

ASYLUM PROCEDURE STATISTICS IN GREECE: FIRST HALF OF 2025

SEPTEMBER 2025

Two out of three asylum claims granted

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Asylum applications

- 23,851** initial asylum applications
- 3,574** subsequent asylum applications, including **421** following an inadmissible initial claim on "safe third country"
- 741** subsequent applications subject to a 100 € fee per person



First instance procedure at the Asylum Service

- 71.6%** recognition rate, based almost exclusively on refugee status, mainly for Afghanistan
- 89.8%** recognition rate in the border procedure
- 3,539** manifestly unfounded rejections
- 357** inadmissibility decisions on "safe third country" grounds, of which **307** regarding Türkiye. Of those, **150** were taken in the border procedure
- 1,965** inadmissibility decisions on subsequent claims without new elements, including **26** regarding initial claims dismissed on "safe third country" grounds
- 27,496** pending cases at first instance, including **13,148** awaiting an interview



Second instance procedure at the Appeals Committees

- 6,019** appeals, of which **4,044** benefitting from free legal assistance from the Registry of Lawyers of the Asylum Service
- 747** appeals dismissed due to failure to appear in person
- 843** appeals dismissed due to late submission
- 204** oral hearings at the appeal stage
- 10%** recognition rate at second instance



Judicial review at the administrative courts

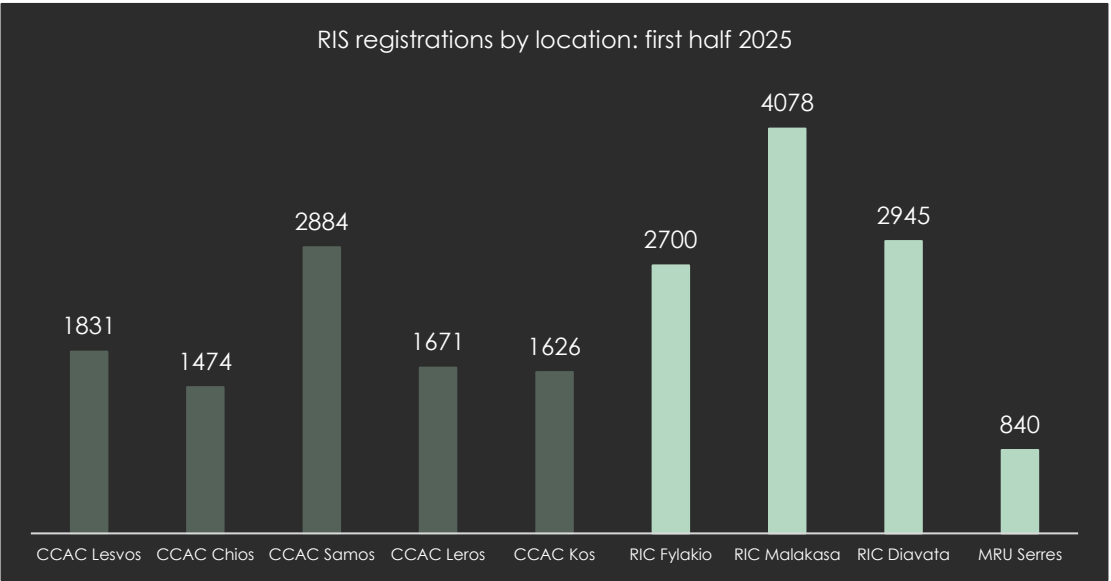
- 1,416** pending judicial review applications at the Administrative Courts of Athens and Thessaloniki
- 36.5%** approval rate for judicial review applications

This note analyses the implementation of the Greek asylum process over the first half of 2025, based on the monthly statistics published by the Ministry of Migration and Asylum and on figures provided in response to parliamentary questions.

Access to the asylum procedure

Official data of the Greek authorities refer to 25,799 arrivals of undocumented persons in the first half of 2025. Of those, 15,131 people arrived via Evros and the Eastern Mediterranean, while 10,668 arrived via the Central Mediterranean.¹

Every person arriving or present in Greece without documentation must be subject to screening procedures before the Reception and Identification Service (RIS) of the Ministry of Migration and Asylum.² The RIS registered a total of 20,049 people in screening procedures, including 2,700 in Evros, 9,486 in the Closed Controlled Access Centres (CCAC) of the Eastern Aegean islands and 7,863 in the Reception and Identification Centres (RIC) on the mainland. Most RIS registrations took place in RIC Malakasa and Diavata.

