

POLICY NOTE

# ASYLUM PROCEDURE STATISTICS IN GREECE 2025

MARCH 2026

Two out of three applications granted,  
rising rate of final negative decisions quashed by courts

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## Asylum applications

- 55,383** initial asylum applications, of which **51,318** lodged with RIS services
- 6,251** subsequent asylum applications, of which **541** following an inadmissible initial claim on "safe third country" grounds
- 1,383** subsequent claims subject to a 100 of 300 € fee per person



## First instance procedure at the Asylum Service

- 70.6%** recognition rate, with most positive decisions concerning Afghanistan
- 91.2%** recognition rate in the border procedure
- 8,328** manifestly unfounded rejections
- 464** inadmissibility decisions on "safe third country" grounds, of which **308** concerning Türkiye. Of those, **130** were taken in the border procedure
- 3,709** inadmissibility decisions on subsequent applications without new elements, of which **29** regarding initial claims dismissed on "safe third country" grounds
- 28,317** pending applications at first instance, of which **15,458** pending interview



## Second instance procedure at the Appeals Authority

- 12,552** appeals, of which **8,682** with free legal assistance from the Asylum Service Registry of Lawyers
- 1,526** appeals dismissed due to failure to appear in person
- 1,732** appeals dismissed due to late submission
- 386** oral hearings at the appeal stage
- 8.5%** recognition rate at second instance



## Judicial review at the administrative courts

- 1,241** pending judicial review applications at the Administrative Courts of Athens and Thessaloniki
- 47.3%** approval rate in judicial review

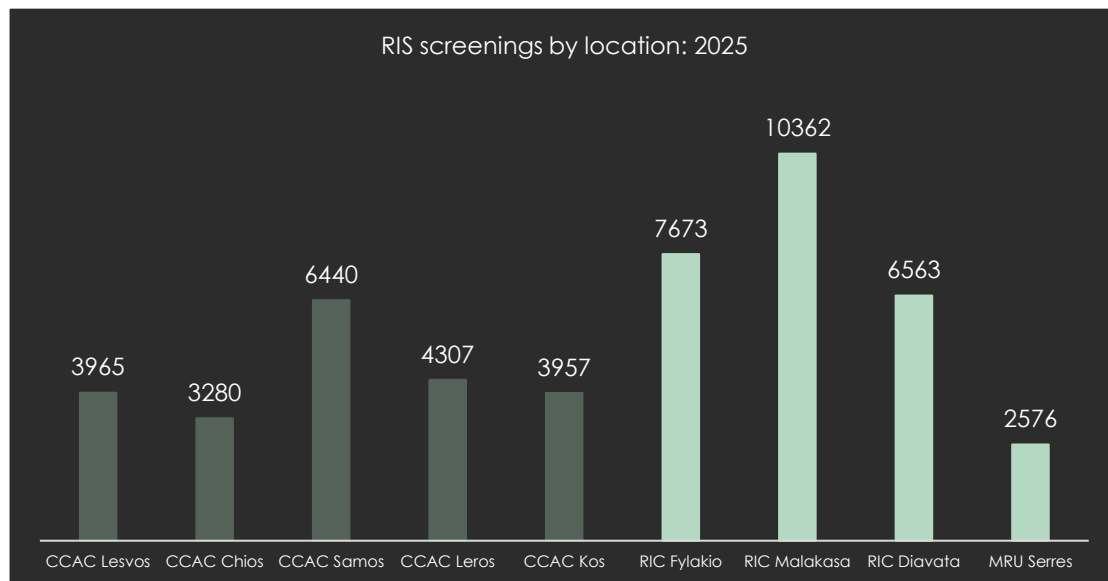
This Refugee Support Aegean (RSA) note analyses the workings of the Greek asylum procedure in 2025, drawing on statistics published by the Ministry of Migration and Asylum and figures disclosed in response to parliamentary questions.<sup>1</sup> This analysis builds on RSA's regular documentation of the operation of the asylum process in Greece.

## Registration

According to official data of the Greek authorities, a total of 48,298 arrivals were recorded throughout 2025. These include 28,499 from Evros and the Eastern Mediterranean, while 19,799 from the Central Mediterranean.<sup>2</sup>

## Screening

Every person arriving or staying undocumented in Greece must undergo screening before the Reception and Identification Service (RIS) of the Ministry of Migration and Asylum. Screening takes place in the Closed Controlled Access Centres (CCAC) and Reception and Identification Centres (RIC).<sup>3</sup> The RIS screened a total of 50,840 people in 2025, of whom 7,673 in Evros, 21,949 in the CCAC of the Eastern Aegean islands and 21,218 in RIC and Mobile Registration Units (MRU) on the mainland. The primary location of RIS screenings in 2025 was RIC Malakasa, which received the largest number of people arriving on Crete and Gavdos.



Source: Ministry of Migration and Asylum, Statistics, Dec 2025

This year too, almost all people screened by the RIS sought asylum in Greece.

<sup>1</sup> Hellenic Parliament, *Λειτουργία της διαδικασίας ασύλου*, available [here](#).

<sup>2</sup> RSA, 'Crete – Gavdos 2025: Fourfold increase in refugee arrivals and absence of state planning', 17 February 2026, available [here](#).

<sup>3</sup> Articles 38 et seq. Greek Asylum Code, L 4939/2022, Gov. Gazette A' 111/10.06.2022.

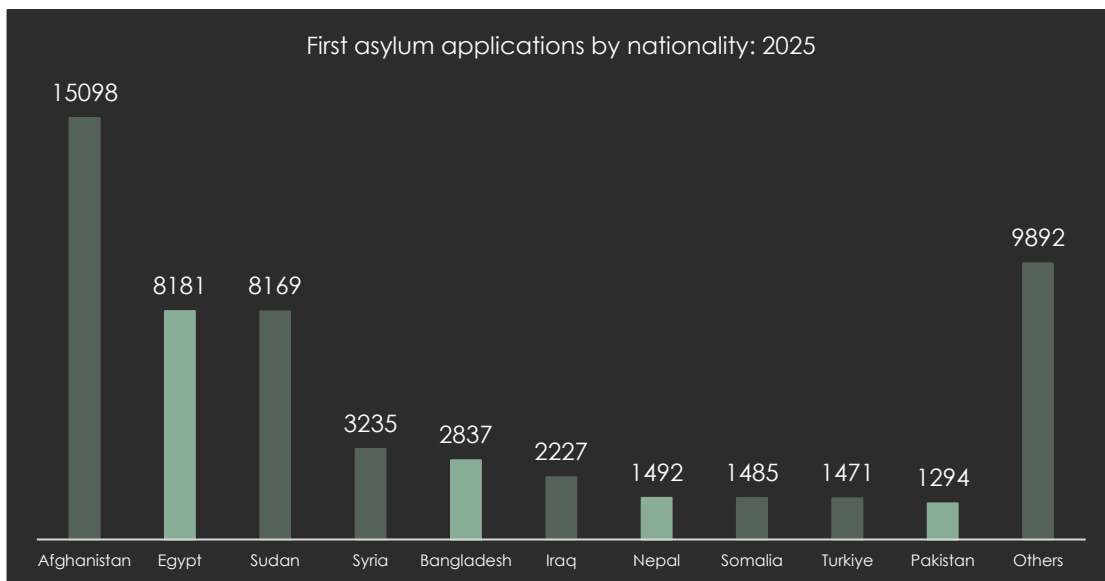
## Access to the asylum procedure

Greece designates the Asylum Service and the RIS as responsible authorities for registering asylum applications.<sup>4</sup> In 2025, a total of 55,383 people lodged first asylum applications before these two services.<sup>5</sup> The overwhelming majority of first claims were lodged with RIS services.

