

Annual Results Report

2022

Greece

Acknowledgements

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Section 1: Context and Overview

1.1 Changes to the Operational Context

Sea and land arrivals increased in 2022 (19,000 against 9,200 in 2021). This may be due to lifting COVID-19 restrictions and a higher number of vessels in distress rescued in Greek waters. Most arrivals were of a refugee profile, such as Syria, Palestine, Afghanistan and Somalia. In 2022, 21,500 refugees from Ukraine received temporary protection.

Faster asylum processing reduced the number of asylum-seekers and the length of stay in border reception centres. The new Closed Controlled Access Centres on the islands offered improved material conditions but the high security environment impacted well-being.

Asylum-seekers who did not undergo reception procedures upon arrival were unable to access asylum and rights and state services such as housing, cash assistance and healthcare. This is because the new reception centres in the mainland, Malakasa and Diavata, were only designated in September.

After the closure of the state urban accommodation programme, many asylum-seekers were moved to camps, some in remote locations where services for people with specific needs were rarely available. Many of those relocated left jobs and schools, raising concerns at interruption of education and livelihoods prospects.

Strict border control practices continued, and a significant number of summaries forced returns was reported. Humanitarian actors, particularly those operating at border areas, worked in an increasingly hostile environment, from criticism in the public discourse to difficulties in registering with the State. Some humanitarian actors faced criminal charges connected to assisting new arrivals.

The post-COVID-19 environment revealed a need for additional workforce in the Greek economy which, coupled with a new national integration strategy, opened new prospects for integration of refugees.

The Government, with UNHCR support, coordinated a national identification and referral mechanism for unaccompanied and separated children at risk, and provided shelter and care.

1.2. Progress Against the Desired Impact

1. Impact Area: Attaining Favorable Protection Environments

Persons of concern are able to access international protection and enjoy rights afforded by the Greek national system in line with international standards in an AGD-sensitive manner

Indicators	Population Type	Baseline (2022)	Actual (2022)
1.1 Proportion of individuals seeking international protection who are able to access asylum procedures.	Refugees and Asylum-seekers	89.98%	85.00%
1.2 Proportion of PoC who are able to move freely within the country of habitual residence. [GCR 2.1.2]	Refugees and Asylum-seekers	84.67%	91.20%

Summary forced returns along land and sea borders continued to be systematically reported. UNHCR's interventions contributed to making these cases and practices known more widely. In some cases, this resulted in the initiation of investigations by national authorities, to which UNHCR was summoned to testify or provide information.

UNHCR provided technical expertise to the National Recording Mechanism of Informal Forced Returns of the National Human Rights Commission. UNHCR's physical presence and/or interventions for people who faced humanitarian and life-threatening risks upon arrival contributed to increased access to registration, reception, and asylum procedures.

UNHCR contributed to improved first reception conditions through information provision, identification, referral of people with specific needs, community-based activities, and the provision of relief items. Through UNHCR's monitoring, reporting, and interventions there were some improvements in conditions in mainland reception centres. Improvements included extending eligibility for food distribution to all children and, in one centre, to single women and single headed families independently of their status.

In 2022, the creation of a new platform and centres for the registration of asylum applications in the mainland resumed after nine months of interruption. UNHCR made technical recommendations on the new registration procedures.

Temporary protection status was granted to refugees from Ukraine without incident. UNHCR had provided technical recommendations on how to implement it. Quality assurance work at first and second instances of the asylum procedure contributed to fairer decisions and processing. UNHCR assisted, through partners, 3,500 asylum-seekers and refugees with legal aid provision, presented legal comments and prioritized cases for strategic litigation, thus contributing to the improvement of procedural standards in asylum procedures and other areas, such as detention.

3. Impact Area: Empowering Communities and Achieving Gender Equality

Persons of concern and the host community are meaningfully engaged in protection and solutions; community-based support, self-help mechanisms and peaceful coexistence are strengthened

Indicators	Population Type	Baseline (2022)	Actual (2022)
3.1 Proportion of PoC who have the right to decent work [GCR, 2.1.1]	Refugees and Asylum-seekers	100.00%	100.00%

UNHCR helped strengthen community-based support and self-help mechanisms by expanding the participation of refugee communities in protection activities. This was done by training and equipping refugees who acted as focal points and who built the capacity of other members of their communities, thus passing their skills to others and maximizing impact. UNHCR implemented this community-based approach to create a psycho-social workforce as well as to train focal points on the prevention and safe disclosure of gender-based violence and other types of abuse.

UNHCR also strengthened information awareness and two-way feedback for refugees and host communities by diversifying communication channels from email/phone to include digital CwC Facebook and WhatsApp as well as protection desks and in-person sessions. Finally, UNHCR offered direct support to refugee-led organization (RLOs) for refugee-led projects including information points embedded in community centres.

UNHCR contributed to strengthening peaceful coexistence between refugee and local communities through 29 community projects across the country ranging from donations to schools hosting refugees to conducting joint activities around the 16 days of activism against GBV. Gender equality was promoted through support to female-friendly spaces – as per refugees' request in 2021.

Overall, while refugee community cohesion was strengthened in urban areas through the collaboration with 22 RLOs and support to two refugee outreach teams in Athens and Thessaloniki, challenges were noted on the islands and reception areas where population mobility was high and as a result, many community structures dissolved.

The diverse ways of collaborating with refugees in the planning, implementation and monitoring of projects is in line with UNHCR's Accountability to Affected People policy and has added value for refugees, UNHCR and partners.

4. Impact Area: Securing Solutions

Persons of concern are able to pursue durable and other solutions, realised through integration, relocation, family reunification or naturalisation.

