refusals and expulsions (Ministry of Public Order), and the Labour Force Survey (LFS carried out by the National Statistical Service). Of these, only the census and LFS are statistical data collection, since the ministerial datasets are primarily for administrative purposes. There are also separately maintained administrative datasets concerning (i) ethnic Greeks of non-Albanian origin who did not wish to acquire Greek citizenship (Ministry of Interior); (ii) ethnic Greeks of Albanian origin given a Special Homogeneis Card (Ministry of Public Order); (iii) EU nationals (Ministry of Public Order). These are inaccessible (classified), no metadata are available and no aggregate data are published.

Thus, the major national institutions for data-collection on non-nationals and immigrants in Greece are:

- National Statistical Service of Greece (NSSG)
- Ministry of the Interior
- Ministry of Public Order (now Ministry for Citizens' Protection)

Prior to 2001, the responsibility for residence permits lay exclusively with the Ministry of Public Order, and for work permits (which were issued separately) with the Ministry of Labour. For the two regularisations of illegal immigrants of 1997/98 (“white cards” and “green cards”), the responsibility was delegated by the Ministry of Labour to the para-state organisation OAED (Manpower Employment Organisation). All of these were administrative datasets, with highly restricted access, and the aggregated counts derived from these datasets are few and of low reliability and quality.

The Civil Register is maintained at the level of municipality (of which there are over 900) with no centralization at the national level. However, the Police (Ministry of Public Order) holds a centralised database for issuing identity cards (Cantisani & Greco 2006:437). Both registers exclude those without Greek citizenship. Registration with a local civil register is actually a defining condition of voting rights. This register is highly inaccurate, usually with no record of change of residence in Greece or even of emigration, and is not a population register, as such. Registration of births and deaths is also recorded at the municipality level and is non-centralised, but aggregate counts are requested and collated annually by the NSSG; since 2004, births to non-Greek mothers have been recorded separately by maternal nationality (as opposed to the child’s nationality), but are non-distinguished in older data.

Other datasets include several employment datasets, which cover foreign nationals. Greece has a very large number of social insurance funds, but the main ones covering non-Greeks are IKA (private sector employees), OAE (formerly TEBE – self-employed) and OGA (agricultural workers). Each is owned by its parastate organisation, with aggregated counts published for some individual datasets but no synthesised data.
Data on school attendance by “nationality” or ethnicity (see footnote 4 for explanation of these terms in Greece) are compiled by the Ministry of Education, and disseminated by IPODE (a research division of the ministry), but with serious problems of accuracy of the data. NSSG makes an annual count of entry and exit of non-Greek students at primary, secondary and tertiary levels.

NSSG publishes annual figures on foreign arrivals in Greece, derived from aggregate data from administrative datasets of the Civil Aviation Authority (passenger lists) and of the Ministry of Public Order (border crossings). There are no known data collection systems concerning departures from Greece. Schengen visa applications data are possibly held in the Ministry of Foreign Affairs; long term national visa data presumably are also held, but information is not available on this.

B. Historical evolution of the national data collection system/ data collection practices and policies on data collection

In the early 1990s, despite the very large number (hundreds of thousands annually) of Albanians involved in illegal migration and subsequent (illegal) expulsions by the Greek state, along with the rapidly-growing xenophobia sponsored by the mass media, there was no improvement in state policy on the collection of statistical data. This was primarily, it seems, because both the Greek state and society believed that the immigration of Albanians (and others) was a temporary phenomenon, and of little real interest to the country. The official position until the mid-1990s was that ‘Greece is not a country of immigration’ (Glytsos 1995: 168). After several years of highly restrictive policy and typically circa 30,000 valid work permits and 80,000-90,000 residence permits, by 1994 government estimates of the stock of illegal migrants had reached 500,000-600,000 (Baldwin-Edwards/Fakiolas 1998: 188). It was not until Greece’s first legalisation programme of 1997, with 372,000 applicants for a six-month ‘White Card’, that any hard data emerged. A subsequent legalisation programme for one to three year ‘Green Cards’ yielded only 228,000 applicants.