Official figures indicate for yet another year that the number of first asylum applications exceeds both the number of recorded arrivals and the number of people screened by the RIS. This discrepancy confirms that there continue to be asylum seekers who lodge a claim without previously undergoing screening in Greece.

The treatment of certain categories of people subjected to the unlawful three-month asylum ban enacted by Greece in the summer of 2025 is a notable example. After the ban came to an end, these groups had their asylum applications lodged with the Asylum Service while remaining in administrative detention in Pre-Removal Detention Centres (PRDC) of the Hellenic Police.<sup>6</sup>

The main nationalities of asylum seekers who lodged first claims at the RIS and the Asylum Service last year were as follows:



Source: Ministry of Migration and Asylum, Statistics, Jan-Dec 2025; Reply to parliamentary question, 6 Feb 2026

Afghanistan was by far the main country of origin of asylum seekers. The Greek government persists in designating Türkiye as a “safe third country” (STC) for nationals of Afghanistan, as well as Syria and Somalia. The Plenary of the Greek Council of State quashed the STC list in 2023 for want of due reasoning.<sup>7</sup> Before the publication of the full text of the ruling, the government adopted a new list that re-designated Türkiye as

<sup>4</sup> Article 1 (q) Greek Asylum Code.

<sup>5</sup> According to the aggregate of figures in the monthly reports of the Ministry of Migration and Asylum.

<sup>6</sup> RSA, *Suspension of Asylum in Greece: Detention, Uncertainty, and Rights Violations*, 13 November 2025, available [here](#).

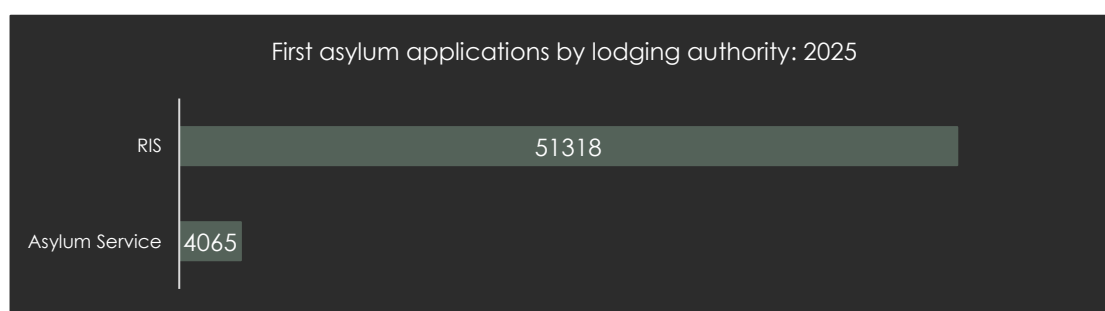
<sup>7</sup> Council of State, 1048/2025, 6 June 2025.

a STC for those nationalities,<sup>8</sup> leading to fresh proceedings before the Council of State,<sup>9</sup> heard in November 2025 and pending to date. In the meantime, the government issued a new, identical designation of Türkiye as STC.<sup>10</sup>

The main countries of origin of asylum seekers include Egypt, Bangladesh, Nepal and Pakistan. These countries are designated as “safe countries of origin” (SCO) in a different national list.<sup>11</sup>

## Place of registration of initial applications

The overwhelming majority of the 55,383 first asylum applications in 2025 were lodged before RIS regional services, i.e. the five CCAC on the Eastern Aegean islands, the RIC of Fylakio, Diavata and Malakasa, as well as the MRU of Serres and Sintiki.



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

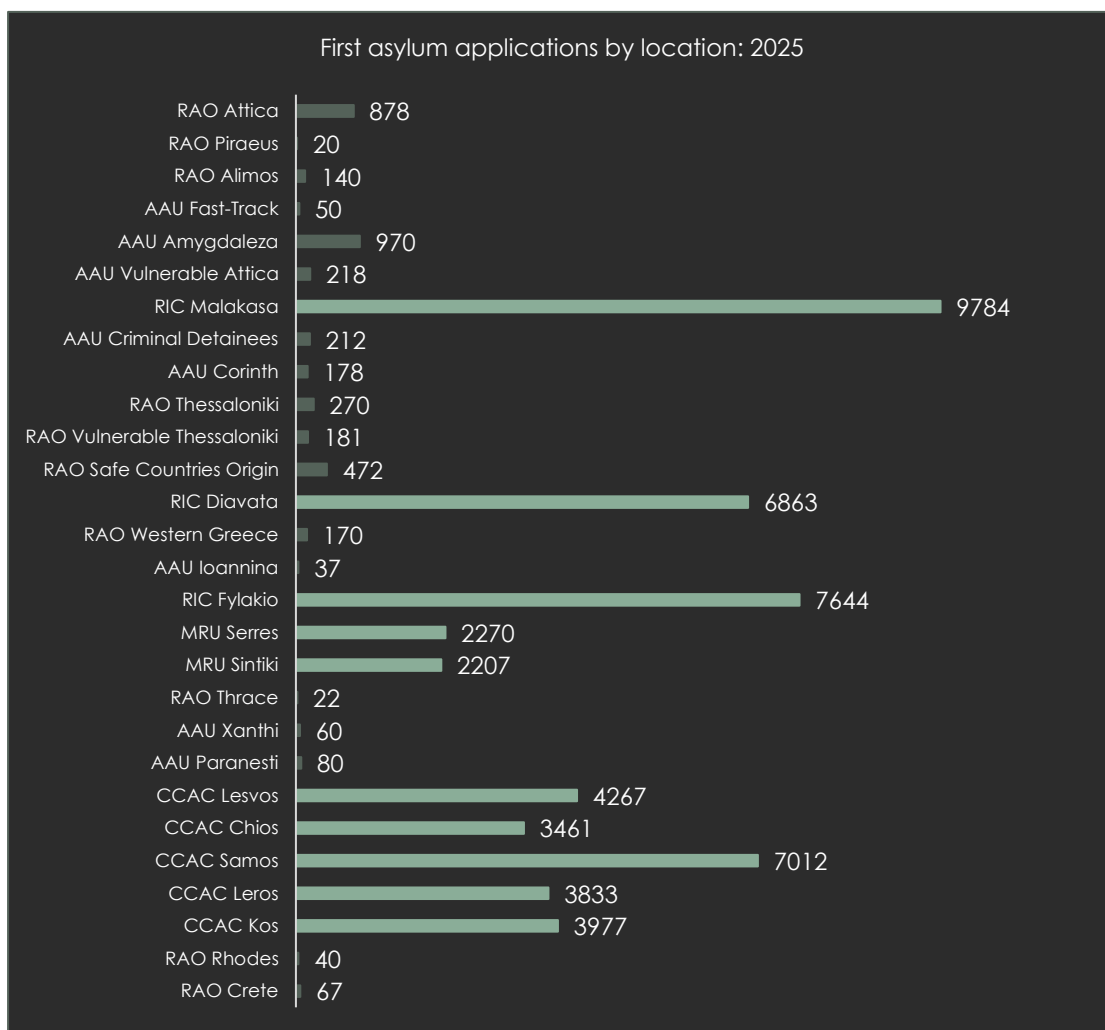
The number of first asylum applications lodged by Regional Asylum Office (RAO) / Autonomous Asylum Unit (AAU) of the Asylum Service or by RIC, CCAC and MRU of the RIS was as follows:

<sup>8</sup> JMD 63905/2025, Gov. Gazette' B' 1727/08.04.2025.

<sup>9</sup> RSA, 'Ministry of Migration and Asylum's persistence on Turkey's characterisation as a "Safe Third Country" for refugees returns to the Council of State', 11 June 2025, available [here](#).

<sup>10</sup> JMD 250219/2025, Gov. Gazette B' 7407/31.12.2025.

<sup>11</sup> JMD 305652/2024, Gov. Gazette B' 7117/27.12.2024; JMD 9603/2026, Gov. Gazette B' 188/20.01.2026.

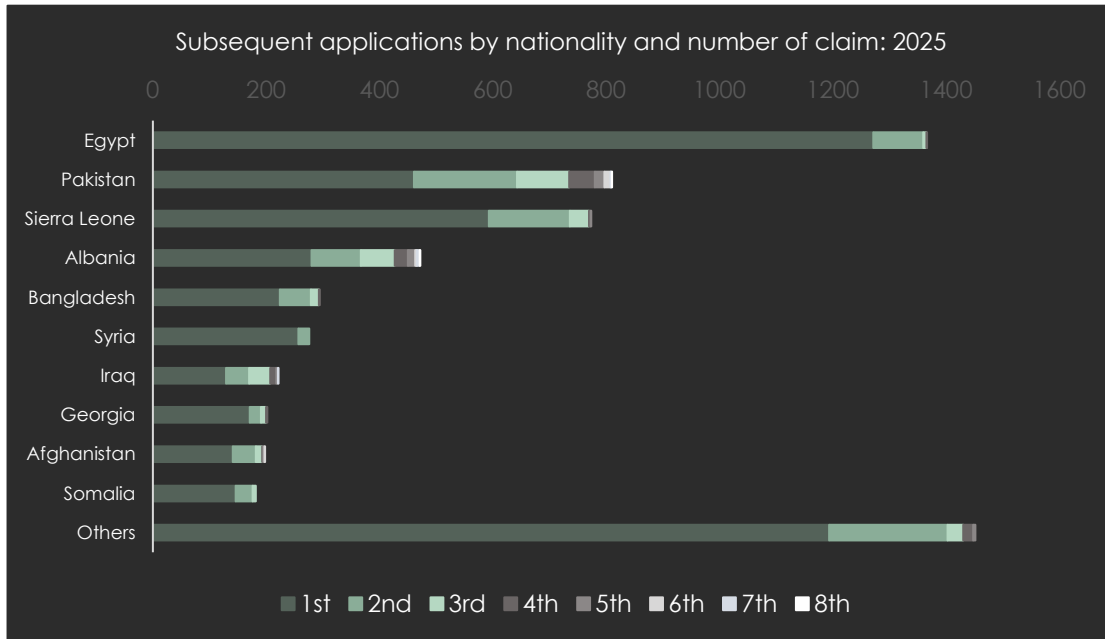


Source: Ministry of Migration and Asylum, Statistics, Jan-Dec 2025

The main places of registration of asylum applications throughout Greece in 2025 were RIC Malakasa, RIC Fylakio, CCAC Samos and RIC Diavata.

### Subsequent applications

Subsequent asylum applications are lodged exclusively at the RAO and AAU of the Asylum Service, upon appointment via an online platform. According to the figures supplied by the Ministry of Migration and Asylum in reply to parliamentary questions, a total of 6,251 subsequent asylum applications were lodged in 2025 following a final decision on the initial claim. The main nationalities of people who lodged subsequent applications were as follows:



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

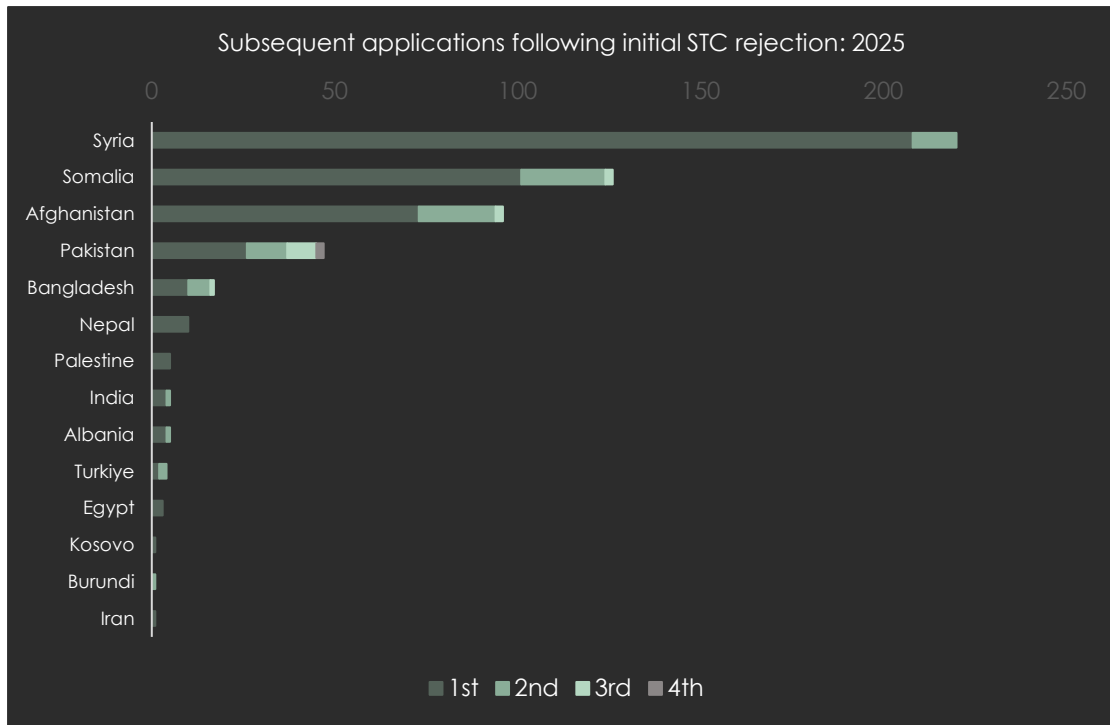
Out of the total of 6,251 subsequent asylum applications lodged in 2025, 1,383 were second or onward subsequent claims. As of 2022, Greece is the only EU Member State to impose a fee for those subsequent applications under its domestic law.<sup>12</sup> The Council of State is yet to decide on the legality of this rule. L 5226/2025 amended the rule and increased the fee from 100 to 300 € last fall.<sup>13</sup>

Second or onward subsequent applications subject to a 100 € – now 300 € – fee were lodged mostly by nationals of Pakistan (350), Albania (192) and Sierra Leone (181).