Indicators	Population Type	Baseline (2022)	Actual (2022)
4.3a Number of stateless persons for whom nationality is granted or confirmed.	Stateless Persons	29	15
4.3b Number of refugees for whom residency status is granted or confirmed.	Refugees and Asylum-seekers	1,756	2,371

An increasing number of refugees and asylum-seekers sought durable solutions in Greece. In parallel, Greek officials announced their commitment to offer access to local integration opportunities for refugees and for migrants seeking to establish themselves in the country. Consequently, combined with an increase in private sector needs for workforce in the post-COVID-19 phase, job opportunities for refugees emerged. UNHCR worked with central and local Government, the private sector, NGOs and refugees to advance integration, particularly through increased employment opportunities

UNHCR's efforts, through funding a partner to run an employability centre that matches refugees to jobs and helps them obtain documentation required to access legal employment (e.g. Social security, tax registration, and a bank account), to job fairs co-organized with relevant authorities and actors across the country, contributed to at least 304 refugees finding jobs in 2022. UNHCR and partners also developed a secure online job-matching platform where refugees can register and respond to job vacancy advertisements, and where potential employers can find suitable profiles. This attracted much interest from the authorities, refugees, and the private sector. UNHCR additionally kick-started projects to help refugees certify skills or receive training in areas in high demand in the Greek economy, such as driving and road safety, professional childcare, and personal helpers to people with disabilities. A total of 11 municipalities are involved in social integration for refugees and have committed to maintaining engagement moving

forward.

Additional solutions opportunities included voluntary relocation of asylum-seekers and refugees, including unaccompanied and other children to other EU member states and other evacuation schemes.

Other Core Impact Indicators

Country	Indicator	Population Type	Baseline (2022)	Actual (2022)
Greece	2.2 Proportion of PoCs residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	57.28%	89.69%

1.3 Challenges to Achieving Impacts

Strict border policies and the control-oriented management of refugee populations remained the main obstacles in the promotion of protection-oriented regulatory frameworks and practices.

The hostile environment for humanitarian actors, and negative public sentiment against refugees and migrants arriving irregularly from Türkiye, resulted in a reduced provision of services to asylum-seekers and refugees. In view of the lack of returns to Türkiye since March 2020, asylum-seekers who were rejected in Greece on inadmissibility (safe-third country) grounds remained without a legal status, or access to rights, for extended periods as they could not be returned nor have their applications examined on merits. The number of such cases was at least 2,700. The deterioration of reception conditions in camps in the mainland, as well as the high securitization of new centres on the islands and lack of alternative accommodation in urban settings negatively affected the well-being of asylum-seekers and refugees.

Refugees continued to face administrative and bureaucratic obstacles when trying to obtain essential documents to access the labour market and the social protection system. Additionally, the lack of available government data on recognized refugees hindered the measurement of progress on integration and other solutions for refugees. Greek services (other than those dealing with migration management) keep and process statistical data for Greek nationals, EU/EEA nationals and third country nationals without disaggregation of status, while stateless persons are not reported at all.

Barriers for refugees with specific needs to government access support and social assistance remain a problem and require legislative amendments.

1.4 Collaboration and Partnerships

UNHCR adopted a whole-of-society approach in Greece, working with and mobilizing the support of national and local stakeholders, the refugee community, civil society, and the private sector to improve the lives of refugees and asylum-seekers.

UNHCR significantly expanded its engagement with the private sector, which resulted in increased employment opportunities for refugees. In parallel, the Office enhanced its cooperation with embassies and other actors through proactive information sharing and the planning of key events to increase visibility of UNHCR's activities and promote a more positive image of refugees in Greece. All of this resulted in advancing UNHCR's work with national stakeholders and opened new doors for collaboration with the private sector.

UNHCR coordinated an inter-agency multi-sectoral needs assessment after the arrival of refugees

from Ukraine. This provided evidence-based data for the Government, UN agencies, and NGOs allowing them to better respond to needs by adjusting programmes and advocacy. UNHCR also led a mapping of services (“4W”) to facilitate coordination and referral between NGOs, municipalities, associations, and grass roots organizations. Additionally, UNHCR led an inter-agency protection monitoring exercise to generate information on refugees and gain further information on challenges they face. As a result, the Government and the humanitarian actors can now have current, and detailed, information which they can use to address identified gaps.

In line with commitments and mechanisms related to the Accountability to Affected People Policy and the Grand Bargain, UNHCR provided grants to three RLOs, and reached out to several more, including Ukrainian RLOs. UNHCR continued to work with national NGOs, recognizing their critical role and unique positioning, and expanded cooperation with 11 municipalities, particularly on refugee integration. UNHCR’s programmes were implemented through sixteen agreements with partners.

Section 2: Results

2.1. Outcomes and Achievements

1. Outcome Area: Access to Territory, Reg. and Documentation

Safe access to territory and protection against refoulement is ensured through registration, appropriate information, documentation, and reception conditions for asylum-seekers

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
1.1 Proportion of refugees and asylum seekers registered on an individual basis.	Refugees and Asylum-seekers	92.53%	95.00%	94.38%
1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority. [SDG 16.9.1 - Tier 1]	Refugees and Asylum-seekers	100.00%	100.00%	0.00%
1.3 Proportion of PoC with legally recognized identity documents or credentials [GCR 4.2.2].	Refugees and Asylum-seekers	85.13%	90.00%	91.43%

Progress Against the Desired Outcome

Strict border control practices continued in 2022, and a significant number of instances of summary forced returns were reported. UNHCR monitored and advocated for safe access to territory and asylum for new arrivals who need international protection and supported the authorities in the investigation of reported human rights violations. The National Recording Mechanism of Informal Forced Returns, created with UNHCR support, was key in recording such human rights violations.