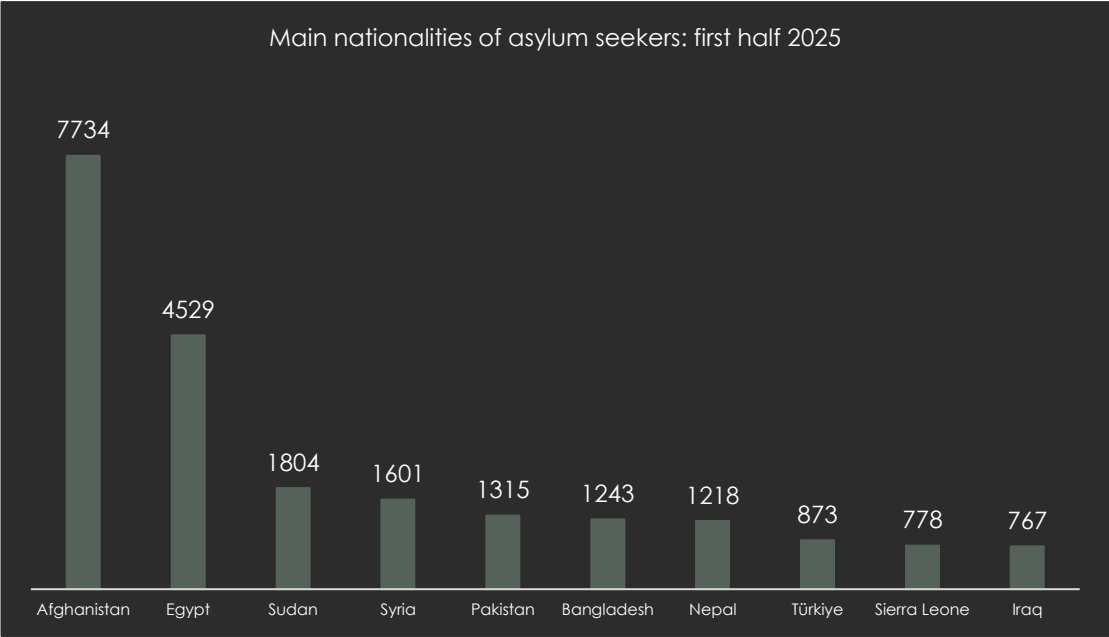


Source: Ministry of Migration and Asylum, Screening statistics, Jun 2025

Greece has designated that Asylum Service and the RIS as responsible authorities for receiving asylum claims.³ The two authorities registered a total of 27,425 asylum seekers during the first half of 2025.⁴ Most of the asylum applications lodged – 23,851 – were initial applications. This year too, the number of initial asylum applications is significantly higher than the number of recorded arrivals and the number of people screened by the RIS.

¹ RSA, 'Crete – Gavdos: 7,336 refugee arrivals in the first half of 2025, lack of management plan', 9 July 2025, available [here](#).
² Articles 38 et seq. Greek Asylum Code, L 4939/2022, Gov. Gazette A' 111/10.06.2022.
³ Article 1 (q) Greek Asylum Code.
⁴ According to the sum of figures in the monthly Ministry of Migration and Asylum reports.

The main nationalities of asylum seekers registered in the first six months of the year were as follows:



Source: Ministry of Migration and Asylum, Statistics, Jan-Jun 2025

The main countries of origin of asylum seekers include Syria and Afghanistan. The Greek government has re-designated Türkiye as a “safe third country” (STC) for the nationals of those countries,⁵ after the Plenary of the Council of State annulled the previous designation due to inadequate reasoning.⁶

Main countries of origin include Egypt, Pakistan, Bangladesh and Nepal, designated as “safe countries of origin” (SCO) under a separate national list.⁷

Place of registration

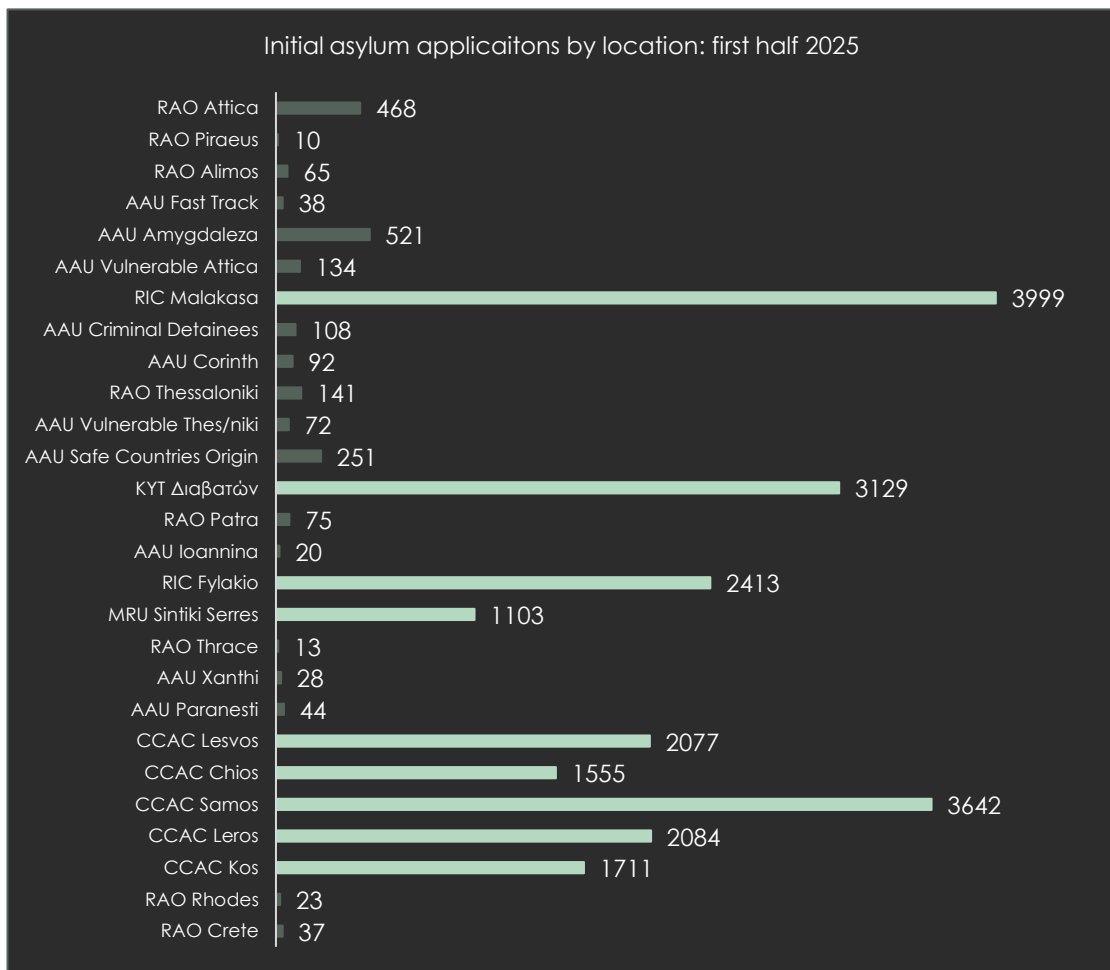
The overwhelming majority of the 23,851 initial asylum applications lodged in the first half of 2025 were registered by regional RIS services, i.e. the five CCAC on the Eastern Aegean islands, the RIC of Fylakio, Diavata and Malakasa, and the Mobile Registration Unit (MRU) in Sintiki, Serres.