The Ministry of Migration and Asylum data offer an important disaggregation of the number of subsequent applications lodged following rejection of the initial claim as inadmissible on STC grounds without an assessment on the merits. This concerns 541 subsequent applications, of which 220 concerning Syrian nationals, 126 Somali nationals and 96 Afghan nationals, for whom Türkiye is designated as a STC and an ensuing inadmissibility ground was applied:

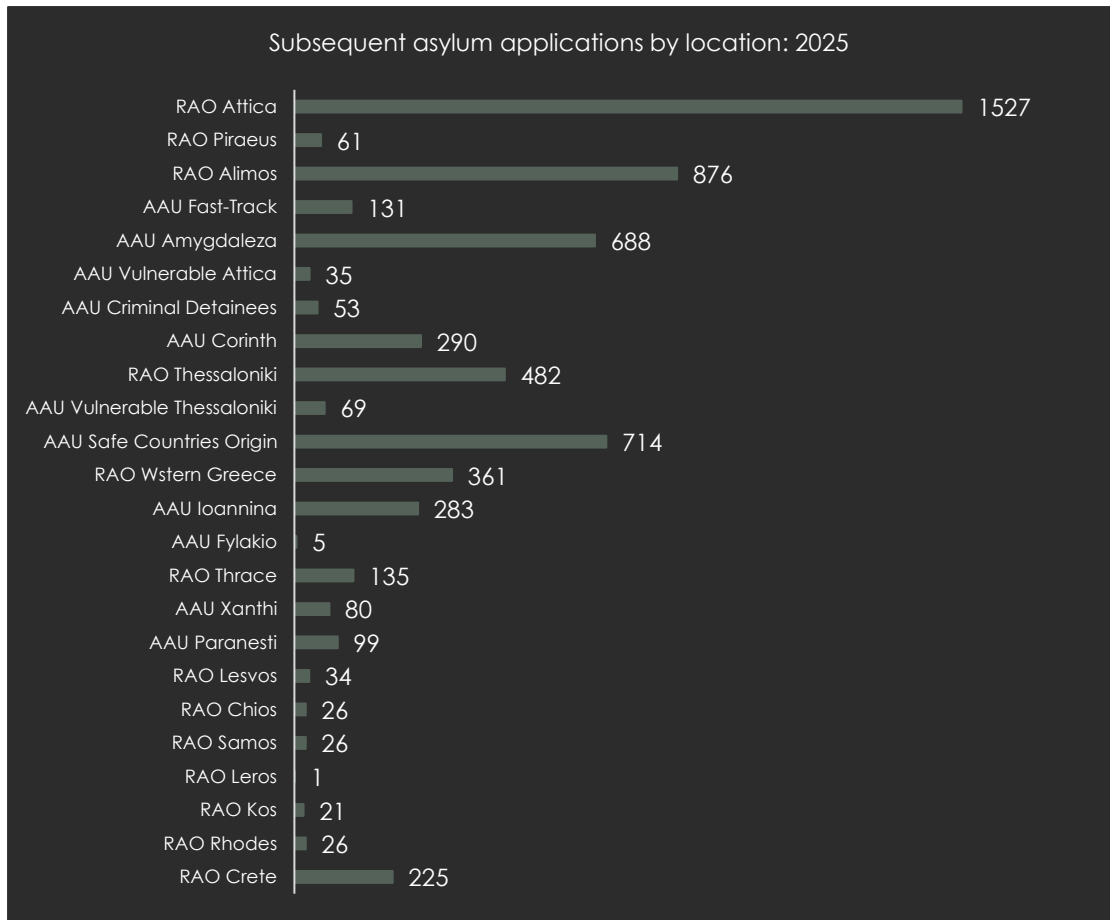
<sup>12</sup> Article 94(10) Greek Asylum Code; JMD 472687/2021, Gov. Gazette B' 6246/27.12.2021.

<sup>13</sup> Article 34 L 5226/2025, Gov. Gazette A' 154/08.09.2025.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

The distribution of subsequent applications by place of registration was as follows:



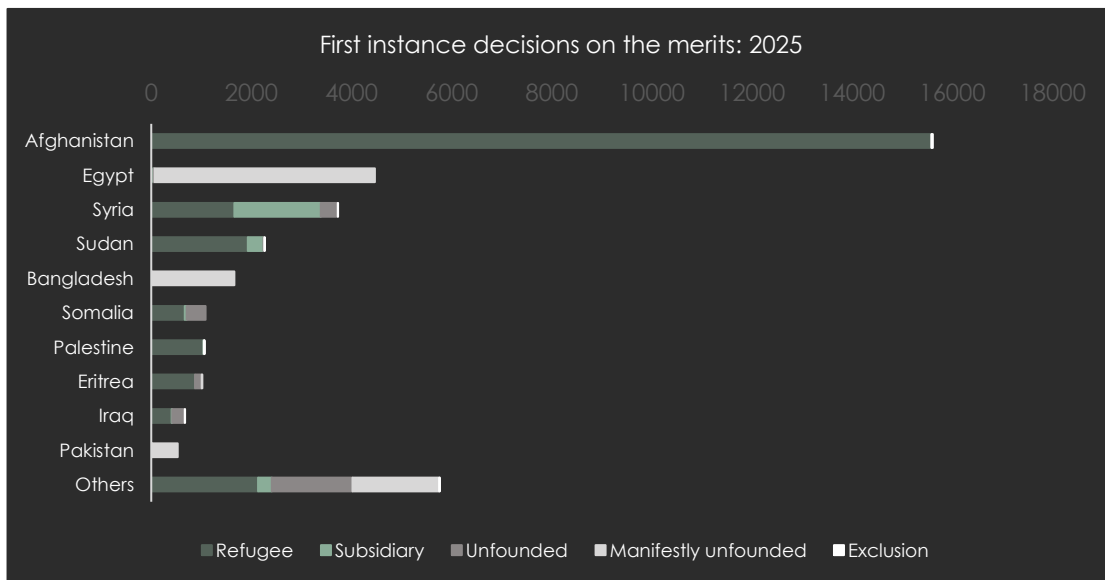
Source: Ministry of Migration and Asylum, Statistics, Jan-Dec 2025

## First instance procedure at the Asylum Service

45,180 interviews of asylum seekers were held in 2025 according to official statistics. Of those, 29,648 were conducted by Asylum Service caseworkers and 15,532 by European Union Agency for Asylum (EUAA) officials. Yet again, the Greek authorities did not provide disaggregated data on the number of interviews conducted remotely and those conducted in person.