UNHCR was present in border reception facilities, assisting new arrivals with information on rights and procedures, protection counselling and referrals, and core relief items (CRIs) amongst others. UNHCR provided training to 85 border officials.

Out of the 18,800 arrivals in 2022, UNHCR assisted more than 17,500, including 89% of new arrivals in “off-border” locations (e.g., Crete, Peloponnese), through protection activities.

UNHCR dispatched 542,900 CRIs to 38 different state authorities (ministries, municipalities, Police, Coast Guard, hospitals) and 18 NGOs/community-based organizations covering 47 locations in the mainland, and 25 on the islands.

The new first reception centres at the borders improved procedures and material conditions considerably but their high security environment affected well-being.

Access to asylum in the mainland for undocumented asylum-seekers who had not undergone registration at borders, including many with severe vulnerabilities, was hindered until September when new centres in Diavata and Malakasa started operating as did the on-line platform for booking of appointments for registration - a long-standing advocacy point from UNHCR. Consequently, access to asylum registration improved by the end of the year, along with access to documentation. UNHCR provided information in both centres. While this solved the problem of around 90% of this population, some including vulnerable asylum-seekers, continued to be directed to mainland detention facilities after their rescue and disembarkation.

The authorities made progress in assuming the implementation of various services in State accommodation facilities such as case management with EUAA support, security and sanitation. Nonetheless, in a context of generally deteriorating reception conditions, UNHCR intensified its advocacy, carrying out regular visits and providing the authorities with comprehensive reports and recommendations, and donated 14,000 blankets and sleeping bags to mainland camps. Positive achievements included the extension of eligibility for food distribution to all children and the introduction of mitigation measures for women resorting to negative coping mechanisms to survive.

Challenges to Achieving Outcome

Restrictive EU and national border management policies and hostile public attitudes created risks for the fulfilment of the human rights of refugees. Investigations against NGOs and volunteers and the consequent shrinking presence of humanitarian and legal aid actors at borders negatively impacted the delivery of protection and humanitarian assistance to refugees and asylum-seekers upon arrival.

Asylum-seekers who did not undergo registration at borders did not have access to asylum procedures in mainland Greece until September 2022. Consequently, this left many asylum-seekers without documentation, protection from arrest or deportation or access to reception. Furthermore, this left vulnerable groups without access to support or services. The closure of ESTIA urban accommodation programme and the subsequent transfer of asylum-seekers to camps resulted in exposure to several risks particularly for vulnerable asylum-seekers, while conditions in camps deteriorated due to lack of maintenance and repair. Moreover, withdrawal of IOM protection services from camps while state activities were not yet operational created further protection gaps.

2. Outcome Area: Status Determination

Asylum-seekers have their claims processed in a timely, fair and efficient manner with due procedural safeguards, including access to legal remedies

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
2.1 Average processing time (in days) from registration to first instance asylum decision (disaggregated by individual and group procedures).	Refugees and Asylum-seekers	365.00	183.00	285.00
2.2 Proportion of individuals undergoing asylum procedures who have access to legal advice or representation.	Refugees and Asylum-seekers	67.39%	75.00%	68.97%
2.3 Proportion of individuals undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim.	Refugees and Asylum-seekers	75.00%	100.00%	86.79%

Progress Against the Desired Outcome

In September 2022, asylum-seekers who had not registered at the borders' reception centres regained the possibility to register their claims at mainland registration centres in Malakasa and Diavata. UNHCR and other actors' advocacy contributed to the increase in the number of admissions to the asylum procedure of asylum-seekers who were initially rejected on "admissibility" grounds of Türkiye being a safe third country.

The average processing time of asylum applications at first instance decreased slightly compared to the previous year, as authorities made progress on accelerated procedures on the islands and reduced the case backlog.

Legal counselling and representation needs in the country exceeded the State's capacity to provide it. Nonetheless, the number of individuals provided with legal aid increased compared to previous years, as the State's Registry Lawyers scheme was enhanced at the appeals stage. There was also a slight increase in services provided by NGOs and international organizations at first instance. UNHCR's legal aid partnerships supported 3,500 individuals, including with counselling at first instance. Furthermore, 87% of rejected applicants submitted an appeal which reflected the increased availability of State legal aid.

Strategic litigation by UNHCR's partners on asylum procedures contributed to gradually addressing serious systemic challenges. UNHCR contributed to the prevention of arbitrary detention of asylum-seekers and to a decrease in the number of such detainees mainly in Police stations through monitoring and advocacy.

UNHCR's quality assurance work in 2022 at first and second instance contributed to improving the quality of asylum processing. UNHCR achieved this through specialized, and targeted, training provision, quality checks, RSD and quality enhancement tools for authorities to address the most serious challenges identified. Additionally, the tailored training provided by UNHCR to the State Registry lawyers and Asylum Service staff helped improve the quality of their work.

The Temporary Protection status procedure implemented by the Asylum Service for refugees from Ukraine followed UNHCR's legal and technical recommendations and was rapid and well organized.

Challenges to Achieving Outcome

Lack of access to asylum for nine months left many asylum-seekers without access to rights. Many applicants found inadmissible on safe third country grounds did not have any legal status and faced delays in making subsequent applications or could not make them as they were unable to pay the fee.

Even though the number of individuals provided with legal aid increased, gaps in the availability of legal aid at first instance still left many asylum-seekers without this crucial support in an environment of complex procedures and persisting restrictions in procedural safeguards, including the unjustified detention of asylum-seekers.