By the time of the decennial Population Census in 2001 there was some considerable political pressure on Greece to attempt to record its total immigrant population. The 1991 Census, conducted in a highly bureaucratic and official style, had captured a picture of mainly legal immigrants: the 2001 Census was approached differently. The National Statistical Service of Greece (NSSG) set out to convince immigrant organisations and the illegal immigrant population generally, that its records – although state-owned – were sacrosanct and unavailable to police, immigration or tax authorities. The NSSG mounted sophisticated advertising campaigns to this end, and also engaged in direct dialogue with major immigrant

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1 This legalisation programme was resisted by certain interests, especially over its inclusion of Albanians, and was reinstated at the last minute by the Prime Minister himself. For a summary of different political positions by various institutional actors (see Baldwin-Edwards/ Safliios-Rothschild 1999)
groups.² The result was that some 762,000 non-Greeks were recorded in the 2001 Census – around 7 per cent of total population – and it was generally considered to be a remarkable success in its coverage of the immigrant population, including a large number of irregular residents. However, it should be noted that the Census, like all Greek censuses since 1951, had no ‘sensitive’ questions pertaining to mother tongue, religion, ethnicity or multiple nationality.

The latest stage in the evolution of immigration data in Greece has its foundation in the 2001 Immigration Law (2910/2001). This transferred the responsibility for immigration issues away from the Ministry of Public Order (although leaving it with legal competence for border controls, asylum-seekers and EU nationals) and to the Ministry of the Interior. In particular, it established a semi-autonomous research body – the Migration Policy Institute – attached to the Ministry, with the mandate to conduct or commission research and to provide policy advice. This institute, under its new political leadership in 2004, awarded a series of research contracts to universities and external authorities. The first was a study of immigration statistical data in Greece, to advise the Ministry of the current state of affairs, and also to make recommendations for improvement in the collection and compilation of such data – the latter, particularly, in order to conform to the new EU regulation on migration data (see Baldwin-Edwards 2004). The 2005 Immigration Law (3386/2005) continued the modernisation of immigration data collection, although with few specific structural changes.³

C. Coordination and linking

There is very limited co-ordination of data collection. Although the NSSG is charged with such, it has no formal capacity to organise it. Thus, its role is mainly confined to collecting data in its own right (e.g. Census and LFS) and requesting summary data from ministries and regional authorities.

There are very few linkages of administrative data sets, and progress in this area has been significantly impeded by the Data Protection Authority (DPA). A recent case exemplifies this: the Interior Ministry added to its application form for residence permits some questions on employment, educational level and religious affiliation, in order to compensate for the data deficit. These questions were ruled unlawful by the DPA and have now been made optional, with the result that such data are now unreliable. There are almost no known links between administrative datasets owned by different para-state institutions. The only known linkage, using a PIN common to all social insurance datasets, is between the pensions payments database and the social insurance databases.

Most of the computerised databases now have either a dataset-specific PIN, or even (as in the case of social insurance) a common PIN. There is, therefore, the potential

² Personal interviews with Dr. Nikos Karavitis, Secretary-General, National Statistical Service of Greece, February-March 2002.
³ Art. 93 provides for an integrated information system to be established, by future joint decision of the Ministries of the Interior, Foreign Affairs, and Public Order.
for linkage; however, many of the older datasets are recorded manually and some are located separately in over 900 different municipalities of Greece (e.g. the civil register). There is an especially serious problem with the lack of co-ordination or collation of data concerning acquisition of Greek citizenship. This arises because of three different mechanisms, predicated on different legal bases, and with no information available at all on the largest number – namely, awards on the basis of claims to Greek ethnicity (at the level of municipality, and apparently not communicated to the Ministry of the Interior).

In addition to official datasets held by various public authorities, there is a growing number of smaller scientific datasets, including opinion surveys, surveys and working and living conditions, incomes and various other topics. However, the majority of these are one shot cross-sectional surveys and usually are limited to particular regions and thus are not nationally representative. In the absence of relevant official datasources commercial surveys also provide important information in particular on socio-economic aspects of immigration. With the implementation of the first European Union Minorities and Discrimination Survey (EU-MIDIS), commissioned by the Fundamental Rights Agency (FRA) and implemented by Gallup an important the first nationally representative dataset on migrant and minority experiences of discrimination and victimisation has become available. In Greece, it focused on the Roma minority and Albanian immigrants.

D. Concepts and definitions

A key concept in the collection of statistical data related to migration is that of ethnicity, whereby ethnic Greeks are known as *homogeneis* and non-Greeks as *allogeneis*. There is no clear basis for this distinction in law but it is followed in every area of Greek life.\(^4\) The 1991 Immigration Law defined foreign nationals as all those without Greek or EU nationality (Art. 1), whilst regulating the residence and employment rights of ‗repatriated Greeks‘ in a separate provision of the Law (Art. 17). The 2005 Immigration Law repeats this definition (Art. 1), but makes no special provision for ethnic Greeks; for these, other legislation exists which operates apparently independently of immigration law.