The Asylum Service issued 37,868 first instance decisions on the merits of asylum applications, i.e. which assessed whether the criteria for refugee status or subsidiary protection were met.

More than 2/3 of the asylum claims examined on the merits by the Asylum Service were granted. The overall recognition rate at first instance stood at 70.6% in 2025, compared to 79% in 2024. Specifically, throughout the past year, 24,353 decisions granted refugee status, 2,384 granted subsidiary protection, and 11,131 were rejections on the merits. Official figures confirm for yet another year that the majority of people seeking asylum in Greece have international protection needs and merit protection in Greece.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

Recognition rates remained extremely high for several of the main countries of origin of people seeking protection in Greece: 99.8% for Afghanistan, 99.4% for Sudan, 98.5% for Palestine and 91% for Syria.

As regards Syria, for the first time Greece saw its Asylum Service issuing more subsidiary protection grants (1,727) compared to refugee status (1,659).

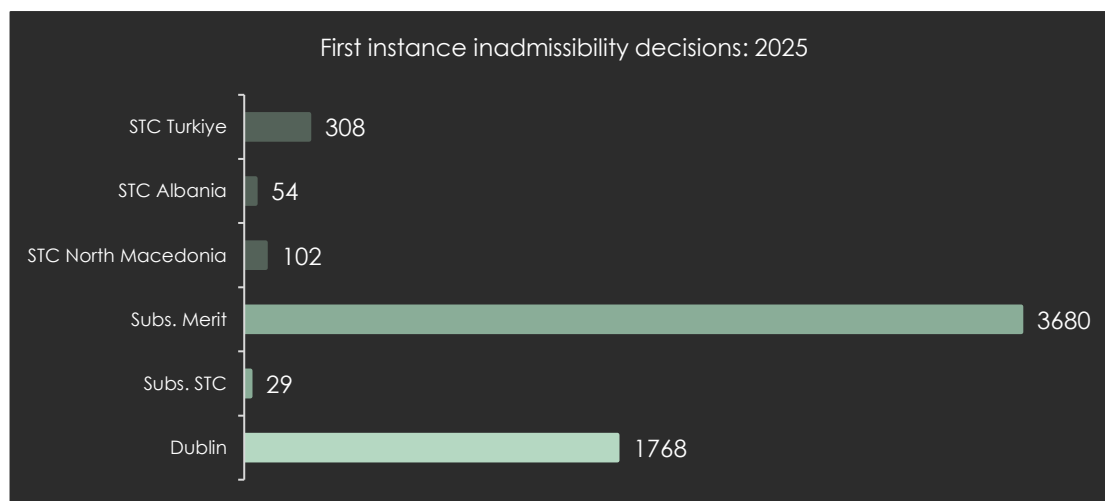
As for negative decisions, the majority concerned manifestly unfounded applications (8,328) rejected in the accelerated procedure,<sup>14</sup> almost exclusively based on the national SCO list. More than half of manifestly unfounded rejections issued by the

<sup>14</sup> Article 88(9) Greek Asylum Code.

Asylum Service were taken against nationals of Egypt (4,404), as well as nationals of Bangladesh (1,650) and Pakistan (520).

## Inadmissible applications

The Asylum Service dismissed 5,941 asylum applications as inadmissible<sup>15</sup> without deciding on their merits and on qualification for refugee status or subsidiary protection.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

The primary ground for dismissal of asylum applications as inadmissible continues to concern subsequent applications without new elements, which undergo a preliminary admissibility assessment by the Asylum Service.<sup>16</sup> The number of inadmissibility decisions on subsequent applications includes 3,680 inadmissibility decisions against claims initially rejected on the merits and 29 against claims initially dismissed on STC grounds.

The second main ground for inadmissibility related to the implementation of the Dublin Regulation. Here, the dismissal of the asylum claim is tied to the asylum seeker's transfer to another EU Member State.

For its part, the STC concept as a ground for inadmissibility of asylum applications seems to no longer apply predominantly vis-à-vis Türkiye in practice. There was no STC decision regarding Türkiye in the second half of 2025, after the Council of State<sup>17</sup> and Court of Justice of the European Union (CJEU)<sup>18</sup> held that the STC concept cannot be applied due to the absence of prospects of readmission to Türkiye.

## Border procedure

2025 saw a continuation of the systematic, arbitrary use of the border procedure to people who made asylum applications inside the CCAC of the Eastern Aegean islands. This has been in contravention of both the prohibition on applying the border

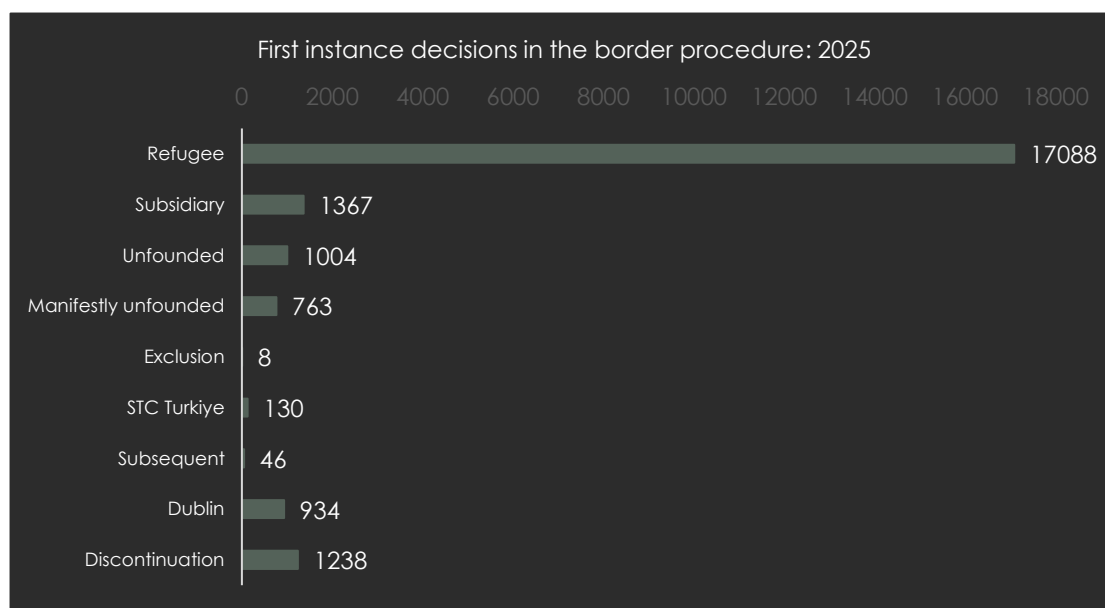
<sup>15</sup> Article 89(1) Greek Asylum Code.