The enhanced state-run registry of Lawyers scheme still presents some shortcomings with regards to quality.

Obstacles in processing admissibility cases persisted (i.e. lack of individualized assessment), while refugee status determination for in-merit (eligibility) cases presented specific challenges (i.e. weaknesses in credibility assessment).

3. Outcome Area: Protection Policy and Law

Greece adopts favourable legislation & policies for asylum-seekers, refugees and stateless persons in conformity with international standards and ratifies key international instruments

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol.	Refugees and Asylum-seekers	Adequate	Adequate	Adequate

3.2 Extent national legal framework is in line with the 1961 Convention on the Reduction of Statelessness.	Stateless Persons	Adequate	Adequate	Adequate
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Progress Against the Desired Outcome

UNHCR strengthened its institutional role as an advisory and capacity-building actor so that state policies on refugee protection align with the 1951 Convention and with international and regional human rights law. UNHCR commented on draft legislation and proceeded with several interventions before administrative and judicial authorities, including a third-party intervention before the European Court on Human Rights. Those interventions succeeded in influencing legislation and state policies, establishing good precedents, and promoting a more protection-sensitive environment amidst more restrictive policies at EU and national levels, including on border management.

UNHCR continued to coordinate its work with international and European organizations and agencies advocating for the protection of refugee rights, in particular of those most vulnerable. The office provided training and capacity-building for lawyers of the state-run legal aid schemes, judges and law school students in 2022, thus enhancing the capacity of the legal community to be involved in refugee protection, while it established synergies with the National School of Judges.

The publication of the Yearbook of Refugee and Aliens' Law continues to constitute an important tool for the legal community in upholding legislation, in particular in a challenging environment. UNHCR and its legal aid partners proceeded with targeted legal actions before the courts to promote favourable jurisprudence on refugee matters.

Moreover, UNHCR continued to support the Racist Violence Recording Network (RVRN) and the implementation of ongoing RVRN activities to reliably document the racist incidents in Greece and advocate for adequate and effective preventive and remedial measures. UNHCR also supported the RVRN to strengthen its position in public dialogue.

Amidst a worrying shrinking protection environment, UNHCR also interacted with national and international media on key refugee protection issues, conveying its messaging and priorities, including about access to territory and integration. UNHCR published op-eds in various media outlets, press releases, statements and human-interest stories and thus kept protection priorities and the benefits of integration visible in the public domain. UNHCR continued to advocate for access to solutions (Greek citizenship) for stateless persons through its Memorandum of Cooperation with the Ministry of Interior and for the establishment of a statelessness determination procedure by the Asylum Service.

Challenges to Achieving Outcome

While Greece is party to the 1951 Convention and national law is generally in line with international and EU standards, strict border control policies, penalization of irregular entry, high securitization of reception centres and reduced support have impacted access to asylum and, overall, the protection space.

The designation of Turkey as a safe third country for nationals of Syria, Afghanistan, Somalia, Pakistan and Bangladesh, which required an admissibility assessment before examination on merit of an asylum claim meant that several asylum-seekers remained without any legal status or access to rights to reception as asylum applicants, even though returns under the 2016 EU-Türkiye Statement have been suspended since March 2020. Moreover, some administrative formalities continued to create obstacles to the effective examination of asylum applications. The negative portrayal on mass media of asylum-seekers and refugees reinforced prejudice towards them and to NGOs providing assistance.

4. Outcome Area: Gender-based Violence

Persons of Concern are protected from GBV, SEA and Trafficking and survivors are aware of and have access to response services and are supported to build resilience

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
4.1 Proportion of PoC who know where to access available GBV services	Refugees and Asylum-seekers	82.59%	100.00%	88.99%
4.2 Proportion of POCs who do not accept violence against women.	Refugees and Asylum-seekers	73.70%	100.00%	75.23%
4.3 Proportion of survivors who are satisfied with SGBV case management services.	Refugees and Asylum-seekers	87.50%	100.00%	98.94%

Progress Against the Desired Outcome

UNHCR worked in line with the GBV Policy and IASC guidelines, and Sustainable Development Goal 4. The Office focused on supporting the authorities, including through capacity building, on prevention and risk mitigation through a community-based protection approach, and on GBV response services including self-reliance. UNHCR and its partners supported 353 GBV survivors, of whom 302 received legal aid and 52, including children, benefitted from emergency accommodation.

UNHCR signed a Memorandum of Cooperation in January, with the General Secretariat for Demography, Family Policy and Gender Equality to support the National Action Plan for Gender Equality. The Memorandum contains 13 actions, such as secondment of staff for coordination and a Ukrainian-speaking staff for the Women SOS Helpline, mapping of GBV-related services for displaced individuals, capacity building to 272 frontline state actors including municipalities, addressing gaps in the period before placement of a GBV survivor in a safe shelter, developing policies to include the gender dimension in refugee status determination, information campaigns and targeted training, support to the platform for reporting sexual misconduct, a joint GBV risk assessment in urban areas and islands centres and promotion of refugee integration among others.

UNHCR worked in coordination with the inter-agency working group on PSEA. By June 2022 all partner PSEA capacity strengthening was completed, and at the end of the year, the IGO training on SEA investigations was delivered in Athens and made available online in Greek. Alleged trafficking cases were referred to GBV actors and reported to the National Reporting Mechanism/National Centre for Social Solidarity. UNHCR worked in close coordination with the Anti-Trafficking Police Unit and arranged information sessions by the police to refugees to raise awareness and empower survivors to report cases and seek help.