⁵ JMD 63905/2025, Gov. Gazette B' 1727/08.04.2025.
⁶ Greek Council of State, 1048/2025, 6 June 2025.
⁷ JMD 305652/2024, Gov. Gazette B' 7117/27.12.2024.



Source: Ministry of Migration and Asylum, Statistics, Jan-Jun 2025

The number of initial asylum applications lodged by Regional Asylum Office (RAO) / Autonomous Asylum Unit (AAU) of the Asylum Service or RIC / CCAC of the RIS was as follows:

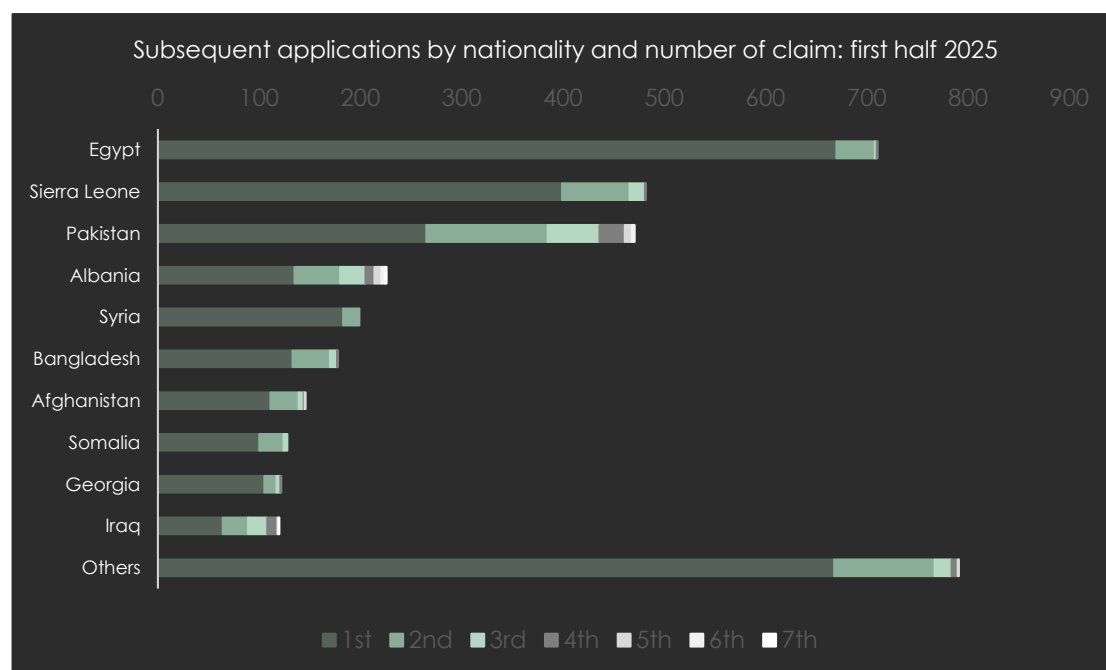


Source: Ministry of Migration and Asylum, Statistics, Jan-Jun 2025

The main points of registration of asylum applications throughout Greece in the first half of 2025 were RIC Malakasa, CCAC Samos and RIC Diavata.

Subsequent applications

Subsequent asylum applications are lodged at the RAO and AAU of the Asylum Service. The figures supplied by the Ministry of Migration and Asylum in response to parliamentary questions refer to a total of 3,574 subsequent asylum claims lodged in the first half of 2025 following a final decision on the initial claim. The main nationalities of people lodging subsequent applications were as follows:



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 19 Aug 2025

Out of a total of 3,574 subsequent asylum applications lodged in the first semester of the year, 741 were second or onward subsequent claims. Since 2022, these claims are subject to a fee of 100 € per person according to Greek legislation.⁸ No other EU Member State has enacted such a rule. While review of this rule is still pending before the Council of State, a recent reform has increased the fee from 100 to 300 €.⁹