With regard to ethnic minorities, Greece does not recognize any other than ‗the Minority‘ – the Muslim minority resident in Thraki and covered by the 1922 Treaty of

\(^4\) There are problems in using international legal concepts related to nationality and ethnicity in Greece. “Nationality” [*ithageneia*] refers to descent from the orthodox *genos*, which has been defined as “the religious community of the rebel orthodox population of the Ottoman Empire, who in the course of the 19th century, is gradually transformed into the Greek nation” (Christopoulos 2006: 253): Thus, it is almost synonymous with the possession of Greek ethnicity; the word “ethnicity” itself is derived from the Greek word *ethnos* (= national) and its back-translation is recent and rarely-used. There is generally no concept of ethnicity in Greek law, other than the formal enactment of the EU anti-discrimination directives of 2000 and recognition of the religious Minority of Thraki, as established by the Treaty of Lausanne.
Lausanne. It is forbidden by Greek law for any other ethnic group to identify itself in public, with serious (prison) penalties for so doing.⁵

For the Census enumeration, the concept of country of usual residence is used. This is typically disregarded in the case of Greek citizens, in that all family members abroad are included as if they were resident in Greece. The issue of actual citizenship is confused with Greek ethnicity – regardless of actual citizenship – with the result that there is overcounting of Greek citizens and undercounting of immigrants. Dual nationality (citizenship) is recorded only for Greeks. Explicit data on ethnicity and religious affiliation have not been collected in censuses or any other statistical dataset since 1951. There is no possibility to identify the legal status of immigrants from Census data.

The Civil Register includes only Greeks, and registration with it is required for voting. The registers are held by municipalities. One widely-acknowledged problem is that a large number of the residents of cities remain registered with their villages of birth (along with overseas residents) thus inflating the recorded populations of de facto depopulated rural and semi-rural areas.

Within the administrative datasets for which metadata have been provided (essentially, only the residence permits for allogeneis), formal citizenship is recorded and, recently, country of birth has been added.

**E. Availability of data**

**E.1. Core demographic data on immigrants and migration control**

**E.1.a Population stocks and general demographic characteristics**

The only reliable source for general demographic data is the Census, last conducted in 2001. The census enumerated nationals and non-nationals present on census day (de facto population) and all Greek citizens registered in municipal Civil Registers living abroad. The latter are considered part of the de iure population even if the duration of stay abroad is indefinite. While the 2001 census was relatively successful in enumerating the foreign population (see above), the results for the population of ethnic Greek background are more problematic, as the distinction between citizenship and Greek ethnicity in census forms was not sufficiently clear (Baldwin-Edwards 2005: 26; Cantisani/Greco 2006: 443f). In the absence of a unified population register or sufficiently reliable large-scale household surveys there is no single data source providing regular and up-to-date statistics on population stocks by citizenship or country of birth. Instead, NSSG estimates annual stock data on the basis of the 2001 census, vital statistics and estimates of net migration. However, annual population estimates are not broken down by citizenship. Residence permit data are thus the only data source on current foreign population stocks, although the

⁵ There is substantial caselaw on this point, with several important cases in the European Court of Human Rights overturning Greek judgements.
residence permit data, too, are fraught with considerable difficulties (see below, E.1.c).

The sample frame used for the LFS has a very small sample for total immigrants (less than 5%) and especially for nationalities other than Albanian; it is thus not usable for estimations of total stocks of foreign or born residents.

**E.1.b Migration flows and characteristics of migrants at the time of migration**

There are no direct measurements of these, and no obvious way to impute them. The only reliable information is based on the place of residence one year before, included in the 2001 Census and the LFS. Data on migration inflows for the 1990s, published by the Statistical Service, seem to be intercensal adjustments made using data from the police register of residence permits, at a time of mass irregular immigration, large inflows of ethnic Greeks and only very small number of permits in the police dataset. Once the new computerised residence permit system is fully operational more reliable data on immigration of third country nationals (excluding refugees and asylum seekers) should become available. However, other persons with a foreign background – ethnic Greeks, repatriates and EU nationals are not covered by the residence permit register and data derived from the residence permit database will thus only cover a certain share of immigration of persons of foreign citizenship. As deactivation of database entries is linked to expiry of permits or termination of residence rather than actual emigration of a person, no information on emigration can be derived from the dataset. Similarly, there are no data on either immigration or emigration of Greek nationals (see Cantisani/ Greco 2006: 444).