UNHCR works with women and girls, and men and boys on prevention of GBV and risk mitigation. The proportion of refugees and asylum-seekers who know where to find GBV services reached 89 percent and of those do not accept violence against women 75 per cent. In 2022, 154 women participated in leadership/management structures, an improvement from 2021, due to the GBV community-based prevention methodology. Capacity building continued with 1,400 people trained in 2022, including state actors, partners, and others. During this time, UNHCR and partner Diotima conducted information and empowerment sessions to 4,400 displaced people.

Challenges to Achieving Outcome

Challenges included the limited number of national services and gaps in the national social and health care system, including special accommodation facilities; the lack of state investment in the provision of specialized services for asylum-seekers in island reception centres and mainland camps; reduced support by the State in GBV/protection interventions; the under-reporting of GBV incidents and the impunity of perpetrators; the lack of services for specific profiles such as male and LGBTQI+ survivors and women requiring treatment for a mental health condition; and limited availability of self-reliance support to GBV survivors. Of note is that survey results still reveal a relatively high acceptance of violence against women, which shows the importance of continuing to engage refugee communities across all GBV-related interventions.

5. Outcome Area: Child Protection

Risks of violence, abuse, neglect and exploitation of children are identified and addressed, and child protection system strengthened

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure.	Refugees and Asylum-seekers	79.46%	80.00%	69.41%
5.2 Proportion of children who participate in community-based child protection programmes	Refugees and Asylum-seekers	37.86%	40.00%	31.08%
5.3 Proportion of unaccompanied and separated children who are in an appropriate alternative care arrangement	Refugees and Asylum-seekers	100.00%	100.00%	95.73%

Progress Against the Desired Outcome

The National Emergency Response Mechanism (NERM), established with UNHCR support, identified 4,117 unaccompanied and separated children, including separated children from Ukraine, out of whom 1,600 were referred to age-appropriate accommodation and others for medical aid, legal aid and basic assistance. Some 2,620 UAC needed accommodation and care, but available places only reached 2,515.

UNHCR/NERM partners conducted 2,225 best interest assessments (BIAs) in 2022 for UAC in the mainland and the Promachonas border point, where most Ukrainians crossed into Greece. Thirty-one UAC were accompanied to relocation pre-departure procedures. On the islands, 870 BIAs were conducted in 2022 and children were supported accordingly.

UAC who reached adulthood continued to face challenges with lack of opportunities in education, employment, and integration, while some remained with no legal status. UNHCR, with IOM and UNICEF, made proposals to the Ministry of Migration and Asylum, for solutions to the plight of former UAC. An amendment to the Migration Code was later announced. It included the granting of 10-year residence permits UAC and former UAC with three years of schooling in Greece.

UNHCR started implementation of the national best interests procedures' accreditation system with SSPUAM and EUAA. The project aims at a harmonized best interests procedure for all refugee children. UNHCR also coordinated its efforts for the support of child survivors of gender-based violence with all involved authorities and advocated for a National Action Plan for the Protection of Children from Sexual Abuse and Exploitation, which was issued by the Ministry of State in December 2022.

The inclusion of UAC in the national scheme for foster care remained limited despite efforts undertaken by various actors, including UNHCR. UNHCR partner METAdrasi trained 80 government staff, 130 members of the refugee community and 42 foster families, while the Ministry of Labour and Social Affairs included 73 UAC in the National Foster Care and Adoption platform.

UNHCR worked with the Ministry of Education towards integration of refugee children in the national system. It provided direct training to 240 school staff on inclusion of refugees in school, while its partner TENet provided training to 1,260 teachers, reaching 160 schools, and 4,050 students in 19 towns. A scholarship was also offered to a young refugee woman to participate in the Summer Course on Migration and Refugee Studies in Greece organized by Harvard University and the National and Kapodistrian University. UNHCR continued to provide capacity-building to State and NGO staff on child protection and child rights (855 trained in 2022), enhanced its networking with state authorities and mobilized and supported national, EU and international actors to advocate on critical issues, including by chairing the inter-agency Child Protection sub Working Group at national level.

Challenges to Achieving Outcome

The number of children living with their families in urban settings increased from 41% in 2021 to 75% in 2022 due to new arrivals, faster recognition procedures, but also because of the eviction of recognized refugees from the ESTIA accommodation scheme. Their situation is considered of high risk due to the limitations of the social welfare system to attend to their needs, as well as the lack of access to best interest procedures and community-based programmes.

Increased arrivals of undocumented UAC have placed additional pressure on the reception capacity of the State. On the islands, the fluctuating numbers of UAC and increased seasonal arrivals including limited availability of accommodation on the mainland, created delays in transfers to mainland long-term care facilities such as shelters and supported independent living.

7. Outcome Area: Community Engagement and Women's Empowerment

Refugee communities and individuals become self-sufficient and impactful towards solutions for their own communities.

Persons of concern are positively perceived and supported by host communities

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
7.1 Proportion of PoC who participate meaningfully across all phases of the OMC.	Refugees and Asylum-seekers	98.71%	99.00%	98.71%
7.2 Proportion of PoC who have access to effective feedback and response mechanisms.	Refugees and Asylum-seekers	96.54%	97.00%	96.54%
7.3 Proportion (and number) of active female participants on leadership/management structures.	Refugees and Asylum-seekers	20.00%	40.00%	25.00%

Progress Against the Desired Outcome

UNHCR used diverse methodologies, such as GBV Risk Assessment, Participatory Assessment (PA), and Protection Monitoring, to increase participation of refugees. The 2021 PA was translated into 10 languages.