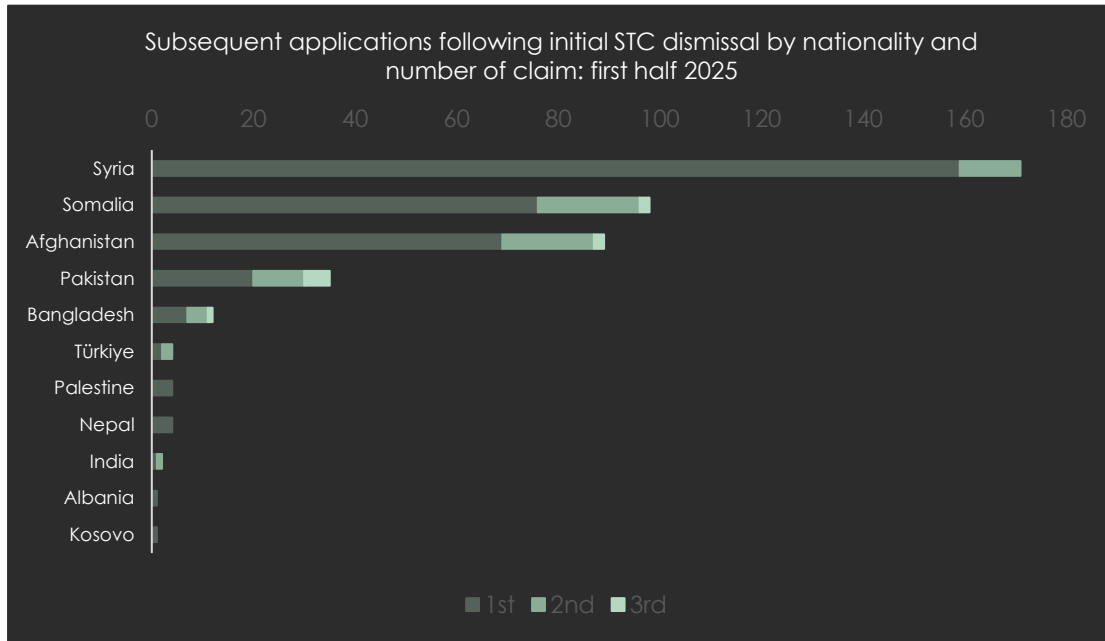
Second or onward subsequent applications subject to a 100 € fee per person were lodged predominantly by nationals of Pakistan (206), followed by Albania (91) and Sierra Leone (83).

Ministry of Migration and Asylum data specify the number of asylum applications lodged following dismissal of the initial claim as inadmissible on “safe third country” grounds, without an assessment on the merits. This concerned 421 subsequent applications: 171 related to Syrian nationals, 98 Somali and 89 Afghan nationals, covered by the designation of Türkiye as a “safe third country” and subject to a ground for inadmissibility:¹⁰

⁸ Article 94(10) Greek Asylum Code; JMD 472687/2021, Gov. Gazette B' 6246/27.12.2021.

⁹ Article 34 L 5226/2025, Gov. Gazette A' 154/08.09.2025.

¹⁰ Article 91 Greek Asylum Code; JMD 538595/2023, Gov. Gazette B' 7063/15.12.2023. See also RSA & PRO ASYL, *The Concept of “Safe Third Country”: Legal Standards & Implementation in the Greek Asylum System*, February 2024, available [here](#).



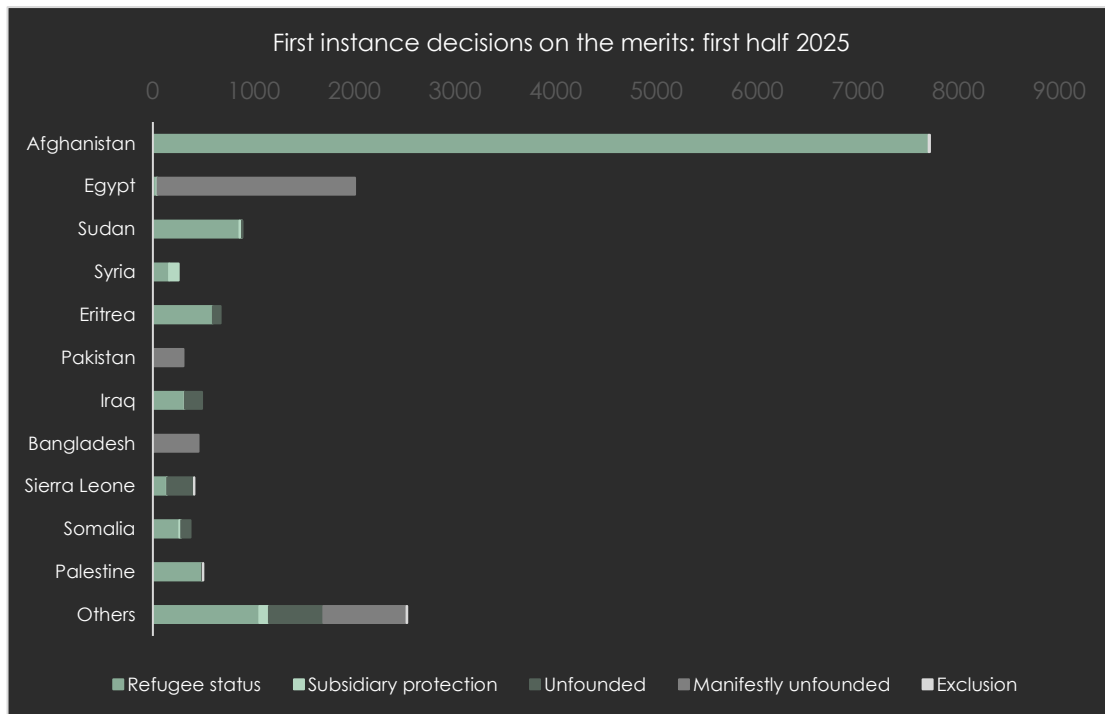
Source: Ministry of Migration and Asylum, Reply to parliamentary question, 19 Aug 2025