**E.1.c Legal status of immigrants**

The main data source on the legal status of foreigners is the Interior Ministry residence permits database for non-EU nationals. There are separate databases on ethnic Greeks and EU nationals (see above, introduction), but these are not publicly available.

Variables included in the residence permit database include sex, citizenship, permit type and duration, change of reason/ type, number of dependent children, and region of residence (Cantisani&Greco 2006: 445). This database has recently been improved to include age as well as country of birth (but not year of immigration), but covers only around 50–60% of legal immigrant stocks. In addition, the new computerised permit database also includes minors registered on their parents’ permits, which were not separately recorded in the pre-2006 registration system. However, as of date, children are still undercovered by the dataset. This problem will be resolved as migrants renew their permits. Data on applications, whether for ordinary residence permits, regularisations or renewals, has been available only in a relatively unsystematic form (see also below). At the time of writing the residence permit database is reorganised to systematically record applications and to allow distinguishing first time applications from applications for renewals of residence permits (See Maroukis 2008: 35).
Aggregate data on total valid permits, by reference date, are available after 2003 from the Interior Ministry residence permit dataset. Recently, “permits under renewal” have been added as a new category – an important addition, since it is often almost as large as the total number valid.

Older regularisation datasets held by OAED, namely the regularisation programmes of 1997/98, are not available; basic data (a simple count, by nationality and gender) are available for the first 1997 programme. The 2001 regularisation programme was administered by the Ministry of the Interior, but no dataset or information is available on the 6-month cards that were awarded other than a total statistic.⁶

For the 2005 regularisations, data are available only for first-time applicants, and not for those with expired permits. For the 2007 regularisation, only data for awards are available. All of these data are contained within the normal residence permit dataset of the Interior Ministry.

### E.1.d Acquisition and Loss of Citizenship

There are no collated data on Greek citizenship acquisition through the three main mechanisms, although recent research (Waldrauch 2006: 277) has acquired data from the different datasets up until the year 2001. More recent data up to 2007 has recently been collected by the European Union Democracy Observatory on Citizenship⁷ and Eurostat now also publishes data on total acquisitions on its online database. Datasets are generally not available, no metadata are known, and there are no published aggregate statistics, except from international sources. In addition, as Waldrauch notes (ibid: 270f), statistics on certain types of acquisition of citizenship never seem to have been compiled at all.

The censuses collect data on multiple citizenship, but only for Greek citizens.

The law relating to acquisition of Greek citizenship is extremely complex (see Fn. 4, above). Dual/multiple citizenship is tolerated, under certain conditions.

### E.1.e Asylum seeking and refugees

Data on asylum-seeking are collected. These include data on asylum applications, the number of pending asylum applications on a reference date and selected information on decisions (number of Dublin cases, grants and withdrawal of refugee status and grants of subsidiary protection). Variables available include nationality and gender, but information on age seems not be collected. As a corollary, minors, including unaccompanied minors cannot be identified (see Cantisani/ Greco 2006: 445). There are no data on stocks of refugees. These, however, may become available from the 2008 LFS ad-hoc module on immigrants on the labour market, as

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⁶ The most detailed published data on all of the Greek regularizations, along with discussion of the relevant datasets, is to be found in the country study on Greece within the ICMPD REGINE study (see Baldwin-Edwards/Kraler 2009).

⁷ See http://eudo-citizenship.eu/stat/
it includes a question on reasons for migration, including migration for the purpose of seeking international protection.

**E.1.f Irregular migration, apprehensions and expulsions**

Data are collected by the police in various forms, including border apprehensions, expulsions from Greece, deportations from Greece, apprehensions of TCNs without proper documentation on the territory. Data are collected separately, by the Ministry of Merchant Marine, of detected irregular migrants arriving by sea. The ministry responsible for overall data collation and CIREFI data is the Ministry of Public Order. The Ministry of Justice publishes annual statistics on deportations made as a result of court orders, but these are a small component of total deportations plus expulsions.

In addition, the Labour Inspectorate collects statistics on sanctions imposed in cases of irregular employment (see also Maroukis 2008: 25).