<sup>16</sup> Article 94(2) Greek Asylum Code.

<sup>17</sup> Council of State, 1049/2025 to 1052/2025, 6 June 2025.

<sup>18</sup> CJEU, C-134/23 *Elliniko Symvoulío gia tous Prosfyges*, 4 October 2024, para 54.

procedure to claims made outside “borders” or “transit zones”<sup>19</sup> and the prohibition on applying the border procedure to applications that are not deemed inadmissible or manifestly unfounded.<sup>20</sup>



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

The Asylum Service took 22,578 decisions in the border procedure in 2025. Of those, only 763 were manifestly unfounded rejections and 1,110 were inadmissibility decisions. Therefore, the overwhelming majority of decisions taken in the border procedure exceeded the boundaries set by law and should have been referred to the regular procedure. This is particularly the case for the 1,004 ‘regular’ rejection decisions issued unlawfully under the border procedure.

No application was exempted from the border procedure for reasons of vulnerability and need for special procedural guarantees.<sup>21</sup> This corroborates our constant concerns regarding Greece’s compliance with the duty to afford special procedural safeguards to those who require them to navigate the requirements of the asylum process.

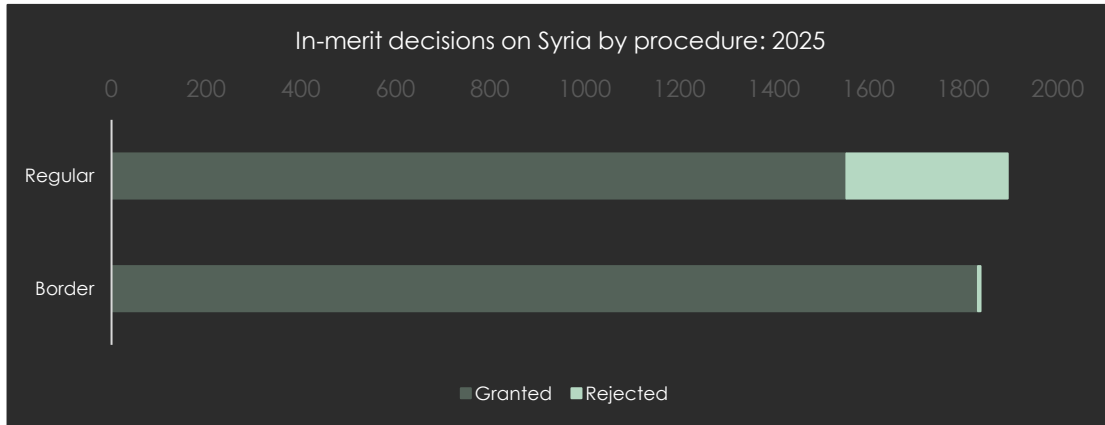
However, the vast majority of decisions issued in the border procedure were positive. This led to an extremely high recognition rate of 91.2%, far exceeding the already high overall recognition rate of 70.6%. 11,595 out of a total of 18,455 refugee status decisions taken in the border procedure concerned nationals of Afghanistan.

Comparison of the border and regular procedures merits particular consideration in the case of asylum claims regarding Syria. Last year, the recognition rate for Syrian nationals was higher in the border procedure (99.7%) compared to the regular procedure (82%):

<sup>19</sup> Article 95(1) Greek Asylum Code.

<sup>20</sup> Articles 88(9) and 95(1) Greek Asylum Code.

<sup>21</sup> Article 72(3) Greek Asylum Code.