UNHCR had various feedback and response mechanisms in place, including the Help Website complaints form, the Protection Helpdesk landline and the WhatsApp two-way feedback. The UNHCR Greece Help Website had 589,700 views, the UNHCR Facebook Information Point website reached 169,100 individuals, while UNHCR Protection Helpdesks provided personalized responses to 9,900 individuals.

The 2021 PA showed that while women may be included in community representative structures, they did not have the same level of access to information as men, except when in women's friendly spaces or women's groups – these were then supported and used for information sharing.

The focus on hard-line policies and deterrence, in combination with hostile narratives, against refugees, migrants and their defenders, continued to negatively influence public opinion and attitudes. Thus, UNHCR scaled up efforts to generate empathy through campaigns, human-interest stories, emotive multimedia content, new partnerships, and events. Highlights included the 'PlisiaZoume' campaign, on TV, radio and digital media, focusing on positive relationships between refugees and Greeks, which reached some 2.9 million TV viewers and brought some 8.3 million impressions (displays) on digital media. World Refugee Day events organized with local authorities, humanitarian partners, and refugees attracted wide participation. Campaigns about refugee access to education and against gender-based violence helped generate positive attention and local community engagement, as did a more positive messaging on integration.

UNHCR led the narrative on the protection and humanitarian needs of refugees from Ukraine and was able to capitalize on high media interest. Messages of support for all refugees irrespective of origin were amplified through UNHCR's communications channels, with positive reactions. Integration was promoted through web stories, press releases, social media posts and media pitching. UNHCR Greece increased traffic on its website (by 26%) and its social media followers. The UNHCR Greece Facebook page increased its page reach by 108% during 2022 with a variety of campaign videos reaching new audiences. We increased our Twitter followers by 7% and launched a new Instagram account, reaching more than 3,000 followers. UNHCR participated in two important economic forums to promote integration.

The Office also launched "Media Labs" in Athens and Thessaloniki, 30 young Greek and refugee participants in journalism and video storytelling, and expanded cooperation with Greek universities, participating in the MSc on Media and Refugee/Migration Flows. Partner TENet's project on awareness and capacity building of teachers, reached 160 schools, 4,050 students and 1,260 teachers in 19 towns. More than 860 students took part in the "Education Cannot Wait" annual student contest, while a joint contest with "Shedia" street magazine attracted over 2,000 children who made moving drawings on the meaning of "home".

Challenges to Achieving Outcome

UNHCR aimed for direct engagement of refugees in project planning, design, implementation, monitoring, and evaluation beyond the participatory assessment, and efforts were redoubled, as communities reported being uninformed and unaware of rights despite strengthened outreach and existing feedback and response mechanisms. Communities requested regular meetings with authorities to express their concerns, and for humanitarian staff to communicate directly, in-person and in the languages of refugees.

Refugee women of diverse nationalities advised that in order to increase the participation of women in leadership structures, separate leadership structures exclusively for women should be created. The operation adjusted activities to support women's spaces and women's groups, but much more effort is needed in this direction.

13. Outcome Area: Self Reliance, Economic Inclusion and Livelihoods

Persons of Concern have effective access to socio-economic rights

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
13.1. Proportion of PoC with an account at a bank or other financial institution or with a mobile-money-service provider [SDG 8.10.2 Tier 1].	Refugees and Asylum-seekers	35.51%	75.00%	35.51%
13.2. Proportion of PoC who self-report positive changes in their income compared to previous year.	Refugees and Asylum-seekers	20.88%	33.00%	20.88%
13.3 Proportion of PoC (working age) who are unemployed.	Refugees and Asylum-seekers	30.00%	5.00%	75.35%

Progress Against the Desired Outcome

Access to social and economic rights partially improved but remained extremely limited for most refugees. Completing key formalities to access legal employment (social security number, social insurance number, opening of a basic bank account) was possible but required a high level of persistence from refugees and support through accompaniment and multiple interventions with competent services and their branch offices.

Such obstacles (of a legal, technical, and bureaucratic nature) were analysed by UNHCR in a report accompanied by recommendations on how to overcome them. The document was shared with key stakeholders within the Government. The integration study commissioned in 2021, based on the largest sample of refugees ever surveyed in Greece, was completed in 2022 and will be presented to major stakeholders in 2023.

Eleven municipalities were supported to adapt and update their services to make them more accessible to refugees, with the Integration Innovation Hub, an incubator of good practices established by the City of Athens with UNHCR support, being the most prominent development. UNHCR also supported jointly with other actors the Cities Network for Integration (a platform for peer-to-peer cooperation amongst municipalities on integration issues) and the Athens Coordination Centre for Migrants and Refugees (a platform of cooperation and coordination for civil society organizations operating in the greater Athens area).

Challenges to Achieving Outcome

Constraints in interoperability and real-time communication amongst state databases created unnecessary bureaucracy and complexity for refugees who wished to enter the Greek banking system and to complete financial, administrative, and other transactions with financial and/or state institutions. It was nearly impossible for refugees to complete these procedures without a high level of support such as accompaniment to services, continuous interventions by paralegals, social workers, counsellors, support with interpretation etc.

Unavailability of national statistics on foreign residents disaggregated by legal status did not allow for a thorough understanding of the extent of the administrative barriers faced by refugees, nor for identifying trends, patterns, and changes over time specifically concerning the populations falling under UNHCR's mandate.

15. Outcome Area: Resettlement and Complementary Pathways

PoC are supported to enjoy the right to family reunification and to pursue legal pathways for other countries as available

Progress Against the Desired Outcome

In 2022, 291 refugees received support to complete family reunification procedures, but only 28 eligible relatives entered Greece with a family reunification visa. Issues obstructing family reunification were included in UNHCR's analysis of bureaucratic obstacles hindering integration, together with recommendations on how to address them. UNHCR advocated with the authorities and the Ombudsman so that 21 long-pending cases for family reunification could be solved.