**E.2. Measuring integration, discrimination and diversity**

**E.2.a Employment**

The main source of data is the LFS, which seriously undersamples the immigrant population (at 4.9%) and has no coverage of five of the top 10 nationalities in Greece. Furthermore, the regional distribution is weakly covered: thus, it is of value mainly in looking at the large and well-distributed Albanian population. The Ministry of Labour has no data or information at all on employment of immigrants or of work permits granted (under older legislation).

The 2001 Census has better coverage of employment issues. The Interior Ministry’s residence permit database has partial (voluntarily-provided) data on employment of immigrants. There is some information available from each of the various social insurance datasets, but no collation of data. IKA (the main employees’ social insurance agency) has regularly published online since 2002 aggregate data (with some breakdown by citizenship).

**E.2.b Incomes, Transfers and Social Benefits**

There is hardly any data on incomes, transfers and social benefits. Data from administrative datasets, such as on social benefits are not published or not available by citizenship. The EU-SILC, conducted in Greece since 2003, thus is the only comprehensive source of information covering the entire population. However, Roma are not covered (National Statistical Service of Greece 2009). Like the LFS its medium sample size (5,643 households or 12,346 persons in 2007, see Eurostat 2009) and unclear coverage of the immigrant population makes it useful only as a

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8 Ukrainians, Pakistanis, Indians, Egyptians and Moldovans
gross indication of the income situations of immigrants. The survey provides information on incomes from different employment activities (main and second job) as well as information on social transfers and other types of incomes. In addition, it also collects information on household income. Migrants can be identified by citizenship, country of origin, religious affiliation and language most frequently spoken. The EU-MIDIS, conducted by Gallup on behalf of the Fundamental Rights Agency in Vienna in all EU Member States also includes summary questions on household incomes. However, only two groups – Albanians and Roma – are covered by the survey and in addition it was only conducted in the two main cities in Greece – Athens and Thessaloniki.

E.2.c Housing and Residential Segregation

Housing data are available from the 2001 Census, and occasional local surveys such as the 1999 survey of Athens by DEPOS. Relevant variables included in the census are living arrangements, housing type, home ownership or rentals etc., personal living space, access to electricity, running water, shower and heating. The only published data are by the author (see Baldwin-Edwards 2008). In addition, the EU-SICL also provides a variety of information on housing, including type of dwelling, household equipment, and facilities, information on housing related loans and social benefits for housing purposes.

E.2.d Health and access to healthcare

There are no known data sources covering health, healthcare services take-up or any other health-related issues. Although there is extensive take-up by immigrants of medical services in state hospitals, there is no known central dataset for these records. The national dataset on “Causes of Death” does not identify citizenship, although the Register of Deaths does (but in this latter case, does not distinguish between foreign tourists and foreign residents).

The Survey of Health, Ageing and Retirement in Europe (SHARE) covered Greece in the first wave, in 2004; it may have usable data on non-Greek nationals in the survey. In addition, the new European Health Interview Survey may provide relevant information in the future.

E.2.e Education

Data on highest educational level achieved are included in the Census and LFS. Participation in education is recorded by the Ministry of Education and the Statistical Service: the latter publishes annual counts of entry to, and exit from, primary, secondary and tertiary education by non-Greeks. There are no known datasets concerning school or college grades, by citizenship or ethnicity.

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9 Public Corporation for Housing and Urban Development, Development Ministry
Greece participates in two of the three main international student assessment surveys, namely the Survey Programme for International Student Assessment (PISA) and the Trends in International Mathematics and Science Study (TIMMS). Both PISA and TIMMS address questionnaires to pupils, parents and participating schools and allow identifying migrants on the basis of a broad set of variables, including citizenship, language spoken at home, country of birth and parents’ country of birth.

**E.2.f Family and household**

Family status and family arrangements are covered in the 2001 Census: the only published data are as in Fn 13 above. Family data are recorded in residence permit applications (recent years only), although it is not clear if these can be extracted as statistical data. Household characteristics and family relations are also covered in the Labour Force Survey. In particular, it is a useful source of information on the relationship of employment and family life, notably employment participation of family members and work-life balance, including the reconcilability of family obligations (child care, care of elderly parents, etc.) and employment. However, sampling problems (see above, E.2.a) reduce its value as a source of information.