First instance procedure at the Asylum Service

22,517 personal interviews of asylum seekers were held in the first half of 2025 according to official figures. Of those, 15,507 were conducted by caseworkers of the Asylum Service and 7,010 by European Union Agency for Asylum (EUAA) personnel. The Greek authorities failed again to disclose data on the number of interviews conducted in person and by videoconference.

The Asylum Service took 16,593 first instance decision on the merits of asylum claims, i.e. assessing whether the conditions for refugee status or subsidiary protection were met.

More than $\frac{2}{3}$ of asylum applications examined on the merits by the Asylum Service were granted. The general recognition rate at first instance stood at 71.6%, down from 79% in 2024. Over the semester, 11,618 decisions granted refugee status, 256 granted subsidiary protection and 4,719 were rejections on the merits.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 19 Aug 2025

Recognition rates for main countries of origin of people seeking protection in Greece have remained extremely high: 100% for Syria, 99.8% for Afghanistan and Sudan, 98% for Palestine and 88% for Eritrea. Official statistics of the Greek authorities confirm for yet another year that the majority of people applying for asylum in the country are refugees and are entitled to protection in Greece.

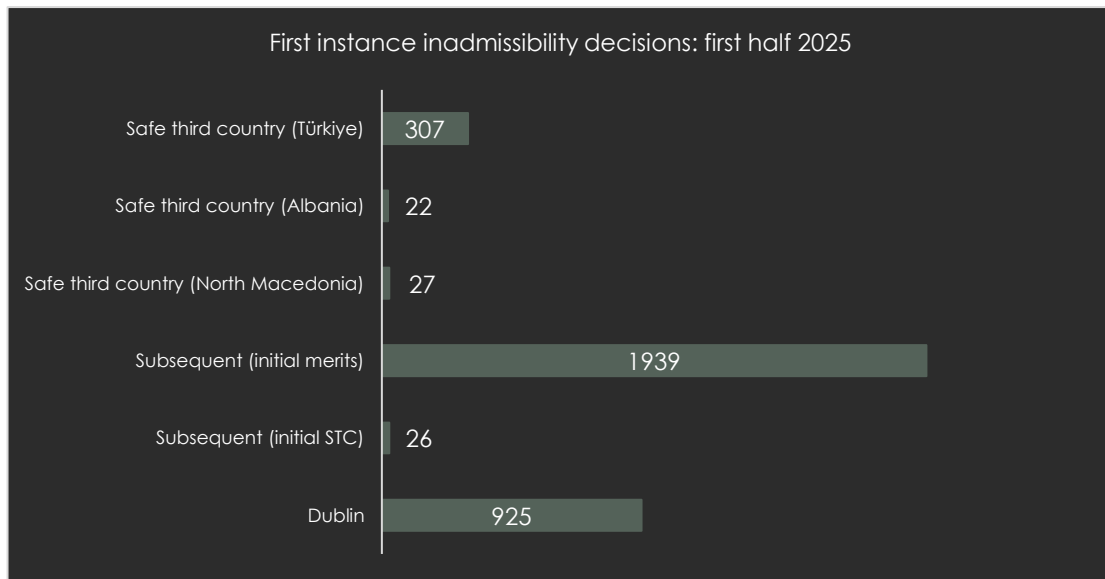
Most rejection decisions concern manifestly unfounded applications (3,539), rejected under the accelerated procedure¹¹ almost exclusively based on the national list of "safe countries of origin". Manifestly unfounded rejections were issued mainly against nationals of Egypt (1,962), Bangladesh (448), Pakistan (303), Nepal (284) and Albania (235).

Inadmissible applications

The Asylum Service dismissed 3,246 asylum claims as inadmissible on various inadmissibility grounds, without performing an assessment of their merits and of qualification for refugee status or subsidiary protection.¹²

¹¹ Article 88(9) Greek Asylum Code.

¹² Article 89(1) Greek Asylum Code.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 19 Aug 2025

The main ground for inadmissibility remains subsequent applications without new elements. These claims are subject to a preliminary admissibility assessment by the Asylum Service.¹³ Out of a total of 1,965 inadmissibility decisions on subsequent applications, 1,939 concern claims initially dismissed on the merits and 26 claims initially dismissed on “safe third country” grounds.

The second main ground for inadmissibility of asylum applications is the application of the Dublin Regulation, where the dismissal of the asylum claim is tied to the transfer of the applicant to another EU Member State.