UNHCR's partner METAdrasi accompanied 31 UAC in relocation pre-departure procedures.

Challenges to Achieving Outcome

Voluntary relocation to other EU member states remained unpredictable and only sporadic pledges were offered to Greece, in extremely small numbers. Seasonal increased arrivals of undocumented UAC put pressure on the reception capacity of the State to provide adequate care and solutions. UNHCR consistently advocated for a predictable, systematic, and funded European relocation mechanism.

16. Outcome Area: Integration and other Local Solutions

PoC are supported towards securing durable legal status in Greece

Progress Against the Desired Outcome

There was some progress on refugees' access to housing and social rights due to (a) more tolerance from the authorities, allowing vulnerable refugees to stay in camps, (b) flexibility with the eligibility requirements of the HELIOS housing subsidy programme to include refugees from Ukraine, (c) the hosting of refugees from Ukraine with temporary protection in specially designated camps.

The transition from refugee status or other forms of international protection to long-term residence status or Greek nationality is possible but lengthy and demanding, in that it requires, by legislation, a high standard of integration indicators, i.e. a high level of Greek language proficiency, proof of income, and knowledge of Greek social life, history, and civilization, among others. Refugee communities were intensively provided with information on the added value of investing in completing administrative formalities required to transit to a more durable legal status. UNHCR supported, on a pilot basis through the Integration Innovation Hub, courses run by the Athens Municipality to prepare candidates for the naturalization exam (which obtained a 100% pass rate) and advocated with the Ministry of Interior for the acquisition of Greek nationality of a small number of stateless individuals (most of them of Greek descent).

Challenges to Achieving Outcome

Many refugees were at a serious risk of homelessness after receiving their recognition status, as they are only eligible to a one-month provision of housing and cash assistance.

This short period of assistance, combined with long delays in the issuance of residence permits and the

completion of necessary administrative formalities to obtain legal employment (social security, tax registration, etc.) led to refugees having unmet basic needs while being ineligible for state social assistance.

The quick implementation of solutions for refugees from Ukraine with temporary protection status, such as flexibility to access the Helios programme accommodation in camps with full coverage of basic needs, was not considered for refugees of other nationalities who nonetheless had similar needs.

2.2. Age, Gender and Diversity

Partners reporting on GBV, child protection, disability, and mental health included disaggregation by age, gender and diversity. Protection monitoring, surveys, the GBV Risk Assessment, and Participatory Assessment conducted in 2022 also disaggregated data based on age, gender and diversity. UNHCR consistently asked for all partners to report disaggregated data.

The 2022 Participatory Assessment focused on people with disabilities, older individuals and LGBTIQ+ individuals, as they did not appear to be sufficiently reflected in the previous PA. As an immediate follow up UNHCR is discussing with Athens Municipality an extension of the provision of assistive devices under its urban programme to individuals living with disabilities living in camps.

AAP was mainstreamed through the Community-based Protection Strategy with the key objectives to engage, empower and include stakeholders towards the meaningful inclusion of refugees in decision-making. Stakeholders engaged included 22 refugee-led organizations (RLOs), refugee outreach volunteers, women's associations, partners, municipalities, and the wider refugee community (consulted through the Participatory Assessment, Protection Monitoring and surveys).

UNHCR awarded three grants to RLOs and provided capacity building in protection, PI and project management to many more. Finally, refugees participated in the planning, design, implementation and monitoring of UNHCR and partner projects.

Based on women's recommendations from the 2021 PA, the operation supported women's dedicated spaces in Lesbos, Chios and Samos; provided in-kind and technical support to newly established Ukrainian RLOs led by women in Athens and Crete and supported a women's NGO to apply for the Innovation Fund award to implement a project that empowers displaced girls and women to produce creative media content to combat GBV. The NGO won the award.