**E.2.g Political participation**

There are no data on the voting patterns of EU nationals in local elections, nor of their standing for office. TCNs may not participate in any way. Ethnic Greeks require Greek citizenship for political participation. There is no known study of ethnic background or country of birth in voting patterns of Greek citizens, since these are politically highly explosive issues in Greece.

**E.2.h Crime and Justice**

Judicial data are compiled and held by the Ministry of Justice; data on non-Greeks are confined to the penal courts and relate only to final sentences. The highly aggregated data are published by NSSG with massive delays. At least three other datasets on policing and justice are maintained by the Ministry of Public Order. These consist of “Persons known to the police”, arrests, and prison populations. In the first case, these are merely reports (or denunciations) to the police; aggregate data on foreigners are occasionally compiled and published from this dataset, and presented erroneously as criminal statistics. The dataset on arrests is more detailed, with gender and age recorded. The data on prison populations remains of low quality, with only gender and nationality variables.

**E.2.i Discrimination**

Statistical data on discrimination is hardly available. The only major survey of discrimination experiences ever conducted in Greece is the recent EU-Midis survey (European Union Minorities and Discrimination Survey). The survey covered Roma and Albanians and was conducted in Athens and Thessaloniki (See European Union
Agency for Fundamental Rights 2009). In addition to discrimination experiences, it also addressed experiences of victimisation, both as victims of crimes, including hate crimes and harassments and as victims of state authorities.

F. Accessibility of data

Aggregate data are published online for some of the datasets – notably, the censuses of 1991 and 2001, LFS, and some other statistical data (e.g. foreign children’s school registration; limited judicial data) produced by the NSSG. Small (restricted) samples taken from the 2001 Census and LFS are available in SPSS format, on application and for a relatively high fee; access to the microdata is not permitted under any conditions on the purported legal grounds of “data protection”.11

Access to administrative datasets is generally not possible, and for the great majority there are no aggregate data or metadata available. Exceptions are the IKA social insurance data (aggregate data published online) and the Interior Ministry database for non-EU nationals’ residence permits – for which the Ministry officials will normally provide aggregated Excel tables on request (free of charge).

G. Quality and scope of data collection

The quality of statistical data collection on immigration and ethnic minorities in Greece is very poor and there are no known plans to improve it. Even the census has major gaps in its coverage. The lack of coverage of major nationalities in the LFS is extremely problematic: this is especially noteworthy as all EU nationalities are included, regardless of the extent of their presence in Greece.

There has been, until now, no political interest in collecting data on the extensive discrimination and inequalities in Greece (see, for example, various years of RAXEN reports on Greece): there are, therefore, no datasets and no data apart from the EU-Midis survey.

To some considerable extent, the lack of access to the raw data is an indication not only of state secrecy, but also of impeding analysis of the quality of the data. One can also adduce a common belief in Greek society that statistics exist to manipulate reality, or to construct an alternative political reality (see Baldwin-Edwards/Apostolatou 2009b). There is relatively little political interest in using statistical data actually to understand the reality and improve public policy-making.

11 There has been no ruling from the DPA or the courts on this issue. As a matter of law, there is no reason why access to microdata for legitimate scientific purposes should be impeded, since the Data Protection Act gives exemption for such purposes. In fact, the Statistical Service merely continues its traditional policy (created before the recent Data Protection Act) of routinely refusing access to all datasets.
H. Conclusions - Recommendations

For researchers:
Greece is one of the most restricted countries in the EU with regard to access to data. This occurs partly because of a state secrecy mentality, particularly for all datasets concerning police and border authorities. However, this does not mean that access to aggregate datasets is impossible: frequently, these are handed out to political “friends” or to the mass media. Therefore, researchers in Greece need extensive networks of informal and formal contacts, simply to gain access to some of the data.

For the Census and EU datasets, the only way to access microdata is to buy the entire EU dataset from Eurostat: it is very expensive and restricted to universities and research institutions.

For policy-makers:
The only reliable sources of data are the Census microdata and the residence permit datasets (four concurrent). Since nobody in Greece has ever been given access to all of these, it is not possible to reliably interpret any data.

Concerning individual datasets, the following can be said: the Census is reliable but out of date; furthermore, the microdata are needed rather than aggregate data. There are serious problems with Greek ethnicity in the Census data (where ethnicity appears to have been recorded as legal nationality). The LFS is poorly sampled and unlikely to give an accurate picture of any nationality other than Greek and Albanian. The residence permit database covers about 60% of legal immigrants in Greece, and is therefore highly misleading. Other datasets are revealed only through occasional aggregate statistics, which are frequently designed to mislead: this includes the data on apprehensions of irregular migrants, which are portrayed as border apprehensions when they are not.