As for “safe third country” decisions, inadmissibility of asylum claims remains applicable almost exclusively vis-à-vis Türkiye. 307 first instance inadmissibility decisions concerned Türkiye, compared to no more than 27 regarding North Macedonia and 22 regarding Albania. The “safe third country” concept was applied as follows:

Application of the “safe third country” concept at first instance: first half 2025			
	Türkiye	North Macedonia	Albania
Admissible	985	24	8
Inadmissible	307	27	22

Source: Ministry of Migration and Asylum, Reply to parliamentary question, 19 Aug 2025

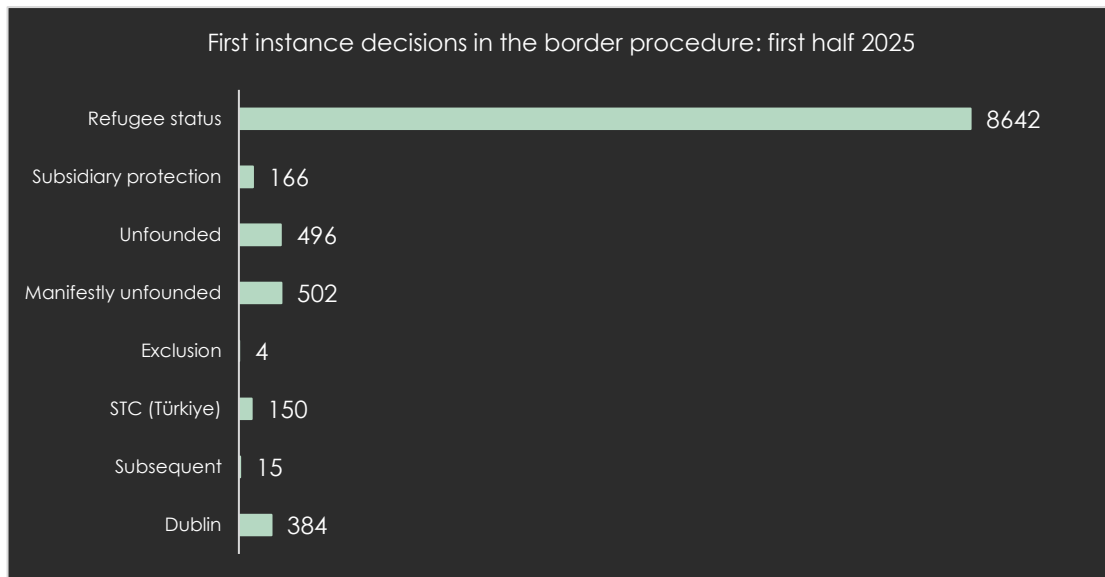
Border procedure

Greece has continued to arbitrarily apply the border procedure to people who make asylum applications inside CCAC on the Eastern Aegean. This runs counter to the prohibition on imposing said procedure to claims that are not made at the “borders” or in “transit zones”.¹⁴ It also breaches the prohibition on applying the procedure to asylum claims that are neither inadmissible nor manifestly unfounded.¹⁵

¹³ Article 94(2) Greek Asylum Code.

¹⁴ Article 95(1) Greek Asylum Code.

¹⁵ Articles 88(9) and 95(1) Greek Asylum Code.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 19 Aug 2025

The Asylum Service issued 10,359 decisions in the border procedure in the first half of 2025. No more than 502 were manifestly unfounded rejections and 549 were inadmissibility decisions. Therefore, the vast majority of decisions taken in the border procedure exceed the boundaries of the law and should have been channelled into the regular procedure. This includes 496 unfounded rejections unlawfully issued by the Asylum Service in the border procedure.

Not a single application was exempted from the border procedure for reasons of vulnerability and need for special procedural guarantees.¹⁶ This corroborates our constant concerns as to Greece's compliance with the duty to afford special procedural safeguards to those asylum seekers who need them in order to navigate the asylum process.

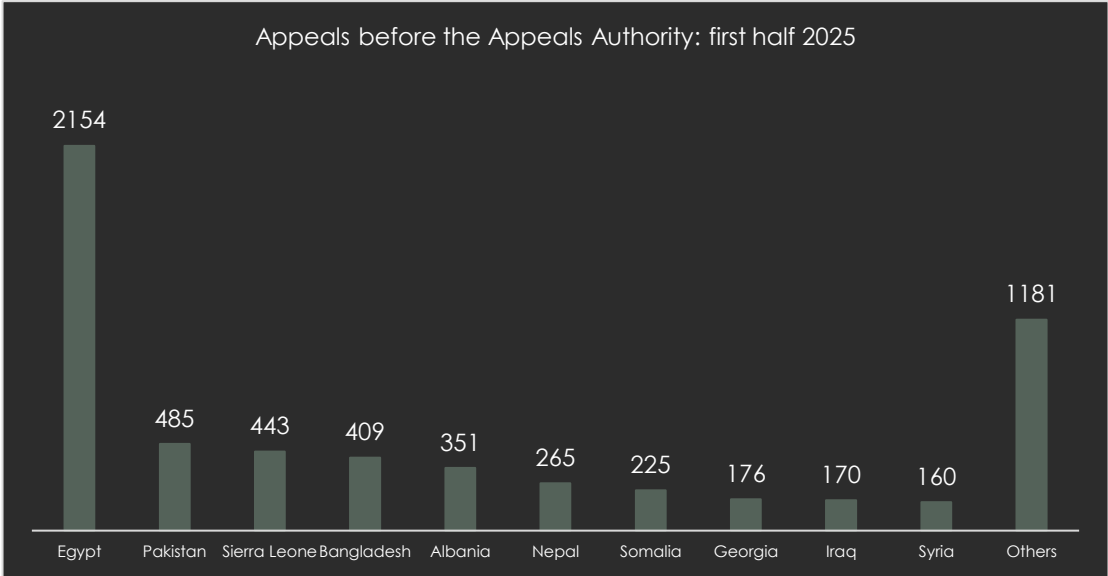
The overwhelming majority of decisions taken in the border procedure were positive, leading to an extremely high recognition rate of 89.8%; far beyond the already high overall rate of 71.6%. 6,039 out of a total of 8,642 refugee status grants in the border procedure concerned Afghan nationals alone.