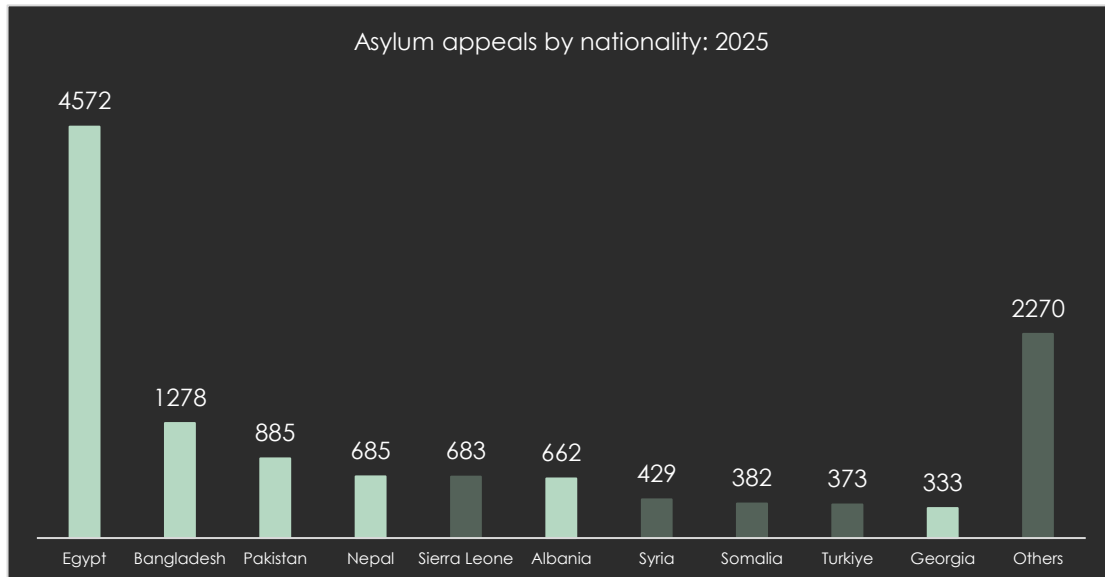


Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

## Second instance procedure at the Appeals Authority

### Appeals

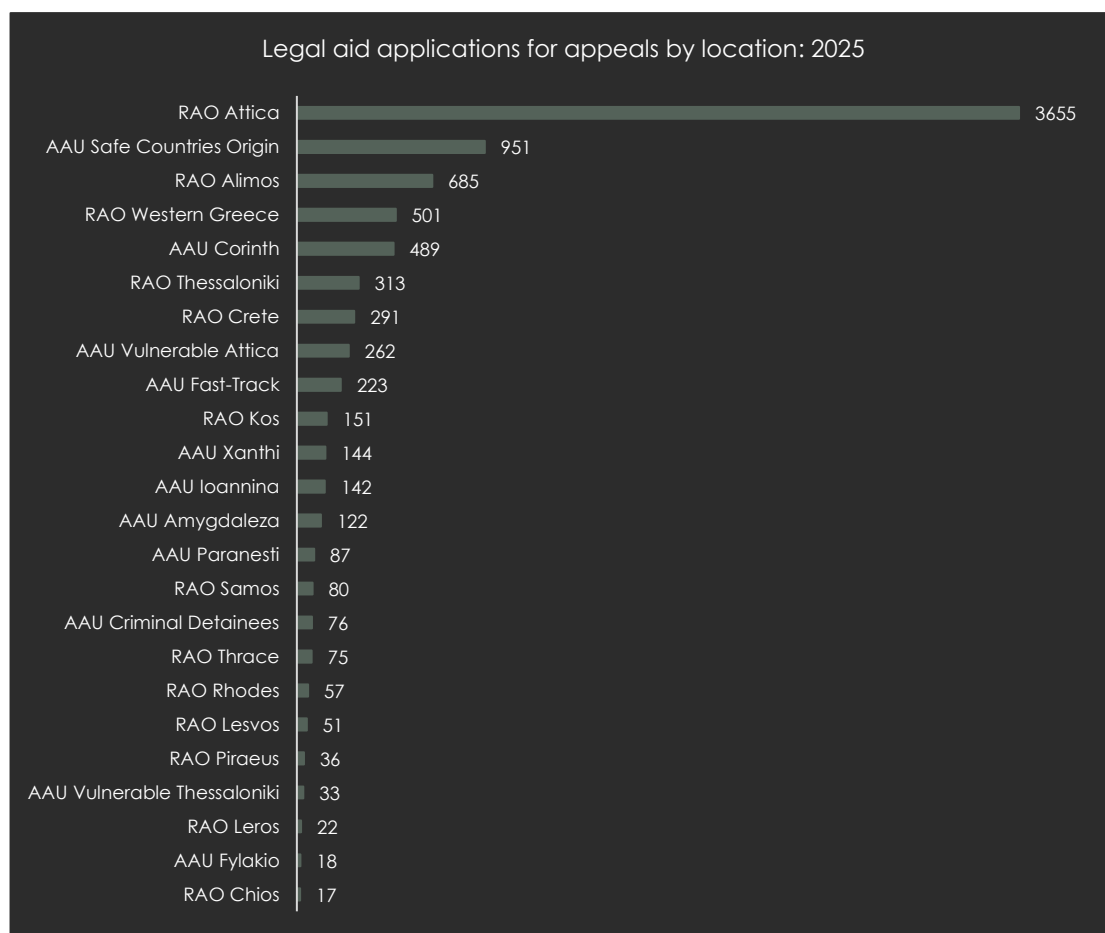
12,552 appeals were lodged before the Appeals Authority against decisions of the Asylum Service in the course of 2025. The main countries of origin of appellants include countries listed as SCO e.g. Egypt, Bangladesh, Pakistan, Nepal, Albania and Georgia, but also Somalia and Syria:



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

According to the official figures disclosed in response to parliamentary questions, there were 8,481 requests for free legal assistance at the Asylum Service Registry of Lawyers, corresponding to 67.6% of submitted appeals. The figures refer to 8,682 people benefitting from free legal assistance from the Registry of Lawyers, more than the sum of legal aid requests.

The majority of requests for legal aid were submitted before RAO Attica, AAU SCO and RAO Alimos.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

## Examination of appeals

Asylum appeals are examined by 20 Appeals Committees, each composed of three administrative judges. The Committees examined 7,108 appeals in collegial format and 4,699 in single-judge format. Single-judge format has been declared unconstitutional by the Plenary of the Council of State<sup>22</sup> and has been abolished by L 5275/2026.

The Appeals Committees conducted oral hearings in no more than 386 cases.<sup>23</sup> As a result, oral examination of asylum applications at second instance has remained exceptional and narrowly restricted, despite guidance from Council of State case law on the obligation of Appeals Committees to hold oral hearings in order to ensure adequate collection of evidence necessary for the assessment of the asylum claim.<sup>24</sup>

The Appeals Committees issued a total of 10,23 second instance decisions in 2025. They dismissed 1,526 appeals as manifestly unfounded on the ground that the appellants did not appear before the Committees in person or failed to promptly submit a

<sup>22</sup> Council of State, 1150/2025, 26 June 2025.

<sup>23</sup> Pursuant to Article 102(3) Greek Asylum Code.

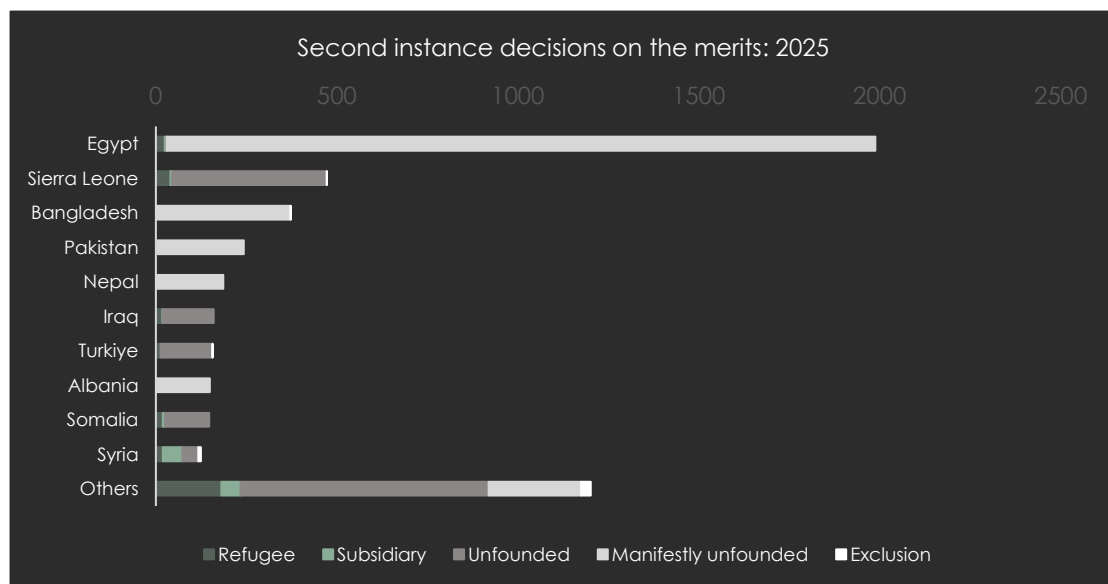
<sup>24</sup> Council of State 1371/2023, 9 August 2023.

residence certificate in a reception facility.<sup>25</sup> The CJEU has found the domestic legislative provision foreseeing such rejection to be unlawful,<sup>26</sup> yet the Committees continue to apply it in dereliction of EU law.

In addition, the Appeals Committees dismissed 1,732 appeals due to late submission in 2025. This is against the backdrop of ongoing Asylum Service practice, consisting in unlawful notification of first instance decisions via email to people residing in RIS camps instead of in-person notification of decisions in the camps, as expressly required by law and stressed by domestic case law.<sup>27</sup>

## Decisions on the merits

Out of 10,283 second instance decisions issued last year, 5,202 were decisions on the merits of asylum applications:



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

The above figures point to an overall recognition rate of merely 8.5% at second instance for 2025. The majority of decisions were manifestly unfounded rejections (3,154), mainly concerning Egyptian nationals (1,958).