For improving the overall situation concerning accessibility, reliability and comparability of data:
If there is any political interest in improving data, the following recommendations can be made:

(a) The concept of public accountability of government agencies needs to be introduced into Greece. In particular, the National Statistical Service of Greece (NSSG) needs to be given a more central role and clear legal obligations concerning access to data that are public property. There is also a need for certain other ministries to be more accountable to the public and research community in terms of access to data.

(b) All administrative datasets should be registered with a central government agency (the NSSG would be the logical choice), and the management of, and access to, those datasets should be provided by law and practice.
(c) Access to microdata for legitimate scientific purposes does not exist in Greece, and should be introduced. Given that microdata from the Census and LFS are available (although at great cost) from Eurostat, this is irrational.

(d) A comprehensive analysis of “missing” datasets, and missing data from existing datasets, should be undertaken by a competent review body with the purpose of establishing new sources of data for public policy-making. These would include mergers of existing competing datasets (as for citizenship acquisition), electronic collation of municipality datasets (as for the civil register) and creation of new data collection techniques for evaluating discrimination and inequalities.
Bibliography


Other resources

Personal interviews with Dr Nikos Karavitis, Secretary-General National Statistical Service of Greece, February-March 2002.
Annex 1 – Datasets on migration/integration in Greece

### Table of principal statistical datasets

<table>
<thead>
<tr>
<th>Name</th>
<th>coverage</th>
<th>owner</th>
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<tr>
<td>Labour Force Surveys</td>
<td>1981—</td>
<td>NSSG</td>
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### Table of principal administrative datasets

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<tr>
<th>Name</th>
<th>coverage</th>
<th>owner</th>
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<tbody>
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<td>Register of residence permits for TCNs</td>
<td>2003—</td>
<td>Ministry of the Interior</td>
</tr>
<tr>
<td>Register of Homogeneis Cards for ethnic Greek TCNs (other than Albanian)</td>
<td>n.a.</td>
<td>Ministry of the Interior*</td>
</tr>
<tr>
<td>Register of Special Homogeneis Cards for Albanian nationals</td>
<td>n.a.</td>
<td>Ministry of Public Order**</td>
</tr>
<tr>
<td>Register of residence permits for EU nationals</td>
<td>1981—</td>
<td>Ministry of Public Order**</td>
</tr>
<tr>
<td>Register of residence permits for non-EU nationals (1929 and 1991 laws)</td>
<td>?—01</td>
<td>Ministry of Public Order**</td>
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<tr>
<td>Civil register</td>
<td>n.a.</td>
<td>Municipality level, Ministry of the Interior</td>
</tr>
<tr>
<td>Register of applications for asylum</td>
<td>n.a.</td>
<td>Ministry of Public Order**</td>
</tr>
<tr>
<td>Count of border crossings</td>
<td>n.a.</td>
<td>Ministry of Public Order**</td>
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<tr>
<td>Count of detected illegal border crossings</td>
<td>n.a.</td>
<td>Ministry of Public Order**</td>
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<tr>
<td>Register of “persons known to the police”</td>
<td>n.a.</td>
<td>Ministry of Public Order**</td>
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<tr>
<td>Register of prison populations</td>
<td>n.a.</td>
<td>Ministry of Public Order**</td>
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<tr>
<td>Register of deported persons</td>
<td>n.a.</td>
<td>Ministry of Public Order**</td>
</tr>
<tr>
<td>Register of private sector employed persons</td>
<td>2002—</td>
<td>IKA</td>
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<td>Register of insured self-employed persons</td>
<td>1990—</td>
<td>HDKA</td>
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<td>Count of applications for temporary permit of stay (1998 regularisation)</td>
<td>1998</td>
<td>OAED</td>
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<tr>
<td>Register of applications for permit of stay (1998 regularisation)</td>
<td>1998—2001</td>
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<td>Register of judicial decisions</td>
<td>n.a.</td>
<td>Ministry of Justice***</td>
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<tr>
<td>Count or register of visas granted</td>
<td>n.a.</td>
<td>Foreign Ministry****</td>
</tr>
</tbody>
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Notes
*no information was provided to the PROMINSTAT project
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