¹⁶ Article 72(3) Greek Asylum Code.

Second instance procedure at the Appeals Committees

Appeals

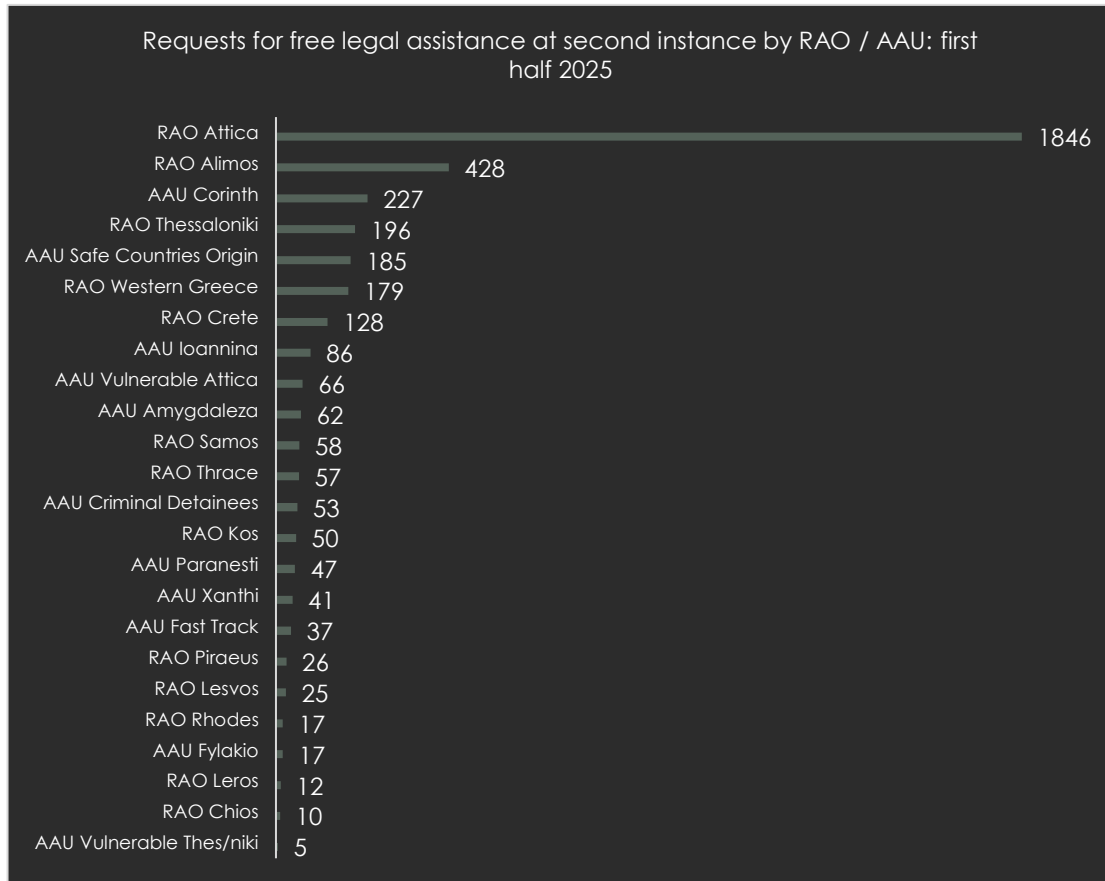
Throughout the first half of the year, 6,019 appeals were lodged at the Appeals Authority against Asylum Service decisions. The main countries of origin of appellants reflect countries listed as "safe countries of origin" e.g. Egypt, Pakistan, Bangladesh, Albania, Nepal and Georgia, as well as countries such as Somalia and Syria:



Source: Ministry of Migration and Asylum, Statistics, Jan-Jun 2025

According to official data provided in response to parliamentary questions, requests for free legal assistance through the Registry of Lawyers of the Asylum Service were made in 3,858 cases, representing 64.1% of lodged appeals. Figures refer to 4,044 people benefitting from free legal assistance from the Registry of Lawyers. This exceeds the total sum of requests.

Similar to 2024, the majority of free legal assistance requests were submitted before RAO Attica, RAO Alimos and AAU Corinth.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 19 Aug 2025

Examination of appeals

Appeals Committees took a total of 4,894 second instance decisions during the first half of 2025. The Committees held oral hearings on appeals in no more than 204 cases.¹⁷ Oral examination of asylum applications at second instance therefore remained exceptional and extremely narrow despite recent guidance from Council of State case law, highlighting the duty of the Committees to order oral hearings so as to ensure adequate collection of the evidence forming the basis for examination of asylum claims.¹⁸

The Appeals Committees dismissed 747 appeals as manifestly unfounded due to failure on the part of the appellants to attend the examination of the case in person or to make timely submission of a certificate of residence in a reception facility.¹⁹ The Court of Justice of the European Union (CJEU) has found the domestic rule imposing the dismissal of appeals on such grounds to be contrary to EU law.²⁰

In addition, the Appeals Committees dismissed 843 appeals due to late submission in the first half of 2025. This figure also raises serious concerns, given that late submission

¹⁷ According to Article 102(3) Greek Asylum Code.