## Inadmissible applications

The Appeals Committees dismissed 1,722 asylum applications as inadmissible, beyond those dismissed due to late submission or rejected as “manifestly unfounded” due to failure to appear in person or to submit a residence certificate upon examination of the case. Here too, subsequent applications without new elements were by far the main ground for inadmissibility (1,456).

<sup>25</sup> Article 102(2) Greek Asylum Code.

<sup>26</sup> CJEU, C-610/23 *Al Nasiria*, 3 July 2025.

<sup>27</sup> Article 87(4) Greek Asylum Code. For instance, Administrative Court of Thessaloniki, AΔ6/2025, 13 January 2025; Administrative Court of Athens, NΔ324/2024, 28 June 2024.

## Judicial review at the administrative courts

### Application for judicial review at the administrative courts of first instance

Official data on judicial review of asylum decisions at the administrative courts refer to 86 granted applications and 96 rejected on the merits.<sup>28</sup> This means that the administrative courts quashed almost half of the asylum decisions they reviewed on points of law.

The approval rate of applications for judicial review at the administrative courts has consistently increased, from 20% in 2022 and 22.6% in 2023 to 30.5% in 2024 and 47.3% in 2025.

According to official statistics, however, administrative courts still dismiss most applications for judicial review on admissibility requirements such as power of attorney or payment of court fees. Last year, 340 judicial review applications were dismissed as inadmissible, while another 43 were discontinued without examination.

### Appeal on points of law at the Council of State

Judgments of administrative courts on judicial review of asylum decisions are amenable to an appeal before the Council of State on points of law.<sup>29</sup> No such appeal was lodged in 2025. According to Ministry of Justice data, the Council of State has issued 20 judgments on appeals from 2020 to 2025:

Council of State judgments on appeals against administrative court rulings: 2020-2025	
Granted	2
Rejected	3
Inadmissible	9
Withdrawals	6
<b>Total</b>	<b>20</b>

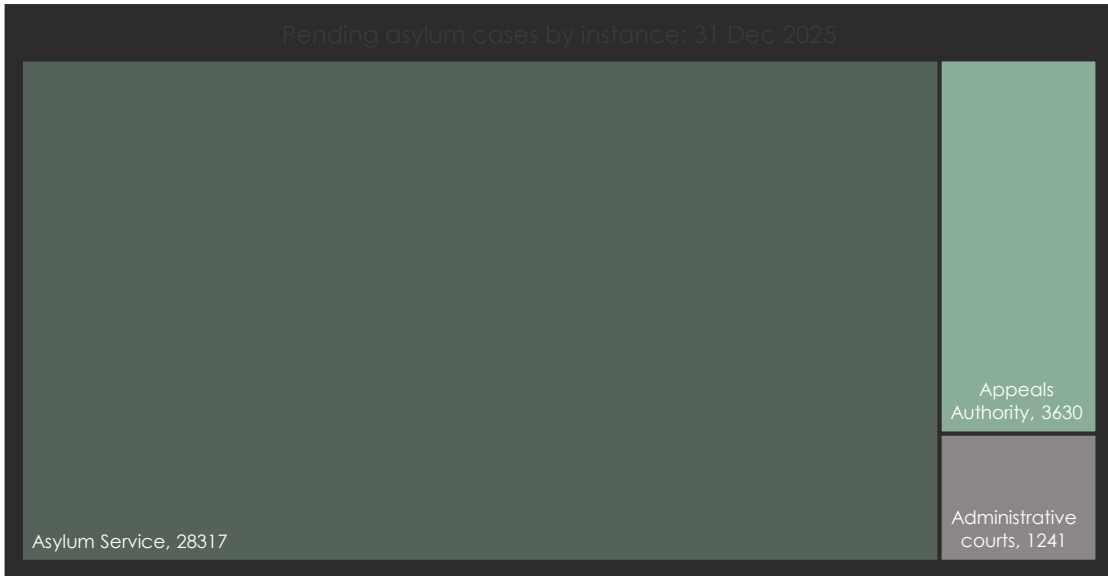
Source: Ministry of Justice, Reply to parliamentary question, 9 Feb 2026

## Pending applications

At the end of 2025, 28,317 asylum claims were pending at first instance and 3,630 at second instance, while 1,241 applications for judicial review against second instance decisions were pending at the administrative courts.

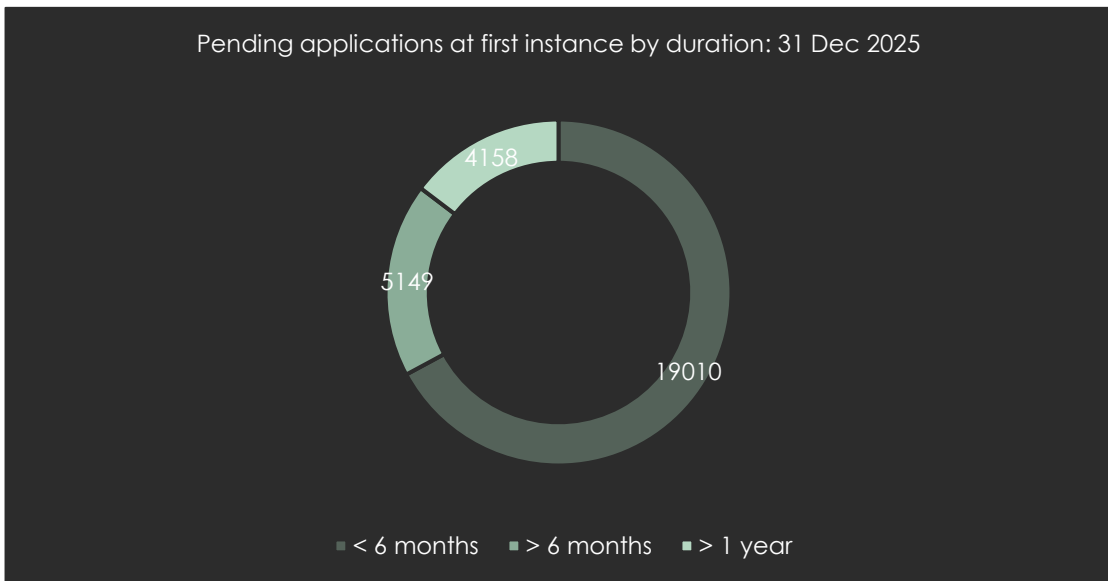
<sup>28</sup> There are discrepancies between the data published by the Ministry of Migration and Asylum and the data supplied by the Ministry of Justice in response to parliamentary questions. This note cites data from the former.

<sup>29</sup> Article 15(5) L 3068/2002, Gov. Gazette A' 274/14.11.2002.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026

In 15,458 out of 28,317 applications pending at first instance, the personal interview had not yet taken place. 4,158 applications were pending for more than one year.



Source: Ministry of Migration and Asylum, Reply to parliamentary question, 6 Feb 2026



<https://rsaegean.org/en/asylum-procedure-and-reception-statistics-in-greece-in-2025/>



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