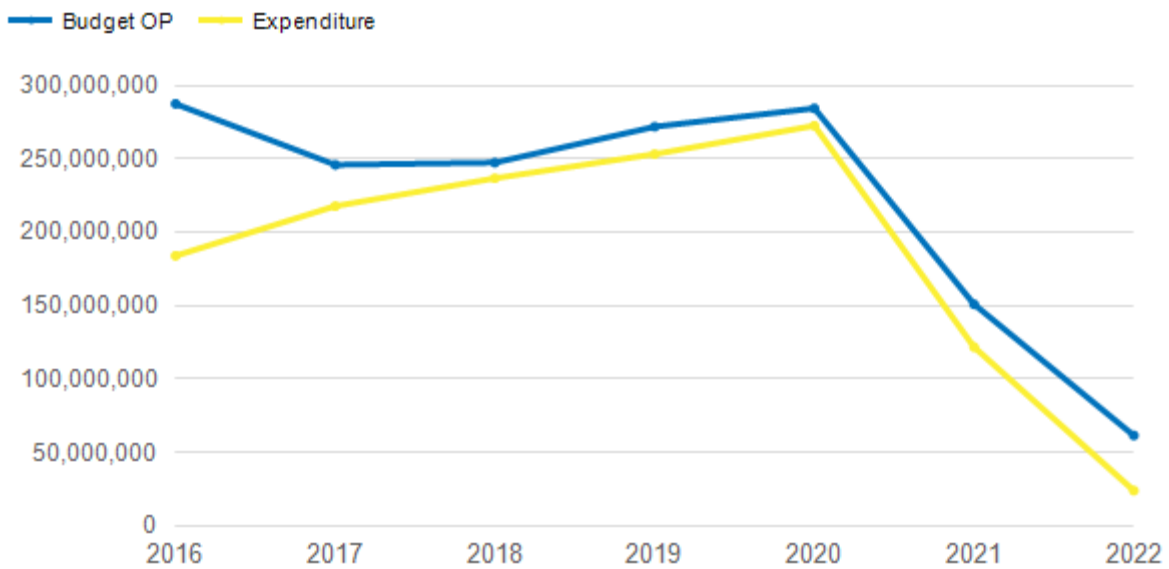
Section 3: Resources

3.1 Financial Data

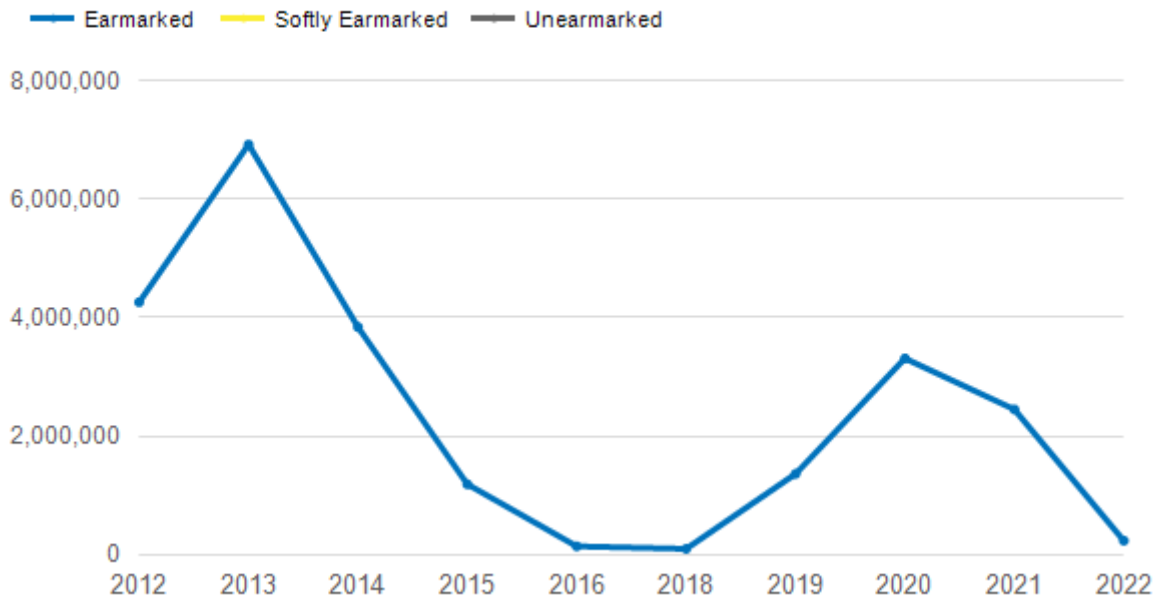
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	38,555,893	12,053,035	31.26%	11,911,766	98.83%
IA3: Empower	9,680,862	5,852,828	60.46%	5,852,810	100.00%
IA4: Solve	13,263,244	6,217,993	46.88%	6,217,919	100.00%
Total	61,499,999	24,123,857	39.23%	23,982,495	99.41%

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	16,621,882	4,279,328	25.75%	4,279,328	100.00%
OA2: Status	9,263,961	3,029,406	32.70%	2,888,137	95.34%
OA3: Policy/Law	3,191,565	1,209,854	37.91%	1,209,854	100.00%
OA4: GBV	4,824,854	2,272,555	47.10%	2,272,555	100.00%
OA5: Children	9,478,485	3,533,931	37.28%	3,533,931	100.00%
OA7: Community	4,856,008	3,580,772	73.74%	3,580,772	100.00%
OA13 Livelihood	7,026,261	3,167,208	45.08%	3,167,133	100.00%
OA15: Resettle	1,415,210	798,183	56.40%	798,183	100.00%
OA16: Integrate	4,821,773	2,252,620	46.72%	2,252,602	100.00%
Total	61,499,999	24,123,857	39.23%	23,982,495	99.41%

Budget and Expenditure Trend



Contributions Trend by Type



3.2. Resources Overview

In line with the country strategy, UNHCR’s programmes and advocacy focused on access to asylum and integration, maintaining as cross-cutting a focus on vulnerable asylum-seekers and refugees. UNHCR increased its operational programming on integration, particularly in the areas of livelihoods within the resources available in 2022. However, planned activities were only partially covered, as only 39% of UNHCR Greece’s total needs were funded, or USD 24 million. Of this, USD 10.6 million came from the European Union, USD 1.35 million from governments and USD 900,000 from the private sector. New private sector donors in Greece contributed towards child protection, while bilateral State funding supported legal aid.

UNHCR’s planning for 2022 included additional activities on integration, but due to funding limitations, they were not implemented. Unmet needs included legal assistance, as state-run legal aid schemes

were not able to address all needs.

Due to funding restrictions targeted information sessions for children in reception and identification centres and mainland sites to address concerns relating to security and living conditions, projects on mentoring and livelihoods support for the “18+”, and the development of a community-based social workforce for children at risk were not operationalized.

Despite UNHCR’s efforts, there are still unmet needs regarding gender-based violence prevention, risk mitigation and response, mainly due to gaps in the national social care, health and protection services and specialized facilities for both refugees and nationals. UNHCR could only implement part of its activities in these areas, with additional support to state authorities not prioritized due to funding limitations.

Funding support for persons with specific needs, especially for case management activities to ensure certification of disabilities and serious medical conditions, was also limited due to a lack of resources



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