¹⁸ Council of State, 1371/2023, 9 August 2023.

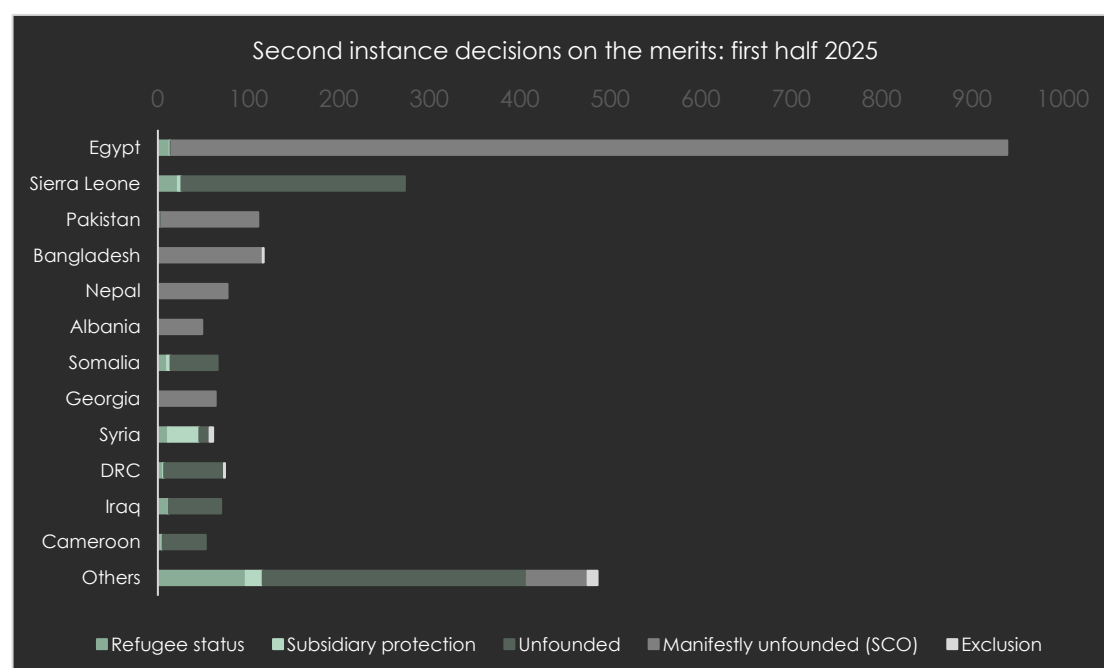
¹⁹ Article 102(2) Greek Asylum Code.

²⁰ CJEU, C-610/23 *Al Nasiria*, 3 July 2025.

of appeals is closely related to circumvention of rules of notification of asylum decisions on the part of the authorities. Specifically, the Asylum Service continues to resort to email notifications of first instance decisions to people residing in RIS facilities, for whom notification of decisions must be made in person in the facilities. This obligation is expressly stated in the law and has been stressed by Greek administrative courts.²¹

Decisions on the merits

Out of a total of 4,894 second instance decisions issued in the first half of the year, 2,440 were decisions on the merits of asylum applications:



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 19 Aug 2025

These figures point to an overall second instance recognition rate of 10% for the first six months of 2025. The majority of negative decisions were manifestly unfounded rejections concerning Egyptian nationals (924).

Inadmissible applications

The Appeals Committees dismissed 842 asylum applications as inadmissible – beyond appeals dismissed due to late submission or rejected as “manifestly unfounded” due to failure to attend the examination in person or to submit a residence certificate. Here too, the main inadmissibility ground is subsequent applications without new elements (649).

²¹ Article 87(4) Greek Asylum Code. See e.g. Administrative Court of Thessaloniki, AΔ6/2025, 13 January 2025; Administrative Court of Athens, NΔ324/2024, 28 June 2024.

Judicial review at the administrative courts

Ministry of Migration and Asylum data on judicial review of asylum decisions in the first half of 2025 refer to 19 granted applications and 33 rejected on the merits.

As regards judicial review applications examined on the merits, the approval rate at the Administrative Courts of Athens and Thessaloniki rose to 36.5%, up from 30.% in 2024, 22.6% in 2023 and 20% in 2022.

Available data confirm, however, that most judicial review applications are dismissed by the administrative courts as inadmissible due to non-compliance with admissibility requirements such as a notarised power of attorney and payment of court fees. 253 applications were dismissed as inadmissible in the first half of 2025. Proceedings were discontinued for another 24.

Judgments of the administrative courts may be appealed before the Council of State.²² No such appeal was lodged in the first half of 2025.

Pending applications

At the end of June 2025, there were 27,496 pending asylum applications at first instance and 2,675 at second instance, as well as 1,416 pending judicial review applications against second instance decisions before the administrative courts.

In 13,148 out of the 27,496 pending applications at first instance, the Asylum Service had not yet conducted a personal interview. Most open cases at first instance (15,109) were pending for less than six months, while 9,332 were pending for more than six months and 3,055 for over a year.

²² Article 15(5) L 3068/2002, Gov. Gazette A' 274/14.11.2002.



<https://rsaegean.org/en/asylum-stats-greece-2025half>



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